

African Journal of Development Studies (AJDS)

ISSN 2634-3630 E-ISSN 2634-3649

Indexed by IBSS, EBSCO, ERIH PLUS, COPERNICUS, ProQuest,
SABINET and J-Gate.

Volume 12, Number 3, September 2022

pp 105-124

Challenges of Municipal Service Delivery and Instruments for Enhancing South African Local Government Administration

DOI: <https://doi.org/10.31920/2634-3649/2022/v12n3a6>

Andrew Enaifoghe

Public Administration

University of Zululand

South Africa

Enaifoghe.A@unizulu.ac.za

Abstract

This study explored the challenges of municipal service delivery and instruments for enhancing South African local government administration. Previous studies show that South African municipalities struggled with service delivery for some years with an increasingly complex and diverse set of public demands, resulting in municipal protests across the country. Further research also shows that many municipalities strive to deliver quality services in adequate quantities. The service delivery problems in municipalities may have different reasons and may also differ in severity. To address the challenges associated with service delivery, the study emphasises the need to introduce public value theory in service delivery, which has three aspects of public management: (i) delivering services, (ii) achieving social outcomes and (iii) maintaining trust and legitimacy. The study adopted the theory of public value and interrogates what constitutes a service delivery failure and the effects of poor service delivery in the South African local government. The study offers recommendations to develop strategies for improving service delivery discovered were increasing citizen participation in the affairs of the local authority and partnership with the

community in service delivery. The study is qualitative research that primarily collected its data through secondary sources from different databases.

Keywords: *Public value, Municipality, Service delivery, Local government, South Africa.*

Introduction

Many local governments in South Africa continue to struggle with the problem of service delivery. These local governments have faced challenges of service delivery for some years, with an increasingly complex and diverse set of public demands (Matibane, 2010:18). The service delivery problems have worsened with the advent of COVID-19 in 2020 to the extent that the local government system faces a total 'collapse'. Conflicting this common perception shows how many local municipalities strive to deliver quality services in adequate quantities. However, the evidence various state organs published reflects some of the stubborn challenges facing the sector, and these reports often indicate real causes for concern (Auditor-General of South Africa, 2020a; 2020b; PFMA, 2020). The municipal service delivery problems may have different reasons and differ in severity (Treasury, 2020; OECD, 2012). Therefore, the legal and policy instruments available to the local government sector could be valuable in addressing the local government service delivery problems.

To effectively address these problems, the tools were designed based on the cause, severity, and desire to manage them. Among these tools, one finds three interrelated instruments (a) integrated development planning, budgeting, and performance monitoring, (b) performance management, and (c) working together with local citizens and partners. This article limits its focus to the situation where the municipality is already in a service delivery crisis, thereby exploring proactive measures to prevent such a crisis. Hopefully, the initial exploration of these remedies in cases of municipal service delivery problems will provoke discourse and debate aimed at solving municipal service delivery challenges in South Africa. There is a prevailing notion that public managers work effectively and efficiently towards achieving the legislatively mandated goals and objectives. However, with the South African public administration reportedly falling short in achieving the legislated goals and mandates, arguably, the public sector in its entirety is struggling to achieve public value (PV) creation.

, There is available literature on PV that address service delivery challenges, emphasising three aspects of public management: (i) delivering services, (ii) achieving social outcomes and (iii) maintaining trust and legitimacy (Ballintyne & Mintrom, 2018). This becomes the aim of managerial work in the public sector, the presumptive value to be created by the local government based on political mandates (Moore, 2012). In accomplishing these goals, reliance is placed on the organisation's administrative expertise and employing instruments of internal managerial influence such as budgets and human resources (Moore, 2012). The article examines the service delivery challenges in South African municipalities and the instruments provided by law for public value creation. The study aims to demonstrate the legal instruments capability to help municipalities create public value to address the challenges of municipal service delivery and instruments for enhancing South African local government administration.

Research Methodology

This research took a qualitative approach. According to Hanekom (2006), qualitative research methods were developed in the social sciences to allow researchers to study social and cultural phenomena, The research methodology lays out a method for conducting a study to answer the research questions in an organised and systematic manner. It was appropriate to use a qualitative, interpretative research approach because it allows for a better understanding of reality through social construction (Lopez & Abod 2013). The research design is the strategy for selecting research participants and gathering information. The processes followed in conducting this study included a literature review of key documents. The study adopted a qualitative research methodology. In collating data, the authors made use of documentary analysis. According to Dey (2005:105), documentary analysis focuses on specific extracts that reflect the issues the researcher seeks evidence for. Thus, the researchers consulted various sources, such as books, reports, policy briefs, journals, articles, internet sources, news bulletins, and gazettes that were found relevant to impact the study.

