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**CITIZENS EXPERIENCE OF THE BATHO PELE PRINCIPLES OF
CONSULTATION AND REDRESS IN BUFFALO CITY METROPOLITAN
MUNICIPALITY.**

By

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DECLARATION

I, **Gqamana Athabile**, hereby declare that this mini-dissertation, submitted to the University of Fort Hare for the Master's Degree in Public Administration is my work and has not previously been submitted by me for degree purposes at this or any other university and that all materials contained therein have been duly acknowledged.



A.Gqamana

08/12/2020

SIGNATURE

DATE



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ABSTRACT

Everyday activities of communities are dependent on services provided by the local municipality, district or regional council and the national government. These activities range from water flowing freely from taps, a roof to hide under, and a clean and healthy environment, just to name a few. The Batho Pele principles were introduced to ensure that these services are provided for the benefit of the people. They were introduced to make sure that people are involved in the process of service delivery so that services are exactly what they need.

It is important to note that the Batho Pele principles inform service standards and a customer care charter. This means that the government or providers of service listen to citizens' views and take them into account when making decisions about service delivery. Informing service standards and a customer care charter also means that service providers or the government responds swiftly and sympathetically when the service standard falls below the promised standard.

The problem occurs when citizens are not being consulted about the type of services they are entitled to. The citizens of Buffalo City Metropolitan Municipality had an issue with how services are provided. They stated that even though service delivery was improving, the manner in which these services were provided was not satisfactory. They complained that they were not asked about what they needed and what their priorities were. Moreover, they stated that when they complained, they did not receive an effective response.

The main objective of this research was to establish citizens' experience with consultation and redress as core functions of the Batho Pele Principles. Furthermore, this research sought to establish important elements of proper citizen consultation and redress in the literature, to determine the extent to which these principles are adopted in in BCMM, to establish the effects of current consultation and redress practice on citizens' trust in their local government and to make recommendations on effective approaches to consultation and redress.

The theories that guided the study are the agency theory, the social equity theory and the procedural justice as a derivative of social equity theory. The legislative framework includes the White Paper on Transforming Public Service Delivery (Notice No 1954 Of 1994), the Constitution of the Republic of South Africa, the Municipal Systems Act no 32 of 2000 and the Promotion of Administrative Justice Act 3 of 2000.

The study used both the qualitative and quantitative methods. It also used a case study design. The study used a sample of 110 respondents and the data was collected using interviews, questionnaires and a focus group discussions. Analysis of data followed the narrative and descriptive paradigms. Most importantly, all the objectives of the study were met.



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Contents

List of tables	viii
List of Acronyms.....	ix
CHAPTER 1: OVERVIEW OF THE STUDY.....	10
1.0. INTRODUCTION.....	10
1.1. BACKGROUND	11
1.2. PROBLEM STATEMENT	14
1.3. RESEARCH QUESTION	15
1.3.1. Research objectives:	15
1.3.2. Research questions	15
1.4. SIGNIFICANCE OF THE STUDY	16
1.5. DELIMITATION	17
1.6. STRUCTURE OF THE RESEARCH.	17
1.7. CONCLUSION	18
2.0. INTRODUCTION	19
2.1. CONCEPTUAL FRAMEWORK.....	19
2.1.1. Batho Pele principles	19
2.1.2. Customer First Approach.....	20
2.1.3. Consultation.....	21
2.1.4. Elements of consultation.....	22
2.1.5. Redress	23
2.1.6. Elements of redress.....	24
2.1.7. Service delivery	25
2.2. CONSULTATION AS A DETERMINANT OF PROCEDURAL JUSTICE AND INTERACTIVE JUSTICE	26
2.3. REDRESS AS A DETERMINANT OF INFORMATIONAL JUSTICE	26
2.4. EMPIRICAL LITERATURE	27
2.4.1. The implementation of Batho Pele principles.....	27
2.4.2. The implementation of consultation in government departments.....	28
2.4.3. Studies on citizens' experience of the implementation of consultation and redress to improve service delivery	28
2.4.4. Studies on the implementation of consultation in service delivery	28
2.5. THEORETICAL FRAMEWORK	31

2.5.1. Agency theory	31
2.5.2. Social equity theory	32
2.5.3. Procedural justice theory as a derivative of equity theory	33
2.6. LEGISLATIVE FRAMEWORK	34
2.6.1. The Constitution.....	34
2.6.2. Municipal Systems Act 32 Of 2000	35
2.6.3. White Paper on Transforming Public Service Delivery (Notice No 1954 Of 1994).	36
2.6.4. Promotion of Administrative Justice Act 3 Of 2000	38
2.7. CONCLUSION	38
CHAPTER 3: RESEARCH METHODOLOGY	39
3.0. INTRODUCTION	39
3.1. RESEARCH DESIGN	39
3.2. RESEARCH METHODOLOGY	39
3.2.1. Population.....	40
3.2.2. Sample size	41
3.3. DATA COLLECTION.....	42
3.3.1. Data collection instruments.....	42
3.4. VALIDITY (QUANTITATIVE DATA).....	44
3.5. RELIABILITY.....	44
3.6. TRUSTWORTHINESS AND AUTHENTICITY (Qualitative Data)	45
3.6.1. Credibility	45
3.6.2. Transferability	46
3.6.3. Dependability	47
3.6.4. Conformability.....	47
3.7. DATA ANALYSIS.....	47
3.8. ETHICAL CONSIDERATION	48
3.9.1. Informed consent and issues dealing with plagiarism.....	49
3.9.2. Confidentiality	49
3.9.3. Privacy.....	49
3.9.4. The right to withdraw from the study.....	49
3.10. LIMITATIONS OF THE STUDY.....	50
3.11. DELIMITATIONS	50
3.12. CONCLUSION	51

CHAPTER 4: DATA ANALYSIS	52
4.1.2. Testing the reliability of the questions.....	53
SECTION ONE	54
4.1.3. Demographics.....	54
SECTION TWO.....	56
4.1.4. Awareness of the Batho Pele principles	56
SECTION THREE	58
4.1.5. Decision making on consultation	58
4.1.6. Decision making on redress.....	62
4.1.7. Decision making on service delivery.....	65
4.2. QUALITATIVE ANALYSIS	68
4.2.1. Understanding of the Batho Pele principles.....	69
4.2.2. Involvement in the decision making process.....	70
4.2.3. Access to basic information	72
4.2.4. Respondents' view on the findings	73
4.3. DISCUSSION OF FINDINGS.....	74
4.3.1. Establishing important elements of proper citizen consultation and redress	74
4.3.2. To determine the extent to which these elements are adopted in local government consultation and redress In BCMM.....	75
4.3.3. Establishing the effects of current consultation and redress practice on citizens' trust in local government	81
4.4. LINKING THE RESULTS TO THE THEORIES.....	82
4.4.1. Agency theory.....	83
4.4.2. Social equity theory	83
4.4.3. Procedural justice as a derivative of equity theory.....	84
4.5. CONCLUSION	86
5.0. INTRODUCTION	87
5.1. SUMMARY OF FINDINGS.....	87
5.1.1. Summarising the important elements of proper citizen consultation and redress.....	87
5.1.2. Summary on the extent to which these elements are adopted in local government consultation and redress in BCMM	88
5.1.3. Summary on current consultation and redress on citizens' trust in local government.....	90

5.2. SUMMARISING AGENCY THEORY	91
5.3. SUMMARISING SOCIAL EQUITY THEORY	91
5.4. SUMMARISING PROCEDURAL JUSTICE AS A DERIVATIVE OF EQUITY THEORY	92
5.5. RECOMMENDATIONS.....	92
5.6. CONCLUSION	94
5.7. REFERENCES	95
ANNEXURE ONE.....	102
ANNEXURE TWO	103
ANNEXURE THREE	108



List of tables

Table 4.1: Cronbach’s alpha-reliability test.....	52
Table 4.2: Scale statistics.....	52
Table 4.3: Socio demographic characteristics of the sample	53&54
Table 4.4: Frequency table for section 2: Awareness	55,56 & 57
Table 4.5: Frequency table for section 3: Decision making (C1-C6)	58,59& 60
Table 4.6: Frequency table for Section 3: Decision making (R1-R6).....	62 & 63
Table 4.7: Frequency table for Section 3: Decision making (SD1-SD5).....	5,66 & 67

List of Acronyms

Acronym	Meaning
BCMM	Buffalo City Metropolitan Municipality
DAFF	Department of Agriculture, Fisheries and Forestry
PAJA	Promotion of Administrative Justice Act
PSC	Public Service Commission
MSA	Municipal Systems Act
BPP	Batho Pele Principles
KZN	KwaZulu-Natal
WTPSD	White Paper on Transforming Public Service Delivery
IDP	Integrated Development Plan
UNISA	University of South Africa

CHAPTER 1: OVERVIEW OF THE STUDY

1.0. INTRODUCTION

Many everyday activities of communities are dependent on services provided by the local municipality, district or regional council and the national government. These activities range from water reticulation, shelter and a clean and healthy environment among other services. It is not only up to the government to decide which services to provide for its people, but citizens also have a say on how these services should be provided. This necessitated the introduction of the Batho Pele Principles by the government in 1997. These principles serve as a guide for improving service delivery by allowing citizens or communities to participate in every decision making process since they are important stakeholders. There are eight Batho Pele principles, namely service standard, consultation, access, courtesy, information, openness, redress and value for money. Given the eight principles, the study sought to explore citizens' experience with the consultation and redress principles in Buffalo City Metropolitan Municipality.

It is important to note that the Batho Pele principles inform service standards and a customer care charter. This means that the government or providers of service listen to citizens' views and consider them when making decisions about service delivery. In so doing, it emphasises on treating customers with respect and consideration and ensuring that they receive the promised level and quality of services (Department of Planning, Monitoring and Evaluation, 2016). Service standards relate to service providers ensuring that promised services are of the highest quality. Informing service standards and a customer care charter also means that the government or service providers respond swiftly and sympathetically when the service standard falls below the promised standard. In the process of informing service delivery standards, citizens' experiences should be taken into account when designing and monitoring the standards. The Batho Pele principles also encourage the government to make the standards understandable to the public service and to citizens to ensure quality of services delivered (DPME, 2016).

Buffalo City Metropolitan Municipality (BCMM) is one of two Metro Municipalities situated in the Eastern Cape Province. The municipality was established as a local municipality in 2000 after South Africa's reorganisation of municipal areas. It is named after the Buffalo River, at whose mouth lies the Port of East London, which is the only river port in South Africa (Local government metropolitans, 2017).

1.1. BACKGROUND

During the apartheid era, the public service was an administrative activity that depended on rules. Largely, it was viewed as an internal looking bureaucratic framework. This framework helped just the favoured few and ignored the requirements of the majority (Chipkin & Lipietzi 2012). These practices, combined with the exclusionary apartheid legislation, brought about an undesirable institutional culture and absence of successful service delivery among public servants. Recipients of public services were viewed as unimportant beneficiaries of support than clients meriting quality services. This makes it problematic for the present public service to perform to the normal levels of magnificence (Chipkin & Lipietzi, 2012).

The onset of democracy in South Africa carried a promise that there would be a superior life for all. Perceiving the centrality of the public service benefit as a key machinery through which services are delivered, the government introduced a number of policy frameworks. These were aimed at changing reorienting public service delivery towards the basics of the new democratic order (PSC, 2007: 8).

Batho Pele is derived from a Sotho expression that means "people first", and Batho Pele principles is a document that was published in 1997 as the White Paper on the Transformation of the Public Service (WTPPS). It was developed to set up a new service delivery ethic in the public sector. It is basically in accordance with the Constitution's ideals of effectiveness and economic and efficient use of public resources (Ngidi 2012). Amongst

the eight Batho Pele principles, the researcher focused on only two, namely consultation and redress, which are also service standards.

According to the Public Service Commission 2004: 6), the principle of consultation expands on the constitutional requirement of public participation (Chapter 7 Section 152, subsection 1e) and stresses the importance of involving people during service delivery. It is therefore safe to define consultation as interacting with, listening to and learning from the people served. It is a duty of the public service to enquire about services needed by the people, how they would like the services to be delivered and in what order of preference the services should be provided. When people do not get the services they are entitled to from the public service, they have a right to redress. This implies that the public servant responsible ought to promptly apologize to them and disclose to them what arrangement they are putting in place to resolve the matter at hand.

Chapter 7 of the Constitution of South Africa (1996) identifies local government as the sphere of government that is closest to the people. It consists of municipalities, which must be established for the whole of the territory of the country. Furthermore, section 151 states that a municipality has the right to govern, on its own initiative, local government matters of its community, subject to national and provincial legislation, as provided for in the constitution. The objectives of local government go as far as providing democratic and accountable government for local communities, to ensure services provided are sustainable, to ensure the promotion of social and economic development and to ensure that communities and community organisations are involved in matters of local government (Constitution of the Republic of South Africa, 1996) This implies that municipalities are responsible for service delivery in their respective community.

In their ability as the local sphere of government and one that functions closest to local communities, municipal governments have often been described as comprising the sphere of government that is tasked mainly with the provision and improvement of services to communities (Siddle & Koelbe 2016). Moreover, if a municipality cannot or does not perform its service provision obligations, it should forfeit its right to exist. A municipality

may provide any service that council considers necessary or desirable, and may provide it directly or through another public authority or organisation. Service can be defined as action, work, or facility embarked on or provided for or on behalf of the municipality. According to Siddle and Koelbe (2016), service delivery is the principal function of any government.

Citizens elect representatives to make sure that the services needed are provided. If a government does not meet the needs of the community then the elected representatives and councillors must accept responsibility for such failure. Members of the public can and should demand explanations from their elected representatives if the demanded standard of service is not met. The residents of a country require a number of services from all levels of government and they pay for these services directly or by way of taxes. The community has a right to demand that such services be provided effectively, efficiently and cost effectively. Public institutions must therefore endeavour to provide such services as required by the community (Siddle & Koelbe 2016).

Ringold et al. (2012) argue that public services should be provided with honesty, should be citizen-centred and should be responsive to the needs of the poor. This can be done by encouraging greater openness and enabling ordinary citizens to assess the quality, adequacy and effectiveness of basic services, to voice their needs and choices. Their involvement and innovation offer an opportunity to enable better use of public funds, and the improvement of service delivery. According to (Siddle & Koelbe 2016), Service delivery is a problem that has not been resolved even after 20 years of democracy. Even with the introduction of policies to better the delivery of services, the local government, which is supposed to be the people`s first port of call, does not always include and create a platform for public participation for its people (Siddle & Koelbe 2016). Many scholars have focused on the consequences of violent protests and why people protest, but they have not considered the sociological and psychological impact it has on the people whose voices are not heard. This research also looked at how people feel when they are not consulted about the services they have been promised and lack of redress from the municipalities.

1.2. PROBLEM STATEMENT

One of the most prominent studies on Batho Pele principles (Ngidi, 2012) indicates that the poorest citizens for example the informal settlements and rural communities experience the lowest level of consultation and redress. Furthermore, although the government may make strides when it comes to service delivery, it fails at communicating and responding to people's priorities (Ngidi 2012). In a research paper on community participation, Buccus (2011) indicates that the government does not interact with, attend to and learn from the people they serve, nor does it make sure that it stays in touch with the people it serves.

Protests such as those that happened in Vootrekker, Kungcatsha and Azania show that when complaints are made, citizens do not receive a considerate and a constructive response. Even so, when services are not delivered to the people, and no information about why the services have not been delivered is given out, public servants usually do not inform the people about the way forward (Holdt, 2011). All of this negligence sparks up violent protests. The violent protests in Vootrekker involved organising mass meetings of about 2000 residents to burn down ministers' houses and municipal buildings, drawing up a memorandum that listed their grievances. Most of the grievances included insufficient service delivery and poor management in the local government (Holdt 2011). Kungcatsha was rocked by violent community protests that went on for more than two weeks. The residents protested against the town council's failure to explain to the community what had happened to a missing sum of thirty million rands (Holdt et al. 2011). In Azania, service delivery protests escalated when the municipal minister failed to explain to the community why they had not been provided with basic services (Holdt et al. 2011). Literature indicates that protests take place where there is lack of consultation and redress. When the people feel like their voices are not heard or taken into consideration, they protest because this attracts municipal councillors' attention.

