



Instituting good local governance through
accountability and framework for
Consequence Management (CM) intervention:
The case of North-West Province
municipalities

MA Metswamere

 **orcid.org/0000-0003-4074-4170**

Thesis accepted in fulfilment of the requirements for the
degree *Doctor of Philosophy in Social Sciences with
Public Management and Governance* at the North-West
University

Promoter: Prof KG Phago

Graduation: May 2026

Declaration

I, Mogapane Abel Metswamere, student number 10909001, hereby declare that the thesis entitled: Instituting good local governance through accountability and Consequence Management (CM) framework: The case of North-West Province Municipalities submitted in fulfilment of the requirements for the degree, *Doctor of Philosophy in Social Sciences with Public Management and Governance (1CC R04 2)* at the North-West University, remains my own work and has not been submitted by me to any other university. I thus affirm that, to the best of my ability, all utilised sources have been duly acknowledged through comprehensive referencing in accordance with the standards and ethics set by the faculty at North-West University.

I understand that the copies of the thesis submitted for examination will remain the property of North-West University

Signed on this day 28th day of November 2025.

Acknowledgements

I express gratitude to Almighty Father God for His guidance throughout this significant project. I attribute my existence, courage, and the support throughout this Doctoral journey to our Lord.

I also thank the following individuals for their support:

- Prof KG Phago, my supervisor throughout the study. From the outset, Prof Phago believed that I have the capacity to succeed. His expertise simplified the research towards completion. The energy that he transferred throughout the study made my work easier. May the Almighty Lord bless him.
- Colleagues who provided undivided support at the various municipalities in the North West Province.
- I extend gratitude to my wife, Brenda Metswamere, and my children for granting me this opportunity as well as their unwavering support throughout. Their comprehension of the circumstances and affection gave me the strength to complete this thesis. I am grateful for their affection and patience while I was occupied with my studies. I hold them in high regard.
- I express gratitude to my mother, Motena, my deceased father, Ramasilo Metswamere, my siblings, and relatives for their support and encouragement throughout the journey. My parents instilled in me the belief that I could aspire towards any goal I would set myself. They ensured my academic engagement and provided continuous help and support.

Abstract

This study investigates a framework for Consequence Management (CM) interventions as a tool to institute sound local governance through accountability in North West Province municipalities, South Africa. Despite comprehensive legislative frameworks which governs local government, municipalities continue to face significant service delivery and governance challenges. The Office of the Auditor General of South Africa (AGSA) has consistently reported on multiple audit outcomes and regression within the province. The study adopted a mixed-methods approach, *i.e.*, quantitative surveys (n=64) across twelve (12) municipalities as well as an in-depth qualitative interview. This mixed method approach was undertaken to examine the implementation of a framework for Consequence Management (CM) interventions and to institute sound local governance through measures of accountability.

The research reveals an overall framework for the implementation of Consequence Management (CM) interventions at a rate of eighteen percent (18%), and significant variations based on officials' levels of experience (0% for novice to 40% for experienced officials). The statistical analysis revealed a strong correlation between understanding and implementation, although the latter is often impeded by political interference, resource constraints, and lack of capacity. The key challenges which were identified included a lack of clear frameworks (reported by 85% of participants), inadequate institutional structures, and weak oversight mechanisms.

A comprehensive framework for Consequence Management (CM) interventions was developed, which incorporated policy elements, institutional structures, implementation guidelines, and monitoring systems. The framework addresses identified gaps whilst simultaneously provides a practical implementation guideline. The study recommends a phased-in approach towards implementation, and underscores the formulation of policy, capacity building, and institutional strengthening.

The research contributes towards both a theoretical understanding and practical implementation of a framework for Consequence Management (CM) interventions within the local government context. It contributes towards the existing public administration body of knowledge on the praxis whilst provides evidence-based tools to enhance municipal accountability. The recommendations include short-term policy formulation interventions, development of medium-term capacity building plans, and the institution of long-term structural reforms to enhance governance outcomes.

Key words: Consequence Management, disciplinary procedure, good governance, local government, local governance, municipalities, North-West Province, organisational excellence.

Table of contents

Declaration.....	I
Acknowledgments.....	II
Abstract.....	III
Table of Contents.....	IV
Abbreviations.....	XVI
Table of Figures.....	XVII

	Page
CHAPTER 1: INTRODUCTION AND BACKGROUND.....	1
1.1 ORIENTATION.....	1
1.2 PROBLEM STATEMENT.....	4
1.3 RESEARCH OBJECTIVES.....	10
1.4 RESEARCH QUESTIONS.....	11
1.5 CENTRAL THEORETICAL STATEMENTS.....	11
1.6 RESEARCH METHODOLOGY.....	12
1.7 ETHICAL CONSIDERATIONS.....	14
1.8 CONTRIBUTION OF THE STUDY.....	15
1.9 CHAPTER LAYOUT.....	16
 CHAPTER 2: CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS: PREREQUISITE FOR SOUND DEVELOPMENTAL LOCAL GOVERNANCE IN SOUTH AFRICA.....	 20
2.1 INTRODUCTION.....	20
2.2 GOOD GOVERNANCE IN THE CONTEXT OF SOUTH AFRICAN MUNICIPALITIES.....	20
2.2.1 Developmental governance	21
2.2.2 Democratic governance principles as prerequisites.....	21
2.2.3 Core principles and its theoretical underpinnings.....	22

2.2.3.1	Challenges: implementation and empirical evidence.....	24
2.2.3.2	Examples of good governance principles and applications...	25
2.2.3.3	Linkage to Consequence Management (CM) interventions.....	25
2.3	CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS IN SOUTH AFRICAN LOCALGOVERNMENT.....	27
2.3.1	Conceptualisation of Consequence Management (CM) interventions in municipalities.....	27
2.3.2	Key tools and mechanisms.....	28
2.3.2.1	Service Delivery and Budget Implementation Plan (SDBIP)..	28
2.3.2.2	Performance Agreements (PA) for senior managers.....	29
2.3.2.3	Code of conduct for municipal staff and Councillors.....	29
2.3.2.4	Supply Chain Management (SCM) policies.....	29
2.3.2.5	Risk management framework.....	29
2.4	CHALLENGES: IMPLEMENTATION OF CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS.....	30
2.5	SYNTHESIS: CONSEQUENCE MANAGEMENT (CM) AS A PREREQUISITE FOR GOOD LOCAL GOVERNANCE.....	32
2.5.1	Aligning theoretical insights with objectives of the study.....	32
2.5.2	The nexus between Consequence Management (CM) interventions and developmental governance.....	33
2.5.3	Implications for municipal governance in the North West Province.....	35
2.6	CONCLUSION.....	36
 CHAPTER 3: CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS: A THEORETICAL AND CONCEPTUAL EXPOSITION.....		 38
3.1	INTRODUCTION.....	38
3.2	BEHAVIOURISM: FOUNDATION FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS.....	38
3.2.1	Operant Conditioning Theory and its application to Public Administration.....	38
3.2.2	Behaviourist Principles in Municipal Performance Management.....	39

3.2.3 Social Learning Theory and organisational culture in municipal settings.....	40
3.2.4 Limitations and extensions of Behaviourist Theory for Consequence Management (CM) interventions.....	42 43
3.3 ACCOUNTABILITY IN PUBLIC ADMINISTRATION	45
3.3.1 Conceptualisation of accountability in local government.....	45
3.3.2 Principal-Agent Theory and municipal accountability.....	
3.3.3 Agency problems and Consequence Management (CM) interventions in municipalities.....	47
3.3.4 Accountability mechanisms and Consequence Management (CM) interventions.....	48 50
3.3.5 Multilevel accountability and intergovernmental dimensions.....	51
3.3.6 Accountability deficits and implementation challenges.....	
3.4 ORGANISATIONAL JUSTICE THEORY AND APPLICATION TO LOCAL GOVERNANCE.....	53 54
3.4.1 Dimensions of Organisational Justice.....	
3.4.2 Perceptions of justice and effective Consequence Management (CM) interventions.....	54 57
3.4.3 Perceptions of justice in cultural and contextual dimensions.....	
3.4.4 Justice intervention and fairness in Consequence Management (CM) interventions.....	59
3.4.5 Integration of Justice Theory with Public Administration perspectives.....	
3.4.6 Justice Theory and Organisational Effectiveness.....	61
3.5 LOCAL GOOD GOVERNANCE THEORY AND ITS RELATIONSHIP TO CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS.....	63
3.5.1 Conceptualisation of good governance in local government context	65
3.5.2 Theoretical links between good governance and Consequence Management (CM) interventions.....	67
3.5.3 Developmental local governance and Consequence Management (CM) interventions.....	67
3.5.4 Theoretical Model: Good governance, accountability, and Consequence Management (CM) interventions.....	70

3.5.5 Contextual factors which influence good governance and Consequence Management (CM) interventions.....	72
3.5.6 Empirical evidence on good governance and Consequence Management (CM) interventions.....	75
3.6 THEORETICAL INTEGRATION: A COMPREHENSIVE FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS.....	76
3.6.1 Synthesis of theoretical perspectives.....	78
3.6.2 Theoretical Model: The BASIC Framework for Consequence Management (CM) interventions.....	81
3.6.3 Theoretical implications for Consequence Management (CM) interventions in local government.....	81
3.6.4 Application in North West Province municipalities.....	83
3.6.5 Propositions derived from the integrated theoretical framework.....	
3.6.6 Theoretical contributions and limitations.....	87
3.6.6.1 Theoretical contributions.....	89
3.6.6.2 Theoretical limitations.....	92
3.7 CONCLUSION.....	94
	94
	95
	97

CHAPTER 4: LEGISLATIVE FRAMEWORK AND INSTITUTIONAL ARRANGEMENTS FOR GOOD LOCAL GOVERNANCE AND CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS.....	101
4.1 INTRODUCTION.....	101
4.2 STATUTORY AND REGULATORY FRAMEWORK.....	101
4.2.1 The Constitution of the Republic of South Africa, 1996.....	102
4.2.2 Local Government: Municipal Systems Act, No. 32 of 2000.....	103
4.2.3 Municipal Finance Management Act, No. 56 of 2003 and Regulations.....	103
4.2.4 Local Government: Municipal Structures Act, No. 117 of 1998.....	104
4.2.5 Protected Disclosures Act, No. 26 of 2000.....	104
4.2.6 Prevention and Combating of Corrupt Activities Act, No. 12 of 2004	105

4.2.7 Promotion of Administrative Justice Act, No. 3 of 2000 (PAJA).....	105
4.2.8 Municipal System of Delegations.....	106
4.3 INTERGOVERNMENTAL RELATIONS (IGR) AND CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS.....	106
4.3.1 Provincial oversight and support.....	106
4.3.2 Intervention powers.....	107
4.3.3 Intergovernmental alignment	107
4.4 FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS IN MUNICIPALITIES: STRUCTURAL ELEMENTS...	107
4.4.1 Political structures.....	108
4.4.2 Administrative structures.....	109
4.4.3 Oversight bodies.....	109
4.4.4 Independent bodies.....	110
4.5 GOOD GOVERNANCE AND ACCOUNTABILITY: CONSEQUENCE MANAGEMENT (CM) INTERVENTION REGULATIONS.....	111
4.6 CONCLUSION.....	111
CHAPTER 5: RESEARCH METHODOLOGY.....	114
5.1 INTRODUCTION.....	114
5.2 RESEARCH PHILOSOPHY.....	114
5.3 APPROACH TO DEVELOPMENT OF THEORY.....	115
5.4 METHODOLOGICAL CHOICE.....	116
5.4.1 Research strategy.....	116
5.4.2 Data collection methods.....	117
5.4.2.1 Survey questionnaire.....	117
5.4.2.2 In-depth semi-structured interviews.....	118
5.4.2.3 Case studies through document analysis.....	118
5.4.3 Sampling strategy.....	118
5.4.4 Data analysis plan.....	119
5.4.4.1 Quantitative data analysis.....	119
5.4.4.2 Qualitative data analysis.....	119
5.4.4.3 Integration of Quantitative and Qualitative data.....	120
5.5 RELIABILITY, VALIDITY AND ETHICAL CONSIDERATIONS.....	120

5.6 STUDY LIMITATIONS.....	120
5.6.1 Methodological limitations.....	120
5.6.2 Contextual limitations.....	121
5.7 CONCLUSION.....	122

CHAPTER 6: EMPIRICAL FINDINGS, DATA ANALYSIS AND DISCUSSION.....

6.1 INTRODUCTION.....	123
6.2 DATA COLLECTION.....	123
6.2.1 Survey questionnaire (Appendix B1): Responses.....	123
6.2.1.1 Participants demographic profile.....	124
6.2.1.2 Municipal distribution.....	124
6.2.1.3 Gender.....	125
6.2.1.4 Age groupings.....	126
6.2.1.5 Levels of qualifications	127
6.2.1.6 Years experience	128
6.2.1.7 Designation and level of position distribution	129
6.2.1.8 Municipal Disciplinary Board (DB) established.....	129
6.2.1.9 Municipal Disciplinary Boards (DBs): Establishment, meetings and sittings.....	130
6.2.1.10 Independence: Municipal Disciplinary Boards (DBs).....	131
6.2.1.11 Anonymous reporting to the Municipal Disciplinary Board (DB)	133
6.2.1.12 Implemented fraud and corruption policy	134
6.2.1.13 Adequate awareness of implemented fraud and corruption policy.....	135
6.2.1.14 Fraud and corruption policy: participation of relevant stakeholders.....	136
6.2.1.15 Continuous awareness building: fraud and corruption municipal policy.....	137
6.2.1.16 Regular awareness of fraud and corruption policy.....	138
6.2.1.17 Auditor General of South Africa (AGSA) reports: discussed in Management and Council.....	139
6.2.1.18 Findings by AGSA addressed adequately by municipalities...	140

6.2.1.19	AGSA utilises relevant and compliant archiving and records management systems.....	141
6.2.1.20	Risk Identification Policy (RIP): implementation at municipal level.....	142
6.2.1.21	Adequate awareness of Risk Identification Policies (RIPs) in municipalities.....	143
6.2.1.22	Experienced personnel champion Risk Identification Policies (RIPs) in North West Province municipalities.....	144
6.2.1.23	Officials champion Risk Identification Policy (RIP) in municipalities possess authority to execute duties.....	145
6.2.1.24	Provision of adequate financial resources to implement Risk Identification Policies (RIPs) in municipalities.....	146
6.2.1.25	Adequate allocation of Human Resources (HR) by municipalities to implement Risk Identification Policies (RIPs).....	147
6.2.1.26	Establishment of Audit Committee (AC) in municipalities.....	148
6.2.1.27	Audit Committee (AC) sits regularly to consider relevant matters.....	149
6.2.1.28	Audit Committees (ACs) operates independently.....	150
6.2.1.29	Audit Committees (ACs) have systems for anonymous reporting of any misconduct.....	151
6.2.1.30	Audit Committees (ACs) table reports regularly in Municipal Councils.....	152
6.2.1.31	Audit Committees (ACs) findings and recommendations implemented regularly	153
6.2.2	Data analysis and findings: Semi-structured questionnaire (Appendix B2).....	154
6.2.2.1	Number of subject-specific questions.....	155
6.2.2.2	Respondents' definitions and understanding of Consequence Management (CM) interventions in municipalities.....	155
6.2.2.3	Framework to implement Consequence Management (CM) interventions.....	156
6.3	SYNTHESIS AND CONCLUSION FROM THE DATA ANALYSED	157
		158

6.3.1	Disciplinary Board (DB).....	159
6.3.2	Fraud and corruption awareness	159
6.3.3	Auditor General South Africa (AGSA) reporting and compliance.....	160
6.3.4	Risk Identification Policy (RIP)	160
6.3.5	Audit Committee (AC).....	161
6.3.6	Key points underscored	161
6.4	KEY VARIABLES: FACTOR ANALYSIS	161
6.4.1	Principles of good governance in local government.....	162
6.4.2	Challenges: Management and Human Resource (HR)	
6.4.3	Understanding implementation of Consequence Management (CM) interventions.....	163
6.5	CORRELATION ANALYSIS.....	164
6.6	INTEGRATION WITH RESEARCH OBJECTIVES.....	
6.6.1	Objective 1: Current understanding of Consequence Management (CM) interventions.....	164
6.6.2	Objective 2: Implementation of Consequence Management (CM) interventions: challenges.....	164
6.6.3	Objective 3: Consequence Management (CM) interventions to ensure service delivery.....	165
6.6.4	Objective 4: Parameters of Consequence Management (CM) interventions relevant to municipalities.....	165
6.7	IMPLICATIONS FOR PRACTICE AND CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS POLICY.....	
6.8	UNDERSTANDING CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS IN SOUTH AFRICAN MUNICIPALITIES: QUALITATIVE DATA.....	167
6.9	FINDINGS.....	168
6.9.1	Municipal system under strain.....	169
6.9.2	Human Resource (HR) challenge.....	169
6.9.3	Political interference in administrative functions.....	169
6.9.4	Structural or oversight challenges.....	170
6.9.5	Gaps: policy framework	170

6.9.6	Implementation challenges.....	
6.9.7	Proposed remedial actions on gaps identified.....	170
6.9.8	Building a comprehensive framework for Consequence Management (CM) interventions.....	171
6.9.9	Integration with existing municipal systems	171
6.9.10	Training and capacity-building.....	
6.9.11	Role of leadership	172
6.10	INTEGRATED ANALYSIS OF QUALITATIVE AND QUANTITATIVE FINDINGS.....	172
6.10.1	Integration of Qualitative and Quantitative findings.....	172
6.10.2	Understanding and implementation of a framework for Consequence Management (CM) interventions.....	172
6.10.2.1	Quantitative findings.....	173
6.10.2.2	Qualitative findings.....	173
6.10.3	Institutional structures and systems.....	173
6.10.3.1	Quantitative findings.....	174
6.10.3.2	Qualitative findings.....	174
6.10.4	Policy framework and implementation.....	174
6.10.4.1	Quantitative findings.....	174
6.10.4.2	Qualitative findings.....	175
6.11	CONCLUSION.....	

CHAPTER 7: DATA COLLECTION AND ANALYSIS OF OFFICIAL DOCUMENTS THROUGH CASE STUDIES.....	176
7.1 INTRODUCTION.....	176
7.2 DATA ANALYSIS THROUGH CASE STUDIES.....	176
7.2.1 Case of Ditsobotla Local Municipality (DLM).....	176
7.2.2 Case of the City of Cape Town (CoCT).....	179

7.2.3 Empirical evidence: Consequence Management (CM) interventions as a prerequisite.....	181 183
7.3 CONCLUSION.....	

CHAPTER 8: EMPIRICAL FINDINGS, RECOMMENDATIONS AND CONCLUSION: FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONSTO PROMOTE GOOD LOCAL GOVERNANCE	184
8.1 INTRODUCTION.....	184
8.2 ACHIEVEMENT OF RESEARCH OBJECTIVES.....	184
8.2.1 Objective 1.....	184
8.2.2 Objective 2.....	185
8.2.3 Objective 3.....	185
8.2.4 Objective 4.....	185
8.2.5 Objective 5.....	186
8.2.6 Objective 6.....	186
8.3 SYNTHESIS OF KEY RESEARCH FINDINGS.....	186
8.3.1 Current status of implementation of Consequence Management (CM) interventions.....	186
8.3.2 Institutional framework analysis.....	187
8.3.3 Challenges: Human Resource (HR) and management	187
8.4 FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS FOR LOCAL GOVERNMENT.....	188
8.4.1 Framework components.....	188
8.4.2 Implementation requirements.....	191
8.5 IMPLEMENTATION OF ESTABLISHED FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS: RECOMMENDATIONS.....	193
8.5.1 Short-term recommendations (0-1 year).....	193
8.5.2 Medium-term recommendations (1-3 years).....	194
8.5.3 Long-term recommendations (3-5 years).....	195
8.6 STUDY CONTRIBUTIONS.....	195
8.6.1 Theoretical contributions	196
8.6.2 Practical contributions.....	196

8.6.3 Summary of data analysis through case studies.....	197
8.7 STUDY LIMITATIONS.....	197
8.7.1 Methodological limitations	197
8.7.2 Contextual limitations	198
8.8 AREAS FOR FUTURE RESEARCH	198
8.8.1 Recommended research areas.....	198
8.8.2 Methodological recommendations.....	199
8.9 CONCLUDING REMARKS.....	200
APPENDIX A: INTERVIEW GUIDE.....	229
APPENDIX B (1): SURVEY QUESTIONNAIRE.....	231
APPENDIX B (2): SEMI-STRUCTURED QUESTIONS.....	238
APPENDIX C: INFORMED CONSENT FORM.....	
APPENDIX D: ETHICS CLEARANCE LETTER.....	244
APPENDIX E: PROOF OF LANGUAGE EDITING.....	246
APPENDIX F: TURNITIN REPORT.....	246

Abbreviations

AC	Audit Committee
AGSA	Auditor General South Africa
CM	Consequence Management
CoCT	City of Cape Town
CoGTA	Department of Cooperative Government and Traditional Affairs
CPA	Criminal Procedure Act, No. 51 of 1977
DB	Disciplinary Board
DLM	Ditsobotla Local Municipality
GGLN	Good Governance Learning Network 2010
HR	Human Resources
HRM	Human Resources Management
IDP	Integrated Development Plan
IGR	Inter-Governmental Relations
MFMA	Municipal Finance Management Act, No. 56 of 2003
MM	Municipal Manager
MPAC	Municipal Public Accounts Committee
MSA	Local Government: Municipal Systems Act, No. 32 of 2000
MSD	Municipal Systems of Delegations
NDP	National Development Plan: Vision 2030
NPC	National Planning Commission
NQF	National Qualifications Framework
p	Probability value
PPSA	Public Protector South Africa
PSC	Public Service Commission
PA	Performance Agreement
PAJA	Promotion of Administrative Justice Act, No. 3 of 2000
PCCAA	Prevention and Combating of Corruption Activities Act, No. 12 of 2004
PDA	Protected Disclosure Act, No. 26 of 2000
PMS	Performance Management System
POCA	Prevention of Organised Crime Act, No. 121 of 1998
RIP	Risk Identification Policy

SALGA	South African Local Government Association
SCM	Supply Chain Management
SDBIP	Service Delivery and Budget Implementation Plan
SM	Senior Manager

Table of Figures and Diagrams

Table/Diagram	Description	Page
<u>Table 1</u>	AGSA 2023-24 Audit Outcome for municipalities in the North West Province	5
<u>Diagram 1</u>	A typical organogram structure of a municipality	13
<u>Table 2</u>	Purposive sampling procedure	14
<u>Figure 5.1</u>	Participant distribution by municipality	110
<u>Figure 5.2</u>	Gender percentage distribution	111
<u>Figure 5.3</u>	Distribution of age groups	111
<u>Figure 5.4</u>	Qualification distribution	112
<u>Figure 5.5</u>	Experience of years in job distribution	113
<u>Figure 5.6</u>	Designations and level of position of respondents	114
<u>Figure 5.7</u>	Disciplinary Boards (DBs) establishment frequency	115
<u>Figure 5.8</u>	Disciplinary Boards (DBs) sits regularly	116
<u>Figure 5.9</u>	Independence of Disciplinary Boards (DBs)	117
<u>Figure 5.10</u>	Anonymous reporting to Disciplinary Boards (DBs)	118
<u>Figure 5.11</u>	Policy on Fraud and Corruption in place	119
<u>Figure 5.12</u>	Adequacy of awareness on Fraud and Corruption Policy	120
<u>Figure 5.13</u>	Awareness of stakeholders on Fraud and Corruption Policy	121
<u>Figure 5.14</u>	Continuous awareness of Fraud and Corruption Policy to employees	122
<u>Figure 5.15</u>	Continuous awareness among all stakeholders on policy of fraud and corruption	123
<u>Figure 5.16</u>	Accessibility of AGSA reports	124
<u>Figure 5.17</u>	Findings of AGSA addressed by municipalities	125
<u>Figure 5.18</u>	AGSA using relevant and compliant archiving and records management system	126
<u>Figure 5.19</u>	Risk Identification Policy (RIP) available in municipality	127
<u>Figure 5.20</u>	Adequate awareness on Risk Identification Policy (RIP) conducted in municipalities	128
<u>Figure 5.21</u>	Experienced officials manning Risk Identification Policy (RIP) in municipality	129

<u>Figure 5.22</u>	Officials manning implementation of Risk Identification Policy (RIP) possess authority	130
<u>Figure 5.23</u>	Adequate financial resources and support are allocated for Fraud Identification Policy (RIP) in municipalities	131
<u>Figure 5.24</u>	Adequate Human Resources (HR) allocation for supporting Risk Identification Policy (RIP)	132
<u>Figure 5.25</u>	Municipal Audit Committee (AC) established	133
<u>Figure 5.26</u>	Municipal Audit Committee (AC) holds regular meetings for processing relevant matters	134
<u>Figure 5.27</u>	Municipal Audit (AC) operates independently	135
<u>Figure 5.28</u>	Municipal Audit Committee (AC) possesses anonymous reporting systems	136
<u>Figure 5.29</u>	Municipal Audit Committee (AC) reports are tabled in Council	137
<u>Figure 5.30</u>	Implementation of findings and recommendations of Audit Committee (AC)	138
<u>Table 3</u>	Implementation levels of Consequence Management (CM) interventions in municipalities	140

CHAPTER 1: ORIENTATION OF THE STUDY

1.1 INTRODUCTION AND BACKGROUND

The advent of democracy in South Africa in 1994 ushered in a new era of inclusive governance. The 1996 Constitution mandates local government to provide sustainable services to communities (Thornhill, 2012). Joseph and Williams (2022) asserted that the provision of basic municipal services is a crucial function which positions local government as the principal link between the residents and the state. Therefore, sound procedures to deliver such critical services and promote community development is an imperative. This constitutional mandate highlights the symbolic significance of municipal services, which transcend the basic provision to embody social equality and civic justice, especially in post-apartheid South Africa (Greffrath & Waldt, 2016) (Mudzusi, Munzhedzi & Mahole, 2024). The concept of good local governance emerged as a fundamental requirement to achieve these constitutional objectives as well as underscores principles of transparency, accountability, participation, effectiveness, and adherence to the rule of law (Good Governance Learning Network (GGLN), 2010). However, the legacy of apartheid-era inequalities and structural challenges has proven difficult to fulfil this mandate, particularly in historically disadvantaged areas (Gqamane & Taylor, 2013; Phago, 2013).

The apartheid system created disparate local government structures based on racial classifications. Only the white municipalities were characterised as democratic and financially viable (Cameron, 2002). This systematic under-investment in municipal infrastructure in historically disadvantaged areas deprived millions of people of access to basic services, e.g., water, sanitation, refuse collection, and roads (Gqamane & Taylor, 2013). The transition to democracy necessitated a fundamental restructure of local government to address these historical imbalances and create a more equitable system of service delivery.

The National Development Plan (NDP): Vision 2030 underscores the critical role of good local governance to advance participatory democracy and responsive service delivery (National Planning Commission, 2012). It envisions local government as the

embodiment of good governance principles, and at the forefront of participatory democracy, which involves citizens in meaningful deliberations, and maintain high levels of public trust and credibility. However, Lolebo and Tshidzumba (2023) observed that the current state of local governance in many municipalities, particularly in the North-West Province, often fails to meet these ideals. Poor services and, in many instances, the total lack of service delivery has received significant negative media attention in recent years (Lolebo & Tshidzumba, 2023). This gap between the constitutional vision of good local governance and the actual performance of municipalities requires innovative approaches to enhance municipal management and transparency systems. Nzewi and Sibanda (2023) underscored the evaluation of substantial divergence between the ideal constitutional framework for local governance in South Africa and the actual circumstances prevalent in the North West Province municipalities.

The persistent nature of the failure of both the delivery of services and governance, despite extensive legislative frameworks, has revealed that the problem could also be fundamentally behavioural rather than structural. The repetitive patterns of non-compliance, lack of accountability, and resistance to corrective measures across municipalities suggests that the current approaches fail to address the behavioural dimensions of good developmental governance. This acknowledgment of the behavioural aspect of the problem directly influences the theoretical grounding of this study.

Therefore, this study is located within behaviourism as its meta-theoretical framework. The selection of behaviourism is not arbitrary but driven by the nature of the governance challenges observed in South African municipalities, which specifically includes the persistent failure of municipal officials to respond to existing accountability mechanisms; recurrence of similar governance failures despite structural interventions; and the apparent disconnect between actions and consequences in municipal administration which points towards behavioural factors as the critical variable which needs to be investigated.

Addressing these challenges, Consequence Management (CM) interventions, which are rooted in the behaviourist theory, presents as a critical intervention mechanism. Rooted in behaviourism, is a psychological meta-framework developed by, for example, theorists B.F. Skinner and John B. Watson, Consequence Management (CM) intervention applies behavioural principles to organisational settings (Skinner, 1953; Daniels, 2016). The selection of this theoretical foundation responds directly to the behavioural patterns observed in the failure of municipal governance.

Behaviourism posits that human behaviour is shaped by environmental consequences. This suggests that appropriate reinforcements and punishment can modify behaviour in predictable ways. This theoretical foundation provides the basis for Consequence Management (CM) interventions as an applied field within Public Human Resource Management (HRM). Furthermore, the interventions encompass a systematic approach to reinforce desired behaviour and simultaneously address undesirable ones within organisational contexts (Bailey, 2014). In the municipal context, Consequence Management (CM) interventions serve as a framework to ensure accountability and performance through the clear establishment of consequences for both compliance and non-compliance with governance standards and performance requirements.

A framework for Consequence Management (CM) interventions operates along several key dimensions, and includes:

- Preventive measures which establish clear expectations and standards;
- Positive reinforcement mechanisms which reward compliance and excellent performance;
- Corrective interventions which address minor deviations from standards; and
- Punitive measures for significant or repeated transgressions (McDonald & Prins, 2019).

The principles which form the basis for effective Consequence Management (CM) interventions includes consistency, proportionality, timeliness, transparency, and

fairness (Daniels, 2016). When these are implemented properly, these principles create a predictable environment where employees understand the consequences of their actions and thereby promote accountability and enhance performance. In this context, the principles of good local governance have become an increasingly significant framework to evaluate and enhance municipal performance. The Good Governance Learning Network (GGLN) (2010) refers to good governance as a desirable relationship between the state and other stakeholders. It encompasses principles such as participatory governance, transparency, effectiveness, responsiveness, accountability, and adherence to the rule of law (GGLN, 2008). These principles are essential to establish a local government system which is both efficient and responsive to the needs of the community.

Effective Consequence Management (CM) interventions are central to uphold good local governance principles, because it provides the mechanisms through which accountability can be enforced. Without consequences for failures in governance and service delivery, the constitutional mandate of good local governance remains unfulfilled, and moreover, contributes towards public dissatisfaction and service delivery protests. The North-West Province has faced significant challenges in the proper implementation of good governance principles. The municipalities struggle to maintain financial viability, adopt ethical leadership, as well as effective service delivery systems.

1.2 PROBLEM STATEMENT

Despite the comprehensive legislative and policy frameworks to promote good local governance in South Africa, the ideal of developmental local governance has been substantially compromised across the entire system. The North-West Province serves as a particular example of deep concern. During the 2023-24 audit of municipalities in the North-West Province, the Auditor General of South Africa (AGSA) identified significant issues which requires urgent intervention, which included unstable municipal leadership, inadequate control measures, distinct lack of accountability, and poor delivery of basic services. The constitutional vision of responsive, accountable, and effective local governance is in stark contrast to the reality of governance failures,

service delivery breakdowns, and financial mismanagement which characterise multiple municipalities in the province. Despite significant enhancements and achievements, several challenges persist which impedes the province's capacity to deliver high-quality services to its people. Therefore, immediate action to enhance local governance and service delivery (AGSA, 2023-24) is crucial. The AGSA (2023-24) report highlighted the following audit findings on the status of the municipalities in the North- West Province:

Financial Year	Unqualified with no findings (Clean)	Unqualified with findings	Qualified	Adverse	Disclaimed	Outstanding
2020-21	0	3	9	1	9	0
2023-24	0	3	13	2	3	1

(Source: AGSA, 2023-24)

The principles of good local governance transparency, accountability, participation, effectiveness, efficiency, and the rule of law is extensively unfulfilled in many municipalities within the North-West Province. Service delivery protests, widespread allegations of corruption, and the regular declining audit outcomes all point to a systemic failure to uphold these foundational principles. This represents not merely an administrative challenge but a fundamental breach of the social contract between the citizenry and local government institutions which relates to the unacceptable conduct and behaviour of those entrusted with the sources of authority.

The theoretical positioning of this study emerged from the nature of the research problem. The underlying theory of the study was that municipalities in the North West Province have failed to implement good developmental governance and moreover, lacks a framework for Consequence Management (CM) interventions. A critical analysis of municipal governance failures revealed that these persist despite the implementation of adequate structural, legal, and institutional frameworks. This observation suggests that the primary issue is not the lack of appropriate governance

structures, but rather the behaviour and conduct of officials who operate within these structures are a critical factor which is compromising good local governance principles. This insight led to the intentional selection of behaviourism as the meta-theoretical framework for this study, because it provides analytical tools which are specifically designed to understand and modify human behaviour in institutional contexts.

The behavioural foundations of public administration, as articulated through the behaviourist theory, suggests that effective governance requires both positive reinforcement for compliance and negative consequences (punitive measures) for contraventions (Kreitner & Luthans, 1984). This theoretical perspective is particularly relevant given the observed pattern of impunity in municipal governance, *i.e.*, inappropriate behaviour and conduct continue because these do not result in negative consequences, whilst proper behaviour often goes unrewarded. The direct correlation between the research issue, namely the deficiency of effective developmental imperatives and a framework to implement Consequence Management (CM) interventions in municipalities within the North West Province, and the theoretical framework substantiated the behaviourist perspective of this study. This is outlined further in Chapter 4 which endeavoured to validate that many municipalities in the North West Province lack a structured framework to implement good governance through Consequence Management (CM) interventions.

In the South African local government environment, particularly in the North-West Province, oversight mechanisms have deteriorated significantly (Mothupi, Musvoto & Lekunze, 2022). This has created an environment where transgressions often go unpunished and excellence is unrewarded (Mothupi *et al.*, 2022). According to Tsagae (2023), this accountability vacuum has enabled a culture of impunity which undermines the very principles of good local governance as outlined in legislation and policy documents, *e.g.*, Constitution of the Republic of South Africa (1996); Local Government: Municipal Systems Act (32 of 2000) (Maropo, 2018); Local Government: Municipal Structures Act (117 of 1998) (Nyathi, 2023); Municipal Finance Management Act (56 of 2003) and Regulations (Ngumbela, 2022); Protected Disclosures Act (26 of 2000) (Kohn, 2022); Prevention and Combating of Corrupt Activities Act (12 of

2004)(Venter, 2016);Promotion of Administrative Justice Act (3 of 2000) (PAJA) (Kohn, 2022);and the Municipal System of Delegations and other relevant acts (Akbar& Khalid, 2025). The application of behaviourist principles through Consequence Management (CM) interventions provides a theoretical framework to address this crisis of accountability and restore good governance.

The following theoretical underpinnings forms the core principles of the framework for Consequence Management (CM) interventions: participatory governance, consensus-oriented approach, accountability, transparency, responsiveness, effectiveness and efficiency, effectiveness and efficiency, and the rule of law. When applied to municipal governance, this theoretical perspective suggests that the implementation of appropriate consequences for administrative actions could enhance governance outcomes significantly as well as strengthen adherence to good governance principles in order to establish of a framework for Consequence Management (CM) interventions.

A framework for Consequence Management (CM) interventions, as an applied in Public Human Resource Management (HRM), provides municipalities with tools to address both positive and negative behaviour systematically- (Daniels, 2016). However, the lack of a framework for Consequence Management (CM) interventions in South African municipalities has created a governance environment where the connection between actions and consequences has been severed and has contributed towards the widespread of failures and paralysis in governance. This problem is particularly acute in the North-West Province, because the municipalities face multiple challenges with reference to good governance. The Auditor General of South Africa (AGSA)highlighted regression in the audit outcomes, as well as an increase in municipalities with disclaimed opinions and failure to achieve clean audits (AGSA, 2023-24). This poor performance is also attributed to a lack of accountability by municipal management and failure to address root causes of the audit findings. Therefore, failure to achieve positive audit outcomes results in the fundamental breach to good local governance principles. According to Moyo (2016), the following are some of the key governance issues which plagues municipalities in the North-West Province:

- Widespread community uprisings and labour unrest affects service delivery. Examples include frequent and rampant community unrest in the Ditsobotla Local Municipality, including other municipalities in the North West Province.
- Failure to deliver core basic services crucial for economic and social development, *e.g.*, the collapsed delivery of municipal services at, *inter alia*, Ditsobotla, and the Lekwa Teemane Local Municipalities in the North West Province.
- Lack of officials with required and relevant experience and qualifications, *e.g.*, Ratlou and Tswaing Local Municipalities and several others, the Auditor General of South Africa (AGSA) revealed serious findings on the procedures to appointment senior municipal officials who are less qualified for the positions they occupied.
- Allegations of maladministration, corruption, and abuse of authority. For example, at the Ditsobotla Local Municipality, at some stage, had appointed two (2) mayors, two (2) speakers and two (2) municipal managers.
- Inadequate implementation of Consequence Management (CM) interventions. For example, numerous reports by the Auditor General of South Africa (AGSA) revealed that in most of the municipalities in the North West Province these interventions were non-existent.

The lack of an effective framework for Consequence Management (CM) interventions is of particular concern, because it undermines efforts to enhance governance and service delivery. The Auditor General of South Africa (AGSA) has repeatedly highlighted the limited implementation of a framework for Consequence Management (CM) interventions for transgressions and poor performance (AGSA, 2023-24). This lack of accountability has been linked to persistent failure to deliver services, financial mismanagement, and erosion of public trust in local government institutions (Shava, Muringa & Oladejo, 2025).

Cai and Zhu (2013) accentuated that to ensure accountable state officials, there is a need to reward and sanction as grounded in the behavioural theory. However, government institutions typically face a dilemma to manage malfeasant officials,

because disciplining officials could demoralise them and result in the loss of investment in them. Since relevant structures, systems, and legislation have been implemented, it should not be difficult to discipline municipal employees in South Africa. However, the enforcement of Consequence Management (CM) interventions remains a worrying challenge (AGSA 2023-24).

The theoretical dimensions of Consequence Management (CM) interventions, which spans preventive, positive, corrective, and punitive approaches - provides a comprehensive framework to address governance failures (Lungisa & Nzewi, 2023). However, the selective implementation of these dimensions in South African municipalities has created an imbalanced accountability system which has failed to modify organisational behaviour effectively. The principles of a framework for Consequence Management (CM) interventions, including consistency, proportionality, timeliness, transparency, and fairness, are frequently compromised due to political interference, administrative incompetence, and systemic corruption.

Given this context, the primary research problem this study endeavoured to address was: What critical elements should a framework for Consequence Management (CM) interventions include to address deficiencies in local good governance with specific reference to municipalities in the North-West Province?

This overarching research question for the study was formulated to build upon the behaviourist theoretical foundation and consider that the persistent failures of governance in municipalities are fundamentally behavioural and requires such solutions. The selection of Consequence Management (CM) interventions as the focus of the study follows logically from the behaviourist meta-framework because the interventions represent the practical application of behaviourist principles in institutional settings. Therefore, the theoretical grounding of this study in behaviourism was not merely a compliance exercise, but a considered methodological choice which relates directly to the nature of governance challenges observed in South African municipalities. Hence, it can be argued that the behaviour and conduct of most

municipal officials often serves the interests which are not citizen centric and adhere to principles of good local governance.

1.3 RESEARCH OBJECTIVES

The primary aim of this study was to investigate the application of a framework for Consequence Management (CM) interventions in municipalities in the North-West Province, South Africa as a mechanism to promote good local governance. This study argued that municipal officials had persistently failed to execute their responsibilities effectively without consequences for the undesirable behaviour and conduct which undermines the principles of good local governance. To achieve this aim, the following specific objectives were formulated:

- To investigate behaviourism as a meta-framework and analyse the place of Consequence Management (CM) interventions as an applied field within Public Human Resource Management (HRM), including its origins, theories, approaches, principles, and dimensions.
- To examine the principles and status of good local governance in South Africa, with particular reference to the North-West Province.
- To analyse management and human resource challenges which municipalities in the North-West Province encounter.
- To investigate the opinions and perceptions of key stakeholders and role-players of the status of Consequence Management (CM) interventions in local government.
- To explore and analyse the legislative framework and institutional arrangements for a sound developmental governance framework for Consequence Management (CM) interventions.
- To acquire input from experts of the parameters of a framework for Consequence Management (CM) interventions for local government.
- To design a comprehensive framework for Consequence Management (CM) interventions for local government with specific reference to municipalities in North West Province.

1.4 RESEARCH QUESTIONS

In line with the research objectives, this study endeavoured to address the following questions:

- What are the origins, theories, approaches, principles, and dimensions of a framework for Consequence Management (CM) interventions, including behaviourism as a framework for Human Resources Management (HRM)?
- What are the foundational principles and status of good local governance in South Africa, with specific reference to the North-West Province?
- What key managerial and human resource challenges do municipalities in the North-West Province encounter?
- What are the opinions and perceptions of key stakeholders and role-players of the status of Consequence Management (CM) interventions in local government?
- What type of input could be acquired from experts of the parameters of a framework for Consequence Management (CM) interventions for local government?
- What should be included in a comprehensive framework for Consequence Management (CM) interventions for local government with reference to municipalities in North West Province?

1.5 CENTRAL THEORETICAL STATEMENTS

This study was grounded in several key theoretical propositions which emerge from the behaviourist framework and its application to local governance:

- Human behaviour in organisational settings is significantly influenced by the consequences which follow actions. Hence, the systematic management of consequences is a powerful tool towards organisational change (Skinner, 1953; Daniels, 2016).
- Effective accountability in governance requires a balance of positive reinforcement for compliance and negative consequences for violations, as proposed by behavioural theories of Public Administration as a field of study (Kreitner & Luthans, 1984).

- The increased demand for local services, coupled with budgetary constraints, requires new approaches to manage local government efficiently, including behavioural approaches of performance management (Pérez-López, Prior & Zafra-Gomez, 2015).
- Effective measures of accountability, including rewards and sanctions, are crucial to ensure the responsible conduct of public officials (Cai & Zhu, 2013).
- Political patronage, favouritism, and a lack of understanding of disciplinary codes contributes towards the challenges associated with the application of Consequence Management (CM) in South African municipalities (South African Local Government Association (SALGA), 2017).
- Low levels of competency, particularly in smaller and rural municipalities, engender administrative problems and impedes effective service delivery, a challenge which requires both structural and behavioural interventions (SALGA, 2017).
- Achieving a professional, technically competent, and motivated public service is essential for effective local governance and requires systematic approaches to manage performance and accountability (Cooperative Government and Traditional Affairs (CoGTA), 2018).

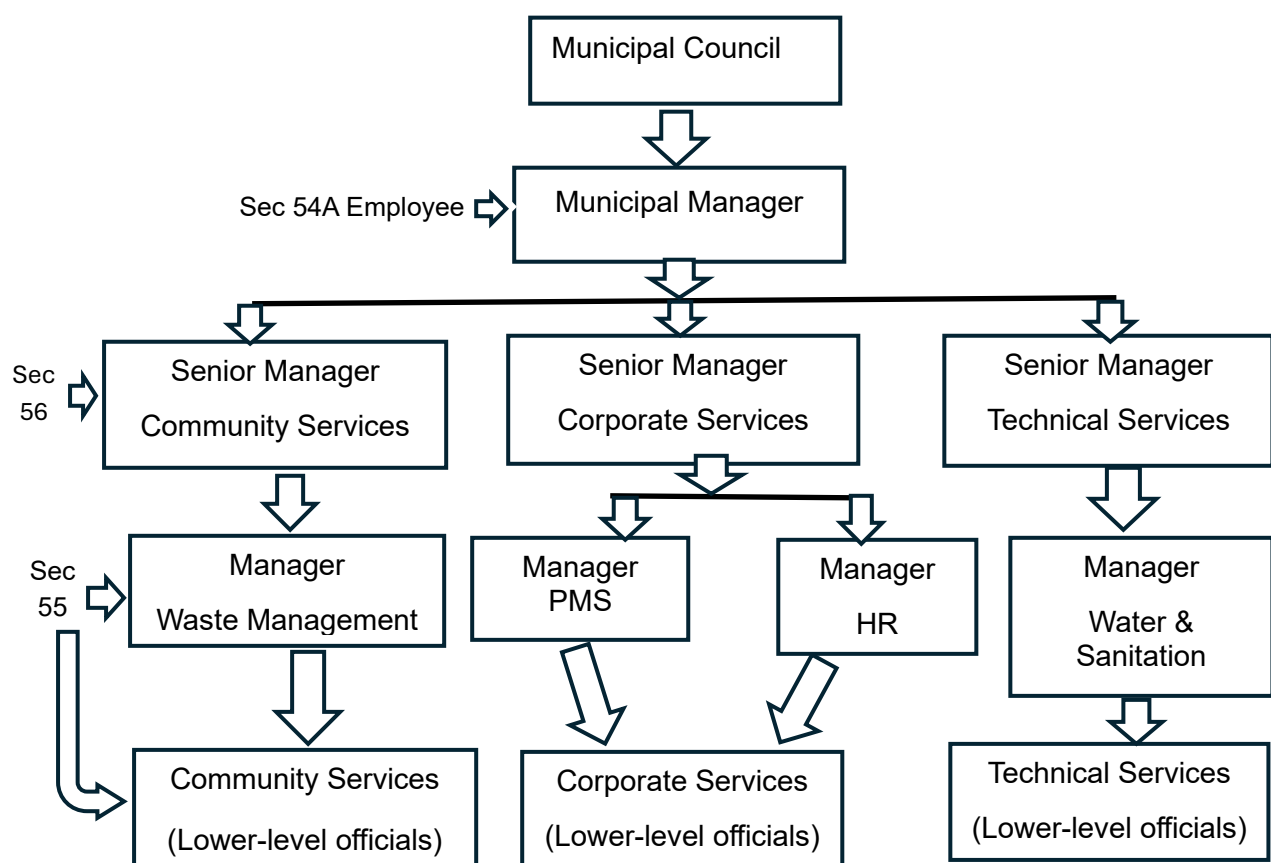
These theoretical statements provide a foundation to examine the complex interplay of factors which affects Consequence Management (CM) interventions in local government as well as inform the development and implementation of an effective framework.

1.6 RESEARCH METHODOLOGY

This study adopted a multi-phase mixed-methods research design and combined the quantitative and qualitative research methodologies to provide a comprehensive understanding of Consequence Management (CM) interventions in the North-West Province municipalities. This research methodology aligns with the behaviourist theoretical framework, because it enables an empirical investigation of both the structural elements of Consequence Management (CM) interventions and the municipal officials' behavioural responses to these systems. The sample utilised in this

study included municipal staff namely, middle managers, senior managers and municipal managers from the sampled local municipalities in the North West Province. The Local Government: Municipal Systems Act (32 of 2000) and Local Government: Regulations on Appointment and Conditions of Employment of Senior Managers (167 of 2013), as amended, defines middle managers as managers appointed according to Section 55 of the Act, senior managers who report directly to municipal managers and are appointed according to Section 56 of the Act, and municipal managers as those officials appointed according to Section 54A of the Act. The following illustrates a structure of a municipal organogram. Furthermore, it also outlines the functional areas and levels of authority in a typical municipality in South Africa.

Figure 1.1: A typical structure of a municipal organogram



(Source: Own)

The semi-structured questionnaire was distributed to twelve (12) local and district municipalities, and sixty-four (64) municipal officials from in the North West Province. The semi-structured questionnaire was distributed to the middle managers responsible for performance management systems; senior managers who report to the municipal managers; and municipal managers.

Table 1.1: Purposive sampling procedure

Institution	Total population	Target population	Gender	Age	Qualifications
Local and District municipalities in the North West Province	64	12	Males = 32 Female = 33	31-55 56-above	Diploma up to NQF 6 = 1 Degree up to NQF 8 = 16 Masters' Degree up to NQF 9 = 6

Numerous scholars have argued that determining the optimal sample size is a challenge. Many have argued that larger samples result in reliable conclusions (Faber & Fonseca, 2014). A detailed outline of data collection, analysis and sampling strategies are outlined in Chapter Four (4) of the study.

1.7 ETHICAL CONSIDERATIONS

Throughout this study, ethical considerations were treated as paramount given the sensitive nature of the discussions related to accountability, governance failures, and consequences in municipal contexts. The research was conducted in strict accordance with the ethical guidelines established by the North-West University (NWU). Formal approval for the study was acquired from the University Ethics Committee (reference number: NWU-01495-19-A7) prior to the collection of data.

Written permission was secured from all municipalities which were selected for this study before fieldwork was undertaken. All the research participants were fully informed through a detailed information sheet of the purpose, scope, and potential implications of the study. Informed consent was acquired from each participant before interviews were conducted or surveys were conducted. The participants were informed that they could withdraw from the study at any time without being penalised.

To protect the participants, particularly given the politically sensitive nature of governance failures and mechanisms of accountability, strict confidentiality measures were implemented. The gathered data was anonymised during the collection phase, and codes were assigned to the participants. The interview transcripts and survey responses were stored securely on password-protected devices, and access was restricted to only the researcher. Care was taken when reporting the findings, *e.g.*, responses could be traced back to specific individuals, especially critical views of governance practices.

Since many of the participants held politically appointed or sensitive administrative positions, additional precautions were taken to ensure that their participation would not result in any form of violations. When reporting on specific municipalities, the information focused on systemic issues rather than individual shortcomings, to focus on the enhancement of systems with specific reference to good local governance principles.

1.8 CONTRIBUTION OF THE STUDY

This study makes a significant contribution to the field of Public Governance on the question of good local governance by developing a comprehensive framework for Consequence Management (CM) interventions grounded in the behaviourist theory. By addressing the critical gap in accountability mechanisms identified by the Auditor General of South Africa (AGSA) and other oversight bodies, this study has the potential to:

- Enhance good local governance practices through the systematic application of behaviourist principles in municipal management.
- Improve service delivery by strengthening the link between performance and consequences within a good governance framework.
- Contribute towards the realisation of the constitutional vision of good local governance in South Africa by providing practical tools to implement accountability.
- Extend the theoretical understanding of how behaviourist principles can be effectively applied in public sector contexts to promote good governance.
- Provide a model for Consequence Management (CM) interventions which could be adapted and implemented in other provinces and municipalities which face similar good governance challenges.

The theoretical contribution lies in the application of the behaviourist principles in the specific context of South African local government and good governance practices, whilst the practical contribution comprises of a framework which the municipalities could implement to enhance accountability and governance outcomes. This study offers evidence-based insight into the governance challenges which North-West Province municipalities face and provides a roadmap to address these challenges through systematic Consequence Management (CM) intervention approaches.

1.9 CHAPTER LAYOUT

The thesis comprised of the following 8 chapters:

Chapter 1: Introduction and Background

This chapter introduces the study, and establishes its theoretical foundation in behaviourism, followed by the identification of the research problem; research objectives and questions; outline of the central theoretical statements; adopted research methodology; ethical considerations; and contributions towards the study.

Chapter 2: Consequence Management (CM) interventions: Prerequisite for good developmental local governance in South Africa

This chapter explores the practical dimensions, elements, and modalities of a framework for Consequence Management (CM) interventions as conceptualised and implemented within South African municipalities. It is argued that effective Consequence Management (CM) interventions constitute a prerequisite for good developmental local governance *i.e.*, a position that should fundamentally inform the structure and operations of municipalities in South Africa.

Chapter 3: Consequence Management (CM) interventions: A theoretical and conceptual exposition

This chapter examines legislative frameworks and establishes institutional arrangements towards a developmental state in South African municipalities to assure good governance and an effective framework for Consequence Management (CM) interventions. The adoption of a critical legislative framework is essential to meet the developmental requirements and enhance service delivery to impoverished communities and thereby expedite the objectives of local government.

Chapter 4: Legislative framework and institutional arrangements for good local governance and Consequence Management (CM) interventions

This chapter outlines the statutory and regulatory framework accessible to municipalities in the Republic of South Africa. This chapter further elaborates on the administration of municipalities and examines aspects of good local governance related to Consequence Management (CM) interventions.

Chapter 5: Research methodology

This chapter presents a comprehensive outline of the adopted research methodology to address the research objectives and questions. This chapter expounds upon the research philosophy, approach to the development of theory, methodological choices, research strategy, data collection methods, and a data analysis plan.

Chapter 6: Empirical findings, data analysis and discussion

This chapter presents and analyses the empirical findings to develop a strategic framework for Consequence Management (CM) interventions and address specific good governance inadequacies in North-West Province municipalities. The chapter provides an overview of the demographic characteristics of the participants, followed by a detailed presentation of the research findings. The latter are discussed in relation to the research objectives and substantiated from the reviewed literature.

Chapter 7: Data collection and analysis of official documents through case studies

This chapter utilise official documents to examine cases of two (2) contrasting empirical cases, namely, Ditsobotla Local Municipality (DLM) in the North West Province, and the City of Cape Town (CoCT). Both municipalities Integrated Development Plans (IDPs) documents are critically analysed. This chapter seeks to identify the systems established for good governance and accountability by the City of Cape Town (CoCT) and those which the Ditsobotla Local Municipality (DLM) failed to implement.