Literature Consideration: MunicipalService Delivery

The South African local government must overcome problems of historical segregation, institutional flaws, service delivery backlogs, and a

lack of funds (Lee 2012). Several municipalities fail to run and maintain their service infrastructure cost-effectively and sustainably. The end outcome is predictable: fast asset degradation, catastrophic component failure and frequent and protracted service interruptions (Arndt, 2017). The difficulties stem from the general provision of public services, procedures for appointing new staff members, irregular procurement procedures, leakages and overflowing sewerage systems, a general lack of consultation, and a lack of cooperation between municipalities and the corporate community (Jesuit & Synch, 2012). These are some of the problems several municipalities face that lead to service delivery failures across the country. South African municipalities largely acknowledged service delivery challenges, and there is little capacity for social development programmes. Despite its middle-income position, half of South Africa's population lacks appropriate food, water, energy, housing, healthcare, and education (Enaifoghe, 2020; Mangai, 2017).

Given the country's historical context, the post-apartheid era local government is still dealing with issues that impede efficient municipal service delivery to citizens (Enaifoghe & Adetiba, 2018). The South African government prioritised local government reforms to promote direct service delivery to communities to address service delivery problems. As a result, since the first democratic municipal elections, the South African local government has gone through several transition stages. The South African government issued the *White Paper* on Local Government in 1998, which confirms that local government is the branch of government with close contact with communities (Enaifoghe & Adetiba, 2019).

In addition, municipalities are responsible for delivering services and infrastructure vital to citizens' well-being and ensuring growth and development to improve community engagement and responsibility. Beyers (2016) noted that in the South African *Constitution*, the Local government is also obligated to discuss with communities the types of fundamental services (e.g., health, water, energy, and sanitation) that the residents require through public engagement in the Integrated Formulation Plan development process (IDP). However, the reality for many South African citizens is different. For instance, there are reportedly 43 municipalities that COGTA or the Auditor-General deem delinquent or under administration. A report submitted to the parliamentary, local government portfolio committee by COGTA indicated that a further 111 local municipalities were at medium risk for deteriorating further.

The Legal and Policy Instruments available to Local Government

In South African law, there seem to be legal and policy instruments available to local government to execute service delivery. Fuo (2013, p.224) asserts that “unlike the situation in the past, when local government’s role was limited to service delivery, local government is now constitutionally mandated to play an expanded developmental role”. As a “co-responsible sphere of government, local government is obliged to contribute towards realising the transformative constitutional mandate aimed at social justice” (Fuo, 2013.p.224). The section below presents the legal instruments stipulated in the *Constitution* that are available to municipalities, such as integrated development planning, budgeting, performance monitoring; performance management; and working together with local citizens and partners, which are interrelated. However, the paper focuses on Integrated development planning (IDP), the Municipal Budget and the Annual Report.

The Integrated Development Plan (IDP)

The IDP is in the Constitution to be the primary strategic planning tool in a municipality, guiding and informing all planning, development, and management actions and decisions. The municipality must also consistently conduct all its business with the IDP, and all its activities must aim at putting the IDP into action (Burns, Quinn, Warren & Oliveira, 2013). The municipality is bound by the IDP unless there is a contradiction between the municipality’s IDP and national or provincial legislation, in which case such legislation takes precedence. The IDP also binds all other individuals to the extent that those elements of the IDP that impose responsibilities or impact people’s rights have been approved as by-laws (Burns et al., 2013). Regulations governing what can be approved as a by-law, the procedure for doing so, including community participation in such processes, and methods for modifying such by-laws will be required to be passed to avoid confusion and misplaced fears.

The IDP serves as an instrument for guiding a municipality’s actions over five years and as a framework for linking all sectoral plans and issue-based policies required of local governments by national and/or provincial legislation and policy (David, 2013). This implies that, while the IDP is a “plan in its own right,” complete with a vision statement, a set of strategies, and projects, it is also a composite of previous plans in the sense that it (Municipal Systems Bill, 2000):

- refers to, summarises, integrates and co-ordinates proposals developed in the other plans/policies;
- captures, co-ordinates and aligns all the proposed infrastructural investments in other plans/policies in a Municipal Infrastructure Investment Programme; and
- provides a complete picture of the financial implications of the proposals in other plans/policies.

