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AN EVALUATION OF THE CO-OPERATIVE INTERACTION BETWEEN POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE PROVISION OF HOUSES IN THE KING SABATA DALINDYEBO LOCAL MUNICIPALITY

DECLARATION

I DECLARE HEREWITH THAT THE MINI-DISSERTATION ENTITLED AN EVALUATION OF THE CO-OPERATIVE INTERACTION BETWEEN POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE RENDERING OF HOUSING SERVICES IN THE KING SABATA DALINDYEBO LOCAL MUNICIPALITY IS MY OWN WORK AND HAS NOT BEEN SUBMITTED FOR A DEGREE AT ANOTHER UNIVERSITY.

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SIGNATURE  DATE
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SUMMARY
The research seeks to evaluate the co-operative interaction between municipal political office-bearers and chief officials in the rendering of housing services in the King Sabata Dalindyebo local municipality. The introduction provides the general overview of the study and provides a background to the intention of the research to evaluate the co-operative interaction between municipal political office-bearers and chief officials. The problem statements briefly describe the problem identified in the study and the objectives of the study are set. The theoretical framework is provided and the theories used to evaluate the performance are discussed which are classical theory and the system theory. The importance of conducting the research is discussed and the limitations of the study are discussed in the research. Importantly, the study plan directs the researcher in the direction towards the goals of the research. Also the terms used in this study that are not clear were defined to avoid misinterpretation; misunderstanding and confusion of words and terms.

The review of the current literature on the theoretical framework and the base for policy making and controlling role of municipal political office-bearers and chief officials in public administration was discussed. The nature of systems theory and the different phases of systems theory were explained. The nature and place of policy making in public administration was discussed as well as policy making alternatives in the public sector. The policy making levels i.e. political policy making level; executive policy making level; administrative/departmental policy making level; operational policy making level were explained and discussed. The co-operative interaction between municipal political office-bearer and chief officials was discussed to understand the administrative and political dichotomy in the public sector. The policy implementation for the rendering of housing services as well as the programming and delegation of authority were discussed in the context of housing service delivery. The legislative framework for housing services in South Africa was discussed as it influence and affects the housing service in King Sabata Dalindyebo Municipality. The role of municipal authorities in the rendering of housing services as well as the housing situation in South Africa together with the obligations of both the provincial and municipalities were discussed.

The permission to conduct research was received from King Sabata Dalindyebo local municipality. The scope of the study explains the range or extent of matter to be dealt with in the research and the survey area is dearly provided. The research design which is qualitative and quantitative research are discussed and used in adopting the study. The case study as research strategy is discussed and clarified. The data collection instruments which are interviews, questionnaires and the literature study the subject were briefly explained. Population details and sampling were clearly explained before a sample is provided in the study. The research provides data collection procedures as well as how the data will be analysed. The ethical considerations are discussed.

The data analysis and interpretation was conducted to enable the researcher to identify patterns which are consistent within the data. The criteria for data analysis as well the response rate were discussed. The demographics of chief officials and political office-bearers as respondents include their age; year of service, home language, gender, the academic qualification as well as the different stakeholders were analysed. The role of political office-bearers and chief officials in the initiation of policy which the input phase of the Systems theory analysis was conducted and the role of political office-bearers and chief officials in the process phase were analysed and discussed. The co-operative interaction in policy formulation and the steps in the policy formulation were analysed and discussed. Also the analysis was conducted on the delegation of authority to chief officials by the political office-bearers as well as the role of political office-bearers and chief officials in the approval of executive policy. An evaluation of the rendering of
housing services at Phola park informal settlement as well as the evaluation of housing services as an output phase in policy formulation were analysed and discussed. And lastly, the analysis of the impact of existing legislation or policy on housing services was conducted.

The findings of the study were provided and discussed and the concluding remarks were provided to whether the problem is real and whether the hypothesis is true and valid. The recommendations of the study were provided to enable Kind Sabata Dalindyabo local municipality to improve the co-operative interaction between municipal political office-bearers and chief officials to improve housing services and to provide better service delivery.

**KEYWORDS**

Administration

Citizens

Co-operative interaction

Effectiveness

Efficiency

Executive functions

Governing functions

Municipal authority

Municipal chief officials

Municipal political office-bearers

Policy

Policy analysis

Policy evaluation

Policy implementation

Public administration

Public policy
CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1.1 INTRODUCTION
Housing is an important function in all three spheres of government. It, however, applies mainly to the local sphere where municipal authorities have an important task of providing houses to the citizens, especially the poor and disadvantaged. In the rendering of municipal services, such as housing, a cooperative interaction is required between political office-bearers and chief officials. Without such cooperative interaction, municipal services cannot be rendered effectively and efficiently. The purpose of this chapter is to provide a framework for the study to describe and explain what the study intends to investigate and the importance of these aims. The chapter contextualises and defines the boundaries of the study. The followings standardised aims have been set for the chapter.

Firstly, the chapter provides a background to the study and the problem. Secondly, the chapter explains the identified problem and explains the circumstances which led to the origin of the problem. Thirdly, following the problem statement, the chapter identifies and explains the objectives and hypothesis for the study. Fourthly, the chapter explains the significance of the study, provides an outline of the chapters and a theoretical base for the study. Fifthly, the chapter explains the delimitations of the study. In the last instance it provides explanations of specific terms and words used in the study, to eliminate possible confusion because words often have different meanings.

1.2 BACKGROUND TO THE STUDY
During the last few years, many communities have shown their growing dissent over the government’s perceived poor levels in service delivery. These issues have become regular news items and are thus highly publicized and politicized. Although the new democratic government has made significant progress in meeting many of the service delivery challenges in under-serviced areas since coming into power in 1994, much still needs to be done to address all the housing problems that are eminent. One of the biggest service delivery problems in South Africa, concerns the allocation and provision of housing. Phosa, (1999:p 56) summarizes this like this," in short the more recent social and political context is as follows:- South Africa’s first democratic government came to office in 1994 committed to move rapidly with its Reconstruction and Development Program to redress the socio-economic legacies of apartheid. Education, health services, housing and job creation were to be its priorities”. A deduction can thus be made that, it remains a critical obligation for Municipalities to provide adequate housing as a human basic need. That is a political commitment and a Constitutional imperative which the ruling party can be measured on by the citizens.