There appears to be a link between service delivery protests and lack of consultation and redress. In this regards, Stekelenburg and Klandermans (2010) allude that South Africans

take part in protests to express their complaints that stem from being relatively deprived and being frustrated, or from perceived injustice. They further argue that grievances resulting from violated principles lead to ethical outrage because it is felt that important values or principles are dishonoured (Stekelenburg & Klandermans 2010).

For BCMM, service delivery is failing and falling behind, be it in housing, roads, water, sanitation or electricity (Glass 2013). Tapela (2015) reports of threats of protests for lack of services, but residents seem more frustrated by the lack of consultation than by the delay in service delivery. These problems point to the possibility of consultation and redress, as even more critical to governing communities as how fast services are being delivered.

1.3. RESEARCH QUESTION

To this end, the main research question was: what are citizen`s experience with consultation and redress in BCMM?

1.3.1. Research objectives:

The main objective of the study was to establish the experience of citizens of consultation and redress as a core function of Batho Pele principles in BCMM. Others were:

- To establish from literature the key elements of proper citizen consultation and redress;
- To determine the extent to which the consultation and redress Batho Pele principles are adopted in BCMM;
- To establish the effects of current consultation and redress practice on citizens' trust in their local government, and
- To make recommendations on effective approaches to consultation and redress.

1.3.2. Research questions

- What, in literature, are the key determinants of proper citizen consultation and redress?

- To what extent are consultation and redress Batho Pele principles adopted in local government consultation and redress?
- What are the effects of the current consultation and redress practice on citizens' trust in local government?
- What recommendations can be made for effective approaches to consultation and redress?

1.4. SIGNIFICANCE OF THE STUDY

Various scholars have published on the Batho Pele principles and on service delivery in local municipalities. On the two Batho Pele principles that the researcher focused on, that is consultation and redress, the few researchers have included Mboweni (2013) and the Public Service Commission (2007). There was need to fill the gap and add to literature.

Pietersen (2014) submits that the Batho Pele principles tend to be oversimplified and are understood in a narrow service delivery perspective, rather than being seen within the broader conceptual framework, which could actually guide a number of specific actions. However, this research is different as it seeks to establish the experience of citizens on consultation and redress as core functions of the Batho Pele principles in the BCMM. Holdt et al (2011) explains that people indulge in service delivery protests because of how they feel about the treatment they receive from top government. They indulge in violent protests to get the attention of the government, which often does not pay attention to the grievances of the citizens (Holdt et al. 2011). Therefore, protests are a result of poor service delivery.

This study took a different yet relevant perspective. The researcher believes that people protest because the people they trust are constantly violating their rights to information and to be heard. People protest because they are deprived of their basic human rights. Furthermore, people protest because they feel excluded, left out and neglected (Holdt et al. 2011). The Batho Pele principles state people must be consulted and redress needs to take place to ensure inclusion. The researcher looked at consultation and redress from the

community's point of view. The researcher also focused on how people feel when they are not consulted or offered redress concerning the services delivered. From the researcher's point of view, consultation and redress are the most important principles in service delivery, focused especially in local government. This is because people need to be consulted on each and every decision taken by the government on their behalf.

The findings of this research will potentially serve as a way to understanding the problem of violent service delivery protests. It will enable the government to establish important strategies in addressing issues of information and treatment as important elements of consultation and redress in local government.

1.5. DELIMITATION

This whole research was conducted in the Buffalo City Metro Municipality. However, not every town or rural area was reached for data collection. This is due to the lack of resources available to investigate every surrounding area in BCMM. A sample of a hundred and ten respondents (110) was enough to represent the entire area as the issue of consultation and redress affects every community member, rich and poor. The researcher decided to delimit the study to the boundaries of King Williams Town because it was much easier to access people.

1.6. STRUCTURE OF THE RESEARCH.

Chapter 1: the first chapter of this study consists of the introduction, background, problem statement, research questions and significance of the study. The ethical considerations and delimitation of the study are also discussed in the chapter.

Chapter 2: This chapter focuses on the conceptual framework, empirical literature, theoretical framework and the legislative framework of the study.

Chapter 3 contains information on the research design, the methodology, data collection, data analysis, ethical consideration and the delimitation of data collection.

Chapter 4: This chapter consists of the representation of data collected, analysis of the data and a discussion of the findings.

Chapter 5 is the last chapter of the study. It is a summary of the findings. It also consists of recommendations and the conclusion of the study.

1.7. CONCLUSION

It is imperative to note that the main reason this study was carried out is basically for the benefit of the people. If it lands on the right hands, it would help the BCMM to treat its people with dignity and respect, ensuring inclusion and participation. The chapter is a summary of the entire research, and in it the problem has been identified, and the background of the problem and the objectives of the entire study have been highlighted. The chapter has also explained the ways in which this study differs from others, how the data was collected and what instruments were used to collect the data. It has also highlighted some important legislative frameworks and theories related to the study and highlighted some ethical considerations. Chapter two below is focused on review of literature.

CHAPTER 2: LITERATURE REVIEW

2.0. INTRODUCTION

This chapter reviews literature that relates to citizens' experience of the Batho Pele principles of consultation and redress. Special consideration is given to studies and theories that explain the principles of consultation and redress. A lot of work has been done both in developing and developed countries. This study makes use of these studies to identify gaps that still need to be addressed with regards to citizens' consultation and redress in the public sector.

2.1. CONCEPTUAL FRAMEWORK

2.1.1. Batho Pele principles



The South African government realised that most of customers were dissatisfied with the services they received from public sectors, and it thus came up with the initiative of "Batho Pele principles" (Venter 2013). Batho Pele is a Sesotho phrase meaning, "putting people first". The government stipulated that service delivery must be transformed in order to create satisfied customers. The Batho Pele principles commit public sectors to serve all customers effectively and efficiently and the Constitution of the Republic supports this by saying that "everyone has the right of access to information (Section 32 (1)) and the right to use his/her language" (Section 30).

According to Mboweni (2013), Batho Pele is South Africa's constitutionally mandated public service delivery philosophy. The essence of Batho Pele seeks to transform the way of working of public servants from the lethargic style, which was typical of the previous unpopular apartheid system of government into an inclusive and participatory model where citizens can hold public servants accountable for the levels of service they receive from the government. The Batho Pele White Paper specifically aimed at promoting integrated and seamless public service delivery. These two policy papers set the stage towards radically transforming the previously dysfunctional apartheid system.

With the Batho Pele, the South African Government propelled an eager initiative, that is a public service improvement programme across the nation at all levels. An essential component of this program is the change engagement, which advances a new public service conviction set which expresses that we have a place, we give it a second thought and we serve (Human Development Report 2015). Batho Pele was propelled in 1997 to change the public service at all levels because democratic South Africa had inherited a public service that was not people-friendly and that did not have the right staff and states of mind to address the formative difficulties confronting the country (Morebodi 2015).

Batho Pele is an approach to get public servants to focus on serving individuals and to discover approaches to enhance service delivery. It is also an approach that requires the involvement of the public in holding the public service liable for the quality of services provided. Batho Pele is also about moving the public service from a rules-bound approach that holds back the delivery of services to an approach that encourages innovation and is results-driven (White Paper on Transforming Public Service Delivery, 1997). Section 1.3.3 of the Batho Pele White Paper focuses on citizens being treated as customers.

2.1.2. Customer First Approach

Several years before Sibanda et al (2012) advocated the adoption of a customer-focused approach to improve the quality of service delivery in the public service, the South African government had recognized the potential advantages that this paradigm offers and committed itself to a “customer first” revolution. This approach is widely used in the private sector and focuses on, among other things, quality service delivery, easier and expanded access to services, and continuous improvement in business practices (Ventor 2018). The customer-focused approach was adopted by launching several initiatives aimed at improving service delivery in the public service sector to meet the needs of all South Africans.

Batho Pele advocates nine principles to guide public servants; consultation with citizens, setting service standards, increasing access to information, ensuring courtesy, providing

information, openness and transparency, redress and value for money. In this research, only two of these principles are dealt with, namely consultation and redress.

2.1.3. Consultation

According to Muriu (2013), consultation intends to make an open door for communities to influence and participate in the determination of service delivery priorities. Consultation essentially implies to associate with, tune into and gain from the people you serve. It seeks to ensure that public servants stay in touch with the people, how they would like their services to be delivered and what truly matters to them. Section 4 of the White Paper on Transforming Public Service Delivery expresses that citizens ought to be consulted about the level and nature of the public service they get and wherever conceivable, they ought to be allowed to participate in decisions about the services that are offered (State Sector Act 2018). All national and provincial departments must, frequently and efficiently, consult not only about the services that are currently provided but also about the provision of new essential services to the individuals who need them.

The consultation principle is integral to modern management and it leads to sound planning and decision-making. Customers should be consulted in the early stages of strategic planning so that services are more responsive to their needs and expectations (Ralane 2011). According to the White Paper on Transforming Service Delivery (1997 as cited by Ralane 2011), consultation gives citizens the opportunity to influence decisions on public service by providing objective evidence that will determine service delivery priorities. The following sections explain the elements of consultation in full, has a strong multiplier effect (According to Mdlalose (2016), consultation is critical in the deepening of good governance and democracy. This is because it welcomes dynamic support of the people, not as service beneficiaries but as players in decision-making on service delivery. According to the Public Service Commission (2007 as cited by Mdlalose 2016), for consultation to be considered effective:

- There must be stability or negotiation between what citizens require and what national and provincial departments can genuinely afford;

- Customers should be pleased with the quality and quantity of service delivery;
- Service delivery should improve and continue to be refined, and
- There should be joint respect between service providers and customers.

2.1.4. Elements of consultation

2.1.4.1. Participation

Consultation helps to foster a more participatory and cooperative relationship between providers. Du Toit et al (2002 as cited by Ralane 2011) state that consultation must take place between public officials and citizens about the level and quality of services that the public receive. Consultation can also encourage a co-participative and co-agent connection between the suppliers and users of public services. The consultation aims to put the citizen at the focal point of public service delivery through guaranteeing citizens' active association in service delivery. They further state that citizens must have a say regarding the services delivered to them. Another outcome of participation is that it adds to the legitimacy of policy and prevents resistance to policies (Cerna2013).

2.1.4.2. Voice

Ralane (2011) suggests that citizens should be alert and should not be just passive recipients of services, further adding that customers should be vocal and contact the public institution or public official concerned in cases where they are not satisfied with the quality of a service. It is often argued that voice has a critical role to play in improving the quality of governance. In particular, people's capacity to express and exercise their views has the potential to influence governance processes, making them more participatory and representative (Ralane 2011).

2.1.4.3. Communication

Through communication, government ensures that it is not pursuing its agenda, but rather the general welfare of the broader population, by effecting the democratic principle of encouraging the public to participate in policy-making (Constitution of the Republic of

South Africa Act 108 of 1996; Guan 2013). One of the most basic reasons for the public service undertaking consultation is that consensus building should be present in almost all public endeavours (Mabasa 2017). Government communication involves not only sending out persuasive messages to the public, but also explaining working policies, creating awareness of the rights of citizens, and developing mechanisms that enable two-way communication between citizens and government. It is important to understand that neglecting to provide information to the public represents a serious impediment to governance, and underscoring the benefits of improved government communication

2.1.5. Redress

At the point when individuals do not get what they are qualified for from the Public Service, they have a privilege to redress. This implies that the “public servant ought to promptly apologize to them and disclose to them what arrangement they are putting forth to their concern. On the chance that the public servant has none, they should address their manager or supervisor and ensure that the issue is dealt with. The public service’s prosperity is based on its capacity to convey what individuals anticipate from them. At the point when protestations are made, citizens ought to get a thoughtful and positive reaction. Furthermore, the Promotion of Administrative Justice Act (No. 3 of 2000) opens a platform for citizens to request details about purposes of any choice taken by the government that influences them.

The Department of Social Development (2017) concurs that if the guaranteed standard of service is not communicated, citizens ought to be offered an expression of remorse, a full clarification and a quick and successful remedy. Pretorius (2017) is of the view that redress means compensating for the faults made. It suggests that public servants must mend the situation if they fail to provide the promised standard of service. According to Khoza and Du Toit (2010) and Du Toit (2010), redress is also called remedying mistakes and failures. Remedying mistakes and failures calls for public service institutions to enable people to indicate when they are not entirely satisfied with a product or service and for the public institution to apologise, provide a full explanation and act swiftly to rectify mistakes. Khoza

and Du Toit (2010) and Du Toit (2010) acknowledge that the government is bound to make mistakes hence corrective action needs to be taken when mistakes do occur. In remedying mistakes and failures a complaints system should be reviewed and improved regularly. The section below discusses elements of redress.

2.1.6. Elements of redress

2.1.6.1. Accessibility of complaints systems

Systems of complaints should be well exposed to enable problems to be fixed quickly and grievances to be dealt with impartially and fairly. First, people must be made aware of the available complaints systems so that they can lay complaints. Secondly, people must be informed about their right to complain. Several people are dissatisfied with the way services are delivered, but are unaware of their right to complain about those services. It is therefore a responsibility of public officials to make such information accessible and visible so that people can utilise it. Complaints systems may include suggestion boxes and questionnaires that may be distributed in every government building, etc. (Khoza, Du Toit & Roos 2010).

2.1.6.2. Responsiveness to complaints

Responsiveness to complaints speaks to the responsiveness of public institutions to the real needs and justified expectations of the citizens and to mechanisms put in place for review and feedback. It is important that every time a complaint is raised, it is dealt with fairly and impartially. When a client is unhappy or not satisfied with a service, they complain. In addition, there should be response to telephonic complaints within one working day and response to written complaints within 5 working days. When a complaint is raised, the public official handling the complaint has the responsibility to respond to the complaint fairly. This is similar to a client who has received a service from a private company. If the client is not satisfied with the service, he has a right to complain about it and the right to receive positive feedback about the complaint. The service provider has the responsibility of addressing the issue and respond to every complaint launched (Ngidi 2012).

2.1.6.3. Training for remedial action

Employees are trained so that they are knowledgeable in handling complaints when they are received. Training is also given so that people offering services may know how to rectify their mistakes. Most importantly, training is given so that public officials know how to address people, so that they know how to handle people who are angry, frustrated or who have no understanding about a particular service. Moreover, it should be understood that people have different personalities and beliefs, so it is important that public officials are trained to be able to handle those. Ngidi (2012) adds that knowledge of the policy on handling of complaints and of how the lodged complaints are dealt with is lacking. Therefore; training is needed to reduce lack of knowledge of handling complaints.



2.1.7. Service delivery

Morebodi (2015) believes that “the state delivers services to its citizens because it owes them services. He believes that services are due to the citizens under the rights they hold, since the function of the state and the rights of its citizens cannot be alienated. Service can be defined as the execution of work or obligation by an official, or a demonstration of helping other people. It can also be defined as the influence to control or make use of resources, or an organisation or system furnishing the public with something helpful or essential”. Therefore, delivery is an act of creating or performing, giving, taking goods to the proposed recipient, or delivering outcomes as promised or expected (Morebodi 2015). This, therefore, implies that “service delivery is concerned with the provision of a product or service, by a government or government body to a community that it was promised to, or which is expected by that community”. According to the Department of National Treasury (2010), working together ensures that South Africans obtain the services they are entitled to. The department adds that political parties and civil society need to collaborate with the ruling party, with the common goal of effective service delivery to the public. Effectiveness refers to the extent to which an activity or programme achieves its intended objectives (Department of National Treasury 2010). The exclusive focus is outputs, outcomes and impacts. According to Khadka and Maharjan (2017), effectiveness is the degree to which

goods and services meet the needs and desires of the community, client or consumers served. Members of society are not the only customers. National and provincial departments have various internal customers such as staff within their organisations, as well as other departments and institutions to whom they provide services (Department of National Treasury 2015).

2.2. CONSULTATION AS A DETERMINANT OF PROCEDURAL JUSTICE AND INTERACTIVE JUSTICE

It is imperative to note that people have the right to be consulted by the governing body, about decision-making and service delivery. The Promotion of Administrative Justice Act 3 of 2000 was created to give effect to the right to administrative action that is lawful, sensible and procedurally reasonable. With regards to this act, people have the privilege to procedural, informational and interactive justice. Brynard (2015) explains that procedural justice is concerned with making and applying choices according to reasonable processes. People feel affirmed if the procedures that are received approach them with dignity and respect. This makes it easier for them to acknowledge even results they do not care for. People care more about how they are dealt with than about the results (Stekelenburg and Klandermans, 2010). Interactive justice addresses an important question, which is, on what terms should the parties interact during their conflict for their interaction to be morally acceptable to them? (Tatlah et al. 2011). However, given the problem identified in the research, citizens do not always get procedural justice.