Chapter 8: Empirical findings, Conclusion and recommendations: Framework for Consequence Management (CM) interventions to promote good local governance

This chapter summarises the findings of the study, assesses whether the of research objectives have been achieved, and presents a comprehensive framework for Consequence Management (CM) interventions designed to promote and sustain good local governance in North-West Province municipalities. Furthermore, recommendations are also provided with a view to probable implementation.

The following chapter explores the practical dimensions, elements and modalities of a framework for Consequence Management (CM) interventions as conceptualised and implemented within South African municipalities.

CHAPTER 2: CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS: PREREQUISITE FOR SOUND LOCAL GOVERNANCE IN SOUTH AFRICA

2.1 INTRODUCTION

The previous chapter focused on the critical elements of the background of this study. This chapter builds on the theoretical foundations discussed in Chapter 1, and explores the practical dimensions, elements, and modalities of Consequence Management (CM) interventions as conceptualised and implemented within South African municipalities. The fundamental argument is that effective Consequence Management (CM) interventions constitute a prerequisite for good local governance; a position that should fundamentally inform the structure and operations of municipalities in South Africa.

This chapter serves as a critical link between the theoretical framework outlined previously and the empirical investigation to provide a comprehensive overview of how a framework for Consequence Management (CM) interventions, as a concept, is applied in South African municipalities as well as how it serves as a prerequisite for good developmental local governance. The analysis systematically addresses the second objective of this study which sought to examine the principles and status of good developmental local governance in South Africa. It also includes the foundational aspects of the third objective which undertook to analyse management and human resource challenges by municipalities in the North-West Province.

2.2 GOOD GOVERNANCE IN THE CONTEXT OF SOUTH AFRICAN MUNICIPALITIES

The notion of developmental governance in South Africa emerged as a cornerstone of the post-apartheid transformation agenda, and local government designated as a primary vehicle to address historical inequalities and promote inclusive development (De Visser, 2009). This section critically examines how developmental governance is conceptualised and operationalised within the South African municipal context, as well as provide the framework within which Consequence Management (CM) interventions must function.

2.2.1 Developmental governance

In the South African municipalities 'context, developmental governance can be defined as the process and manner of governing the development of a local administrative unit to achieve sustainable social and economic progress (Choudhary, 2018). This concept encompasses:

- Efficient management of economic and social resources.
- Policymaking aligned with long-term development priorities.
- Program design and implementation focusing on community needs.
- Budgetary allocation supporting developmental objectives.
- Administrative reforms to enhance service delivery.

The World Bank's definition of good developmental governance as "the manner in which power is exercised in the management of a country's economic and social resources for development" (IFAD, 1999), is particularly relevant to the South African municipal context. It underscores the instrumental role of government to facilitate efficient implementation of reforms through effective political institutions.

Siddle and Koelble (2016) argued that good local governance in the South African municipal context must address the persistent challenges of inequality, poverty, and spatial segregation inherited from the oppressive and racist apartheid era. This did not merely require effective provision of the delivery of services but proactive measures to promote economic development, social inclusion, and environmental sustainability. Madumo (2015) noted that this developmental mandate requires municipalities to navigate complex intergovernmental relations whilst simultaneously respond to diverse local needs and expectations.

2.2.2 Democratic governance principles as prerequisites

With regard to the theoretical framework of organisational excellence discussed in this chapter, democratic governance principles serve as fundamental prerequisites for

good, developmental local governance in South Africa. These principles constitute the normative foundation upon which a framework for Consequence Management (CM) intervention systems must be built; and provide both the rationale for accountability mechanisms as well as the standards against which performance should be evaluated (Reddy, 2016). This is especially significant since the constitutional mandate for a vigorous local government system in South Africa is designed to guarantee that all residents have access to dignity, equality, and basic essential services (Reddy, 2016) (Nzewi & Sibanda, 2023).

2.2.3 Core principles and its theoretical underpinnings

The following are various core principles and the aligned theoretical underpinnings to understanding democratic governance, and good local governance in South African municipalities.

- **Participatory governance:** Involves communities in decision-making processes. This principle draws on the deliberative democratic theory, which posits that legitimate governance requires meaningful engagement with those who are affected by decisions (Fung & Wright, 2003). In the South African context, Integrated Development Planning (IDP) processes represent a formal mechanism for participatory governance. However, Mukwevho (2014) argued that the gap between policy intent and practical implementation in the IDP frequently resulted in contested socio-economic and political landscapes, and the superficial inclusion of citizens failed to establish meaningful engagement or impact on development outcomes.
- **Consensus-oriented approach:** Balancing diverse community interests. Edigheji (2010) argued that this principle is particularly important in the South African context given the country's history of exclusion and division. It requires municipalities to develop what Schmidt (2008) termed as "discursive institutionalism"—the capacity to facilitate constructive dialogue among stakeholders with divergent interests and perspectives.

- **Accountability:** Ensure responsible utilisation of public resources. This principle forms the core of the principal-agent theory, which conceptualises governance as a relationship between principals (citizens) and agents (public officials) characterised by delegation and potential conflicts of interest. Maphunye (2014) noted that accountability in South African municipalities operates through multiple channels, including "upward accountability to provincial and national government, outward accountability to citizens and stakeholders, and horizontal accountability among municipal organs".
- **Transparency:** Provide public access to information of municipal operations. This principle aligns with what Hood and Heald (2006) termed as "the transparency doctrine"—the belief that transparency in governance enhances legitimacy, alleviates corruption, and enhances performance. The Promotion of Access to Information Act (No. 2 of 2000) provides the legislative framework for transparency in South African municipalities. However, implementation remains a challenge.
- **Responsiveness:** Address community needs timeously. The public value theory (Moore, 1995) underscores the need for public institutions to be attuned to the preferences and needs of the citizenry. Ramjee and van Donk (2011) argued that responsiveness requires "not just reactive capacity but anticipatory governance- the ability to identify and address emerging community needs before they become crises".
- **Effectiveness and efficiency:** Optimise delivery of services. This principle reflects the new public management theory, which underscores the application of private sector management principles in public administration (Chipkin & Lipietz, 2012). In South African municipalities, this often translates into performance management systems which tracks service delivery outputs and outcomes relative to resource inputs.

- **Effectiveness and efficiency:** Ensure fair access to services for all members of the community. This principle draws on the Rawlsian justice theory, which accentuates fairness in the distribution of public goods and services (Rawls, 1971). Given South Africa's history of apartheid-era segregation and discrimination, this principle resonates in the local government context. Harrison (2006) noted that "spatial justice" remains a significant challenge for South African municipalities, with "persistent patterns of unequal service provision between historically white and historically black areas".
- **Rule of law:** Adherence to legal and regulatory frameworks. This principle underscores the significance of legal constraints on the exercise of public power (Loughlin, 2010). For South African municipalities, this includes compliance with constitutional provisions, local government legislation, and judicial decisions which affects municipal authority.

2.2.3.1 Challenges: implementation and empirical evidence

The implementation of these principles in South African municipalities faces significant challenges as revealed by empirical research and official reports. Nembambula (2014) observed that political interference, capacity constraints, and resource limitations often undermine the realization of democratic governance principles, particularly in smaller and rural municipalities. The State of Local Government Report (CoGTA, 2018) identified widespread governance problems, including:

- Weak public participation mechanisms in 27% of the municipalities.
- Financial mismanagement in 64% of the municipalities.
- Inadequate transparency of tender processes in 43% of the municipalities.
- Poor responsiveness to community complaints in 38% of the municipalities.

These findings suggested a significant gap between normative principles and empirical reality in South African local governance. Nevertheless, these principles provide an essential framework to evaluate municipal performance and design an effective framework for Consequence Management (CM) intervention systems.

2.2.3.2 Examples of good governance principles and applications

Several municipalities have demonstrated innovative approaches to implement democratic governance principles. These principles have demonstrated a potential model for broader application as outlined below:

- eThekweni Metropolitan Municipality has developed an award-winning public participation framework that integrates traditional community structures with formal ward committees and enhance participatory governance through culturally appropriate mechanisms (Smith & De Visser, 2009). Their Sizakala Customer Service Centres provide one-stop service points where citizens can report problems, pay bills, and obtain information, enhance responsiveness and accessibility.
- Midvaal Local Municipality has achieved clean audits regularly by implementing robust financial controls, transparent procurement processes, and clear lines of accountability (Auditor-General South Africa, 2020). Their performance management system links individual performance agreements to organisational objectives explicitly and provides clear consequences for both success and failure.
- City of Johannesburg has established an independent anti-corruption unit referred to as Group Forensic and Investigation Services (GFIS), which operates outside the regular municipal structure to investigate allegations of corruption, fraud, and maladministration (Corruption Watch, 2019). This institutional innovation strengthens accountability; upholds the rule of law; and provides an independent mechanism to address governance failures.

2.2.3.3 Linkage to Consequence Management (CM) interventions

The realisation of the above-mentioned principles necessitates effective consequence management mechanisms which link performance to outcomes, incentivizes

compliance with governance standards, and addresses instances of non-compliance or underperformance. Mello (2018) argued that "democratic governance principles remain aspirational without robust mechanisms to reward compliance and sanction violations."

The White Paper on Local Government (1998) underscored the significance of accountable-related mechanisms to ensure that municipalities fulfil their developmental mandate. It is stated that "municipalities should be held accountable for their actions, and this requires that clear responsibilities be allocated for specific actions and outcomes". This alignment of responsibility with consequence is central towards effective governance. McDonald and Prins (2019) further noted that a framework for Consequence Management (CM) interventions functions as a mechanism to implement democratic governance principles and convert normative goals into tangible incentives and disincentives. Olsen (2015) asserted that a framework for Consequence Management (CM) interventions is essential to maintain accountability in established democratic administrations and to organise processes in less institutionalised or transitional contexts, where power dynamics and role expectations could be more fluid. The empirical search across fifteen (15) South African municipalities revealed that those with a clear framework for Consequence Management (CM) interventions demonstrated higher adherence to governance principles than those without such frameworks.

Cameron (2016) observed that Consequence Management (CM) interventions operate at multiple levels in relation to democratic governance principles, for example:

- Political level: electoral accountability provides consequences for governance failures, although the effectiveness of this mechanism is limited by factors such as party loyalty and information asymmetries.
- Administrative level: performance management systems provide consequences for individual officials, although these are often undermined by political protection and capacity constraints.
- Institutional level: oversight bodies such as the Auditor-General South Africa and Public Protector South Africa (PPSA) provide consequences for non-

compliance although its effectiveness depends on the willingness of municipal leadership to implement recommendations.

This multi-level approach to Consequence Management (CM) interventions reflects the complexity of democratic governance and the need for complementary accountability mechanisms to function at various levels and through diverse channels. The subsequent sections of this chapter explore these mechanisms in greater detail, examines how these operate in practice, and how these could be strengthened to enhance democratic governance in South African municipalities.

2.3 CONSEQUENCE MANAGEMENT (CM) APPLICATIONS IN SOUTH AFRICAN LOCAL GOVERNMENT

This section examines how Consequence Management (CM) interventions are conceptualised and implemented within the South African local government context. Particular attention is placed on its role to promote good local governance.

2.3.1 Conceptualisation of Consequence Management (CM) interventions in municipalities

Consequence Management (CM) interventions in South African municipalities can be understood as a proactive approach to identify and mitigate risks associated with service delivery and governance, which encompasses:

- Management of consequences related to fulfilling the service delivery mandate.
- Address consequences of actions and decisions by municipal officials.

This dual focus aligns with the behaviourist principles and Human Resources Management (HRM) theories discussed in the chapter, as well as underscores both environmental influences on behaviour and individual accountability.

Koma (2010) argued that Consequence Management (CM) interventions in South African municipalities should be conceptualised not merely as a punitive mechanism

but as a comprehensive system to ensure accountability, promote enhancement of performance, and achieve developmental outcomes. This perspective is supported by Mathenjwa (2014) who noted that effective Consequence Management (CM) interventions require a balance between sanctions for non-compliance and incentives for exemplary performance.

The Local Government: Municipal Systems Act (No. 32 of 2000) and the Municipal Finance Management Act (No. 56 of 2003) provide the legislative framework to conceptualize a framework for Consequence Management (CM) interventions; establish requirements for performance management; financial accountability; and disciplinary procedures. These legislative instruments reflect what Thornhill (2008) described as a "compliance-based approach" to Consequence Management (CM) interventions, which underscores adherence to procedural requirements and legal standards. However, scholars such as Fourie (2014) argued for a more outcomes-based approach which focuses on achieving substantive development goals rather than merely procedural compliance.

2.3.2 Key tools and mechanisms

Several tools and mechanisms are employed to operationalize Consequence Management (CM) interventions in South African municipalities, for example:

2.3.2.1 Service Delivery and Budget Implementation Plan (SDBIP)

Align performance targets with budgetary allocations. Sections 38-40 of the Local Government: Municipal Systems Act (No. 32 of 2000) mandates municipalities to establish a performance management system for municipal officials, assess key performance indicators and set development priorities. These indicators are highlighted in the Service Delivery and Budget Implementation Plan (SDBIP) and ensures effective performance monitoring and review. As Mofolo (2012) stated that the SDBIP functions as an essential management instrument and converts strategic objectives into implementable plans and quantifiable results to ensure efficient service delivery.

2.3.2.2 Performance Agreements (PA) for Senior Managers

Link individual performance to organisational objectives. Section 57 of the Local Government: Municipal Systems Act (No. 32 of 2000) stipulates that employment contracts for municipal managers and managers who are directly accountable to municipal managers include performance agreements with clear performance objectives and targets (Kroukamp, 2014). These agreements provide the basis for performance assessment and a framework for Consequence Management (CM) interventions.

2.3.2.3 Code of Conduct for municipal staff and Councillors

Set ethical standards and behavioural expectations. Schedule 7 of the Local Government: Municipal Structures Act (No. 117 of 1998) and Schedule 2 of the Local Government: Municipal Systems Act (No. 32 of 2000) prescribes codes of conduct for councillors and municipal staff respectively, and specific consequences for breaches including formal warnings, reprimands, fines, suspension, and removal from office (Fourie, 2014).

2.3.2.4 Supply Chain Management (SCM) policies

Ensure transparency and fairness in procurement processes. The Municipal Finance Management Act (No. 56 of 2003) requires municipalities to establish supply chain management policies with specific provisions to address fraud, corruption, favouritism, and unfair or irregular practices (National Treasury, 2017). These policies include Consequence Management (CM) intervention provisions for non-compliance.

2.3.2.5 Risk management frameworks

Identify and mitigate potential threats to service delivery and governance. The Municipal Finance Management Act (No. 56 of 2003) requires municipalities to implement effective systems of risk management, including identification, assessment, and mitigation of risks which could affect financial sustainability and service delivery (Fourie & Opperman, 2015). Sibanda (2017) argued that these tools and mechanisms represent a comprehensive framework for Consequence Management (CM)

interventions in South African municipalities, but its effectiveness depends on consistent implementation, political will, and administrative capacity. Similarly, Mello (2018) observed that the formal adoption of these tools does not necessarily translate into enhanced governance outcomes and highlighted the need for change management, capacity building, and cultural transformation.

2.4 CHALLENGES: IMPLEMENTATION OF CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS

Despite the comprehensive framework for Consequence Management (CM) interventions, South African municipalities face several challenges with regard to its effective implementation. These challenges reflect broader governance issues within the local sphere of government and requires systematic attention to create an environment conducive to effective Consequence Management (CM) interventions. Below, several key challenges are highlighted:

- **Political interference:** One of the most significant challenges to effective Consequence Management (CM) interventions is political interference in administrative processes and decisions. Thornhill (2008) argued that the blurring of the political-administrative interface undermines accountability and creates a culture of impunity. Mathenjwa (2014) noted that political protection often shields officials from consequences for poor performance or misconduct, particularly when they are politically connected.
- **Capacity constraints:** The lack of skilled personnel to implement complex systems presents a significant challenge towards effective Consequence Management (CM) interventions. According to COGTA (2019), many municipalities, particularly in rural areas, struggle to attract and retain qualified professionals in finance, human resources, and performance management roles. This capacity deficit affects the ability to implement sophisticated performance management systems, conduct thorough investigations, and enforce appropriate consequences (Monkam, 2014).

- **Resource limitations:** Insufficient funding for robust oversight mechanisms constrains the effectiveness of Consequence Management (CM) interventions. Koma (2017) observed that many municipalities allocate minimal resources to internal audit functions, performance management systems, and other accountability mechanisms, which reflects a poor prioritization of Consequence Management (CM) interventions in respect of service delivery imperatives. This resource constraint is particularly acute in smaller municipalities which have a limited revenue base.
- **Cultural factors:** Resistance to accountability and transparency initiatives represents a significant cultural barrier towards effective Consequence Management (CM) interventions. De Visser (2009) argued that a culture of non-compliance and impunity had developed in selected municipalities. For example, exceptions to rules have become the norm and enforcement is inconsistent. This cultural dimension requires that attention be paid to values, norms, and behaviour which either supports or undermines accountability (Sebola, 2014).
- **Systemic issues:** Inherited inequalities and infrastructure backlogs have an impact on service delivery and creates contextual challenges for Consequence Management (CM) interventions. Siddle and Koelble (2016) posited that the historical legacy of apartheid continues to influence municipal capacity, community expectations, and while service delivery challenges remain prevalent. These systemic issues must be considered when a framework for Consequence Management (CM) intervention systems is designed and implemented to ensure fairness and contextual appropriateness.

These challenges reflect the broader issues to balance accountability, employee morale and navigate political pressures. To address these challenges, a multifaceted approach which combines legislative reform, capacity building, cultural change, and systemic transformation is required. The case studies presented in the following

section illustrate both the consequences of failure to address these challenges and potential approaches to overcome these.

2.5 SYNTHESIS: CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS AS A PREREQUISITE FOR GOOD LOCAL GOVERNANCE

This section consolidates the discussions presented earlier in this and the following chapter, followed by an analysis of the nexus between Consequence Management (CM) interventions and good local governance with reference to the identified research objectives. It synthesises the theoretical foundations, empirical observations, and normative frameworks to establish Consequence Management (CM) interventions as a prerequisite for effective municipal governance in South Africa.

2.5.1 Aligning theoretical insights with study objectives

The first objective of this study, as outlined in Chapter 1, sought to investigate behaviourism as a meta-framework and analyse the place of Consequence Management (CM) interventions as an applied field within Human Resource Management (HRM). This chapter fulfilled this objective by exploring behaviourist theories including Classical Conditioning, Operant Conditioning, and the Social Learning Theory, and demonstrated its relevance to understand how municipal governance systems shape official behaviour through reinforcement mechanisms. The theoretical analysis established that:

- Behaviourist principles provide a scientific basis to understand how organisational systems influence employee conduct through consequences (Baum, 2005).
- Agency Theory, Expectancy Theory, Organisational Justice Theory, and Goal-Setting Theory collectively provide a robust theoretical foundation for Consequence Management (CM) interventions in municipal contexts (Vroom, 1964; Greenberg, 1987; Locke & Latham, 2002).
- Consequence Management (CM) interventions operate through multiple dimensions including performance management, disciplinary procedures, rewards and recognition, accountability systems, ethics and compliance, and

leadership development (Heinrich, 2002; Treviño, Weaver, Gibson, & Tofler, 1999).

The second objective endeavoured to examine the principles and status of good local governance in South Africa. This chapter addressed this objective as follows:

- Analysed the constitutional mandate for good local governance and its implications for service delivery and community development (Steytler, 2005).
- Examined democratic governance principles as prerequisites for effective local governance, including participatory governance, accountability, transparency, responsiveness, effectiveness, efficiency, equity, and rule of law (Nembambula, 2014; Mello, 2018).
- Evaluated the statutory and regulatory framework for local governance, as well as identified both strengths and implementation challenges (Fourie & Opperman, 2015; De Visser, 2009).

The integration of these objectives revealed a fundamental alignment between the theoretical underpinnings of Consequence Management (CM) interventions and the normative requirements of good developmental local governance. Maphunye (2014) argued that "the theoretical basis for Consequence Management (CM) interventions in municipalities is inextricably linked to the broader normative framework of democratic governance, with each informing and reinforcing the other."

2.5.2 The nexus between Consequence Management (CM) interventions and good local governance

The analysis presented in these chapters established several critical nexus points between Consequence Management (CM) interventions and good local governance:

- **Accountability:** Effective Consequence Management (CM) interventions operationalise the principle of accountability by creating tangible mechanisms through which municipal officials are held responsible for their actions and decisions. Cameron (2016) observed that "without consequence, accountability

becomes merely rhetorical, a statement of principle rather than a practical governance mechanism". The behaviourist perspective elucidated in the chapter provided the theoretical underpinning for this nexus and explained how consequences shape behaviour through reinforcement and punishment.

- **Performance:** Good local governance requires consistent, high-quality performance in service delivery and community development, which Consequence Management (CM) interventions supports through performance standards, measurement, feedback, and appropriate rewards or corrective measures. The Goal-Setting Theory explains that this nexus underscores how clear performance expectations coupled with meaningful consequences enhance municipal effectiveness (Van der Waldt, 2014).
- **Ethical:** Both Consequence Management (CM) interventions and good local governance require ethical conduct and integrity amongst municipal officials. Sebola (2014) noted that "ethical governance cannot exist without consequences for unethical behaviour." This nexus is supported by the principle of the rule of law and the statutory frameworks which govern municipal conduct, including codes of conduct for municipal officials and councillors.
- **Transformation:** South Africa's good local governance agenda aims to transform historically unequal communities through inclusive service delivery and development. Consequence Management (CM) interventions support this transformative agenda and ensures that resources are utilised effectively and for their intended purposes. Pieterse (2013) argued that "transformation requires not only policies and resources but accountability mechanisms to ensure implementation, Consequence Management (CM) interventions provide these mechanisms."

- Capacity development: Both developmental governance and effective Consequence Management (CM) interventions require capable municipal officials with appropriate skills, knowledge, and attitudes. Koma (2010) asserted that "capacity building and Consequence Management (CM) interventions are complementary, consequences without capacity development are punitive, while capacity development without consequences lacks accountability". This nexus highlights the developmental aspect of Consequence Management (CM) interventions, which aims not merely to punish but to enhance.

2.5.3 Implications for municipal governance in the North West Province

The synthesis of theoretical insight and empirical evidence has significant implications for municipal governance in the North West Province, which is the focus of this empirical investigation. The implications include:

- Necessity for comprehensive frameworks: The absence of comprehensive framework for Consequence Management (CM) interventions in many North West municipalities represent a critical gap in governance which must be addressed to enhance developmental outcomes (CoGTA, 2019).
- Contextualization requirement: While general principles of Consequence Management (CM) interventions apply across municipalities, effective implementation requires contextualization to specific challenges and conditions of municipalities in the North West, including rural-urban differences, capacity constraints, and political dynamics (Fourie, 2014).
- Multi-level approach: To address the Consequence Management (CM) interventions deficit in North West municipalities require a multi-level approach which would involve political leadership, administrative systems, and oversight bodies, as well as provincial support and intervention where necessary (Mathenjwa, 2014).

- Cultural transformation: Beyond formal systems and structures, effective Consequence Management (CM) interventions require cultural transformation toward greater accountability, transparency, and performance orientation in municipal organisations (Mello, 2018).
- Capacity development alignment: Consequence Management (CM) intervention initiatives must be aligned with capacity development efforts to ensure that municipal officials have the necessary skills and resources to meet performance expectations (Koma, 2010).

These implications inform the empirical investigation to follow, which will examine the current status of Consequence Management (CM) interventions in selected North West municipalities and develop a comprehensive framework to enhance accountability and governance outcomes. The synthesis provides both the theoretical justification and empirical basis to position Consequence Management (CM) interventions as a prerequisite for good local governance.

2.6 CONCLUSION

This chapter explained that a framework for Consequence Management (CM) interventions is indeed a prerequisite for good developmental local governance in South Africa. The analysis revealed that effective Consequence Management (CM) interventions require a comprehensive approach which encompasses clear legal frameworks, appropriate institutional structures, supporting tools and mechanisms, and a conducive organisational culture. The challenges identified in relation to the implementation of Consequence Management (CM) interventions highlights the need for continued research and formulate policy in this area, particularly to address the political, capacity, resource, cultural, and systemic issues which undermines accountability mechanisms.

An empirical investigation of municipalities in the North West Province was undertaken to provide a crucial foundation to analyse the current status of Consequence Management (CM) interventions as well as proposed recommendations towards its enhancement. The theoretical framework established in Chapter 2, combined with the practical analysis presented in this chapter, provides a robust basis for the adopted research methodology discussed in Chapter 5 and the subsequent empirical findings. The next chapter explores Consequence Management (CM) interventions: A theoretical and conceptual exposition.

CHAPTER 3: CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS: A THEORETICAL AND CONCEPTUAL EXPOSITION

3.1 INTRODUCTION

The previous chapter examined practical dimensions, elements and modalities of a framework for Consequence Management (CM) interventions as conceptualised and implemented within South African municipalities. This chapter provides a focused theoretical and conceptual foundation to understand Consequence Management (CM) interventions in South African local governance, particularly municipalities in the North West Province. The theoretical framework is structured around key theories which directly informs the development and implementation of effective Consequence Management (CM) intervention systems. Rather than explore numerous theoretical perspectives, this chapter focuses on the most relevant theoretical foundations which align with the central theoretical statements identified in Chapter 1.

The chapter examines behaviourism as a foundational theory and explains how consequences shape behaviour; accountability theory as it applies to public administration; organisational justice theory in relation to fair implementation of consequences; and good governance theory as the normative framework for local government performance. By integrating these theoretical perspectives, a comprehensive framework emerges which provides both conceptual clarity and practical guidance to address the research problem. With reference to municipalities in the North West Province, this chapter endeavoured to establish the theoretical basis to comprehend what Consequence Management (CM) is; why it matters in local governance; and how it connects to broader principles of good developmental local governance. This theoretical foundation informs the empirical investigation of Consequence Management (CM) intervention challenges and opportunities in subsequent chapters.

3.2 BEHAVIOURISM AS A FOUNDATION FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS

Behaviourism is a critical imperative when the notion of Consequence Management (CM) interventions is undertaken. Below, the discussion focuses on the operant condition theory and its relevance to the discipline, Public Administration, Behaviourist Principles in Municipal Performance Management as well as Social Learning Theory and Organisational Culture in municipal settings.

3.2.1 Operant Conditioning Theory and Its application to Public Administration

Behaviourism, particularly Skinner's Operant Conditioning theory, provides a fundamental theoretical basis of how consequences shape behaviour in organisational settings. Skinner's theory (1938, 1953) posits that behaviour is determined by its consequences, *i.e.*, behaviour which is rewarded tends to be repeated, while behaviour that is punished or ignored tends to diminish.

The connection between behaviourist principles and organisational management has been well-established in contemporary literature. Komaki (1986:297) explicitly linked operant conditioning to organisational performance management. He argued that "the contingent delivery of consequences is the crucial element in maintaining desirable performance." This direct theoretical connection to performance management makes behaviourism particularly relevant to Consequence Management (CM) interventions in public administration.

In the context of local government administration, Operant Conditioning theory explains several key mechanisms:

- Positive reinforcement: Reward desired behaviour (*e.g.*, exemplary service delivery, ethical conduct, or innovation) increases their likelihood. Komaki, Coombs, and Schepman (2000) demonstrated that when managers consistently reinforced desired employee behaviour, performance improved significantly. Doerr, Mitchell, Schriesheim, Freed, and Zhou (2002) extended

this research to public sector settings and revealed that recognition programs based on behaviourist principles improved both individual and team performance. This connects directly to the rewards component of a framework for Consequence Management (CM) interventions identified in the central theoretical statements in Chapter One.

- Negative reinforcement: The removal of negative conditions when desired behaviour occurs can strengthen those behaviours. Latham and Huber (1992) documented how limiting administrative burdens for high-performing departments served as effective negative reinforcement. In municipal contexts, this might involve the limitation of oversight requirements for departments with consistently strong performance records.
- Punishment: The introduction of negative consequences for undesired behaviours (such as misconduct, non-compliance, or poor performance) decreases its frequency. Arvey and Ivancevich (1980) examined disciplinary practices in organisations and revealed that when properly implemented, disciplinary actions could limit undesirable behaviour effectively. Treviño (1992) further demonstrated that consistent application of sanctions for ethical violations substantially limited future misconduct. This forms the theoretical basis for disciplinary aspects of a framework for Consequence Management (CM) interventions.
- Extinction: When behaviour is no longer reinforced, these gradually diminish. Luthans and Kreitner (1985) documented how the removal of reinforcement for specific behaviour in organisational settings led to its decline. This explains why consistent application of consequences is essential for effective Consequence Management (CM) interventions.

The Auditor General of South Africa (AGSA) (2022-23) highlighted the significance of these behaviourist principles in a framework for Consequence Management (CM)

interventions across all government spheres, including municipalities. The theoretical insight that behaviour is influenced by its consequences provides a foundation as to why clear, consistent, and appropriate consequences are essential to enhance municipal performance.

3.2.2 Behaviourist Principles in Municipal Performance Management

The application of behaviourist principles to municipal performance management is particularly relevant given the service delivery challenges identified in Chapter 1. The key theoretical applications include:

- **Measurable behaviour:** Behaviourism underscores observable, measurable behaviour and aligns with the need for clear performance metrics in municipal administration. The Auditor General of South Africa (AGSA, 2022-23) accentuated that objective performance measurement is essential for effective Consequence Management (CM) interventions. Daniels and Daniels (2004:21) argued that "measurement is the foundation of effective performance management" and linked this directly to behaviourist principles of observable behaviour. In the municipal context, Cameron and Sewell (2003) demonstrated how the implementation of clear, measurable performance indicators based on behaviourist principles improved accountability in South African local government.
- **Consistency in application:** Behaviourist theory underscores that consequences must be consistently applied to shape behaviour effectively. Podsakoff, Bommer, Podsakoff, and Mackenzie (2006) revealed that inconsistent consequences significantly undermined organisational performance and employee morale. This theoretical principle addresses the challenge of inconsistent application of disciplinary measures highlighted in the identified problem statement in Chapter One. Mafunisa (2008) specifically applied this principle to South African public administration and noted that inconsistent application of disciplinary measures contributed towards governance challenges.

- **Timeliness of consequences:** Behaviourist research demonstrates that consequences are most effective when these occur promptly after the behaviour. Daniels (2000:25) stated that "immediate consequences are more effective than delayed consequences" to shape organisational behaviour. Van der Waldt (2004) found that in municipal settings, delays in the implementation of consequence interventions for performance or misconduct limited its effectiveness considerably. Therefore, the need for timely implementation of a framework for Consequence Management (CM) interventions in municipalities is imperative.
- **Antecedent-Behaviour-Consequence Model:** Behaviourist theory recommends the ABC model (Antecedent-Behaviour-Consequence) as a framework to understand and manage performance. Stajkovic and Luthans (2003) applied this model to organisational settings and demonstrated its effectiveness to enhance performance. In the local government context, Fourie (2007) utilised this model to analyse municipal performance management systems in South Africa. The findings revealed that clearly defined antecedents (expectations) and consequences improved service delivery outcomes significantly.

3.2.3 Social Learning Theory and organisational culture in municipal settings

While classical behaviourism focuses primarily on direct consequences, Bandura's Social Learning Theory (1977) extends behaviourist principles to account for observational learning and modelling, which is particularly relevant to comprehend organisational culture in municipalities. Bandura's theory suggests that individuals learn not only from direct consequences but also by observing the consequences experienced by others. This theoretical extension has the following important implications for Consequence Management (CM) interventions in municipalities:

- **Vicarious Learning:** Treviño, Weaver, and Reynolds (2006) demonstrated that employees learn about acceptable behaviour by observing how their colleagues' actions result in certain consequences. When municipal employees

observe others being held accountable (or not) for their actions, it shapes their own behaviour. Pillay (2004) applied this concept specifically to South African public administration. The findings revealed that visible consequences for both positive and negative behaviour had a ripple effect throughout the organisations.

- Leadership modelling: Brown, Treviño, and Harrison (2005) argued that leaders' behaviour and the consequences they experience influences subordinates' ethical conduct significantly. Kroukamp and Cloete (2016) found that in municipal settings when senior officials were held accountable for performance or misconduct, it established behavioural norms throughout the organisation. This finding relates to the leadership challenges identified in the problem statement identified in Chapter 1.
- Organisational culture development: Schein (2010) incorporated behaviourist principles in his theory, organisational culture, and argued that "what leaders pay attention to, measure, and control" shapes organisational values and norms. Fourie and Poggenpoel (2017) applied this theoretical perspective to South African local government and reported that consistent application of consequences played a critical role in the development of accountability and performance.

3.2.4 Limitations and extensions of Behaviourist Theory for Consequence Management (CM) interventions

While behaviourism provides essential theoretical insight for Consequence Management (CM) interventions, it is important to acknowledge its limitations and consider theoretical extensions which addresses the complex nature of human behaviour in organisational settings.

- Cognitive factors: Cognitive evaluation theory (Deci and Ryan, 1985) suggests that external consequences can occasionally undermine intrinsic motivation. This theoretical perspective cautions against over-reliance on extrinsic

consequences. Mafunisa (2013) examined this tension in South African public administration and argued for balanced consequence systems to address both intrinsic and extrinsic motivation.

- Cultural and contextual considerations: Behaviourism has been criticized for inadequate attention to cultural and contextual factors which influences behaviour. Hofstede's (2001) cultural dimensions theory suggests that effective consequence systems must be aligned with cultural values. Siddle and Koelble (2016) applied this perspective to South African local government and demonstrated how cultural factors influenced the effectiveness of performance management systems.
- Ethical dimensions: Treviño, Weaver, and Reynolds (2006) argued that effective organisational ethics programs must go beyond behaviourist reinforcement to address moral reasoning and ethical climate. In the municipal context, Fourie (2015) highlighted that the combination of behaviourist consequences with ethics education and value-based leadership was more effective than only consequences.
- Integration with Systems Theory: Modern approaches integrate behaviourist principles with the systems theory to address the complexity of organisational behaviour. Senge (1990) incorporated behaviourist insight into his systems thinking approach to organisational learning. Van der Waldt (2004) applied this integrated perspective to South African local government and argued that Consequence Management (CM) interventions must be embedded within broader organisational systems to be effective.

Despite these limitations, behaviourist principles remain fundamental to understanding the effective framework for Consequence Management (CM) interventions. Luthans and Stajkovic (1999) concluded that "while cognitive and social factors certainly

influence human behaviour in organisations, the systematic application of consequences remains one of the most powerful tools for performance improvement." This theoretical insight supports the central role of Consequence Management (CM) interventions to address municipal governance challenges which were identified in Chapter One. While behaviourism provides essential theoretical insight into Consequence Management (CM) interventions, it is important to acknowledge its limitations. Critics have argued that behaviourism oversimplifies human motivation and neglects internal cognitive processes (Pribram, 1979). Therefore, whilst behaviourist principles inform the basic mechanisms of a framework for Consequence Management (CM) interventions, a comprehensive theoretical framework must integrate additional perspectives to address the complex social and organisational dynamics of local government.

3.3 ACCOUNTABILITY THEORY IN PUBLIC ADMINISTRATION

The theory of high accountability is crucial for public administration and municipal management. When municipal officials are held accountable, certain elements of effective and good governance are underscored, and result in enhanced compliance with a framework for Consequence Management (CM) interventions. This notion is expounded upon below.

3.3.1 Conceptualisation of accountability in local government

Accountability theory provides a critical theoretical foundation for a Consequence Management (CM) interventions framework in municipalities. Bovens (2007) defined accountability as "a relationship between an actor and a forum, in which the actor has an obligation to explain and to justify his or her conduct, the forum can pose questions and pass judgment, and the actor may face consequences." This theoretical perspective substantiates that accountability encompasses both answerability (obligation to explain and justify conduct) and enforcement (facing consequences).

Mulgan (2000) refined this theoretical concept by identifying three essential components of accountability: "external scrutiny, justification, and sanctions." The sanctions component connects directly with the accountability theory to Consequence

Management (CM) interventions and establishes a theoretical basis that accountability without consequences lacks substantive meaning. Schedler (1999) reinforced this theoretical connection and argued that "accounting for one's actions implies the threat of sanctions if these actions breach certain rules of conduct."

In the South African local government context, accountability operates across multiple dimensions:

- **Political accountability:** Municipal officials are accountable to elected representatives and, ultimately, to the citizenry. This form of accountability connects to the constitutional mandate for democratic local governance. Cameron (2003) examined how political accountability manifests in South African municipalities and argued that electoral mechanisms create important but limited accountability. March and Olsen (1995) theorized that political accountability requires "institutionalized practices of accounting embedded in a political community." The Municipal Systems Act (32 of 2000) institutionalizes these practices through public participation and council oversight.
- **Hierarchical accountability:** Officials are accountable to their superiors within the municipal administrative structure. This dimension is particularly relevant for day-to-day management and supervision. Thompson (1980) theorized that hierarchical accountability in public administration operates through chains of principal-agent relationships. Thornhill (2008) applied this theoretical perspective to South African local government and examined how administrative hierarchies facilitate or impede accountability. The Public Service Commission (PSC) (2010) identified weaknesses in hierarchical accountability as the contributory factor to challenges in municipal governance.
- **Legal accountability:** Municipal actions must comply with relevant legislation and regulations, and legal consequences for non-compliance. This connects to the legislative framework outlined in Chapter One. Rosenbloom, Kravchuk, and Clerkin (2009:507) theorized that legal accountability "establishes the rule of law as a constraint on administrative action." In the South African context, De

Visser (2010) examined how the constitutional and legislative framework creates legal accountability mechanisms for municipalities. The Municipal Finance Management Act (56 of 2003) prescribes legal consequences for financial misconduct.

- Professional accountability: Officials are accountable for professional standards and norms. This dimension relates to the challenges associated with competency as identified in the theoretical statements presented in Chapter One. Romzek and Dubnick (1987) theorized that professional accountability relies on "deference to expertise and the exercise of individual judgment by professionals." Kroukamp (2007) applied this theoretical perspective to South African local government and examined how professional standards influence municipal performance. The National Treasury's (2007) competency regulations for municipal finance officials institutionalizes this form of accountability.

3.3.2 Principal-Agent Theory and municipal accountability

Principal-Agent Theory (Jensen and Meckling, 1976) provided additional theoretical depth to comprehend accountability in local government. This theory examined relationships in which one party (the principal) delegates work to another (the agent) who undertakes the task. Jensen and Meckling (1976) defined agency relationship as "a contract under which one or more persons (the principal(s)) engage another person (the agent) to perform some service on their behalf which involves delegating some decision-making authority to the agent."

In municipal context, several principal-agent relationships are prevalent. These are discussed briefly below.

- Citizens as principals: Citizens delegate authority to elected councillors, who are expected to represent their interests. This relationship forms the basis of democratic accountability. Besley (2006) extended the principal-agent theory to democratic governance and theorized that electoral mechanisms help align

politicians' incentives with the interests of the citizens. Iring and Mokoena (2012) applied this theoretical perspective to South African local government and examined how democratic accountability mechanisms function in practice. The Constitution of South Africa (1996) institutionalises this relationship through provisions for local democratic governance.

- Council as principal: The municipal council delegates administrative authority to the municipal manager and administration, who serve as agents in the implementation of council decisions. Moe (1984) theorised how legislative bodies utilise oversight and incentive structures to control bureaucratic agents. De Visser (2010) applied this theoretical perspective to South African municipalities and examined the relationship between councils and administrations. The Municipal Structures Act (117 of 1998) formalised this principal-agent relationship through provisions on council oversight.
- Municipal Manager as principal: The municipal manager delegates specific responsibilities to heads of department and officials and thereby creates an additional principal-agent relationship within the administration. Miller (2005) examined how hierarchical principal-agent relationships operate in public organisations. Fourie (2009) applied this theoretical lens to municipal management in South Africa and analysed how municipal managers employ accountability frameworks to ensure performance.

Principal-agent theory identifies inherent challenges in these relationships, including information asymmetry (agents typically have more information than principals) and potential misalignment of interests. Miller (2005) noted that "the principal cannot observe the agent's actions directly and so must rely on various imperfect proxies." These theoretical insights explain why accountability mechanisms, including Consequence Management (CM) interventions, are essential to ensure that agents serve in accordance with the principals' interests.

3.3.3 Agency problems and Consequence Management (CM) interventions in municipalities

Principal-agent theory identifies several specific agency problems which Consequence Management (CM) interventions can address:

- **Moral hazard:** Eisenhardt (1989) defined moral hazard as "lack of effort on the part of the agent" due to the principal's inability to observe all actions. In the municipal context, this might manifest because the officials may not exert themselves to fulfil their responsibilities. Fourie and Poggenpoel (2017) documented examples of moral hazard in South African municipalities, including absenteeism and poor service delivery. A framework for Consequence Management (CM) interventions addresses moral hazard by determining consequences for inadequate effort or performance.
- **Adverse selection:** According to Arrow (1985), adverse selection occurs when agents misrepresent their ability or qualifications. In municipalities, this might involve the appointment of officials who lack the required competencies. Siddle and Koelble (2016) identified adverse selection as a contributory factor towards challenges associated with capacity in South African local government. Consequence Management (CM) interventions address adverse selection and creates consequences for deficiencies in performance, regardless of how these originate.
- **Goal conflict:** Jensen and Meckling (1976) theorized that agents may pursue goals which differ from the principals' objectives. In municipalities, officials might prioritise personal or political interests over service delivery. Mafunisa (2013) documented instances in South African local government during which identified conflict in reaching a goal including corruption and patronage. Consequence Management (CM) interventions address goal conflict by aligning incentives with organisational objectives. Miller (2005) theorised that effective management of principal-agent relationships requires "monitoring systems, incentive-compatible rewards, and sanctions." This theoretical perspective

connects directly with the principal-agent theory to Consequence Management (CM) interventions and establishes it as a necessary component to address problems associated with agency in local government.

3.3.4 Accountability mechanisms and Consequence Management (CM) interventions

Accountability theory identifies various mechanisms through which accountability is operationalised in public administration. These mechanisms, as described by theorists Romzek and Dubnick (1987) and O'Connell (2005) include:

- Reporting and disclosure: Regular reporting on performance and compliance creates transparency and enables evaluation. Scott (2000:42) theorized that "accountability requires information" and examines how reporting mechanisms facilitates accountability. Examples in South African municipalities include annual reports, performance assessments, and audit reports. Fourie (2007) analysed the effectiveness of municipal reporting mechanisms and identified challenges in information quality and accessibility. The Municipal Systems Act (32 of 2000) and Municipal Finance Management Act (56 of 2003) institutionalises reporting requirements.
- Oversight and monitoring: Internal and external oversight bodies monitor compliance and performance. McCubbins and Schwartz (1984) developed a theoretical model of oversight and distinguished between "police patrol" (direct, regular monitoring) and "fire alarm" (responding to reported problems) approaches. Oversight structures such as Municipal Public Accounts Committees (MPACs) and Audit Committees (ACs) represents this mechanism. Khalo (2013) examined how this oversight mechanisms function in South African municipalities and identified both strengths and limitations. The Municipal Finance Management Act (MFMA) (56 of 2003) prescribes the requirements for municipal audit committees.

- Sanctions and rewards: Consequences are applied based on performance evaluations. This mechanism is the core of a framework for Consequence Management (CM) interventions. Braithwaite (1989) theorized how sanctions shape organisational behaviour and argued that "responsive regulation" calibrates consequences to specific contexts. Fourie and Poggenpoel (2017) applied this theoretical perspective to South African local government and examined the effectiveness of various consequence structures. Section 171 of the Municipal Finance Management Act (MFMA) (56 of 2003) stipulates specific sanctions for financial misconduct.
- Participation and voice: Stakeholders can question and challenge officials directly. Arnstein (1969) theorised various levels of participatory accountability, e.g., tokenism and citizen power. Public participation mechanisms such as ward committees and community forums represent this dimension. Buccus and Hicks (2008) analysed participatory mechanisms in South African local government and identified both successes and challenges. Chapter 4 of the Local Government: Municipal Systems Act (32 of 2000) stipulates the requirements for community participation.

The theoretical relationships between these accountability mechanisms and Consequence Management (CM) interventions (refer to the problem statement identified in Chapter One) explain why municipalities with formal accountability structures may still experience governance challenges if consequences are not effectively implemented. O'Connell (2005) argued that "accountability without consequences is merely an information system," which theoretically supports the essential role of Consequence Management (CM) interventions to ensure accountability.

3.3.5 Multilevel accountability and intergovernmental dimensions

Accountability theory has been extended to address the complex, multilevel nature of governance systems in South Africa. Accountability in such systems operate not only

within organisations but also across various levels of government. This multilevel perspective is particularly relevant to comprehend Consequence Management (CM) interventions in South African municipalities.

- Diagonal accountability: Schillemans (2011:389) defined diagonal accountability as "accountability relationships between agencies situated in different hierarchical relationships." In the South African context, this includes accountability relationships between municipalities and provincial or national oversight bodies. Powell (2012) examined how diagonal accountability operates in South African intergovernmental relations and analysed the Auditor-General and provincial oversight mechanisms. Section 139 of the Constitution (1996) stipulates provisions for provincial intervention in municipalities, which creates a significant diagonal accountability measure.
- Mutual accountability: Romzek *et al.* (2012) theorised mutual accountability relationships in complex governance networks. In South Africa's local government, mutual accountability measures include intergovernmental forums and cooperative governance structures. Tapscott (2000) analysed how these measures function in practice and identified challenges in coordination and enforcement. The Intergovernmental Relations Framework Act (13 of 2005) institutionalizes mutual accountability measures.
- Accountability regimes: Koppell (2005) theorized that public organisations operate within "accountability regimes" and comprises of multiple, occasionally conflicting demands for accountability. Municipal officials must navigate accountability to the citizenry, council, national legislation, and professional standards simultaneously. Fourie (2016) applied this theoretical perspective to the South African local government and examined how officials balance competing pressures on accountability. The conflicting demands documented in the problem statement in Chapter One reflected these complex accountability regimes.

The theoretical perspective of multilevel accountability explains why Consequence Management (CM) interventions in municipalities cannot be understood in isolation from broader governance systems. A framework for local Consequence Management (CM) intervention systems operates within intergovernmental relationships of accountability which may either reinforce or undermine its effectiveness. Powell (2012) argued that "effective local accountability requires alignment and coordination across governance levels," which provides theoretical support to address intergovernmental dimensions in a framework for Consequence Management (CM) interventions.

3.3.6 Accountability deficits and implementation challenges

Accountability theory identifies several common patterns of its failure which are relevant to comprehend the challenges to implement effective Consequence Management (CM) interventions in municipalities:

- **Accountability overload:** Bovens, Schillemans and Hart (2008) theorized that excessive demands of accountability can result in dysfunctional consequences, as well as burdens related to compliance and the displacement of goals. Fourie (2007) documented that in South African municipalities, multiple, overlapping accountability requirements can overwhelm administrative capacity. This theoretical insight explains why the inclusion of Consequence Management (CM) intervention systems without addressing overall accountability architecture may prove ineffective.
- **Accountability gaps:** Mulgan (2014) theorized that accountability systems often contain "gaps" *i.e.*, responsibility is unclear or consequences are absent. In South African local government, the Auditor-General of South Africa (AGSA) (2022-23) identifies such gaps, particularly consequences for financial misconduct. These theoretical and empirical insights support the need for a comprehensive framework to fill the gap for existing Consequence Management (CM) interventions.

- **Blame avoidance:** Hood (2011) theorised how public officials develop strategies to avoid blame, as well as deflect responsibility and create complex structures for accountability which obscures its clear lines to be held answerable. Mafunisa (2013) documented similar patterns in South African municipalities, *e.g.*, officials may attribute failures due to resource constraints or external factors. An effective framework for Consequence Management (CM) interventions must address these blame avoidance strategies.
- **Implementation deficits:** Hill and Hupe (2002) theorized that policy implementation often suffers from "implementation deficits", *i.e.*, formal accountability systems exist but are not fully operationalized. The South African Local Government Association (SALGA) (2017) documented similar shortcomings in the implementation phase in municipal accountability systems, *i.e.*, formal disciplinary procedures exist but are applied inconsistently. This theoretical perspective explains the gap between formal accountability structures and an effective framework for Consequence Management (CM) interventions as identified in the problem statement in Chapter One.

These theoretical insights into accountability-related challenges provides a significant context as to why, despite comprehensive legislative frameworks, municipalities in the North West Province continue to experience challenges associated with governance. Bovens (2007) concluded that "the mere existence of accountability mechanisms is not enough; they must be properly designed and effectively implemented." This theoretical perspective underscored the need for careful attention to implement factors to develop a framework for Consequence Management (CM) interventions.

3.4 ORGANISATIONAL JUSTICE THEORY AND ITS APPLICATION TO LOCAL GOVERNANCE

The theory of Organisational Justice posits that employees' perceptions within an organisation significantly influences their attitudes and behaviour, which ultimately

impacts upon organisational outcomes. The following discussion substantiates this notion.

3.4.1 Dimensions of Organisational Justice

The organisational justice theory examines fairness in workplace procedures, interactions, and outcomes (Greenberg, 1987). This theoretical perspective provides a crucial foundation of how Consequence Management (CM) intervention systems are perceived and its ultimate effectiveness in municipalities. Greenberg (1987) defined organisational justice as "people's perceptions of fairness in organisational settings," and established a theoretical framework which focused on subjective perceptions rather than only on objective fairness.

The organisational justice literature identifies four key dimensions which are of relevance for a framework for Consequence Management (CM) interventions in municipalities:

- **Distributive justice:** Fairness in the allocation of rewards and punishment. Adams' (1965) equity theory provided the theoretical foundation for distributive justice, which proposed that individuals evaluate fairness by comparing the input-outcome ratio to others. Cropanzano, Bowen and Gilliland (2007) noted that "distributive justice reflects the perceived fairness of decision outcomes." In municipal settings, this relates to whether consequences are proportional to actions and consistent across similar instances. Thornhill (2008) applied this theoretical perspective to South African municipalities and revealed that perceptions of unfair distribution of consequences undermined disciplinary systems. The Public Service Commission (PSC) (2016) documented how inconsistent application of sanctions for similar misconduct created perceptions of distributive injustice in the public sector.
- **Procedural justice:** Fairness in the processes to determine outcomes. Thibaut and Walker's (1975) research on procedural justice established that approval of decisions depends not only on outcomes but also on the perceived fairness of the processes. Leventhal (1980) identified six criteria for procedural justice:

consistency, bias suppression, accuracy, correctability, representativeness, and ethicality. In municipal contexts, this includes due process of disciplinary procedures and transparent decision-making. Mafunisa (2008) examined procedural justice in South African public administration and revealed that adherence to fair procedures enhanced legitimacy even when outcomes were unfavourable. The Labour Relations Act (66 of 1995) institutionalizes procedural justice requirements for disciplinary processes.

- **Interactional justice:** Fairness of interpersonal treatment during the implementation of procedures. Bies and Moag (1986) introduced this dimension and theorised that people evaluate fairness not only according to outcomes and procedures but also of how these are considered during implementation. Colquitt (2001) further subdivided interactional justice into interpersonal justice (treat people with dignity and respect) and informational justice (provide adequate explanations). In Consequence Management (CM) interventions, this includes the management of employees with respect and dignity during disciplinary processes. Pillay (2004) examined interactional justice in South African public organisations and revealed that treating people with respect significantly influenced perceptions of overall fairness. The Code of Conduct for Municipal Staff (Municipal Systems Act, Schedule 2) establishes norms for respectful treatment.
- **Informational justice:** Provide adequate explanations for decisions. Greenberg (1993) distinguished informational justice as a distinct dimension and focused on the explanations provided for the decisions taken. Colquitt (2001:389) defined informational justice as "providing knowledge about procedures that demonstrate regard for people's concerns." In Consequence Management (CM) interventions, this includes clear lines of communication of expectations and the rationale for its consequences. Fourie and Poggenpoel (2017) documented how unclear explanations for disciplinary decisions undermined its perceived legitimacy in South African municipalities. The Promotion of

Administrative Justice Act (3 of 2000) institutionalizes the requirements to provide reasons for administrative decisions.

The dimensions of organisational justice provide a comprehensive theoretical framework to analyse how Consequence Management (CM) systems are perceived and its ultimate effectiveness. Cropanzano *et al.* (2007:34) argued that "justice is a multidimensional construct...all four dimensions contribute to perceptions of fairness and, hence, to the effectiveness of organisational systems."

3.4.2 Perceptions of justice and effective Consequence Management (CM) interventions

The organisational justice theory provides crucial insight as to why certain Consequence Management (CM) intervention systems succeed while others fail. Research by Treviño *et al.* (1999) and Colquitt *et al.* (2001) demonstrated several key relationships between perceptions of justice and organisational outcomes which are relevant to Consequence Management (CM) interventions in municipalities:

- Perceived fairness and compliance: When employees perceive consequence systems as fair, they are likely to comply with rules and expectations. Tyler and Blader (2003) developed a group engagement model which theorized how procedural justice promotes voluntary compliance with organisational rules. Their research revealed that "procedural justice encourages voluntary cooperation with authorities and their rules" (Tyler & Blader, 2003). This theoretical insight explained why procedural fairness is essential for effective Consequence Management (CM) interventions. Fourie (2015) revealed that in South Africa's municipalities, procedurally fair disciplinary systems experienced higher rates of compliance with rules and policies. The South African Local Government Association (SALGA) (2017) identifies procedural fairness as a critical factor towards success for municipal disciplinary systems.