For the IDP to serve its purpose, a well-built planning process that allows for as much coordination and integration in creating ideas as feasible is required. Originally, there was an ambitious goal to create a unified planning process that would yield a variety of plans/policies as necessary by various parts of the law (Koma, 2010). It is widely acknowledged that diverse types of plans have varied planning cycles and time horizons, as well as varying degrees of complexity and prescription and that a single planning horizon in which multiple processes run their courses but periodically “cross paths” is significantly more realistic (Kimmel, Weygandt, & Kieso, 2011). While there is a level of complexity in the timing and phasing of planning that will confound any attempt to create simple cohesion and clean overlap, every effort should be made to synchronise different types of planning and, where feasible, to bring diverse processes together (Agostino & Arnaboldi, 2011). The long-term objective should be to minimise complexity and progress toward single processes with various outputs without jeopardising the specific requirements of distinct types of planning.

The Municipal Budget

Although the IDP is regarded as the strategic blueprint, the budget also bears its strategic significance. It is the revenues and expenditures record of a given period (Shah, 2007. p.28), it demonstrates what is planned and how to finance the proposed plan. In other words, the budget provides the tool for implementing the IDP (Fourie and Opperman, 2011. p.122). The capabilities within an organisation also determine the ability to create value; the study believes that the budget is one of the determinants of a local government’s capacity to deliver services to the people. In a local government environment, the budget is the instrument that sensibly allocates realistically anticipated resources towards achieving targets as identified in the adopted IDP. Guided by the budget-related policies (See s 18 of the MFMA...), the collection of revenue becomes a critical priority for local government, one that determines the credibility of a

municipal budget in a context where a credible budget is funded from realistically anticipated revenues among others (See s 18 of the MFMA. See also Graves and Dollery 2009).

The failure to collect income budgeted for undermines the ability of any municipality to deliver on identified priorities and services (National Treasury 2005). A credible budget is considered a crucial instrument for any municipality to deliver and meet its communities' expectations. Based on the strategic triangle framework, the budget indicates whether the predefined municipal goals will attract sufficient support and connected resources from the authorising environment to which it is accountable. Most importantly, it forces municipalities to understand the feasibility of each goal and the available organisational and other external capabilities required to produce it. The budget may also contain essential documents such as budget-related policies guide, tariff setting, property rates, credit control, and debt collection.

Annual report(s)

Every municipality and municipal entity must prepare an annual report for each financial year following the Municipal Finance Management Act (MFMA) and, during the MFMA transitional period, the Division of Revenue Act and the Municipal Systems Act 2000. The purpose of the annual report is: to provide a record of the activities of the municipality or entity; to “provide a report on performance in service delivery and budget implementation; and to promote accountability to the local communities” (Ndevu & Muller, 2017). In the MFMA, the Mayor must submit the Annual Report within seven months after the end of the financial year, meaning the report should be submitted by the end of January annually (Msunduzi Municipality, 2010). In this instance, the legislation aims to modernise budget and financial management while promoting transparency and accountability to all stakeholders (Msunduzi Municipality, 2010). As such, the Annual Report should be available for public viewing on the municipality's website immediately after being tabled in Council, and copies were made available at all area-based management offices.

Once tabled, the Accounting Officer must invite public input and submit the report to the AGSA, Provincial and National Treasury as well as COGTA (COGTA, 2016). In a country where municipal performance is always under the spotlight, the public value could offer broader ways of measuring municipal performance (Kelly, Mulgan and Muers, 2002). In this regard, the MFMA offers additional independent tools to measure

municipal performance embodied in the MSA (See ch 6 of the MSA on performance management system). The legislation thus requires all municipalities to submit performance reports as part of annual reporting. Once published, the Annual Report allows the public to evaluate the municipality performance against the targets set in the IDP and other planning instruments.

The Annual Report could offer key stakeholders a transparent and impartial means of measuring the actual performance against the planned municipal performance. It could be a useful instrument in determining the extent to which public value, as planned, was created. As a backwards-looking and audited tool, the Annual Report forces municipalities to reflect on the previous year's performance which could be useful as they plan for the next year's activities. It could thus be suitable for measuring the public value created and maintenance where the municipality achieved the desired outcomes. To the extent to which the public and key stakeholders trust the municipality and its activities, the Annual Report can assist local government in maintaining legitimacy and trust as advocated by Moore's strategic triangle framework.

However, it is not the responsibility of the Constitution to tell municipalities how to secure the planning-budgeting relationship. However, it is critical that municipalities explore creative approaches and/or additional funding sources for development initiatives when formulating their IDPs (Hlatshaneni, 2016). The White Paper on Municipal Services Partnerships provides clear policy stances and practical information in this regard. At the same time, municipalities must define the details of the tax rates they will collect in their municipal regions following the Property Rates Bill, 2000 since this is a vital means of providing sufficient money to execute developmental projects. Rates must be considered to avoid negative influence on the municipality's capacity, for example, to build and maintain an investment-friendly environment. Adopting the Oversight Report is the concluding step in the annual reporting process of a municipality and is a requirement in Section 129 of the MFMA, which requires the Council to consider and adopt an Oversight Report (Msunduzi Municipality, 2010). The oversight report must include a statement whether the Council:

- has approved the annual report, with or without reservations.
- has rejected the annual report; or
- has referred the annual report back for revision of those components that can be revisited

The oversight report is thus clearly distinguished from the annual report – it serves as a municipal Council report which concludes the accountability cycle.