Housing is a highly politicized and contentious issue, particularly in developing countries like South Africa, which experience rapid urbanization and where, as a result, a huge demand for housing exists. Although shelter is a basic human need, it is also more than that.
Housing is about everything other than houses. It is about the availability of land, about access to credit, about affordability, about economic growth, about social development and about the environment” (South African Minister of Housing, cited in Khan, 2003: xxiii). In addition to these, it also implies gaining access to services and infrastructure, as well as creating feelings of security and pride in living in a home. The significance of this investigation is thus motivated by a passion for finding developmental solutions to the housing delivery issues in South Africa. Not only is South Africa characterized by a swiftly growing society that is becoming more and more urbanized, but it also has to deal with highly unequal and racially stratified settlement patterns, resulting from its apartheid legacy.

Furthermore, a large and ever-increasing housing backlog is evident, due to slow and low rates of formal housing provision. Housing backlogs therefore persist and housing authorities struggle to cope with terms of housing shortages. According to the White Paper on Housing, (1994), the challenge of extended households and circulatory migration further add to the difficulty of addressing the housing issue. The consequences of this backlog are obvious and manifest in overcrowding, burgeoning informal settlements, increased land invasions in urban areas, and generally poor access to services in rural areas. This adds significantly to the extreme levels of crime and volatility rife in rural communities in South Africa (White Paper on Housing, 1994). Insecure tenure is unquestionably one of the prominent features and causes of the housing crisis in South Africa.

Furthermore, large inequalities exist in housing circumstances between rural and urban areas, between different urban areas, as well as between different provinces. This is exacerbated by the fact that many South Africans are not financially able to provide for their own housing needs, as low-income families form a large proportion of South Africa's population (White Paper on Housing, 1994). In the past, the South African housing policy was duplicated and inequitable in its approach to housing for different race groups. The housing strategy lacked coherency and inadequately defined the roles and responsibilities of all role players in the housing sector. This has contributed to the present breakdown in delivery and confusion as to housing responsibilities. No stakeholder is optimistic about its specific role in the housing service rendering, because of the inexplicit available legislations then. The introduction of different pieces seeks to address that imbalance.

The White Paper on Housing, 1994 identifies, “the exclusion of rural housing needs from the mainstream of housing policy approaches, as well as the continued marginalization of workers and families effectively trapped within the hostels, especially those within the public sector”, as specific areas of concern. These constraints provide a brief synopsis of the scope and extent of the South African housing challenge. The White Paper on Housing, 1994, however, indicates that all of these are dwarfed by the single most significant constraint to the housing delivery process, namely that of affordability.

1.3 PROBLEM STATEMENT
The fundamental problem on which the study focused can be stated as follows.
The timeous rendering of adequate housing services of an acceptable standard to satisfy a growing need is hampered by an inability of municipal political office-bearers and chief officials to effectively collaborate in municipal policy making and the exercising of control. The problem is highlighted by the Constitution of the Republic of South Africa, 1996, as amended, which clearly states in section 26(1) that “everyone has the right to have access to adequate housing.” However, citizens are still without sufficient and adequate housing and housing services such as water and electricity services and proper roads. In addition the quality of the housing provided is often sub-standard and often described as “despicable workmanship”.

This situation brings to the fore the question of the role of municipal political office-bearers and chief officials in ensuring that housing services are rendered effectively and in a sustainable manner and why are services failing to satisfy housing needs of the citizens effectively. In this study, the non-implementation or ineffective implementation of the housing policy in the King Sabata Dalindyebo local municipality due to numerous obstacles will be investigated. The problem statement will be formulated in the following questions in order to focus the attention of the research towards finding solutions:-

- Why local Municipalities were inadequately providing poor quality of houses to citizens and whether the co-operative interaction between political office-bearers and chief officials play any role?
- What could be done to address housing service delivery and improve the quality of houses delivered in KSD?

Frequently, researchers state the research problem in the declarative form as a broad statement of purpose, (Polit and Hungler, 1993: 88). It can be deduced therefore that the collaborative operational working relationship between political office-bearers and chief officials in rendering of housing service is understood to be the main challenge in KSD municipality, and need to be ironed out.

1.4 HYPOTHESIS OF THE STUDY

Oxford Dictionary, (Thesaurus and Word power Guide, 2001) defines hypothesis as “a proposed explanation based on limited evidence, used as a starting point for further investigation”. What is perceived as a hypothetical view means that its basis is imagined or a possible situation rather than a fact? The study proceeds from the hypothesis that the rendering of housing services in the King Sabata Dalindyebo local municipality were inadequate and of a poor quality due to the inability of municipal political office-bearers and chief officials to work in a co-operative interactive manner in policy making and the exercising of control for the promotion of the general welfare of the people. A deduction can thus be made that the political/administrative dichotomy seemed to be nonexistent in KSD municipality especially in housing service rendering. An investigation always had specific aims as objectives and will be dealt with underneath.
1.5 OBJECTIVES OF THE STUDY
The objectives of the study are to

- determine, analyse and evaluate the nature, problems and extent of housing service rendering in the King Sabata Dalindyebo local municipality;
- determine, analyse and evaluate the factors which influence the rendering of housing services negatively;
- determine, describe and explain the co-operative interaction between role-players in policy making and controlling in the rendering of housing services and elimination of problems; and
- Develop recommendations for the improvement of housing services in the King Sabata Dalindyebo local municipality.

1.6 THEORETICAL FRAMEWORK OF THE STUDY
The word theory can be defined as supposition or system of ideas explaining something specially one based on general principles independent of them particular things to be explained (The Concise Oxford Dictionary, 1990:1266). It is also described as “(a) plan or scheme consisting in the mind only, but based on principles verifiable by experience or observation” (Funk and Wagnalls, 1946:1164) these principles underlie a science or the application of a science.