- Justice and organisational commitment: Fair consequence systems enhance organisational commitment and job satisfaction. Colquitt *et al.* (2001) conducted a meta-analysis of 183 studies, which revealed a strong correlation between perceptions of justice and organisational commitment ($r = .57$), job satisfaction ($r = .46$), and organisational citizenship behaviour ($r = .42$). In a public sector context, Kim and Rubianty (2011) found that perceived fairness in fluences accountability systems significantly as well as predicted the public servants' organisational commitment. This theoretical relationship addresses the challenge to balance accountability and employee morale as identified in Chapter One. Pillay (2012) examined this relationship in South African municipalities and reported that perceptions of fairness in disciplinary systems influenced employee engagement and satisfaction significantly.
- Justice and legitimacy: Perceived fairness enhances the legitimacy of authority and consequence systems. Tyler's (2006) research on procedural justice and legitimacy established that fair treatment enhances the perceived legitimacy of authorities and its decisions significantly. This theoretical relationship is particularly important in the context of the North West Province. However, it was noted in the problem statement that historical factors could influence perceptions of legitimacy. De Visser (2010) applied this theoretical perspective to South African local government and examined how procedural justice influences the legitimacy of municipal governance. The Public Service Commission (PSC) (2016) identified perceived legitimacy as crucial for the effective implementation of disciplinary measures.
- Justice and rule-breaking: Aquino, Tripp and Bies (2006) theorized that perceptions of injustice can result in retaliatory behaviour and transgressions. The research revealed that "when people feel unfairly treated, they often respond with behaviours that harm the organisation" (Aquino *et al.*, 2006). In a municipal context, this could include increased absenteeism, decreased effort, or even sabotage. Mafunisa (2008) documented similar patterns in South Africa's public administration, e.g., perceived unfairness of accountability

systems contributed towards dysfunctional behaviour amongst the employees. This theoretical insight underscored the significance of the perceptions of justice in Consequence Management (CM) interventions.

- Multi-Foci justice: Lavelle, Rupp and Brockner (2007) developed a multi-foci model of justice and theorized that employees distinguish between fairness from various sources (organisation, supervisor, coworkers) and direct their responses accordingly. This theoretical perspective is particularly relevant to comprehend the complex relationships of accountability in municipalities, *i.e.*, the officials may experience justice or injustice from political leaders, administrative superiors, oversight bodies, and the citizenry. Fourie (2016) applied this perspective to South African local government and examined how municipal employees navigate multiple sources of justice or injustice.

Political patronage, favouritism, and inconsistent application of disciplinary codes identified in the problem statement in Chapter One can be understood theoretically due to the violation of organisational justice principles. By extending the organisational justice theory to Consequence Management (CM) interventions in municipalities, theoretical insight is acquired of why formal consequence systems could fail if these are perceived as unfair or inconsistently applied.

3.4.3 Perceptions of justice in cultural and contextual dimensions

Scholars who perceive justice as significant extended the organisational justice theory to address cultural and contextual factors which influences perceptions of fairness. These theoretical developments are particularly relevant for Consequence Management (CM) interventions in culturally diverse South African municipalities.

- Cultural variations in perceptions of justice: Leung and Morris (2001) theorised that cultural values influence how fairness is defined and evaluated. The cross-cultural research revealed that "what constitutes fair procedures and distributions varies across cultures" (Leung & Morris, 2001). For example,

collectivist cultures may accentuate norms of equality more than those of equity in distributive justice. Pillay (2012) applied this theoretical perspective to South African public administration and examined how cultural diversity influences perceptions of fair treatment. This theoretical insight suggests that Consequence Management (CM) intervention systems must be culturally sensitive if it is to be perceived as fair.

- Historical context and justice judgments: Brockner and Wiesenfeld (1996) theorized that historical experiences shape the current justice reasonings through the expectation of its effects. The research demonstrated that "past experiences create expectations that influence current fairness evaluations" (Brockner & Wiesenfeld, 1996). In South African municipalities, due to the inequality and discrimination perpetrated by the legacy of the oppressive racist apartheid-era, historical experiences influences the current perceptions of justice significantly. Siddle and Koelble (2016) documented how this historical context shaped the perceptions of municipal governance systems, as well as measures of accountability. This theoretical perspective suggested that Consequence Management (CM) intervention systems must account for the historical context to be effective.
- Institutional context and justice implementation: Greenberg and Colquitt (2013) theorised that institutional contexts shape how justice principles are implemented. The research revealed that "organisational structures, policies, and norms influence both the implementation of justice and responses to justice or injustice" (Greenberg & Colquitt, 2013). In South African local government, institutional factors such as capacity constraints, political-administrative interfaces, and legislative frameworks shape how the principles of justice are applied. Cameron (2010) examined how these institutional factors influence the systems of accountability in South African municipalities. This theoretical insight suggested that Consequence Management (CM) intervention systems must be designed with specific institutional contexts in mind.

- Power dynamics and justice perceptions: Molm, Peterson and Takahashi (1999) theorised that power dynamics influences the mediations of justice, *i.e.*, power asymmetries potentially distort justice processes. The research revealed that "power imbalances can undermine procedural justice by limiting voice and participation" (Molm *et al.*, 1999). In municipalities, power dynamics between politicians and administrators; various levels of government; as well as the officials and the citizenry can influence the perceptions of justice. Mafunisa (2008) examined how power dynamics in South African local government affected the measures of accountability. This theoretical perspective suggested that Consequence Management (CM) intervention systems must address power imbalances to ensure perceived fairness.

The theoretical perspectives on the cultural and contextual dimensions of justice highlighted the significance of designing a framework for Consequence Management (CM) intervention systems which is sensitive within the specific context of North West Province municipalities. Greenberg and Colquitt (2013) concluded that "justice is inherently contextual, effective justice systems must be tailored to specific organisational contexts."

3.4.4 Justice interventions and fairness in Consequence Management (CM) interventions

The justice theory not only explains how perceptions of fairness influences effectiveness but also provides theoretical guidance to design interventions to enhance objectivity in Consequence Management (CM) intervention systems. Theoretical and empirical research has identified several evidence-based approaches to enhancing perceived justice:

- Voice mechanisms: Folger's (1977) theory of voice argued that allowing people to express opinions during decision-making processes enhanced the procedural perceptions of justice. Lind, Kanfer and Earley (1990) demonstrated empirically that voice opportunities significantly enhanced perceived fairness even when these did not influence the outcomes. In a framework for

Consequence Management (CM) interventions, this suggested the significance to provide the employees opportunities to present their perspectives during disciplinary processes. The Labour Relations Act (66 of 1995) prescribes voice requirements in disciplinary proceedings. Pillay (2012) revealed that voice opportunities enhanced perceived fairness significantly in South African public sector disciplinary systems.

- Accountability for decision-makers: Tetlock's (1992) social contingency model theorized that decision-makers who expect to be accountable make careful and fair decisions. Lerner and Tetlock (1999) demonstrated empirically that accountability limited bias in decision-making. In a framework for Consequence Management (CM) interventions, this suggested the significance to hold those who implement consequences accountable for fair application. The Public Service Commission (PSC) (2016) recommended mechanisms to review the fairness of disciplinary decisions in South African public administration. Mafunisa (2013) documented how accountability for decision-makers enhanced perceptions of fairness in municipal governance.
- Transparency mechanisms: Greenberg (1993) theorized that transparency enhances informational justice and provides access to information of the decisions and processes. Cropanzano and Greenberg (1997) demonstrated empirically that transparency enhanced perceived fairness. In a framework for Consequence Management (CM) interventions, this suggested the significance of clear communication of the expectations, procedures, and consequences. The Promotion of Access to Information Act (2 of 2000) prescribes the requirements for transparency in public administration. Cameron (2010) revealed that transparency in municipal decision-making enhanced perceived legitimacy and fairness.
- Decision-making consistency: Leventhal (1980) identified consistency as a key criterion for procedural justice. An empirical study by Van den Bos, Vermunt and

Wilke (1996) revealed that consistency across cases enhanced perceived fairness significantly. In a framework for Consequence Management (CM) interventions, this suggests the significance of applying similar consequences for similar actions to employees on various levels and situations. The Public Service Commission (PSC) (2016) identified inconsistency as a major factor which undermined disciplinary systems in South African public administration. Thornhill (2008) reported how consistency enhances the legitimacy of municipal disciplinary processes.

- Appeal mechanisms: Shapiro and Brett (1993) theorized that appeal processes enhance procedural justice because it provides opportunities to amend errors. Colquitt and Chertkoff (2002) conducted an empirical study which revealed that appeal mechanisms enhanced perceived fairness even when utilised infrequently. In a framework for Consequence Management (CM) interventions, it suggested that the significance of formal appeal processes to take disciplinary decisions. The Labour Relations Act (66 of 1995) stipulates rights to appeal in disciplinary proceedings. Pillay (2012) revealed that measures to appeal enhanced perceived fairness in South African public sector disciplinary systems significantly.

These theoretical insights provided practical guidance to enhance perceived fairness of justice in Consequence Management (CM) intervention systems. Cropanzano *et al.* (2007) concluded that "justice can be promoted through specific, evidence-based interventions...these interventions enhance both perceived fairness and organisational effectiveness."

3.4.5 Integration of Justice Theory with Public Administration perspectives

The organisational justice theory was integrated with perspectives of public administration to address the unique characteristics of public sector organisations, and municipalities. This theoretical integration was relevant to comprehend Consequence Management (CM) interventions in local government.

- Public service motivation and justice: Perry and Wise (1990) theorised that public service motivation influences how public servants respond to organisational systems, as well as mechanisms of justice. The research suggested that public service values may moderate responses to justice or injustice. Rubin and Edwards (2018) conducted an empirical study of public service motivation which influences perceptions of justice and responses in government organisations. According to Pillay (2012), in South African municipalities, public service motivation is influenced by how officials respond to fair or unfair treatment. This theoretical perspective suggested that Consequence Management (CM) intervention systems should align with public service values to enhance its effectiveness.
- Administrative ethics and justice: Cooper (2012) integrated administrative ethics with justice theory and argued that ethical public administration requires adherence to the principles of justice. The theoretical framework identified justice as a core value in administrative ethics. Mafunisa (2008) applied this integrated perspective to South African public administration and examined how ethics and principles of justice interact in systems of accountability. This theoretical integration suggested that Consequence Management (CM) intervention systems should be designed with explicit attention on ethical principles.
- Democratic accountability and justice: Behn (2001) integrated democratic theory with perspectives of accountability and argued that democratic adherence to principles of justice. His "democratic accountability triangle" theorized the relationships between democratic values, measures of accountability, and the principles of justice. De Visser (2010) applied this integrated perspective to South African local government and examined how democratic accountability influences perceptions of justice. This theoretical integration suggested that municipal Consequence Management (CM) intervention systems should reflect democratic values.

- Bureaucratic justice: Mashaw (1983) developed the "bureaucratic justice" theory to address the unique challenges of justice in administrative organisations. The theoretical framework identified tension between efficiency, values, professional judgment, and moral judgment in bureaucratic justice. Thornhill (2008) applied this perspective to South African local government and explored how bureaucratic structures influences the implementation of justice. This theoretical integration suggested that Consequence Management (CM) intervention systems must balance with competing values in administrative settings.

The theoretical integrations provided a nuanced understanding of how justice principles operate in the specific context of public administration. Cooper (2012) argued that "justice in public administration has distinctive characteristics that reflect the unique nature of public organisations." This theoretical insight accentuated the significance to develop a framework for Consequence Management (CM) interventions to address specific characteristics of municipal governance.

3.4.6 Justice Theory and Organisational Effectiveness

The justice theory does not only explain perception of fairness but also theorizes how justice influences organisational effectiveness. This theoretical connection is particularly relevant to comprehend how Consequence Management (CM) interventions contribute towards municipal performance and service delivery.

- Justice climate and organisational performance: Naumann and Bennett (2000) developed the concept "justice climate," and theorised how shared perceptions of fairness influences group and organisational outcomes. The research revealed that "justice climate predicts team performance beyond individual-level justice perceptions" (Naumann & Bennett, 2000). Liao and Rupp (2005) conducted an empirical study of the justice climate and predicted unit-level customer satisfaction and financial performance. In municipalities, this shared perceptions of fair Consequence Management (CM) interventions can enhance

departmental and organisational performance. Pillay (2012) revealed that justice climate in South African public organisations predicted the performance of the delivery of service.

- Justice and organisational citizenship behaviour: Organ (1988) theorized that organisational citizenship behaviour (discretionary behaviour which benefits the organisation) are influenced by perceptions of justice. Moorman (1991) conducted an empirical study that procedural justice was a significant predictor of organisational citizenship behaviour. In municipalities, fair Consequence Management (CM) interventions could enhance employees' willingness to work beyond the formal job requirements. Mafunisa (2013) on the hand, revealed that perceived fairness in South African public administration predicted public servants' discretionary effort and innovation.
- Justice and organisational learning: Edmondson (1999) theorised that psychological safety, influenced by perceptions of justice, enhances the capabilities of organisational learning. The research revealed that "teams with higher psychological safety engage in more learning behaviours" (Edmondson, 1999). In municipalities, fair Consequence Management (CM) interventions could enhance organisational capacity for enhance and innovate. Fourie (2015) stated that perceived fairness in South African municipalities predicted its ability to learn from mistakes and improve service delivery.
- Justice and ethical conduct: Treviño (1986) developed a person-situation interactionist model of ethical decision-making and argued that organisational justice influences ethical behaviour. Treviño and Weaver (2001) undertook an empirical study and revealed that organisational justice predicted employee misconduct more strongly than formal ethics programs. In municipalities, fair Consequence Management (CM) interventions could limit corruption and maladministration. The Public Service Commission (PSC) (2016) revealed that

perceived fairness in South African public organisations predicted lower rates of misconduct and corruption.

The theoretical connections between justice and organisational effectiveness provided insight of how Consequence Management (CM) interventions contribute towards municipal performance. Cropanzano *et al.* (2007) concluded that "justice is a business imperative...fair treatment predicts a variety of organisational outcomes beyond simple satisfaction."

3.5 LOCAL GOOD GOVERNANCE THEORY AND ITS RELATIONSHIP TO CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS

The principles of good governance within local government are linked intricately to the notions of accountability and Consequence Management (CM) interventions. Local good governance encompasses multiple facets of positivism, including proficient administration and the effective and efficient execution of municipal processes and regulations.

3.5.1 Conceptualisation of good governance in local government context

Good governance in local government encompasses several core principles which provides a theoretical foundation for a framework for Consequence Management (CM) interventions. Based on the Good Governance Learning Network (GGLN) (2008) definition referenced in Chapter One, good governance represents "a desirable relationship between the state and other stakeholders" characterized by participatory governance, transparency, effectiveness, responsiveness, accountability, and adherence to the rule of law.

This conceptualisation of good governance aligns with influential international theoretical frameworks. The United Nations Development Programme (UNDP) (1997) defines good governance as "the exercise of economic, political and administrative authority to manage a country's affairs at all levels," underscores participation, rule of

law, transparency, responsiveness, consensus orientation, equity, effectiveness, accountability, and strategic vision. The World Bank (1992) characterises good governance as "the manner in which power is exercised in the management of a country's economic and social resources for development," and focuses on accountability, transparency, and rule of law. These theoretical frameworks establish good governance as a multidimensional construct with direct implications for local government management.

In the South African context, the principles of good governance are theoretically anchored in constitutional provisions. Section 152(1) of the South African Constitution (1996) prescribes the objectives of local government, as well as the provision of democratic and accountable government; ensure sustainable provision of services; promote social and economic development; promotes a safe and healthy environment; and encourages community involvement. Thornhill (2012) argues that these constitutional provisions establish "a normative framework for evaluating municipal governance," and provides theoretical criteria to assess governance attributes.

Several theoretical perspectives contribute towards an understanding of good governance in local government:

- Democratic theory and local governance: Dahl's (1989) democratic theory underscores citizen participation, inclusion, and accountability as fundamental elements of democratic governance. Pateman (1970) argued that "participation at the local level educates citizens in self-governance," and thereby establish a theoretical link between local democracy and good governance. Buccus and Hicks (2008) applied democratic theory in South African municipalities to analyse public participation measures and evaluate its contribution to good governance. The Local Government: Municipal Systems Act (32 of 2000) institutionalizes democratic governance principles and prescribes prerequisites for community participation in municipal affairs.

- Public value theory: Moore's (1995) public value theory provides a normative framework to evaluate public sector performance, as well as creates public value through effective and responsive delivery of services. Moore (1995) argued that public organisations should focus on "creating outcomes that citizens value at reasonable cost," and establish service delivery as a core dimension of good governance. Kroukamp and Cloete (2018) applied the public value theory to South African local government and examined how municipal performance contributes towards the creation of public value. The Batho Pele principles from the Department of Public Service and Administration (DPSA)(1997) establishes this service-oriented perspective through standards for the delivery of public services.
- New public management theory: Hood (1991) asserted the theoretical principles of New Public Management (NPM), and accentuated efficiency, performance measurement, and accountability to acquire sound outcomes. Osborne and Gaebler (1992) argued that government should be "results-oriented, mission-driven, and customer-focused," and establish performance as a key criterion for good governance. Cameron (2009) applied the New Public Management (NPM) theory to analyse reforms in South African local government and examined its impact on the quality of governance. The Local Government: Municipal Systems Act's (32 of 2000) provisions for performance management establishes this results-oriented perspective.
- Institutional theory and governance: North (1990) developed an institutional theory of governance and underscored how formal and informal rules shape organisational behaviour and performance. North (1990) defined institutions as "the rules of the game in a society," and established an institutional perspective on the quality of governance. Koelble and Siddle (2014) applied the institutional theory to analyse challenges with reference to governance in South African municipalities. He examined how institutional factors influences the outcomes of the delivery of services. Various municipal governance frameworks, including

legislation, regulations, and policies, constitute the formal institutional environment.

These theoretical perspectives provide a comprehensive framework to comprehend good governance in local government. Phago (2013) argued that "good governance in South African municipalities involves both democratic processes and performance outcomes," and reflected on the integration of democratic, service-oriented, and institutional theoretical perspectives.

3.5.2 Theoretical links between good governance and Consequence Management (CM) interventions

The integration of the good governance theory with Consequence Management (CM) interventions constructs a robust theoretical framework to address several key dimensions:

- Accountability as a theoretical cornerstone: Bovens (2007) and Schedler (1999), postulated that effective governance requires both answerability (obligation to explain and justify conduct) and enforcement (face consequences for performance or compliance with established rules). Schedler (1999) argued that "accountability without sanctions is weak accountability," and established a theoretical link between accountability and consequences. This theoretical perspective provides the foundation for a framework for Consequence Management (CM) interventions. Accountability without consequences lacks substantive meaning. The Auditor-General of South Africa (AGSA) (2022-23) applied this theoretical perspective to South African municipalities and argued that "a framework for Consequence Management (CM) interventions is an essential component of accountability."
- Transparency and Consequence Management (CM) interventions: Transparency theory (Florini, 2007) suggested that openness with reference to decisions and actions creates the required circumstances towards the

application of accountability. Florini (2007) defined transparency as "the release of information by institutions that is relevant to evaluating those institutions," and established that information disclosure as a prerequisite for accountability. For Consequence Management (CM) interventions to function effectively, transparent systems which communicate performance expectations clearly, documents deviations, and publicizes consequences are fundamental requirements. This theoretical relationship supports the "clarity" principle stipulated in Section 2.3.3 of Chapter Two. The Local Government: Municipal Systems Act's (32 of 2000) prescribes performance reporting to ensure transparency.

- Legitimacy theory and stakeholder acceptance: According to Weber's theory of legitimate authority, consequence systems derive its effectiveness partially from perceived legitimacy. Weber (1978) argued that authority is legitimate when it is "believed to be so by relevant actors". Therefore, legitimacy is a subjective judgment by the stakeholders. When stakeholders (including municipal officials and the public) view Consequence Management (CM) intervention systems as fair, consistent, and aligned with shared values, compliance increases. This connects to the "consistency" and "proportionality" principles which were alluded to previously. De Visser (2010) applied the legitimacy theory to South African local government and examined how perceived legitimacy influences compliance with municipal rules and procedures.

- Responsiveness and adaptive governance: The governance theory underscores responsiveness to the welfare of the citizens and preferences as a core dimension of good governance. The United Nations Development Programme (UNDP) (1997) defined responsiveness as "institutions and processes try to serve all stakeholders within a reasonable timeframe" and thereby established the timeliness as a governance criterion. Consequence Management (CM) interventions contribute towards responsiveness by creating incentives for timely and appropriate service delivery. The Batho Pele principles (DPSA, 1997) recommends responsiveness through acceptable

standards of public service delivery. Phago (2013) examined how measures of accountability in South African municipalities influences its responsiveness to the needs of the community.

- Rule of law and procedural regularity: The good governance theory accentuates adherence to legal frameworks and procedural regularity. The World Bank (1992) defined rule of law as "a framework of rules and laws that provide clarity, predictability, and accessibility," which established that legal compliance is a governance criterion. Consequence Management (CM) interventions reinforce rule of law and ensures consequences for non-compliance through legal and procedural requirements. The Municipal Finance Management Act (56 of 2003) stipulates specific consequences for financial misconduct and formalises this connection between rule of law and consequences.
- Effectiveness and results-oriented governance: The good governance theory underscores effectiveness to achieve desired outcomes. The UNDP (1997) defines effectiveness as "processes and institutions produce results that meet needs while making the best use of resources," and holds that performance is a governance criterion. Consequence Management (CM) interventions contribute towards effectiveness by creating incentives for performance and disincentives for underperformance. The Local Government: Municipal Systems Act's (32 of 2000) provisions for performance management establishes this results-oriented perspective. Kroukamp and Cloete (2018) examined how performance management in South African municipalities contributes towards effectiveness and outcomes.

These theoretical connections between the principles of good governance and a framework for Consequence Management (CM) interventions establishes the latter as an essential component thereof in local government. The Auditor-General of South Africa (2022-23) concluded that "Consequence Management (CM) interventions are

not separate from good governance; it is an integral component that enables other governance principles to function effectively."

3.5.3 Developmental local governance and Consequence Management (CM) interventions

The concept good local governance, as underscored in the National Development Plan (NDP): Vision 2030, provides an in-depth theoretical understanding of Consequence Management (CM) interventions:

- Developmental state theory: The good local governance perspective, which extracts from the developmental state theory (Evans, 1995) (Johnson, 1982) positions municipalities as catalysts for socio-economic transformation. Evans (1995) defined a developmental state as one with "sufficient autonomy to formulate and pursue developmental goals" and "sufficient embeddedness to implement them effectively," which establishes capacity and embeddedness as theoretical requirements. Within this theoretical framework, Consequence Management (CM) interventions serve not merely as a punitive mechanism but as an essential tool to enhance organisational capability and service delivery. The White Paper on Local Government (1998) formalises this developmental perspective through the concept of "developmental local government." Phago (2013) examined how this developmental mandate influences governance practices in South African municipalities.
- Capacity development theory: Capacity development theory (Grindle, 1997); (Fukuda-Parr, Lopes, & Malik, 2002) highlights the significance of building organisational capability towards effective governance. Grindle (1997) defined capacity as "the ability to perform appropriate tasks effectively, efficiently, and sustainably," which formalises performance capability as a theoretical focus. Consequence Management (CM) interventions contribute towards the development of capacity by identifying gaps in performance and create incentives for enhancement. The Local Government: Municipal Systems Act's (32 of 2000) prescribes the development of skills and establishes this

perspective to build capacity. Siddle and Koelble (2014) examined capacity challenges in South African municipalities and analysed its impact on governance and service delivery.

- Transformative governance theory: Heller (2001); and Fung and Wright (2003) accentuated the role of local government in the transformation of societal power relations and promote inclusive development. Heller (2001) argued that transformative local governance requires "institutionalizing participatory processes and creating accountability mechanisms that enhance the influence of subordinate groups," and established inclusion and accountability as theoretical requirements. Consequence Management (CM) interventions contribute towards transformative governance and holds officials accountable to deliver inclusive and equitable services. The Local Government: Municipal Structures Act's (117 of 1997) prescribes that ward committees must formalise this participatory perspective. Buccus and Hicks (2008) examined transformative governance practices in South African municipalities and analysed its impact on inclusion and equity.
- Service delivery innovation theory - is applied to public services (Albury, 2005) (Hartley, 2005) and accentuates the significance of continuous enhancement and innovation in the delivery of public services. Albury (2005) defined innovation as "the creation and implementation of new processes, products, services, and methods of delivery which result in significant improvements in outcomes efficiency, effectiveness or quality" and formalised as an innovative theoretical focus. Consequence Management (CM) interventions can promote innovation by rewarding enhanced performance and innovative solutions to manage service delivery challenges. The Centre for Public Service Innovation formalises the innovation perspective by acknowledging innovative practices (Hjelmar, 2021). Kroukamp (2007) examined innovation in South African local government and analysed factors which either promotes or impedes innovative service delivery.

These theoretical perspectives on good local governance established a framework for Consequence Management (CM) interventions as an essential component of a municipalities' developmental mandate. The National Development Plan (NDP) (2012) stated that "effective performance management systems are necessary to ensure that municipalities fulfil their developmental mandate". Hence, a theoretical link between Consequence Management (CM) interventions and developmental outcomes is formalized.

3.5.4 Theoretical model: Good governance, accountability, and Consequence Management (CM) interventions

Having built on the theoretical foundations, a conceptual model emerged which illustrated the relationship between the principles of good governance, accountability mechanisms, and Consequence Management (CM) interventions:

- Normative framework: Good governance principles establish the normative framework and expectations for local government performance. Drawing on the democratic theory, public value theory, and institutional theory, this framework defines the standards against which municipal performance is evaluated. The Constitutional provisions for local government (Section 152) incorporates this normative framework. Thornhill (2012) examined how this normative framework influences municipal governance practices in South Africa.
- Accountability mechanisms: Accountability measures create structured processes through which performance is measured, reported, and evaluated. These mechanisms which draws on the accountability and transparency theory enables the identification of performance gaps and failures related to compliance. The Local Government: Municipal Systems Act's (32 of 2000) prescribes performance reporting, while the Municipal Finance Management Act's (MFMA) (56 of 2003) stipulates financial oversight as well as formalises measures of accountability. Khalo (2013) examined how these mechanisms function in South African municipalities, as well as analysed its effectiveness to promote accountability.

- Consequence systems: Consequence Management (CM) intervention systems provide the means in which accountability is enforced through specific outcomes (rewards, sanctions, development). These systems, which draw from the behaviourist, organisational justice, and capacity development theories create incentives to enhance performance and disincentives for non-compliance. The Local Government: Municipal Systems Act's (32 of 2000) prescribes performance management, while the Municipal Finance Management Act's (MFMA) (56 of 2003) stipulates consequence systems for financial misconduct. Fourie and Poggenpoel (2017) examined how these systems function in South African municipalities, and analysed factors which either promote or impede effective implementation.

This integrated theoretical model establishes a framework for Consequence Management (CM) interventions as an essential link between governance principles, measures of accountability, and performance outcomes. Khalo (2013) argued that "effective accountability requires not only monitoring and reporting but also meaningful consequences for performance or non-compliance," and established the theoretical centrality of Consequence Management (CM) interventions in good local governance.

This theoretical model explain why municipalities with similar governance structures may experience various outcomes based on the strength of the accountability mechanisms and consequence systems. It also provides a theoretical basis of the challenges including political patronage and capacity constraints as identified in Chapter One.

3.5.5 Contextual factors which influence good governance and Consequence Management (CM) interventions

Theoretical perspectives of contextual factors provide further insight into the challenges and opportunities to implement effective Consequence Management (CM) interventions in South African municipalities:

- **Political economy theory:** The political economy theory (Leftwich, 2000) (Hickey, 2013) examined how political interests and power relationships influence governance processes and outcomes. Leftwich (2000) defined political economy as "the interaction of political and economic processes in a society," and established politics as a central factor in governance. In South African municipalities, political factors influence implementation of Consequence Management (CM) interventions significantly. De Visser (2010) applied the political economy theory to analyse the political-administrative interface in South African municipalities to examine how political dynamics affects measures of accountability. The problem statement in Chapter One identified political patronage as a key challenge, which reflected this perspective related to political economy.
- **Resource dependence theory -** this theory (Pfeffer & Salancik, 1978) examines how organisations' dependence on external resources influences their behaviour and performance. Pfeffer and Salancik (1978) argued that "the key to organisational survival is the ability to acquire and maintain resources," and established resource constraints as a theoretical focus. In South African municipalities, resource limitations influence governance capacity significantly. Koelble and Siddle (2014) applied the resource dependence theory to analyse challenges associated with capacity in South African municipalities and examined how resource constraints affect the standard of governance. The problem statement in Chapter One identified resource limitations as a key challenge, which reflects on the resource dependence perspective.

- Institutional isomorphism theory - this theory (DiMaggio & Powell, 1983) examines how organisations adopt similar structures and practices due to coercive, mimetic, and normative pressures. DiMaggio and Powell (1983) argued that "organisations tend to model themselves after similar organisations in their field that they perceive to be more legitimate or successful," and established institutional conformity as a theoretical focus. In South African municipalities, isomorphic tendencies influence governance practices. Cameron (2009) applied the institutional isomorphism theory to analyse reforms in South African local government and examined how municipalities adopt similar governance structures despite different contexts. This theoretical perspective explains why municipalities adopt similar formal Consequence Management (CM) intervention systems despite variations in the effectiveness during the implementation phase.
- Historical institutionalism theory: Pierson (2000); and Mahoney and Thelen (2010) examined how historical trajectories and path dependencies influence current institutional arrangements. Pierson (2000) argued that "previously viable options may be foreclosed in the aftermath of a sustained period of positive feedback, and cumulative commitments on the existing path will often make change difficult," and established historical path dependence as a theoretical focus. In South African municipalities, historical legacies influence governance practices significantly. Siddle and Koelble (2014) applied the historical institutionalism theory to analyse governance challenges in South African municipalities, as well as examined how apartheid legacies continue to influence current governance arrangements. This theoretical perspective explains why municipalities face persistent governance challenges despite comprehensive efforts towards reformation.

The theoretical perspectives discussed above with specific reference to contextual factors, provides significant insight into the challenges and opportunities to implement effective Consequence Management (CM) interventions in South African municipalities. Koelble and Siddle (2014) argued that "the effectiveness of governance

institutions depends not only on their formal design but also on the political, economic, and historical context in which they operate," and established the theoretical significance of contextual analysis.

3.5.6 Empirical evidence on good governance and Consequence Management (CM) interventions

Empirical research of the relationship between good governance principles, accountability mechanisms, and Consequence Management (CM) interventions provides further theoretical insights:

- Governance quality and service delivery: Empirical studies demonstrate a significant relationship between the quality of governance and service delivery outcomes. The World Bank's Worldwide Governance Indicators research (Kaufmann, Kraay & Mastruzzi, 2010) revealed strong correlations between governance indicators and development outcomes across several countries. In South African municipalities, Kroukamp and Cloete (2018) revealed that governance quality indicators predicted service delivery performance, controlling for resource factors. The Auditor-General's reports (2022-23) document similar relationships, and municipalities demonstrate better governance practices and revealed enhanced service delivery outcomes. These empirical findings support the theoretical link between good governance and municipal performance.
- Accountability and performance: Empirical studies have revealed a significant relationship between measures of accountability and organisational performance. Wang and Yang (2001) reported that transparency and measures related to accountability predicted government performance across various contexts. In South African municipalities, Fourie (2007) revealed that municipalities with stronger measures of accountability demonstrated better financial and service delivery performance. The Public Service Commission (PSC) (2014) documented similar relationships in South African public

organisations. These empirical findings support the theoretical link between accountability and municipal performance.

- Consequence Management (CM) interventions and compliance: Empirical studies reported a significant relationship between effective Consequence Management (CM) interventions and rule compliance. Treviño and Weaver (2001) revealed that consistent application of sanctions for misconduct predicted lower rates of future misconduct in organisations. In South African municipalities, the Auditor-General South Africa (2022-23) reported that municipalities with effective Consequence Management (CM) intervention systems demonstrated better compliance with financial management regulations. The Public Service Commission (PSC) (2016) documented similar relationships in South African public organisations. These empirical findings support the theoretical link between Consequence Management (CM) interventions and compliance.
- Consequence Management (CM) interventions and organisational learning: Empirical studies have revealed a relationship between effective Consequence Management (CM) interventions and organisational learning capabilities. Gino and Staats (2015) reported that organisations with constructive approaches to address failures demonstrated better learning and capabilities towards adaptation. Fourie (2015) reported that in South African municipalities which had adopted developmental approaches towards performance management demonstrated greater capacity for organisational learning and enhancement. These empirical findings support the theoretical link between Consequence Management (CM) interventions and organisational development.
- Integrated governance systems: Empirical studies revealed that integrated governance systems are more effective than fragmented approaches. Osborne (2010) reported that holistic approaches to public governance produced better outcomes than narrowly focused interventions. Fourie and Poggenpoel (2017)

found that in South African municipalities which have integrated accountability and consequence systems demonstrated better governance outcomes than those with fragmented approaches. These empirical findings support the theoretical model of integrated good governance, accountability, and Consequence Management (CM) interventions.

The above empirical findings provide validates the theoretical relationships between good governance principles, accountability mechanisms, and Consequence Management (CM) interventions. The Auditor-General of South Africa (2022-23) concluded that "the empirical evidence consistently demonstrates that effective consequence management is associated with improved governance and performance outcomes in municipalities," as well as established an evidence-based foundation for the theoretical framework.

3.6 THEORETICAL INTEGRATION: A COMPREHENSIVE FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS

To achieve a comprehensive understanding of the concept and processes of Consequence Management (CM) interventions in municipalities, it is essential to examine the various aspects of the comprehensive framework for Consequence Management (CM) interventions and how these are interrelated.

3.6.1 Synthesis of theoretical perspectives

The preceding sections examine several key theoretical frameworks relevant to Consequence Management (CM) interventions in South African local government. These include behaviourism, accountability, organisational justice, and good governance theories. Each of these perspectives provides unique insight, but the true value emerges when synthesized into an integrated theoretical framework to address the multifaceted nature of Consequence Management (CM) interventions in municipalities.

This integrated theoretical approach aligns with what Merriam and Tisdell (2016) referred to as a "theoretical scaffolding," *i.e.*, multiple theories work together to provide a more comprehensive understanding than any single theory could offer. Rhodes (1997) argued for theoretical integration in governance studies. Furthermore, he noted that "no single theoretical lens can capture the complexity of governance arrangements." Fourie (2015) similarly advocated that "theoretical pluralism in analysing municipal governance challenges," and argued that multiple theoretical perspectives are necessary to understand the complex interplay of factors which affects local governance in South African municipalities.

The integrated theoretical framework for Consequence Management (CM) interventions in local government comprises of the following components:

- Behavioural foundation: Behaviourist theory (particularly operant conditioning) explains the fundamental mechanisms through which consequences shape individual and organisational behaviour. Skinner's (1953) principles of reinforcement, punishment, and extinction provide theoretical insight into how consequences influence municipal officials' conduct. Luthans and Stajkovic (1999) extended these principles to organisational settings and demonstrated how systematic application of consequences shapes workplace behaviour. This behavioural foundation explains why consequences are necessary to sustain desired behaviours and discourage undesired conduct in municipalities.
- Accountability structure: Accountability theory establishes the significance of answerability and enforcement within governance systems. Bovens' (2007) conceptualisation of accountability as a relationship between actors and forums provides a theoretical structure of how municipal officials are held accountable to multiple stakeholders. Schedler's (1999) distinction between answerability and enforcement established the theoretical necessity of consequences within systems of accountability. The principal-agent theory (Jensen & Meckling, 1976) further highlighted the challenges associated with accountability which is inherent in municipal governance. Moreover, information asymmetries and potential conflict of interest require robust measures of accountability.

- Justice processes: Organisational justice theory addresses perceptions of fairness in Consequence Management (CM) intervention systems. Greenberg's (1987) multidimensional model of justice (distributive, procedural, interactional, informational) provides a theoretical framework of how perceptions of fairness influence the effectiveness of consequence systems. Tyler and Blader's (2003) group engagement model further explained how perceptions of justice influences compliance and cooperation in organisational settings. These theoretical insights establish the significance of fairness in the design and implementation of Consequence Management (CM) intervention systems in municipalities.
- Governance context: Good governance theory provides the normative foundation and institutional context for Consequence Management (CM) interventions. The United Nations Development Programme (UNDP) (1997) principles of good governance (participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness, accountability, strategic vision) established the broader governance framework within which consequence systems operate. The developmental local governance perspective, as articulated in the White Paper on Local Government (1998), further establishes the South African context for municipal governance. These theoretical insights connect Consequence Management (CM) interventions to broader governance objectives and developmental mandates.

The integration of the above theoretical perspectives addresses the multifaceted nature of Consequence Management (CM) interventions in municipalities. Fourie and Poggenpoel (2017) argued that "effective Consequence Management (CM) interventions requires attention to behavioural mechanisms, accountability structures, justice processes, and governance contexts," which reflects this integrated theoretical approach.

3.6.2 Theoretical Model: The BASIC Framework for Consequence Management (CM) interventions

The integrated theoretical perspectives outlined above highlighted a comprehensive theoretical model which could be implemented in Consequence Management (CM) interventions in local government. This model, which can be termed the BASIC framework (Behavioural, Accountability, Social justice, Institutional, and Contextual components), and provides a theoretically grounded approach to Consequence Management (CM) interventions in municipalities:

Behavioural Component (B): The behavioural component draws on the behaviourist theory to establish fundamental mechanisms through which consequences influence behaviour. The following key theoretical elements include:

- Reinforcement principles (Skinner, 1953): Positive consequences for preferred behaviour and negative consequences for unacceptable behaviour.
- Social learning processes (Bandura, 1977): Observational learning and vicarious reinforcement through observation of consequences applied to others.
- ABC model (Antecedent-Behaviour-Consequence) (Daniels, 2000): Structured approach to analyse and modify behaviour through consequences.

Empirical research by Luthans and Stajkovic (1999) revealed that these behavioural principles predicted performance enhancement in organisational settings. Kroukamp (2007) documented how behavioural interventions enhanced service delivery performance, supported the theoretical significance of this component in South African municipalities.

Accountability Component (A): The accountability component draws on the accountability theory to establish structures on which consequences are determined and applied. The following key theoretical elements include:

- Accountability relationships (Bovens, 2007): Actor-forum relationships through which municipal officials are held accountable.
- Answerability and enforcement (Schedler, 1999): Dual dimensions of accountability which requires both explanation and consequences.
- Principal-agent mechanisms (Jensen & Meckling, 1976): Structures to align agent behaviour with principal interests through oversight and incentives.

Empirical research conducted by Wang and Yang (2001) revealed that these accountability structures predicted government performance significantly. In South Fourie (2007) documented how accountability mechanisms In South African municipalities influenced municipal outcomes, which supported the theoretical significance of this component.

Social Justice Component (S): The social justice component draws on the organisational justice theory to establish the principles of fairness to legitimize consequence systems. The following key theoretical elements include:

- Distributive justice (Adams, 1965): Fairness in the allocation of consequences relative to actions.
- Procedural justice (Thibaut & Walker, 1975): Fairness in the processes utilised to determine consequences.
- Interactional justice (Bies & Moag, 1986): Fairness in interpersonal treatment during consequence processes.
- Informational justice (Greenberg, 1993): Fairness in clarifications for consequences.

Empirical research conducted by Colquitt *et al.* (2001) revealed that these justice dimensions predict organisational outcomes beyond instrumentality considerations. In South African municipalities, Pillay (2012) documented how justice perceptions influenced employee engagement and performance, which concurred with the theoretical significance of this component.

Institutional Component (I): The institutional component draws on institutional theory to establish the formal and informal rules which structures consequence systems. The key theoretical elements include:

- Formal institutions (North, 1990): Legislation, policies, and procedures which governs Consequence Management (CM) interventions.
- Informal institutions (Helmke & Levitsky, 2004): Norms, values, and cultural practices which influences consequences during implementation.
- Institutional complementarity (Hall & Soskice, 2001): Alignment between various institutional elements which affects consequences.
- Path dependency (Pierson, 2000): Historical trajectories which influences current institutional arrangements.

Empirical research conducted by Koelble and Siddle (2014) revealed how institutional factors shape municipal governance in South Africa significantly. Cameron (2009) documented how institutional arrangements influenced municipal reform outcomes, which concurred with the theoretical significance of this component.

Contextual Component (C): The contextual component draws on political economy and resource dependence theories to establish the broader environmental factors which influences consequence systems. The key theoretical elements include:

- Political dynamics (Leftwich, 2000): Power relationships affect consequence implementation.
- Resource constraints (Pfeffer & Salancik, 1978): Resource limitations affect governance capacity.
- Environmental complexity (Thompson, 1967): External factors create uncertainty and challenges.
- Developmental imperatives (Evans, 1995): Developmental mandates shape governance priorities.

Empirical research conducted by De Visser (2010) revealed how political-administrative interfaces influences municipal governance in South Africa significantly. Siddle and Koelble (2014) documented how contextual factors shaped municipal capacity and performance, which concurred with the theoretical significance of this component.

This basic framework provides a comprehensive theoretical model to implement Consequence Management (CM) interventions in municipalities. Fourie (2015) argued that "effective municipal governance requires attention to behavioural, accountability, social justice, institutional, and contextual dimensions". Hence, the reflection of the integrated theoretical approach.

3.6.3 Theoretical implications for Consequence Management (CM) interventions in local government

The integrated theoretical framework comprises of several significant implications to implement Consequence Management (CM) interventions in South African municipalities, and includes the following:

- **Multidimensional approach:** The integrated framework establishes that effective Consequence Management (CM) interventions require attention for multiple dimensions simultaneously. Reliance solely on behavioural consequences and failure to address accountable structures, perceptions of justice, institutional arrangements, or contextual factors is likely to prove ineffective. Cameron (2009) argued that "reform efforts that focus on a single dimension while neglecting others tend to produce limited results". Therefore, there is a need for a multidimensional approach. This theoretical insight addresses the central theoretical statement in Chapter One, *i.e.*, the need for new approaches to manage local government efficiently.
- **Balanced consequences:** The integrated framework establishes the theoretical significance of balanced consequences, including rewards and sanctions. The

behavioural theory underscores that both positive reinforcement and punishment/extinction are necessary for effective behaviour management. This theoretical insight addresses the central theoretical statement identified in Chapter One of the significance of rewards and sanctions to ensure accountability. Mafunisa (2013) concurred with this theoretical principle and argued that "effective consequence management in South African municipalities requires a balanced approach to rewards and sanctions."

- Justice-centred implementation: The integrated framework establishes the theoretical importance of justice in the implementation of consequence. The organisational justice theory underscores that consequence systems are most effective when perceived as fair across multiple dimensions (distributive, procedural, interactional, informational). This theoretical insight addresses the central theoretical statement identified in Chapter One with reference to the challenges of political patronage and favouritism. Pillay (2012) concurred with this theoretical principle and argued that "perceived fairness significantly influences the effectiveness of accountability systems in South African public administration."
- Institutional alignment: The integrated framework establishes the theoretical significance to align Consequence Management (CM) intervention systems with broader institutional arrangements. The institutional theory states that governance mechanisms are most effective when aligned with formal and informal institutional elements. This theoretical insight addresses the central theoretical statement in Chapter One with specific reference to the difficulty to enforce consequence management despite existing structures and legislation. Koelble and Siddle (2014) concurred with this theoretical principle and stated that "formal governance reforms often fail when not aligned with informal institutional realities in South African municipalities."

- Contextual sensitivity: The integrated framework establishes the theoretical significance to adapt Consequence Management (CM) intervention systems in specific contexts. Political economy and resource dependence theories underscores that governance mechanisms must be tailored to local political, economic, and resource realities. This theoretical insight addresses the central theoretical statement in Chapter One of the competency challenges in smaller and rural municipalities. Siddle and Koelble (2014) concurred with this theoretical principle and argued that "a one-size-fits-all approach to municipal governance reform is inappropriate given the diverse contexts of South African municipalities."
- Developmental orientation: The integrated framework establishes the theoretical significance to align Consequence Management (CM) interventions with developmental objectives. Developmental state theory accentuates that governance mechanisms should contribute to broader socio-economic transformation. This theoretical insight directly addresses the central theoretical statement in Chapter One regarding the need for a professional, technically competent, and motivated public service. Phago (2013) supported this theoretical principle and postulated that "Consequence Management (CM) interventions: in South African municipalities should be oriented toward developmental outcomes, not merely compliance."

These theoretical implications provide guidance to develop effective Consequence Management (CM) intervention systems in South African municipalities. The Auditor-General of South Africa (2022-23) concluded that "successful Consequence Management (CM) interventions require a comprehensive approach that addresses behavioural, accountability, justice, institutional, and contextual dimensions simultaneously". Hence, the integrated theoretical perspective is reflected upon.

3.6.4 Application in North West Province Municipalities

The integrated theoretical framework provides specific insight to comprehend and address Consequence Management (CM) intervention challenges in North West Province municipalities, which was identified in the problem statement in Chapter One:

- **Widespread community uprisings:** The theoretical framework suggests that community uprisings may result from perceived injustice in the delivery of services and governance. The organisational justice theory predicts that perceptions of unfairness result in resistance and protest. Tyler's (2006) work on legitimacy explained how perceived injustice undermines the acceptance of authority. These theoretical insights suggest that effective Consequence Management (CM) interventions can address community uprisings by enhancing fairness through transparent and consistent consequences for failed delivery of services. Buccus and Hicks (2008) reported how enhanced measures of accountability limits community protests in South African municipalities. Hence, this theoretical application is supported.
- **Failure to deliver core services:** The theoretical framework suggests that failed delivery of services may result in inadequate consequence systems for performance. The principal-agent theory predicts that without effective monitoring and consequences, agents (municipal officials) may not prioritize principals' interests (service delivery). These theoretical insights suggest that effective Consequence Management (CM) interventions can address failed delivery of services by creating meaningful consequences for performance or non-performance. Kroukamp and Cloete (2018) reported that performance-based consequence systems enhanced service delivery in South African municipalities and supported this theoretical application.
- **Lack of officials with required qualifications:** The theoretical framework suggests that the lack of competency could result due to inadequate consequences for appointments, decisions and performance. Adverse selection in principle-agent relationships occur when consequences for poor

appointments are weak. These theoretical insights suggest that effective Consequence Management (CM) interventions can address competency challenges and consequences for appointments, decisions as well as developmental consequences for gaps in performance. The Public Service Commission (PSC) (2014) documents how accountability as well as for appointments enhanced public service competency, supports this theoretical application.

- Allegations of maladministration and corruption: The theoretical framework suggests that failure in governance could result from inadequate consequences for misconduct. The behavioural theory predicts that without negative consequences, undesired behaviours will persist or increase. These theoretical insights suggest that effective Consequence Management (CM) interventions can address governance failures by establishing clear and consistent consequences for misconduct. Mafunisa (2013) reported how consistent disciplinary consequences reduced corruption in South African public organisations. Hence, this theoretical application is strengthened.
- Unlawful appointment of service providers: The theoretical framework suggests that irregular procurement processes could result due to inadequate consequences for non-compliance with regulations. The institutional theory predicts that formal rules without measures to implement action would be ineffective. These theoretical insights suggest that effective Consequence Management (CM) interventions can address irregularities in procurement by establishing consistent consequences for non-compliance with related regulations. The Auditor-General of South Africa (AGSA) (2022-23) reported how enhanced Consequence Management (CM) interventions limit procurement irregularities in South African municipalities. Hence, this theoretical application is strengthened.

- Inadequate implementation of Consequence Management (CM) interventions: The theoretical framework suggests that inadequate implementation of Consequence Management (CM) interventions could emanate from political interference, capacity constraints, or institutional misalignment. The political economy theory predicts that power dynamics influences the implementation of governance, whilst the resource dependence theory predicts that capacity constraints affect governance outcomes. These theoretical insights suggest that to address implementation of Consequence Management (CM) interventions give attention to political dynamics, capacity building, and institutional alignment. De Visser (2010) reported how political-administrative interfaces influenced accountability implementation in South African municipalities and supports this theoretical application.

The application of the integrated theoretical framework to specific challenges in North West Province municipalities demonstrate its utility for both analysis and intervention. Fourie and Poggenpoel (2017) concluded that "theoretical integration provides both explanatory power for understanding municipal challenges and prescriptive guidance for developing effective interventions," and reflected the value of the integrated theoretical approach.

3.6.5 Propositions derived from the integrated theoretical framework

Based on the integrated theoretical framework, several key propositions emerged which could guide the empirical investigation and practical implementation of Consequence Management (CM) interventions in South African municipalities:

- Proposition 1: Comprehensive Approach. Effective Consequence Management (CM) intervention systems address behavioural, accountability, justice, institutional, and contextual dimensions simultaneously. This proposition suggested that partial approaches which focused on only one dimension would be less effective than comprehensive approaches to address multiple dimensions. Fourie (2015) provided empirical support for this proposition and revealed that municipalities which implement multidimensional accountability

reforms demonstrated better outcomes than those which adopted narrower approaches.

- Proposition 2: Balanced consequences. Effective Consequence Management (CM) intervention systems include both positive consequences (rewards) and negative consequences (sanctions) for performance. This proposition suggested that systems which focused exclusively on sanctions without rewards (or *vice versa*) would be less effective than balanced systems. Mafunisa (2013) provided empirical support for this proposition and revealed that balanced rewards and sanction systems produced better outcomes than sanction-only approaches in South African public organisations.
- Proposition 3: Perceived fairness. The effectiveness of Consequence Management (CM) intervention systems depends significantly on the perceived fairness across multiple justice dimensions. This proposition suggests that systems perceived as unfair would be less effective regardless of the formal design. Pillay (2012) provided empirical support for this proposition and revealed that perceived fairness predicted the effectiveness of accountability systems in South African public organisations better than formal system characteristics.
- Proposition 4: Institutional alignment. Effective Consequence Management (CM) intervention systems align with broader institutional arrangements, including both formal and informal institutions. This proposition suggests that systems inconsistent with institutional realities will be less effective regardless of their technical merit. Koelble and Siddle (2014) provide empirical support for this proposition, finding that governance reforms aligned with institutional realities demonstrated better outcomes than misaligned reforms in South African municipalities.

- Proposition 5: Contextual adaptation. Effective Consequence Management (CM) intervention systems adapt to specific political, economic, and resource contexts. This proposition suggests that standardized approaches will be less effective than contextually adapted approaches across diverse municipal settings. Siddle and Koelble (2014) provided empirical support for this proposition and reported that contextually adapted governance approaches demonstrated better outcomes than standardized approaches in South African municipalities.
- Proposition 6: Developmental orientation. Effective Consequence Management (CM) intervention systems align with developmental objectives beyond compliance and control. This proposition suggests that developmentally oriented systems will be more effective than compliance-oriented systems to advance municipal developmental mandates. Phago (2013) provided empirical evidence for this proposition and reported that development-oriented governance approaches demonstrated better service delivery outcomes than compliance-oriented approaches in South African municipalities.

These propositions, derived from the integrated theoretical framework, provide testable hypotheses to conduct an empirical investigation and practical guidance to implement Consequence Management (CM) interventions. Merriam and Tisdell (2016) argued that "theoretical propositions serve both explanatory and prescriptive functions, guiding both research and practice" and reflects the dual value of theoretical development.

3.6.6 Theoretical contributions and limitations

The integrated theoretical framework for Consequence Management (CM) interventions in South African local government makes several significant contributions to theoretical understanding whilst simultaneously acknowledges certain limitations:

3.6.6.1 Theoretical contributions:

- Integration of multiple theoretical perspectives: The framework integrates behavioural, accountability, justice, institutional, and contextual theoretical perspectives, as well as addresses the limitations of single-theory approaches to comprehend complex governance phenomena. Rhodes (1997) argued that "theoretical integration advances understanding of complex governance arrangements," and reflects the value of this contribution.
- Contextualization to South African local government: The framework contextualizes broader theoretical concepts to specific realities in South African municipalities, as well as address the limitations of generic theories which may not account for local circumstances. Koelble and Siddle (2014) argued that contextually grounded theory is essential to understand South African governance challenges, which reflects the value of this contribution.
- Developmental orientation: The framework incorporates developmental perspectives of governance, addresses the limitation of compliance-oriented theories which may not reflect the South African municipalities' developmental mandate. Phago (2013) argued that "theorizing South African local governance requires attention to developmental imperatives," which reflects the value of this contribution.
- Empirical grounding: The framework draws on empirical research conducted in South African municipalities and addresses the limitation of purely abstract theories disconnected from empirical realities. Merriam and Tisdell (2016) argued that "theory grounded in empirical observation has greater explanatory power," reflects the value of this contribution.

- Practical orientation: The framework generates actionable proposals for practice and addresses the limitation of purely descriptive theories which may not guide implementation. Fourie and Poggenpoel (2017) argued that "practically oriented theory bridges the gap between academic understanding and governance practice," which reflects the value of this contribution.