Responses to municipal service delivery problems

Municipal services are those services identified in Schedules 4 and 5 of the Constitution and other services that may be assigned to a municipal council by national or provincial legislation. Schedule 4 services are over which national and provincial governments have concurrent legislative competence (Joseph, 2002. p.4). The *White Paper* (DPLG, 1998) is the first extensive policy statement to investigate how local government might fulfil its constitutional mandate to be developmental. As stated in the Constitution, developmental local government is defined as a “local government devoted to working with residents and groups within the community to identify sustainable solutions to address their social, economic, and material needs and improve the quality of their lives” (DPLG, 1998). According to Joseph (2002), in the *White Paper*, the provision of basic home infrastructure — services like water, sanitation, power, roads, and stormwater drains – is the primary contribution of local government to social and economic growth.

The first step must be to prioritise providing at least basic services to individuals who now have little or no access to them. The *White Paper* suggests that towns seek creative methods to offer and expedite municipal service delivery (Joseph, 2002. p.5). It further urges municipalities to seek an appropriate mix of service delivery options. Choices concerning distribution choices should be governed by specific criteria such as coverage, affordability, quality, and the municipality’s socioeconomic goals. The *White Paper* emphasises Integrated Development Plans (IDPs) as a critical instrument for improving local delivery. IDPs are intended to provide a comprehensive and participative approach to short- and long-term local government planning (Joseph, 2002. p.5).

The *White Paper* also advises that key performance indicators be devised to assess the municipality’s performance to human development indices and value-for-money in service provision. Policy on Municipal Service Partnerships (MSPs). The strategy is designed to establish a clear framework for leveraging and marshalling the resources of official institutions, community-based organisations (CBOs), non-governmental organisations (NGOs), and the private sector to accomplish the country’s overall development goals (Joseph, 2002. p.5). The MSP policy is based

on the concepts of *Batho Pele* (People First). It aggressively encourages consumers and other stakeholders to participate in defining and implementing service delivery choices.

In addition, the MSP Policy also supports universal access to basic services, continuous development in service standards, and openness and transparency in service provider selection procedures. The primary premise is that services should be inexpensive and supplied effectively. Finally, the MSP Policy promotes and supports improved information flows, value for money, channels for citizen grievance, and, most importantly, politeness in service delivery. If municipalities cannot offer the quality of services required by the people, several constituted entities are authorised to respond to service delivery concerns in municipalities. As shown in table 1, the various agencies are legally authorised to respond to service delivery problem in municipalities.

Table 1: Responses to municipal service delivery problems

INSTITUTION	MANDATE AND ROLE
The Municipality	The municipality is instituted by the Constitution and the Organised Local Government Act, 1997 (Act 52 of 1997); up to 10 part-time representatives may be designated to represent municipalities and participate in the NCOP. The Department of Cooperative Governance and Traditional Affairs aims to build and strengthen the capability and accountability of provinces and municipalities.
Other spheres of government	<p>In terms of monitoring, cooperative governance makes a hierarchical review and approval of plans challenging. Local governments may establish their plans, although provincial oversight of local planning procedures is provided. The MEC for local government may supervise an IDP process informally and through a legislative system that compels a municipality to submit its IDP to the MEC in a certain manner (Oranje et al., 2000).</p> <p>If a municipality fails to meet the standards for the IDP-preparation process outlined in the constitutional mandate, the MEC may order that the municipality change its process and the outcome of any planning that occurred because of a non-compliant process. It is crucial to remember that a municipality that requests modification of its IDP from the MEC is not obligated to grant the request.</p>

AGSA	Over and above the Auditor General’s mandate to audit and report on financial management, they have another significant duty to report on pre-determined objectives. Simply put, they determine if resources are being used economically and utilised effectively and efficiently (SeeSection 188(1)(b) of the Constitution and S 5(1)(aA) of the Public Audit Act 25 of 2004).
SAHRC	SAHRC is mandated to promote the respect, protection, development and attainment of human rights (Ss 184(1)(a) and (b) of the Constitution). In instances where municipalities fail to provide certain services relating to human rights, such as water and sanitation, the SAHRC could investigate and make recommendations. The local government’s inability to deliver services threatens the fulfilment, promotion and protection of human rights.
Public Protector	The Public Protector in South Africa is one of six independent state institutions set up by the country’s Constitution to support and defend democracy. According to Section 181 of the Constitution: These institutions are independent and subject only to the Constitution and the law.
The Judiciary	The judiciary (also known as the judicial system, judicature, judicial branch, judicative branch, and court or judiciary system) is the system of courts that adjudicates legal disputes/disagreements and interprets, defends, and applies the law in legal cases.
Interested private parties	The interested private parties include the civil society organisation, NGOs or NPOs. The strategy for the private parties seeks to establish a clear framework for leveraging and marshalling the resources of official institutions, such as community-based organisations (CBOs), non-governmental organisations (NGOs), and the private sector to accomplish the country’s overall development goals.