Kerlinger, (1986:168) defines theory as a set of interrelated constructs and propositions that specify relations among variables to explain and predict phenomena. This definition indicates three characteristics about a general theory. Firstly, a theory is a set of propositions consisting of defined constructs. Secondly, a theory states the interrelations among a set of variables. Thirdly, theory explains phenomena. By explaining which variable relates to which other variables and how they relate, a scientist can predict from certain variables to certain other variables. Therefore, it can be deduced that thus far a theory helps and enables one to understand, explain and link specific events within a particular boundaries and that a close interaction between theory and hypotheses exists.

It is against this background that the concept of policy making and controlling in the local sphere of government can be based and be described and explained within a Public Administration framework. Hypothesis formulation and verification can be done by using the institutional theory/approach, namely that public policy is the product of public institutions (Hanekom.1987: 81). Proponents of this theory argue that, as public policy is legitimized by government, and only government policies apply to all members of society, the structure of government institutions can have a very critical bearing on policy outcomes. The relationship between the structure and the policy should always be taken into account. According to Anderson (1979, 22), the institutional theory could be usefully employed in policy analysis by analyzing the behaviour patterns of different public institutions and their effect on policymaking. A review of available policy material on the subject shows that the field of the public administration, in particular, has focused on public policy.

The systems theory is regarded as the most valuable tool for the purposes of this study. Wissink notes that the idea of policy as a process is closely linked to the idea of a political system (Fox et al., 1991; 3).
This approach portrays policy process on a general and simplistic level and often identifies major subsystems and processes. Wissink, most accurate, describes the policy making process as a political sub process within the wider policy process. A deduction can then be made that the former is regarded as that which typically takes place within the bounds of the political arena, and the latter as a broader sphere which includes implementation, results and evaluation (Fox, et al., 1991:31). A discussion on the delimitations of the study will now follow in the next paragraph.

1.7 DELIMITATIONS OF THE STUDY
The study delimited the following three specific areas for investigation.

1.7.1 Period of Study
The period of study started during July 2009 and was finalized in June 2010.

1.7.2 Theoretical Scope
The study dealt firstly with a fundamental understanding of the theoretical and conceptual framework of the topic and secondly addressed a specific practical political and administrative issues in an empirical study, namely the co-operative interaction between municipal political office-bearers and chief officials in municipal policy making and implementation. The study is thus based on basic and applied research. Basic research seeks to understand the fundamental nature of a social reality, whilst applied research seeks to understand, understand and address specific practical issues. (Neuman, 2006:24-26) The basic study dealt with two steps in the policy process, namely policy making and policy implementation as performed on the political, executive, departmental and operational policy levels. The study is furthermore evaluative in nature. Evaluative research, as an applied research, aims to find out whether a programme, policy, or a new way of doing something, is effective (Neuman, 2006: 26).

1.7.3 Survey area of the Study
The study is limited to the King Sabata Dalindyebo local municipality in the District Municipality of O.R.Tambo in the Province of the Eastern Cape. The following seven local municipalities are found in the O.R.Tambo district.

- King Sabata Dalindyebo Local Municipality
- Mhlontlo Local Municipality
- Mbizana Local Municipality
- Ngquza Hill Local Municipality
- Ntabankulu Local Municipality
- Nyandeni Local Municipality
- Port St. Johns Local Municipality

The KSD municipality is one of six local municipalities in the Province of the Eastern Cape with its head offices in Mthatha. (Portfolio Municipalities, 2008:349). The survey area for the study was found to be a key factor in retrieving and locating information that is relevant and up-to-date.

The KSD municipality is the biggest local municipality in the O.R.Tambo District in terms of its population. This municipality is 95% rural and with high poverty level. The population of the district is 1740 664 according to statistics South Africa,(Community Survey, 2007) indicates that KSD municipality because of its population has a high demand of housing.
All the seven local municipalities have almost equal poverty status because of the rural nature that it is, (Portfolio Municipality, 2006:246). According to the quoted surveys the rural nature of KSD municipality manifest the dire need of housing being a basic service to be rendered by a local authority. It can be deduced that rural communities require best performance by municipalities in order to realize a better life as contained in the Freedom Charter,(1955,Kliptown). The co-operative interaction between political office-bearers and chief officials remain critical in order that the aspirations of the people become a reality. An investigation of this nature will answer a perceived view about the reasons why KSD municipality is moving with a snail’s pace in housing service rendering. The significance of the study will be discussed in the following sub-heading.

1.8 SIGNIFICANCE OF THE STUDY
According to Oxford Dictionary, (Thesaurus and Word power Guide,2001:838) the meaning of the word significance means “important”, and “the meaning of something”. In this case what is the essence of this investigation, its impact to whom or what? This study is important in that it will expose and make an analysis of obstacles faced by the Eastern Cape Department of Housing, Local Government and Traditional Affairs in the course of execution of constitutional mandates. Recommendations made will help the department in addressing the shortfalls so that there is an improved delivery of houses in the Eastern Cape. The study will emphasize the importance of co-operative interaction between politicians and staff in the national, provincial and local sphere of government and ensure prompt delivery of services to communities. Gaps in policy implementation will be identified and proposals to close those gaps will be made to improve the situation.

The study could also be used as a frame of reference by students doing public administration studies. Also, the study will assist in conscientizing municipal authorities about the importance of monitoring performance of personnel with a view to making an impact in the delivery of housing services. It can be deduced that through the study conducted, communities will directly and indirectly benefit by the implementation of the recommendations that will be submitted to all affected departments in the spheres. There are limitations that can hamper the smooth running of the study as to be discussed hereunder.

1.9 LIMITATIONS OF THE STUDY
Having been elected as a Member of Parliament based in Cape Town, required adaptation as far as time and place were concerned. The new environment, busy work programme and late working hours making its own demands on one’s free time, delayed the study. It will be financially difficult to commute between KSD and Cape Town to meet with stakeholders as required. A deduction can be made that the researcher must utilize the available constituency period before the preparations for local government elections. All chapters will be outlined in following sub-heading.

1.10 OUTLINE OF THE CHAPTERS
The study is a human activity which is essentially purposeful and which requires as such that all steps be carefully planned. A study plan directs the study and indicates what was done in each chapter. It serves as a guide to conduct the research. The chapters were outlined as follows.
Chapter one serves as an introduction and general orientation to the study. The chapter describes and explains the problem statement and hypothesis, objectives of the study, necessity of the study, delimitations and limitations of the study, the study plan, terminology and definition of terms and concepts used in this study. Essentially, chapter one indicates what the whole study entails.