2.3. REDRESS AS A DETERMINANT OF INFORMATIONAL JUSTICE

Informational justice focuses on clarifications given to people that carry information about why procedures were used in a certain way or why outcomes were disseminated in a specific form (Nair & Salleh 2015). This is relevant to the concept of redress. It holds that if the promised standard of services is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy, and when complaints are made, citizens should receive a sympathetic and positive response.

2.4. EMPIRICAL LITERATURE

This section deals deal with past research that is related to Batho Pele principles and how citizens have experienced these. The purpose of the review is to identify gaps in literature.

2.4.1. The implementation of Batho Pele principles

At the University of South Africa, Khoza and Du Toit (2010) have examined the implementation of the Batho Pele principles from patients' experiences. Their study focused on problem areas faced by the patients in a particular public hospital, stating that even though the concept of human rights is fairly new in South Africa, one would expect positive results since the implementation of the Batho Pele principles in 1997. The problem that this hospital was faced with is that there were no beds to admit patients in casualty departments and that there was insufficient stock and patients complained about nursing staff being disrespectful to them. Newspaper reports and informal conversations show that the public is not satisfied with service delivery in health care (Khoza and Du Toit 2010). The reason could be that patients and health care workers have a varied understanding of the implementation of Batho Pele principles (Khoza, Du Toit & Ross 2010). Moreover, the objective of this research was to describe how patients experience the implementation of BPP and to identify shortfalls in the implementation of BPP as identified by the patients. From the findings of their study, it is quite evident that a significantly high number of patients were not satisfied with the implementation of BPP.

Khoza and Du Toit's (2010) research clearly shows that there were not enough documents available to inform patients about healthcare and that the documents were not displayed noticeably for patients to see. Moreover, the research shows that the respondents were unaware of the importance of these documents. About 30% of the respondents claimed that they were not told about the ward routine, were not informed about the treatment and that the staff members were not friendly at all. The respondents also reported that they were not involved in decision-making and that there was no room for private consultation or conversation. All of this information shows that the implementation of Batho Pele Principles in the particular hospital failed (Khoza & Du Toit 2010).

2.4.2. The implementation of consultation in government departments

Venter (2018) examines the implementation of selected Batho Pele principles in the Western Cape Department of Agriculture. Venter (2018) submits that the Batho Pele principles can essentially be seen as a tool to help with the transformation of the public sector by making it more responsive to the needs of its citizens. However, officials were more focused on compliance than on the actual merits and intended outcomes of policies and laws. Secondly, as the Batho Pele principles should be focusing on equal standards of services for everyone, evidence suggests that the experience of service delivery is still influenced by social standing and class. Consultation with clients does take place and clients of this Department indicated that very little consultation took place (Venter 2018). The information shared by the DAFF is shared mainly on the departmental website and not all its clients have access to a computer or the internet.

2.4.3. Studies on citizens' experience of the implementation of consultation and redress to improve service delivery

Pietersen (2014) examines the implementation of Batho Pele principles in an educational district office, where they highlight citizens' experiences of the implementation of Batho Pele principles. The problem is that a policy framework that is in essence a theoretical instrument, would not automatically lead to improvement in service delivery. Delivery failure occurs when officials at all levels of government fail to recognize opportunities to implement policy (Pietersen 2014). Moreover, poor service delivery is blamed on the official's lack of commitment to implement policy. Furthermore, the findings of a study by Pietersen (2014) shows that quality service delivery in the public sector depends largely on the competence and integrity with which officials discharge their duties.

2.4.4. Studies on the implementation of consultation in service delivery

According to Venter (2018), public servants tend to question communities and then come around to say they have consulted. Venter (2018) further submits that it is a fallacy that over-consulting hinders or retards the pace of delivery. Quality processes ensure that the fundamentals of top service delivery are consistently maintained (Venter 2018). Venter

also holds that if an organisation does not deliver flawlessly in fulfilling the basic service expectations, it deprives itself of the opportunity to engage its customers with anticipatory service. In strategic planning, there is a notion that people will not support a top-down approach if they have not been party to its creation (Venter 2018).

According to Venter (2018), participative management practices motivate staff to deliver quality service. Therefore, communities must be involved as far as possible and must be allowed to participate as players and not as observers or spectators (Venter 2018). Venter (2018) states that leaders who focus on detailed attention of the wants and needs of their staff ultimately see that some detailed, personalized attention is passed on to customers.

Statistics South Africa (2018/19) states that it is important to consult many customers and to use the information received to improve service delivery for them. It further states that it is also important to give customers feedback so that they know what to expect. While clients of public services can be consulted in many ways, such as customer surveys, interviews with individuals and consultation with a variety of interest groups, it is also important that consultation must be conducted intelligently and according to proven scientific methods Statistics South Africa 2018/2019. Khoza and Du Toit (2010) and Du Toit (2010) state that through communication, the government ensures that it is not pursuing its agenda, but rather the general welfare of the broader population by encouraging the public to participate in policymaking. It can be added that the reason for the public service undertaking consultation is to ensure that consensus building is present in almost all public endeavours (Khoza & Du Toit 2010; Du Toit 2010). Lack of consultation in public institutions robs citizens of decent services that they ought to receive. Public institutions should, therefore, have regular consultations with customers. This will enable them to know and understand the priorities of the customers. A service will not in any way be perceived as quality if the beneficiaries do not receive what they ought to receive.

2.4.5. Studies on the implementation of Batho Pele: Consultation and Redress

According to Venter (2018), most employees in the public sector, ranging from general administrators upwards do not want to implement the principles of Batho Pele, merely

because the principles just do not suit their style and mode of operating. Pietersen (2014) states that one of the challenges confronting Batho Pele is that many managers continue to operate within a rule-based culture, which disregards Batho Pele. Another challenge, as seen by Pietersen (2014), is that citizens struggle to access services, with unintended consequences, in which class and patronage rather than citizenship are often the defining routes to services. Venter (2018) further submits that in any institution or organisation, working does not imply waking up in the morning and going to your office. It means that, on a daily basis, one should know the effective and efficient contributions made toward fulfilling the objectives of the department's strategic plan. A generic problem in government is that the process of strategic planning is meant for management only and the "deadwood" in government is of our own creation (Venter 2018). Therefore, one could not expect a person to make a positive contribution to something that they have never contributed anything to or even heard about anything.



Venter's (2028) argument can be supported since the government is failing to deliver, as the strategic plan is attached to people rather than it being an organisational tool. A critical element in improving the effectiveness of an organization is to assess its current level of functioning and one way to assess an organization's level of effectiveness is to focus on the accomplishment of its goals (Nel, Van Dyk, Haasbroek, Schultz, Sono & Werner 2011). A major goal in the public sector is to deliver quality services to customers. According to Mboweni (2013), the standard by which service delivery is assessed will always be the degree to which a local government is responsive to the needs of its customers. This suggests that a critical indicator of the quality of service delivery is the perceptions of customers with regard to how well their needs and expectations are met as well as by their level of satisfaction (Agyopand 2011). With the customer at the centre of service delivery, the Batho Pele White Paper makes provision for customers to give feedback on the services that they receive at the local service delivery points.

2.5. THEORETICAL FRAMEWORK

The main aim of this section is to have a review of the theories that underpin this study.

2.5.1. Agency theory

In public administration, agency problems arise between the government and the citizens. Principal-agent problems entail that there exists some asymmetry between the principal and the agent. The agent is seen to have more information than the principal does. Agency relationships lead to managers' self-interest, also known as managerial opportunism. With a weak controlling system, this interest will be maximized, and therefore ethic codes are created to solve issues of self-interests of managers, granting long-term relations between stakeholders and this allows the achieving of main objectives and other individual interests of stakeholders. In other words, ethic codes' self-regulation is part of strategic management in modern structure. The deficiencies in corporate governance mechanisms occasionally fail to adequately monitor and control top-level managers' decisions that might cause systematic risks which have resulted in mechanisms changes of corporate governance (Letting 2011).

There is an agency problem in modern organisations arising from separation between management (agents) and ownership (principals). According to Nwafor (2010), the agents serve their own interests of building empires instead of serving the interest of shareholders, which is profit maximization. The solution to this problem seems to lie in corporate governance. Corporate governance is about putting in place disclosures, monitoring, oversight and corrective systems that can align the objectives of the principals and agents and hence minimize agency costs. The theory views corporate governance mechanisms and especially the board of directors, as essential monitoring devices to minimize the problems resulting from the principal-agent relationships (Letting 2011).

The shareholders and upper management may have different interests, where the shareholders typically desire profit, and upper management may be driven at least in part

by other motives, such as good pay, good working conditions, or good relationships on the work floor, to the extent that these are not necessary for profits (Alexander2014). Corporate governance comes in to align and coordinate the interests of the upper management with those of the shareholders. One more specific danger that demonstrates possible conflict between shareholders and upper management materializes through stock purchases. Executives may have the incentive to divert firm profit towards buying shares of own company stock, which will then cause the share price to rise. However, retained earnings will then not be used to purchase the latest equipment or to hire quality people. As a result, executives can sacrifice long-term profits for short-term personal benefits, which shareholders may find difficult to spot as they see their own shares rising rapidly.

The concept of agency takes place between shareholders and management and between managers and employees. Managers are agents and they should understand well all stakeholders' interests and put their companies' objectives as main priority. Agency relationship lead to managers' self-interest called "managerial opportunism" (Frederick 2016). Corporate governance mechanisms occasionally fail to adequately monitor and control top-level managers' decisions that might cause systematic risks, which have resulted in mechanisms changes of corporate governance.

2.5.2. Social equity theory

The social equity theory states that if people are not equally treated in terms of compensation, they will start acting differently towards each other, as others will consider themselves superior to the rest. This will cause them to conflict (Huseman et al. 2013). This theory proposes that people assess their relationships with others by evaluating the ratio of their results from and contributions to the relationship against results; if the result or contribution ratio of the individual and that of the other are seen to be unequal, at that point inequality exists. The more the inequality the individual sees the more pain the individual feels. The more prominent the misery an individual feels the harder he or she will work to re-establish equality. The social equality theory suggests that a man's inspiration depends on what he or she considers to be reasonable when contrasted with

others. The researcher chose this theory because it best explains that people react as soon as they sense inequality in whatever action taken by the superior, which makes them vulnerable to retaliation. Al- Zawahiri & Al- Madi (2012) believe that injustice will lead to dissatisfaction, anger and guilt. They further submit that people will feel angry and dissatisfied when they are getting less of what they expect in comparison to what they input, and people will also feel guilty if they receive more than their worth. This anger is usually directed towards other people and institutions that caused inequality and sometimes it is self-directed where no other party is targeted for punishment or retaliation. With regard to this study, it helped to analyse and understand why people react the way they do when they are not consulted and redressed about issues concerning them while others are being consulted.

2.5.3. Procedural justice theory as a derivative of equity theory

Procedural justice talks about treating individuals with nobility and regard, giving citizens voice amid experience, being unbiased in decision making, and passing on reliable intentions (Tyler 2010). It is concerned about settling on and executing choices according to reasonable procedure and implementing decisions according to fair processes. The procedural theory of justice is based on the just and fair process of fulfilment of the demands of justice. According to this theory, procedures are more important than the outcome (Tatlah 2011).

Procedural justice is embodied by two components, namely informational and interactive justice. Informational justice is defined by Havig (2010) as justice that focuses on clarifications given to people that pass information concerning why procedures were utilized the way they were or why results were communicated unquestionably. Interactional justice is defined as how much the people affected by decisions made or taken are treated with dignity and respect (Tatlah et al. 2011). The theory of procedural justice clearly explains that processes of delivering services to people should be fair and just, which is related to the objective of this research, as it seeks to investigate whether people are being treated fairly when it comes to consultation and redress. Interactional justice is closely

related to consultation because it deals with ensuring that people who are affected by decisions are treated fairly and with respect by engaging them in the daily processes of decision-making. informational justice is linked to redress as it deals with information on why certain precautions have been taken, which means going back to the people and explaining to them why things happened the way they did.

2.6. LEGISLATIVE FRAMEWORK

2.6.1. The Constitution

The Constitution of the Republic of South Africa (1996) stipulates that public administration should adhere to:

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- A high standard of professional ethics;
 - Provision of equitable services without bias;
 - People's needs; must be responded to;
 - Accountability and development.
 - Transparency must be fostered by providing the public with timely, accessible and accurate information.

The above principles also highlight that by adhering to such guidelines the Batho Pele principles are not marginalised. Chapter 7 of the Constitution of the Republic of South Africa (1996) emphasises local government. The local sphere of government comprises municipalities, which must be established for the whole of the territory of the republic. According to subsection 151 (1) of the constitution, the objectives of local government are to offer a democratic and responsible government for local communities, to guarantee the delivery of services to communities in a sustainable manner and to inspire the involvement of communities and community organisations in the matters of local government.

Section 41 (1) of the Constitution of the Republic of South Africa (1996) outlines the principles of cooperative government and intergovernmental relations. It stipulates that all spheres of government and organs of state within each sphere must provide an effective, transparent, accountable and coherent government for the country as a whole (South

Africa, 1996:25). Section 33 (2) deals with administrative action. It states that everyone whose rights have been adversely affected by administrative action has the right to be given written reason. This is related to the principle of redress. Section 195 (1) provides that public administration must be governed by democratic values and principles, as enshrined in the constitution (Constitution of the Republic of South Africa, 1996:15).

2.6.2. Municipal Systems Act 32 Of 2000

A municipality can be defined as an organ of the state within the local sphere of government exercising legislative and executive authority within an area determined in terms of the Local Government Municipal Systems Act (MSA) No. 32 of 2000. Chapter 2 of the Municipal Systems Act states that the municipality consists of the political structure and administration of the municipality and the community of the municipality. Subsection 5 states that members of the local community have the right to contribute to the decision-making processes of the municipality and submit written or oral recommendations, representations and complaints to the municipal council or another political structure of the municipality. The community members also have the right to prompt responses to their written or oral communications, to be informed of decisions of the municipal council or another political structure affecting their right, property and reasonable expectations (MSA NO. 32 OF 2000).

Chapter 4 of the MSA 32 of 2000 promotes community participation. It states that a municipality must develop a culture of municipal government that complements formal representative government with a system of participatory governance and must, therefore, encourage and create conditions for the local community to participate in the affairs of the municipality. This includes the planning, application and review of its Integrated Development Plan, the monitoring and evaluation of its performance, planning of its budget and the tactical decisions relating to the provision of municipal service in relation to chapter 8 of the South African constitution. Moreover, subsection 18 of the MSA states that the municipality must convey to its community information regarding the available instruments, processes and procedures to inspire and enable community participation.

2.6.3. White Paper on Transforming Public Service Delivery (Notice No 1954 Of 1994).

The White Paper on Transformation of the Public Service (1997:9) highlights the transformation priorities of the government, which include transforming service delivery to meet the basic needs while redressing past imbalances. The transformation has to ensure a change in institutions or people. Furthermore, it is difficult to talk about transformative institutions without talking about transformative leaders as these are intertwined. Burns (1978 as cited by Abbas & Asghar 2010) describes transformation as “a process of influencing major changes in the attitudes of employees so that the goals of the organisation and the vision of the leader are realised”. The White Paper (Batho Pele) states that putting the principles into practice describes what the three-tier government, as well as the wider public sector, will be required to do when introducing their service delivery improvement programmes. Dorasamy and Ngidi (2014) state that Batho Pele principles are simple but ambitious. They are also sufficiently flexible to allow the department to implement them according to local conditions and circumstances. Eight principles (Batho Pele principles) for transforming public service delivery have been identified and formalised in the White Paper on Transforming Public Service Delivery of 1997. Batho Pele is in every sense part of the public sector human resource management (Dorasamy & Ngidi, 2013).

The government’s most critical errand is to build a public service fit for addressing the difficulties of enhancing the delivery of public services to the South African citizens. Access to decent public services is never again a benefit to be delighted by a few, but the legitimate desire of all citizens, particularly those previously disadvantaged (Department of Arts and Culture, 2014). Hence, the Batho Pele principles, which have the main objective of transforming words into action, was launched. Batho Pele is about how public services are given and particularly about enhancing the efficiency and effectiveness of how services are delivered. The Batho Pele principles are “consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money”. The current study focused only on consultation and redress.