3.6.6.2 Theoretical limitations:

- Complexity *versus* Parsimony: The integrated framework sacrifices some parsimony for comprehensiveness, which is potentially more complex to apply in practice. Mitchell (2004) noted that "theoretical integration often trades parsimony for explanatory power," which reflects this limitation.
- Potential contradictions: The integrated framework draws on theoretical traditions with potentially carrying assumptions, which could create tension or contradictions in its application. Merriam and Tisdell (2016) note, "theoretical integration must address potential inconsistencies between component theories," reflecting this limitation.
- Empirical testing requirements: The integrated framework generates propositions that require further empirical testing to validate across diverse municipal contexts. Mitchell (2004) noted that "integrated theoretical frameworks require extensive empirical validation," which reflects this limitation.
- Implementation challenges: The integrated framework could be difficult to implement fully in resource-constrained environments in several South African municipalities. Koelble and Siddle (2014) noted that "theoretically ideal governance approaches may face practical implementation constraints in resource-limited contexts," which reflects this limitation.

- Evolving governance context: The integrated framework is developed within a specific temporal context and may require adaptation as South African local governance continues to evolve. Rhodes (1997) noted that "governance theories must evolve with changing governance realities," which reflects this limitation.

Despite these limitations, the integrated theoretical framework provides a valuable foundation to both comprehend and implement Consequence Management (CM) interventions in South African municipalities. Fourie (2015) concluded that "theoretical frameworks are necessarily imperfect but nonetheless essential for guiding both research and practice in municipal governance," which reflects the value of theoretical development despite inherent limitations.

3.7 CONCLUSION

This chapter provided a comprehensive and focused theoretical foundation for Consequence Management (CM) interventions in South African local governance. By examining key theoretical perspectives, behaviourism, accountability, organisational justice theory, and good governance, it established an integrated framework to addresses the multifaceted nature of Consequence Management (CM) interventions in municipalities. The theoretical journey commenced with behaviourism, which provided the fundamental mechanisms through which consequences shapes behaviour in organisational settings. Skinner's operant conditioning theory explained how reinforcement and punishment influence behavioural patterns, while Bandura's social learning theory extended these insights to account for observational learning in organisational contexts. These behavioural foundations established the basic premise that consequences are necessary to sustain desired behaviour whilst discourage undesired behaviour in municipal settings.

Accountability theory extends this theoretical understanding and establishes the structural relationship between answerability and enforcement. Bovens' conceptualization of accountability as a relationship between actors and forums

explained the complex dynamics of accountability in municipalities, while Schedler's distinction between answerability and enforcement established why consequences are an essential component of accountability. The principal-agent theory further highlighted the challenges associated with accountability, which is inherent in municipal governance, as well as explained why Consequence Management (CM) interventions should be aligned with the interests of municipal officials and those of the communities they serve. The organisational justice theory enriches the theoretical framework and addresses the crucial role of the perceptions of fairness to ensure effectiveness during the Consequence Management (CM) interventions process. Greenberg's multidimensional model of justice (distributive, procedural, interactional, informational) explained why consequence systems perceived as unfair often fail regardless of its formal design. Tyler's work on legitimacy further established how perceptions of justice influences compliance and cooperation and explained why perceived fairness is essential for effective Consequence Management (CM) interventions in municipalities.

The good governance theory provided the normative foundation and institutional context for Consequence Management (CM) interventions. The principles of good governance—participation, transparency, accountability, effectiveness, rule of law—established the broader governance framework within which consequence systems operate. The developmental local governance perspective further contextualized these principles to the South African municipal environment and connected Consequence Management (CM) interventions to broader developmental objectives than mere compliance.

The integration of these theoretical perspectives into the BASIC framework (Behavioural, Accountability, Social justice, Institutional, and Contextual components) provided a comprehensive theoretical model to comprehend the implementation process in Consequence Management (CM) interventions in municipalities. This integrated framework addressed the central theoretical statements which were identified in Chapter One:

- It explained why new approaches to manage local government efficiently are needed, and to establish the multidimensional nature of effective governance.
- It established the theoretical significance of balanced rewards and sanctions and drew on the behavioural and accountability theories.
- It highlighted challenges associated with political patronage and favouritism through perspectives of organisational justice and political economy.
- It connected competency levels with service delivery outcomes through principal-agent and capacity development theories.
- It supported the need for professional, technically competent public service through developmental governance theory.

The theoretical propositions from this integrated framework provided both explanatory powers to comprehend current challenges and prescriptive guidance to develop an enhanced Consequence Management (CM) intervention system. These propositions suggested that effective Consequence Management (CM) interventions require a comprehensive approach to address multiple dimensions; balanced consequences including both rewards and sanctions; perceived fairness across dimensions of justice; alignment with institutional realities; adaptation to specific contexts; and orientation towards developmental objectives. Beyond the immediate concerns of municipal governance, this theoretical framework contributed towards a broader scholarly understanding through the integration of diverse theoretical perspectives; contextualization of these to South African realities; incorporated developmental imperatives; ground these in empirical research; and adapted these towards practical application. While acknowledging limitations related to complexity, potential theoretical tensions, requirements of empirical validation, implementation challenges, and evolving governance contexts, the framework provided a robust foundation for both research and practice.

The implications of this theoretical framework extended a beyond academic understanding of practical governance. The Auditor-General of South Africa (AGSA) (2022-23) observed that "strong theoretical foundations are essential for effective governance reform," and highlighted the significance of theory-informed practice. The

theoretical insight developed in this chapter provides municipal practitioners with conceptual tools to understand challenges in governance and design effective interventions. Furthermore, this theoretical foundation established the conceptual groundwork for an empirical investigation which follows in the subsequent chapters. The examination of good developmental local governance in Chapter Two built on this theoretical foundation and applied these concepts in the specific context of South African local government. The research methodology in Chapter Four operationalizes these theoretical constructs into measurable variables to conduct an empirical investigation. The analysis of North West Province municipalities in Chapter Six will apply these theoretical insights to the current challenges and recommend practical solutions.

This theoretical framework established Consequence Management (CM) interventions not as an isolated administrative procedure but as an integral component of good governance in municipalities as well as connected behavioural incentives with structures of accountability, perceptions of justice, institutional arrangements, and developmental objectives. The comprehensive theoretical understanding provided the foundation to address service delivery and governance challenges identified in the problem statement and ultimately contribute towards the realisation of developmental local government in South Africa. The next chapter focuses on legislative framework and institutional arrangements for good local governance and Consequence Management (CM) interventions.

CHAPTER 4: LEGISLATIVE FRAMEWORK AND INSTITUTIONAL ARRANGEMENTS FOR GOOD LOCAL GOVERNANCE AND CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS

4.1 INTRODUCTION

The previous chapter examined legislative frameworks and established institutional arrangements towards a developmental state in South African municipalities to assure good governance and an effective framework for Consequence Management (CM) interventions. A developmental state in South Africa requires a strong framework of legislative measures and institutional structures (Manyaka & Nkuna, 2014). This could guarantee good governance and effective Consequence Management (CM) interventions. The adoption of a critical legislative framework is essential to meet developmental requirements and enhance service delivery to impoverished communities and thereby facilitate the objectives of local government (Mamogale, 2016).

The local government sphere, being the closest administration to the populace, is essential to deliver basic municipal services and promote local development (Ndevu & Müller, 2018). After 1994, no governmental policy or legislative framework was immune to this evolution. Consequently, numerous transformative policies were implemented to manage service delivery challenges at the local level of government (Mamogale, 2016). The reorganisation of local government commenced in 1993 to address the oppressive racist apartheid injustices. The Local Government Negotiating Forum (Mamogale, 2016) was established for the purpose. This forum enabled the amalgamation of formerly segregated towns, however, inequities remained (Mamogale, 2016).

4.2 STATUTORY AND REGULATORY FRAMEWORK

The legislative framework in South Africa requires municipalities to include communities in policy and decision-making processes (Petunia & Selepe, 2020). According to Section 152 of the Constitution (1996), local government is obligated to provide services to communities sustainably, advance social and economic

development and provide a safe and healthy environment (Ndevu & Müller, 2018). For the effective provision of basic municipal services, municipalities must promote public engagement and consider the varied needs, values, and aspirations of the communities they serve (Matloga, Mahole & Nekhavhambe, 2024). South African legislation endorses a community management and negotiated development planning for community participation; mandates local government to collaborate with local communities to identify sustainable methods to address social, economic, and material needs to balance development within their localities. The local sphere of government frequently serves as the initial interface between individuals and governmental entities. It plays a vital role in the provision of essential services such as water, sanitation, electricity, and housing, and thereby position itself as a crucial actor to alleviate poverty and inequality (Ndevu & Müller, 2018).

The South African government adopted an outcomes-based approach in 2010, which focused on the following key areas, e.g., decent work, education, health, rural development, food security, and the prevention of crime. The National Development Plan's Vision 2030 underscores the role of local government in participatory democracy and trust, whilst the 1997 White Paper aims to enhance service delivery (Moletsane, 2014). Although it remains unmethodical and unsystematic, the implementation of Consequence Management (CM) interventions in South African municipalities is governed by a comprehensive legal framework, which is discussed below:

4.2.1 The Constitution of the Republic of South Africa, 1996

Section 40 of the Constitution (1996) divides South Africa's government into national, provincial, and local spheres, each with specific roles and the provision of efficient public service delivery (Mamogale, 2016). The Constitution (1996) further restructures demographic boundaries, mandates municipalities to manage administration, budget, and plan processes to prioritize community needs, advance social and economic development and participate in national and provincial development programs (Wyk, 2011). The Constitution (1996) prescribes the government's duties and responsibilities at the local sphere and addresses infractions and failures. Section 139, which provides

for provincial intervention in failing municipalities, represents a high-level Consequence Management (CM) intervention (Steytler & De Visser, 2018). Section 188 establishes the Office of the Auditor-General. This consideration seeks to create an independent mechanism for financial management and accountability in the municipalities.

4.2.2 Local Government: Municipal Systems Act, No. 32 of 2000

The Local Government: Municipal Systems Act 32 of 2000, and the Local Government: Municipal Structures Act 117 of 1998 stipulates the roles and powers of municipalities, underscores integrated development planning and citizen engagement, as well as enables effective local government (Fourie, 2001). The legislation aims to develop internal municipal systems, ensure the execution of fundamental functions, and develop previously marginalized areas. Chapter 6 of the Act addresses performance management and requires municipalities to establish systems to set key performance indicators, monitor achievement, and taking corrective action when necessary. Section 57 mandates performance agreements for municipal managers and other senior officials and provides a basis for a framework for Consequence Management (CM) interventions (Kroukamp & Cloete, 2018).

4.2.3 Municipal Finance Management Act, No. 56 of 2003 and Regulations

South Africa is implementing legislative and regulatory frameworks to enhance local service delivery efficiently and sustainably (Matloga *et al.*, 2024; Ndevu & Müller, 2018). Local government is the primary interface between the citizenry and the state. Its focus is to meet the needs of the community and promote development (Joseph & Williams, 2022; Ndevu & Müller, 2018). The Constitution mandates local governments to ensure democratic governance, sustainable service delivery, socio-economic development, and a safe and healthy environment for communities (Ndevu & Müller, 2018; Wyk, 2011). The Municipal Finance Management Act 56 of 2003 aims to improve financial management practices in local government, as well as promote accountability and transparency (Mamogale, 2016). The MFMA aims to promote sustainable financial management practices in municipalities through the establishment of norms, promote

transparency, clarify accountability, and specify responsibilities in fiscal and financial matters (Nzewi & Musokeru, 2014). The MFMA's efficacy to promote effective developmental governance is a crucial matter (Mamogale, 2016). The Act regulates municipal budgeting and efficient utilisation of municipal funds. Sections 171-173 establishes financial misconduct procedures, including investigation, disciplinary proceedings, and criminal prosecution for serious offences. Section 32 requires the recovery of unauthorised, irregular, fruitless, and wasteful expenditure from responsible persons, which represents a direct financial Consequence Management (CM) interventions mechanism (Fourie & Opperman, 2015).

4.2.4 Local Government: Municipal Structures Act, No. 117 of 1998

The Local Government: Municipal Structures Act 117 of 1998 reforms the post-apartheid local governance system and establishes new municipalities and promotes a more equal, developmental model (Joseph & Williams, 2022). The Act outlines municipal categories, internal structures, functions, and powers, and promotes effective and efficient local administration through a critical instrument (Ndevu & Müller, 2018). The legislation outlines the municipal councils, ward committees, and administrations responsibilities to promote local development, enhance social welfare, and encourage participatory democracy (Petunia & Selepe, 2020). Mamogale (2016) posited that the provisions of the Act are based on cooperative governance principles, accentuates collaboration and coordination across national, provincial, and local government spheres. The Act establishes municipalities with specific powers and functions to ensure efficient provision of services without interference of each other's responsibilities. It mandates codes of conduct for councillors and establishes Council Committees to oversee service delivery.

4.2.5 Protected Disclosures Act, No. 26 of 2000

The Protected Disclosures Act (No. 26 of 2000) has influenced South African municipalities' pursuit of good governance significantly by advancing transparency and accountability (Nzewi & Musokeru, 2014). Khumalo (2007) argued that this legislation promotes reporting of corruption, fraud, and unethical practices without fear of

retaliation, and thereby enhance the integrity of municipal operations. The Act aligns with legislative frameworks, e.g., Public Finance Management Act and the Local Government: Municipal Finance Management Act, as well as promotes responsible financial management and accountability in the public sector (Dhansay & Khumalo, 2007). The effectiveness of the Act is linked primarily to promote ethical conduct among public officials and establish robust mechanisms to identify and address misconduct (Nzewi & Musokeru, 2014). The Protected Disclosures Act ensures transparency and efficient utilisation of public resources, promotes good governance principles and effective resource utilization across all spheres of government (Khumalo, 2007). The Act aims to protect employees in both private and public sectors from unlawful activities committed by employers and fellow employees in identified South African organisations, inhibit harm or retaliation towards those who report such activities.

4.2.6 Prevention and Combating of Corrupt Activities Act, No. 12 of 2004

The Act aims to inhibit corruption and illicit activities, establish procedures for investigations, and restrict individuals and organisations involved in corrupt practices with specific reference to tenders and contracts. It mandates institutions to report suspected corruption and provide documentation and establish serious consequences for corrupt activities which undermine municipal governance.

4.2.7 Promotion of Administrative Justice Act, No. 3 of 2000 (PAJA)

Sections 33 (1), (2), and (3) of the Constitution impact the PAJA (3 of 2000), ensures entitlement to legal, rational, and fair administrative action. It guarantees written explanation or adverse decisions, establishes fair examination procedures, and obligates the government to uphold rights. The Act promotes good governance and responsibility in public sector management and provides procedural safeguards for Consequence Management (CM) intervention decisions (Hoexter, 2012).

4.2.8 Municipal System of Delegations

Section 53 of the Local Government: Municipal Systems Act (32 of 2000) mandates the roles and responsibilities for political structures, office bearers, and the Municipal Manager to inhibit executive interference. This system of delegations is critical to establish accountable relationships and determine who bears responsibility for specific actions and decisions (Thornhill, 2015). This legislative framework provides the foundation for accountability-related mechanisms and Consequence Management (CM) interventions structures within municipalities and aligns with the legal compliance discussed in Chapter Two. However, Siddle (2011) observed that a comprehensive legal framework does not necessarily translate into effective implementation. The challenge lies in the operationalization of these legal requirements through appropriate institutional mechanisms, cultural change, and the development of capacity.

4.3 INTERGOVERNMENTAL RELATIONS (IGR) AND CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS

Despite legislative and institutional reforms, challenges persist in the effective coordination of the three spheres of government. Experts argue that the constitutional structure impede municipal governance. Furthermore, national and provincial governments often control local governance, which limits their autonomy (Nyikadzino & Nhema, 2015). The concept of "distinctive, interdependent and interrelated" spheres of government, as stipulated in Section 40 of the Constitution (1996), has significant implications for Consequence Management (CM) interventions in municipalities. The key aspects include:

4.3.1 Provincial oversight and support

Section 154(1) of the Constitution (1996) mandates provincial governments to support and strengthen municipal capacity. This supportive role includes monitoring municipal performance, provide technical assistance, and building capacity towards effective governance (Tapscott, 2008). The provincial role in Consequence Management (CM) interventions should, therefore, balance oversight with developmental support.

4.3.2 Intervention powers

Section 139(1) of the Constitution (1996) allows provincial intervention should a municipality fail. Therefore, this statute serves as a high-level Consequence Management (CM) intervention tool. This intervention power represents what De Visser (2010) termed as the "ultimate consequence" for municipal non-performance. However, research by the Financial and Fiscal Commission (2014) revealed that interventions have not always been effective to address underlying governance challenges. Hence, it is suggested that there is a need for more nuanced Consequence Management (CM) intervention approaches.

4.3.3 Intergovernmental alignment

The Intergovernmental Relations Framework Act (13 of 2005) provides mechanisms to coordinate and align across the three spheres of government, including District Intergovernmental Forums and Provincial Intergovernmental Forums. These structures can facilitate shared approaches to Consequence Management (CM) and ensure consistency to address governance-related challenges (Malan, 2014). This multi-level approach to Consequence Management (CM) interventions aligns with the systemic perspective of organisational excellence discussed in Chapter Two. It acknowledges that municipal performance is influenced by factors beyond the control of individual municipalities, including provincial policy decisions, national funding allocations, and broader socio-economic trends. Therefore, an effective framework for Consequence Management (CM) interventions must consider these intergovernmental dynamics and ensure appropriate attribution of responsibility.

4.4 FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS IN MUNICIPALITIES: STRUCTURAL ELEMENTS

Naidoo and Ramphal (2018) stated that the Local Government: Municipal Systems Act (32 of 2000) encourages community participation in Integrated Development Planning (IDP), but many municipalities struggle to engage marginalized communities. Hence,

this scenario has resulted in dissatisfaction and protests due to inefficient delivery of services. A supportive institutional framework is crucial to enhance active participation of rural communities in local development initiatives (Garane & Kibuuka, 2019). To establish effective institutional arrangements and framework for good developmental governance, Naidoo and Ramphal (2018) underscored that public participation faces the following challenges: insufficient resources, skills, political dynamics, ward committee functionality, and a lack of awareness.

The structural elements of Human Resource Management (HRM) dimensions of Consequence Management (CM) interventions in municipalities as discussed in Chapter Two, include:

4.4.1 Political structures

Local government is organized to benefit from political and administrative aspects of Consequence Management (CM) interventions. The mayor and speaker lead democratically selected councillors, who represent the communities. Political representation advances community needs and manages community-specific risks. Mayors and speakers are accountable for the same set of responsibilities within a functional framework for Consequence Management (CM) interventions. These roles should reflect the key outcomes for Consequence Management (CM) interventions in the performance management framework for political offices. These can be summarised as follows:

- Mayor's office: Provide political leadership and oversight.
- Municipal Council: Set strategic direction and approve budget and policies.
- Speaker: Ensure adherence to Codes of Conduct for Councillors.

De Visser (2010) noted that the political-administrative interface in South African municipalities is often characterized by tension and ambiguity, as well as implications for effective Consequence Management (CM) interventions. The separation of powers between the executive (mayor) and legislative (council) functions is intended to provide checks and balances, but in practice, political dynamics often undermine these measures of accountability.

4.4.2 Administrative structures

A framework for Consequence Management (CM) interventions combines administrative and management theories. The administrative theory focuses on organisational management and human and behavioural factors. It underscores the organisation of the top layer of an organisation and refines behavioural aspects to undertake efficient operations. According to Cameron (2005), the South African municipalities administrative structures had undergone significant transformation since 1994. However, there have been implications for accountability, relationships and performance management. The key administrative positions include:

- Municipal Manager: Overall accountability for municipal administration.
- Chief Financial Officer: Financial management and reporting.
- Heads of Departments: Operational management and service delivery.

The Service Delivery and Budget Implementation Plan (SDBIP) system, which is a Performance Management System (PMS) for senior managers, occasionally appears to exclude shop floor workers, with limited consequences for poor performance at lower levels of the organisation. This gap in the Consequence Management (CM) interventions system can undermine organisational effectiveness and service delivery.

4.4.3 Oversight bodies

Oversight, for a framework for Consequence Management (CM) interventions objectives is crucial and involves multiple levels of responsibility. Multilayers are preferred because issues which are overlooked one level are unlikely to in the next. In local government, the relationship between administrative and political arms ensures oversight over constitutional mandates. Oversight responsibilities also include the avoidance of risks and accountability for actions. Municipal bodies, such as the municipal Disciplinary Board (DB), Audit Committee (AC), and Municipal Public Accounts Committee (MPAC), provide oversight over undesirable consequences such

as fraud, mismanagement, theft, corruption, and public resource abuse. These bodies include:

- Municipal Public Accounts Committees (MPACs): Internal oversight on financial management.
- Audit Committees (ACs): Independent advisory on risk management and internal controls.

Fourie (2015) argued that the effectiveness of these oversight bodies depends on their independence, capacity, and authority to enforce consequences for non-compliance or poor performance. In many municipalities, oversight bodies lack the resources, expertise, or political support to fulfil the mandates effectively.

4.4.4 Independent bodies

Independent bodies, which are often associated with professionalism, are individuals or groups that avoid undue vested interest, influence and constraints. They ensure that decisions are made according to the mandate and only consider internal interests. Independence is embedded in the municipality's framework for Consequence Management (CM) interventions, and includes the following independent offices: Auditor General of South Africa (AGSA), South African Human Rights Commission (SAHRC), Provincial Departments of Local Government and Treasuries which review decisions to align with the organisation's mandate, *e.g.*:

- Auditor-General of South Africa (AGSA): Conducts external audits and reports on municipal affairs.
- Public Protector of South Africa (PPSA): Investigates maladministration and corruption.

Pauw *et al.* (2009) highlighted the crucial role of these independent bodies to ensure accountability in public financial management and administration. However, the effectiveness of these bodies depends on the willingness of the municipal leadership to implement the recommendations and address identified deficiencies. These

structures contribute to the performance management, disciplinary procedures, and accountability systems collectively and are identified as key dimensions of a framework for Consequence Management (CM) interventions discussed in Chapter Two.

4.5 GOOD GOVERNANCE AND ACCOUNTABILITY: CONSEQUENCE MANAGEMENT (CM) INTERVENTION REGULATIONS

Effective governance is essential so that municipalities can operate efficiently; formulate and advocate sound policies, whilst accountability, transparency, and citizen-focused practices are included in public governance, especially in South Africa, as core tenets of effective democratic governance (Sithole, 2015 & Matlala, 2024). According to Ndevu & Müller (2018), municipalities in South Africa are mandated to promote socio-economic development through transparent, accountable governance, and community engagement, as outlined in the Constitution (1996).

Consequence Management (CM) interventions seek to ensure individual accountability for actions, inhibit future misconduct, and restore public trust in local government (Erasmus & Matsimela, 2021). The Constitution (1996) prescribes that local government is an autonomous sphere and focuses on the provision of essential services and promote local development in South Africa's municipalities (Joseph & Williams, 2022). Municipalities face challenges such as inadequate infrastructure, financial constraints, and a lack of skilled personnel (Matloga *et al.*, 2024). These challenges may impede the efficiency of governance structures to implement a framework for Consequence Management (CM) intervention strategies, as well as highlight the significance of legislative and policy frameworks to promote good governance and accountability in municipalities (Niekerk & Sebakamotse, 2020).

4.6 CONCLUSION

The legislative framework and institutional arrangements underscore the significance of citizen participation in municipal matters. The Constitution (1996) stipulates that one

of the objectives of local government is to promote the engagement of communities and community organisations in matters related to local governance. Legislation requires municipalities to implement systems for public engagement, and guarantee that residents can influence decision-making processes which impact on their lives. Principles of good governance are crucial for effective and efficient public administration. Effective financial management, ethical conduct, and compliance with legal and regulatory frameworks are essential elements of good governance in municipalities (Niekerk & Sebakamotse, 2020). The South African government has implemented significant legislation to enhance service delivery at national, provincial, and local government spheres (Ndevu & Müller, 2018).

The legislative interventions aim to enhance transparency, accountability, financial sustainability, and responsiveness to the needs of the local communities (Mamogale, 2016). The Constitution (1996) mandates that all government operations be conducted ethically, accountably and highlights the necessity for officials to serve the interest of the public. Niekerk and Sebakamotse (2020) further asserted that Consequence Management (CM) interventions are essential to ensure accountability and uphold ethical standards within municipalities. The developmental governance framework in South Africa comprises of a multifaceted network of institutions and agencies which operate at the national, provincial, and local spheres. These institutions oversee the planning, implementation, and monitoring of development initiatives across multiple sectors. Good governance pertains to the methods and structures of governance and highlights the necessity for an efficient, effective, and accountable public sector. Evidence has revealed that effective governance advances conditions which are conducive to economic growth and social development. This enables the state, including the municipalities, to deliver basic services effectively, efficiently, and equitably.

To guarantee the implementation of relevant and related regulatory frameworks for Consequence Management (CM) interventions by municipalities in the North-West Province, it is imperative for the senior and municipal officials to demonstrate a favourable response to their employment contracts. Should a framework for

Consequence Management (CM) interventions not be abided by the municipalities would experience challenges regarding corruption and irregular spending. However, on the other hand, the implementation of Consequence Management (CM) interventions safeguards public health and safety. Good governance is a complex notion which requires ongoing assessment and enhancement, while accountability is a fundamental element (Matloga, Mahole & Nekhavhambe, 2024). The following chapter presents a comprehensive outline of the adopted research methodology to address the research objectives and questions.

CHAPTER 5: RESEARCH METHODOLOGY

5.1 INTRODUCTION

The previous chapter considered various legislative and regulatory frameworks, and institutional arrangements to implement good local governance and Consequence Management (CM) interventions. This chapter presents a comprehensive outline of the research methodology which was adopted to address the research objectives and questions identified in Chapter 1. The research methodology is structured according to Saunders and Tossey's (2012) Research Onion framework, *i.e.*, progress from the broader philosophical considerations to the collection of specific data and techniques to undertake a detailed analysis thereof. This chapter discusses the research philosophy, approach to develop theory, methodological choices, research strategy, data collection methods, and the data analysis plan. Furthermore, issues of reliability, validity, and ethical considerations are also addressed.

As a representation of a sphere of government closest to the communities, municipalities are mandated by the Constitution of the Republic (1996) to deliver basic services, in a fair, democratic and equitable manner. Furthermore, relevant municipal legislation dictates that certain mechanisms and systems must be implemented to ensure effective and efficient deployment of services and identified approaches must be instituted to activate remedial measures as and when necessary. Subsequent hereto, this chapter outlines several methodologies adopted to conduct research in identified and targeted municipalities in the North West Province.

5.2 RESEARCH PHILOSOPHY

This study adopted pragmatism as its philosophical underpinning and aligned with the complex nature of Consequence Management (CM) interventions in local governance. Pragmatism allows methodological and epistemological pluralism, which enables the researcher to employ various methods and perspectives to address the research questions (Brierley, 2017). This philosophical stance is particularly appropriate for research disciplines within the social sciences, for example, public management,

business studies, and general management, because the dynamics of human and social practice are central concerns (Simpson, 2018).

The choice of pragmatism is justified by the multifaceted nature of Consequence Management (CM) interventions in municipalities, which involves political, administrative, and social dimensions. Morgan (2014) argued that pragmatism offers a practical and outcome-oriented method of inquiry, which is particularly suitable for research aimed to solve real-world problems. In the context of this study, pragmatism allowed the integration of both objective and subjective knowledge and recognised that various types of knowledge can contribute to understanding the complex issue of Consequence Management (CM) interventions in local government.

5.3 APPROACH TO DEVELOPMENT OF THEORY

Given the pragmatic philosophical stance, this study adopted deductive and inductive approaches to develop theory, which is referred to as abductive reasoning. This approach enabled one to undertake exploration Consequence Management (CM) interventions in local government comprehensively. On the one hand, deductive aspects of the study begins with existing theories and concepts of Consequence Management (CM) interventions, good governance, and organisational excellence as discussed in Chapters 2 and 3. On the other hand, the inductive aspect remains open to emerging themes and patterns from the data, which can generate new theoretical insight specifically in the South African municipal context.

Dubois and Gadde (2002) concurred that this abductive approach is particularly useful in case research, because it allows for a continuous movement between an empirical and a model world. This is specifically relevant in Consequence Management (CM) interventions in municipalities, where existing theories may not fully capture the unique challenges and dynamics of the South African local government system. Timmermans and Tavory (2012) concur with this approach and suggested that abductive analysis can lead to novel theoretical insight grounded in empirical observations.

5.4 METHODOLOGICAL CHOICE

A mixed-methods approach was adopted for this study, *i.e.*, quantitative and qualitative data collection and analysis techniques. The choice of mixed-methods approach was informed by the pragmatic philosophy and the complex nature of the research problem, which requires in-depth understanding. Creswell and Plano Clark (2017) argued that mixed methods research provides a more complete understanding of research problems than either approach on its own. In the context of studying Consequence Management (CM) interventions in municipalities, the quantitative component allows for a broad assessment of current practices and perceptions across multiple municipalities, while the qualitative component provides rich, contextual data on the nuances of its implementation and critical challenges faced.

Johnson and Onwuegbuzie (2004) concur with adopting the mixed methods approach, which suggests that it allows researchers to mix and match design components which provide the best opportunity to respond to specific research questions. This was of particular relevance in the study of Consequence Management (CM) interventions, because both measurable outcomes and an in-depth understanding of processes and perceptions was crucial.

5.4.1 Research strategy

The research strategy employed a multi-phase mixed-methods design, including a survey, semi-structured interviews, and case studies. This strategy was designed to provide a comprehensive understanding of Consequence Management (CM) interventions in North West Province municipalities. During the surveys phase, quantitative data was gathered on current practices, perceptions, and challenges related to Consequence Management (CM) across a broad sample of municipalities. Thereupon, semi-structured interviews were conducted key themes and issues in greater detail, as well as provide qualitative insight into the complexities of the procedures to implement Consequence Management (CM) interventions. Moreover, selected municipalities offer a holistic overview of Consequence Management (CM) interventions in specific contexts. In Chapter 7, case studies were compared and the

effects of a framework for Consequence Management (CM) interventions was illustrated in the Ditsobotla Local Municipality (DLM) in the North West Province, and the City of Cape Town (CoCT). The findings highlighted both failures, successes, and provides valuable insights towards the development of a comprehensive framework.

Fetters, Curry and Creswell (2013) argued that such a multi-phase design allows integration at multiple levels, as well as enhances the depth and breadth of the study. Yin (2017) concurred with the utilisation of case studies with other methods and argued that these are particularly useful to examine contemporary phenomena within there al-life context.

5.4.2 Data collection methods

The study was conducted through various methods and resources to ensure that adequate data was gathered from relevant municipal officials in the identified North West Province municipalities.

5.4.2.1 Survey questionnaire

A comprehensive survey questionnaire was developed to gather both quantitative and qualitative data from a broad sample of municipal employees and stakeholders. The questionnaire was structured into several sections, which included demographic information, understanding the implementation of Consequence Management (CM) interventions, performance management and Consequence Management (CM) interventions, accountability and transparency, challenges and enhancements. Krosnick (2018) underscored the significance to design a questionnaire carefully to ensure the reliability and validity of the gathered data. The questionnaire comprised of Likert-scale items and semi-structured questions, *i.e.*, quantitative analysis of trends and patterns, as well as qualitative insight into individual perspectives.

5.4.2.2 In-depth semi-structured interviews

Semi-structured interviews, as highlighted in Appendix B2 of the questionnaire were conducted with key informants, which included senior municipal managers, political leaders, and representatives from oversight bodies. The interview guide was developed to explore various aspects of Consequence Management (CM) interventions in local government, including principles of good local governance, key challenges, current state of implementation, and suggestions to enhance the process. Galletta (2013) argued that semi-structured interviews are particularly useful to capture the participants experiences and perceptions. The flexibility of this approach enables one to conduct an in-depth investigation of specific areas based on the interviewee's responses, as well as provide rich, contextual data.

5.4.2.3 Case studies through document analysis

The municipal documents included policies, reports, and audit findings, which were analysed to provide context and validate interviewed and surveyed data. Bowen (2009) highlighted the value of document analysis in qualitative research and suggested that it can provide background details and context, pose additional questions, gather supplementary data, and a means to track change and development. The case studies illustrated the effects of a framework for Consequence Management (CM) interventions between the Ditsobotla Local Municipality (DLM) in the North West Province and the City of Cape Town (CoCT). An extensive review of the following municipal documents was conducted, namely, Ditsobotla Local Municipality Draft Integrated Development Plan (IDP) 2023/2024; City of Cape Town Five (5) Year Integrated Development Plan July 2022 – June 2027; and City of Cape Town Consequence Management Policy 2019.

5.4.3 Sampling strategy

Selected municipalities were sampled for the survey. A mixed-methods approach was utilised to ensure representation across various types and size of municipalities in the North West Province. The sample for this study comprised of municipal staff: middle, senior and municipal managers from the sampled local municipalities in the North

West Province. The Local Government: Municipal Systems Act (32 of 2000) and Local Government: Regulations on Appointment and Conditions of Employment of Senior Managers (167 of 2013), as amended, defines middle managers as managers appointed according to Section 55 of the Act, senior managers as those directly reporting to municipal managers and appointed according to Section 56 of the Act, and municipal managers as those officials appointed according to Section 54 of the Act. For the semi-structured interviews, purposive sampling was employed to select participants and municipalities from respondents who could provide rich, and relevant data. Etikan, Musa and Alkassim (2016) argued that purposive sampling is particularly useful when the research requires informants with specific expertise or experience. In the context of this study, these approaches enable for the selection of key informants who have direct experience with Consequence Management (CM) interventions in municipal settings.

5.4.4 Data analysis plan

The data analysis outlined below focused on the quantitative and qualitative data analysis approaches.

5.4.4.1 Quantitative data analysis

Quantitative data gathered from the survey was analysed through SPSS because it offers a wide range of analytical operations. The analytical operations included a descriptive statistics analysis. Factor analysis was conducted to identify underlying dimensions of Consequence Management (CM) interventions and selected practices. Field (2013) provided a comprehensive guideline of the statistical techniques and its application in social science research.

5.4.4.2 Qualitative data analysis

Qualitative data from semi-structured interviews and survey responses were analysed thematically. Braun and Clarke (2006) outlined a systematic approach of thematic analysis which was followed to ensure rigor.

5.4.4.3 Integration of Quantitative and Qualitative data

The integration of quantitative and qualitative data followed a convergent parallel design, *i.e.*, data was gathered, analysed separately, merged and interpreted. Guetterman, Fetter and Creswell (2015) contended that this approach provides a comprehensive understanding of complex phenomena.

5.5 RELIABILITY, VALIDITY, AND ETHICAL CONSIDERATIONS

To ensure reliability and validity, the survey instrument was piloted, tested and refined before it was implemented. The interview protocols were standardized and peer reviewed. Member checking was utilised for interview data, and triangulation of data sources and methods enhance to validity. Ethical approval was acquired from the relevant university ethics committee, while informed consent was obtained from the participants, and confidentiality and anonymity were maintained throughout the research process. The data was stored securely and managed in compliance with data protection regulations. Israel (2014) and Orb, Eisenhauer, and Wynaden (2001) concurred with the measures of reliability, validity and ethical considerations, which are aligned with best practices in research.

5.6 STUDY LIMITATIONS

The research into the establishment of a municipal framework for Consequence Management (CM) interventions through good governance faced numerous limitations. The limitations are detailed in the subsequent sections.

5.6.1 Methodological limitations

- Geographic scope constraints: The study encountered limitations which emanated from inadequate geographical representation of municipalities in the North West Province. Hence, selected municipalities provided insufficient responses.

- Sample size: The research concentrated on sampled municipalities in the North West Province, which was restricted to approximately fifty percent to strengthen the trustworthiness of the sourced material.
- Time constraints: Time impeded repeated interaction with all municipal authorities from the selected municipalities to acquire the completed questionnaires and to conduct interviews.
- Resources: Inadequate resources impeded a comprehensive study technique in the selected municipalities.

5.6.2 Contextual limitations

The following contextual limitations were experienced:

- Complex political environment: The current unstable political environment and persistent interference by political office-bearers in local governance obstructed the development and efficient execution of a framework for Consequence Management (CM) interventions.
- Availability of resources: Municipalities are experiencing a decrease in revenues due to, *inter alia*, increasing unemployment and out-dated funding models. The limitations impede the municipalities' capacity to develop and execute a framework for Consequence Management (CM) interventions within the framework of good governance.
- Implementation timeframes: Municipalities face considerable obstacles to establish essential mechanisms, processes, and systems, including Consequence Management (CM) interventions, due to a lack of experienced and skilled personnel, an unstable political-administrative interface, and protracted timelines towards effective implementation.

Cultural factors: Cultural factors faced by political office-bearers and municipal administration placed contextual constraints on the design and execution of a

framework for Consequence Management (CM) interventions within good governance.

5.7 CONCLUSION

The adopted research methodology for the study was grounded in pragmatism and employed a mixed-methods approach to provide a robust and nuanced understanding of Consequence Management (CM) interventions, as a key component of good local governance in North West Province municipalities. The adoption and integration of the quantitative and qualitative methodology enabled the development of a practical and context-specific framework to enhance Consequence Management (CM) interventions in municipalities. The subsequent chapter will present a comprehensive analysis and discuss the gathered data of Consequence Management (CM) interventions and good governance in the North West Province municipalities in South Africa.

CHAPTER 6: EMPIRICAL FINDINGS, DATA ANALYSIS AND DISCUSSION

6.1 INTRODUCTION

The previous chapter addressed the adopted research methodologies, research philosophy, an approach to develop theory, including the research strategy and data collection methods. This chapter builds on the research and methodologies outlined in Chapter 4 and provides a detailed analysis and discussion of the data gathered of relevance to Consequence Management (CM) interventions in municipalities in the North West Province, South Africa. The chapter provides an overview of the participants' demographic characteristics and subsequently presents a detailed overview of the research findings, which are discussed in relation to the research objectives and relevant literature.

6.2 Data Collection

The analysis commenced with sourced findings from the survey questions highlighted as Appendix B1 in the research questionnaire. The latter section focused on the findings from the semi-structured questions (Appendix B2). The questionnaire was divided into two (2) sections to ensure that in addition to general survey questions, more detailed information could be extracted from the respondents based on their knowledge, understanding and experience as middle to senior managers in the targeted municipalities.

6.2.1 Survey Questionnaire (Appendix B1): Responses

This section examined the responses acquired from the survey questions (Appendix B1) of the same questionnaire which were distributed to the designated municipal officials in the selected municipalities in the North West Province. Furthermore, the detailed analysis of the findings is categorised into several sub-sections as stated in the questionnaire.

6.2.1.1 Participants demographic profile

An understanding of the demographic profile of the participants is crucial because it provides a context for the findings and a more nuanced interpretation thereof. The sample comprised of municipal staff, *i.e.*, middle, senior and municipal managers from the selected local municipalities in the North West Province. The Local Government: Municipal Systems Act (32 of 2000) and Local Government: Regulations on Appointment and Conditions of Employment of Senior Managers (167 of 2013), as amended, defines middle managers as managers appointed according to Section 55 of the Act, senior managers as those who report directly to municipal managers and appointed according to Section 56 of the Act, while municipal managers are appointed according to Section 54 of the Act. Permission was requested to interview numerous senior municipal officials for this study. The questionnaire indicated that full names of the individual respondents were not to be disclosed. This section comprised of the demographic data required from the selected participants.

6.2.1.2 Municipal distribution

The data on municipal representation revealed that Ditsobotla Local Municipality had the highest proportion of participants (7.8%), followed by JB Marks Local Municipality and Dr Kenneth Kaunda District Municipality, which totalled 4.7% of the sample. Maamusa Local Municipality, Moses Kotane Local Municipality, and Naledi Local Municipality each accounted for 3%, while the remaining municipalities recorded a representation of 2% each. This distribution reflects a broad yet proportionate participation across municipalities in the North West Province. Hence, the study captured diverse institutional contexts and perspectives on the implementation of Consequence Management (CM) interventions.

Figure 5.1 Participant distribution per municipality

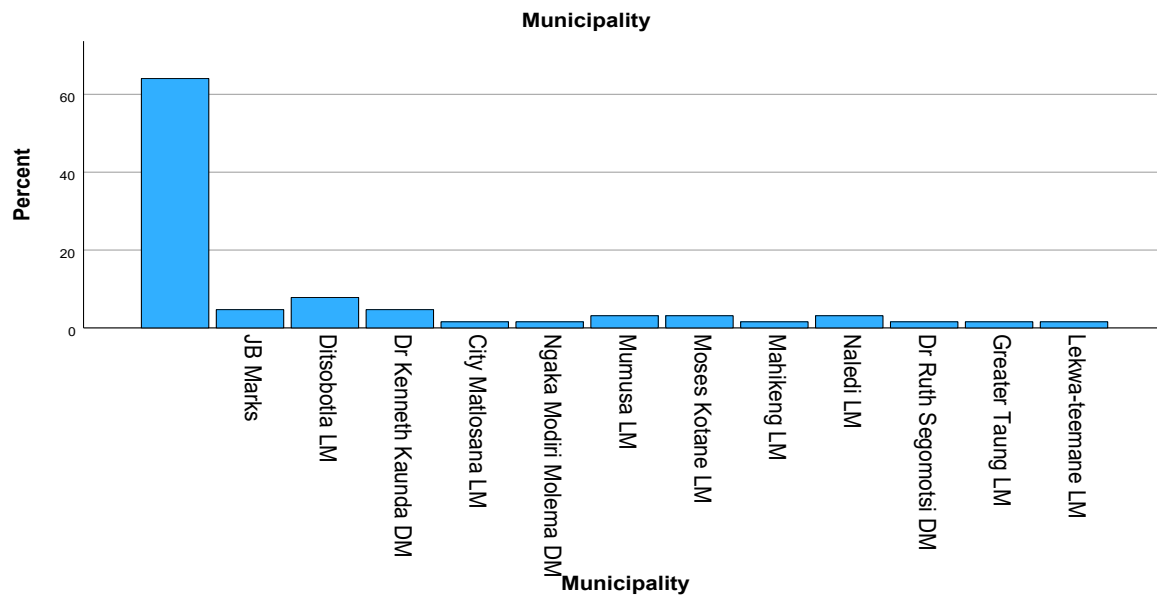


Figure 5.1 Participant distribution per municipality

6.2.1.3 Gender

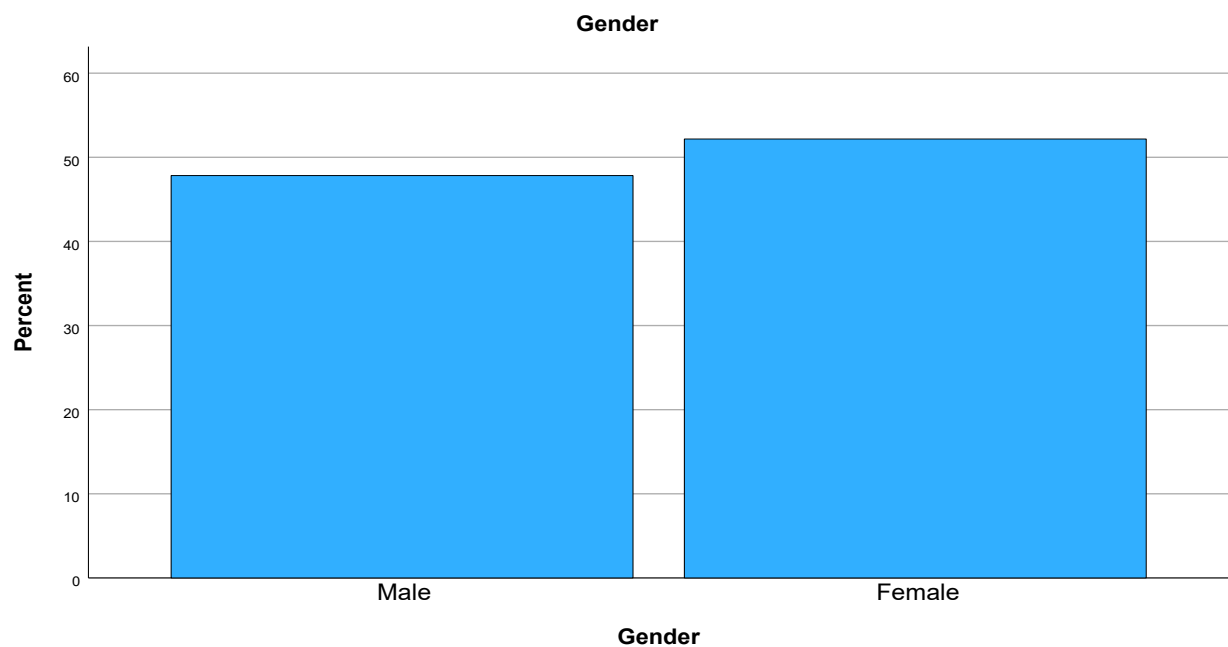


Figure 5.2 Gender distribution

The gender distribution among the participants reflected close parity, for example., 47.8% comprised male and 52.2% female. This balanced representation ensured that perspectives from both genders were captured adequately, and contributed towards a more comprehensive understanding of the dynamics which influenced Consequence Management (CM) interventions across municipalities in the North West Province.

6.2.1.4 Age groupings

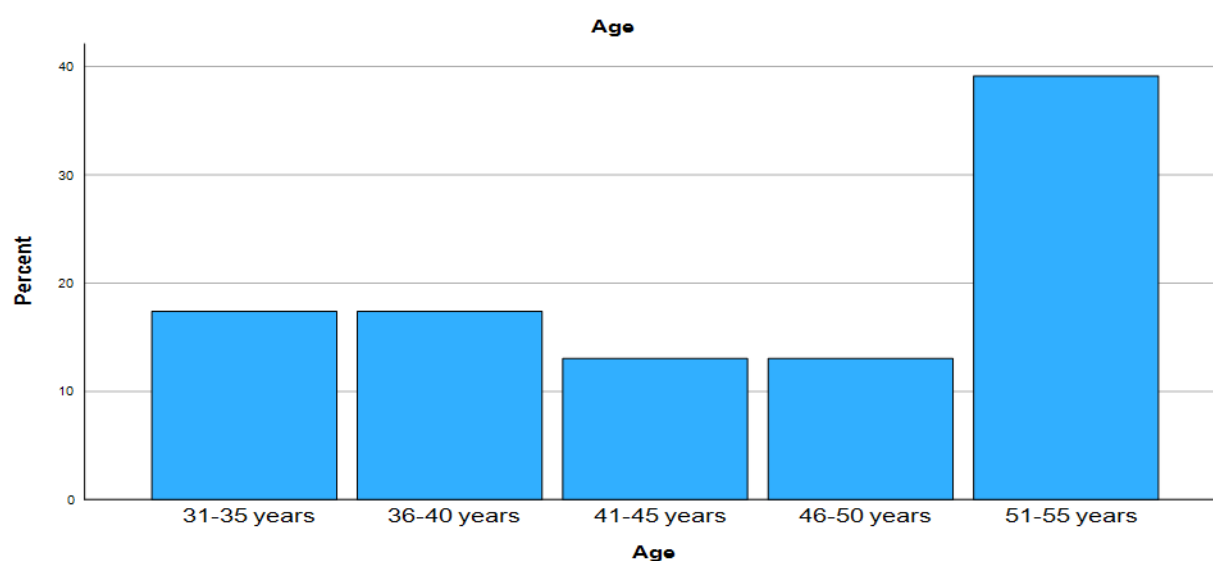


Figure 5.3 Age groupings

The distribution of participants revealed that most (39.1%) fell within the 51–55-year age group, followed by equal proportions (17.4% each) in the 31–35 and 36–40-year age groups respectively. This pattern reflected a workforce which comprised largely of experienced and mid-career professionals who occupied key management positions within local government. Trevor Manuel, former Minister of Finance, underscored in the National Development Plan (NDP) 2030 that a detailed demographic analysis must incorporate both age distribution and levels of experience for South Africa to manage its shifting population profile effectively and harness its demographic dividend. Such analysis is particularly important in municipal governance, because institutional knowledge and generational balance play a vital role to maintain continuity, advance innovation, and enhance service delivery outcomes.

6.2.1.5 Levels of qualifications

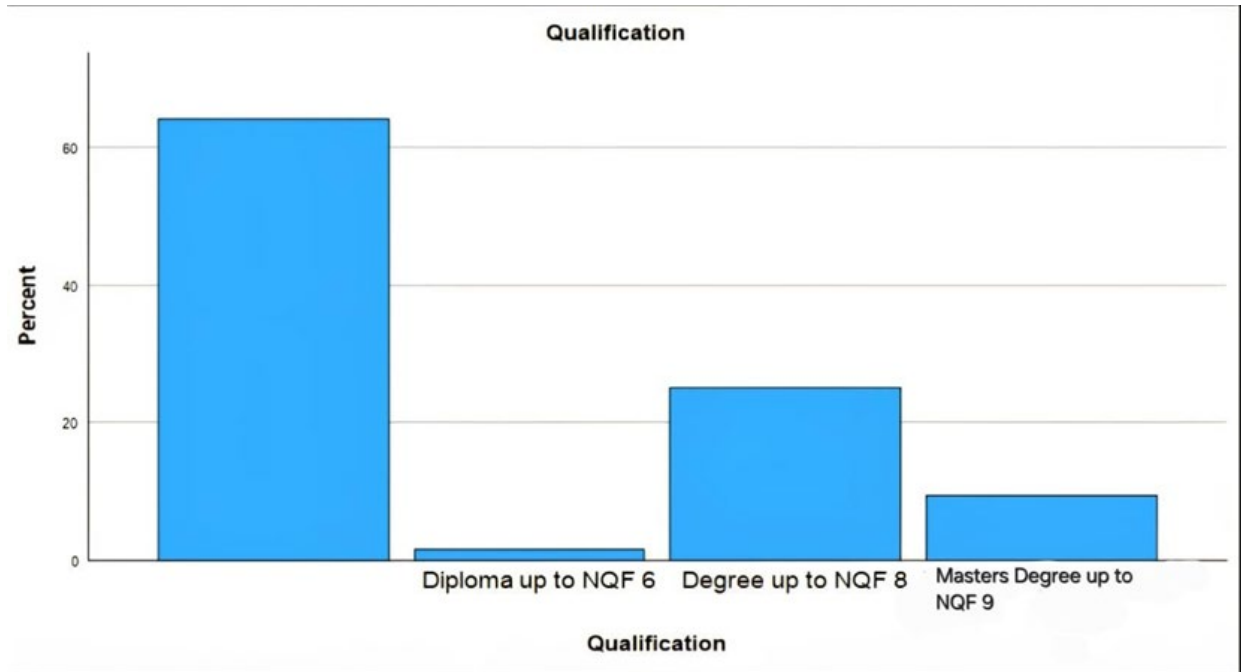


Figure 5.4 Levels of qualifications

Data in relation to qualifications revealed that most participants (25.0%) held a degree up to NQF Level 8, while 9.4% had attained a Master's degree at NQF Level 9. This statistic revealed a relatively well-educated workforce which occupied management and leadership roles within local government structures. Such levels of educational achievements suggested that many municipal officials possess the theoretical knowledge and professional grounding necessary to engage with governance frameworks, including the implementation of Consequence Management (CM) interventions.

6.2.1.6 Years experience

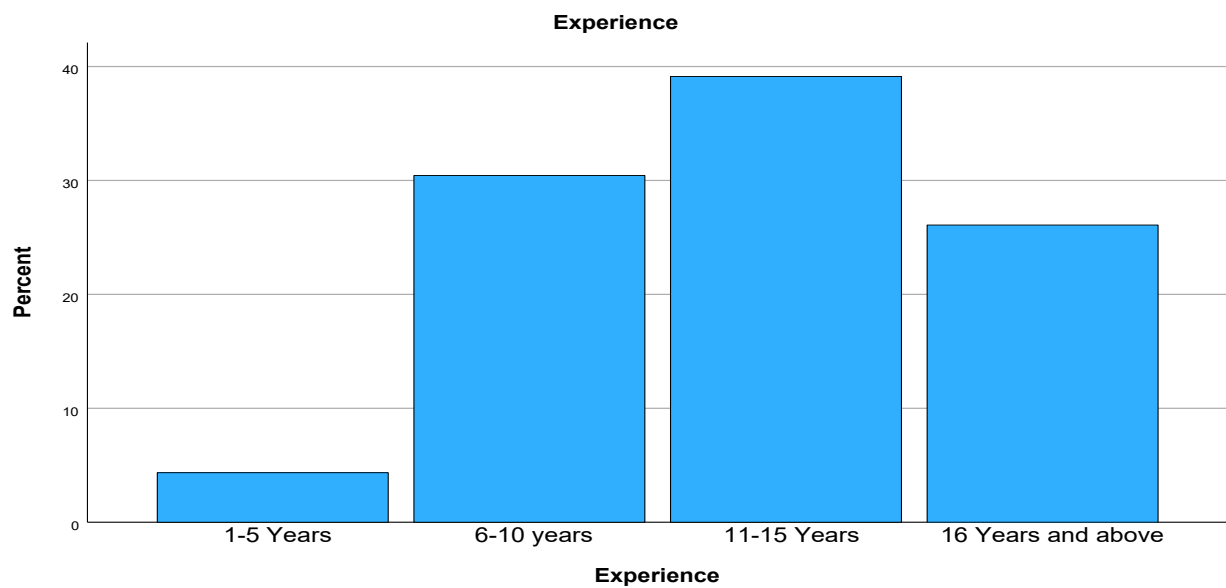


Figure 5.5 Years experience

The data revealed that only 5% of the respondents have between 1 and 5 years of experience, while the largest group (39.1%) 11 to 15 years. A total of 30.4% have 6 to 10 years' experience, while 26.1% 16 years and over. This reflected a workforce with considerable experience in local government management.