Chapter two deals with the literature review based on distinguished opinions and views from various sources, and from different researchers and authors whose work is significant in this particular research field. Henning (2004:27) indicates that a literature review is often a separate chapter in a research report in which the researcher synthesises the literature on his/her topic and engages critically with it. This chapter provides three frameworks for the study, namely a theoretical framework which is based on the systems theory; a conceptual framework which deals with the nature, place and levels on policy making and controlling, and explains the participative roles of political office-bearers and chief officials; and a legislative framework for the rendering of housing services in South Africa. Lastly, the chapter explains the role of municipal authorities in the rendering of housing services. Chapter three deals with the research design and methodology of the study. The purpose of the chapter is to describe the instruments to be used in the research, outline the research techniques used to evaluate the co-operative role of political office-bearers and chief officials in the rendering of housing services.

Firstly, the requirement to obtain permission to conduct the research was explained. Secondly, the research design, approaches and strategy used in the study were described and explained. Thirdly, the research methodology, consisting of the population, samples used, data collecting instruments and procedures used were described and explained. Fourthly, the data analysis techniques used in the study were described and explained. Lastly, the adherence to specific ethical considerations in the study was described and explained.

Chapter four deals with the analysis, interpretation and presentation of the data collected during the empirical testing. The purpose is analyse, interpret and evaluate the collected data and available public documentation and applicable literature, to organise the research findings around the research objectives to be able to test or verify, confirm or refute with evidence the problem and hypothesis. Appropriate analysis techniques were used to analyse the data scientifically.

Chapter five is the concluding chapter and summarizes the findings and deductions made in the preceding chapters. Specific shortcomings and problem areas in the implementation of housing policy are explained and recommendations to solve or prevent such problems, are provided.

1.11 DEFINITION OF TERMS AND WORDS
It is often found that a word can have more than one meaning and if incorrectly used could lead to misunderstanding and even confusion. Roux (1966:218) writes that semantic confusion or the lack of a standardised terminology of key terms could constitute a major hazard to the meaningful development of a discipline such as Public Administration.
In any scientific study, it is thus important that words, terms and concepts be clearly described and explained to prevent misunderstanding and further confusion. A deduction can thus be made that the context of the study can be lost in process if terms and words are not clearly defined. Words like wording and wedding sounds like the same but with completely different meanings. The following meanings are attached to the words and terms discussed beginning with Administration.

1.11.1 **Administration**
Administration is the joint action taken by two or more persons to make goal realisation possible. Administration is part of the executive functions performed by public officials. All work can be classified into specific functions and processes, (Cloete. 1986: 2, 1981:2).

Administration is meant for functions performed by municipal officials as part of the executive functions. The administrative functions can be classified into the following functions:

- Policy making
- Organising
- Financing
- Staffing
- Procedure determination; and
- Controlling (Cloete, 1986:2)

1.11.2 **Citizens**
According to the South African Citizen Act, 1995 (88 of 1995), section 2 (i-iii) a citizen is a person

- who immediately prior to the commencement of the Act, was a South African citizen by birth;
- who is born in the Republic on or after the date of commencement of the Act; and
- Who is by virtue of being born outside the Republic on or after the date of commencement of the Act a South African citizen if one of his or her parents.

1.11.3 **Co-operative interaction**
A co-operative interaction ought to exist between the political office-bearers, chief officials and citizens. The ultimate goal can be explained as follows: Councillors should, inter alia. ensure a fair distribution of benefits, burdens and justice to all principles, (Vide: Velasquet, 1983:72). It can be deduced that the above framework has the advantage of showing a way to evaluate the role of municipal political office-bearers in the governing functions for the rendering of housing services. Effectiveness will be discussed briefly as follows as a sub-heading.

1.11.4 **Effectiveness**
Effectiveness is the ratio measure relating observed output to the planned output over some time period. Because both outputs are measured in the same units, the ratio expresses the percentage of effectiveness for the assessment period. (Brewer and Deleon, 1983: 328). It means that effectiveness is an outcome received in a measured activity. Efficiency is now going to be explained in the following sub-heading.
1.11.5 Efficiency
"Working productively with no waste of money or effort", as per Oxford Dictionary, (Thesaurus & Word power Guide, 2001: 282). It thus means an accomplishment of a set goal. The manner in which an objective has been achieved cost effectively; the expenditure incurred matching the outcome. An explanation about executive functions is to follow beneath.

1.11.6 Executive functions
In any state three main groups of functions are to be found, namely the

- legislative functions;
- executive functions; and
- Auxiliary functions.

The executive functions consist of the administrative functions functional activities/operational functions; and the auxiliary functions. Planning and programming is seen as part of the executive functions. (Cloete, 1986: 2 & Meiring, 2001: 38). These responsibilities are carried out by a separate group appointed by political office-bearers with the help of the chief officials. A deduction can be made that the actual operations require goods and services which the word “executive” means execute and failer to that the executing authority (minister), is accountable to parliament. Governing functions will be dealt with in the next paragraph.

1.11.7 Governing functions
According to Meiring and de Villiers, (2001: 36), as per the doctrine of a French political philosopher named Montesquieu, the authority in a state should be divided into three categories, namely: legislative, executive and judicial authorities. The need to have separate bodies to deal with the three relevant functions is to ensure all these functions are not done by one body, group or person without having checks and balances. It can be deduced that, the persons involved in the three groups of functions can check each other to ensure that the needs of the people are met as much as possible. The municipal authority will then be explained as follows.