Table 1 shows the number of agencies that can respond to service delivery problems in South Africa as instituted by law. These agencies have the legal right to question or respond to service delivery problems. Furthermore, the South African *Constitution* has mandated all spheres of

government and all organs of state to work together, through cooperative governance, to secure the well-being of the people of the Republic of South Africa and to provide effective, transparent, accountable, and coherent governance to the Republic of South Africa as a whole (Ss 41(1)(b) and (c) of the Constitution).

Theoretical Framework

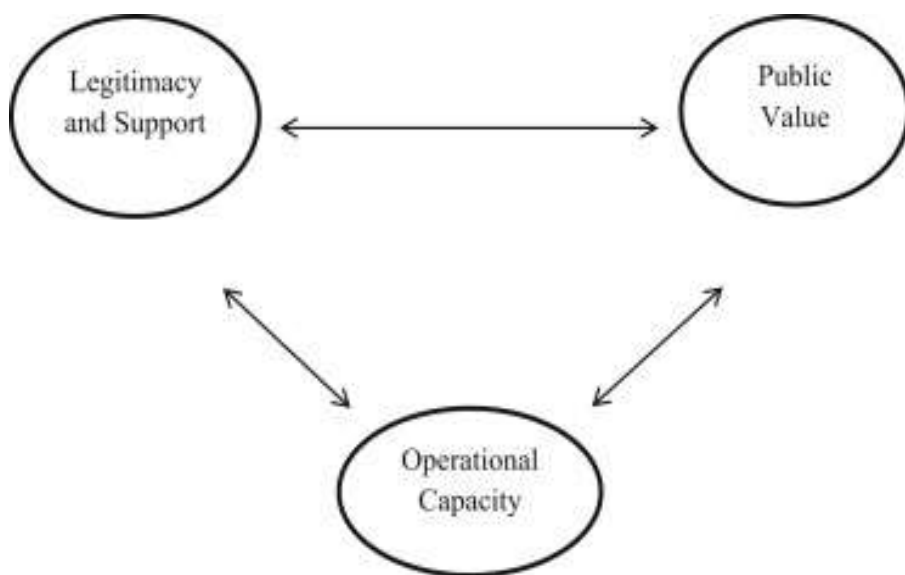
Public value theory

What constitutes a service delivery failure in Public Value Theory? To respond to this question, the study defined poor service delivery, and overall government services resulting in vital resources, unavailability of employment opportunities, rising unemployment, and poor living conditions are what constitute a service delivery failure. However, the problems with service delivery in South Africa originated from a lack of suitable infrastructure. This relates to the overall services and infrastructure required for economic activity and function to link to the supply chain. Kuye (2002) noted that poor service delivery in towns is caused by various causes, including municipalities' lack of financial self-sufficiency and the requisite infrastructure and resources to carry out their responsibilities to the public.

Municipalities in South Africa continue to face significant challenges in providing services. Organisations cannot promptly provide the quality of service needed to the communities due to a lack of structure, resources, and maintenance. The poor municipal infrastructure stifles service delivery progress in other areas. It stifles economic and social development and growth prospects in poor communities, given the lack of resources. On the other hand, municipal infrastructure assists in implementing the quality plan so that high-impact economic and social infrastructure is enabled. One of the most significant issues that South Africa has is providing effective and dependable services. This is mainly due to municipal governments across South Africa lacking the necessary resources to provide essential services to their communities.

To understand what constitutes a service delivery failure in Public Value Theory, this section presents the conceptual understanding of public value, whose objective offers public managers a modest tool to articulate their organisation aims. Public value as a theory intends to prompt public managers to explore the most beneficial and valuable in the service they manage and how competent management can best improve the service (Coats & Passmore, 2008).

According to Kavanagh (2014), public value requires “public officials to consider the benefits and costs of public services not only in terms of dollars and cents, but also how government actions affect important civic and democratic principles such as equity, liberty, responsiveness, transparency, participation, and citizenship”. Similarly, public value tries to equip public officials with the opportunity to discuss the net benefit of government acts while overcoming the restrictions inherent in attempting to produce a ‘bottom line’ comparable to that of the private sector. Furthermore, the strategic triangle’ represents a more detailed understanding of public value. The strategic triangle depicts three interconnected goals: legitimacy and support, public value, and operational capacity (See the figure below).