6.2.1.7 Designation and level of position distribution

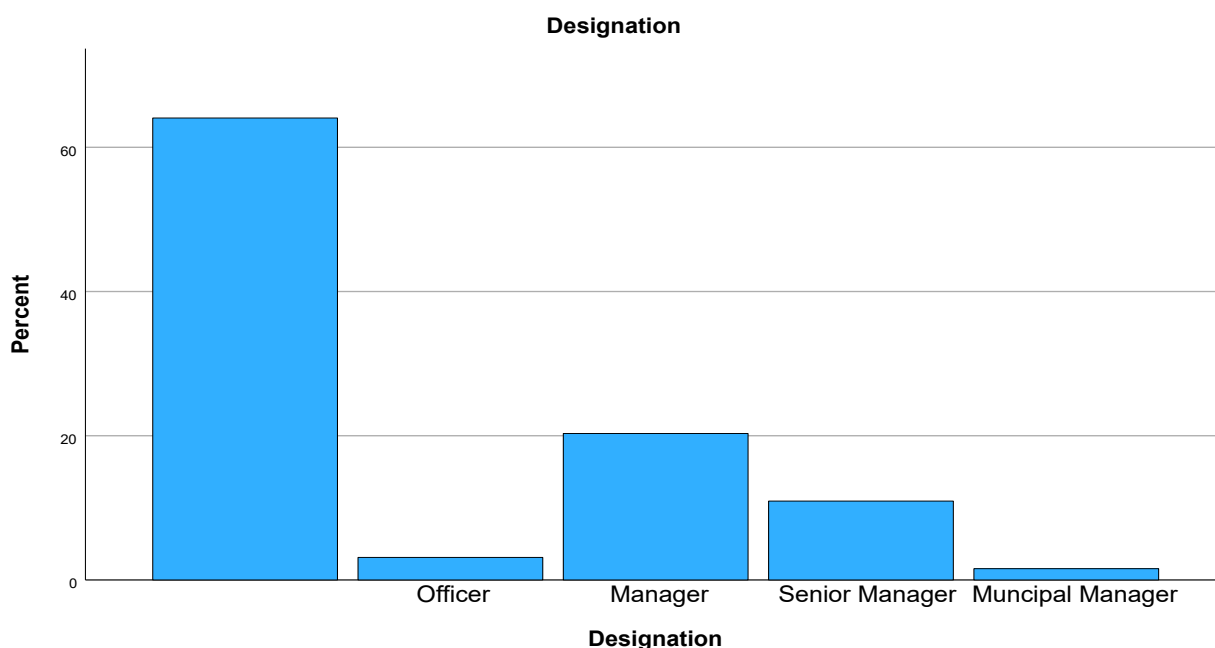


Figure 5.6 Designation and level of position distribution

The data revealed that a significant percentage of the participants are middle managers (20.3%), followed by senior managers (10.9%). Hence, the study captured insights from individuals who occupied key decision-making roles within local government structures. The responses further revealed that much of the municipal workload was executed by middle and lower management staff.

6.2.1.8 Municipal Disciplinary Board (DB) established

Figure 5.7 illustrated that 30% of the respondents agreed that municipalities in the North West Province have established municipal Disciplinary Boards (DBs). A further 15% strongly agreed with this statement and reported that several municipalities had complied with the legislative requirement to constitute Disciplinary Boards (DBs). However, 25% of the respondents disagreed, while 18% strongly disagreed. These responses revealed that a considerable proportion of the municipalities had not established such boards. Moreover, 5% of the respondents remained neutral, while

8% did not provide a response. This distribution highlighted a mixed pattern of compliance across municipalities, which highlighted inconsistencies in the implementation of governance structures which are intended to support accountability and transparency. The significant share of disagreement and non-response suggested that selected municipalities could have lacked either the institutional capacity or the political will to operationalise Disciplinary Boards (DBs) effectively.

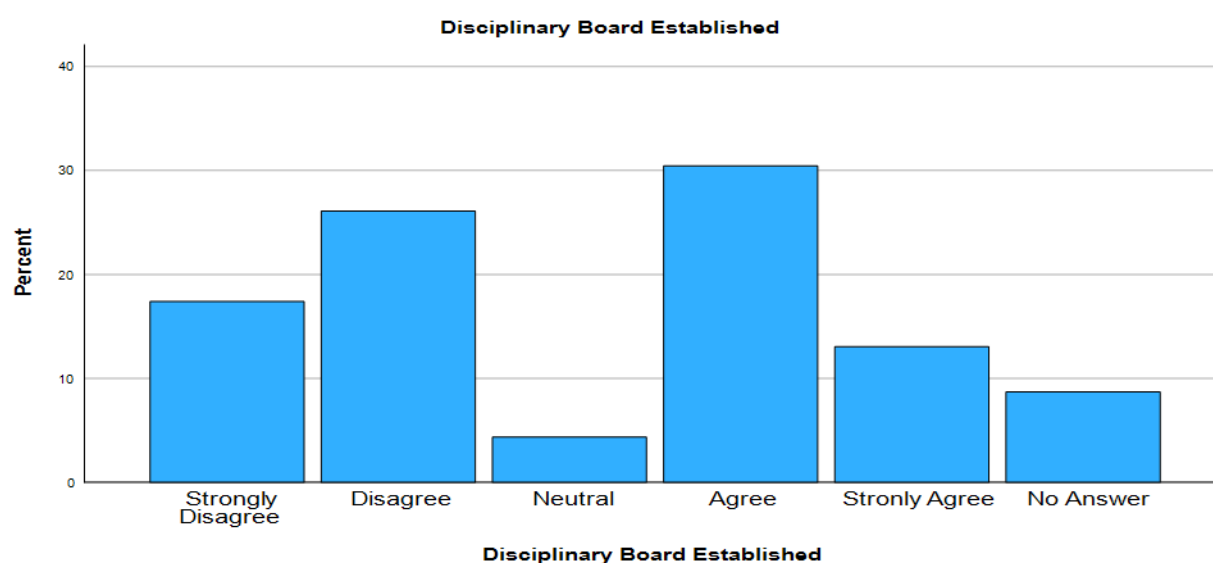


Figure 5.7 Establishment of municipal Disciplinary Boards (DBs)

6.2.1.9 Municipal Disciplinary Boards (DB): establishment, meetings and sittings

The MFMA (2003) and the Municipal Regulations on Financial Misconduct Procedures and Criminal Proceedings (2014), stipulate that municipal Disciplinary Boards (DB) are required to convene as needed to resolve specific cases, rather than adhere to a predetermined schedule such as regular municipal Council meetings. Diagram 5.8 below illustrated that most established municipal Disciplinary Boards (DBs) do not convene regularly. This was prevalent in the responses, where 39% and 27% of the participants strongly disagreed and disagreed, respectively, that the Disciplinary Boards (DBs) meet consistently to review reports and conduct investigations.

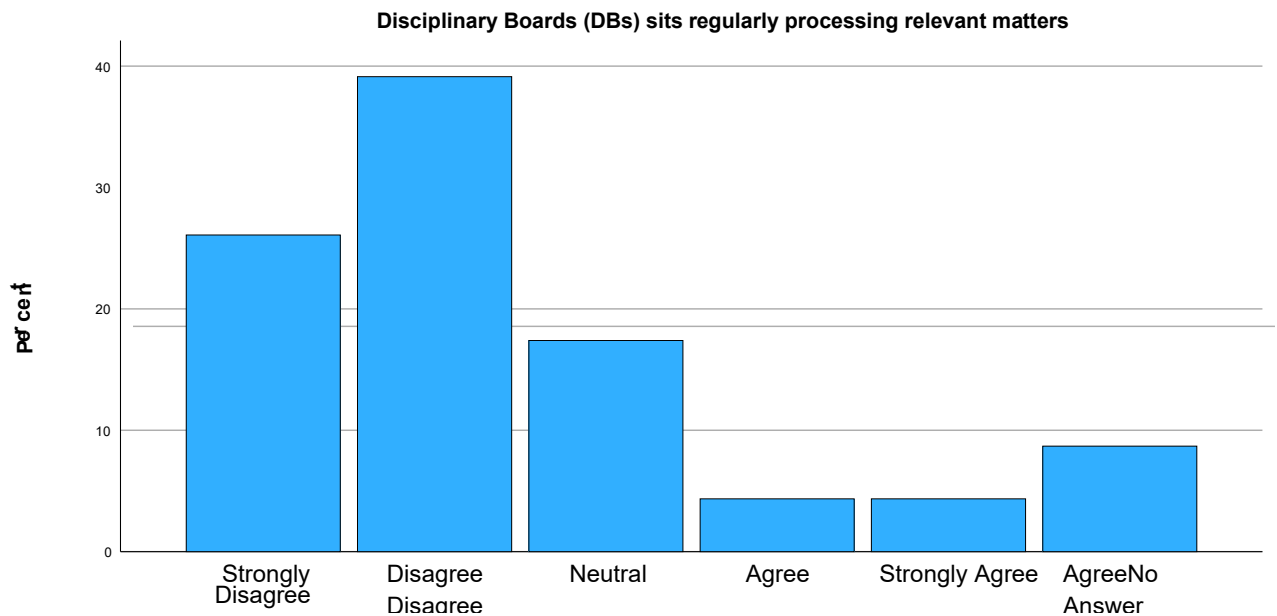


Figure 5.8 Disciplinary Boards: regular sittings to process relevant matters

6.2.1.10 Independence: Municipal Disciplinary Board (DB)

The MFMA (2003) and the Municipal Regulations on Financial Misconduct Procedures and Criminal Proceedings (2014) stipulates that municipal Disciplinary Boards (DBs) must function independently, without interference from the municipal council or any municipal officials. However, the findings presented in Figure 5.9 below revealed a noticeable gap between this legislative ideal and the reality within the selected municipalities. The data revealed that 39% of the respondents adopted a neutral stance, while 27% strongly disagreed and 17% disagreed that Disciplinary Boards (DBs) operate independently. Conversely, only 8% strongly agreed while another 8% agreed that the boards function without interference. The predominance of neutral and negative responses suggested widespread uncertainty or scepticism about the operational independence of Disciplinary Boards (DBs). The neutrality could reveal limited transparency related to disciplinary processes, restricted access to information, or reluctance amongst officials to comment on sensitive governance matters due to fear of internal repercussions. A total of 44% disagreed (strong and moderate) highlighted a significant perception that municipal Disciplinary Boards (DBs) are

subject to some form of influence or interference, e.g. political, administrative, or procedural.

This finding underscored the persistent tension between policy and practice. Although the MFMA and its accompanying regulations provide a robust framework for independent disciplinary oversight, the lived reality within municipalities suggests that these mechanisms had not been realised fully. The minimal proportion of respondents who affirmed independence (16%) highlighted the need for stronger enforcement, clearer operational guidelines, and institutional safeguards to protect the Disciplinary Boards (DBs) autonomy. Without these measures, disciplinary systems risk compromise by internal power dynamics and ultimately weaken accountability and undermine public confidence in municipal governance.

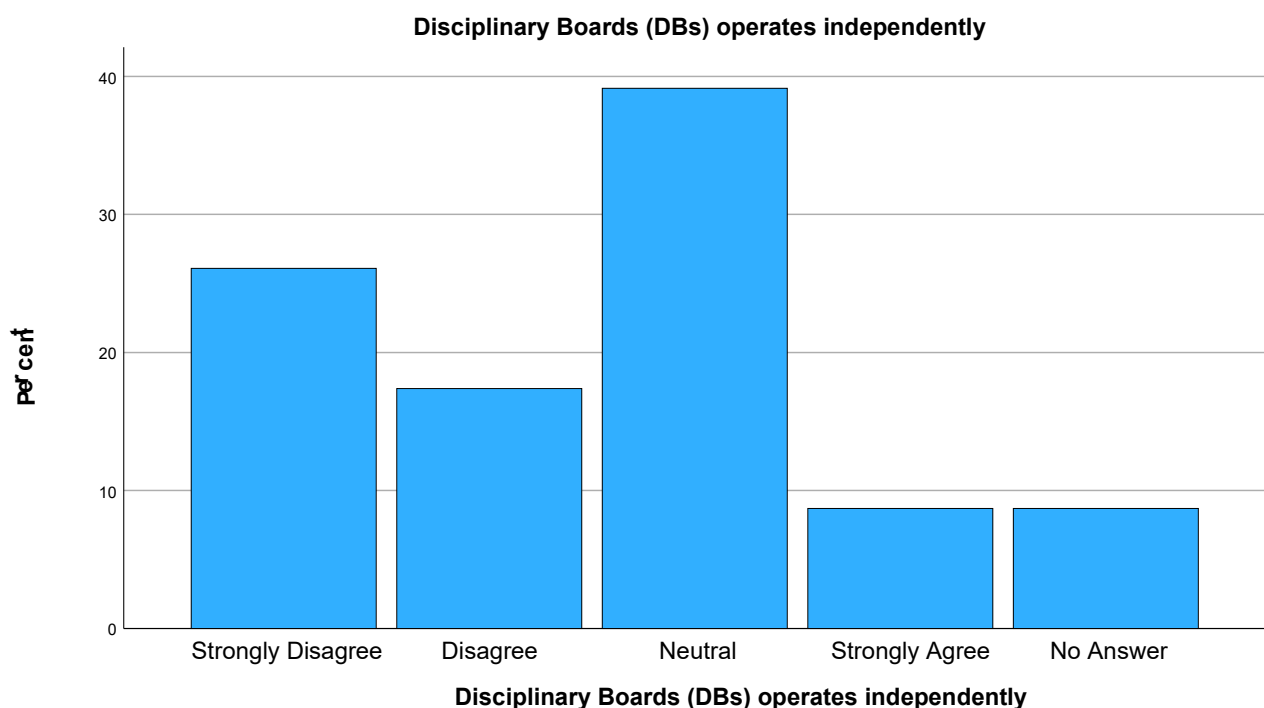


Figure 5.9 Disciplinary Board (DBs) operate independently

6.2.1.11 Anonymous reporting to the Municipal Disciplinary Board (DB)

The MFMA (2003) and the Municipal Regulations on Financial Misconduct Procedures and Criminal Proceedings (2014) require municipal Disciplinary Boards (DBs) to promote a culture to encourage employees to report any suspected financial or other forms of misconduct, preferably through anonymous and protected channels. However, Figure 5.10 below revealed a mixed pattern of responses of the effectiveness of such anonymous reporting systems. A significant proportion of respondents (35%) strongly disagreed that employees report anonymously to the Disciplinary Board (DB), while 25% disagreed. Another 25% remained neutral, which revealed that they were either uncertain or possessed limited awareness of how these reporting mechanisms functioned. Only 4% agreed and 8% of the respondents did not provide a response. The predominance of disagreement (60% in total) suggests that anonymous reporting is either not practised effectively, or the employees lacked confidence in the system's discretion. The neutral responses further suggested possible gaps in communication or training with specific reference to the role and accessibility to these channels. This highlighted a disconnect between policy intentions, ensure transparency and accountability through protected disclosures and actual implementation at the municipal level.

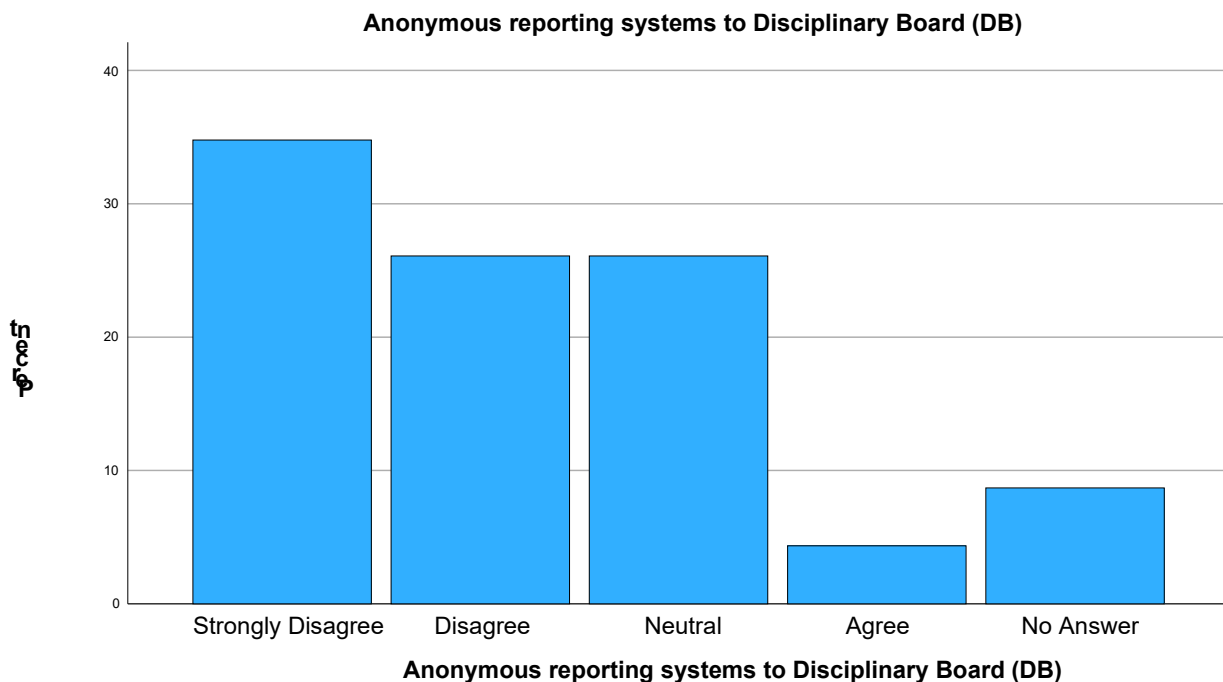


Figure 5.10 Anonymous reporting systems: Disciplinary Board (DB)

6.2.1.12 Implemented fraud and corruption policy

The findings in Figure 5.11 below, illustrated that 35% of the respondents remained neutral, 31% agreed, and 18% strongly agreed that municipalities have a Policy on Fraud and Corruption, whereas 13% strongly disagreed and 4% disagreed. Although the majority (49%) confirmed that relevant policies had been formulated and implemented, the high responses (52%) suggested that policy implementation was possibly inconsistent across municipalities. This inconsistency raised concerns of whether anti-fraud frameworks are applied uniformly and monitored effectively. The mere adoption of a policy does not guarantee good governance; its impact depends on consistent enforcement, regular review, and integration into municipal operations. Chamunorwa (2015) reinforced this point and argued that despite South Africa's extensive legal and institutional frameworks to inhibit fraud and corruption, such practices remain prevalent, particularly at the local level of government. Therefore, it is essential to strengthen policy enforcement measures, enhance oversight, and ensure accountability to advance integrity and achieve legitimate good governance within municipalities.

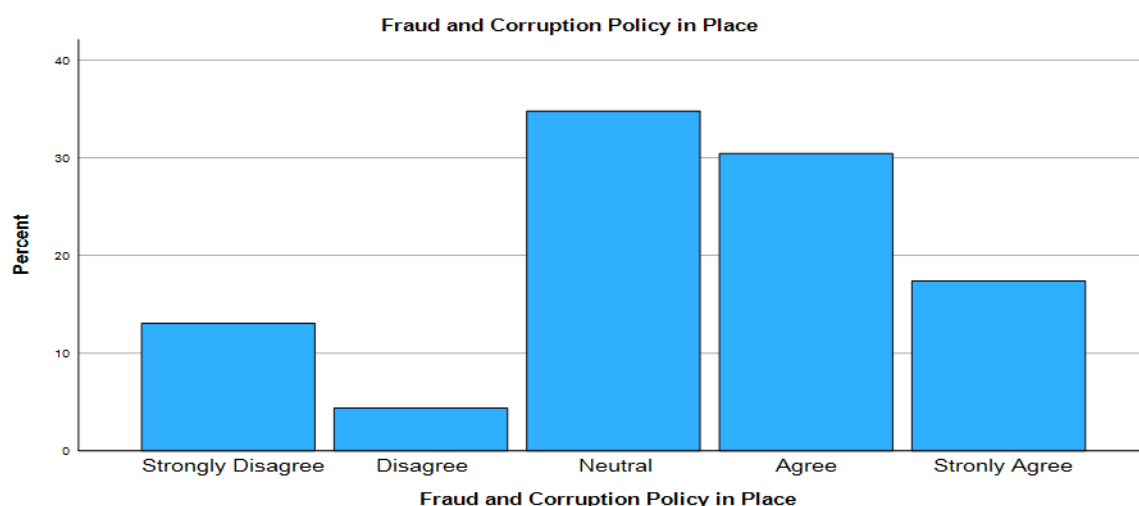


Figure 5.11 Implemented fraud and corruption policy

6.2.1.13 Adequate awareness of implemented fraud and corruption policy

Figure 5.12 illustrated that 35% of the respondents maintained a neutral stance; 25% disagreed; 22% strongly disagreed that municipalities adequately inform employees and councillors about the Fraud and Corruption Policy; while only 12% agreed and 5% strongly agreed. The high proportion of neutral and negative responses (82% combined) revealed a substantial gap in communication and implementation within municipalities. These findings suggested that anti-fraud policies, although implemented, is insufficient; municipalities must prioritise proactive awareness campaigns, maintain clear communication strategies, and commit to visible leadership to ensure that such policies are integrated effectively into daily operations and organisational culture.

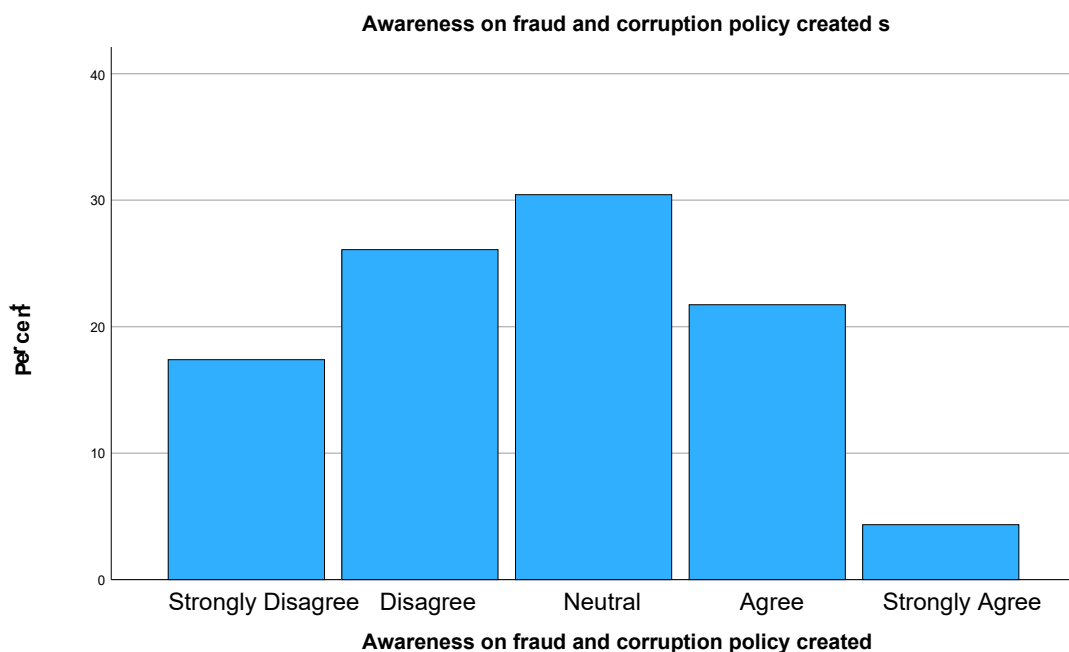


Figure 5.12 Adequate awareness of fraud and corruption policy

6.2.1.14 Fraud and corruption policy: participation of relevant stakeholders

A significant percentage of the participants remained neutral (30%), while 27% revealed that there is unsatisfactory levels of participation and engagement with

relevant municipal stakeholders in the development of anti-fraud and corruption policies. Furthermore, 23% of the respondents agreed; 5% strongly agreed; and 18% strongly disagreed with the statement. This distribution reflected mixed perceptions amongst the municipal officials. One could infer that stakeholder participation in the policy formulation phase remains inconsistent across the municipalities in the North West Province. The relatively high levels of neutrality and disagreement highlighted potential weaknesses in participatory governance and channels of communication within municipalities. Limited inclusivity in the policy formulation process can limit the sense of ownership among stakeholders and weaken public confidence in municipal governance. Moreover, when policies related to anti-corruption are formulated in isolation, *i.e.*, inadequate consultation, these often fail to address the specific contextual and institutional challenges faced at the local level. Therefore, the enhancement of stakeholder engagement is critical to ensure that anti-corruption measures are both credible and effective to strengthen transparency and accountability in municipal administration.

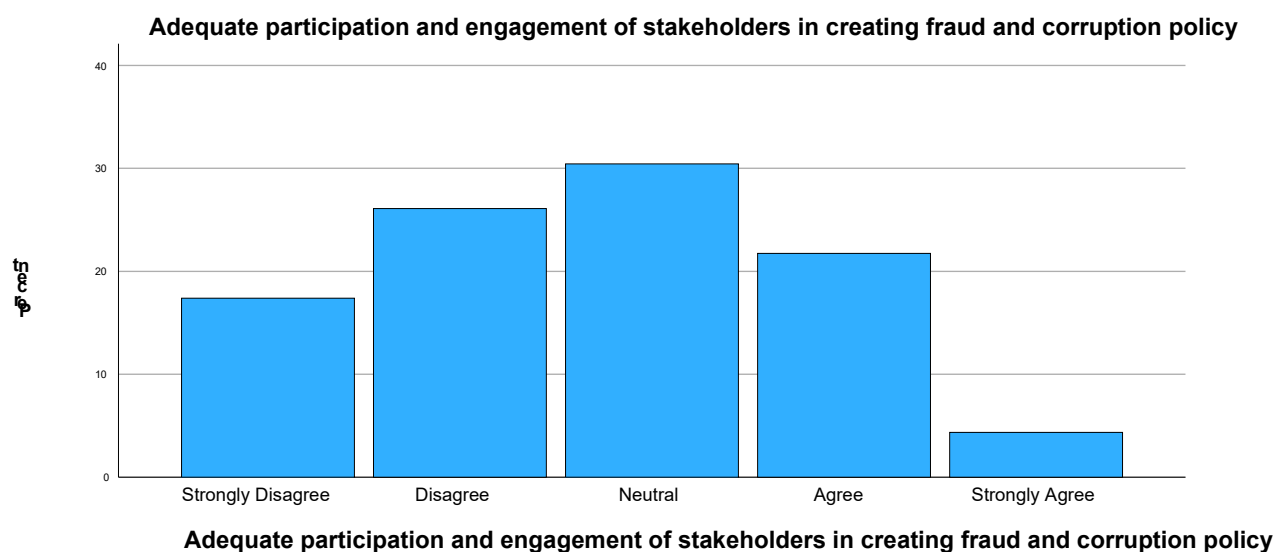


Figure 5.13 Formulation of fraud and corruption policy: Participation and engagement of relevant municipal stakeholders

6.2.1.15 Continuous awareness building: fraud and corruption municipal policy

Figure 5.14 illustrated that 35% of the respondents disagreed, while 31% strongly disagreed that there are ongoing awareness programmes on fraud and corruption policies for municipal employees. A total of 22% remained neutral, while only 13% agreed. The dominant negative responses (66% combined) highlighted a significant gap in the efforts to create awareness and engagement across the municipalities. It could be inferred that existing anti-fraud frameworks were not internalised or reinforced through continuous communication and training. Without consistent awareness-building and leadership commitment, these policies could remain procedural rather than transformative and thereby fail to cultivate the ethical culture necessary for sustainable good governance.

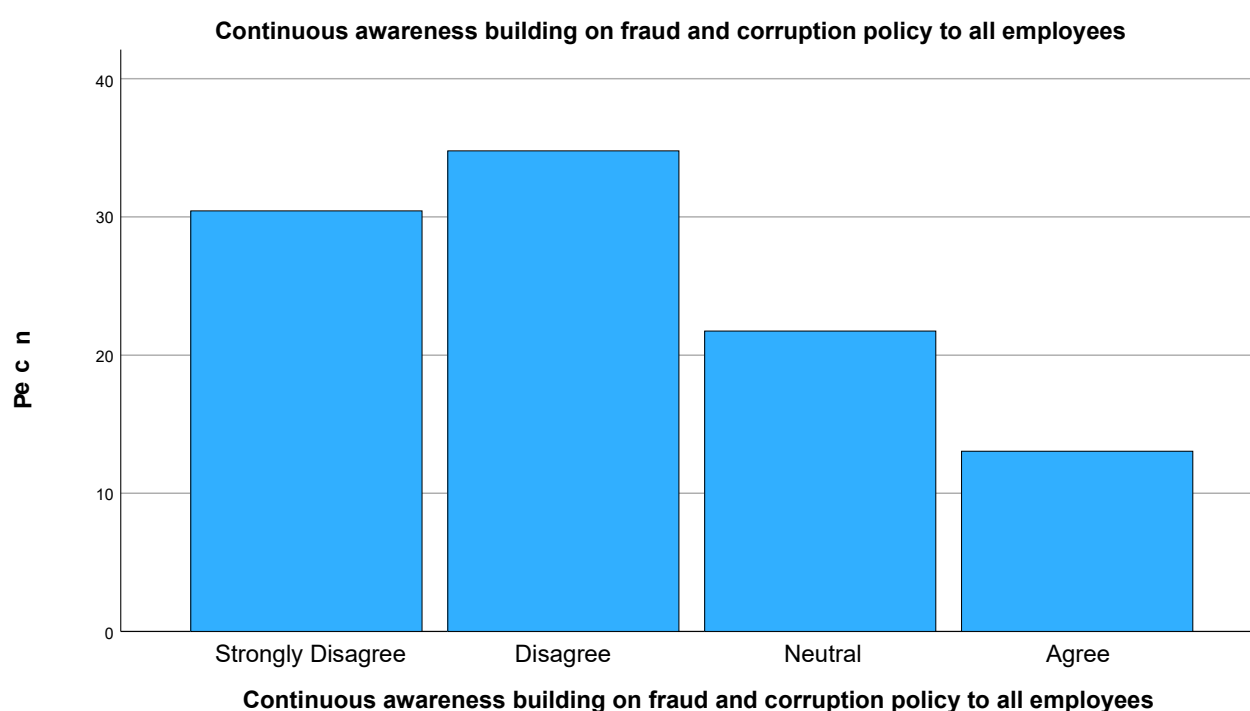


Figure 5.14 Continuous awareness building among employees of municipal policy on fraud and corruption

6.2.1.16 Regular awareness of fraud and corruption policy

Figure 5.15 below illustrated that the majority of the municipal participants disagreed (43%), while a further 30% strongly disagreed that ongoing awareness of the policy against fraud and corruption were promoted effectively among all stakeholders. A total of 25% of the respondents remained neutral. The overall negative and neutral responses suggested that sustained awareness and communication initiatives were either weak or applied inconsistently across the municipalities. It could be inferred that while anti-corruption frameworks may exist, implementation lacks continuity and stakeholder participation to advance a lasting culture of accountability and ethical governance.

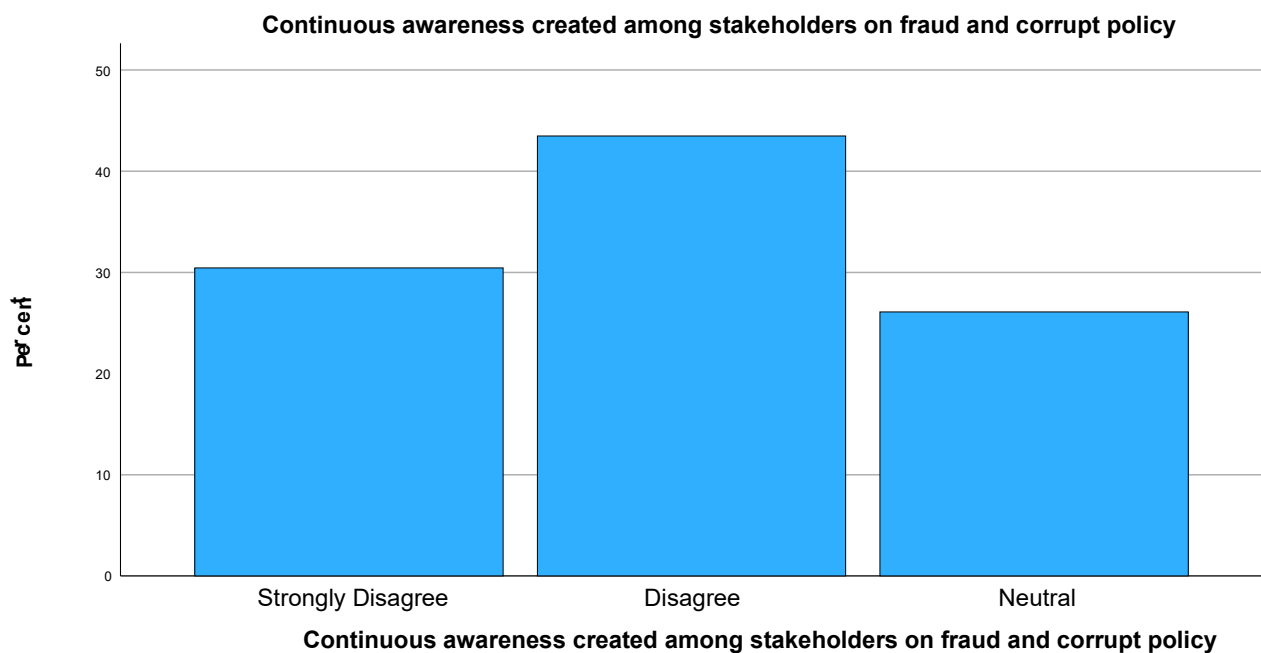


Figure 5.15 Continuous awareness among all stakeholders of the policy on fraud and corruption

6.2.1.17 Auditor General of South Africa (AGSA) reports: discussed in Management and Council

Figure 5.16 below illustrated that the majority of the participants (58%) reported that the Auditor-General of South Africa (AGSA) reports were typically distributed to the municipalities and were readily accessible to all municipal employees and councillors. Furthermore, 15% of the respondents strongly agreed with this statement, while an equal proportion (15%) remained neutral. However, 8% of the respondents strongly disagreed, and 8% disagreed. It could be inferred that several of the municipalities may experience difficulties to disseminate or access the AGSA reports. Overall, the findings revealed that while most municipalities appeared to have implemented measures to receive and archive AGSA reports, the regular utilisation of these reports remain unbalanced. This is further supported by the perception that although municipalities have implemented appropriate archiving and records management systems, the AGSA findings and recommendations were not addressed systematically. The follow-up process and implementation of audit findings is, therefore, essential to enhance accountability, compliance and reinforce the effectiveness of Consequence Management (CM) interventions within municipal governance structures.

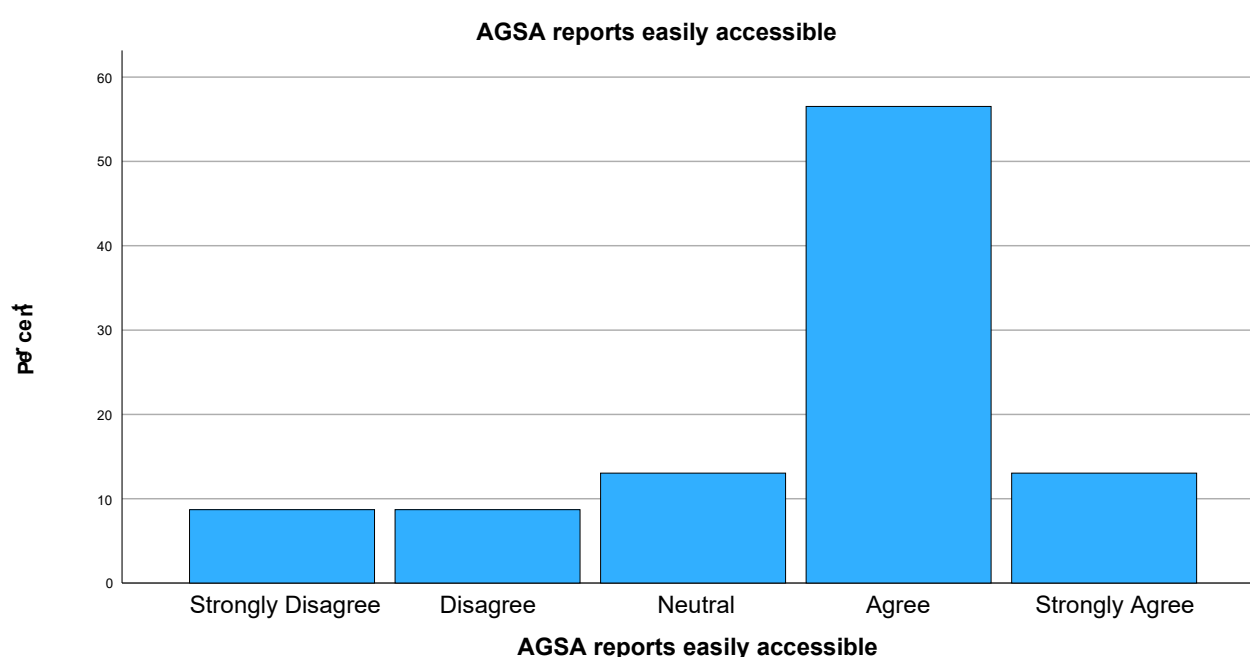


Figure 5.16 AGSA reports available and easily accessible

6.2.1.18 Findings by the AGSA addressed adequately by municipalities

Figure 5.17 below revealed that a substantial proportion of the respondents (30%) maintained a neutral stance of whether the municipalities implement the Auditor-General of South Africa (AGSA) findings and recommendations. However, 27% of the respondents revealed that numerous municipalities in the North West Province fail to execute these recommendations, which result in recurring issues in successive audit cycles. Moreover, 18% of the respondents strongly agreed that an effort is made to act on AGSA findings, albeit limited, while 10% disagreed. This distribution suggested inconsistency of how municipalities respond to audit outcomes. Moreover, a notable percentage were either unaware of or unconvinced about the implementation process. The persistence of unresolved audit findings highlighted weaknesses in measures of accountability and follow-through processes within municipal governance structures. Therefore, it is imperative to strengthen internal monitoring systems and ensure the systematic application of AGSA recommendations to enhance compliance, transparency, and reinforce the overall effectiveness of Consequence Management (CM) interventions.

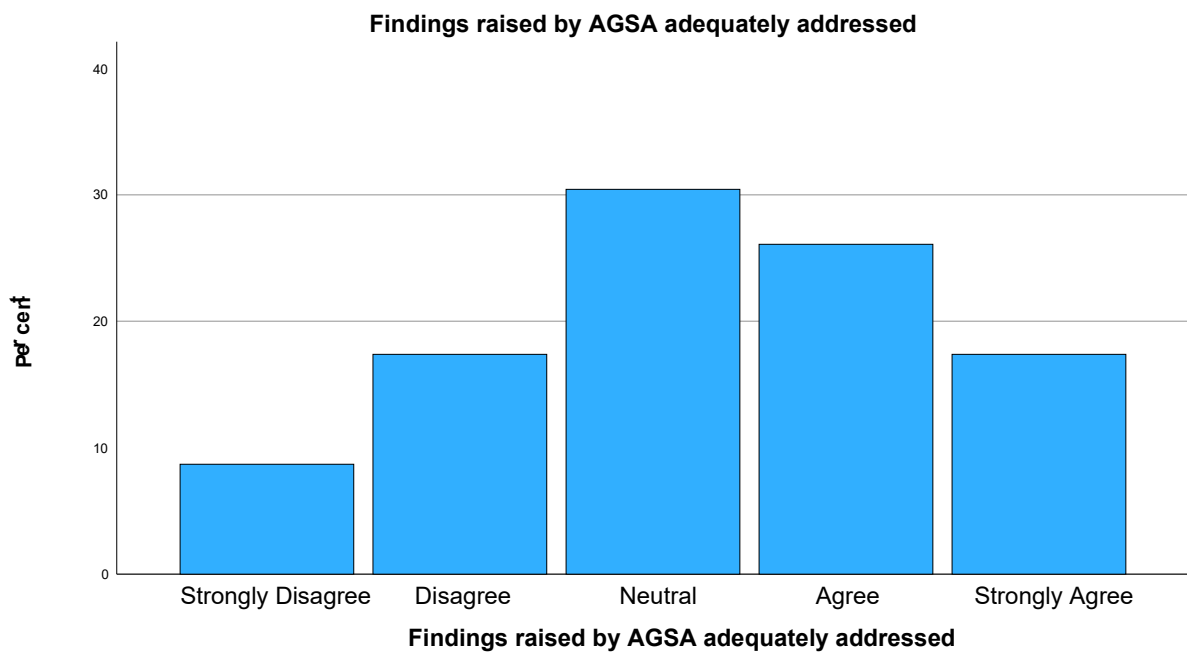


Figure 5.17 AGSA findings raised and adequately addressed

6.2.1.19 AGSA use relevant and compliant archiving and records management systems

Figure 5.18 revealed that the Auditor-General of South Africa (AGSA) is perceived to adopt appropriate archiving and records management methods during the information processing phase and throughout municipal audit cycles. The majority of respondents (52%) agreed, while 18% strongly agreed that the AGSA manages its records and archives effectively to ensure that information from municipalities in the North West Province is maintained properly and accessible. However, 15% of the respondents disagreed, 8% strongly disagreed, and a small percentage remained neutral. This overall positive perception suggested that the AGSA's record management systems are largely effective to support transparency and reliability during the audit processes. However, the selected dissenting views highlighted opportunities to further strengthen consistency and efficiency in the management of records. Robust archiving and records management not only enhances audit credibility but also plays a critical role in the reinforcement of accountability; ensure municipal data is accurate traceable; and aligned with good governance standards.

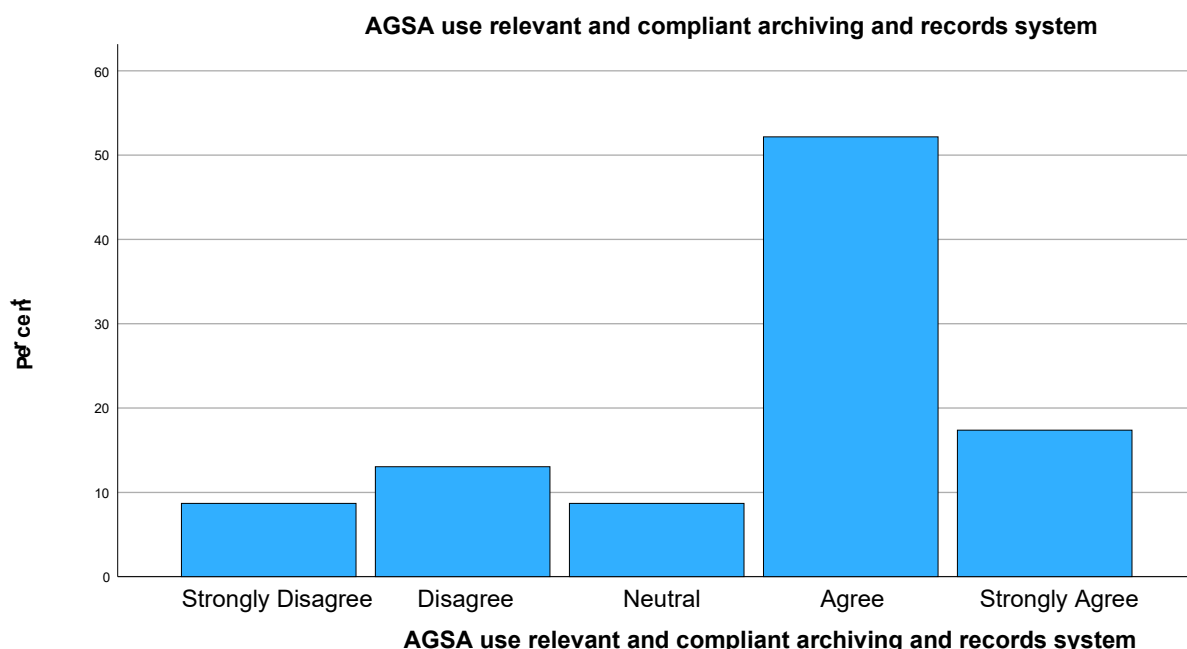


Figure 5.18 AGSA use relevant and compliant archiving and records management systems

6.2.1.20 Risk Identification Policy (RIP) in place in municipalities

Although the municipalities in South Africa are mandated by statutory frameworks and National Treasury directives to implement effective risk management practices, it continues to face notable challenges to fulfil this responsibility (Whittle & Nel-Sanders, 2022). The analysis revealed that Risk Identification Policies (RIPs) were implemented in several municipalities within the North West Province. The latter is illustrated in Figure 5.19. A total of 25% of the respondents agreed, while 25% strongly agreed that such policies are prevalent. However, 22% disagreed, 8% strongly disagreed, and 18% remained neutral.

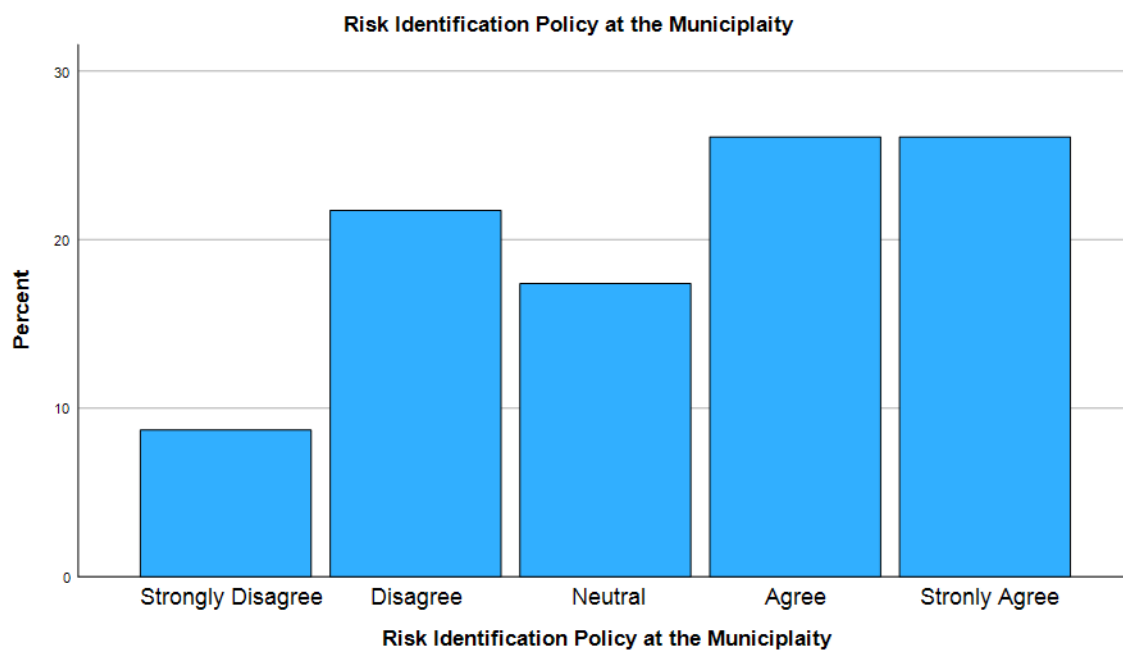


Figure 5.19 Risk Identification Policy (RIPs) in place in municipalities in the North West Province

6.2.1.21 Adequate awareness of Risk Identification Policies (RIPs) in municipalities

Figure 5.20 illustrated that 30% of the respondents agreed and an equal proportion (30%) disagreed that there is adequate awareness of RIPs in their municipalities. Furthermore, 18% strongly agreed; 12% remained neutral; and 8% strongly disagreed. This mixed pattern of responses revealed uneven levels of communication and the identification and implementation of risk frameworks across municipalities. Furthermore, a substantial percentage of the employees were either unaware of or uncertain of existing risk management processes. These responses revealed a broader governance challenge, *i.e.*, the presence of formal policies does not necessarily translate into institutional integration or behavioural change. South African municipalities continue to face systemic risks, which range from financial mismanagement to service delivery failures. Therefore, these circumstances reinforce the need for stronger, continuous awareness initiatives and capacity-building (Nel-Sanders, 2018). Without established understanding and participation in risk identification processes, municipalities risk maintaining a compliance-based rather than proactive approach to manage threats, which ultimately diminishes accountability and institutional resilience.

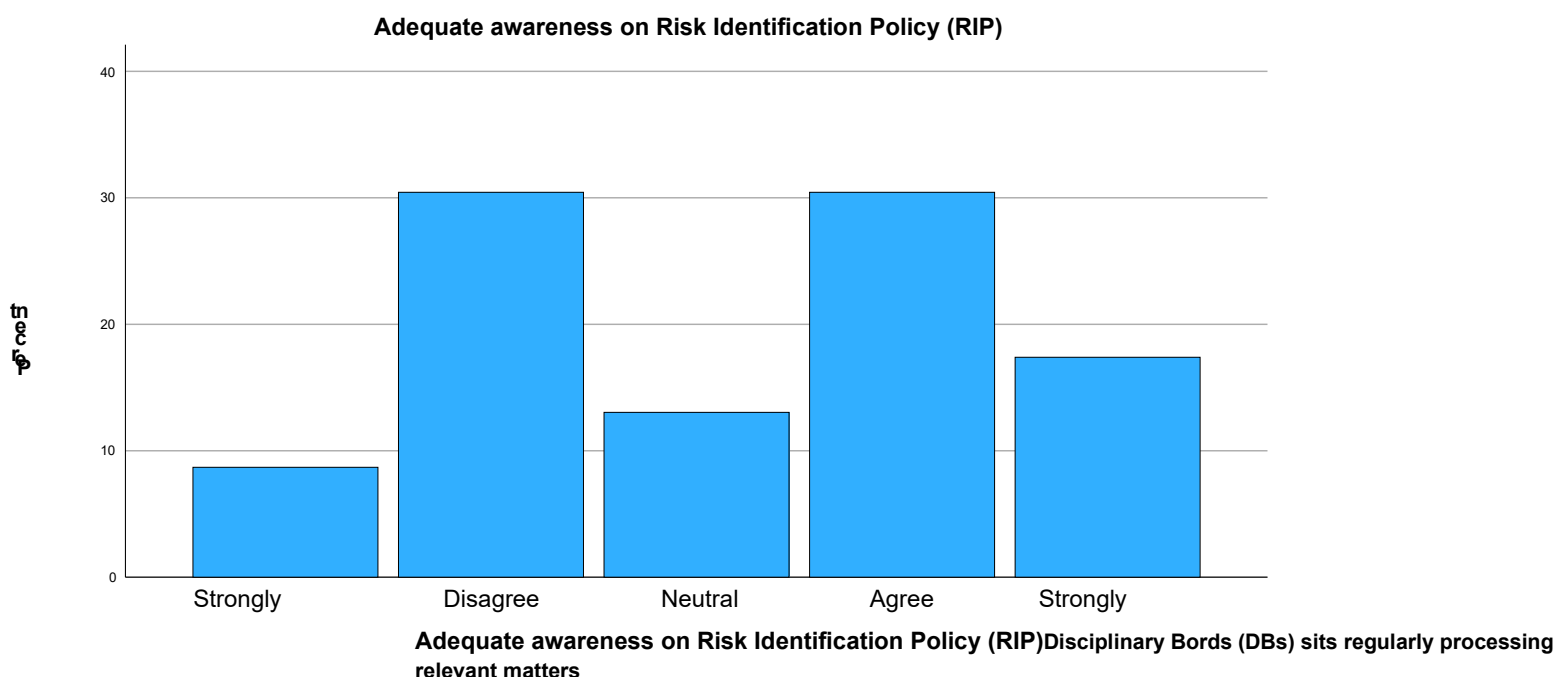


Figure 5.20 Adequate awareness of on Risk Identification Policy (RIP) in municipalities

6.2.1.22 Experienced personnel championing (Risk Identification Policies (RIPs) in municipalities in the North West Province

An analysis of Figure 5.21 below revealed a strong affirmation (approximately 40%) that municipalities in the North West Province employed experienced personnel to manage and administer RIPs. This segment and introduction underscored the need for robust Risk Identification Policies in South Africa's North West Province, as well as acknowledged the complex and uncertain operational environment which affects risk management significantly (Nel-Sanders, 2018). The implementation and management of RIPs in municipalities highlighted the critical role of experienced professionals and underlined the often-overlooked the aspect of human capital in discussions related to risk governance (Nel-Sanders, 2018). Bogopane (2012) underscored the role of administrative viability and managerial skills of experienced persons to enhance the identification of risk, including policymaking, organisation, finance, staff provision, and control within municipalities.