1.11.8 Municipal authority
Municipal authority can be defined as a local authority for the purpose of the Limitation of Legal Proceedings (Provincial and Local Authorities, Act 94 of 1970). It means that there is a clearly defined territory with boundaries, a permanent population, at least one political government, which could act with a degree of sovereignty (a delegated authority to act). A deduction can be made that, each municipal authority can only have on goal, i.e. to establish a municipality in an environment so that each citizen will be able to leave a full life, (Meiring and de Villiers, 2001: 57-58). Municipal chief officials will also be explained nextly

1.11.9 Municipal chief officials
Municipal Structures Act, 1998 (Section 57 of 1998) refers to heads of departments who are accountable administratively to the chief official called a town clerk (municipal manager in South Africa).
The chief are therefore not directly accountable to the municipal council in execution of the administrative duties but to the Municipal Manager as an accounting officer administratively. Municipal political office-bearer will be explained hereunder.

1.11.10  Municipal political office-bearers
The Mayor and Members of the Executive / Mayoral Committee are the municipal political office-bearers and form the executive committee of a municipal council, (Municipal Structures Act, 117 of 1998). Municipal political office-bearers perform the executive functions with the help of the chief officials who are performing administrative duties. A policy will be discussed in the following sub-heading.

1.11.11  Policy
Ranney (1968: 7) defines policy as “a declaration and implementation of intent.” Hanekom (1987: 7) states that, “policy making is the activity preceding the publication of a goal, while a policy statement is the aim known, the formal articulation, the declaration of intent or the publication of goal to be pursued.” Therefore, policy is indicative of a goal, a specific purpose, and a programme of action that has been decided upon. Policy analysis will be explained hereunder.

1.11.12  Policy analysis
According to Mannheim and Rich (1981:321), numbers of political scientist have focused their professional attention on the causes, content and consequences of government action. This approach has led to the use of applied social science methods in government departments to monitor the operation of public policies or programmes through the development of appropriate techniques. Analysis is either equated with the separation or breaking up of something, for example a policy or a problem, into its basic elements or constituent parts, much as a clock or machine is disassembled. (Quade, 1975:4) Policy analysis provides policy makers with information that could be used to exercise reasoned judgement in finding solutions to policy intricacies.

1.11.13  Policy evaluation
Policy evaluation is learning about the consequences of public policy impact and effects on real world conditions. Policy should be viewed as judging process to compare explicit and implicit policy objectives with real or projected outcomes or results or impacts. (Shane Hall, e How Contributing Writer), suggest also that, ” evaluation is the process of systematically assessing the design „implementation and impact of programs, policies or projects”. Policy implementation will be explained in the following sub-heading.

1.11.14  Policy implementation
Van Meter & Van Horn (1974:4478) define policy implementation as those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions. In this study policy implementation will be regarded as the executive functions, which include planning and programming (Meiring, 2001:38), conversion of mainly physical and financial resources into concrete services delivery outputs in the form of facilities and services, or into other concrete outputs aimed at achieving policy objectives.
1.11.15 Public administration
Bayat & Meyer (1994:4) defines public administration as “That system of structures and processes operating within a particular society as the environment, with the objective of facilitating the formulation of appropriate governmental policy and the effective and efficient execution of the formulated policy. When defining Public Administration, a clear delineation must be created between Public Administration as an academic discipline and public administration as an institutional activity.

1.11.16 Public policy
Hogwood and Gunn (1984:23-24) defines public policy as “a series of pattern of related decisions to which many circumstances and personal, group and organisational influences have contributed. The policy-making process involves many sub processes and may extend over a considerable period. For a policy to be regarded as a “public policy” it must to some degree have been generated or at least processed within the framework of governmental procedures, influences and organisations.

1.12 CONCLUSION
In this chapter a provision a brief background to the study with regard to the housing in South Africa. The constraints and the scope as well as the housing challenges were provided and painted a picture of the housing challenges. In addition, the statement of the problem has clearly stipulated as of co-operative interaction between political / administrative dichotomy non-implementation or in effective implementation of the housing policy at KSD Municipality due to numerous obstacles. The discussion on the hypothesis showed that the housing policy is inadequate or non-existent and therefore needs an urgent attention. In addition, the objectives of the study are to investigate and evaluate the housing policy at KSD Municipality and to come up with a mechanism to remedy the situation.

The boundaries were set and the study was contextualised in terms of the theory. The systems theory was discussed to set the boundaries of the study. The reason why this investigation is conducted and why it is important to conduct it was discussed, as well as to what the limitations of the study would be; and how to minimise the expectation from what the study can be able to achieve. The study plan was discussed to provide a road map to the study and indicate what each chapter will be discussing. Lastly, different terms as will be used in the context of the study were discussed to clarify any misunderstanding because different words have different meanings. Chapter two will provide a literature review for this study and it will relate to an evaluation of the co-operative interaction between political office-bearers and chief officials in housing service rendering by KSD Municipality.
CHAPTER TWO

LITERATURE REVIEW ON THE EVALUATION OF THE CO-OPERATIVE INTERACTION BETWEEN MUNICIPAL POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE PROVISION OF HOUSES IN THE EASTERN CAPE: KING SABATA DALINDYEBO MUNICIPALITY

2.1 INTRODUCTION

In this investigation different views by authors, statutes, journals, documents and books will be synthesized in the context of how political office-bearers and chief officials should co-operate in order to realize housing delivery in KSD especially in Phola Park Informal Settlement. This is an example as the study will broadly look at what normatively should be taking place versus the real scenarios. The researcher will analyze what different writers say about this important constitutional imperative.

Section 26 of the Constitution of the RSA, 1996, states that, “everyone has the right to have access to adequate Housing”. Provincial and Local Government share the responsibility with the National Government for the delivery of adequate housing. In terms of breaking the new grounds (BNG) which promotes a non-racial integrated society through a comprehensive plan for the creation of sustainable human settlement. The goal within both urban and rural areas housing development is to improve the quality of living of all South Africans especially the poor. The development of housing in the rural areas is seemed to be an integral part of the Municipality. Over the last few years, communities have shown a growing dissent over the governments perceived poor levels in delivery of services including housing as a basic human right. Amongst the identified gaps that contribute to these issues is none co-operation between political and administrative leaders in Municipalities. These aspects have become regular news items’ and are thus highly politically publicized. One of the biggest service delivery problems in South Africa, concerns the allocation of housing.