Public values theory aimed to strengthen the “role of publicly formed values in public administration”, in concept and research. The theory tries to bridge the conceptual tensions between the Traditional Public Administration (TPA), which aims to reduce public bureaucracy and bring expertise to administration, by constructing a more independent legal-rational organisation and New Public Management (NPM) (Moore, 2013: 110). According to Turkel and Turkel (2016: 1), public value concept focuses almost entirely on cutting public bureaucracy through measures and organisational practices based on economic efficiency, rather than seeing these various approaches to public administration as either dichotomies or rejections. Turkel and Turkel (2016: 1) indicated

that Public Value Theory (PVT) recognises the significant characteristics of public administration, that they highlight and combines their most conspicuous aspects into a more inclusive approach, which then stresses the importance of the people.

This section of this study attempts to locate the theory of public value development, both in conceptual and approaches to public administration. Focusing on key theoretical understanding of the theory, the study conducted by Turkel and Turkel (2016: 2) provides internal critiques of Traditional Public Administration and New Public Management, and their study discussed the limits of Public Value Theory. In terms of substance, this chapter demonstrates that Public Value Theory aims to reconcile and balance opposing approaches to public administration and policy execution. In an all-inclusive approach, Public Value Theory tries to bring together economic efficiency, organisational practices rationality and independence in public administration, alongside establishing public values and interests (Enaifoghe, Maramura, Ekanade & Muzee, 2019: 271). *Traditional Public Administration* is less intent on certain organisational forms of public administration, while *New Public Management* is less focused on narrowly interpreted efficiency requirements. This study is underpinned by public value theory.

The Integrated Public Value Creation Framework

In terms of integrated public value creation at the municipality level, this section describes the recommended integrated value-based framework for creating public value for enhancing service delivery in local government to meet the research's difficulties. Given the existing issues faced by local government, as illustrated in the research earlier sections, the framework with its embedded instrument is suggested for the municipality to implement reform and improvement to the service delivery process. The framework and instrument should be utilised in the context of local government service provision and cannot be one-size-fits-all; issues experienced by a municipality should be considered while adopting it. According to Singh and Burnett (2003. p.697), it should also be viewed as a symbolic representation (example/image) of a certain phenomenon rather than a replacement for reality.

The framework should be implemented following South African law, specifically the Constitution (1996), which is the supreme law of the country, the White Paper on Local Government (1998), the Municipal Systems Act (2000), the Municipal Structures Act (1998), and the

Municipal Finance Management Act (2003). Financial or budgetary measures required by the MFMA should be considered when implementing the structures and processes component of a value-based integrated strategy for enhanced service delivery. When choosing an alternative, one should consider the municipality's organisational and administrative ability to undertake and provide services through aligning the municipality's purpose and vision, goals, and community requirements.

The current issues such as unemployment, inadequate housing, economic inequality, a lack of health care facilities, and service delivery issues and protests necessitate a collaborative approach by all community stakeholders and municipal structures and processes that are responsive to community needs. The strategy includes the following components: openness, transparency, consistency, administrative justice, service standards, and value for money. Monitoring and evaluating municipal performance in service delivery should be done through a value-based integrated framework for enhanced service delivery that corresponds to the municipality's vision and goal.

Conclusion

The study concludes that if the local government lacks strategic direction, it may overlook the potential for the legal instrument to enhance decision-making and performance improvement in service delivery. The study demonstrated that the available legal instrument might be utilised as an essential management instrument since it allows organisations to explain their vision, and strategy and transform them into goals or activities, as stated in previous comparable studies. Using the strategic triangle as a model, the selected governance instruments (IDPs, Budgets and Annual Reports) establish the extent these instruments may promote PV in the South African local government context. This is with specific reference to the planning instruments such as the IDP, Budget, and Annual Reports.

The systematic analysis of the available data shows the PV dimensions and domains in the selected instruments. However, one of the problems associated with the South African local government is ensuring effective and sustainable service delivery. This is mainly due to municipalities around the country lacking the necessary resources to provide essential services to the communities in which they operate. It stifles economic development and growth chances in underprivileged communities due to a lack of resources. Nevertheless, this paper

discussed the legal tools available to respond to municipal service delivery issues, such as the IDP, budget and annual report as an instrument available to those determined to create public value in local government. However, one should emphasise that political will is necessary to drive these processes.