According to the WTPSD (1997), consultation means that citizens should be consulted about the level and nature of the public services they get and, wherever possible, should be given a choice about the services that are offered. Furthermore, consultation allows citizens to influence decisions about public services, by providing objective evidence, which will determine service delivery priorities. The consultation also helps in fostering a more participative and co-operative relationship between the providers and users of public services (Dorasamy & Ngidi 2013). Redress emphasises that if the guaranteed standards of service are not delivered, citizens ought to be offered an apology, a full clarification and a quick and compelling remedy. Redress requires a completely new way to deal with taking care of grumblings, which are seen by numerous public servants as tedious disturbances. When complaints procedures exist, they are often lengthy and bureaucratic, aimed at defending the department`s actions rather than solving the user`s problem (Dorasamy & Ngidi 2013).



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2.6.4. Promotion of Administrative Justice Act 3 Of 2000

The Promotion of Administrative Justice Act (Act 3 of 2000), also referred to as the PAJA, enables administrative decision making in South Africa. It sets out the general rules that govern how administrators must make decisions reasonably, justifiably, procedurally and fairly. This act was amended to give effect to the right to administrative action that is lawful, reasonable and procedurally fair and to the right to written reasons for administrative action. Administrative action means any decision is taken, or any failure to decide by an organ of state when exercising power in terms of the Constitution or provincial constitution which adversely affects the rights of any person and which has a direct, external legal effect. Subsection 3 of the PAJA states that administrative action that materially and adversely affects the rights or legitimate expectations of any person must be procedurally fair. According to Mboweni (2013), procedural fairness implies that administration must make sure that if a person is likely to receive a negative decision, the potentially affected individual must be given adequate notice of the nature and purpose of the proposed decision, a reasonable opportunity of any right of review or internal appeal where applicable, and adequate notice to the right to request reasons. It further states that to give more effect to the right to procedurally fair administrative action, the public should be consulted. The PAJA also emphasizes the citizen`s rights to redress and requires that reasons be given for any administrative action.

2.7. CONCLUSION

This chapter reviewed literature that sought to explain citizens' experiences of the Batho Pele principles of consultation and redress. The South African government realised that most of the customers were dissatisfied with the services they received from the public sector, and it came up with the initiative of "Batho Pele Principles". The government then stipulated that service delivery must be transformed to create satisfied customers. The Batho Pele principles commit public sectors to serve all customers effectively and efficiently, and the Constitution of the Republic of South Africa supports this by stating that "everyone has the right of access to information (Section 32 (1)) and the right to use his/her language" (Section 30).

CHAPTER 3: RESEARCH METHODOLOGY

3.0. INTRODUCTION

This chapter delineates the research methodology used in conducting this study. The research design, techniques that are used and how the researcher analyses the data are also dealt with here. This chapter also elaborates on the study area, the population and sample.

3.1. RESEARCH DESIGN

A research design is a plan, structure and approach of an investigation used in obtaining answers to research questions or problems (Kumar 2011: 94). In addition, it is a procedural plan that is adopted by the researcher to answer questions validly, objectively, accurately and economically. This study adopted the exploratory research design. This type of design is important because it gives the researcher the ability to address a subject about which there are high levels of uncertainty and ignorance and when the problem is not very well understood. The researcher chose this type of design because there is very little research on consultation and redress. Furthermore, some people, especially from rural areas, are unaware of their rights to consultation and redress.

Exploratory actions are done to discover something or to uncover the truth about something. From a quantitative approach, the survey design was also utilised to collect information from a large group of citizen respondents. The researcher decided to use the survey design because it is the most efficient way to collect information about a large group of people. Moreover, it already gives the respondents leading answers to questions. This research is the type that is conducted to increase awareness about a phenomenon (Rajasekar, Philominatha and Chinnathambi 2013).

3.2. RESEARCH METHODOLOGY

Methodology refers to ways of obtaining, organising and analysing data. It is a systematic way to solve a problem (Rajasekar, Philominatha and Chinnathambi 2013). In research,

the methodology can be considered as the theory of correct scientific decisions (Kumar, 2011).). Moreover, research methodology depends on the nature of the research questions. In this study, mixed methods was employed for data collection. On one hand, qualitative research is the type of research that depends on primarily the collection of immeasurable data. It relies on storytelling and collects data through conducting interviews and through observation (Kumar 2011). It is a type of method that produces descriptive data. Therefore, the call for qualitative research allows the description of how citizens experience the Batho Pele principles of consultation and redress. On the other hand, quantitative research is a type of research that depends on primarily the collection of measurable data. The building blocks of this type of research are variables.

Therefore, using both methods enabled the respondents to express their feelings about their experiences with consultation and redress. It also helped people who may not be able to answer by giving them a leading answer to each question. The researcher decided to include the qualitative method to simply provide a more engaging social experience, where citizens could be able to speak freely. Due to the number of participants, the use of quantitative research was important because it allowed a larger population to collect data. It is also appropriate for situations where systematic, standardised comparisons are needed. Using both methods give a voice to study participants and ensures that study findings are grounded in participants' experiences (Rahman 2017).

3.2.1. Population

A population is defined as all members who meet the specific criteria for a research investigation (Alvi 2016). In this study, the population includes citizens and officials of the municipality residing in the Buffalo City Metropolitan Municipality. Since the population in BCMM is larger, the researcher collected information from Masingata and Tolofiyeni locations.

3.2.2. Sample size

Sampling is the process of choosing a few from a larger group to become the basis for guessing or foreseeing the prevalence of an unidentified piece of information, condition or results regarding the larger group. A sample is a smaller group of the population the researcher is interested in. An advantage of sampling would be that it saves time as well as monetary and human resources (Kumar 2011: 212). Most importantly, sampling has a greater speed in conducting research work.

This study focused comprised one hundred (100) respondents for the survey, five (5) community leaders for interviews and one focus group made up of five (5) members from Community-Based Organisations in BCMM. Therefore, overall, one hundred and ten respondents participated in the study. The one hundred people were mainly from KWT and rural areas surrounding it. They included community members who work in municipality programmes and community members with no employment as well as community members who always attend and are part of community organisations. Moreover, the chosen sample was suitable to achieve the objectives of the research.

3.2.2.1. Non-Random/ Non-Probability Sampling designs

As the main aim in qualitative research is to explore the diversity, the sample size and sampling strategy do not lay a significant role in the selection of a sample. If it is selected carefully, diversity can be extensively and accurately described based on information obtained even from one individual (Kumar 2011). With regards to this study, judgemental or purposive sampling was adopted. The major consideration in purposive sampling is the researcher's judgement as to who can deliver the best information to accomplish the objectives of the study. For interviews and focus groups for instance, the researcher only goes to those people who in their view are likely to have the compulsory information and be willing to share it with them. The researcher chose judgemental/ purposive sampling because she believes that the results are more satisfactory when the researcher had a hand in picking out the respondents. For the survey, the researcher used snowball sampling. In this case, referral by other respondents was important for questionnaire

distribution. For example, this research focused on citizens who were affected by service delivery; hence, meeting the first group of samples led to others, making the sample under study grow like a rolling snowball (Naderifar, Goli and Ghaljaie 2017).

3.3. DATA COLLECTION

Data collection is the process of collecting and calculating information on variables of interest, in an established and systematic manner that allows one to answer stated research questions, test hypotheses, and estimate results (Balushi 2018). It is thus important to know which sources the researcher collects data from. These sources are either primary or secondary sources. For this study, primary sources were used to collect information and they included survey, interviews and focus group interviews. The researcher chose primary sources because they provide first-hand information and as such no information about a relevant phenomenon would be left out (Kumar 2011: 139). The collection of data begins when the researcher decides from where and from whom data will be collected. For the research to allow participants to reflectively express their experiences, the collection of data must be reflective. Therefore, raw data was collected directly from the participants.

3.3.1. Data collection instruments

Since the research is both qualitative and quantitative in nature, the instruments that were used included an interview, questionnaires and focus group interviews. A total of one hundred respondents were given questionnaires and five community leaders were interviewed while one focus group discussion made up of five members from community-based organisations was conducted.

3.3.1.1. Interviewing

According to Balushi (2018), an interview is a structured or unstructured verbal communication that is usually between the participant and the researcher. An interview involves an interviewer asking questions and recording the answers as evidence. It is normally a face-to-face conversation where the interviewer tries to elicit information, beliefs

and opinions about a specific phenomenon. In this study, the researcher chose an unstructured interview because it enables the interviewee to be completely free in terms of responses. An advantage to the interviewer is that they are completely free in the way they ask a question and how it is explained to the respondent. The researcher chose this type of interview because it enables the researcher to enter the world of people and to render those worlds understandably from the standpoint of a theory that is grounded in behaviours, languages, definitions and feelings pertaining the study. A sample of five respondents was interviewed. These five respondents were community leaders who represented the community at municipal gatherings.

3.3.1.2. Questionnaire

A questionnaire is a systematic compilation of questions that are then submitted to a sample from which information is desired. It is a device for securing answers to questions by utilising a form, which the respondents fill in. A questionnaire is important because it gives you only that data which cannot be obtained from resources like books, reports and records. The researcher felt it imperative to use an open-ended questionnaire because it already contains answers for respondents who cannot do clear reasoning. The questionnaire was designed in an interactive style to enable the respondents to feel like someone is talking to them. In short, it is very suitable for special types of respondents. A total of one hundred questionnaires were distributed to respondents. These respondents were ordinary citizens who held no position in the community.

3.3.1.3. Focus group interviews

According to Kumar (2011; 160), focus group interviewing is repeated face-to-face encounter between the researcher and the informants directed towards exploring the perceptions, experiences and understanding of a group of people who have some experience in common with regard to the situation. In a focus group interview, topics relating to the research are discussed beforehand. This is to provide a broad frame for discussions that follow. As these issues are discussed, the specific discussion points

emerge as part of the discussion. This enables the group to express their opinions while discussing these issues. Five members from community-based organisations were interviewed in a focus group.

3.4. VALIDITY (QUANTITATIVE DATA)

When collecting information from the respondents, it is important to ensure that the results are reliable and valid. The selection, collection of information, processing of data, application of statistical procedures and the writing of a report, and the manner in which all of these are done can affect the accuracy and quality of the conclusion. Hence, it is important for the researcher to attempt to establish the quality of the results. Validity is the appropriateness, quality and accuracy of the procedures a researcher adopts for finding answers to research questions. Validity can be introduced in research at any stage. This is in relation to quantitative data. In relation to measurement procedures, validity is the ability of an instrument to measure what it is designed to measure

Pandey and Pandey (2015: 21) agree that validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration. There are two perspectives on validity: is the research investigation providing answers to the research questions for which it was undertaken? If so, is it providing these answers using appropriate methods and procedures? In this study, it was the researcher's responsibility to ensure that appropriate methods are used in order to achieve the objectives of the study. The researcher ensured this by using methods that have been previously used in a study with the related objectives and data analysis methods. The researcher also ensured validity by making sure there is a logical link between the questions and the objectives of the study.

3.5. RELIABILITY

According to Pandey and Pandey (2015), reliability is the consistency, stability and accuracy in an instrument. Therefore, a test is considered reliable when repeated measurements made through it under constant conditions give the same results. All in all,

an instrument must produce consistent measurements. The lower the degree of error in an instrument, the higher the reliability. As much as it is impossible to have a research tool that is 100% accurate, it is also impossible to control the factors affecting reliability. According to Kumar (2011), these factors are:

- The wording of questions;
- The physical setting;
- The respondents mood;
- The interviewers mood;
- The nature of interaction, and
- The regression effect of an instrument

3.6. TRUSTWORTHINESS AND AUTHENTICITY (Qualitative Data)

As this study used both qualitative and quantitative research, it is important to note the importance of validity and reliability concerning qualitative research. In qualitative research, validity and reliability can be ensured by using trustworthiness and authenticity. Four indicators, namely credibility, transferability, dependability and conformability can determine trustworthiness (Anney 2014). In the following section, these factors are discussed in detail.

3.6.1. Credibility

According to Shenton (2013: 66), credibility deals with how congruent the findings are with reality. To promote confidence that researchers have accurately recorded the phenomena under scrutiny, a few provisions may be made and the researcher feels it is important to highlight these, as they are relevant to this study. These are:

- The adoption of research methods well established- this means that methods that have been previously utilised to collect and analyse data in research be adopted;
- The development of an early familiarity with the culture of participating organisations before the first data collection dialogue takes place;

- Random sampling of individuals to serve as informants;
- Triangulation- the researcher used different methods including focus groups and individual interviews, which form the major data collection strategies for much qualitative research;
- Tactics to help ensure honesty in informants when contributing data- this means that each person was given a chance to refuse to participate in the project to ensure that the person is genuinely willing to take part;
- Interactive questioning- questionnaires designed by the researcher were interacting;
- Frequent debriefing sessions- every time the researcher spoke to the respondents, there were a few minutes to just go through the objectives of the interviews;
- Peer scrutiny of the research project- the researcher handed over the findings to a fellow researcher to check if the findings are accurate;
- The researcher`s reflective commentary;
- Background, qualifications and experience of the investigator;
- Thick description of the phenomenon under scrutiny- presented in the research, and
- Examination of previous research findings.

3.6.2. Transferability

Transferability is explained as the extent to which the outcome of one study can be applied to other situations. The concern often lies in showing that the results of the work at hand can be applied in a wider population. However, since the findings of a qualitative project are specific to a small number of particular environments and people, it is impossible to show that the findings and conclusions can be applied to other situations and populations. Shenton (2013; 69) proposes that if practitioners believe their situations to be the same as the one in the study, they may relate the findings to their own positions.

3.6.3. Dependability

In addressing the issue of reliability, techniques have been employed to show that if the work were to be repeated in the same context, with the same methods and with the same participants, similar results would be obtained. In order for dependability to be addressed more directly, the processes within the research should be reported in detail, thus enabling other researchers to repeat the work, but not necessarily to gain the same results (Shenton, 2013; 70). In order to ensure that dependability takes place, the following were looked at:

- The research design and its implementation, explaining the plan and how to execute it on a strategic level;
- The operational details of data gathering, unpacking what was done in the field, and
- Reflective appraisal of the research, evaluating the effectiveness of the process of inquiry undertaken.



3.6.4. Conformability

In conformability, steps were taken to help ensure as far as possible that the work's findings are the result of the experiences and ideas of the informants, rather than the characteristics and preferences of the researcher. The key criterion for conformability is the extent to which the researcher admits his or her own predispositions. Moreover, it is important to acknowledge the beliefs underpinning decisions made and methods adopted within the research, the reasons for favouring one approach when others could have been taken explained and weaknesses in the techniques actually used admitted (Shenton 2013).

3.7. DATA ANALYSIS

Data analysis is the process of transporting order, structure and meaning to the mass of collected data. It begins when the data collection starts and is conducted to reduce, organise and give significance to the data (Mboweni 2013:9). Data analysis is a reducing and data organising mechanism to produce results that require interpretation by the researcher (Rajasekar, Philominatha and Chinnathambi 2013). It is a challenging and a creative process characterised by an intimate relationship of the researcher with the

participants and the data generated. With regards to this study, mixed analysis was used to analyse the data. It involves the use of both the quantitative and qualitative analytical techniques within the same framework. The mixed analysis represents case-oriented, variable-oriented and process- or experience-oriented analysis (Onwuegbuzie & Combs 2011). Descriptive statistics and narrative analysis were used.

For quantitative data, descriptive analysis was applied. Descriptive analysis is the transformation of raw data into a form that will make them easy to understand and interpret, rearranging, ordering and manipulating data to generate descriptive information. It provides the first estimates and summaries, arranged in tables and graphs, to meet the objectives (Loeb et al. 2017).

For qualitative data, narrative analysis was applied. Narrative analysis can be referred to as a family of approaches to diverse kinds of texts, which have in common a storied form. What makes such diverse texts narrative is sequence and consequence: events are selected, organised, connected and evaluated as meaningful for a particular audience. It is a sociology of storytelling (Earthy & Cronin 2012). The researcher chose narrative analysis because it represents storied ways of knowing and communicating.