Scholarly understanding of what ought to be taking place in the Municipalities pertaining to interactive co-operation between political office-bearers and officials. All that will be analyzed on the basis as to what Public Administration scholars say. It will be contextualized in accordance with the following sub-headings, firstly nature and place of policy-making and implementation in public administration, public administration explained, policy making as an administrative function, policy implementation as a step in the policy process, participative role in policy making levels, political policy making level, executive policy making level, department / administration policy making level, operational policy making level, co-operative interaction between political office-bearers and chief officials in policy making level, delegation of authority, legislative framework for housing services in South Africa, role of municipal authorities in the rendering of housing services, housing situation in South Africa, provincial obligation to render housing services, municipal obligation to render housing services and conclusion. The next sub-heading will deal with the theoretical framework and the base for policy making and controlling role of municipal political office-bearers and chief officials in public administration.
2.2 THEORETICAL FRAMEWORK AND BASE FOR POLICY MAKING AND CONTROLLING ROLE OF MUNICIPAL POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN PUBLIC ADMINISTRATION

Research involves specific activities with strong intellectual and conceptual elements, which include thinking, reading, rethinking, reviewing information and ideas and theorizing. Research requires skills such as creativity, deductive reasoning, insight and a firm grounding in Public Administration. Polit and Hungler, (1993:37) writes that “theory is the ultimate aim of science in that it transcends the specifics of a particular time, place and group of people and aims to identify regularities in the relationship among variables. When research is performed within the context of a theoretical framework, it is more likely that its findings have broad significance and utility.” The need for a theory base was also confirmed by Hofstee (2006:30): “If you can’t come up with a theory base that relates to whatever it is that you want to do, then the chances that it will work at all are slim.” It was clear that this study had to be based within a specific theory. As indicated in section 1.6 of chapter one, this research intended to base the co-operative role of municipal political office-bearers and chief officials in policy making for the rendering of housing services on the systems theory. The systems theory was described as follows.

This theory related to the well-known input-output model of David Easton by focusing on the response by the political systems, the demands and needs of interested groups. The systems approach provided perspectives on aspects such as the influence of the environment on political policy and vice versa, the success or ability of the political system to convert demands into public policy, the effectiveness of the feedback process and the extent to which feedback information (results, impacts and consequences of policies) incorporated in the adoption of existing or new policies (Hanekom, 1978:81). It was deduced that the systems theory was derived from the input and output model. The following discussion will be on the nature of systems theory in the next sub-heading.

2.2.1 Nature of systems theory
A system is a series of interdependent elements or components which co-operate to achieve a specific objective. A system is time and place bound and as such functions in a unique environment with its own boundaries that separate it from other systems. Each system consists of various phases, also called parts, components and subsystems, (Stoner, 1982:52), namely the input, processing /conversion, output, and feedback phases. A system is thus an interrelated set of parts functioning as a whole with a single purpose, namely to remain in balance (equilibrium) because the actions of one part influences the other parts and causes imbalance. (Smit and Cronje, 2002: 46) The phases may be groups of objectives, functions, events and the results of events. (Marx et al., 2002:32). A system may be open or closed. A system is considered open if it interacts with its environment; it is considered closed if it does not. (Stoner, 1982:52)

It was deduced that a systems theory viewed a municipal authority as a unified purposeful system composed of specific interrelated parts which interact internally and externally. Externally municipal authorities interact with the national and provincial authority, within a legislative framework.
A system has flows of information which enter from the environment as inputs, undergo transformation processes within the system, and exit the system as outputs in the form of goods and services, which have a specific impact/ effect on the environment. (Marx, et al., 1998: 32, Stoner, 1982: 53 and Smit and Cronje, 2002: 46)

Within the contemporary government and administration, policy is made by both political office-bearers and chief officials in co-operative and interaction manner. Policy making took place on four different levels and resulted in policy which had to be implemented to achieve specific determined objectives. Policy implementation as the second step in the policy process should not be thought of in mechanistic terms, i.e. that the municipal council made policy and the officials merely implemented such policy. Policy making was supposed to be a continuous process that goes hand-in-hand, in the local sphere of government. The purpose of this study meant to look into the nature of this relationship in implementing policy to render housing to the people.

In the evaluation of housing services in the King Sabata Dalindyabo local municipality the systems theory was applied with policy implementation and requires a co-operative, collaborative partnership between political office-bearers and chief officials. The systems theory for policy making and controlling for housing services will be shown in following diagram:
2.2.1.1. The input phase

An input phase is the process whereby the housing needs of the community are scrutinized for implementation. The initiation of the relevant policy is carried out followed by the formulation of a policy. This stage can easily be termed as the collection of important tools for immediate usage.
The executive policy for housing was crafted accordingly in this phase. Processes that sought to realize an objective was preceded by the input phase where also financial resources were determined.

All phases in order to begin an activity required the putting together of needed tools so as to be ready for the actual processing as will be dealt with hereunder.

2.2.1.2 The processing phase
The phase where processing is done, meant that the tools to be used were being arranged, analyzed and evaluated. Problems in housing services and nature properly received analytical scrutiny. The policy making and control processes for housing were analyzed and evaluated in this phase. More focus was put on how and what needed to be chronologically arranged. Also the manner in which political office-bearers and chief officials interactively co-operated analyzed together with the role of that interaction evaluated accordingly. Essentially in this phase all identified mechanisms and tools got rigorous evaluation and analysis in order to get an output as set. The output phase will be discussed as follows.

2.2.1.3 The output phase
The output phase is whereby the quality and quantity of the set objective is determined. The quality of houses built and quantity came to the fore in order to be determined as whether a realization of a needed house in the true sense had been achieved. Housing as a service to be rendered to the people was viewed as to whether it was in the Constitutional required standard. The citizens as beneficiaries of the service had to be satisfied and in this phase have to be satisfaction tested. Because of the critical nature of this phase, all participants’ views were seriously considered. Whether the set outcome had value for money or not will be determined in the following phase due to its impact.