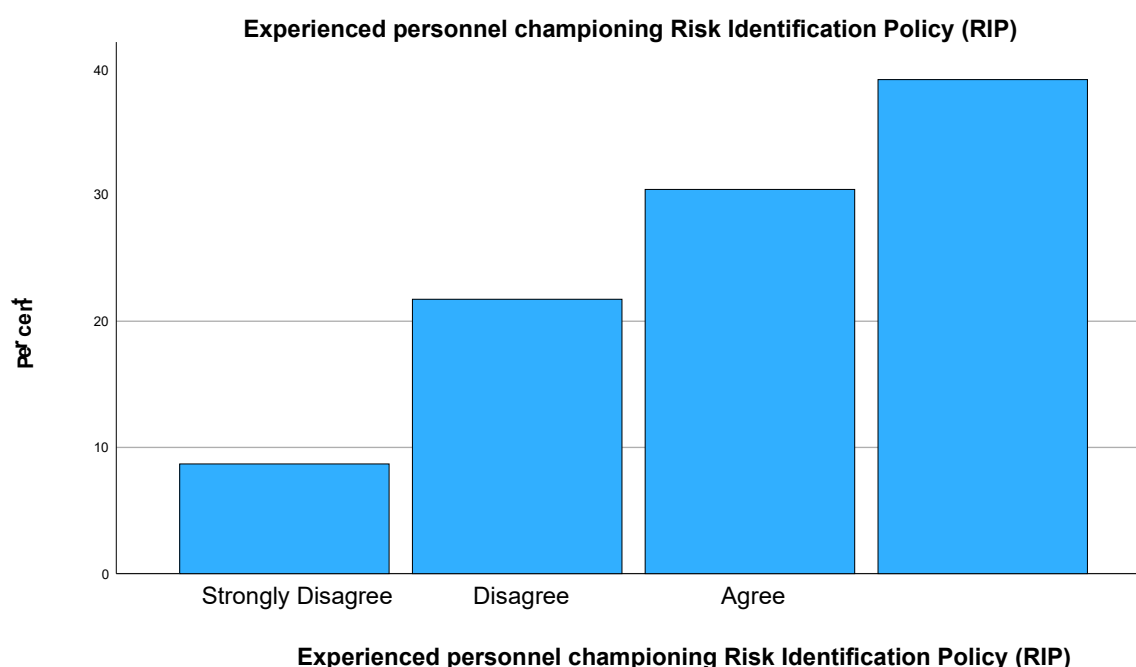


Figure 5.21 Experienced personnel championing Risk Identification Policy (RIP)

6.2.1.23 Officials championing the Risks Identification Policy (RIP) in municipalities possess authority to execute duties

An analysis of the participants responses in municipalities across the North West Province revealed that 32% of the respondents strongly agree, while 30% agree that personnel responsible for the management of Risk Identification Policies (RIPs) possess adequate authority to perform their duties effectively (see Figure 5.22). However, 22% of the respondents disagreed; 8% strongly disagreed; and 5% remained neutral. While the majority perceived that the risk management officials in many municipalities possessed adequate authority and institutional support, the prevalence of notable disagreement revealed that this was inconsistent across all the municipalities. These variations may point to structural or organisational constraints, such as unclear lines of reporting, limited decision-making power, or uneven implementation of policy which could weaken the overall effectiveness of risk management practices. The strengthening of governance frameworks and uniform empowerment of risk management personnel remains critical to enhance accountability and reducing institutional vulnerabilities.

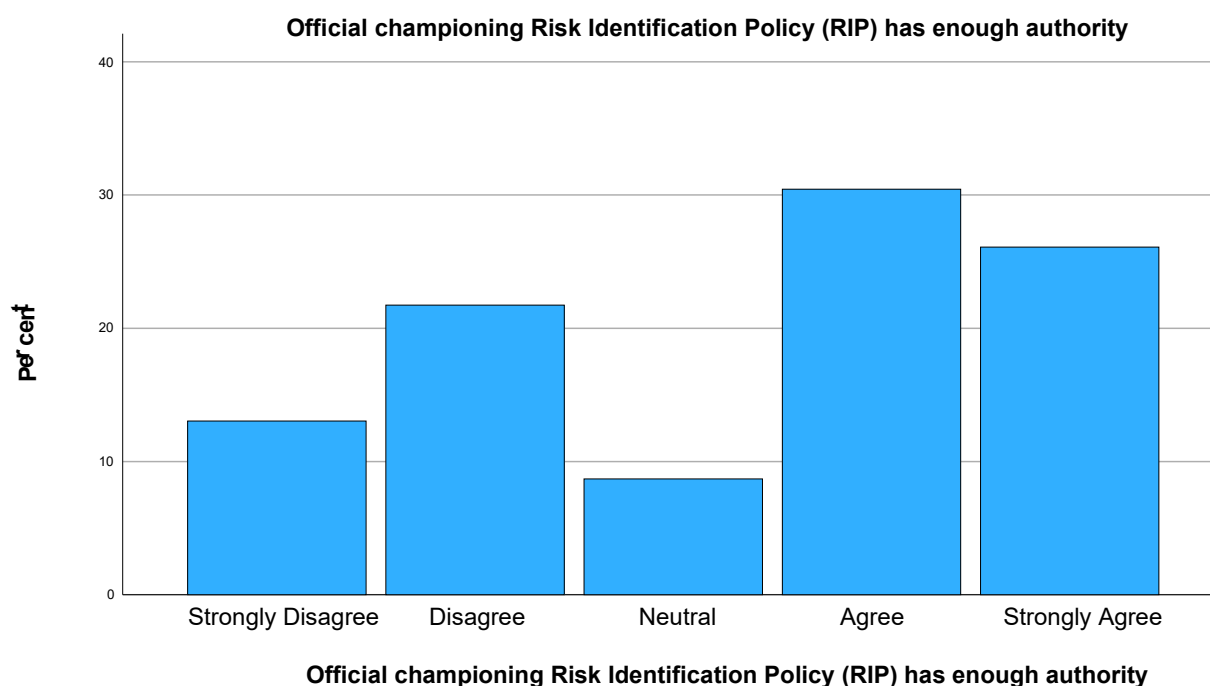


Figure 5.22 Official championing Risk Identification Policy (RIP has enough authority

6.2.1.24 Provision of adequate financial resources to implement Risks Identification Policies (RIPs) in municipalities

The data illustrated in Figure 5.23 revealed that most participants (35%) disagreed that adequate financial resources are allocated to establish and implement Risk Identification Policies (RIPs) and other related policies within the North West Province municipalities. A total of 30% of the respondents agreed; 22% strongly disagreed, while 15% remained neutral. This distribution reflected a prevalent perception that many municipalities lacked adequate financial support for risk management initiatives. The combined 57% disagreement of the respondents who had disagreed suggested that fiscal limitations continue to impede the effective development and execution of RIPs and thereby undermine the broader efforts to institutionalise proactive risk management practices. Without consistent financial investment, the municipalities could struggle to build the necessary capacity, expertise, and required systems to manage risks effectively and ensure compliance with governance and accountability frameworks.

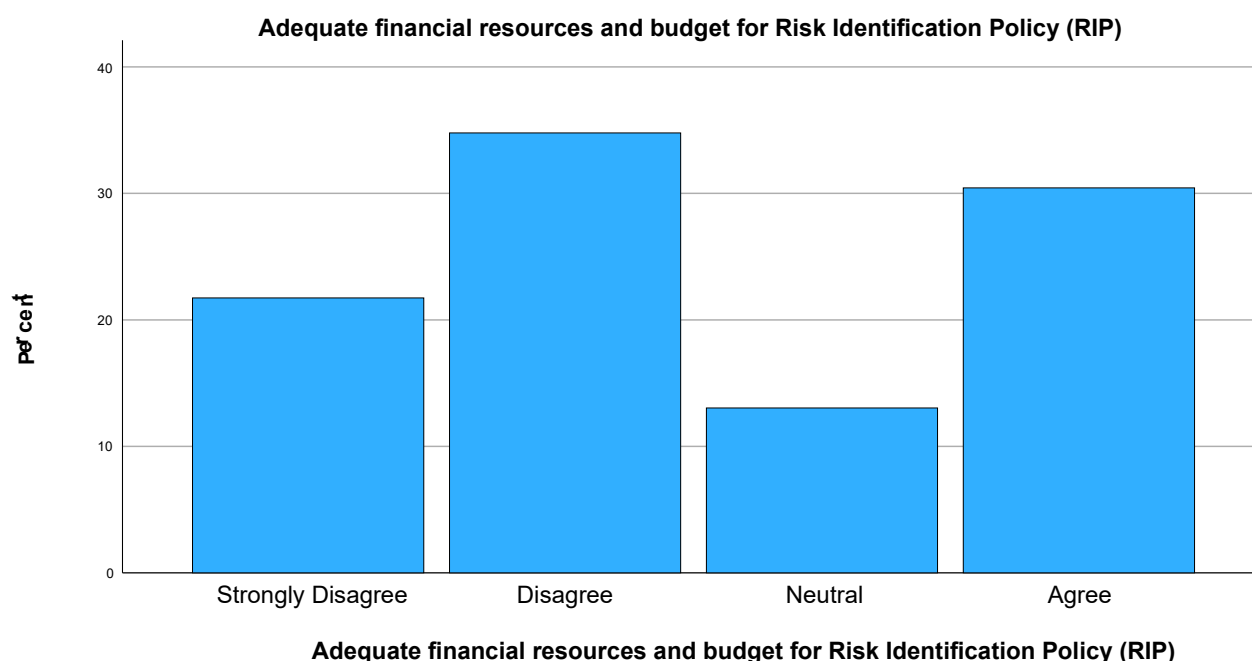


Figure 5.23 Adequate financial resources and budget for Risk Identification Policy (RIP)

6.2.1.25 Adequate allocation of human resources (HR) by municipalities to implement Risks Identification Policies (RIPs)

Figure 5.24 revealed a significant deficiency in the allocation of adequate human resources for the formulation and implementation of Risk Identification Policies (RIPs) and related frameworks across the selected municipalities in the North West Province. The majority of the respondents (65%) disagreed, while 5% strongly disagreed that adequate personnel are available to execute these functions. Only 3% of the respondents agreed, while 5% remained neutral. This overwhelming response of inadequate staffing underscored a serious constraint in the capacity of the municipal risk management portfolio. The shortage of skilled and dedicated personnel impedes development, monitoring, and to sustain risk management initiatives. It also reflected on the broader structural and capacity challenges within the municipalities. Moreover, limited resources often impeded compliance with governance and accountability frameworks. Without adequate human capital, the municipalities struggle to institutionalise risk management practices, identify emerging threats proactively, and align their operations with national policy directives to strengthen local government performance.

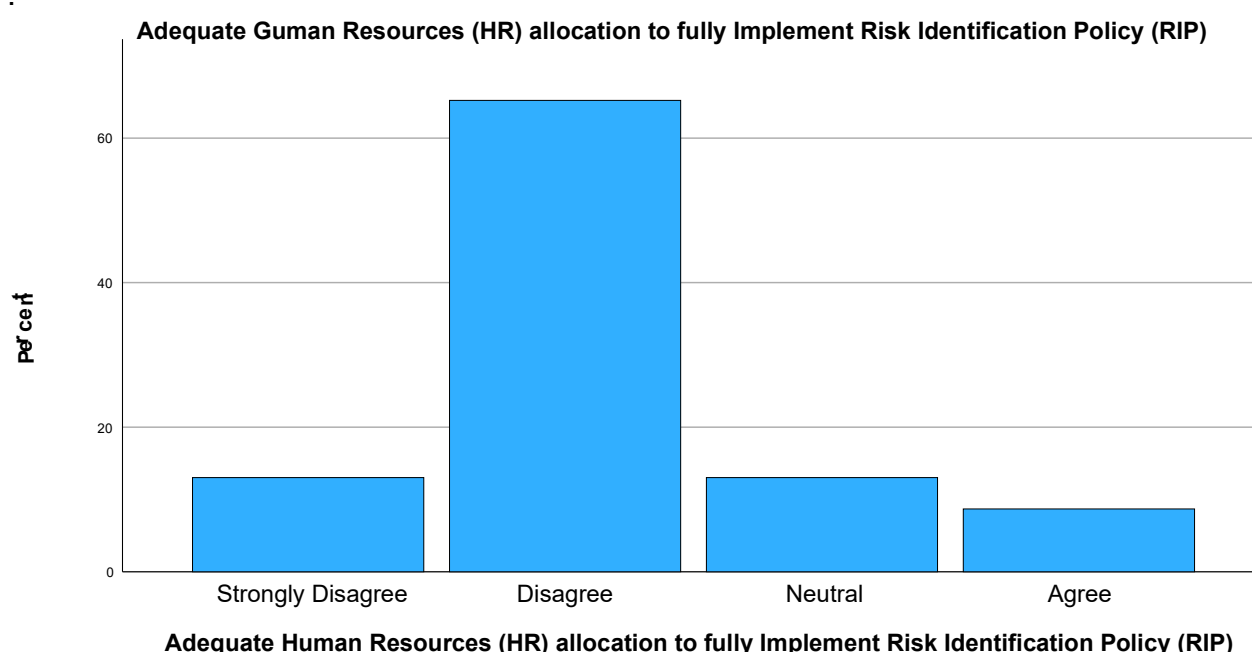


Figure 5.24 Adequate Human Resources (HR) allocation to implement Risk Identification Policy (RIP)

6.2.1.26 Establishment of Audit Committee (AC) in municipalities

The data revealed that the establishment of Audit Committees (ACs) is relatively common across municipalities in the North West Province. A total of 45% of the respondents strongly agreed that such committees exist and operate effectively (see Figure 5.25). These committees were generally perceived to function independently and meet regularly to deliberate governance, financial, and compliance matters. However, 15% of the respondents remained neutral, which could be inferred that the effectiveness of Audit Committees may vary between municipalities. Despite their presence, the findings revealed that systems for anonymous reporting through the ACs are inconsistent, and the implementation of the committees' findings and recommendations remains an area which requires enhancement. This gap between policy and enforcement highlighted the broader challenge to ensure that oversight structures move beyond procedural compliance to drive meaningful accountability and transparency within municipal governance.

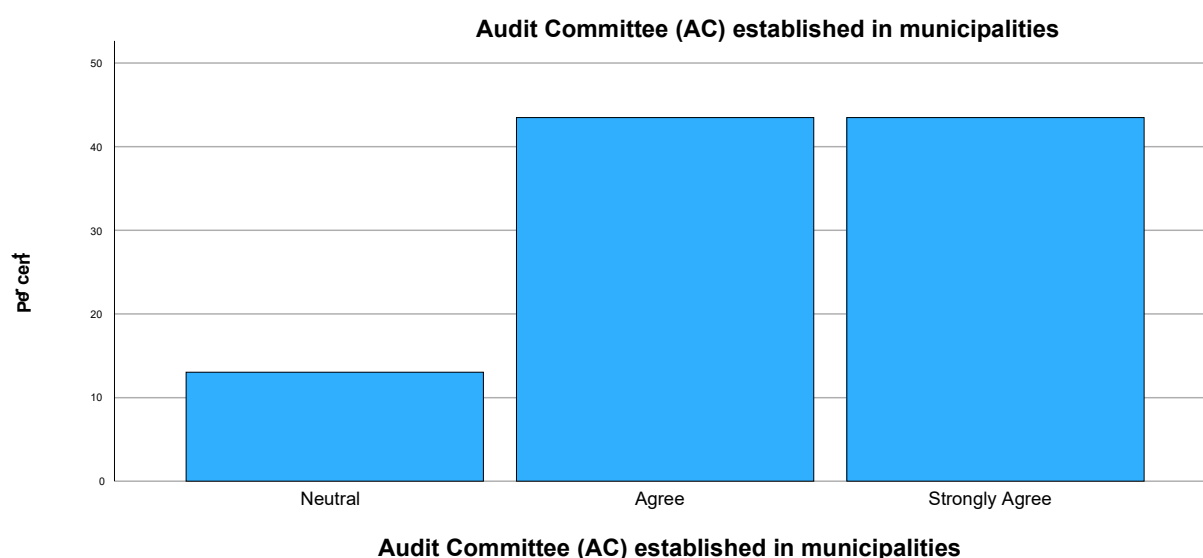


Figure 5.25 Audit Committee (AC) established in municipalities

6.2.1.27 The municipal Audit Committees (AC) sit regularly to consider relevant matters

Figure 5.26 illustrated that over 58% of the participants affirmed that their municipal Audit Committees (ACs) convened regularly as legislated and addressed relevant governance and compliance matters effectively. Furthermore, more than 35% of the respondents confirmed that these committees not only meet regularly but also evaluate and deliberate the audit reports and related findings. However, 9% of the participants remained neutral, which could be inferred as a level of uncertainty or limited perceptibility of the functioning of these committees within certain municipalities. Overall, the outcomes reflected a generally positive level of adherence to statutory obligations of audit oversight across municipalities in the North West Province. Nevertheless, although the data revealed that many ACs are active and operational, the true measure of their effectiveness lie in the consistent implementation of their recommendations. Follow-up mechanisms should be strengthened to ensure that audit findings translate into the enhancement of concrete governance municipal accountability and transparency.

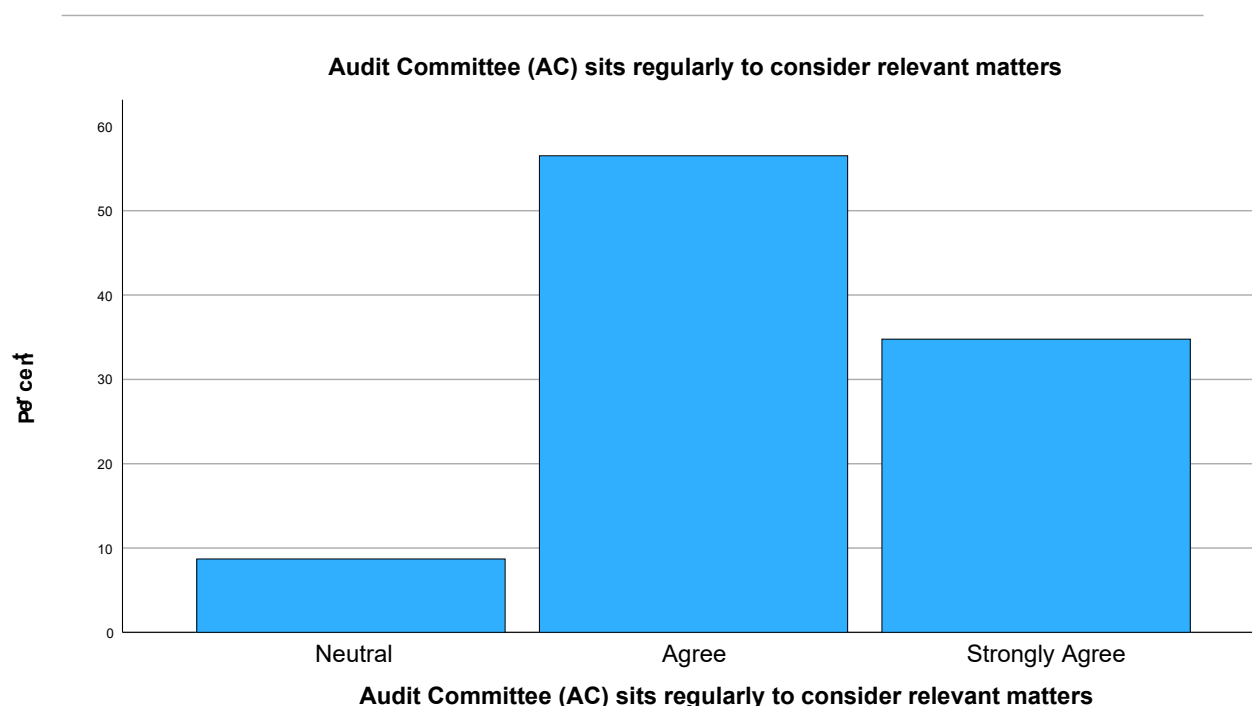


Figure 5.26 Audit Committee (AC) sits regularly to consider relevant matters

6.2.1.28 The Municipal Audit Committees (ACs) operate independently

Figure 5.27 illustrated that the majority of the respondents perceived that the Municipal Audit Committees (ACs) operated independently. A total of 43% of the participants strongly agreed; 39% agreed with this statement, while 15% remained neutral. One could infer from this strong positive response that in most municipalities within the North West Province, Audit Committees (ACs) are generally perceived to function with a considerable degree of autonomy to execute their oversight responsibilities. However, the neutral responses revealed that uncertainty or variation of the degree to which independence exists across various municipalities. To ensure that Audit Committees (ACs) remain free from political or administrative influence, it is essential to maintain objectivity, strengthen financial accountability, and enhance public confidence in municipal governance processes.

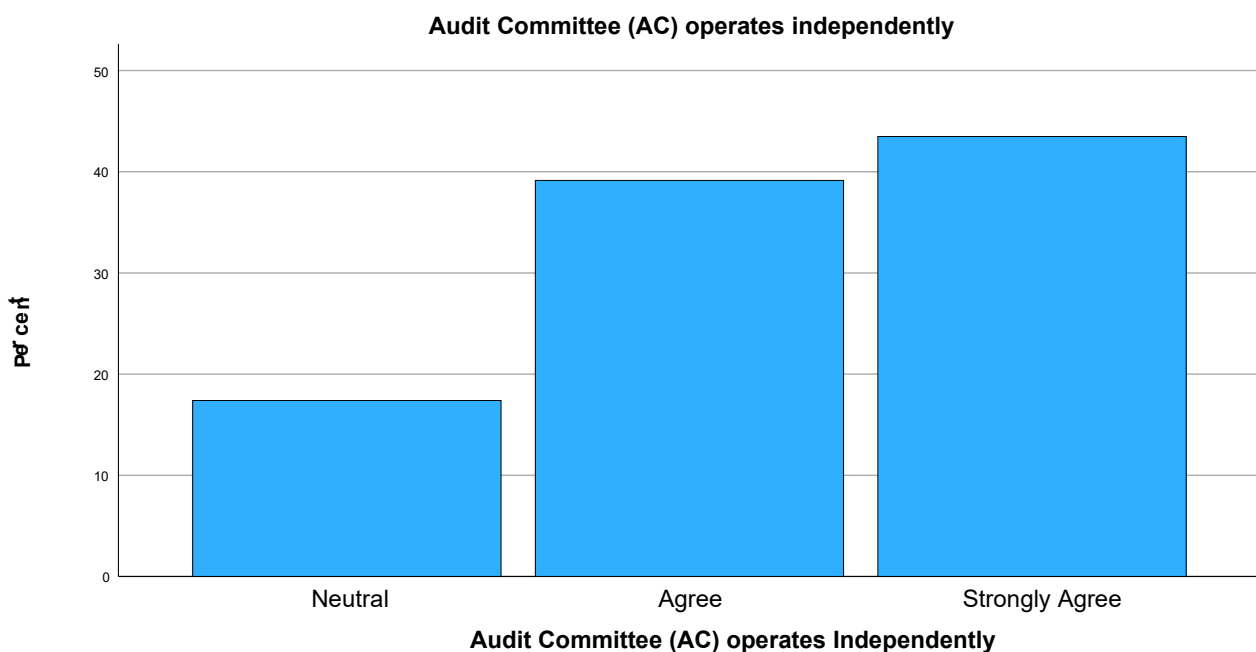


Figure 5.27 Audit Committee (AC) operates independently

6.2.1.29 The municipal Audit Committees (ACs) have systems for anonymous reporting of any misconduct

Figure 5.28 illustrated that the majority of the participants held mixed perceptions of the systems to report misconduct anonymously within the municipal Audit Committees (ACs) in the North West Province. A notable 38% of the respondents adopted a neutral stance, while 25% agreed and 15% strongly agreed that such systems had been implemented. However, 15% disagreed and 15% strongly disagreed, which could be inferred that a considerable percentage of the participants perceived deficiencies in the reporting mechanisms. This distribution revealed that although certain municipalities had established anonymous reporting channels, the functionality and accessibility may not be uniform across the province. The high level of neutrality also implied limited awareness or confidence among municipal employees of the reliability of these systems. Effective anonymous reporting frameworks are critical to advance a culture of transparency, protect whistle-blowers, and enable the timely detection of misconduct. To strengthen these mechanisms through clear communication, regular audits, and the assurance of confidentiality would significantly enhance accountability and reinforce ethical governance practices within the municipalities.

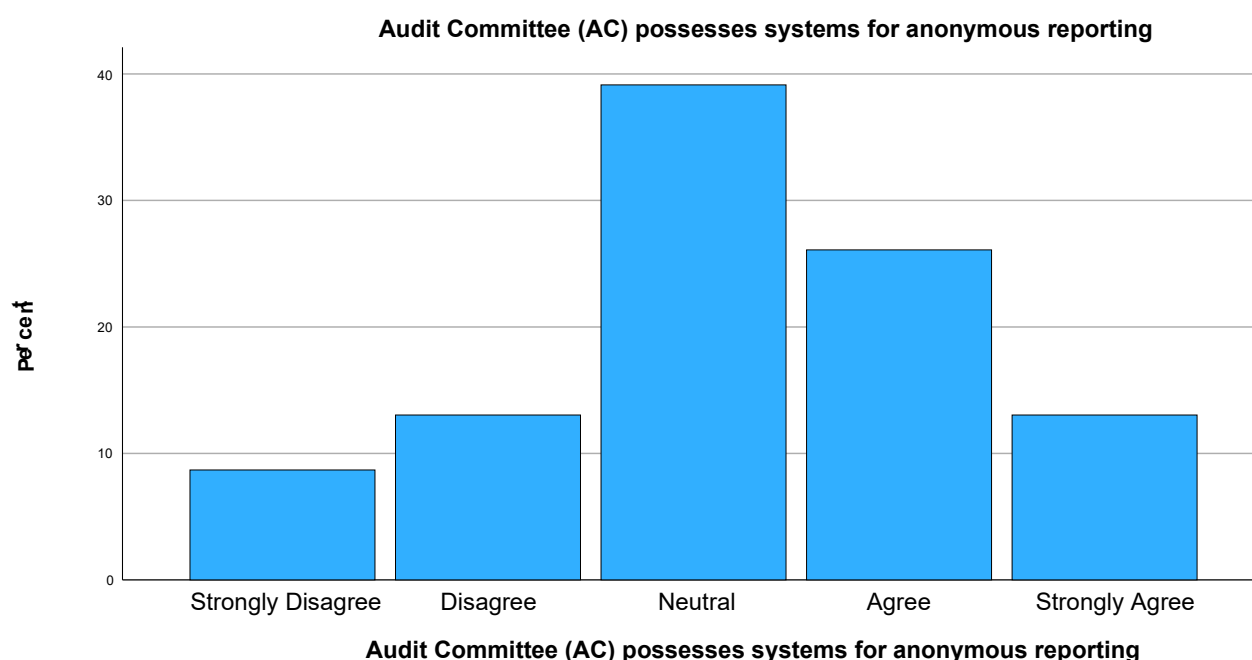


Figure 5.28 Audit Committee (AC) possesses systems for anonymous reporting

6.2.1.30 Audits Committees (ACs) table reports regularly in Municipal Councils

The data presented in Figure 5.29 illustrated that municipal Audit Committees (ACs) generally table their reports for municipal councils to review and process. The majority of the participants (35%) confirmed that Audit Committee (AC) reports were presented regularly to municipal councils, while 23% strongly agreed with this assertion. However, 26% of the respondents remained neutral, which could be inferred that as varying levels of consistency or awareness of this practice across municipalities in the North West Province. This distribution implied that while many municipalities appeared to comply with the requirements of governance, reporting and oversight, others could lack consistency or transparency to submit and discuss AC reports. To ensure that the audit committee findings are presented and debated systematically within councils, it is essential to reinforce accountability, strengthen decision-making, and enhance the overall integrity of municipal governance processes.

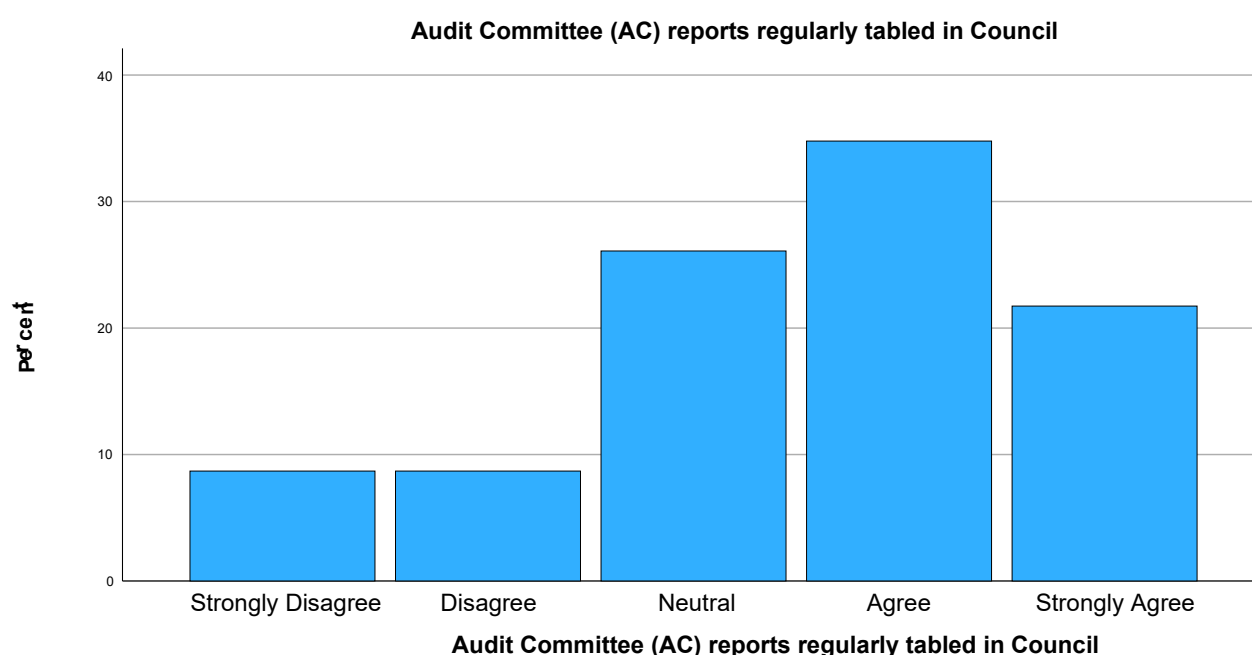
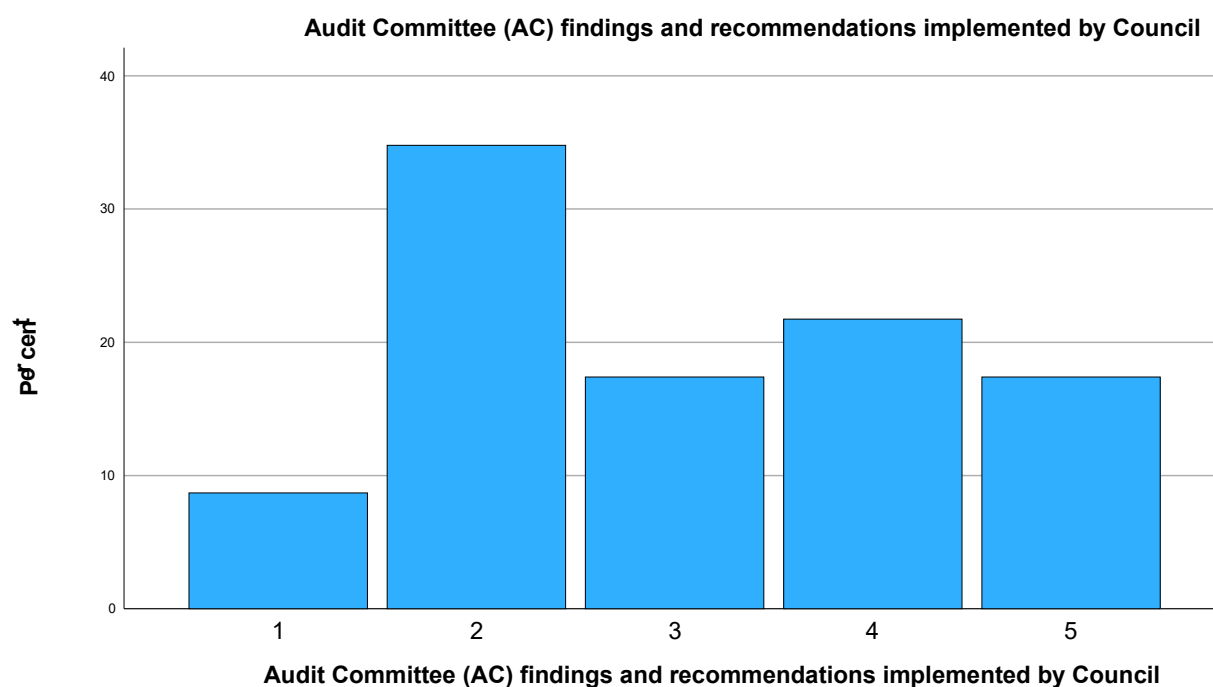


Figure 5.29 Audit Committee (AC) reports regularly tabled in Council

6.2.1.31 The findings and recommendations of reports of municipal Audit Committee (AC) are regularly implemented

The data in Figure 5.30 illustrated that the findings and recommendations of municipal Audit Committee (AC) reports were implemented to some extent across the surveyed municipalities in the North West Province. Approximately 35% of the participants confirmed that AC reports are presented regularly within their municipalities, while 23% strongly agreed that these reports and their recommendations were acted upon. However, + 25% of the respondents remained neutral. It could be inferred that uncertainty or inconsistency of how effectively the AC recommendations are implemented. It could be inferred that while a number of municipalities appeared to comply with legislative and governance expectations regarding audit committee processes, the consistent application and follow-through of recommendations remained irregular. It is essential to strengthen oversight mechanisms and ensure that audit findings translate into concrete corrective actions to enhance accountability, transparency, and the overall effectiveness of municipal Consequence Management (CM) interventions.



Figure

5.30 Audit Committee (AC) findings and recommendations implemented by Council

6.2.2 Data analysis and findings: semi-structured questionnaire (Appendix B2)

The next section discusses the outcomes which emanated from semi-structured questions (Appendix B2) designed to obtain individual responses. A semi-structured questionnaire is a tool to gather data and is defined by a fixed set of questions or subjects, which enables researchers to explore emerging themes thoroughly during an interview (Adeoye-Olatunde & Olenik, 2021). This method reconciles the acquisition of systematic data with the potential to investigate nuanced perspectives, which contrast markedly with the inflexible framework of structured interviews (Adams, 2015). The semi-structured questionnaire in Appendix B2 was employed to gather the perspectives, perceptions, and experiences of middle and senior staff members from the selected municipalities in the North West Province. The objective was to gather details of their understanding of the mechanisms and systems required to formulate and implement an effective local governance framework for Consequence Management (CM) interventions within a municipal context.

6.2.2.1 Number of subject-specific questions

In addition to the six questions, *i.e.*, personal and professional details, the participants were posed an additional fifty-nine subject-specific questions, *i.e.*, the survey questions in Appendix B1 and semi-structured questions as indicated in Appendix B2 of the questionnaire. As stated in Chapters One and Four, twelve municipalities were selected in the North West Province, which yielded a minimum of sixty-four responses characterised by a diverse array of informed insight. Middle and senior managers were targeted in the selected municipalities.

6.2.2.2 Respondents' definitions and understanding of Consequence Management (CM) interventions in municipalities

The respondents were requested to articulate their understanding of the principles which underlie good local governance and the components of a Consequence Management (CM) interventions framework, as well as its applicability to enhance the

provision of basic services within the North West Province municipalities. One respondent remarked that “good local governance and sensible financial management ultimately lead to service delivery to communities, emphasising the importance of accountability and consequence management for those in positions of duty and authority. Moreover, it is my view that municipalities should provide accountability, and authorities must be responsible for their acts. Consequences should be imposed for all actions related to the irregular financial management that transpires. Consequence management extends beyond financial oversight to encompass daily operations, including tardiness, absenteeism, and subpar staff performance”. Another respondent commented that principles underpinning good local governance incorporates, “having a long-term planning, ensuring accountability, being responsive to community needs, community involvement during planning and implementation of the those plans. Furthermore, Consequence Management is the process or mechanisms that assists to deal with unbecoming conduct within the workplace”.

Table 3 below illustrates the rate of implementation of Consequence Management (CM) interventions and principles according to the responses and levels of experience from the sampled participants.

6.2.2.3 Framework to implement Consequence Management (CM) interventions

The analysed data revealed the significance to establish a framework to implement good local governance and Consequence Management (CM) interventions in South African municipalities, which is essential to enhance governance and service delivery. This analysis examined the institutional dynamics and contextual factors which affects the establishment of evaluative practices within local government, particularly in light of the post-apartheid transition towards accountability and evaluation of the public sector (Chirau & Mapitsa, 2020).

Table 3: Levels of implementation: Consequence Management (CM) interventions in North West Province municipalities

Work Experience Level of Participants	Implementation Rate of Principles of Consequence Management (CM) interventions
1-5 years	0%
6-10 years	14%
11-15 years	11%
16+ years	40%
Overall	18%

A comprehensive examination of data from sixty-four participants across twelve municipalities in the North West Province revealed that Consequence Management (CM) interventions had been implemented in only eighteen percent (18%) of the municipalities in the province. These findings provided a comprehensive overview of the key findings related to the implementation of a framework for Consequence Management (CM) interventions, as well as factors which influences it, and the role of oversight structures in local government. The data revealed patterns across various levels of the experience of the municipal officials, and highlighted areas of significant variation and potential enhancement. This structured presentation of findings set the stage for the subsequent discussion, *i.e.*, interpretation of the findings as per the identified objectives and relevant literature, as outlined in the previous response. Based on the data that was analysed and key findings related to the implementation of Consequence Management (CM) interventions in local government was contextualised with relevant literature followed by a discussion on how the data addressed the objectives.

6.3 SYNTHESIS AND CONCLUSION FROM THE DATA ANALYSED

This material synthesised with the examined data and conclusions were drawn from the research conducted in the selected municipalities of the North West Province. The data and analyses addressed the objectives of the study collectively:

- Quantify the current level of implementation of Consequence Management interventions (18% overall).
- Identify key factors which influences implementation, including experience levels, policy awareness, and institutional structures.
- Evaluate the functionality and independence of oversight mechanisms like Municipal Public Accounts Committees (MPACs) and municipal Audit Committees (ACs).

The findings revealed that while formal structures and policies exist, the effective implementation remains a challenge, particularly among less experienced officials. This pointed to a need to target capacity building and strengthen oversight mechanisms to enhance Consequence Management (CM) interventions in local government. These insights provided a foundation to develop effective strategies to enhance accountability and performance in South African municipalities and address the core aims of the implementation of Consequence Management (CM) interventions. The quantitative data analysis highlighted several systemic challenges related to Consequence Management (CM) intervention practices in the North West Province's municipalities. The inconsistencies in the establishment and functioning of key governance structures, gaps in awareness and capacity, and concerns related to the implementation of policies and recommendations revealed that the municipalities in the province required to strengthen their overall governance and accountability frameworks. The subsequent sections explained the local governance frameworks and its influence on Consequence Management (CM) interventions.

6.3.1 Disciplinary Board (DB)

The findings of inconsistencies in the establishment and functioning of Disciplinary Boards (DBs) aligned with the existing literature on the significance of robust disciplinary measures in local government. Several studies have accentuated the need for independent and transparent disciplinary processes to hold public officials accountable and maintain the integrity of municipal operations (Bruwer & Vermaak, 2020; Drogalas *et al.*, 2021). Bruwer and Vermaak (2020) argued that effective Consequence Management (CM) interventions, including a well-functioning disciplinary board is crucial to address fraud and risks of corruption within the local sphere of government. The limited capacity of the disciplinary boards to address performance management effectively and Consequence Management (CM) intervention concerns is of concern, because it undermines the municipalities' ability to address underperformance and misconduct. The municipalities should prioritize the capacity of the respective disciplinary boards and ensure that they possess the necessary resources and expertise to fulfil their mandate.

6.3.2 Fraud and Corruption awareness

The lack of awareness and continuous awareness-building efforts of the municipalities' fraud and corruption policies reflects a broader challenge to maintain a strong anti-corruption culture within local government. Studies have revealed and accentuated the significance to promote ethical behaviour, transparency, and accountability to inhibit and address fraud and corruption (Bruwer & Vermaak, 2020; Drogalas *et al.*, 2021). Bruwer and Vermaak (2020) highlighted that fraud risk management should be prioritized strategically in the local sphere of government in South Africa because it is crucial to maintain public trust and ensure the efficient utilisation of limited resources. The findings suggested that municipalities in the North West Province need to invest in comprehensive and sustained awareness campaigns, training programs, and whistleblowing mechanisms so that all stakeholders, including employees and the public, are informed and engage in the fight against corruption.

6.3.3 Auditor General South Africa (AGSA) reporting and compliance

The findings related to the municipalities' response to the AGSA's concerns and recommendations revealed the potential gaps in their ability to address audit findings effectively and implement corrective measures. This conforms with the reviewed literature, which highlighted the significance of accountability and responsiveness to external oversight bodies, such as the Auditor-General (Drogalas *et al.*, 2021) at the local sphere of government. Drogalas *et al.* (2021) also argued that a well-functioning audit committee, responsible to oversee the implementation of AGSA's recommendations, is a critical component of good governance in local government. The municipalities in the North West Province should strengthen their mechanisms to track and address the AGSA's findings and thereby ensure that robust action plans are developed and implemented timeously. This could enhance the overall governance and standard of service delivery within the local sphere of government.

6.3.4 Risk Identification Policy (RIP)

The inconsistencies in the awareness and implementation of risk identification policies, as well as the lack of dedicated resources, highlighted the challenges associated with effective risk management measures in local government. Several studies have underscored the significance of building risk management capabilities, secure adequate resources, and advance a culture of risk awareness and mitigation within municipalities (Wibowo & Sianturi, 2020). Wibowo and Sianturi (2020) conducted a systematic review of the literature on enterprise the implementation of risk management in local government and found that a lack of resources, expertise, and organisational commitment were common barriers towards effective risk management. The findings from the North West Province municipalities revealed that these issues are prevalent. Therefore, the municipalities should prioritize the development of robust risk management frameworks, which are supported by qualified personnel and adequate financial and human resources.

6.3.5 Audit Committee (AC)

The findings regarding the effectiveness of municipal Audit Committee's (AC), particularly in terms of anonymous reporting and the implementation of its recommendations, were consistent with the reviewed literature on the role of Audit Committees (ACs) in local government governance. Several studies have highlighted the significance of audit committees to promote accountability and transparency, as well as ensure that the findings and recommendations are consistently acted upon (Drogalas *et al.*, 2021). Drogalas *et al.* (2021) accentuated that a well-functioning and Independent Audit Committee (AC) is crucial to enhance local government performance and accountability. The findings from the North West Province revealed that municipalities should strengthen the Audit Committee's (ACs) capacity to receive and address anonymous reports, as well as ensure that the recommendations are followed up and implemented systematically. This could contribute towards a more robust and effective system of governance and accountability within the local sphere of government.

6.3.6 Key points underscored

The quantitative data analysis of Consequence Management (CM) interventions in the North West Province municipalities revealed significant challenges and inconsistencies across various aspects of governance and accountability. The findings revealed that the municipalities in the province should prioritize the strengthening of disciplinary mechanisms, anti-corruption, risk management capacity, and audit committee functions to enhance overall Consequence Management (CM) interventions and promote good local governance. By addressing the identified issues and implementing evidence-based strategies, municipalities could advance a culture of accountability, transparency, and responsible public administration, and ultimately enhance service delivery and trust in the community they serve.

6.4 KEY VARIABLES: FACTOR ANALYSIS

To explore the underlying structures and relationships from the gathered data, factor analyses was conducted of several key variable groups. This section presents the outcomes of these analyses and discusses its implications of Consequence Management (CM) interventions in North West Province municipalities.

6.4.1 Principles of good governance in local government

A principal component analysis was conducted of the variables related to principles of good governance in local government. The Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy was 0.210, which indicated that the sample was not ideally suited for factor analysis. However, Bartlett's Test of Sphericity was significant ($p < 0.001$), suggested that factor analysis could still yield meaningful outcomes. The analysis extracted five (5) components with values greater than 1, which explained the 73.939% of the total variance. After varimax rotation, the following key factors emerged:

- Financial management and transparency.
- Community responsiveness.
- Accountability and compliance.
- Leadership and Human Resources (HR).
- Strategic planning.

These factors aligned with the core principles of good governance and was substantiated from the reviewed literature. For example, the emphasis on financial management and transparency supported the findings by Koma (2010), who highlighted the critical role of financial accountability in South African local government. The emergence of community responsiveness as a distinct factor underscored the importance of citizen participation and responsiveness in local governance (Mle, 2012).

6.4.2 Challenges: Management and Human Resource (HR)

The factor analysis of variables related to management and Human Resources (HR) challenges revealed nine components which explained the 84.165% of the total variance. The Kaiser-Meyer-Olkin (KMO) measure was 0.267, which revealed potential limitations in the adequacy of the sample. However, the analysis provided valuable insight into the key challenges faced by municipalities:

- Gaps in skills and leadership.
- Employee morale and Performance Management (PM).
- Political interference.
- Resource constraints.
- Organisational culture.

These findings validated the challenges identified in previous studies on South African local government. For example, the distinct gap of skills and leadership aligned with the research conducted by Koelble and Siddle (2014), who highlighted the critical lack of skilled personnel in many municipalities. The emergence of political interference as a significant factor supported the observations by Thornhill (2008) the impact of political dynamics on municipal management.

6.4.3 Understanding and implementation of Consequence Management (CM) interventions

The factor analysis of variables related to understanding and implementation of Consequence Management (CM) interventions yielded six components. This explained the 83.954% of the total variance. The key factors included:

- Policy framework and compliance.
- Accountability mechanisms.
- Disciplinary procedures and processes.
- Awareness and training.

These factors highlighted the multifaceted nature of Consequence Management (CM) interventions in municipalities. The emphasis on policy frameworks and compliance aligned with the recommendations provided by Mafunisa (2013), *i.e.*, clear guidelines to implement ethical practices. The significance of measures of accountability was supported by Kuye and Mafunisa's (2003) findings of the significance of robust systems to ensure accountability in public sector organisations.

6.5 CORRELATION ANALYSIS

Correlation analyses were conducted to examine the relationships between key variables related to Consequence Management (CM) interventions. The following significant correlations were found between:

- Understanding Consequence Management (CM) interventions and its implementation.
- Presence of clear frameworks and perceived effectiveness of Consequence Management (CM) interventions.
- Commitment to leadership and implementation of Consequence Management (CM) interventions.

These correlations provided additional support for the relationships identified in the regression analyses discussed earlier in this Chapter. The strong correlation between understanding and implementation of Consequence Management (CM) interventions underscored the importance of education and awareness programs to enhance Consequence Management (CM) interventions.

6.6 INTEGRATION WITH RESEARCH OBJECTIVES

The following presents correlations which emanated from the analysed data from the selected municipalities in the North West Province. These aimed to align with the objectives of the study. The additional analyses provided further insight into the research objectives:

6.6.1 Objective 1: Understanding of Consequence Management (CM) interventions

The factor analysis revealed that an understanding of Consequence Management (CM) interventions is strongly associated with the presence of clear policy frameworks, adherence to compliance standards, and effective measures of accountability. It could be inferred from this finding that initiatives aimed to enhance the implementation of CM should strengthen these core areas, because these form the foundation for consistent enforcement and sustainable governance practices.

6.6.2 Objective 2: Implementation of Consequence Management (CM) interventions: Challenges

An analysis of the management and Human Resources (HR) challenges provided an explicit perception of the obstacles which faced the implementation of Consequence Management (CM) interventions. Gaps were identified in skills, resource constraints, and political interference. These emerged as significant factors, which aligned with the challenges identified earlier in this Chapter. An analysis of management and Human Resources (HR) challenges provided a clearer understanding of the impediments which inhibits the effective implementation of Consequence Management (CM) interventions.

Skills shortages, political interference, and resource constraints emerged as dominant factors. Therefore, the prevalence of systemic weaknesses in municipal capacity and governance. These findings aligned with and further elaborated on the challenges discussed earlier in the chapter. It could be inferred that the implementation of Consequence Management (CM) interventions is not only a procedural concern but also deeply rooted in structural and institutional limitations. To address these challenges, a coordinated approach is required to strengthen human capital development, safeguard administrative processes from political influence and ensure adequate resources to sustain measures of accountability.

6.6.3 Objective 3: Use of Consequence Management (CM) interventions to ensure service delivery

The correlation between clear frameworks and perceived effectiveness of Consequence Management (CM) interventions supported the argument that a well-defined framework for Consequence Management (CM) interventions could contribute towards an enhanced delivery of services.

6.6.4 Objective 4: Parameters of Consequence Management (CM) interventions relevant to municipalities

The factor analysis and understanding of good governance principles and Consequence Management (CM) interventions provides a comprehensive set of parameters relevant to municipalities, which includes financial management, community responsiveness, accountability, leadership, and strategic planning.

6.7 IMPLICATIONS FOR PRACTICE AND CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS POLICY

The expanded analysis provided the following implications to enhance Consequence Management (CM) interventions in North West Province municipalities:

- Formulate comprehensive policy frameworks: The significance of policy frameworks in the factor analysis suggested that municipalities should prioritize the development and communication of clear, and a comprehensive Consequence Management (CM) policy interventions framework.
- Address skills and gaps in leadership: The identification of skills and gaps in leadership is a primary challenge and revealed the need for targeted training and development programs for municipal officials.
- Strengthen measures of accountability: The emergence of accountability as a key factor underscored the significance to implement robust systems to monitor and enforce Consequence Management (CM) intervention practices.

- Mitigate political interference: Given the significance of political interference as a challenge, there is a need for strategies to safeguard Consequence Management (CM) intervention processes from undue political influence.
- Enhance community engagement: The identification of community responsiveness as a principle of good governance suggested that Consequence Management (CM) interventions should incorporate mechanisms for citizen participation and feedback. These implications aligned with and augmented upon the recommendations by scholars such as Koma (2010), Mle (2012), and Mafunisa (2013) to enhance governance and accountability in South African local government.

The expanded analysis provided a clear understanding of Consequence Management (CM) interventions in the North West Province municipalities. By integrating factor analysis and correlation findings with the earlier outcomes, this chapter provided a comprehensive examination of the current status, challenges, and potential enhancement of Consequence Management (CM) interventions. The identification of key factors which influences good governance and the implementation of Consequence Management (CM) interventions provided a foundation for targeted interventions. The relationships between understanding, policy frameworks, and effectiveness of implementation provided valuable insight for policymakers and municipal leaders who sought to enhance Consequence Management (CM) interventions in their organisations.

While the analysis revealed significant challenges, including gaps in skills and political interference, it also highlighted opportunities to enhance by focusing on the formulation of policy, training initiatives, and strengthen measures of accountability. These findings contributed towards the growing body of knowledge on public sector management in South Africa and provided practical guidance to enhance governance and service delivery in the local government context. Future research could build on these findings by examining the effectiveness of specific interventions and target

identified factors and challenges. Furthermore, comparative studies across various provinces or municipalities could provide insight into best practices and context-specific strategies to enhance Consequence Management (CM) interventions in South African local government.

This expanded analysis integrated the new data into the existing chapter, as well as provided a more comprehensive examination of Consequence Management (CM) interventions in the North West Province municipalities. The additional sections on factor analysis and correlations provide in-depth insight into the underlying structures and relationships within the data, while the integration with the research objectives and implications for practice provided a clear link to the goals and practical application. The expanded conclusion synthesized these findings with the earlier analysis and provide a clearer understanding of the topic.

6.8 UNDERSTANDING CONSEQUENCE MANAGEMENT (CM) IN SOUTH AFRICAN MUNICIPALITIES: QUALITATIVE DATA

The investigation of a framework for Consequence Management (CM) interventions across municipalities in South Africa's North West Province revealed a complex landscape of the institutional challenges, political dynamics, and systemic issues intersect. The in-depth interviews with municipal officials, who included managers and senior administrators, several critical themes emerged which provide a detailed overview of the current state and future possibilities of Consequence Management (CM) interventions in local government.

6.9 FINDINGS

The subsequent information was extracted from the data gathered from the participants in the specified municipalities of the North West Province. This elaborated on the participants' comprehension of the principles of good local governance and Consequence Management (CM) interventions.

6.9.1 Municipal system under strain

The core of the municipalities' challenges lies the fundamental disconnects between policy and practice. A senior manager from Naledi Local Municipality observed that "They are very much selective because there is favouritism, and the other thing is that there tends to be political meddling in management and administrative issues." This sentiment echoed across multiple municipalities and highlighted how political interference undermines the effective implementation of Consequence Management (CM) interventions.

6.9.2 The Human Resource (HR) challenges

The interviews consistently revealed a critical lack of qualified personnel, which has had a severe impact on the municipalities' ability to implement effective Consequence Management (CM) interventions. A manager at the Mahikeng Local Municipality identified the problem as a "lack of properly qualified, trained, and experienced personnel". This shortage is exacerbated by what another official from Moses Kotane Local Municipality described as, "high staff turnover and the inability of the municipality to get sustainable replacements for the lost staff members".

6.9.3 Political interference in administrative functions

The impact of political interference emerged as a recurring theme across all the interviews and accentuated its deep and pervasive influence on municipal governance. An official from the Lekwa-Teemane Local Municipality candidly remarked that "Political interference with appointments of municipal staff is really, really a problem, especially appointments of senior managers." Interference is not confined to senior management positions but cuts across all levels of employment, *i.e.*, junior to senior staff. This extensive interference undermines merit-based recruitment, erodes professionalism, and weakens institutional credibility within municipalities.