3.8. ETHICAL CONSIDERATION

In every discipline, it is considered unethical to collect information without the knowledge of participants, and their expressed willingness and informed consent. The researcher showed respect to the respondents and their rights concerning anonymity, privacy, confidentiality, honesty and freedom from harm and the right of research participants. This means that participants were told how the data given would be utilised and were informed of their right to withdraw from participating. Respondents were protected and were not exposed to any form of harm during the study. On the first page of each questionnaire is a written summary about the research and information expressing that no one is forced to participate in the process. It is all out of willingness. The right to collect information from

the above-mentioned participants was obtained from the University of Fort Hare Research and Ethics Committee through the application for an ethical clearance certificate to ensure participants that the research is legal.

3.9.1. Informed consent and issues dealing with plagiarism

Informed consent means that subjects are made adequately aware of the type of information you want from them, why the information is being sought, what purpose it will be put to, how they are expected to participate in the study, and how it will directly or indirectly affect them (Kumar 2011: 244). During the course of the study, the respondents were asked to sign an informed consent form. Furthermore, the researcher attached a report from turn-it-in, which indicates the percentage of plagiarism in the research.

3.9.2. Confidentiality

According to Clayton et al (2019), confidentiality means no information that the participant gives out is made public or availed to others. Confidentiality is guaranteed by making sure that data obtained are used in such a way that no one other than the researcher knows the source.

3.9.3. Privacy

Privacy refers to agreement between persons that limit the access of others to private information. In this study, the researcher ensured that when participants describe their experiences of consultation and redress, the information given is not disclosed.

3.9.4. The right to withdraw from the study

The participants were informed that they could withdraw from the study at any point and time if they wish to do so. This right was explained to them prior the engagement in the study.

3.10. LIMITATIONS OF THE STUDY

This research as a whole aimed to address issues of consultation and redress, with the hope that people will respond to the questions asked. It also aimed at educating ordinary citizens who are not at all informed about Batho Pele principles. It also helped them understand how important it is to participate in municipal activities, concerning service delivery so that their voices will be heard. Furthermore, conducting this research was not as easy as the researcher encountered several challenges. Some of the people approached by the researcher did not want to participate, as they said it was a waste of their time.

During the distribution of questionnaires, some respondents were sceptical about answering the questions, as they thought the researcher was from the municipality. The researcher had to show them the ethical clearance certificate to indicate that it was for research purposes. Some respondents asked for something in return to answering the questionnaires. The researcher explained that what they could get in return was knowledge about the Batho Pele principles, especially the consultation and redress processes of which they were not aware.

3.11. DELIMITATIONS

This whole research was conducted in the Buffalo City Metro Municipality. However, not every town or rural area was reached for data collection. The researcher focused on Masingata location and Tolofiyeni Location, as the respondents were enough for data collection. Moreover, this study was about the community's experiences, and hence respondents were limited to only community members. A sample of one hundred and ten respondents was enough to represent the entire area as these issues of consultation and redress affect every community member, rich and poor. The researcher decided to stick within the boundaries of King Williams Town, that is Masingata and Tolofiyeni location, which are rural areas around King Williams Town. Access to these was easy.

3.12. CONCLUSION

Chapter three presented the research method and design employed by the study. The study used the qualitative and quantitative approaches, which adopted the exploratory design. The chapter also highlighted the data collection instruments used, namely the interview, questionnaire and focus group interview. A total of 110 respondents participated in this study. The following chapter is the analysis of the data collected.



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CHAPTER 4: DATA ANALYSIS

4.0. INTRODUCTION

In this chapter, data gathered from respondents are analysed. As mentioned in chapter 3 above, the researcher adopted a mixed-methods approach, which involved the collection of both the qualitative and quantitative data. Therefore, this chapter is divided into two sections to present results from both approaches are presented. The first section is the analysis of quantitative data.

4.1. QUANTITATIVE DATA ANALYSIS

With regards to quantitative data, a questionnaire was used as the data collection instrument. A total of 100 questionnaires were distributed and the respondents completed all of them. To maintain objectivity, the researcher made sure that she wrote exactly what the respondents said. Moreover, every time a respondent filled in the questions, the researcher stood right next to them to ensure that they understood the question and that they answered according to the questionnaire. The researcher completed the questionnaire for those respondents who were unable to do so.

4.1.1. Analysis of questionnaire

The questionnaire consisted of three sections. Section 1 dealt with the demography of the respondents, which included their gender, age group, position in the society and their qualifications. This question was necessary to establish if the citizen's experiences had no link or relation to their gender, their age, the position they hold in the society or their education status. Section 2 was about the awareness each respondent had of the Batho Pele principles. This section consisted of five questions. Section 3 was about decision-making and the involvement of citizens in community affairs. This section had seventeen questions, which covered the concept of consultation, redress and service delivery. To test

whether the questions are reliable, Cronbach`s alpha reliability test was performed. All the details are discussed in the following section.

4.1.2. Testing the reliability of the questions.

According to Pandey and Pandey (2015), reliability is the consistency, stability and accuracy in an instrument. Therefore, a test is considered reliable when repeated measurements made through it under constant conditions give the same results. Overall, an instrument must produce consistent measurements. The lower the degree of error in an instrument, the higher the reliability. With regards to these findings, reliability was tested using Cronbach`s alpha-reliability test. All the questions in the questionnaire were proven reliable. This means that all the questions are accurate and would produce the same answers given that a different population would be involved.

The questionnaire consisted of 21 testing variables. Cronbach`s alpha test was performed to check the reliability of the questions. Tables table 4.1 and 4.2 below show the results obtained. Following the tables is an explanation of the three sections as mentioned above. The Cronbach`s alpha resulted in an overall score of 0.791, indicating internal consistency of the items. Section 1 is demographics, section two is about awareness and section three is about decision making. All these three sections are fully explained.

Table 4.1: Cronbach`s alpha-reliability test

Cronbach's Alpha	N of Items
.791	21

Table 4.2: Scale statistics

Mean	Variance	Std. Deviation	N of Items
48.95	171.453	13.094	21

SECTION ONE

4.1.3. Demographics

Table 4.2 below shows that from the people who responded to the questionnaires, 46.7% of were males and 53.3% females. The majority of the respondents ranged between the ages 25-35 years with 43.8% and the least people to respond were at the age > 55 years (6.7%). Only 17.1% respondents were at the age <25 years, 18.1% at the age ranging from 36-45 years and only 14.3% of the respondents were between 46-55 years of age. According to the questionnaire, 46.7% of the respondents had either a diploma or bachelor`s degree. Respondents who possessed a matric certificate were 30.5%, either an honours or master`s degree were 17.1%, PhD were 2.9% and 2.9% respondents had other qualifications. With regards to their position in the community, 81.0% respondents were ordinary citizens, 10.5% were members of ward committees or other representative groups in the community and 8.6% of the respondents were leaders in the community. After table 3, an explanation on the awareness of Batho Pele principles follows.

Table 4.3: Socio demographic characteristics of the sample

Characteristics	Frequency	Percentage
Gender		
Male	46.7	46.7
Female	53.3	53.3

Age

< 25 years old	18	17.1
25 - 35 years old	41	43.8
36 - 45 years old	19	18.1
46 - 55 years old	15	14.3
>55 years old	7	6.7

Education

Matric – Certificate	32	30.5
Diploma - Bachelor's degree	44	46.7
Honours - Master's degree	18	17.1
PhD	3	2.9
Other	3	2.9



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Position in the community

Leadership in community	9	8.6
Citizen	80	81.0
Member of ward committee or other representative groups in the community	11	10.5

SECTION TWO

4.1.4. Awareness of the Batho Pele principles

The first question was about whether the respondents were aware of the Batho Pele principles. A total of 80 respondents said they were aware and 20 said they were not aware of the Batho Pele principles. The second question that was asked was how the respondents first came to the awareness, and 1 respondent (1%) was told about it by the community, 13 (13%) were told about it by the ward councillor, 29 (29%) discovered it themselves through posters or the news, 42(42%) of the respondents studied it at school and 20 (20%) of the respondents responded with other.

The third question was about awareness one had about municipality consultation processes. Respondents who were aware of their municipality consultation processes were about 59. About 41 respondents were unaware of their municipality consultation processes.

The last question of section two was whether respondents knew about their municipal redress processes. A total of 55 respondents were aware and the remaining 45 respondents were unaware of their municipality redress processes. These results proves that the respondents were quite aware of the Batho Pele principles of consultation and redress. All this information is presented in table 4.3 below.

Table 4.3: Frequency table for section 2: Awareness

Characteristics	Frequency	Percentage
Aware of the Batho Pele principles		
Yes	80	80.2
No	20	19.8

Total	100	100
How did you first come to the awareness		
I was told about it by my community	1	1.0
I was told about it by my ward councillor	13	13.0
I discovered it by myself (poster, news etc.)	29	29.0
I studied it in school	37	37.0
Other	20	20.0
Total	100	100
Awareness one has about municipality consultation processes		
Strongly aware	13	13.0
Moderately aware	20	20.0
Aware	24	24.0
Unaware	21	21.0
Moderately unaware	13	13.0
Strongly unaware	9	9.0
Total	100	100
Awareness about your municipality redress processes		



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Strongly aware	9	9.0
Moderately aware	19	19.0
Aware	30	30.0
Unaware	22	22.0
Moderately unaware	9	9.0
Strongly unaware	11	11.0
Total	100	100

SECTION THREE

4.1.5. Decision making on consultation



Section three of the questionnaire was about decision-making. It was decision making about three concepts, namely consultation, redress and service delivery. This section aimed at getting the respondents to decide if they had been properly consulted, if service delivery was as it should be and if the municipal councillor was taking the right measures to redress.

For consultation, six questions were asked. The first question was about decision making and its dependency on the people. A total of 46 respondents agreed that decision making was dependent on the people and 54 respondents disagreed. This means that decision making is not dependent on the people. The second question was about the involvement of the respondents in community projects. Out of the 100 respondents, 64 said they were not involved in decision making while 46 of them said they were involved. To find out if consultation was dependent on the people's financial status, the respondents were asked if "the poorer you are, the less consultation you get" was true. A total of 58 respondents agreed that the rich were consulted more than the poor while 42 of them disagreed with the statement. Question four was about communication. To address the issue of communication, the respondents were asked if there was poor consultation between the

municipal councillor and the people. Before service delivery takes place, community members must be consulted about what they need and what the government is willing to provide for them. Question five asked respondents if their councillor consulted them about their needs. A total of 55 respondents disagreed while 45 agreed that the councillor consulted them about their needs. The last question asked the respondents if information was provided to them on what to expect on a project. A total of 56 respondents agreed that they were being informed about projects, while 44 of the respondents disagreed. According to the responses obtained from the respondents, consultation was not effective in the BCMM as the majority of the respondents felt like they were never informed about issues that concerned them. Below is a table that contains a statistical presentation of what has been explained in this section. Following the table is an analysis of responses about decision making on redress.



Table 4.4: Frequency table for section 3: Decision making (C1-C6)

Characteristics	Frequency	Percentage
Decision making on service delivery is dependent on people		
Strongly disagree	22	22.0
Moderately disagree	10	10.0
Disagree	24	24.0
Agree	26	26.0
Moderately agree	12	12.0
Strongly agree	6	6.0
Total	102	100.0

People are involved in community projects		
Strongly disagree	11	11.0
Moderately disagree	2	2.0
Disagree	12	12.0
Agree	49	49.0
Moderately agree	17	17.0
Strongly agree	9	9.0
Total	100	100.0
The poorer you are, The less consultation you get		
Strongly disagree	12	12.0
Moderately disagree	8	8.0
Disagree	23	23.0
Agree	22	22.0
Moderately agree	11	11.0
Strongly agree	24	24.0
Total	100	100.0
Poor communication between the people and the councillors		
Strongly disagree	5	5.0

Moderately disagree	4	4.0
Disagree	18	18.0
Agree	32	32.0
Moderately agree	11	11.0
Strongly agree	30	30.0
Total	100	100.0
Councillors consult the community regarding their needs		
		
Strongly disagree	25	25.0
Moderately disagree	5	5.0
Disagree	26	26.0
Disagree	23	23.0
Moderately agree	16	16.0
Strongly agree	5	5.0
Total	100	100.0
Information is provided on what to be expected on a project		
		
Strongly disagree	16	16.0
Moderately disagree	5	5.0
Disagree	23	23.0
Agree	35	35.0
Moderately agree	15	15.0

Strongly agree	6	6.0
Total	100	100.0

4.1.6. Decision making on redress

For redress, six questions were asked. Redress is all about being responsive to the people. It is about continuously updating them about decision and explaining to them why certain goals have not been achieved. To find out if the municipal councillor has been responsive to the people, the respondents were asked if they were given updates and feedback on projects. A total of 100 respondents answered this question and 39 of them agreed that they were given feedback while 61 said they were not given feedback and updates on projects. This then means that the municipal is not at all responsive to the people.

The respondents were asked whether explanation was given to them when a project did not take place. A total of 67 respondents disagreed while 33 of the respondents agreed that they were given explanation. This means that the municipal councillor does not only fail to deliver services, but also did not give explanation on why the projects did not take place. This causes the people to feel that they are not given enough information. To prove this point, the respondents were asked if they felt deprived of their right to information, and 65 respondents agreed that they are being deprived while 35 of the respondents disagreed. When information on why services have not been provided is not given to the people, there should be at least a faster way of providing solutions. The respondents were asked if they were given effective and speedy remedies, and 30 respondents agreed and 70 disagreed; thus, they were not given effective and speedy remedies.

Some projects fail because citizens are never given an opportunity to take part in decision making and implementation; they are always isolated and are not considered. In this regard, the respondents were asked if they were ever given a chance to be part of the problem solving, and a total of 33 respondents agreed while 67 disagreed that they were part of the

decision making. When services are not delivered, citizens have a right to complain and when they do they must receive a sympathetic response. When the respondents were asked if they received sympathetic and positive responses when they complained, 42 agreed while 58 did not agree that they received positive and sympathetic responses.

All these six questions were directly linked with the steps that should be followed when redressing clients. According to the information gathered from the respondents, all these steps are not properly implemented, which means that redress does not take place accurately and effectively in the BCMM. Table 4.5 below represents all that has been explained above in relation to redress. Following Table 4.5 is an explanation of the findings for service delivery.

Table 4.5: Frequency table for Section 3: Decision making (R1-R6)

Characteristics	Frequency	Percentage
The people are given updates and feedback on projects		
Strongly disagree	20	20.0
Moderately disagree	8	8.0
Disagree	32	32
Agree	18	18
Moderately agree	16	16
Strongly agree	6	6
Total	100	100.0
Explanation is given when projects are not provided		
Strongly disagree	29	29.0
Moderately disagree	7	7.0
Disagree	31	31.0
Agree	17	17.0
Moderately agree	10	10.0
Strongly agree	6	6.0
Total	100	100.0
People feel deprived of their right to information		

Strongly disagree	9	9.0
Moderately disagree	6	6.0
Disagree	20	20.0
Agree	34	34.0
Moderately agree	6	6.0
Strongly agree	25	25.0
Total	100	100.0
Citizens are given effective and speedy remedies		
Strongly disagree	30	30.0
Moderately disagree	10	10.0
Disagree	32	32.0
Agree	16	15.0
Moderately agree	6	6.0
Strongly agree	6	6.0
Total	100	100.0
People are given a chance to be part of the problem solving		
Strongly disagree	29	29.0
Moderately disagree	7	7.0
Disagree	30	30.0
Agree	19	19.0
Moderately agree	10	10.0
Strongly agree	5	5.0
Total	100	100.0
Sympathetic and positive response from complaints		
Strongly disagree	29	29.0
Moderately disagree	7	7.0
Disagree	23	23.0
Agree	26	26.0
Moderately agree	10	10.0
Strongly agree	5	5.0

Total	100	100.0
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4.1.7. Decision making on service delivery

As stated in chapter 2, Batho Pele principles were introduced so that service delivery can be improved and so that service delivery can be people-centred. From the answers obtained from the questionnaire, it is evident that the two mentioned objectives of the Batho Pele principles have not been achieved. The first question was about services being adequately provided in the community, to which 50% of the respondents agreed and the remaining 50% indicate that services were not adequately provided in the community. This result shows that some people recognise that services are being provided while others feel otherwise. The second question asked whether the Batho Pele principles improved service delivery, and 46% of the respondents agreed that the introduction of Batho Pele principles had played the role of improving service delivery while 54% of them felt that Batho Pele principles had not improved service delivery.