Implementing these legal tools in any municipality rests on the three pillars that constitute a municipality: the administration, the municipal Council, and the community, all of which exist in a broader system of responsive public governance, cooperative government, and good intergovernmental relations. Most local government challenges are well documented and acknowledged, yet municipalities are struggling to address them adequately. In pursuing solutions, it is critical to recognise that the country's municipalities face various social and economic difficulties and different capacities to address these challenges.

Although most performance management research has focused on the private sector, as public sector organisations explore methods to enhance their performance management processes, there is a growing need to understand the concerns and obstacles of implementation in that public sector. According to the study's findings, if a local government lacks strategic direction, the instrument's ability to enhance decision-making and performance improvement may be disregarded.

Recommendations

The study identifies the instrument that may be utilised as an essential management tool since it helps firms to explain their vision and strategy and transform them into objectives or activities, as revealed by previous comparable studies. The study offer recommendations to develop strategies for improving service delivery discovered were increasing citizen participation in the affairs of the local authority and partnership with the community in service delivery. It recommends a flexible response to service user complaints, offering value for money and ensuring that service users pay their bills on time, strategic public service planning, sound human resource policy that includes capacity building and employee motivation, managing change, and dealing with corruption.

Reference

- Agostino, D., & Arnaboldi, M. (2011). How the BSC implementation process shapes its outcome. *The International Journal of Productivity and Performance Management*, 60(2), 99–114.
- AGSA (2019). “MFMA 2018 local government audit outcomes” (2019) 26 <https://www.agsa.co.za/Portals/0/Reports/MFMA/2019.06.25/MFMA2017-18%20-%20Section%203%20-%20Accountability%20for%20financial%20etc.pdf> (accessed 23 July 2019).
- Arndt, C. (2017). ‘New Data, New Approaches and New Evidence: A Policy Synthesis’. WIDER
- Auditor-General of South Africa (2020a). Auditor-general reports significant faults in procurement and contract management processes of the COVID-19 relief package. Media Release. 9 December 2020.
- Auditor-General of South Africa. (2020b). Auditor-general of south Africa integrated annual report 2020. Integrated annual report twenty twenty
- Beyers, L.J.E. (2016). Service Delivery Challenges Facing Municipalities: A Case Study of Fetakgomo Local Municipality in Sekhukhune District Municipality, Limpopo Province. *Bangladesh e-Journal of Sociology*. Volume 13, Number 2. July 2016
- Burns, J., Quinn, M., Warren, L. and Oliveira, J. (2013). Management accounting. Maidenhead, UK: McGraw-Hill Education
- Cloete, F. (2000). *At full speed, the tiger cubs stumbled: Lessons from South East Asia about sustainable public service delivery*. Pretoria: HSRC. 191
- David, F.R. (2013). Strategic management concepts & cases: A competitive advantage approach. 14th ed. Upper Saddle River, NJ: Pearson Education
- Department of Cooperative Governance and Traditional Affairs (2016). *Integrated Urban Development Framework: A New Deal for South African Cities and Towns* (COGTA Pretoria 2016).
- Dey, I. (2005). *Qualitative data analysis*. London: Routledge, Taylor and Francis Group.
- Enaifoghe, A.O. (2020). The Need for Community Participation in the Decision-Making Process in South African Municipal Administration: An Assessment of Pietermaritzburg and uMhlathuze Municipalities. *Being a thesis submitted in fulfilment of the academic requirements for the degree of Doctor of Public Administration, University of Zululand*
- Enaifoghe A.O & Adetiba, T.C. (2018). Implication of Community Engagement in the Decision-Making Process in South African Local

- Municipal. *Administratio, Acta Universitatis Danubius* (AUDA). Vol. 10, no. 1. November 2018
- Enaifoghe, A.O. and Toyin, A.C. (2019). South Africa's Decentralization Problems of Citizenry Participatory Democracy in Local Municipality Development. *Afrika: Journal of Politics, Economics and Society* 9 (1), 91-116.
- Enaifoghe, A.O., Maramura, T.C., Ekanade, I.K. & Muzee, H. (2019). The Socio-Political Dynamic Import of Citizens Participation in Public Resource Management in Relation to Good Governance for South Africa. *Journal of Social and Development Sciences*. Vol. 10, No. 3, pp. 12-21, September 2019.
- Fourie M and Opperman L. (2011). *Municipal Finance and Accounting* (Van Schaik Pretoria 2011)
- Fuo, O.N. (2013). A critical investigation of the relevance and potential of IDPs as a local governance instrument for pursuing social justice in South Africa. *Potchefstroom Electronic Law Journal* (PELJ), 16(5), 01-69.
- Graves N and Dollery B. (2009). "Local Government Reform in South Africa: An Analysis of Financial Management Legislative Compliance by Municipalities" 2009 *Public Admin Dev* 387-414
- Handbook for municipal finance officers. *Section E Budgeting*. Price Water House Coopers
- Hanekom, S.X. (2006). *Introduction to research in the management related field*. Pretoria: Van Schaik.
- Institute of Directors *King IV Report on Corporate Governance for South Africa*. This report contains principles that should be implemented to achieve good corporate governance.
- Jesuit, D.K. and Sych, L. (2012). Local economic development and cross-border networks. *International Journal of Public Sector Management* 25(6/7): 473 – 482.
- Johan Coetzee Attorneys. (2019). <https://www.jcat.co.za/NewsResources.aspx?QuickSearch=eMalahleni> (accessed 9 August 2018)
- Joseph, C. (2002). *Improving Service Delivery*. Occasional Paper No 8. April 2002
- Kelly, G., Mulgan, G. and Muers S. (2002). *Creating Public Value: An Analytical Framework for Public Service Reform* (Cabinet Office London 2002)
- Kimmel, P.D., Weygandt, J.J. and Kieso, D.E. (2011). *Financial accounting: Tools for business decision making*. 7th ed. New York, NY: Wiley.