2.2.1.4 The impact phase
By impact, often also described as “the effects” (Jones, 1984:27) is meant that the outcome as emanated from the input has a visible culmination or results. Essentially in this phase the determination was made as to whether the effect this rendered housing service was positive or negative. If it happened that it was positive, beneficiaries would not hesitate to occupy and signed the happy letters to say really what was planned had been achieved expected. A meaning of that was actually that a policy crafted to address a need worked and problem resolved. In this case the effect became negative and what was expected was not achieved, beneficiaries were not happy at all. The value for all the resources used do not match the outcome, there was no quality to be precise. That was a fruitless expenditure in monetary terms as it had been the case in areas where democratic principles were not followed, there was no participative role of stakeholders. The impact of the policy was against the housing criteria. The effect had economic, social and political implications which were beard by the ruling party. The negative implications caused an uncompromising image for the ruling party towards the citizens or else a feedback had to be undertaken as to follow under.

2.2.1.5 The feedback phase
In the light of the two scenarios the feedback phase was to be in two fold, positive and negative. When the impact was in accordance with people’s needs a lasting solution had be found and a housing service rendered. A mechanism to sustain that policy as a feedback would have been be found even for the future not necessarily for KSD only but would benefit South Africa especially the Eastern Cape where housing remained a critical issue.
It could be used by the government at all levels or modified better to suit different municipalities in South Africa. The worst situation whereby the impact was negative, a feedback phase then the process had to be restarted all again. A determination had to be done as to whether the cause started in the beginning or in the processes wherever a discord came, but the whole process was to be started afresh. The bad part of that had to be carried out at a cost which was so expensive because of price escalation. Once again the tax payer had to re- foot the bill. It was be deduced that the negligence on the part of all stakeholders or a particular ignorance of one amongst all spoilt the achievement of a set goal. Monitoring and evaluation of every step in policy implementation remained a pre requisite to avoid finding the wrong at the impact phase. It therefore meant that co-operative interaction between political office-bearers and chief officials was the only remedy to realize effective service rendering in policy making. It also needed to be put into correct conceptual framework in the municipal level and can be discussed as follows in the next heading.

2.3 CONCEPTUAL FRAMEWORK FOR MUNICIPAL POLICY MAKING AND CONTROLLING IN PUBLIC ADMINISTRATION

A conceptual framework is described as a system of concepts within which objects are classified and recognized in a specific way and in which certain interpretations and ideas are given priority. A concept is an idea, usually of a kind of object or state of affairs usually expressed by a word or phrase. (Solomon, 1994:350) and Neuman (2006:182) writes that “…conceptualization is the process of taking a construct and refining it by giving it a conceptual or theoretical definition. It was against this background the concept of policy making and controlling within Public Administration had to be described and explained as follows. Policy making does not take place in isolation, but is made by humans for humans. The human factor in policy making could therefore not be ignored.

The participants in policy making were classified into three groups, i.e.

- Citizens of a specific area;
- Elected politicians; and
- Appointed officials.

The Constitution of South Africa (section 118, sub-section (b) (1) requires that parliament must facilitate involvement of the public in all the legislative and other processes of the legislature. Policy making levels are part of the legislative mandates of parliament or council. In synthesizing this imperative translated into strengthening of democracy through public involvement in decision making. Policy making at all levels in the context of public administrative required further and equal participation of politicians, administrators and the general public.
Anderson (1979:22) argues that, the institutional theory could be usefully utilized in policy analysis by analyzing the behavioural patterns of public institutions different as they were and what really their effects on policy making levels. Generally a review of available policy material on the subject indicated that the arena of public administration particularly had a special focus on policy making. In essence this meant that participation of each institution in the making of a policy irrespective of levels lacked. Contribution of all stakeholder institutions was further strengthened by the Constitution’s chapter 3 and intergovernmental relations as a co-operative governance and principle respectively.

There was an eminent deduction that collaboration amongst the policy making levels was a requirement bolstered by democracy with a clear element of transparency. Politicians cannot unilaterally take decisions and expect effective outcomes, without the buy in of officials. Officials might be equally bound to implement what the politicians initiated at the beginning, but evenly had to be either involved directly or indirectly at the initial stages where politicians dominated. For instance the executive Mayor of O.R. Tambo (Z.Langa-Capa) used to bring along her chief officials even to political gatherings where policy decisions were taken. She was mindful of the fact that the Municipal Manager at a council situation played an advisory role. Generally a conducive working environment prevailing at all policy making levels was required between councillors and officials. Politicians had a responsibility to create that climate as decision makers. Each role player had a clear responsibility in policy making in general. It was further deduced that various factors like the ethics, attitude and perception needed special consideration. A policy maker always sought to address the welfare of the inhabitants that also had a role to play in the decision meant to assist the process. Housing Minister in 2006 pronounced an important buy in of community upliftment program by introducing a rural housing policy (Sisulu, parliament, Cape Town, 2006).

For the purpose of this paper, the co-operative interaction between municipal political office-bearers and chief officials in policy making and service delivery were pertinent essential and important. A policy will be described and explained into context starting with an introduction hereunder.

2.3.1 Policy
Policy is a process consisting of a series of consecutive, related steps which demonstrate a recognizable pattern. It is generally accepted that the policy process consists of three main functions of steps, namely

- Policy making;
- Policy implementation; and
- Policy analysis and evaluation.

Each of the three functions was dealt with hereunder. The purpose of this study was to discuss policy making as a step in the policy process, to explain the role of political office-bearers and chief officials in the making of public policy and in order to render housing service delivery.

Firstly, the nature and place of the policy process in Public Administration will be explained. Secondly, policy initiation as the first step in policy making will be spelt out.
Thirdly, policy formulation will be discussed and policy approval will be explained. Lastly, the co-operative interaction between chief officials and political office-bearers in policy-making and service delivery will be explained.

2.3.2 **Nature and place of policy making in public administration**

Public administration as a field of activity is the work that is done in the public sector to render goods and services to promote the general welfare. (Cloete, 1985: 1) writes that to obtain clarity about what public administration is, a study should be made of the work of public officials because public administration is work and all work consists of carrying out processes. Cloete (1975: 1) also writes that “… administration consists of the thought processes and the action necessary for setting and achieving an objective. Starling (1977: 1) writes that “… administration concerns the accomplishing side of government. It comprised all those activities involved in carrying out the policies … “It can be deduced that administration was work carried out with purpose and intention and thus always dealt with the attainment of predetermined objectives. Meiring (2001: 46) writes that the focus of such action is always aimed at an endless cyclical group of inter-related functions. According to Cloete (1985: 2), administration consists of a wide-ranging set of activities which can be grouped according to their respective functions. Six main groupings of functions may then be obtained, namely policy making, organizing, financing, staffing, determining work procedures, and the exercise of control. According to this classification of the administrative functions, policy making is one of six functions. It can be deduced that professional ethics in administration can only be guided by a policy and that was the essence of a policy. Policy making can thus be discussed as follows.