University of Fort Hare

Before services can be provided to the community, the municipal councillor needs to consult its people to determine whether the services provided are exactly what the people need. The third question was whether the services provided were what the community needed; 42% of the respondents agreed while 58% of the respondents disagreed about services provided being what they needed. This means that the community was not being consulted about the service delivery process because if they were being consulted, the councillors would be aware of their needs. Moreover, 46% of the respondents agreed that they were being consulted about the service delivery process while 54% disagreed as they felt like they were never consulted about service delivery. The last question was whether the municipal councillors were respectful in the process of service delivery, where 34% indicated that they were being respected while 66% disagreed. From the responses gathered from the participants, Batho Pele principles have not achieved the objectives of bettering service delivery and getting people to be more involved in decision making in the BCMM. Table 4.6 below represents all that has been explained in this section.

Table 4.6: Frequency table for Section 3: Decision making (SD1-SD5)

Characteristics	Frequency	Percentage
Services are adequately provided in my community		
Strongly disagree	11	11.0
Moderately disagree	9	9.0
Disagree	30	30.0
Agree	34	34.0
Moderately agree	12	12.0
Strongly agree	4	4.0
Total	100	100.0
Batho Pele principles have improved service delivery		
Strongly disagree	19	19.0
Moderately disagree	6	6.0
Disagree	29	29.0
Agree	30	30.0
Moderately Agree	7	7.0
Strongly agree	9	9.0
Total	100	100.0

Moderately disagree	4	4.0
Disagree	34	34.0
Agree	23	23.0
Moderately agree	8	8.0
Strongly agree	3	3.0
Total	100	100.0

4.2. QUALITATIVE ANALYSIS

In this section, qualitative data is analysed. As discussed in the previous sections, data was collected using two focus group interviews, which were intended for two groups, namely community leaders and community-based organisations. Each group was made up of 5 members. This means that there was a total of 10 members interviewed. The focus group interviews took place in the month of November in 2019 in a community hall. The setting was chosen so that every member of the group would feel free and comfortable to respond to any question as it was in Masingata Location where most of them stayed.

To avoid conflict, the researcher made an appointment to meet each group separately. One group was met at 13h00 during the day and the other at 15h00 the following day. The focus group interview had 12 questions and every member of each group answered them individually. During the course of data collection, the researcher noted that there were differences between the two groups. Judging from the responses they gave, the first group (community-based organisations) seemed to defend the municipal councillor in every way possible. The second group (community leaders) had very opinionated people who spoke their mind. The community leaders answered honestly as people who were frustrated and wanted to see change taking place. The purpose of having two separate groups is to have input from people who work very closely with the municipal leaders and to have people who represent the community as a whole. Following this is a section that explains the respondents' understanding of the concepts under study.

4.2.1. Understanding of the Batho Pele principles

Before anything else, it was important to determine whether the respondents were not only familiar but understood what is meant by the term Batho Pele principles. Everyone who was part of the focus group was able to give a clear definition of Batho Pele principles. Three respondents from the community leaders said: “Batho Pele means prioritising people and their needs”. Another respondent said, “Batho Pele involves taking care of the people by involving them in decision making”. The last respondent from the community leaders group said, “Batho Pele means people come first”. All these responses imply that the community leaders are quite confident with their answers. Two respondents from the community-based organisations said, “Batho Pele principles are principles that explain how people should be treated by their government in cases of service delivery. The other three respondents all agreed with one who said that “Batho Pele is about consulting people to discuss their needs”.



To break it down into more detail, the respondents were asked to define consultation and redress. The responses obtained from the respondents indicate that they were quite aware of consultation and redress. One respondent from a community-based organisation said, “Consultation means talking to people about their needs”. Another from the community leaders group said, “Consultation is about including people in the decision-making process and giving them the opportunity to voice their concerns”. One member from the community leaders added that, “to consult is to discuss issues with the people and to let them suggest a way forward”. Therefore, all these definitions include the three elements of consultation, which are communication, voice and participation.

A respondent from the community leaders group, “redress means to readdress people about services that did not take place”. One respondent added, “To redress is to rectify mistakes made by the service provider ensuring a smooth production in the future”. Community-based organisations defined redress as explaining why a service did not take place, and finding ways to improve the service. A respondent from the community-based organisation elaborated, “Redress is simply correcting a mistake made by the service

providers and making sure that the people feel valued in the process”. All these responses show that both groups knew what they were talking about. This means that both groups understood that in service delivery there needs to be a level of fairness in terms of resolving disputes and allocating resources and that every decision has to be taken in a fair procedure.

One respondent added that she worked in a government department so she knew all about the consultation and redress process. She added that people needed to be treated with respect and nobility and that they needed to be given a chance to voice their concerns. She proceeded to say that it was the responsibility of the public servant to be unbiased in decision making and to make a person understand every step of the process.

4.2.2. Involvement in the decision making process

Batho Pele principles were implemented to create a more inclusive structure where citizens would be given a chance to be part of the decision-making. As they are the primary stakeholders of services, they have every right to be part of every decision that is taken concerning their services. When the respondents were asked if they felt like they were involved in the decision-making process, the majority said no. This majority comes from community leaders. One respondent said, “The municipal councillor and the municipality do not involve us in anything that has to do with service delivery, so no we are not involved”. Another respondent added, “I feel like we are just told what is about to take place; they don’t ask for our input or involvement”. Another respondent added with a mocking voice, “We are only involved when the municipal councillors are campaigning for positions or sits”.

A few respondents agreed that they were involved and some said they were sometimes involved. These responses came from the community-based organisation group. One said; “yes we are involved in decision making, but it’s the people that do not want to take part”. Another one added that “the councillors call every community member for a meeting and addresses issues and draw a plan for them, but most of the people do not want to commit hence they don’t take part at all”. Another added, “the reason I said sometimes is that not

every decision that we take in a meeting is considered if the councillor feels it is not the right decision for him/ her let's forget about it".

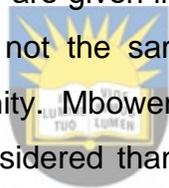
Furthermore, the respondents were asked what the government needs to do for the people to feel part of the decision-making. Most respondents from the community leaders group agreed with one who said; "the government must involve us in service delivery projects and allow us to make decisions about the type of service we prefer".

Some agreed with one who said; "the municipal councillor does not stick to their plan, they promise us involvement and public participation but none of our concerns is taken into consideration". Both groups seemed to be concerned with this issue as a member of the community-based organisations group added that "if services are not delivered, the government does not explain why that did not happen" and another that "there is no communication from the councillor". However, a few respondents from the community-based organisation group concurred with the one who said; "We are given an explanation but it is all lies and dishonesty from the councillors so that we calm down and not act out of anger". From the interviewer's point of view, the respondents were so furious and expressed a sense of anger when responding to this.

In local government, public participation can be tracked when community members are involved in the Integrated Development Plan. This means that for communities to be considered as being actively participating in local government affairs, they need to be involved in the IDP process (Morebodi 2015). When the respondents were asked if they took part in the IDP process, half of them confirmed that they did while the other half said they did not. One respondent said, "I am not well informed about the IDP process and what it entails". The other respondents said, "We are not even informed to what point we are supposed to be involved". From the other group, one said; "we are involved and people in each ward provide five priority needs that they would like to be considered in the process of delivering services".

4.2.3. Access to basic information

For people to feel they are cared for, involved and taken seriously, information has to be given to them about everything that concerns them. When they are deprived of their right to information, they begin to withdraw from the idea of being part of decision-making and start demanding answers. When the respondents were asked if the municipality exercises the right to basic information, the majority of the said no. One respondent explained, “No information is given to us about service delivery”. Another respondent added that “the councillors are not transparent with us as the people who represent the entire community, only a certain group is informed”. Yet another respondent said, “We are given information through programmes such as Harambe, which are found in libraries”. The respondents explained this statement stating “we are given limited information about service delivery”. This means that the treatment is not the same amongst community members. This happens in almost every community. Mboweni and Makhado (2017) state that in a community, the rich are highly considered than the poor because their financial status speaks for them.



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The respondents were asked if they felt the municipality treated them fairly as community members. When the interviewer asked this question, there was an awkward silence on the floor and nobody wanted to respond. The interviewer had to repeat the question and the majority of the respondents said no. One of the respondents boldly said; “only rich people are valued in the community”, and another one added, “We are not involved in decision making as there is poor communication between the councillor and us”. A few of the respondents said they were being treated fairly because everyone has access to basic needs and that they all receive the same quantity of service delivery. The respondents were asked if the government gave them enough information on the quality of services they were meant to receive. Half of the respondents said yes and the other half said no. This is quite interesting considering that the majority of respondents who said in the previous questions that only rich people are valued in the community and are treated better.

This can be interpreted to mean that community members have a more visceral, intense and immediate reaction to treatment (interactional justice) as compared to communication (informational justice). Perhaps informational justice is not as expressively and immediately felt as interactional justice. This means that respondents are more concerned about how they are treated as compared to what they are told. This view is similar to Brynard (2011) who states that it is better to not receive enough information about a service than to be treated with disrespect and disregard. Actions speak louder than words. A municipal councillor may not talk to the people at all, but treating them with respect is what they seemingly want.

4.2.4. Respondents' view on the findings

During the interview, the respondents made it a point that the interviewer understood how frustrated they were about not being taken seriously by the municipal councillor. They continued explaining that they did everything in their power to get the particular councillor to win votes so that they could make a difference, yet the community still complained about being neglected and not being taken seriously by their own municipality councillor. The researcher asked if the people were more frustrated by the lack of service delivery or consultation. Half of the respondents said they were frustrated mostly by the lack of service delivery. One respondent supported his answer by stating that Batho Pele was introduced to improve the level of service delivery provided in every area, yet the people still had no proper toilets, no jobs and some still lived in shacks. Another respondent added that it was confusing because some community members had access to basic services while others did not have yet they play the same role in the community. The respondent said, "Well again I guess it goes back to rich people being considered more important than the rest of the community". In addition, the other half of the respondents said that they were more frustrated by the lack of consultation. One respondent indicated that it is always so uplifting and inspiring to know that the person you voted for considers your needs and gets you involved in decision making. Most importantly, it is important for any relationship to be centred around communication to learn about people's needs. Lack of communication means that the municipal leaders will not be aware of the needs of its people.

The researcher also noticed that the two groups who participated in the focus group had different views about municipal leaders. The community leaders were very critical of the municipality and they did not try to be in favour of the municipal councillor while most members of the community-based organisations seemed to protect the dignity and image of the municipal leaders. This can be interpreted in the light of the social equity theory. This theory proposes people assess their relationships with others by evaluating the ratio of their results from and contributions to the relationship against the result if the result or contribution ratio of the individual and examination of the other are seen not to be equal, at that point inequality exists (Huseman et al. 2015). One important goal in research is to adhere to the objectives of the study. Further discussion of this is done below.

4.3. DISCUSSION OF FINDINGS

In this section, a discussion about how the objectives can be linked to the findings of the study is done. In so doing, it is important to restate the objectives of the study, which are as follows:

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- To establish important elements of proper citizen consultation and redress in the literature;
 - To determine the extent to which these elements are adopted in local government consultation and redress in BCMM;
 - To establish the effects of current consultation and redress practice on citizens' trust in local government, and
 - To make recommendations on effective approaches to consultation and redress.

4.3.1. Establishing important elements of proper citizen consultation and redress

One of the objectives of this study was to establish important elements of proper citizens' consultation and redress in the literature, and that has been done in chapter two of this study where important elements of both consultation and redress were explained. The researcher picked up all these elements in the findings and they are discussed in full in the section that follows. The elements of consultation and redress are as follows:

4.3.1.1. Elements of consultation

- Voice
- Participation
- Communication

4.3.1.2. Elements of redress

- Accessibility of complaints systems
- Responsiveness to complaints
- Training for remedial actions

4.3.2. To determine the extent to which these elements are adopted in local government consultation and redress In BCMM.

The second objective of the study was to determine the extent to which these elements are adopted in local government consultation and redress in BCMM. This is where the results from the data collected come in. All the questions asked from the respondents were to determine whether the municipality applied these elements. In the following section, the responses are analysed to answer the research objective.

ELEMENTS OF CONSULTATION

4.3.2.1. Voice as the element of consultation

Ralane (2011) suggests that citizens should be alert and should not be just passive recipients of services, further adding that customers should be vocal and contact the public institution or public official concerned in cases where they are not satisfied with the quality of service. It is important that citizens have a say in decisions that concern them, but for the citizens of Buffalo City Metropolitan Municipality, this is not the case. During the focus group, the respondents were asked if their municipal councillor involved them in decision-making. Half of the respondents indicated they were not involved while a few said they were while others said they were sometimes involved. This kind of response goes back to the issue of social inequality. Some are involved in decision making and some are not. It

could also mean half of the time they were given the chance to voice their needs, frustrations or challenges as the primary stakeholders in service delivery. However, the results from the questionnaire reveal that most of the respondents felt as if decision making was not dependent on them. This is the reason the researcher decided to collect data using both methods of qualitative and quantitative research. Moreover, quantitative data is supported by numbers as most of the respondents said they were not involved in decision making. On the other hand, the qualitative approach allowed the researcher to dig deeper and obtain reasons as to why the respondents felt they were not involved in decision making. Kumar (2011) agrees with this statement as he states that using both methods gives the researcher an opportunity to focus both on the opinions of the majority (quantitative) and on the other hand getting to finding out how people feel in smaller numbers.



Moreover, the respondents also felt like the poorer you are the less consulted you get, which then implies that the poor are not given a voice. This means that poor people's voices are not being heard. This view is similar to that of Holdt et al (2011) who state that service delivery is dependent on who you are, and what position you hold in the society. This is what frustrates the people, leading them to retaliate. They are not given a fair chance to contribute to decision-making. As much as the voice is considered as one of the most important elements of consultation, the results show that BCMM municipal leaders give voice to the financially stable citizens while the poor are left unheard. In the following section, communication as the element of consultation is discussed.

4.3.2.2. Communication as the element of consultation

Through communication, government ensures that it is not pursuing its own agenda, but rather the general welfare of the broader population, by effecting the democratic principle of encouraging the public to participate in policy-making (Constitution of the Republic of South Africa 1996; Guan, 2013). When the respondents were asked if information was given to them about services delivered, the majority in the quantitative sample answered in the positive. Findings from the qualitative data show that most respondents feel that they

are not given information on services to be provided. This is surprising considering the fact that the people represented by qualitative sample are the closest to the municipal leaders and those represented by the quantitative sample did not have a relationship with the municipal leaders. Therefore, the expectation would be that community leaders should be more informed than the rest of the community members. They also said that things happened at the municipality without their consent.

The respondents felt that the municipality did not at all exercise the right to information, as nothing was communicated to them about their services or decision making for that matter. This is similar to Stekelenburg and Klandermans' (2010) submission that patients felt that documents that contained information were not displayed noticeably for patients to see and some complained that they were not informed about visiting hours. Moreover, most patients revealed that they did not receive information about their test results. Whenever a service was delivered, full information about why it is delivered, how it will be delivered and when it will be delivered needed to be made available to the receivers of the service. Khoza, Du Toit and Roos (2010) agree with this statement and state that citizens should be told what level and quality of public service they would receive so that they are aware of what to expect.

In addition, the respondents were asked whether communication between them and the municipality was very poor. This question was from a questionnaire and was answered by the community members. A total of 71 respondents said communication was very poor between them and their municipal leaders. This shows that there is little communication between the people and its councillors. Pietersen (2014) in a study about the implementation of Batho Pele principles in an educational district office, agrees that there is no effective communication of service standards to the beneficiaries. If there is no communication, how does the municipality know the needs of its people? How does it come to a decision of delivering service without talking to the people to whom the service will be delivered? The following section explains participation as the third element of consultation.