The participants also noted that political interference extended well beyond staffing decisions, and shaped procurement processes, disciplinary outcomes, and the overall administrative culture. It particularly has a detrimental effect on the implementation of Consequence Management (CM) interventions, especially when measures of accountability are often compromised by political pressure or selective enforcement. The blurring of political and administrative boundaries consequently disrupts governance structures, obstructs fair decision-making, and diminishes the municipality's ability to uphold ethical standards and institutional integrity.

6.9.4 Structural or oversight challenges

The gathered and analysed data substantiated the assertion that the majority of the municipalities in the North West Province still lacks oversight structures and essential mechanisms or policies for an effective Consequence Management (CM) interventions framework.

6.9.5 Gaps: policy framework

A significant finding was the extensive lack of a formal framework for Consequence Management (CM) interventions. An official from the JB Marks Local Municipality commented that "no, there's no policy in place in the municipality that talks on Consequence Management (CM) interventions". Instead, as another official from Ditsobotla Local Municipality explained, "there is an over-reliance on the generic code of conduct that has been disseminated from the level of the local government bargaining council, national departments – and those should only serve as a guide for establishment of internal policies and mechanisms".

6.9.6 Implementation challenges

Although policies have been formulated, implementation remains problematic. An official from the Matlosana Local Municipality articulated this challenge and stated that "you would be aware of what has been done wrong, but there would not be any form of consequences taken upon those who would have been confirmed or suspected of

wrongdoing". This pointed towards a broader issue of accountability and enforcement within municipal structures.

6.9.7 Proposed remedial actions on gaps identified

Based on the semi-structured surveys and conducted interviews, several participants from the identified municipalities in the North West Province utilised this occasion to propose solutions to address the identified gaps in policy.

6.9.8 Building a comprehensive framework for Consequence Management (CM) interventions

The interviews revealed consensus of what is required for Consequence Management (CM) interventions to be effective. An official from Dr Kenneth Kaunda District Municipality reported that "firstly, you must have an approved Consequence Management (CM) policy and framework available to all your employees. If you don't have it, you will start with a problem immediately". This needs to be supported by what another official from Ngaka Modiri Molema District Municipality described as, "clear definition in terms of the actions to be taken in any transgression".

6.9.9 Integration with existing municipal systems

A key recommendation which emerged from the interviews was the need to integrate Consequence Management (CM) interventions into existing municipal systems. An official from Greater Taung Local Municipality suggested that "when officials are contracted or employed by municipalities, a framework for Consequence Management (CM) interventions needs to form part of the official's contract, and it must be spelled out during staff orientation period". This integration extends to Performance Management Systems (PMS), with another official from Ratlou Local Municipality noting that "there must be a clearly defined Performance Management System (PMS), and it should be cascaded down to the lowest level employees in the municipality".

6.9.10 Training and capacity building

The importance of training and awareness emerged as a crucial theme. An official from Tswaing Local Municipality explained that "Employees must be workshopped... they must be constantly trained...they must be capacitated. They must be made to understand that if they do this, they are violating this, and this is going to be the consequences". This needs to be comprehensive, with another official from Maamusa Local Municipality emphasizing that awareness must extend "from the mayor, municipal manager and down to all lower-level employees".

6.9.11 Role of leadership

A critical factor in successful implementation of any policy is commitment by the leadership. An official reported that there must be "commitment to ensure the compliance, accountability, quality municipal oversight, effective monitoring" of all aspects of Consequence Management (CM) interventions. The narrative that emerged from these interviews was one of a system which was struggling with significant challenges but also revealed a clear understanding of what needs to be done. Therefore, it is significant to address both structural and operational issues while also ensure political will and commitment by the leadership to drive necessary changes. The successful implementation of Consequence Management (CM) interventions in South African municipalities will require a concerted effort to address these challenges whilst building on the clear understanding of what constitutes effective Consequence Management (CM) interventions. The findings revealed that while the challenges are significant, there is a clear roadmap for enhancement. Success will require political will, institutional reform, and consistent application of policies and procedures. Most importantly, it will require a shift from viewing Consequence Management (CM) interventions as purely punitive to a tool for organisational enhancement and better delivery of services to the communities.

6.10 INTEGRATED ANALYSIS OF QUALITATIVE AND QUANTITATIVE FINDINGS

This section presents an integrated analysis of both the qualitative and quantitative findings from the study on Consequence Management (CM) interventions in municipalities of the North West Province. The semi-structured approach provided complementary insight which also provided a more comprehensive understanding of the current status, challenges, and potential enhancement in Consequence Management (CM) interventions.

6.10.1 Integration of Qualitative and Quantitative findings

Beyers (2015) reported that the complex service delivery challenges in South African municipalities requires a thorough approach which is beyond the constraints of individual methodologies. Thus, the integration of qualitative and quantitative information provides a comprehensive framework to comprehend municipal performance and customer experiences (Olivier, 2017).

6.10.2 Understanding and implementation of a framework for Consequence Management (CM) interventions

The following outlines the framework for Consequence Management (CM) interventions and underscores its comprehension and implementation, particularly following an examination of the qualitative and quantitative data analysis findings.

6.10.2.1 Quantitative findings:

- Overall implementation rate of eighteen percent (18%) across municipalities.
- Higher implementation rates among experienced officials (40% for 16+ years' experience versus 0% for 1-5 years).
- Positive correlation between understanding and implementation.

6.10.2.2 Qualitative findings:

- Clear understanding of the concept but challenges with regard to practical application.
- Political interference and lack of clear frameworks identified as key barriers.
- Selective application of consequences based on favouritism.

Integrated Analysis: The quantitative data revealed that low rate of implementation (18%) is explained by the qualitative findings. The latter revealed systemic challenges such as political interference and selective application. The statistical correlation between understanding and implementation is supported by data gathered from interviews. It can be inferred that while officials comprehend the concept, practical application is impeded by structural and political factors.

6.10.3 Institutional structures and systems

Comprehending the various institutional structures and systems within municipalities is essential for establishing a framework for Consequence Management (CM) interventions, thereby facilitating effective implementation for good governance.

6.10.3.1 Quantitative findings:

- Lack of functional Disciplinary Boards (DBs) in selected municipalities.
- Lack of independence of Municipal Public Accounts Committees (MPACs) in most municipalities.
- Lack of effectiveness of Audit Committees (ACs) in most municipalities.

6.10.3.2 Qualitative findings:

- "The disciplinary board sits regularly... Neutral... I've never seen them sit. I've never heard about them."
- "There tends to be political meddling in management and administrative issues"

- "Due to the fact that the appointments of senior managers are marked in gross interference from political office bearers, most of them don't know what they are doing".

Integrated Analysis: The statistical significance of effective institutional structures' is contextualized by qualitative data which revealed that while these structures exist formally, the practical operation is compromised by political interference and capacity constraints. The quantitative measures of independence was qualified by the data gathered from the interviews which revealed that formal independence does not guarantee effective operation.

6.10.4 Policy framework and implementation

It is essential to understand elements of the municipal policy framework to develop a framework for Consequence Management (CM) interventions in municipalities.

6.10.4.1 Quantitative findings:

- Policy awareness is implemented inadequately.
- Lack of implementation of risk management processes in selected municipalities.
- Financial management practices is consistently identified as critical (constant variable) by the majority of the respondents.

6.10.4.2 Qualitative findings:

- "No there's no policy in place in the municipality that talks on Consequence Management (CM) interventions".
- "Firstly, you must have an approved framework for Consequence Management (CM) interventions available to all your employees. If you don't have it, you will start with a problem immediately".
- "The lack of systems in terms of Consequence Management (CM) interventions not being there and the appropriate registers"

Integrated Analysis: The statistical significance of policy awareness is contextualized by the qualitative findings which revealed a fundamental lack of policy frameworks in many municipalities. The quantitative significance of financial management practices aligned with data gathered from the interviews and underscored the need for comprehensive policy frameworks to integrate Consequence Management (CM) interventions with existing systems.

6.11 CONCLUSION

This chapter presented and discussed the findings of the study on Consequence Management (CM) interventions in municipalities within the North West Province of South Africa. The participants demographic profile reflected a diverse and representative sample across the selected municipalities and revealed a balanced gender distribution and a predominance of experienced, and well-qualified professionals in managerial positions. The analysis highlighted the current state of CM interventions, which revealed both persistent challenges and emerging opportunities to enhance municipal governance. Overall, the findings highlighted the critical need to strengthen measures related to accountability, enhance leadership, integrity, and institutional capacity to ensure that CM processes are implemented effectively. These insights provide an evidence-based foundation to develop a robust and sustainable CM framework which could contribute towards enhanced governance and efficient service delivery across local government structures. The next chapter examines data collection and analysis of official documents through case studies of Ditsobotla Local Municipality (DLM) in the North West Province and the City of Cape Town (CoCT) in the Western Cape Province.

CHAPTER 7: DATA COLLECTION AND ANALYSIS OF OFFICIAL DOCUMENTS THROUGH CASE STUDIES

7.1 INTRODUCTION

The preceding chapter analysed the data gathered from the participants in the selected municipalities in the North West Province. It identified deficiencies in policy designated to principles of good governance and the absence of a framework for Consequence Management (CM) interventions. A total of eighteen percent (18%) levels of implementation were highlighted in this regard. This chapter compares the Ditsobotla Local Municipality (DLM) and the City of Cape Town (CoCT) as case studies illustrating the effects of a framework for Consequence Management (CM) interventions, highlighting both failures and successes, and providing valuable insights for the development of a comprehensive framework.

7.2 DATA ANALYSIS THROUGH CASE STUDIES

The following data is analysed from the Ditsobotla Local Municipality (DLM) Draft Integrated Development Plan 2023/2024 and the City of Cape Town (CoCT), namely, Five (5) Year Integrated Development Plan July 2022–June 2027 and the Consequence Management Policy 2019.

7.2.1 Case of Ditsobotla Local Municipality (DLM)

The case of Ditsobotla Local Municipality (DLM) illustrates the consequences of a breakdown in political and administrative governance, namely:

- Political instability: The municipality has been marked by competing claims to leadership posts, with various factions asserting authority and destabilising governing systems. This political instability has led to frequent leadership transitions, erratic policy execution, and an emphasis on political survival above service delivery (Thakur & Nel, 2023). The ongoing political strife considerably undermines the municipal council's oversight capabilities, fostering an environment where accountability is reduced and financial controls frequently fail (Niekerk & Sebakamotse, 2020). Furthermore, this political interference

frequently presents as a split between "administration and politics," resulting in bureaucratic inefficiencies and obstructing sustainable service delivery. (Kunene, Fields, Rambe, Sibeko, Mokgosi, & Bergh, 2017) (North West Provincial Treasury, 2020).

- **Administrative chaos:** Parallel appointments of key senior and other municipal officials have created confusion, duplication, and inefficiency in administrative functions. The municipality had two unsuitable municipal managers and a suspended acting Municipal Manager, despite a court ruling. Two parallel council meetings resulted in duplicating appointments, leading to high suspensions and a high vacancy rate in senior management positions (AGSA, 2019). This problem illustrates overarching governance and ethical conduct concerns among South African municipalities, as officials frequently encounter substantial pressure to provide services amid constrained resources, resulting in pervasive claims of misconduct and corruption (Maape, 2017). Visser (2010) observed that pervasive instability often arises from a blurred political-administrative interface, where inappropriate political interference in administrative matters frequently strains relations among key officials.
- **Financial mismanagement:** Disclaimer audit opinions for multiple consecutive years indicate severe financial management deficiencies, including inadequate controls, non-compliance with legislation, and ineffective oversight. The municipality was facing financial crisis due to conflicts with signatories of its bank account, with ratepayers withholding money due to inability to deliver basic services (AGSA, 2020). The ongoing changes in leadership hinder the consistency of policy execution and strategic planning, therefore jeopardising the municipality's capacity to meet its service delivery obligations to the community (Magagula, Mukonza, Manyaka, & Moeti, 2022). This ongoing instability undermines public trust and redirects essential resources and focus from developmental responsibilities and constitutional duties, as demonstrated by repeated evaluations of municipal dysfunction (Fourie & Van der Walddt, 2023).

- Service delivery failures: Neglect of core municipal functions has resulted in deteriorating infrastructure, interrupted service provision, and community dissatisfaction. The unstable political and administrative environment has further exacerbated the situation, as the municipality cannot spend allocated municipal service delivery grants (COGTA, 2020). This influence frequently originates from intra-party factions and individual preferences affecting council roles, potentially resulting in swift leadership transitions and obstructing good local governance and hinders provision of basic services to communities (Thakur & Nel, 2023).

The Ditsobotla municipality experienced chaos due to the collapse of political integrity and Consequence Management (CM) interventions. This led to the suspension of the local government's constitutional mandate, making Consequence Management (CM) interventions ineffective. The provincial sphere of government is constitutionally mandated to correct this, but the success of Consequence Management (CM) interventions depends on political and administrative harmony. An oversight meeting was held to discuss the invocation of Section 139(1) of the Constitution in Ditsobotla Local Municipality (DLM). Stakeholders, including the South African Local Government Association (SALGA), mayor, political parties, and labour, expressed opposition to the intervention due to external forces. There was little confidence in the interventions, as they seem hijacked by other interests.

The municipality failed to implement reports from the Public Protector of South Africa (PPSA) and provincial departments, and no progress was made to address previous irregular appointments. The situation caused instability in both councils and administration. The municipality has failed to improve its annual audit outcomes, leading to unfunded budgets and a soaring Eskom debt. The municipality's functioning has collapsed, with the AfriForum, a community-based organisation and interest group, initiating a case to take over its powers. The municipality's Consequence Management (CM) intervention system has collapsed. This case demonstrates the critical need for effective Consequence Management (CM) intervention systems to

prevent and address such governance failures. It illustrates what Sibanda (2017) describes as the "governance death spiral," where weak Consequence Management (CM) interventions lead to impunity, which further undermines governance systems, creating a self-reinforcing cycle of institutional decline.

7.2.2 Case of the City of Cape Town (CoCT)

As a contrasting example, the City of Cape Town's Consequence Management (CM) Interventions Policy (2019) provides a more structured approach. Its policy emphasizes the following:

- **Clear delineation of roles and responsibilities:** As per the afore-mentioned policy, the City of Cape Town (CoCT) has a well-defined organisational structure, and each staff member has a specific job description. Every staff member in the city is fully equipped and supported in their role to ensure that the municipality provides high-quality basic municipal services as mandated by the Constitution. Matlala (2025) contended that the ongoing inefficiencies in financial management, procurement, and service delivery in these municipalities highlight the critical necessity for a framework to enhance performance and accountability. The lack of a standardised approach to Consequence Management (CM) interventions has resulted in systemic inefficiencies and weakened accountability, and exacerbated governance failures in local government (Shava, Muringa & Oladejo, 2025).
- **Integration with existing governance structures:** The City of Cape Town (CoCT) has made tremendous and exceptional progress to achieve the aim of developmental local government. In recent years, the municipality has expanded infrastructure and development, whilst simultaneously adapting to significant changes in their internal governance and management structures, financial management systems, and intergovernmental obligations. Nevertheless, there are still considerable obstacles which need to be attended to, of which several could be traced back to institutional divisions (Consequence Management Policy, 2019). Nonetheless, significant challenges persist, many

of which can be attributed to institutional divisions within the municipality in South Africa, due to frequent political interference in administrative affairs and strained relationships between essential political and administrative officials (De Visser, 2010). This influence frequently appears as an indistinct separation between council and administration roles, coupled with political appointments and disputes which compromises an effective government (Kienast, 2010).

- **Emphasis on progressive reporting and follow-up mechanisms:** Municipalities play a crucial role in the provision of services and ensure the welfare of the community. However, ineffective interaction often results in limited citizen participation. The City of Cape Town (CoCT) underscores the significance of public participation towards the successful delivery of services and Integrated Development Planning (IDP). The concerns include misalignment between government goals and funds, and limited collection of rates. To address these, towns should enhance institutional capacity, financial management, and meet the needs of the communities (CoCT Five-year Integrated Development Plan (IDP) for the period July 2022 to June 2027).
- **Alignment with broader organisational goals, *i.e.*, transparency and ethical conduct:** The City of Cape Town (CoCT) prioritizes ethical and transparent research to enhance service delivery and maintain accountability. A culture of honesty and openness enhances stakeholder trust and limits financial malfeasance. The researchers must ensure integrity, comply with legislation, and include autonomous supervision and external audits. The city's progressive developmental research endeavours accentuate honesty, accountability, professional civility, and responsible research management (CoCT Five-year Integrated Development Plan (IDP) for the period July 2022 to June 2027). An effective local government relies on a strong foundation, *i.e.*, transparency and ethical behaviour, which directly impacts on public trust and the outcomes of service delivery (Maape, 2017). In South Africa, despite governmental legislation designed to promote good governance, accountability, and

openness, substantial obstacles emanate from ongoing malfeasance, maladministration, and corruption within the public sector (Botha, 2025).

This case illustrated how a well-designed framework for Consequence Management (CM) interventions can contribute to enhance governance. The City of Cape Town's (CoCT) approach reflects what Kroukamp and Cloete (2018) described as an "integrated accountability framework," where Consequence Management (CM) interventions are embedded in broader governance systems and aligned with organisational culture and values. The contrast between these two (2) cases studies highlights the critical role of Consequence Management (CM) interventions in municipal governance and the potential consequences of its effectiveness. The Ditsobotla Local Municipality (DLM) case revealed that the governance crisis due to the failure of Consequence Management (CM) interventions, while the City of Cape Town (CoCT) illustrated the potential benefits of a systematic and integrated approach to accountability and performance management.

7.2.3 Empirical evidence supporting Consequence Management (CM) interventions as a prerequisite

The case studies presented in Section 6.1 provided empirical evidence which concurred with the proposition that a framework for Consequence Management (CM) interventions is a prerequisite for good local governance. The contrasting cases of Ditsobotla Local Municipality (DLM) and the City of Cape Town (CoCT) revealed how the presence or lack of effective Consequence Management (CM) interventions can impact governance outcomes directly as follows:

- Service delivery outcomes: The collapse of Consequence Management (CM) interventions in Ditsobotla coincided with categorical failure to deliver services, while the City of Cape Town's robust framework for Consequence Management (CM) interventions contributed towards a relatively consistent delivery of services (Municipal IQ, 2020).

- Financial management: Ditsobotla Local Municipality's (DLM) financial crisis and consecutive disclaimer audit opinions revealed a lack of consequences for financial mismanagement, whilst the City of Cape Town's (CoCT) clean audits revealed the impact of clear financial accountability mechanisms (AGSA, 2020). A clean audit in South Africa entails rigorous financial reporting, verifiable sound performance outcomes, and steadfast adherence to applicable legislation and regulations, with no major findings (Mbulawa, 2019).
- Public trust: Public trust in municipal governance correlates strongly with the effectiveness of Consequence Management (CM). A survey by the Human Sciences Research Council (2019) revealed that municipalities with sound Consequence Management (CM) frameworks enjoyed higher levels of public trust (59% compared to 24% in municipalities with weak consequence mechanisms).
- Institutional stability: Ditsobotla Local Municipality's (DLM) political and administrative instability contrasts sharply with the relative stability of the City of Cape Town's (CoCT) governance structures. Therefore, this suggests that Consequence Management (CM) contributes towards institutional resilience and continuity (CoGTA, 2020).

The empirical findings aligned with the theoretical propositions established in Chapter 7, particularly the behaviourist principle that behaviour is shaped by its consequences and the organisational excellence dimensions which accentuates accountability and performance management. Kroukamp and Cloete (2018) concluded from their comparative study of eight (8) municipalities that "the quality of municipal governance is directly proportional to the effectiveness of Consequence Management (CM) intervention systems."

7.3 CONCLUSION

The Ditsobotla Local Municipality (DLM) and the City of Cape Town (CoCT) case studies revealed the potential significances of Consequence Management (CM) intervention failures and the benefits of a well-designed accountability framework. These empirical examples provide valuable insight to develop a comprehensive framework for Consequence Management (CM) interventions for municipalities in the North West Province. The next chapter concludes the study and recommends a framework for Consequence Management (CM) interventions in the North West Province municipalities.

CHAPTER 8: CONCLUSION AND RECOMMENDATIONS: FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS TO PROMOTE GOOD LOCAL GOVERNANCE: EMPIRICAL FINDINGS

8.1 INTRODUCTION

The previous chapter examined the data collection process and analysis of official documents with reference to the Ditsobotla Local Municipality (DLM) in the North West Province, and the City of Cape Town (CoCT) in the Western Cape Province. This chapter concludes the study, *i.e.*, a framework for Consequence Management (CM) interventions in municipalities of the North West Province. It examines how the research objectives were achieved, synthesizes the key findings, presents a comprehensive framework for Consequence Management (CM) interventions, and provides recommendations for both practice and future research. The chapter demonstrates how this study contributed to both theoretical understanding and practical implementation of Consequence Management (CM) interventions in local government.

8.2 ACHIEVEMENT OF RESEARCH OBJECTIVES

The subsequent section explains how the objectives of the study outlined in Chapter One were achieved.

8.2.1 Objective 1

Theoretical foundation: The study successfully investigated behaviourism as a meta-framework and analysed Consequence Management (CM) interventions as an applied field within Human Resource Management (HRM). Through an extensive review of the literature, the theoretical underpinnings which connect behaviourist principles to practical applications in local government was established. The analysis revealed a strong alignment between Consequence Management (CM) intervention principles and the established theories of motivation and accountability, which provided a sound foundation for practical implementation.

8.2.2 Objective 2

Good developmental local governance: An examination of the principles and status of good developmental local governance in South Africa revealed a comprehensive legislative and policy framework. However, the study identified significant gaps between policy requirements and implementation practices. The analysis revealed the need to balance developmental objectives with robust measures of accountability.

8.2.3 Objective 3

Management and Human Resources (HR) challenges: An analysis of the management and human resource challenges revealed several critical issues:

- High staff turnover (72% respondents).
- Significant skills gaps (85% participants).
- Resource constraints across municipalities.
- Political interference in appointments.
- Lack of proper qualified personnel

These findings highlight the systemic nature of challenges which faces the effective implementation of Consequence Management (CM) interventions.

8.2.4 Objective 4

Stakeholder perceptions: An investigation of stakeholder perceptions revealed low implementation rates (18% across municipalities) and a higher success rate among experienced officials (40% for those with 16+ years' experience). The following key themes emerged:

- Political interference in administrative processes.
- Selective application of consequences.
- Lack of clear implementation frameworks.
- Resource and capacity constraints.

8.2.5 Objective 5

Expert input on framework parameters: The following five critical parameters for effective Consequence Management (CM) interventions were identified:

- Comprehensive policy frameworks.
- Independent institutional structures.
- Adequate capacity building programs.
- Sufficient resource allocation.
- Robust monitoring systems.

8.2.6 Objective 6

Development of a framework for Consequence Management (CM) interventions: The study developed a comprehensive framework for Consequence Management (CM) interventions and incorporated the following:

- Policy elements and guidelines.
- Institutional structure requirements.
- Implementation procedures.
- Monitoring and evaluation mechanisms.

8.3 SYNTHESIS OF KEY RESEARCH FINDINGS

This process outlines the synthesis of the findings from research conducted across identified municipalities in the North West Province to draw broader conclusions and comprehensive patterns.

8.3.1 Current status of implementation of Consequence Management (CM) interventions

The research revealed an overall implementation rate of eighteen percent (18%) across municipalities, which clearly require significant enhancement. Strong correlations emerged between the levels of experience and effective implementation, which suggested the significance to build and retain experienced staff. The following

systematic challenges were identified: political interference, resource constraints, and gaps between policy frameworks and practical implementation.

8.3.2 Institutional framework analysis

An analysis of the institutional structures revealed:

- Limited effectiveness of oversight mechanisms: The effectiveness and efficiency of oversight structures and mechanisms are limited in municipalities.
- Significant political-administrative interface challenges: Immobility or considerable difficulties with regard to interaction at the political-administrative interface were prevalent. There appears to be a lack of confidence and collaboration between the executive and administrative bodies of the sampled municipalities.
- Weak implementation of accountability measures: There is a lack of effective accountability measures in municipalities.
- Resource and capacity constraints affecting performance: There are insufficient resources to implement policy. Moreover, the limited capabilities of the municipal employees impede the overall performance in the provision of municipal services.

8.3.3 Challenges: Human Resource (HR) and management

Critical challenges identified include:

- Persistent skills gaps: There is an ongoing deficiency of skills which is a barrier to enhance municipal service delivery.
- High staff turnover rates: The turnover rate of the municipal workforce is intensifying, which affects municipal performance adversely.

- Political interference in appointments: Numerous responses revealed excessive political interference in the appointments of municipal officials. Hence, there is a significant disregard for municipal regulations, policies and norms.
- Limited capacity for implementation: The chronic skills gaps, significant municipal turnover, and political interference, which occasionally results in the appointment of inadequately qualified personnel, severely inhibits the capacity to implement municipal plans.
- Insufficient training and development programs: Many municipalities fail to implement upskilling or capacity-building programs for their employees.

8.4A FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS FOR LOCAL GOVERNMENT

The established framework and its components for Consequence Management (CM) interventions in municipalities is discussed below.

8.4.1 Framework components

To ensure the development of an appropriate and operational framework for Consequence Management (CM) interventions in the good governance context in municipalities, the following components are critical:

- Policy and regulatory framework: It is crucial to ensure adherence to relevant municipal policies and regulations while developing a framework for Consequence Management (CM) interventions within the good governance for municipal administration structure.
- Clear policy guidelines and procedures: The accessible and explicit municipal regulations, policies and processes must serve as a fundamental guide to develop a framework for Consequence Management (CM) interventions in the context of good governance.

- Integration with existing municipal systems: Incorporation and current municipal systems is crucial to develop a comprehensive framework for Consequence Management (CM) interventions for municipalities.
- Compliance mechanisms: The integration of municipal compliance processes into a framework for Consequence Management (CM) interventions system is essential.
- Performance standards: Performance criteria, as a metric to assess the efficiency and effectiveness of essential municipal services are vital to establish a framework for Consequence Management (CM) interventions for municipalities.
- Reporting structures: Internal municipal reporting procedures must be instituted and conveyed explicitly to all municipal employees to assist with the formulation of a framework for Consequence Management (CM) interventions.
- Clear lines of reporting: Establish clear lines of reporting within a municipality as outlined in the organogram, because it is essential for the development of a framework for Consequence Management (CM) interventions.
- Institutional structures: The establishment and implementation of relevant municipal institutional frameworks is crucial to ensure a system for Consequence Management (CM) interventions.
- Independent oversight bodies: Independent municipal oversight bodies are essential to establish an effective framework for Consequence Management (CM) interventions.
- Protection mechanisms: It is essential to ensure the effective application and integration of all protection mechanisms within the municipality to develop a framework for Consequence Management (CM) interventions.

- Departmental coordination systems: The synchronisation of internal municipal departmental systems is crucial to establish a framework for Consequence Management (CM) interventions within the context of good governance.
- Implementation guidelines: These mandatory municipal services are essential to establish a framework for Consequence Management (CM) interventions within the good governance structure.
- Phased implementation approach: The deployment of municipal services must occur sequentially, because it is an essential element to establish a framework for Consequence Management (CM) interventions.
- Capacity building requirements: Ongoing capacity-building for municipal staff is crucial to develop a framework for Consequence Management (CM) interventions based on good governance.
- Resource allocation models: Ensure appropriate and impartial allocation of municipal resources to all employees; provide an element of objectivity; and its integral to establish a framework for Consequence Management (CM) interventions.
- Change management strategies: Change management methods are crucial to enable the adaptation of continuous transitions in municipalities and are fundamental for the development of a framework for Consequence Management (CM) interventions grounded in good governance.
- Monitoring and evaluation systems: Ongoing assessment of municipal systems is essential to develop a framework for Consequence Management (CM) interventions within good governance.
- Performance measurement tools: In a continuously changing municipal environment, it is imperative to integrate proven municipal performance

measuring instruments into the formulation of a framework for Consequence Management (CM) interventions.

- Review mechanisms: Review mechanisms should be established as a fundamental component in a framework for Consequence Management (CM) interventions within the context of good governance.
- Feedback systems: These essential to evaluate or address municipal activities and should be integrated into the design of a framework for Consequence Management (CM) interventions.
- Enhancement processes: These are essential within a framework for Consequence Management (CM) interventions to ensure effective governance in municipalities.

8.4.2 Implementation requirements

To ensure appropriate execution of a framework for Consequence Management (CM) interventions, the following requirements must be introduced:

- Resource requirements: Municipal resources and systems must remain accessible for the effective implementation of a framework for Consequence Management (CM) interventions.
- Financial allocations: The municipalities must ensure allocation of financial resources for the implementation of a framework for Consequence Management (CM) interventions.
- Human capital development: Support for skills development programs to enhance the municipalities human capital is essential.

- Technical infrastructure: The municipalities must ensure provision of relevant technical infrastructure for effective implementation of a framework for Consequence Management (CM) interventions.
- Technical skills development: Municipalities should enhance the technical skills of the workforce to ensure the effective and efficient application of a framework for Consequence Management (CM) interventions.
- Training resources: Municipalities must ensure provision of relevant training resources to all employees when a framework for Consequence Management (CM) interventions is implemented.
- Capacity building needs: Municipalities must consistently develop internal capacity to address the needs of their employees.
- Leadership enhancement: Municipalities must intensify all leadership skills as a mechanism to implement of a framework for Consequence Management (CM) interventions.
- Change management capabilities: Municipalities must ensure the implementation of all change management competencies whereby an effective framework for Consequence Management (CM) interventions can be established.
- Performance management expertise: Municipalities must ensure the acquisition of performance management knowledge to implement a framework for Consequence Management (CM) interventions successfully.

8.5 IMPLEMENTATION FRAMEWORK OF ESTABLISHED FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM) INTERVENTIONS: RECOMMENDATIONS

This section includes suggestions to establish a framework applicable to all statutory service delivery systems, oversight mechanisms and municipal policies. To ensure effective implementation of established framework for Consequence Management (CM) interventions for municipalities, it is recommended that execution occurs across various timeframes: short-term (0 to 12 months), medium-term (1 to 3 years), and long-term (3 to 5 years).

8.5.1 Short-term recommendations (0-12 months)

To ensure effective implementation of a framework for Consequence Management (CM) interventions in a short-term period, municipalities must:

- Formulate comprehensive Consequence Management (CM) intervention policies: Municipalities must formulate relevant comprehensive policies which align with Consequence Management (CM) interventions.
- Establish reporting mechanisms: Municipalities must establish clear and lines of reporting and mechanisms to implement Consequential Management (CM) interventions in the short-term.
- Implement basic training: Municipalities must design and implement basic training programs to enhance the capacity of the workforce for the short-term implementation of a framework for Consequence Management (CM) interventions.
- Launch awareness campaigns: To ensure that an established framework for Consequence Management (CM) interventions is implemented effectively for a short-term, municipalities should design and launch policy awareness campaigns.

- Create monitoring systems: For successful implementation of established framework for Consequence Management (CM) interventions for a short-term period, municipalities must create policy monitoring systems.

8.5.2 Medium-term recommendations (1-3 years)

To ensure effective implementation of a framework for Consequence Management (CM) interventions in a medium-term period, municipalities must:

- Strengthen oversight structures: Enhancement of municipal oversight structures and committees is crucial for the effective implementation of a framework for Consequence Management (CM) interventions within a medium-term timeframe.
- Build institutional capacity: Municipalities must cultivate internal institutional capacity to execute a framework for Consequence Management (CM) interventions within a medium-term period proficiently.
- Develop training programmes: For effective implementation of a framework for Consequence Management (CM) interventions in a medium-term period, municipalities must develop training programmes for their workforce.
- Implement monitoring systems: Municipalities must establish policy monitoring systems to ensure the effective implementation of a framework for Consequence Management (CM) interventions over a medium-term period.
- Enhance coordination mechanisms: Municipalities must improve their policy coordination mechanisms to implement an established framework for Consequence Management (CM) interventions effectively over the medium-term.

8.5.3 Long-term recommendations (3-5 years)

To ensure effective implementation of a framework for Consequence Management (CM) interventions in a long-term period, municipalities must:

- **Reform political-administrative interface:** To guarantee the successful long-term implementation of a framework for Consequence Management (CM) interventions in municipalities, reformation of the political and administrative interface within the institution is essential.
- **Develop professional civil service:** The sustainable execution of the established framework for Consequence Management (CM) interventions in municipalities can be realised through an established professional service.
- **Build accountability culture:** Municipalities must cultivate a culture of accountability within their workforce to ensure the effective long-term implementation of the framework for Consequence Management (CM) interventions.
- **Establish excellence centres:** To apply the established framework for Consequence Management (CM) interventions properly, municipalities should create centres of excellence to acknowledge such practices and enhance worker capacity.
- **Institutionalise best practices:** Municipalities must institutionalise best practices and good governance to ensure the effective long-term implementation of the established framework for Consequence Management (CM) interventions.

8.6 STUDY CONTRIBUTIONS

The research into the establishment of a municipal framework for Consequence Management (CM) interventions through good governance would advance the discipline substantially. The subsequent sections focus on the contributions of this study.

8.6.1 Theoretical contributions

- Enhanced understanding of Consequence Management (CM) interventions in local government: The study developed a deeper understanding of the concept of Consequence Management (CM) interventions and its relevant components of the framework in municipalities.
- Integration of behavioural principles: The study clarifies diverse behavioural patterns in municipalities and its integration to achieve good governance.
- Comprehensive theoretical framework: The research analysed and expanded multiple extensive theoretical frameworks which require further research in municipalities.
- Advancement of Public administration theory: The study further explored the advancement of good public administration governance in municipalities.

8.6.2 Practical contributions

- Evidence-based framework: The study provided a practical, evidence-based framework to administer municipalities.
- Implementation guidelines: The research recommended several practical implementation guidelines for municipalities.
- Assessment tools: The study showcased the assessment tools accessible in municipal administration effectively.
- Training: The research examined and presented diverse training recommendations for municipal administration.

8.6.3 Summary of data analysis through case studies

The data from the Ditsobotla Local Municipality (DLM) in the North West Province and the City of Cape Town (CoCT) in the Western Cape Province was analysed. Furthermore, the findings illustrated the effects of a framework for Consequence Management (CM) interventions, which highlighted both failures and successes, as well as valuable insight to development of a comprehensive framework. It was evident that the City of Cape Town (CoCT) instituted proper systems, oversight structures, and the Consequence Management (CM) policy which was adopted in 2019. However, the Ditsobotla Local Municipality lacked any such advancements in multiple respects.

8.7 STUDY LIMITATIONS

The research into the establishment of a municipal framework for Consequence Management (CM) interventions through good governance faced numerous limitations. The limitations of the study are detailed in the subsequent sections.

8.7.1 Methodological limitations

- Geographic scope constraints: The study encountered limitations which emanated from inadequate municipal geographical representation in the North West Province, due to insufficient responses from selected municipalities.
- Sample size limitations: The research concentrated on sampled municipalities in the North West Province, which was restricted to + fifty percent to bolster the trustworthiness of the sourced material.
- Time constraints: Time constraints impede repeated interaction with all municipal authorities from the selected municipalities to acquire the questionnaires and conduct interviews.
- Resource limitations: Inadequate resources impeded a comprehensive study technique in the selected municipalities.

8.7.2 Contextual limitations

The following contextual limitations were experienced throughout the study:

- Complexity of political environment: The current unstable political environment and persistent interference by political office-bearers in local governance inhibits the development and efficient execution of a framework for Consequence Management (CM) interventions.
- Availability of resources: Municipalities are experiencing a decrease in revenue which is attributed to, *inter alia*, increasing unemployment and out-dated funding models. The limitations impede the municipalities' capacity to formulate and execute a framework for Consequence Management (CM) interventions within the framework of good governance.
- Implementation of timeframes: Municipalities face considerable obstacles to establish essential mechanisms, processes, and systems, including Consequence Management (CM) interventions due to a lack of experienced and skilled personnel; an unstable political-administrative interface; and protracted timelines to implement effectively.
- Cultural factors: Cultural factors faced by political office-bearers and municipal administration places contextual constraints on the design and execution of a framework for Consequence Management (CM) interventions within the realm of good governance.

8.8 AREAS FOR FUTURE RESEARCH

The following areas for future research relate to Consequence Management (CM) interventions and principles of good governance.

8.8.1 Recommended areas for future research

- Comparative studies: Provincial sphere: Further studies are required throughout all municipalities in the North West Province to systematically assess the design and execution of a framework for Consequence Management (CM) interventions within the good governance structure.

- **Implement longitudinal studies:** Longitudinal studies are essential to assess and analyse the conflicting views with regard to the establishment and execution of Consequence Management (CM) interventions within the context of good municipal governance accurately.
- **Impact evaluations:** After the establishment and implementation of a framework for Consequence Management (CM) interventions within a framework of good governance in municipalities, it is crucial to evaluate and assess to establish the effectiveness to enhance the quality and mandatory delivery of municipal services.
- **Best practice:** Further research could concentrate on the identification of effective models and instances where appropriate frameworks of Consequence Management (CM) interventions have been applied and thereby enhance governance in municipalities.

8.8.2 Methodological recommendations

The following methodological recommendations and approaches are proposed:

- **Mixed methods approach:** To conduct rigorous research in social and behavioural sciences, it is recommended to amalgamate diverse scientific methodologies to acquire definitive outcomes due to the temporal and geographical contexts of municipalities.
- **Longitudinal designs:** Longitudinal study designs are crucial to acquire precise measurements and assessment of competing arguments.
- **Action research:** Favoured as a methodology across many government and corporate sectors, because these organisations function within dynamic and evolving contexts.
- **Comparative analyses:** Crucial due to constraints including time limitations, limited resources, and possibly unstable working conditions in municipalities.

Also, when comparative analyses is conducted in restricted contexts within social and political studies.

8.9 CONCLUDING REMARKS

This study made a significant contribution towards an understanding and enhancement of Consequence Management (CM) interventions in South African municipalities. Therefore, both theoretical insight and practical tools to enhance accountability and performance in local government was achieved. The developed framework provides a comprehensive approach to implement effective Consequence Management (CM) intervention systems, while the recommendations suggest clear guidance for practitioners. The findings highlighted both challenges and opportunities in the implementation of Consequence Management (CM) interventions at the municipal level. While significant obstacles are prevalent, *e.g* ,political interference and resource constraints, the study revealed that effective Consequence Management (CM) interventions are achievable through structured approaches, adequate resources, and regular application of policies and procedures.

The success of a framework for Consequence Management (CM) interventions would ultimately depend on political will, commitment by the leadership, and the availability of required resources. However, this study provided a sound foundation for municipalities which endeavour to enhance Consequence Management (CM) interventions and enhance overall governance outcomes. The framework and recommendations represent significant steps towards an accountable and effective local government in South Africa. As municipalities continue to face service delivery and governance challenges, the implementation of an effective framework for Consequence Management (CM) intervention systems is a necessity. The contribution of the study to both theory and practice provide valuable tools to address these challenges and enhance municipal performance. Through proper implementation of the of recommendations, the municipalities can work towards the establishment of effective, accountable, and service-oriented governance systems.

REFERENCES

Adams, W.C. 2015. Conducting semi-structured interviews. (492). <https://doi.org/10.1002/9781119171386.ch19>

Adeoye-Olatunde, O. A.& Olenik, N.L. 2021. Research and scholarly methods: Semi-structured interviews. JACCP - *Journal of the American College of Clinical Pharmacy*, 4(10):1358. <https://doi.org/10.1002/jac5.1441>

African Development Bank. 2005. Public sector management in Africa. *Economic Research Working Paper*, 82. Johannesburg: ADB.

Akbar, M.F. & Khalid, K.2025. Islamic political-legal analysis of the misuse of Night Entertainment Licensing in Medan City. *Hakamain: Journal of Sharia and Law Studies*, 4(1):139-152.

Akpan, B. 2020. Classical and Operant Conditioning—Ivan Pavlov; Burrhus Skinner. In: Akpan, B.& Kennedy, T.J. (eds) *Science Education in Theory and Practice*. Springer Texts in Education. Springer, Cham. https://doi.org/10.1007/978-3-030-43620-9_6.

Amanquandor, T.D.L. 2024. Limitations of the international approach to anti-corruption: a systematic review of South Africa's compelling case of failing anti-corruption. [Review of Limitations of the international approach to anti-corruption: a systematic review of South Africa's compelling case of failing anti-corruption]. *Crime Law and Social Change*, 82(3):493. Springer Science+Business Media. <https://doi.org/10.1007/s10611-024-10152-y>

Asha, A.A. 2014. Towards effective planning and implementation of the local development initiatives in Limpopo Province, South Africa. *Mediterranean Journal of Social Sciences*.<https://doi.org/10.5901/mjss.2014.v5n20p398>

Bailey, L.F. 2014. The origin and success of qualitative research. *International journal of market research*, 56(2):167-184.

Becker, S.M. 2001. Meeting the threat of weapons of mass destruction terrorism: Toward a broader conception of consequence management. *Military Medicine*, 166(2): 13-16.

Berlyne, D.E. 1975. Behaviourism? Cognitive theory? Humanistic psychology? To hell with them all! *Canadian Psychological Review*, 16(2):69-80.

Bogopane, L.P. 2012. Qualitative Analysis of the Administrative and Managerial Capacity of Ngaka Modiri Molema District, North West Province, South Africa. *Journal of Social Sciences*, 31(3):289. <https://doi.org/10.1080/09718923.2012.11893038>

Borins, S. 2001. Encouraging innovation in the public sector. *Journal of Intellectual Capital*, 2(3):310-319.

Bowen, G.A. 2009. Document analysis as a qualitative research method. *Qualitative Research Journal*, 9(2):27-40.

Braun, V. & Clarke, V. 2006. Using thematic analysis in psychology. *Qualitative Research in Psychology*, 3(2):77-101.

Brierley, J.A. 2017. The role of a pragmatist paradigm when adopting mixed methods in behavioural accounting research. *International Journal of Behavioural Accounting and Finance*, 6(2):140-154.

Brown, M.E., Treviño, L.K. and Harrison, D.A., 2005. Ethical leadership: A social learning perspective for construct development and testing. *Organizational behaviour and human decision processes*, 97(2): 117-134.

Cai, Y. & Zhu, L. 2013. Disciplining local officials in China: The case of conflict management. *The China Journal*, 70: 98-119.

Cameron, R. 2002. Central-local financial relations in South Africa. *Local Government Studies*, 28(3):113-134.

Cameron, R. 2016. The state of public administration as an academic field in South Africa. *In Political Science in South Africa*. Routledge:207-225.

Černíková, I., Šnýdrová, M. & Šnýdrová, I. 2024. Age in employee selection and promotion: A comprehensive study. *Prague Economic Papers*, 33(5):599. <https://doi.org/10.18267/j.pep.875>

Chamunorwa, J.C. 2015. An exploration of whistle blowing in fighting corruption in the public sector in South Africa: A case of Stellenbosch Municipality. Stellenbosch: Stellenbosch University). (Thesis - PhD).

Chinyamurindi, W. 2022. The intended and unintended consequences of remote working: Narratives from a sample of female public service managers in South Africa. *Frontiers in Psychology*, 13. <https://doi.org/10.3389/fpsyg.2022.949914>

Chipkin, I. & Lipietz, B. 2012. Transforming South Africa's racial bureaucracy: New Public Management and public sector reform in contemporary South Africa.

Chirau, T. & Mapitsa, C.B. 2020. How performance management regulations shape evaluation practice in South African municipalities. *Evaluation and Program Planning*, 82: 101831. <https://doi.org/10.1016/j.evalprogplan.2020.101831>

Choudhary, K. 2018. Development governance: Analysing the dynamics of failure and success. *Development Policy Review*, 36(S2), O770-O792.

City of Cape Town (South Africa). 2019. Consequence Management Policy. Cape Town: City of Cape Town.

City of Cape Town South Africa). 2022. Five (5) year Integrated Development Plan: July 2022 – June 2027.

Cloete, H. 2023. Towards evidence-based human resource development for South African local government. *Africa's Public Service Delivery and Performance Review*, 11(1). <https://doi.org/10.4102/apsdpr.v11i1.689>

Corruption Watch. 2019. Annual Report 2019. https://www.corruptionwatch.org.za/wp-content/uploads/2020/03/CRW0320_7171_AnnualReport-2019.pdf (Date of access: 02 Feb. 2024).

Creswell, J.W.& Plano-Clark, V.L. 2017. Designing and conducting mixed methods research. 3rd ed. SAGE Publications: London.

Daniels, K. 2016. An editorial in four parts. *European Journal of Work and Organisational Psychology*, 25(3):329-334.

Davids, G., Prince, T., Makiva, M. & Fagbadebo, O.M. 2021. A rural perspective on the practice and challenges of community participation in post-apartheid South Africa insights from rural Beaufort-West Municipality. *Public Policy and Administration Research*.

Davis, A., Van Rensburg, M.J.& Venter, P. 2014. The impact of managerialism on the strategy work of university middle managers. *Studies in Higher Education*, 41(8):1480. <https://doi.org/10.1080/03075079.2014.981518>

De Visser, J. 2010. The political-administrative interface in South African municipalities: Assessing the quality of local democracies. *Commonwealth Journal of Local Governance*, 86. <https://doi.org/10.5130/cjlg.v0i5.1473>

Disoloane, V.P.P. 2012. Reception of a code of conduct at the Capricorn District Municipality in the Limpopo Province. https://uir.unisa.ac.za/bitstream/10500/5897/1/dissertation_disoloane_v.pdf

Ditsobotla Local Municipality (South Africa). 2023. Draft Integrated Development Plan (IDP) 2023/2024.

Dlamini, Z.V., Mutambara, E. & Assensoh-Kodua, A. 2017. Establishing the relationship between an effective audit committee and infusion of a good control environment. *Corporate Board Role Duties and Composition*, 13(3):52. <https://doi.org/10.22495/cbv13i3art6>

Dubois, A. & Gadde, L.E. 2002. Systematic combining: an abductive approach to case research. *Journal of Business Research*, 55(7):553-560.

Dzomira, S. 2020. Corporate governance and performance of Audit Committee and Internal Audit functions in an emerging economy's public sector. *Indian Journal of Corporate Governance*, 13(1):85. <https://doi.org/10.1177/0974686220923789>

Edigheji, O. 2010. Rethinking national planning institutions. *New Agenda: South African Journal of Social and Economic Policy*, 37:18-24.

Erasmus, L.J. & Matsimela, T. 2021. "The Municipal Audit Committee self-review threat: The South African dilemma," *Southern African Business Review*, 24. doi:10.25159/1998-8125/6332.

Etikan, I., Musa, S.A. & Alkassim, R.S. 2016. Comparison of convenience sampling and purposive sampling. *American Journal of Theoretical and Applied Statistics*, 5(1):1-4.

Faber, J. & Fonseca, L.M. 2014. How sample size influences research outcomes. *Dental Press Journal of Orthodontics*, 19(4):27. <https://doi.org/10.1590/2176-9451.19.4.027-029.ebo>

Fard, H.D. & Rostamy, A.A.A. 2007. Promoting public trust in public organisations: Explaining the role of public accountability. *Public Organisation Review*, 7(4):331-344.

Fetters, M.D., Curry, L.A. & Creswell, J.W. 2013. Achieving integration in mixed methods designs—principles and practices. *Health Services Research*, 48(6pt2): 2134-2156.

Field, A. 2013. *Discovering statistics using IBM SPSS statistics*. 4th ed. SAGE Publications: London.

Fourie, D. 2001. "Mechanisms to improve citizen participation in government and its administration." Available at: [https://repository.up.ac.za/bitstream/handle/2263/11619/fourie_mechanisms\(2001\).pdf?sequence=1](https://repository.up.ac.za/bitstream/handle/2263/11619/fourie_mechanisms(2001).pdf?sequence=1) (Date of access: 06 June 2025).

Fourie, D.J. & Van Der Walddt, G. 2023. Enhancing municipal councillors' oversight in local, district, and metropolitan municipalities. *Journal of Local Government Research and Innovation*, 4. <https://doi.org/10.4102/jolagri.v4i0.145>

Fourie, D. 2015. The management of public funds: an analysis of performance of the South African government. *Journal of Public Administration*, 50(4):873-886.

Fourie, D. & Poggenpoel, W. 2017. Public sector inefficiencies: Are we addressing the root causes? *South African Journal of Accounting Research*, 31(3):169-180.

Fourie, J. 2014. The quantitative Cape: A review of the new historiography of the Dutch Cape Colony. *South African Historical Journal*, 66(1):142-168.

Fung, A. & Wright, E.O. 2003. Countervailing power in empowered participatory. deepening democracy: Institutional innovations in empowered participatory governance, 4:259.

Galletta, A. 2013. *Mastering the semi-structured interview and beyond: From research design to analysis and publication*. NYU Press.

Garane, L.M. & Kibuuka, P. 2019. "Facilitative institutional infrastructure to optimise productive participation of rural people in local development processes: South Africa," *Journal of Psychology Research*, 9(7). doi:10.17265/2159-5542/2019.07.004.

Good Governance Learning Network (GGLN). 2008. Local democracy in action: A civil society perspective on local governance in South Africa. Cape Town: GGLN.

Good Governance Learning Network (GGLN). 2010. Ethical leadership and political culture in local government: a civil society perspective on local governance in South Africa. Johannesburg: GGLN.

Goslin, A.E., Sere, M.G.O.&Kluka, D.A. 2015. Management capacity at sport and recreation facilities on local government level. *African Journal for Physical, Health Education, Recreation and Dance*, 21(4:1):290-1303.

Gqamane, Z. & Taylor, J.D. 2013. Capacity building for effective local government leadership and governance. *Journal of Public Administration*, 48(4.1):824-836.

Greenberg, J. 1987. A taxonomy of organisational justice theories. *Academy of Management Review*, 12(1):9-22.

Greffrath, W. & Van der Walddt, G. 2016. Self-help governance and state dysfunction: exploratory perspectives on the South African state and civil society. *Politikon*, 43(3): 389-409.

Guetterman, T.C., Fetters, M.D. & Creswell, J.W. 2015. Integrating quantitative and qualitative results in health science mixed methods research through joint displays. *Annals of Family Medicine*, 13(6):554-561.

Haghighi, H. & Takian, A. 2024 "Institutionalization for good governance to reach sustainable health development: a framework analysis," *Globalization and Health*, 20(1). doi:10.1186/s12992-023-01009-5.

Heinrich, C.J. 2002. Outcomes-based performance management in the public sector: Implications for government accountability and effectiveness. *Public Administration Review*, 62(6):712-725.

Herasymiuk, K., Martselyak, O.V., Kirichenko, Y.N., Zhmur, N.V. & Shmalenko, I.I. 2020. Principles of integrity and good governance in public administration. *International Journal of Management*, 11(4).

Hjelmar, U. 2021. The institutionalization of public sector innovation. *Public Management Review*, 23(1):53-69.

Ingrams, A. & Schachter, H.L. 2019. E-participation opportunities and the ambiguous role of corruption: A model of municipal responsiveness to sociopolitical factors. *Public Administration Review*, 79(4):601. <https://doi.org/10.1111/puar.13049>

International Fund for Agricultural Development (IFAD). 1999. Good governance: An overview. International Fund for Agricultural Development. Executive Board – Sixty-Seventh Session. Rome, 8-9 September 1999.

Israel, M. 2014. Research ethics and integrity for social scientists: Beyond regulatory compliance. 2nd ed. SAGE Publications: London.

Jensen, M.C.&Meckling, W.H. 1976. Theory of the firm: Managerial behaviour, agency costs and ownership structure. *Journal of Financial Economics*, 3(4):305-360.

Johnson, R.B.&Onwuegbuzie, A.J. 2004. Mixed methods research: A research paradigm whose time has come. *Educational Researcher*, 33(7):14-26.

Jonga, W. 2012. "Strategies for public finance good governance: A case for urban Councils". *SSRN Electronic Journal* [Preprint]. doi:10.2139/ssrn.2183904.

Joseph, J. & Williams, R. 2022. A retrospective analysis: ICT for improved municipal service delivery amidst COVID 19. *EUREKA Social and Humanities*, 2, 70. <https://doi.org/10.21303/2504-5571.2022.002284>(Date of access: 11August 2025).

Kajiita, R.M. & Kang'ethe, S.M. 2024. "Socio-economic dynamics inhibiting inclusive urban economic development: Implications for sustainable urban Development in South African Cities," *Sustainability*, 16(7):2803. doi:10.3390/su16072803.

Kamara, R.D. & Rabie, B. 2021. "The efficacy of policy and legal framework for cooperative governance and Local Economic Development (LED) in small towns in a selected region in South Africa," *Zarządzanie Publiczne*, 7. doi:10.4467/20843968zp.21.001.14134.

Khaile, F. & Davids, G. 2020. The role of Council Committees in promoting financial accountability. *Public Policy and Administration Research*. <https://doi.org/10.7176/ppar/10-8-08>

Khalo, T. 2013. Accountability and oversight in municipal financial management: The role of municipal public accounts committees. *Journal of Public Administration*, 48(4):579-593.