- Koma, S.B. (2010). The state of local government in South Africa: Issues, trends and options. *Journal of Public Administration*, 45:111–120.
- Kuye, J.O. (2002). *A critical perspective on public administration*. Kenwyn: Heineman.
- Lee, B.2012. New public management, accounting, regulators and moral panics. *International Journal of Public Sector Management* 25(3): 192 – 202. Accessed May 29, 2015. <http://dx.doi.org/10.1108/09513551211224243>.
- Local Government Transition Act Second Amendment Act, Act No 97 of 1996
- Local Government: Municipal Demarcation Act, Act No 27 of 1998
- Local Government: Municipal Structures Act, Act No 117 of 1998 and its amendments
- Matibane, L. (2010). Improving service delivery through partnerships between Local Government, Civil Society and the Private Sector: A case study of Imizamo Yethu. Being Thesis presented in partial fulfilment of the requirements for the degree of Master of Public and Development Management at the Stellenbosch University
- Msunduzi Municipality (2010). Council oversight report 2009/2010 financial year
- Municipal Demarcation Board “MDB capacity assessment” (2019). at <http://www.demarcation.org.za/site/wp-content/uploads/2019/01/MDB-capacity-assessment-Executive-Summary-FINAL-1.pdf> (accessed 9 August 2019)
- National Treasury (2005). Service Delivery and Budget Implementation Plan (MFMA Circular No 13 of 31 January 2005) https://archive.org/details/irculars_mfma_circular_no_13_-_service_delivery_and_budget_implementation_plan__31_january_2005_pdf/mode/2up accessed 13 December 2021
- National Treasury (2010). The Framework for Strategic Plans and Annual Performance Plans. Department of National Treasury. Available on www.treasury.gov.za. Publication date: August 2010
- National Treasury (2019). “Municipalities meeting criteria for determining serious financial problems in terms of section 138 & 140 of the MFMA” (2019) http://mfma.treasury.gov.za/Media_Releases/s71/1819/3rd_1819/Pages/pdf.aspx (accessed 9 August 2019)
- Ndevu, Z. and Muller, K. (2017). A Conceptual Framework for South African Municipalities. *African Journal of Public Affairs*, Volume 9, number 7. June 2017

- Ndevu, Z., & Muller, K. (2018). Operationalising performance management in local government: The use of the balanced scorecard. *SA Journal of Human Resource Management*, 16, 11 pages.
- Nealer, E. (2007). Local government and service delivery. (In Van der Walt, G., ed. *Municipal management: serving the people*. Cape Town: Juta. p. 147-163.)
- OECD. (2012). Recommendation of the Council on regulatory policy and governance
- Oranje, M., Harrison, P., van Huyssteen, E. and Meyer, E. (2000). A Policy Paper on Integrated Development Planning
- PFMA (2020). Consolidated general report on national and provincial audit outcomes
- Shah A. (2007). *Budgeting and Budgetary Institutions* (World Bank Washington DC 2007)
- Singh, C. & Burnette, C. (2003). The Tshwane metropolitan municipality and strategic partnership in sport and recreation. *African journal for physical, health, education, recreation and dance*, 9(3):78-88.
- The Constitution of the Republic of South Africa, Act No 108 of 1996
- Treasury (2020). Economic transformation, inclusive growth, and competitiveness: Towards an Economic Strategy for South Africa Prepared by Economic Policy, National Treasury.
- White Paper on Local Government (WPLG) and a Draft Policy on IDP were both published in 1998 and used the IDP Manual.
- White Paper on Local Government, 1998
- White Paper on the Conservation and Sustainable use of South Africa's Biological Diversity, 1997.