4.3.2.3. Participation as an element of consultation.

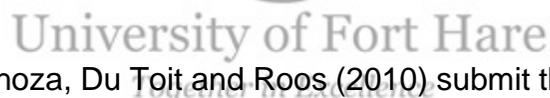
Consultation can encourage a core participative and co-agent connection between the suppliers and users of public services. Consultation aims to put the citizen at the focal point of public service delivery through guaranteeing citizens' active association in service delivery (Cerna 2013). This means that consultation aims at ensuring that both stakeholders of the services, which are the citizens and the service providers, take part in decision-making. This ensures that services are provided for the benefit of the people. When the respondents were asked if they were involved in community projects, most of them indicated that they were not. One respondent said, "Participation for us only takes place in the first steps of planning, once a plan is drawn we are no longer included". Another respondent added, "We are not taken through the whole process of service planning, ours is to just vote that we need a service and it ends there".

However, some respondents said they were involved. One said; "we are always encouraged to take part in planning for services but people do not want to take part". Another added that "it could be because they do not want to commit or they do not want to be held accountable for something that was left for them to manage". Section 152 (1) of the Constitution of the Republic South Africa (Act 108 of 1996) provides for public involvement in the sphere of local government by compelling it to provide a democratic and accountable government for local communities and encouraging the involvement of communities and community organisations in matters of local government. Public participation is an idea intended to help the development of local government. The researcher believes that its intention is to create an environment free from inequality, in which every member of the community has a fair chance of participating despite their financial status. Therefore, if Batho Pele principles were implemented to create an environment for public participation, then it is not serving its purpose because community members are complaining about not being given a chance to participate.

ELEMENTS OF REDRESS

4.3.2.4. Accessibility of Complaints System

Accessibility means that systems of complaints are well exposed to enable problems to be fixed quickly and grievances to be dealt with impartially and fairly. In simple terms, this means that each and every individual should first of all be informed about the complaints system, and secondly be able to use it to comment about the quality of services they receive. For clients to access the complaints system, contact details for municipalities must be made visible and available for everyone so that complaints can be made. The respondents were asked if they felt deprived of their right and access to information. Most of the respondents answered in the positive. One respondent said, “Not having access to such systems is an issue, but not knowing that they actually exist is more than an issue”. The problem here is that municipal leaders who have the responsibility to teach the people about their rights are failing to do so. Moreover, public officials also do not know what their responsibilities are.



In the health sector, Khoza, Du Toit and Roos (2010) submit that the general public needs to be informed and educated about their rights and the responsibilities of health care providers. They argue that nurses and doctors must realise that information about their diagnosis, conditions and treatment empowers patients to contribute to and participate in their health care. However, 90% of the respondents did not file official complaints, and this may be because they are unaware of their right to complain. They further state that patients may be uninformed about the procedure to complain or there may be the absence of complaint/ suggestion boxes (Khoza, Du Toit & Roos 2010). Furthermore, sharing of information demonstrates respect for the dignity of the people. The researcher strongly feels that complaints systems are not being accessed because people are unaware of their existence. The following section explains the responsiveness to complaints.

4.3.2.5. Responsiveness to complaints

Responsiveness to complaints means that the responsiveness of public institutions to the real needs and justified expectations of the citizens should be put in place for review and

feedback to the people. In addition, there should be a response to telephonic complaints within one working day and a response to written complaints within 5 working days. Respondents were asked if they were given regular feedback and updates on projects. The majority of the respondents indicated that they did not get these updates and feedback. A respondent said, "If the promised services are not delivered, we are not given an explanation". Another respondent added, "The public officials would make you feel like they do not owe you an explanation". Giving the people regular feedback about their services and updates is a responsibility of every public official. In addition, receiving feedback is the right of every community member. It is frustrating to learn that the people responsible for delivering services did not take initiative in responding to people's complaints. It is important to note that people complain because the service they received is not as it should be. They complain because there is a problem that needs to be fixed. Part of being a responsible and accountable leader includes being responsive to the people you serve. Once a complaint is made, it is the responsibility of the municipal leader to take a stand and explain why service was wrongly delivered and what measures would be taken to rectify it. Ngidi (2012) also observes that the attitudes of the staff towards the right of the client to lodge a complaint and to demand an apology in the case of dissatisfaction about service provision is negative.

The respondents were also asked if they received a positive and sympathetic responses when they complained. Most of the respondents said they did not. One explained, "We do not get a sympathetic response when we complain, because we feel like we are not entitled to one". This is basically because they are unaware of their right to receive sympathetic and positive responses. As stated before, public officials often have a negative attitude when complaints are made.

Lastly, respondents were asked if they received speedy remedies when they complained, and some respondents answered yes. One respondent explained, "Their complaints are not always attended to, and if they are, the response will be negative and insensitive". Ngidi (2012) also observes that injustice prevails in dealing with the complaints in the sense that some of the written complaints are responded to verbally and with an attitude. The

most important way of showing how much you care about the people is by making sure that when mistakes are done, solutions are brought forward effectively and immediately. Another element of redress is dealt with in the following section.

4.3.2.6. Training for remedial action

Employees are trained so that they are knowledgeable about handling a complaint when it is received. Training is also given so that people offering services may know how to rectify their mistakes. To find out if this was implemented at the BCMM, the respondents were asked if they received sympathetic and positive responses when they complained and the majority of the respondents said they did not. One respondent added; “the service providers do not explain a thing because they say they do not owe anyone an explanation”. This could suggest that public officials or service providers do not know how to handle complaints. It could also mean that they do not want to handle the complaints. This is because most of them know that citizens are unaware of their right to complain and to receive a speedy and sympathetic response.

Ngidi (2012) agrees that knowledge of the policy on the handling of complaints and how the lodged complaints are dealt with is lacking. With the feedback received from the respondents, it is quite evident that the BCMM does not have an effective redress system in which an individual who is unsatisfied with a service is allowed to voice their frustration. The researcher suggests that training on how to handle complaints should be put in place so as to reduce inadequacy in the complaints system. The third objective of the study was to establish the effects of current consultation and redress practice on citizens’ trust in local government and it is explained in the following section.

4.3.3. Establishing the effects of current consultation and redress practice on citizens’ trust in local government

It is important to note that research is driven by a desire to uncover a story that has not been told before or to fill the knowledge gap left by previous researchers. In so doing, it has a set of objectives that the entire research depends on to achieve the goal of research.

Establishing the effects of the current consultation and redress practises on citizens' trust was one of the objectives of the study.

For consultation to be considered effective, there must be stability or negotiation between what citizens acquire and what national and provincial departments can genuinely afford. With regards to the community in BCMM, there is no communication about the needs of the people. The community is not always given a platform to suggest how they would like services to be provided to them. Customers should be pleased with the services or at least pleased with the quality and quantity of service delivery. From the responses gathered from the data collected, the people are not at all pleased with the quality of services they receive. Service delivery should improve and continue to be refining and there should be mutual agreement between service providers and customers.

Considering the responses the researcher got from the participants, the municipality does not involve the people in decision-making, as it should. This causes the people to feel as though they are not part of the community and that they have no say on how services should be delivered. When the respondents were asked about their frustrations, they argued that service delivery has not improved simply because the municipality does not consult the people on their priority needs. They also stated that they were not only frustrated by the lack of communication, but also the lack of responsiveness to a problem voiced out by the community.

The last objective of the study was to make recommendations on effective approaches to consultation and redress. This is fully explained in chapter 5 of the study. The following section explains how the theories can be linked to the results.

4.4. LINKING THE RESULTS TO THE THEORIES

Before an analysis of the theories is done, it is important to restate the theories that guided this research. They include the agency theory, the equity theory and the procedural justice as a derivative of the social equity theory. In the following section, these theories are analysed in comparison with the data gathered from respondents.

4.4.1. Agency theory

According to Nwafor (2010), agents serve their interests in building empires rather than serving shareholders' profit maximization interests. In public administration, the agency problems arise between the government and the citizens. This problem arises when the government delivers services for the benefit of government officials and not considering what the people want and need. This then means that the agency problem is about the government delivering services to pursue the agenda of government rather than delivering them for the sake of the people. Moreover, the Batho Pele principles were created with the desire to shift the focus of service delivery from being about the government to being about the involvement of the people. Its initial plan was to involve the people more and get them to feel as though they were part of the decision making. This is the same as the agency theory, which describes service delivery being centered around the providers of the service and not the receivers.



When the respondents were asked if the services they were provided with are what they need, the majority of the respondents said no. From the researcher's point of view, it is quite evident that this is the result of not being consulted. The municipal leaders do not sit down with the people to ask them about their priority needs, hence the delivery of services that are not what the people need. Thomas (2011), in his study about the agency theory, agrees that the failing corporate governance system, excessive risk-taking and the greedy managers have all been cited as reasons for the recent financial crisis. Services are sometimes not delivered because the service provider plans to utilise the funds elsewhere or the service may be provided but using low-quality material so that the money left can be divided amongst the service providers (Thomas 2011).

4.4.2. Social equity theory

the equity theory suggests that a man's inspiration depends on what he or she considers being reasonable when contrasted with others (Huseman et al. 2013). When the respondents were asked if the municipality was treating them fairly, the majority indicated they were not. They explained that treatment depended on one's financial status. They

also explained that there was no communication as they were not considered as important stakeholders. Al- Zawahiri and Al-Madi (2012) believe that injustice will lead to dissatisfaction, anger and guilt. They hold that people would feel angry and dissatisfied when they are getting less of what they expect in comparison to what they input. However, people also feel guilty if they received more than their worth. They further stated that this anger was usually directed towards other people and institutions that caused inequality and sometimes it is self- directed where no other party is targeted for punishment or retaliation.

During the data collection process, respondents made it clear that community members were not treated the same. In society, people compare themselves against each other according to their contribution to the community. Al-Zawahreh and Al-Madi (2012) also agree that in the case of inequality, a person may increase or decrease his inputs depending on whether the inequality is advantageous or disadvantageous. When they feel that they are treated unfairly and that some are more superior to others, they find ways to be even. From the responses obtained from the study, the issue of individuals treated differently has been highlighted. A clear example is a fact that even the community leaders and community-based organisations are not treated the same. This is observed from their responses. The community leaders said they were not being consulted while community-based organisations indicated they were consulted. If the community leaders who have been put to represent the people are not respected or treated equally, what are the chances that ordinary citizens will be treated fairly and equally? The following section dwells more with procedural justice as a derivative of equity theory.

4.4.3. Procedural justice as a derivative of equity theory

Procedural justice is based on four central principles, namely treating individuals with nobility and regard, giving citizens voice and experience, being unbiased in decision making, and passing on reliable intentions (Tatlar 2011). In simple terms, procedural justice is the idea of fairness in the processes that resolve disputes and allocate resources. It revolves around fairness, voice, transparency and impartiality. As discussed in the

previous section, the respondents felt that they were not treated fairly as it was only the rich people were being prioritised. This is gathered from the respondents' answers when they were asked if they felt they were being fairly treated by the councillor. Voice means that people are given a chance to speak up about their desires and are allowed to take part in decision making. The respondents made it clear that they had never been given a chance to voice their opinions and if they are given, it is usually what the municipal councillor instructs them to say. A study by Gua (2014) on procedural justice found that processes that allow people a voice (i.e., input) are perceived as fairer, and thus elicit more positive reactions than process that do not allow people a voice. The provision of voice enhances people`s sense of process control, which people were assumed to value because it impacts their perceived likelihood of receiving desired outcomes. It is very imperative that we notice that people value having a voice in processes that affect them.

Procedural justice is guided by two components, informational and interactive justice. Informational justice is defined by Havig (2010) as justice that focuses on clarifications given to people that pass information concerning why procedures were utilized the way they were or why results were communicated unquestionably. Interactional justice is defined as how much the people affected by decisions made or taken are treated with dignity and respect (Tatlah et al. 2011). In the course of the study, the researcher observed from the findings that community members have a more visceral, intense and immediate reaction to treatment (interactional justice) as against communication (informational justice). This simply means that people quickly react when they are not treated with dignity and respect as compared to not being communicated to.

It can be argued that most people from BCMM prefer being treated well to being consulted. However, when the respondents were asked what they were most frustrated about between consultation and service delivery, some of them said it was consultation. Lack of consultation therefore was the cause of service delivery protest in BCMM. An example was when residents protested against the town council`s failure to explain to the community what had happened to a missing sum of thirty million rands (Holdt et al. 2011). The people

were frustrated because the councillor was unable to consult them. Through the analysis of this data, interactive and informational justice have not been applied in this community.

4.5. CONCLUSION

In conclusion, the evidence gathered from the data collection process proved that the people in BCMM have poor relations with their councillors. Moreover, it is evident that even though some people agree that services have improved, the majority believe little improvement is made as long as they are not involved in the decision-making process. Citizens of BCMM submitted that these services were provided for them, thus they should have a say as to how they must be delivered and which of these services should be prioritised. From the results, the researcher gathered that there is inequality amongst the participants as others are closer to the municipal leaders as compared to others. Most importantly, all the anticipated respondents participated and gave incredibly valuable feedback.



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CHAPTER 5: SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.0. INTRODUCTION

This chapter presents a summary of the findings, conclusion as well as recommendations that emerge from the study that investigated citizens' experiences of Batho Pele principles of consultation and redress in the Buffalo City Metropolitan Municipality (BCMM). The objectives of the study included establishing important elements of proper citizen consultation and redress in the literature, to determine the extent to which these elements are adopted in local government consultation and redress in BCMM, to establish the effects of current consultation and redress practice on citizens' trust in their local government and to make recommendations on effective approaches to consultation and redress. The section below is a summary of the findings.

5.1. SUMMARY OF FINDINGS



This study was conducted with the intention of establishing the experience of citizens with consultation and redress as the core functions of the Batho Pele principles in BCMM. The research adopted a mixed methods approach to data collection and analysis. This implies that it utilised methods of data collection from qualitative and quantitative methods. The total number of respondents who willingly responded to the questions were 110 community members, where 100 of them filled a questionnaire 5 were interviewed and the other 5 were in focus group interviews. The objectives of the study were achieved.

5.1.1. Summarising the important elements of proper citizen consultation and redress

Important elements of consultation were established in chapter 2 of this study as participation, voice and communication. The important elements of redress are accessibility to complaints systems, responsiveness of public institutions to complaints and training on how to handle complaints.

5.1.2. Summary on the extent to which these elements are adopted in local government consultation and redress in BCMM

According to the findings, most of the time citizens are not given a fair chance to participate and to be hands-on in the decision-making process. When they are allowed to participate, they are told what to say by their councillor so that the decision could be to their advantage. When it comes to voice, half of the respondents said they were usually given a chance to voice their opinions, while the other half said they were never given a chance to do so. These results suggest that voice is dependent on whether you are rich or poor or hold an important position in the community. This raises a concern as to how services are rendered without interaction between the service providers and the receivers of service. The fact that rich individuals are given the opportunity to voice their opinions while the poor were not, which means that no services will improve because the wrong people are involved. Rich people have no concern over service delivery because they have everything they need; hence, whatever decision they take will not be for the benefit of the poor because all they see is an opportunity to make business. They have proper toilets, access to clean water and have no concern with houses because they already have all of that. However, the poor, who are not given a chance to voice their thoughts and needs, suffer from inadequate houses and dirty water or no water at all.

Consultation includes communicating with the people you serve to make sure that you attend to their concerns. According to the results in chapter 4, residents of the BCMM feel that communication is very poor between them and their municipal councillors. They indicated that decisions taken for a particular project were never communicated to them. How are decisions about service delivery taken without the consent of the people? Communication means that two parties exchange ideas, views and opinions about a service that needs to be delivered. Therefore, when respondents feel that they are never involved, when are these ideas, views and opinions shared so that proper service delivery could be achieved? The following section is a discussion about the elements of redress.

Redress means that when services have not been provided, government bodies inform the people about what has happened and in addition explain to them why such services have

not been provided as well as map a way forward. In addition, the researcher established access to the complaints system as one of the important elements of redress. According to the findings presented in chapter 4, people felt they were not given the opportunity to exercise their right to information. When it comes to complaints systems, respondents argued that they were unaware of such. While half of the respondents acknowledged that the municipal councillor gave them enough information about the quality of services they were meant to receive, the other half disagreed. This means that they were not only unaware of the complaints system but they also did not have access to it. Access to these complaints systems means that the people get a chance to voice their opinions on the type and quality of services they receive. It also gives them an opportunity to give input on how services can be improved. Limiting such an opportunity thus raises many concerns.