Khasodi, M.S., Mahlala, S. & Hofisi, C. 2023. Assessment of clean audit outcomes as an effective determinant of good service delivery: a case study of Midvaal Local Municipality. *International Journal of Research in Business and Social Science* (2147-4478), 12(9):338. <https://doi.org/10.20525/ijrbs.v12i9.3012>

Khumalo, M.T. 2007. An investigation of the efficacy of the office of the Auditor-General in ensuring public financial accountability in the Gauteng province. Available at: <http://vital.seals.ac.za:8080/vital/access/manager/Repository/vital:11645>. (Date of access:31August 2025).

Kienast, G. 2010. The Crisis of Local Governance – Can South Africa’s Municipalities Turn Things Around?

Koelble, T.& Siddle, A. 2014. Institutional complexity and unanticipated consequences: the failure of decentralization in South Africa. *Democratization*, 21(6):1117-1133.

Kohn, L.2022. The National Prosecuting Authority as Part of South Africa’s Integrity and Accountability Branch and the Related Case for an Anti-Corruption Redress System. *Constitutional Court Review*, 12(1):1-58.

Koma, S.B. 2010. The state of local government in South Africa: Issues, trends and options. *Journal of Public Administration*, 45(1.1):111-120.

Kreitner, R. & Luthans, F. 1984. A social learning approach to behavioural management: radical behaviourists “mellowing out”. *Organisational Dynamics*, 13(2): 47-65.

Krosnick, J. A. 2018. Questionnaire design. In D.L. Vannette & J.A. Krosnick (Eds.), *The Palgrave Handbook of Survey Research*, Palgrave Macmillan:439-455.

Kroukamp, H. & Cloete, F. 2018. Improving professionalism in South African local government. *Acta Academica*, 50(1):61-80.

Kunene, L.N., Fields, Z., Rambe, P., Sibeko, L., Mokgosi, B. & Bergh, L. 2017. Government Interventions in Youth Entrepreneurship: Examining Strategies and Policies.

Kusek, J.Z. & Rist, R.C. 2004. Ten steps to a results-based monitoring and evaluation system. doi:10.1596/0-8213-5823-5.

Laurenz, J., Belausteguigoitia, J., Fuente, A. de la, & Roehr, D. 2021. Green urban (RE) generation: A research and practice methodology to better implement green urban infrastructure solutions. *Land*, 10(12):1376. <https://doi.org/10.3390/land10121376>

Leitão, A. 2016. “Corruption and the Environment,” *Journal of Socialomics*, 5(3). doi:10.4172/2167-0358.1000173.

Locke, E.A. & Latham, G.P. 2002. Building a practically useful theory of goal setting and task motivation: A 35-year odyssey. *American Psychologist*, 57(9):705-717.

Lolebo, M. & Tshidzumba, N.A. 2023. July. ICT Adoption and Improving Service Delivery Within the Municipalities of the North-West Province, South Africa. In Conference Paper.

Longenecker, C.O.& Fink, L.S. 2017. Lessons for improving your formal performance appraisal process. *Strategic HR Review*, 16(1):32-38.

Lungisa, S. & Nzewi, O.I. 2023. The utilisation of normative ethics theories as catalysts for consequence management in municipal governance in South Africa. *International Journal of Development Sustainability*, 12: 52-67.

Maape, N. 2017. The efficacy of ethics management in Rustenburg local municipality. Available at: <https://wiredspace.wits.ac.za/handle/10539/23431> (Date of access: 12 July 2025).

Macleane, S. 2014. "Examining auditing as an essential element of financial management and good governance in local government," *Africa's Public Service Delivery and Performance Review*, 2(2):82. doi:10.4102/apsdpr.v2i2.53.

Madumo, O.S. & Koma, S.B. 2019. Local Government reform in South Africa: The quest for review and repositioning of municipal administration. *Journal of Reviews on Global Economics*, 8, 581. <https://doi.org/10.6000/1929-7092.2019.08.50>

Mafunisa, M.J. 2004. "The role of civil society in promoting good governance in the Republic of South Africa," *International Review of Administrative Sciences*, 70(3):489. doi:10.1177/0020852304046203.

Magagula, D.N., Mukonza, R.M., Manyaka, R. K. & Moeti, K.B. 2022. The role of district municipalities in service provision in South Africa: Dissecting challenges faced by Ehlanzeni District Municipality. *Africa's Public Service Delivery and Performance Review*, 10(1). <https://doi.org/10.4102/apsdpr.v10i1.628>

Mahani, A., Lyeo, J. S., Fung, A., Husack, K., Muhajarine, N., Diener, T.& Brown, C. 2023. "At the end of the day, it is Council's decision": Integration of health and equity into urban design and urban planning decisions and policies in Regina Saskatchewan. medRxiv (Cold Spring Harbor Laboratory). <https://doi.org/10.1101/2023.12.05.23299446>

Makapela, L. & Mtshelwane, N.D.P. 2021. Exploring the use and influence of human resource policies within South African municipalities. *SA Journal of Human Resource Management*, 19. <https://doi.org/10.4102/sajhrm.v19i0.1534>

Mamogale, M.J. 2016. Examining bureaucratic performance of South African local government: local municipalities in Limpopo province. Available at: <https://wiredspace.wits.ac.za/bitstream/10539/26202/1/Final%20PhD%20Report%20Sept%202017%20PDF.pdf>. (Date of access: 18September 2025).

Manyaka, R.K. & Nkuna, N. 2014. The phenomenon of corruption in the South African public sector: Challenges and Opportunities. *Mediterranean Journal of Social Sciences*. <https://doi.org/10.5901/mjss.2014.v5n27p1572>

Maropo, O.J. 2018. The lack of accountability and transparency in local government in South Africa. Bloemfontein: UFS. (Thesis – PhD).

Matko, A.E. 2013. The role of organisational culture and leader characteristics in regional competitiveness at the municipalities of the North Great Plain Region. University of Debrecen.

Matlala, L.S. 2025. Bridging the accountability gap: aligning evaluation and auditing to improve municipal performance in South Africa. *Journal of Law and Sustainable Development*, 13(7). <https://doi.org/10.55908/sdgs.v13i7.4392>

Matlala, L.S. & Uwizeyimana, D.E. 2020. Factors influencing the implementation of the auditor general's recommendations in South African municipalities. *African Evaluation Journal*, 8(1). <https://doi.org/10.4102/aej.v8i1.464>

Matlala, L.S. 2024. "Improving citizen-based monitoring in South Africa: A social media model," *African Evaluation Journal*, 12(1). doi:10.4102/aej.v12i1.719.

Matloga, S.T., Mahole, E. & Nekhavhambe, M.M. 2024. "Challenges of public participation in improving basic service delivery in Vhembe District Municipality, Limpopo, South Africa," *Journal of Local Government Research and Innovation*, 5. doi:10.4102/jolgri.v5i0.160.

Mbulawa, A. 2019. Understanding the impact of financial sustainability on South African municipalities. *The Journal for Transdisciplinary Research in Southern Africa*, 15(1). <https://doi.org/10.4102/td.v15i1.656>

McDonald, K. & Prins, R.M. 2019. Developing a consequence management assessment framework. *International Journal of Nuclear Safety and Security*, 1(1):53. <https://doi.org/10.1504/ijnss.2019.100128>

Mnisi, M.G.T. 2020. Achieving Clean Audit Outcomes for a rural local authority by addressing non-compliance with laws and regulations. Johannesburg: UJ. (Thesis - Masters).

Mofolo, M. 2012. Reinforcing a turnaround strategy for municipalities to improve performance. *Africa's public service delivery and performance review*, 1(2).

Mofolo, M.A. 2012. Strengthening Performance Management System implementation in South African Municipalities. *Africa's Public Service Delivery and Performance Review*, 1(1):73. <https://doi.org/10.4102/apspdpr.v1i1.25>

Mofolo, M.A. & Adonis, V. 2021. Re-engineering imperatives to enhance the effectiveness of municipal public accounts committees in South African municipalities. *Africa's Public Service Delivery and Performance Review*, 9(1). <https://doi.org/10.4102/apspdpr.v9i1.510>

Moletsane, A.M. 2014. "Community expectations and perceptions of municipal service delivery: A case study in a South African municipality," *Mediterranean journal of social sciences* [Preprint]. doi:10.5901/mjss.2014.v5n21p281.

Moloi, N. 2016. Towards an integrated risk management framework for local government in South Africa. *Southern African Journal of Accountability and Auditing Research*, 18(1):49-60.

Moore, J. 2011. Behaviourism. *The Psychological Record*, 61(3):449-463.

Morgan, D.L. 2014. Pragmatism as a paradigm for social research. *Qualitative Inquiry*, 20(8):1045-1053.

Mothupi, A.J., Musvoto, W. & Lekunze, J.N.2022. Financial Accountability Framework for Local Municipalities in the North West Province. *International Journal of Financial Research*, 13(1):74-89.

Moyo, S. 2016. Governance challenges in service delivery: a case of local municipalities in the North West Province, South Africa. *African Journal of Governance and development*, 5(1):7-44.

Msenge, P. & Nzewi, O. 2021. "A proposed citizen participation–public trust model in the context of service delivery protests in South African local government," *Journal of Local Government Research and Innovation*, 2. doi:10.4102/jolgri.v2i0.26.

Mudzusi, T.N., Munzhedzi, P.H. & Mahole, E. 2024. Governance challenges in the provision of municipal services in the Vhembe District Municipality. *Africa's Public Service Delivery and Performance Review*, 12(1):749.

Mukwevho, H.C. 2014 "Integrated Development Planning and service delivery in the case of the Emfuleni Local Municipality in South Africa," *Mediterranean Journal of Social Sciences*, 45.

Munzhedzi, P.H. 2016. South African public sector procurement and corruption: Inseparable twins? *Journal of Transport and Supply Chain Management*, 10(1):1-8.

Nabavi, R.T. & Bijandi, M.S. 2011. Bandura's Social Learning Theory & Social Cognitive Learning Theory. *Theory of Developmental Psychology*, 1(1):1-24.

Naidoo, C. & Ramphal, R.R. 2018. "The factors that affect public participation for effective municipal service delivery: A case of Ward Committees," *South African journal of industrial engineering*, 29(4). doi:10.7166/29-4-1948.

Ndevu, Z. & Müller, K. 2018. "Operationalising performance management in local government: The use of the balanced scorecard," *SA Journal of Human Resource Management*, 16. doi:10.4102/sajhrm.v16i0.977.

Nel-Sanders, D. 2018. Risk management in the South African local government and its impact on service delivery. *International Journal of Management Practice*, 12(1): 60. <https://doi.org/10.1504/ijmp.2019.096683>

Ngoepe, M. & Ngulube, P. 2013. An exploration of the role of records management in corporate governance in South Africa. *South African Journal of Information Management*, 15(2). <https://doi.org/10.4102/sajim.v15i2.575>

Ngumbela, X.G. 2022. Promoting accountability in South African public management through effective financial management in local government sphere. *International Journal of Development and Sustainability International Journal of Development and Sustainability*, (11 1):1-15.

Niekerk, T.V. & Sebakamotse, J.K.T. 2020. "A few critical observations of current oversight and accountability challenges of financial management of municipalities in the Free State province: An ethical dilemma," 56:269. Available at: <https://pubs.ufs.ac.za/index.php/tcw/article/view/533>. (Date of access: 30 September 2025).

Nyathi, M.C. 2023. The role and place of citizens in South Africa: a governance perspective.

Nyikadzino, T. & Nhema, A.G. 2015. "The Implications of Centre-local Relations on Service Delivery in Local Authorities in Zimbabwe: The Case of Chitungwiza," *Journal of Public Administration and Governance*, 5(2):149. doi:10.5296/jpag.v5i2.7751.

Nzewi, O. & Musokeru, P. 2014. "A critical review of the oversight role of the office of the Auditor-General in financial accountability," *Africa's Public Service Delivery & Performance Review*, 2(1):36. doi:10.4102/apsdpr.v2i1.42.

Nzewi, O.I. & Sibanda, M.M. 2023. Local Government's Existential Challenge: 25 Years of the White Paper on Local Government (1998–2023). *Journal of Local Government Research and Innovation*, 4: 2.

Okafor, C., Matiwane, S.& Onuigbo, R.A. 2015. Examining municipal councillors' oversight roles in Alfred Nzo District Municipality of the Eastern Cape, South Africa. *Africa's Public Service Delivery and Performance Review*, 3(3):52. <https://doi.org/10.4102/apsdpr.v3i3.89>

Olsen, J.P. 2015. Democratic Order, Autonomy, and Accountability. *Governance*, 28(4):425. <https://doi.org/10.1111/gove.12158>

Omotoso, A.B.& Omotayo, A.O. 2023. Behavioural Intentions towards Climate-Smart Practices and Rural Farmer's Food-Nutrition Security: A Micro Economic-Level Evidence. *Research Square*.<https://doi.org/10.21203/rs.3.rs-3449441/v1> (Accessed: September 2025).

Orb, A., Eisenhauer, L. & Wynaden, D. 2001. Ethics in qualitative research. *Journal of Nursing Scholarship*, 33(1):93-96.

Pasquini, L. & Shearing, C. 2014. Municipalities, politics, and climate change: An example of the process of institutionalizing an environmental agenda within local government. *The Journal of Environment & Development*, 23(2):271. <https://doi.org/10.1177/1070496514525406>

Pérez-López, G., Prior, D.&Zafra-Gómez, J.L. 2015. Rethinking new public management delivery forms and efficiency: Long-term effects in Spanish local government. *Journal of Public Administration Research and Theory*, 25(4):1157-1183.

Petunia, T.A. & Selepe, M. 2020. "Strengthening policy- and decision-making processes through community participation: A municipal perspective," *Africa's Public Service Delivery and Performance Review*, 8(1). doi:10.4102/apsdpr.v8i1.409.

Phago, K. 2013. When leadership and governance matter? *Journal of Public Administration*, 48(4.1):693-704.

Pillay, S., 2004. Corruption—the challenge to good governance: a South African perspective. *International Journal of Public Sector Management*, 17(7): 586-605.

Previtali, P. & Cerchiello, P. 2021. Organisational Determinants of Whistleblowing. A Study of Italian Municipalities. *Public Organisation Review*, 22(4):903. <https://doi.org/10.1007/s11115-021-00554-0>

Pribram, K.H. 1979. Behaviourism, phenomenology and holism in psychology: A scientific analysis. *Journal of Social and Biological Structures*, 2(1):65-72.

Purnaweni, H., Widiyanto, D., Qomariah, A. & Suharso, P. 2022. Strengthening good governance as an entry point for eradicating corruption during the Covid-19 Pandemic. *KnE Social Sciences*, 914-927.

Rahim, R.B.A. 2019. "Governance and good governance-A conceptual perspective," *Journal of Public Administration and Governance*, 9(3):133. doi:10.5296/jpag.v9i3.15417.

Reddy, P.S. 2016. The politics of service delivery in South Africa: The local government sphere in context. *The Journal for Transdisciplinary Research in Southern Africa*, 12(1). <https://doi.org/10.4102/td.v12i1.337>

Rogers, N.J.L., Adams, V. M. & Byrne, J. 2024. Agenda-setting and policy leadership for municipal climate change adaptation. *Environmental Science & Policy*, 161: 103869. <https://doi.org/10.1016/j.envsci.2024.103869>

Rooyen, E.J.V. 2003. A new approach to managing community participation and stakeholder negotiation in South African local government. *South African Journal of Economic and Management Sciences*, 6(1):126. <https://doi.org/10.4102/sajems.v6i1.3330>

Russell, E.W. & Bvuma, D.G. 2001. "Alternative service delivery and public service transformation in South Africa," *International Journal of Public Sector Management*, 14(3):241. doi:10.1108/09513550110390819.

Saks, A.M. 2006. Antecedents and consequences of employee engagement. *Journal of Managerial Psychology*, 21(7):600-619.

Sanders, D. 2010. Behavioural analysis. *Theory and methods in political science*, 23-41.

Saunders, M.&Tosey, P. 2012. The layers of research design. Rapport, Winter 2012/2013, 58-59.

Schein, E.H., 2010. Organizational culture and leadership, (2). John Wiley & Sons

Sebola, M.P. 2014. The Role of SALGA in Training Municipal Councillors for Development: Using the “Knowledgeable” Experts. *Mediterranean Journal of Social Sciences*. <https://doi.org/10.5901/mjss.2014.v5n14p633>

Sebola, M.P. 2015. Local government administration in post-apartheid South Africa: Some critical perspectives. Johannesburg: Batalea Publishers.

Sharma, S.D. 2007. “Democracy, good governance, and economic development,” *Taiwan journal of democracy*, 3(1):29. doi:10.29654/tjd.200707.0002.

Shava, E., Muringa, T. P. & Oladejo, O.M. 2025. “Spare the rod and spoil the child”: navigating consequence management in local government transformation in South Africa. *Frontiers in Political Science*, 7. <https://doi.org/10.3389/fpos.2025.1579256>

Simpson, B. 2018. Pragmatism: A philosophy of practice. In C. Cassell, A. L. Cunliffe, & G. Grandy (Eds.), *The SAGE Handbook of Qualitative Business and Management Research Methods*. SAGE Publications Ltd:54-68.

Sithole, B. 2015. Municipal disaster management in South Africa: Intergovernmental Relations as a planning instrument. Available at: <http://ir.cut.ac.za/bitstream/11462/1301/1/Sithole%2c%20Bongani%20Elias.pdf>.

(Date of access: 18August 2025).

South Africa. 1996. Constitution of the Republic of South Africa, 1996. Pretoria: Government Printers.

South Africa. 1998. Local Government: Municipal Structures Act, No. 117 of 1998.Pretoria: Government Printers.

South Africa. 2000. Local Government: Municipal Systems Act, No. 32 of 2000.Pretoria: Government Printers.

South Africa. 2000. Promotion of Administrative Justice Act, No. 3 of 2000 (PAJA).Pretoria: Government Printers.

South Africa. 2000. The Promotion of Access to Information Act, No. 2 of 2000 (PAIA).Pretoria: Government Printers.

South Africa. 2000. The Protected Disclosures Act, No. 26 of 2000.Pretoria: Government Printers.

South Africa. 2003. Local Government: Municipal Finance Management Act, No. 56 of 2003. Pretoria: Government Printers.

South Africa. 2003. Municipal Finance Management Act No. 56 of 2003 and Regulations. Pretoria: Government Printers.

South Africa. 2004. Prevention and Combating of Corrupt Activities Act, No. 12 of 2004. Pretoria: Government Printers.

South Africa. 2012. National Planning Commission. 2012. National Development Plan 2030: Our future - make it work. Pretoria: The Presidency.

South Africa. 2014. Auditor General South Africa (AGSA). 2013/14. General report on the local government audit outcomes of the North-West. Pretoria: AGSA.

South Africa. 2014. Local Government: Regulations on Appointment and Conditions of Employment of Senior Managers. Pretoria: SALGA.

South Africa. 2016. Report of the Auditor General of South Africa on the state of Clean Audits 2016-17. Pretoria: Treasury.

South Africa. 2017. Auditor General South Africa (AGSA). 2016/17. Consolidated general report on the local government audit outcomes. Pretoria: AGSA.

South Africa. 2017. South African Local Government Association (SALGA). 2017. Strategic Plan 2017-2022. Pretoria: SALGA.

South Africa. 2018. Consolidated general report on the local government audit outcomes by Auditor General South Africa (AGSA). Pretoria: AGSA.

South Africa. 2018. Department of Cooperative Governance and Traditional Affairs (CoGTA). 2018. Address by Minister Zweli Mkhize during the 13th National Municipal Managers Forum. Pretoria: Government Printers.

South Africa. 2019. Auditor General South Africa (AGSA). 2019. Consolidated General Report on the Local Government Audit Outcomes. Pretoria: AGSA.

South Africa. 2019. South African Local Government Association (SALGA). 2019. Accountability, Consequence and Performance Management Framework. Pretoria: SALGA.

South Africa. 2024. Report of the Auditor General of South Africa on the state of municipalities in the North West Province for 2023-24. Pretoria: AGSA.

South Africa. NDP Vision 2030. National Development Plan 2030 Our Future-make it work. Pretoria: Government Printers.

Srivastava, M. 2009. Good governance - Concept, meaning and features: A detailed study, *SSRN Electronic Journal* [Preprint]. doi:10.2139/ssrn.1528449.

Suresh, D. 2015. Important of SPSS for social sciences research. Available at SSRN 2663283.

Tandon, O.P. 1998. Law and order: A precondition for good governance, *Indian Journal of Public Administration*, 44(3):485. doi:10.1177/0019556119980324.

Thakur, S.S. & Nel, A. 2023. Alter-nation? Factions, coalitions and environmental governance in the context of contested post-apartheid local state democratisation. *Urban Forum*, 35(2):197. <https://doi.org/10.1007/s12132-023-09506-x>

Thornhill, C. 2012. South African Public Administration and Management. 10th ed. Pretoria: Van Schaik.

Thuesen, A.A., Derkzen, P.H.M., Granberg, L., Andersson, K. & Kovách, I. 2015. Questioning the Gender Distribution in Danish LEADER LAGs. Research Portal Denmark, 127. Available at: <https://local.forskningsportal.dk/local/dki-cgi/ws/cris-link?src=sdu&id=sdu-465b3c86-5f45-42f7-bd49-938df7122e26&ti=Questioning%20the%20Gender%20Distribution%20in%20Danish%20LEADER%20LAGs> (Date of access: 18 February 2025).

Timmermans, S. & Tavory, I. 2012. Theory construction in qualitative research: From grounded theory to abductive analysis. *Sociological Theory*, 30(3):167-186.

Tollin, N., Lehmann, M., Attombri, C., Wyke, S., Grindsted, T.S., Deeg, A.B., Pizzorni, M. & Boyle, P.M.K. 2023. Empowering local climate action: Preliminary analysis of municipal action plans in the Region of Southern Denmark. In Research Portal Denmark (p. 38). Technical University of Denmark. <https://local.forskningsportal.dk/local/dki-cgi/ws/cris-link?src=aau&id=aau-97161e09-f7d0-4e82-9ad2-47783949f92e&ti=Empowering%20Local%20Climate%20Action%20%3A%20Preliminary%20Analysis%20of%20Municipal%20Action%20Plans%20in%20the%20Region%20of%20Southern%20Denmark> (Date of Access: ? September 2025).

Treviño, L.K., Weaver, G.R., Gibson, D.G. & Toffler, B.L. 1999. Managing ethics and legal compliance: What works and what hurts. *California Management Review*, 41(2):131-151.

Tsagae, N. 2023. Political instability: An impediment to good governance in local government—The case of selected municipalities in South Africa. *Journal of Public Administration*, 58(2):430-445.

Van der Waldd, G. 2015. Government expenditure in the local government sector: Managing performance and mitigating risks. *Journal of Public Administration*, 50(2):313-333.

Van der Waldd, G., Fourie, D. & Malan, C., 2024. Implementing auditor-general annual recommendations in South African municipalities: A situational analysis. *Public Money & Management*, 44(7):617-627.

Van der Waldd, G. 2015. Political oversight of municipal projects: an empirical investigation. Available at: <https://dspace.nwu.ac.za/handle/10394/18520> (Date of access: 08 March 2025).

Van Niekerk, T. & Sebakamotse, J.K.T. 2020. A few critical observations of current oversight and accountability challenges of financial management of municipalities in the Free State province: An ethical dilemma. 56:269. <https://pubs.ufs.ac.za/index.php/tcw/article/view/533>

Venter, D., 2016. Tackling corruption in politics and public service: instruments to enhance integrity in governance. *International Journal of Ethics*, (1556-4444):12(4).

Vorster, H.H. & Nwosu, L.I. 2024. Evaluating policies and regulations used to control corruption among accounting officers in the public sector of South Africa: a systematic literature review [Review of Evaluating policies and regulations used to control corruption among accounting officers in the public sector of South Africa: a systematic

literature review]. *Frontiers in Sociology*, 9. Frontiers Media.
<https://doi.org/10.3389/fsoc.2024.1371287>

Vroom, V.H. 1964. *Work and motivation*. New York: Wiley.

Whittle, C.E. & Nel-Sanders, D. 2022. The regulatory framework for enterprise risk management in South African local government. *Africa's Public Service Delivery and Performance Review*, 10(1). <https://doi.org/10.4102/apsdpr.v10i1.610>

Woodburn, T.L. 1983. The integrative role of planning in differentiated organisations, *South African Journal of Business Management*, 14(4):140.
doi:10.4102/sajbm.v14i4.1159.

Wyk, J.A.V. 2011. The role of local government in evictions, *Potchefstroom Electronic Law Journal/Potchefstroomse Elektroniese Regsblad*, 14(3). doi:10.4314/pelj.v14i3.4.

Yin, R.K. 2017. *Case study research and applications: Design and methods*. 6th ed. SAGE Publications.

Zantsi, L. 2022. Party politics and local democracy: The ANC in South Africa's Cape Winelands. *International Journal of African Renaissance Studies - Multi- Inter- and Transdisciplinarity*, 18(1), 156. <https://doi.org/10.1080/18186874.2022.2128838>

Zwane, Z. & Matsiliza, N.S. 2022. Stakeholders' involvement in service delivery at eDumbe Municipality, *Journal of Local Government Research and Innovation*, 3.
doi:10.4102/jolgri.v3i0.45

APPENDIX A: INTERVIEW GUIDE

Instituting good local governance through accountability and a framework for Consequence Management (CM) interventions: The case of North-West Province municipalities

Demographic Information:

1. Name of Organisation:

2. Gender:

3. Age Group:

18 – 35	36 – 50	51 – 65	Over 65
---------	---------	---------	---------

4. Highest Educational Qualification:

5. Years of Experience in Current/Similar Organisations:

6. Current Management Level:

Research-Specific Questions:

7. In your view, what principles underpin sound developmental local governance in South Africa?

8. What key managerial and human resource challenges do the municipalities experience in the North West Province?

9. How would you define Consequence Management (CM) interventions in the local government context?

10. What is the current status of the implementation of the framework process for Consequence Management (CM) interventions in your municipality?

11. What factors do you consider are essential for effective Consequence Management (CM) interventions in local government?

12. How can Consequence Management (CM) interventions be approached to enhance municipal performance in the North West Province?

13. What are the main barriers to the implementation of an effective framework for Consequence Management (CM) interventions in municipalities?
14. How does the political-administrative interface affect Consequence Management (CM) interventions in your municipality?
15. Can you describe any successful examples of implementation of a framework for Consequence Management (CM) interventions in your municipality or others you may be aware of?
16. What role do oversight bodies (e.g., MPAC, Audit Committees) play in Consequence Management (CM) interventions in your municipality?
17. How does your municipality's Performance Management System (PMS) relate to Consequence Management (CM) interventions?
18. What improvements would you suggest for the implementation of a framework for Consequence Management (CM) interventions in municipalities?
19. How can Consequence Management (CM) interventions contribute to address corruption and maladministration in local government?
20. What training or capacity-building initiatives do you think are necessary to improve Consequence Management (CM) interventions in municipalities?
21. How can intergovernmental relations be leveraged to support effective Consequence Management (CM) interventions at the local sphere of government?

APPENDIX B (1): SURVEY QUESTIONNAIRE

Good day Sir/Madam,

1. Introduction

The researcher is a student who is pursuing studies for a PhD in Development and Management at the North-West University. The purpose of the Questionnaire is to gather information of the extent to which *Instituting good local governance through accountability and framework for Consequence Management (CM) interventions: The case of North-West Province municipalities*.

The information will be divided into two (2) sections (Appendix B1 and Appendix B2). Appendix B1 focuses on the survey questions, while Appendix B2 of semi-structured questions. The rationale is to ensure that in addition to the collated survey information, additional information is sourced, based on the respondent's knowledge and experience as middle to senior managers in the North West Province targeted municipalities. Kindly complete both sections of the questionnaire and provide detailed input.

Kindly take note that the gathered information will be utilised only for research purposes and no names or identification of data regarding the participant will be revealed. Furthermore, participation is voluntary.

The researcher would like to gather information with regard to the following which would enable him to analyse the responses gathered in the Questionnaire. Please respond to the following questions to the best of your knowledge and as honestly as you can.

SECTION A: Demographic Questions

1. What is the name of your municipality?

Answer: _____

2. Which *gender* group do you identify with? *Tick the correct box with an X*

Male		Female	
------	--	--------	--

3. Which age group range describes your age correctly? *Tick the correct box.*

Age	
21 – 30	
31 – 35	
36 – 40	
41 – 45	
46 – 50	
51 – 55	
56 – 60	
60 +	

4. What are your highest educational qualifications? *Tick the correct box.*

Qualification	
Matric	
Diploma up to NQF 6	
Degree up to NQF 8	
Master's degree up to NQF 9	

Doctoral degree up to NQF 10	
------------------------------	--

5. How many years have you worked in your organisation or similar organisations? *Tick correct box.*

Years of service	
0 – 5	
6 – 10	
11 – 15	
16 +	

6. What is your current Management Level of employment? *Tick correct box.*

Level of employment	
Officer	
Manager	
Senior Manager	
Municipal Manager	

SECTION B: Performance Management Systems (PMS) – Consequence identification and planning

Key: SD – Strongly Disagree; D- Disagree; N- Neutral; A- Agree; SA- Strongly Agree.

Q	With regards to the PMS at your organisation, please tick the appropriate answer to the following statements:	SD	D	N	A	SA
7	There are <i>dedicated</i> personnel manning the Performance Management Systems.					
8	There are <i>qualified</i> personnel manning the Performance Management Systems.					

9	There are <i>experienced</i> personnel manning the Performance Management Systems.					
10	There are <i>knowledgeable</i> personnel manning the Performance Management Systems.					
11	There are <i>adequate resources</i> allocated for the manning of the Performance Management Systems.					
12	The organisation can adequately manage all aspects of the Performance Management Systems.					

Key SD – *strongly disagree*; D- *Disagree*; N- *Neutral*; A- *Agree*; SA- *Strongly Agree*.

SECTION C: Service Delivery and Budget Implementation Plan (SDBIP), PMS and Risk

Q	With regards to the SDBIP at your organisation, please tick the appropriate answer to the following statements:	SD	D	N	A	SA
13	The SDBIP is aligned to the municipal budget.					
14	The SDBIP is reviewed periodically.					
15	There is adequate training on the implementation of SDBIP.					
16	There is adequate training on the efficacy and operation of a PMS, SDBIP.					
17	There is adequate training and capacity-building on the implementation of risk initiatives.					
18	There is adequate training on the implementation of SDBIP.					

Key SD – *Strongly Disagree*; D- *Disagree*; N- *Neutral*; A- *Agree*; SA- *Strongly Agree*.

SECTION D: Municipal Public Accounts Committee (MPAC) – as a tool for consequence management.

Q	With regards to the MPAC at your organisation, please tick the appropriate answer to the following statements:	SD	D	N	A	SA
---	--	----	---	---	---	----

19	The MPAC at our municipality is established and functional.					
20	The MPAC at our municipality is operates independently.					
21	The MPAC engages periodically with accounting officer.					
22	The MPAC reviews financial management issues successfully and periodically in Annual Reports.					
23	The MPAC reviews wasteful and irregular expenditure successfully and periodically.					
24	The MPAC meets regularly and processes reports.					
25	The MPAC has tabled reports on their legislated responsibilities.					
26	The reports presented by the MPAC were successfully implemented in our organisation.					

Key SD – Strongly Disagree; D- Disagree; N- Neutral; A- Agree; SA- Strongly Agree.

SECTION E: Disciplinary Board – as a tool for consequence management.

Q	With regards to the Disciplinary Board at your organisation, please tick the appropriate answer to the following statements:	SD	D	N	A	SA
27	The Disciplinary Board is established.					
28	The Disciplinary Board sits regularly to consider relevant matters.					
29	The Disciplinary Board operates independently.					
30	The Disciplinary Board has systems in place to allow the anonymous reporting of misconducts.					
31	The Disciplinary Board is capacitated to implement Performance Management Systems (PMS), make findings and recommendations.					
32	The Disciplinary Board is capacitated to implement Consequence Management.					

Key SD – strongly disagree; D- Disagree; N- Neutral; A- Agree; SA- Strongly Agree.

SECTION F: Fraud and Corruption Policy– policy to guide Consequences Management.

Q	With regards to the Fraud and Corruption policy at your organisation please tick the appropriate answer to the following statements:	SD	D	N	A	SA
33	The fraud and corruption policy is in place.					
34	Adequate awareness for the fraud and corruption policy is in place.					
35	The fraud and awareness policy was formulated with relevant municipal stakeholders.					
36	There is continuous awareness among employees of the fraud and corruption policy.					
37	There is continuous awareness among all stakeholders of the fraud and corruption policy.					

Key SD – Strongly Disagree; D- Disagree; N- Neutral; A- Agree; SA- Strongly Agree.

SECTION G: Auditor General South Africa (AGSA) – tool for Consequence Management.

Q	With regards to the participation of the AGSA at your organisation, please tick the appropriate answer to the following statements:	SD	D	N	A	SA
38	AGSA reports are discussed by Management and Council.					
39	The municipality always formulates a Post Audit Action Plan (PAAP).					
40	Issues raised by the AGSA are addressed adequately.					
41	Reports conducted by AGSA are easily accessible.					

42	AGSA utilises relevant and compliant archiving and records system.					
----	--	--	--	--	--	--

Key SD – Strongly Disagree; D- Disagree; N- Neutral; A- Agree; SA- Strongly Agree.

SECTION H: Risk Identification Policy - Consequence identification and planning

Q	With regards to the Risk Identification Policy at your organisation, please tick the appropriate answer to the following statements.	SD	D	N	A	SA
43	The municipality formulated a Risk Identification Policy.					
44	Adequate awareness on the role of the Risk Identification Policy has been implemented.					
45	There is a <i>designated</i> and <i>qualified</i> official who champions the Risks Identification Policy.					
46	There is an <i>experienced</i> official who champions the Risks Identification Policy.					
47	The official who champions the Risks Identification Policy has adequate <i>authority</i> to execute his/her work.					
48	An <i>adequate financial budget</i> has been allocated to fully implement the Risks Identification Policy.					
49	Adequate <i>human resources</i> has been allocated to implement the Risks Identification Policy.					

Key SD – Strongly Disagree; D- Disagree; N- Neutral; A- Agree; SA- Strongly Agree.

SECTION I: Audit Committee - tool for Consequence Management.

Q	With regards to the Audit Committee at your organisation, please tick the appropriate answer to the following statements:	SD	D	N	A	SA
50	The Audit Committee is established.					

51	The Audit Committee sits regularly to consider relevant matters.					
52	The Audit Committee operates independently.					
53	The Audit Committee has systems in place to allow the anonymous reporting of any misconduct.					
54	The Audits Committee reports are regularly tabled in Municipal Council.					
55	The findings and recommendations are regulated implemented.					

APPENDIX B2 (SEMI-STRUCTURED QUESTIONS)

The following semi-structured questions endeavours to acquire your general understanding and experience in the local sphere of government. Kindly respond accordingly.

1. In your view, what principles underpin sound developmental local governance in South Africa?

Answer:

2. What *key managerial* and Human Resources (HR) challenges do municipalities experience in the North West province?

Answer:

3. What is the role of a framework for Consequence Management (CM) interventions in local government?

Answer:

4. What are the *parameters (factors)* of framework for Consequence Management (CM) interventions that are relevant to local government?

Answer:

5. How can Consequence Management (CM) interventions be approached to enhance municipalities in the North West Province?

Answer:

6. What recommendations can be provided with regards to the implementation of a framework for Consequences Management (CM) interventions in municipalities?

Answer:

7. What is your understanding of a framework for Consequence Management (CM) interventions in the municipal setup?

Answer: _____

8. Does the municipality ever employ any Consequence Management (CM) interventions where necessary? *Please explain.*

Answer: _____

9. What is the understanding of senior municipal managers Consequence Management (CM) interventions in your municipality?

Answer: _____

10. Has a policy been formulated to guide the implementation of a framework for Consequence Management (CM) interventions where necessary?

Answer: _____

The end.

You can kindly email this back to metswamere@ymail.com

Thank you very much for your support.

MA Metswamere (Mr.)

083 399 3160

APPENDIX C: INFORMED CONSENT FORM

Research Project: Instituting good local governance through accountability and framework for Consequence Management (CM) intervention: The case of North-West Province municipalities.

Researcher : Mogapane Abel Metswamere

Institution : North West University, Potchefstroom Campus

Student Number :10909001

I invite you to participate in a research study on Consequence Management (CM) in local government. This form provides information about the study. Please read it carefully and pose any questions before you decide to participate.

Purpose of the Study:

The purpose of this study is to investigate the implementation of Consequence Management (CM) in municipalities in the North-West Province and to develop a comprehensive framework for enhancing its effectiveness.

Procedures:

If you agree to participate, you will be asked to:

1. Complete a questionnaire (*approximately 20-30 minutes*)
2. Possibly participate in an in-depth interview (*approximately 45-60 minutes*)

Risks and Benefits:

There are no foreseeable risks associated with this study. While there may be no direct benefits to you, your participation will contribute to improving local governance practices.

Confidentiality:

Your responses will be confidential. The research data will be stored securely and only the researcher will have access to this information. No identifiable information will be included in any publications or presentations based on these data.

Voluntary Participation:

Your participation in this study is voluntary. You may choose not to participate or to withdraw at any time without any negative consequences.

Contact Information:

If you have any questions about the study, please contact Mogapane Abel Metswamere (Mr.) at metswamere@ymail.com or 083 399 3160.

Consent:

I have read and understood the above information and agree to participate in this study.

Signature: _____ **Date:** _____

Printed Name: _____

APPENDIX D: ETHICS CLEARANCE LETTER



Private Bag X1290, Potchefstroom
South Africa 2520

Tel: 018 299-1111/2222
Fax: 018 299-4910
Web: <http://www.nwu.ac.za>

Faculty of Humanities (Arts) Ethics Committee
Tel: 018 299-1751
Email: Willie.vanwyk@nwu.ac.za

29 October 2019

ETHICS APPROVAL LETTER OF STUDY

Based on approval by the **Arts Research Ethics Committee (AREC)** on 29/10/2019, the Arts Research Ethics Committee hereby **approves** your study as indicated below. This implies that the North-West University Research Ethics Regulatory Committee (NWU-RERC) grants its permission that, provided the special conditions specified below are met and pending any other authorisation that may be necessary, the study may be initiated, using the ethics number below.

Study title: Consequence management for effective local governance: The case of North-West Province municipalities																														
Study Leader/Supervisor (Principal Investigator)/Researcher: Prof Gerrit van der Waldd																														
Student: M.A. Metswamere																														
Ethics number:	<table border="1"><tr><td>N</td><td>W</td><td>U</td><td>-</td><td>0</td><td>1</td><td>4</td><td>9</td><td>5</td><td>-</td><td>1</td><td>9</td><td>-</td><td>A</td><td>7</td></tr><tr><td colspan="3">Institution</td><td colspan="5">Study Number</td><td colspan="2">Year</td><td colspan="4">Status</td></tr></table> Status: S = Submission; R = Re-Submission; P = Provisional Authorisation; A = Authorisation	N	W	U	-	0	1	4	9	5	-	1	9	-	A	7	Institution			Study Number					Year		Status			
N	W	U	-	0	1	4	9	5	-	1	9	-	A	7																
Institution			Study Number					Year		Status																				
Application Type: Single Study	Risk Category: <table border="1"><tr><td>Low</td></tr></table>	Low																												
Low																														
Commencement date: 29 October 2019																														
Expiry date: 29 October 2021																														
Approval of the study is initially provided for a year, after which continuation of the study is dependent on receipt and review of the annual (or as otherwise stipulated) monitoring report and the concomitant issuing of a letter of continuation.																														

Special in process conditions of the research for approval (if applicable):

- Translation of the informed consent document to the languages applicable to the study participants should be submitted to the AREC (if applicable).
- Any research at governmental or private institutions, permission must still be obtained from relevant authorities and provided to the AREC. Ethics approval is required BEFORE approval can be obtained from these authorities.

General conditions:

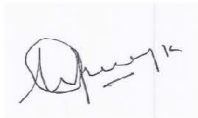
While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, the following general terms and conditions will apply:

- The study leader/supervisor (principle investigator)/researcher must report in the prescribed format to the AREC:
 - annually (or as otherwise requested) on the monitoring of the study, whereby a letter of continuation will be provided, and upon completion of the study; and
 - without any delay in case of any adverse event or incident (or any matter that interrupts sound ethical principles) during the course of the study.
- The approval applies strictly to the proposal as stipulated in the application form. Should any amendments to the proposal be deemed necessary during the course of the study, the study leader/researcher must apply for approval of these amendments at the AREC, prior to implementation. Should there be any deviations from the study proposal without the necessary approval of such amendments, the ethics approval is immediately and automatically forfeited.
- Annually a number of studies may be randomly selected for an external audit.
- The date of approval indicates the first date that the study may be started.
- In the interest of ethical responsibility, the NWU-RERC and AREC reserves the right to:

- request access to any information or data at any time during the course or after completion of the study;
- to ask further questions, seek additional information, require further modification or monitor the conduct of your research or the informed consent process;
- withdraw or postpone approval if:
 - any unethical principles or practices of the study are revealed or suspected;
 - it becomes apparent that any relevant information was withheld from the AREC or that information has been false or misrepresented;
 - submission of the annual (or otherwise stipulated) monitoring report, the required amendments, or reporting of adverse events or incidents was not done in a timely manner and accurately; and / or
 - new institutional rules, national legislation or international conventions deem it necessary.
- AREC can be contacted for further information or any report templates via 13128388@nwu.ac.za or 018 285 2301.

The AREC would like to remain at your service as scientist and researcher, and wishes you well with your study. Please do not hesitate to contact the AREC or the NWU-RERC for any further enquiries or requests for assistance.

Yours sincerely



Prof W.J. van Wyk
Chairperson NWU Arts Research Ethics Committee

Original details: (22351930) C:\Users\22351930\Desktop\ETHICS APPROVAL LETTER OF STUDY.docm
8 November 2018

File reference: 9.1.5.4.2

APPENDIX E PROOF OF LANGUAGE EDITING



VERIFICATION CERTIFICATE

TO WHOM IT MAY CONCERN

This certifies that the manuscript listed below was edited to enhance the document in areas related to language, and minimally address issues concerning the overall structure, content, referencing, grammar, punctuation, spelling, logic, coherence, word choice, clarity and general readability.

MANUSCRIPT TITLE

**INSTITUTING GOOD LOCAL GOVERNANCE THROUGH ACCOUNTABILITY
AND FRAMEWORK FOR CONSEQUENCE MANAGEMENT (CM)
INTERVENTIONS: THE CASE OF NORTH-WEST PROVINCE
MUNICIPALITIES**

BY

MOGAPANE ABEL METSWAMERE [NWU]

STUDENT NO.: 10909001

DATED: 24 NOVEMBER 2025

Neither the research nor the author's intentions were altered during the editing process. All deviations from convention in English language usage was indicated and alternate recommendations to better convey the researcher's intended message was made. Documents receiving this certification should be English-ready for publication, however, the author has the right to either accept or reject the suggestions and changes. Furthermore, neither the suggested changes and recommendations be guaranteed nor assumed to have been addressed. The undersigned takes no responsibility for corrections/amendments not undertaken in the final copy submitted for examination purposes.

Thanking you

A handwritten signature in black ink, consisting of several loops and a long horizontal stroke at the bottom.

Registered: South African Translators Institute [SATI] No: 1002797

Vendor No.: 5000007979

APPENDIX F: TURNITIN



Page 1 of 272 - Cover Page

Submission ID trn:oid::2945:336850128

test 1

_MetswamereMA CleanCopy Draft FINAL 26 Nov 2025 (1).docx



Document Details

Submission ID

trn:oid::2945:336850128

Submission Date

Dec 12, 2025, 8:57 AM GMT+2

Download Date

Dec 12, 2025, 9:09 AM GMT+2

File Name

_MetswamereMA CleanCopy Draft FINAL 26 Nov 2025 (1).docx

File Size

1.5 MB

263 Pages

54,781 Words

376,886 Characters



Page 1 of 272 - Cover Page

Submission ID trn:oid::2945:336850128

5% Overall Similarity

The combined total of all matches, including overlapping sources, for each database.

Filtered from the Report

- Bibliography
- Quoted Text
- Small Matches (less than 10 words)

Match Groups

-  **149 Not Cited or Quoted 4%**
Matches with neither in-text citation nor quotation marks
-  **38 Missing Quotations 1%**
Matches that are still very similar to source material
-  **0 Missing Citation 0%**
Matches that have quotation marks, but no in-text citation
-  **0 Cited and Quoted 0%**
Matches with in-text citation present, but no quotation marks

Top Sources

- 3%  Internet sources
- 3%  Publications
- 3%  Submitted works (Student Papers)

Integrity Flags

0 Integrity Flags for Review

No suspicious text manipulations found.

Our system's algorithms look deeply at a document for any inconsistencies that would set it apart from a normal submission. If we notice something strange, we flag it for you to review.

A Flag is not necessarily an indicator of a problem. However, we'd recommend you focus your attention there for further review.

Match Groups

-  **149 Not Cited or Quoted 4%**
Matches with neither in-text citation nor quotation marks
-  **38 Missing Quotations 1%**
Matches that are still very similar to source material
-  **0 Missing Citation 0%**
Matches that have quotation marks, but no in-text citation
-  **0 Cited and Quoted 0%**
Matches with in-text citation present, but no quotation marks

Top Sources

-  3% Internet sources
-  3% Publications
-  3% Submitted works (Student Papers)

Top Sources

The sources with the highest number of matches within the submission. Overlapping sources will not be displayed.

1	Internet	vital.seals.ac.za:8080	<1%
2	Internet	hdl.handle.net	<1%
3	Internet	researchspace.ukzn.ac.za	<1%
4	Internet	repository.nwu.ac.za	<1%
5	Submitted works	University of Venda on 2025-01-20	<1%
6	Internet	u1space.ul.ac.za	<1%
7	Publication	Zamisa, Mfanelo Gene. "A Decision-Making Model for Local Economic Developme..."	<1%
8	Internet	gbata.org	<1%
9	Internet	univendspace.univen.ac.za	<1%
10	Submitted works	North West University on 2022-04-11	<1%

11	Internet	ddp.org.za	<1%
12	Submitted works	North West University on 2011-07-21	<1%
13	Publication	Abraham, Zarina. "Investigation into the Causes and Reasons for Service Delivery...	<1%
14	Publication	Govender, Vishanderan. "A Conceptual Model to Promote Ethical Governance in L...	<1%
15	Publication	Motswenyane, Mokgethi Sam. "Exploring Custodianship Roles and Responsibilitie...	<1%
16	Submitted works	University of Venda on 2025-03-18	<1%
17	Submitted works	North West University on 2016-11-09	<1%
18	Submitted works	North West University on 2024-11-26	<1%
19	Submitted works	University of South Africa on 2025-04-04	<1%
20	Publication	Mazibuko, Otshepeng. "The Traditional Leadership Institutions and Local Develo...	<1%
21	Publication	Saila, Xoliswa. "Instilling Public Accountability Through the Use of Monitoring an...	<1%
22	Internet	etheses.bham.ac.uk	<1%
23	Internet	scholar.ufs.ac.za:8080	<1%
24	Publication	Chaubu, Tshedza. "Nexus Between Good Governance and Enabling Environment f...	<1%

25	Internet	scholar.ufs.ac.za	<1%
26	Publication	Maake, Matshankutu Timothy. "An Analysis on Integrated Development Planning..."	<1%
27	Submitted works	University of Venda on 2021-03-12	<1%
28	Internet	47zhcvti0ul2ftip9rxo9fj9-wpengine.netdna-ssl.com	<1%
29	Publication	Malemane, Kanyaletsoe. "The Role of NGOs in Participatory Local Governance for..."	<1%
30	Publication	Selby, Magwasha Mokgadi. "Assessing Compliance with the Municipal Finance M..."	<1%
31	Publication	Raseala, Promise Sibusiso. "Analysis of Municipal Demarcation on Financial Non-..."	<1%
32	Submitted works	University of South Africa (UNISA) on 2024-06-04	<1%
33	Internet	www.thensg.gov.za	<1%
34	Publication	Bräsler, Leandie. "Developing a Leadership Framework in a Civil Society Organisa..."	<1%
35	Publication	Nicholas, Adrian Christopher. "The Relationship Between Governance and Service..."	<1%
36	Submitted works	Richfield Graduate Institute of Technology on 2024-12-11	<1%
37	Publication	Robin J. Lewis. "Public Policymaking in a Globalized World", Routledge, 2018	<1%
38	Publication	Sirovha, Khathutshelo Innocent. "Ward Based Planning to Improve Service Delive..."	<1%

39	Publication	Nyathi, Miseria Tishaniso. "Corporate Governance and the Performance of South ...	<1%
40	Submitted works	University of Venda on 2025-11-21	<1%
41	Submitted works	University of South Africa on 2016-01-21	<1%
42	Submitted works	University of Witwatersrand on 2023-10-19	<1%
43	Publication	"Ethics and Accountable Governance in Africa's Public Sector, Volume II", Springe...	<1%
44	Publication	Mazibuko, Gezani Phineas. "Analysis of the Administration of Procurement Practi...	<1%
45	Publication	Zwane, Vusumuzi Zwelakhe Jacob. "Community Participation in the Integrated De...	<1%
46	Internet	openscholar.dut.ac.za	<1%
47	Publication	Adluri Subramanyam Raju. "Understanding Governance in South Asia", Routledg...	<1%
48	Submitted works	University of Johannesburg on 2012-07-29	<1%
49	Submitted works	University of the Western Cape on 2022-08-23	<1%
50	Publication	Fundji, Wato Nathan. "Chitosan Modification with Cellulose - Gelatin to Remove H...	<1%
51	Submitted works	Mancosa on 2025-01-27	<1%
52	Publication	Mkhize, Nkosingiphile Emmanuel. "The Effectiveness of Anti-Corruption Risk Mea...	<1%

53	Publication	De Wet, Martha Maria Marthina. "The Variables Influencing Developmental Local ..."	<1%
54	Publication	Kraai, Sonya Delene. "An Analysis of Oversight Mechanisms to Promote Good Gov..."	<1%
55	Publication	Manuel, Lindokuhle Bafana Gift. "A Sustainable Differentiated Funding Model for ..."	<1%
56	Publication	Motaung, M. N.. "Section 195 of the South African Constitution to Promote Ethical..."	<1%
57	Submitted works	North West University on 2023-11-20	<1%
58	Submitted works	Regenesys Business School on 2024-05-23	<1%
59	Publication	Shabangu, Koos Msongelwa. "Effectiveness of the Public Service Disciplinary Fra..."	<1%
60	Submitted works	The Independent Institute of Education (IIE) on 2025-10-31	<1%
61	Publication	"Recentralization Around the World", Springer Science and Business Media LLC, 2...	<1%
62	Publication	Ashley Latchu, Shawren Singh. "chapter 12 Advanced E-Government Systems", IG...	<1%
63	Publication	Mukonavanhu, Tinashe. "Water Demand Management and Planning in the Vhem..."	<1%
64	Submitted works	North West University on 2014-12-22	<1%
65	Publication	Sikhosana, Mxolisi Joe. "The Relationship Between Unlawful Expenditure and Mu..."	<1%
66	Submitted works	Stadio Holdings on 2024-09-16	<1%

67	Submitted works	University of Cape Town on 2025-02-12	<1%
68	Submitted works	University of South Africa on 2023-03-29	<1%
69	Publication	Bishnu Pariyar, Johnny Brookwell. "Digital Technology and Securitisation in Hum...	<1%
70	Publication	France, Nyameko. "The Role of Performance Management Systems in Improving ...	<1%
71	Publication	Gerrit van der Walddt. "Project Governance: A Municipal Leadership Challenge", Po...	<1%
72	Publication	Innocent Musonda, Erastus Mwanaumo, Adetayo Onososen, Retsepile Kalaoane. ...	<1%
73	Publication	Jansen, Debbie. "Factors Influencing the Implementation of Gender Equality in N...	<1%
74	Publication	Jonathan Klaaren, Ryan Brunette, Florencia Belvedere. "Reforming Public Admini...	<1%
75	Submitted works	Mancosa on 2021-09-28	<1%
76	Publication	Mandiriza, Thulani. "Assessment of Factors Influencing the Adoption of Public Pri...	<1%
77	Submitted works	North West University on 2024-11-26	<1%
78	Publication	Shuping, Boitumelo. "Factors Influencing Municipal Managers' Compliance with t...	<1%
79	Publication	Sibiya, Sarah Rodah. "Skills Development for Improved Employee Performance in ...	<1%
80	Publication	Silima, Troy Musandiwa. "The Role of Ward Committees in the Development of Pa...	<1%

81	Publication	Sithenkosi Lungisa, Ogochukwu Iruoma Nzewi, Nqobile Sikhosana. "Adapting ent...	<1%
82	Publication	Stella Banyana Mosimege, Tyanai Masiya. "Assessing audit outcomes of pre-deter...	<1%
83	Publication	Tsotetsi, Boitumelo. "Institutional Factors Enhancing and Affecting Service Delive...	<1%
84	Submitted works	University of Stellenbosch, South Africa on 2023-09-20	<1%
85	Submitted works	University of Venda on 2017-02-23	<1%
86	Submitted works	University of Venda on 2022-11-02	<1%
87	Submitted works	University of Venda on 2025-01-30	<1%
88	Publication	Zahirul Hoque, Lee D. Parker, Kathryn Haynes. "The Routledge Handbook To Qual...	<1%
89	Internet	ir.cut.ac.za	<1%