The second important element of redress is responsiveness to complaints. This means that when customers complain about a service, the service providers should respond positively and effectively to their complaints. Responsiveness also includes receiving regular feedback and updates from the service providers on services not provided. When the respondents were asked if they received a sympathetic response when complaints are made, the majority said that they were never given any information when services were not provided. Responsiveness also requires the providers of service to offer sympathetic responses, speedy and effective remedies when services have not been delivered. This shows how important citizens are to the government. However, when the citizens of BCMM were asked about receiving a sympathetic response, most of them said they did not receive any response at all from their leaders. Moreover, respondents indicated that no solutions were brought forward when services were not delivered.

The last element of redress as indicated in chapter 2 of this study is training for remedial action. As far as the researcher understands, training is supposed to be offered by the government, where public officials are taught about redress and how to handle complaints from citizens as well as how to address them with consideration and respect. According to the results, respondents expressed that when they complained about a service not being delivered, they did not get a response explaining why. This suggests that the officials did

not get proper training on how to handle people and complaints. It also suggests that the people offering services are not knowledgeable about how to rectify mistakes. The following discussion is on establishing effects of current consultation and redress on citizens' trust.

5.1.3. Summary on current consultation and redress on citizens' trust in local government

Local government is known as the sphere that is closest to the people. This means that the local government is expected to have a relationship with the people they serve. Having a relationship with the people you serve means that there is constant communication about the type of services needed, on how and when these services should be delivered and how mistakes will be rectified if promised services are not delivered. When the local government fails to communicate with the people they serve, the people lose confidence and trust in their government. This is because people feel like the sphere closest to the people should know the day to day struggles of the people and should be able to find solutions for them. Trust is usually ruined or broken when the service providers keep failing to perform their promised duties on time. For the citizens of BCMM, their frustration does not only lie on the actual services not being provided but on the lack of consultation to the people. They believe that if services cannot be provided, they should at least be given an explanation on why the services were not delivered. The citizens also expect local government to come up with solutions and not to be silent. The citizens in the sample had been hurt by the government to a point where some of them did not want to be part of meetings and gatherings that took place in communities. When the researcher interviewed them, they explained that when you constantly hit a wall, you end up giving in and losing interest in whatever that takes place in the community. The last objective of the study was to make recommendations on effective approaches to consultation and redress. This objective is covered in the last section of this chapter. The following is a discussion on the three theories that underpinned this research. The three theories basically explain why people react the way they do.

5.2. SUMMARISING AGENCY THEORY

As mentioned in chapter 4 of this study, and based on this research, the agency theory is about local government providing services to the people for recognition. As we know, the local government is given a task to deliver services to communities everywhere. Once those services are not delivered, they will have to answer to the provincial sphere of government. The agency problem occurs when the local government delivers services without consulting the people. The people need to be part of the planning and they need to be involved in decision making as well. When this does not happen, the people retaliate. According to the responses gathered, because they were not benefiting from services delivered, the people chose to be silent and not participate in anything that needed the community's input. For example, building toilets for the community is more important than fixing the roads. The agency theory has planned a role in helping the researcher to determine how people react when they are not consulted about the type of services they are to receive.



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5.3. SUMMARISING SOCIAL EQUITY THEORY

With regards to the social equity theory, people feel neglected when they feel like they are not equally treated. The equity theory is of the view that one's inspiration depends on what he or she considers being reasonable when contrasted with others. The respondents were asked if service delivery depended on one's financial status or position in the community and the respondents indicated this was true. They explained that services were mostly delivered for those that held higher positions in the community or those who were respected due to their financial status. When the citizens feel as though they are unequally treated, they immediately take the back seat. They compare the amount of input each individual provided and if they felt there was unfairness in decision making, they decided to not get involved anymore. Most of the respondents who were interviewed were community leaders but were no longer involved in community projects because they felt that they were unequally treated. The social equity theory helped in explaining what happens when people feel as though some are superior to them.

5.4. SUMMARISING PROCEDURAL JUSTICE AS A DERIVATIVE OF EQUITY THEORY

Procedural justice is about treating people with respect, giving them a chance to voice their opinions, making fair decisions and being impartial. It speaks to how people are supposed to be treated by public officials. It ensures that citizens are given a fair chance of participating in government activities. This theory played a role in investigating how people feel when they are not given a fair chance to participate. The citizens of BCMM felt strongly about not being a chance to take part in the decision making process. They argued that they were aware of their priority needs and therefore should be allowed to voice them instead of receiving services that are not in their priority list. Informing customers about the type of services offered by the service provider is very crucial because it enables the customer to understand what they are about to receive and to decide whether they want it or not.



The respondents had a lot of complaints about the type of information they were given when a service was about to be delivered, stating that it was not enough and that they were not given a detailed plan about the service and were never given a chance to voice their suggestions or opinions. This theory assisted in making the researcher understand how the government should treat people and how information was not supposed to be hidden from them, as they were important stakeholders in service delivery. The last objective of this study is to make recommendations on effective approaches to consultation and redress and the following section deals with that.

5.5. RECOMMENDATIONS

Primarily, the Batho Pele principles were created to change how services are being delivered. This means that there would now be more people-centred than before and would create a participatory government environment where the service providers would consult customers about the services they receive.

- The first recommendation would be to introduce a programme through which public officials who understand Batho Pele principles would go around rural areas and

towns educating the people about these principles. This is because, during the data collection process, the researcher picked up that some individuals were unaware of the Batho Pele principles and seemed eager to learn about them. Therefore, the government must educate people about their privileges. People need to know what they are entitled to. These programs would inform them about their right to be consulted about services they receive and to help them realize that they have a say in decisions made by the government. During interviews, some of the respondents were unaware of the fact that they needed to be told about the services they would receive and that they could decide if those services were a priority to them or not. The people need to be told that when services have not been delivered as promised, they can demand an explanation with effective measures on how to rectify the error. Moreover, they need to know that they have the right to be given full details on when and how the errors will be rectified.

- Secondly, the municipal councilor must prioritise communicating with his people. It is important to build a relationship with the people you serve and that can only be done through communication. That way, the councilor would understand the people's frustrations more and would open a platform from the same people to suggest service delivery improvement. Effective consultation can be achieved if customers and key stakeholders are consulted in the early stage of strategic planning so that the services are more responsive to their needs and expectations. A lot of people have so many brilliant ideas that could develop the services of the municipality, but because there is no communication between the people and the government these ideas never get to be voiced.
- According to the results obtained in the study, several public officials are aware of the Batho Pele principles but do not know how to solve problems. Part of being a public official who works for the municipality requires one to have problem-solving skills. It is highly recommended that thorough training be given to these officials so that whenever complaints are made, they can attend to them quickly and effectively.
- They also need to be trained on how to respond to complaints. Sometimes, a client can be so difficult and rude and the public servant must be able to deal with that

considerately. When a client is aggressive, the public official has to calm the person down and handle them politely.

- People want to be included; therefore, it is recommended that municipality officials provide feedback and updates on projects so that the people can feel included. Furthermore, citizens should be given a chance to make decisions in projects that concern them, which is inclusion.
- For redress to take place, it is recommended that the people be given access to the complaints system. This means that the contact details of the municipality should be made visible and available to the people. They must be taught how to use these systems and when to use them. It is highly recommended that the people get an education on these programs so that they know what is expected of them.



5.6. CONCLUSION

The main objective of the study, which was to establish the experience of citizens with consultation and redress as core functions of Batho Pele Principles in BCMM, was met. The first objective of this study was to establish important elements of proper citizen consultation and redress in the literature and it has been met. In relation to consultation, these elements are communication, voice and participation. For redress, the elements are access to a complaints system, responsiveness to complaints and lastly training on how to handle complaints. The second objective was to determine the extent to which these elements are adopted in local government consultation and redress in BCMM and this has also been done successfully in the analysis of results. The third objective was to establish the effects of current consultation and redress on citizens' trust in local government and that was met. The last objective was to make recommendations on effective approaches to consultation and redress and that was also met as indicated in chapter 5 of this study. Research is regarded a success when all its set objectives have been met and all the objectives of this study have been met.

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ANNEXURE ONE

FOCUS GROUP AND INTERVIEW QUESTIONS SPECIFICALLY FOR COMMUNITY LEADERS AND COMMUNITY BASED ORGANISATIONS

1. WHAT DO YOU UNDERSTAND BY THE TERM BATHO PELE PRINCIPLES
2. WHAT DOES CONSULTATION MEAN TO YOU?
3. WHAT DOES REDRESS MEAN TO YOU?
4. DO YOU FEEL LIKE THE MUNICIPALITY INVOLVES YOUR COMMUNITY IN DECISION MAKING AS IT SHOULD?
5. WHAT DOES THE GOVERNMENT NEED TO DO FOR YOU TO FEEL PART OF THE DECISION MAKING PROCESS?
6. ACCORDING TO THE PUBLIC ACCESS TO INFORMATION ACT (PAIA) IS THE RIGHT TO BASIC INFORMATION EXERCISED BY THE MUNICIPALITY?
7. IF SO HOW?
8. DO YOU FEEL LIKE YOU ARE TREATED FAIRLY BY THE MUNICIPALITY AS COMMUNITY MEMBERS?
PLEASE EXPLAIN:
9. DOES THE GOVERNMENT GIVE PEOPLE ENOUGH INFORMATION ON QUALITY OF SERVICES THEY ARE MEANT TO RECEIVE?
PLEASE EXPLAIN
10. IF SERVICES ARE NOT DELIVERED, DOES THE GOVERNMENT EXPLAIN WHY IT DID NOT HAPPEN?
PLEASE EXPLAIN.
11. DO THE CITIZENS TAKE PART IN THE IDP PROCESS?
12. ARE YOU MORE FRUSTRATED BY THE LACK OF SERVICE DELIVERY OR CONSULTATION?
PLEASE EXPLAIN

ANNEXURE TWO

Research Questionnaire

Title:

Dear Sir / Madam,

I am currently conducting research project into citizens experience of the batho pele principles of consultation and redress in the buffalo city metropolitan municipality. The purpose of this study is to gain some information about experiences of citizens on the issues of consultation and redress.

This research questionnaire includes demographical data and the statements that were derived from the literature review. This questionnaire will take 30 minutes approximately of your time to complete. Your response will make a great contribution to this study as well as the performance improvement of local municipality.

The participation in this survey is entirely voluntary. Confidentiality is well considered for the research process. All the participants will be consulted anonymous. No personal name or identity number will appear in the questionnaire. You have the rights to terminate your participation in the process at any time.

In the process of this study, you will gain more knowledge and better understanding on the key concepts that are related to consultation and redress.

We thank you in advance for your great support and contribution in this imperative project.

Sincerely

Athabile Gqamana

SECTION ONE: DEMOGRAPHIC DATA

Please make a “√” on your choice in the shaded block.

1.1 Gender		
1	Male	
2	Female	

1.4 Position on the community		
1	Leadership in community	
2	Citizen	
3	Member of ward committee or other representative groups in the community	

1.2 Age		
1	< 25 years old	
2	25-35 years old	
3	36-45 years old	
4	46-55 years old	
5	> 55 years old	

1.3 Education		
1	Matric-Certificate	
2	Diploma –Bachelor's Degree	
3	Honours- Master's Degree	
4	PhD	
5	Other (please explain)	



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SECTION TWO: AWARENESS

Note: Please circle or cross an answer to the following questions which aims to assess the level of awareness of batho Pele principles

2.1. Are you aware of the Batho Pele Principles?

Not at all aware	0	Somewhat aware	1	Moderately aware	2	Extremely aware	3
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2.2. If you answered 1-3, How did you first come to this awareness?

I was told about it by my community	0	I was told about by my ward councillor	1	I discovered it myself (poster, news etc.)	2	I studied it in school	3	Other	4	
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2.3. How much awareness do you have about your municipality consultation processes?

Strongly aware	0	Moderately aware	1	Aware	2	Unaware	3	Moderately unaware	4	Strongly unaware	5
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2.4. How much awareness do you have about your municipality redress processes?

Strongly aware	0	Moderately aware	1	Aware	2	Unaware	3	Moderately unaware	4	Strongly unaware	5
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SECTION THREE: DECISION MAKING

This section includes the key factors that explain the extent of **CONSULTATION AND REDRESS**

On a scale of 0 – 5 (with 5 indicating the highest rating), to what extent do you agree with the following statements based on your **community experience**. Please make a “√” on your **honest opinion**.

		Strongly Disagree	Moderately Disagree	Disagree	Agree	Moderately Agree	Strongly Agree
	0 = Lowest rating; 5 = Highest rating	0	1	2	3	4	5
Code	Consultation						
C1	DECISION MAKING ON SERVICE DELIVERY IS DEPENDENT ON THE PEOPLE						
C2	THE PEOPLE ARE INVOLVED IN COMMUNITY PROJECTS						
C3	THE POORER YOU ARE, THE LESS CONSULTATION YOU GET						
C4	COMMUNICATION BETWEEN THE PEOPLE AND THE MUNICIPAL COUNCILLORS IS VERY POOR						
C5	THE MUNICIPAL COUNCILLORS ASKS US WHAT WE NEED AND HOW TO BEST MEET OUR NEEDS						
C6	INFORMATION IS GIVEN TO THE PEOPLE ON WHAT TO EXPECT WHEN UNDERTAKING A PROJECT						
Code Redress							
R1	THE PEOPLE ARE GIVEN REGULAR UPDATES AND FEEDBACK ON PROJECTS						
R2	WHEN SERVICES ARE NOT PROVIDED LIKE THEY WERE PROMISED , EXPLANATION IS GIVEN						

		Strongly Disagree	Moderately Disagree	Disagree	Agree	Moderately Agree	Strongly Agree
0 = Lowest rating; 5 = Highest rating		0	1	2	3	4	5
R3	PEOPLE FEEL DEPRIVED OF THEIR RIGHT TO INFORMATION						
R4	CITIZENS ARE GIVEN EFFECTIVE AND SPEEDY REMEDIES						
R5	PEOPLE ARE GIVEN A CHANCE TO BE PART OF THE PROBLEM SOLVING						
R6	WHEN COMPLAINTS ARE MADE, CITIZENS RECEIVE A SYMPATHETIC AND POSITIVE RESPONSE						
Code	Service delivery						
SD1	SERVICES ARE ADEQUATELY PROVIDED IN MY COMMUNITY						
SD2	SERVICE DELIVERY HAS IMPROVED EVER SINCE THE INTRODUCTION OF BATHOPEPE PRINCIPLES IN MY COMMUNITY						
SD3	SERVICES PROVIDED FOR THE COMMUNITY IS WHAT THE COMMUNITY NEEDS						
SD4	THE COMMUNITY IS ADEQUATELY CONSULTED IN SERVICE DEIVERY PROCESSES						
SD5	I FEEL THAT WE ARE TREATED WITH DIGNITY AND RESPECT BY THE MUNICIPALITY IN THE PROCESS OF SERVICE DELIVERY						

ANNEXURE THREE



University of Fort Hare
Together in Excellence

ETHICS CLEARANCE REC-270710-028-RA Level 01

Project Number:	NZE021SGQA01
Project title:	Citizens experience of the Batho Pele principles of consultation and redress in Buffalo City Metropolitan Municipality.
Qualification:	Master of Commerce in Public Administration
Principal Researcher:	Athabile Gqamana
Supervisor:	Prof O. Nzewi
Co-supervisor:	N/A

On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby grant ethics approval for NZE021SGQA01. This approval is valid for 12 months from the date of approval. Renewal of approval must be applied for BEFORE termination of this approval period. Renewal is subject to receipt of a satisfactory progress report. The approval covers the undertakings contained in the above-mentioned project and research instrument(s). The research may commence as from the 22/08/19, using the reference number indicated above.

Note that should any other instruments be required or amendments become necessary, these require separate authorisation.
Please note that the UREC must be informed immediately of

- Any material changes in the conditions or undertakings mentioned in the document;

- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research.

The Principal Researcher must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.

The UREC retains the right to

- Withdraw or amend this approval if
 - Any unethical principal or practices are revealed or suspected;
 - Relevant information has been withheld or misrepresented;
 - Regulatory changes of whatsoever nature so require;
 - The conditions contained in the Certificate have not been adhered to.
- Request access to any information or data at any time during the course or after completion of the project.

Your compliance with DoH 2015 guidelines and other regulatory instruments and with UREC ethics requirements as contained in the UREC terms of reference and standard operating procedures, is implied.

The UREC wishes you well in your research.

Yours sincerely



Professor Pumla Dineo Gqola
Acting UREC-Chairperson
22 August 2019