2.3.3 **Policy making explained**

In the study of Public Administration, policy making and implementation is an essential administrative enabling function. (Andrews, 1988: 2) A policy may be looked upon as a general guide to action because a policy specifies the dimensions for such action. (Basi, 1968: 38) Policy was defined by various authors as “… a standing decision characterized by behavioral consistency and repetitiveness on the part of both those who make it and those who abide by it.” (Jones, 1984: 27. See also Dye, 1987: 3) Finally, Yoder, (1959: 11) writes that policy is an authoritative exposition of objectives which indicates what the policy makers want to do, what they want to achieve and where they want to go in promoting the general welfare. It was clear from the above exposition that policy was undertaken in reaction to a specific deficiency or problem in the environment. It can be deduced that policy as a road map to achieve what the authorities contemplate to do. Thus, the ideal situation was to determine policy that would prevent potential shortcomings or problems in the municipal environment and which had to correspond with the will and wishes of the majority of the citizens. Policy making was aimed at addressing a developing environment that had to be changed. Before development could take place, the political office-bearers and chief officials had to identify specific development areas, housing in this case especially in KSD.
Policy formation (Starling, 1977:21), that is make policy simply means to carry out a specific process, consisting of various activities which could be classified into three consecutive steps, namely policy initiation, policy formulation, and policy approval. Each of the three policy making steps were explained as administrative functions according to (Meiring, 2001:51) starting with policy initiation.

2.3.3.1 Policy initiation
Firstly policy initiation should refer to the policy makers becoming aware of a new field of action and the need to undertake a search for development possibilities to promote a “good life” (Cloete, 1982:9). It meant with initiation the activating of the policy making process and, the commencements of the activities to make a policy. Policy making was undertaken in reaction to a specific deficiency or problem in the environment. It should be noted that the policy had not only to be made to solve problems in the environment. The ideal situation was to determine policy that would prevent potential shortcomings or problems in the environment and which would correspond with the will and wishes of the majority of inhabitants in a community. Policy making was aimed at a development that took place, the politicians and development meant change. Before development could take place, the politicians and officials must identify specific development areas. It can be deduced that problems might have existed in such areas and problems should be considered jointly by the politicians and officials. However before an action could be taken, it was necessary that all were aware of the needs, problems or potential problems and expectations of the inhabitants, regarding the development area(s). Policy formulation can be discussed underneath as follows.

2.3.3.2 Policy formulation
Policy formulation, which succeeds policy initiation, can be divided into two main categories. Firstly it must be decided as to what action was needed to solve or prevent a problem. Secondly a suitable proposal or recommendation had to be formulated. By formulation is meant the clear, precise and accurate writing of processed information so as to attain a specific aid (Anderson, 1979:63). Policy formulation was thus the description of a specific problem / need and solution thereto. By drafting such policy proposals or recommendations the policy makers were able to exercise a final choice between the available alternatives to solve or prevent the problem/need. The information that had been obtained had to be classified, described and processed into the required proposals or recommendations.

The various activities which constitute policy formulation are often described as agenda setting (Parsons, 1997:128-129). From this it can be deduced that the collecting and processing of information, e.g. for the setting of and agenda, is a prerequisite for the elimination / prevention of a problem (Dunn, 1994:16). It can be deduced that, the formulation of policy can for study purposes be classified into various consecutive steps. The third administrative step which was policy approval can be worked upon in the following manner.
2.3.3.3 Policy approval

Policy is to be found in various forms, for example, political policy, executive policy, departmental policy and operational policy, because policy making takes place on various levels and various participants play a co-operative role. The determining, for example, of an executive policy such as an act or a municipal by-law differed from the determining of an operational policy as set out in a work program. It should also be remembered the different objects were set on each level of policy making. This could also result in a specific policy, e.g. a housing policy; have political, executive, departmental and operational aspects to be taken into account. It could be received from participants in the policy process, especially the chief officials, individuals and interest groups. In general, each executive institution pursued a specific set of objectives which were closely linked to its main objective (goal) and statutory assignment.

Each executive institution, in the pursuance of its objectives, competed with other institutions for the funding of such objectives. It could thus far happen that some of the objectives could be in conflict or be counter-productive (Meiring, 2001:58). Needs were usually not equal and often difficult to compare or weigh up against each other, e.g. to take a decision to build a road or a hostel for the elderly. It became therefore paramount that objectives be defined clearly It can be deduced that, the network of objectives that were to be found in any executive institution should also be ranked in a priority list, whereby it became clear which objectives were more important than others. The setting and ranking of objectives and proprieties was based upon two questions, i.e. what should be done and what could be done to solve or eliminate a stated challenge? Remedial routes were considered as an already taken route did not lead perfectly to address the stated challenge being a broad deduction as follows.

2.3.4 Alternative considerations

To guarantee that government action met the expectations of the inhabitants and the services were to be rendered as effectively and as efficiently as possible, it was necessary that all available alternatives be considered during the formulation of policy.

According to Cloete (1980:57) in the public sector it is expected that all actions must be rationally undertaken. It was thus necessary to guarantee that the set objective promoted the general welfare. The complex nature of contemporary society meant, however, that it was no simple task to guarantee that government action would always promote the general welfare. Demands from the inhabitants, politicians and officials, for example, influenced decision making. To determine which alternative was the “best”, all the advantages and disadvantages of each solution (i.e. alternative) should be considered.

To consider an alternative required the making of glossary of alternatives, the determining of all available consequences and a comparative of each consequence (Meiring, 2001:59). Only then can an order of priority be determined. Nevertheless, various reasons might influence the considering of alternatives, the more important determinants were costs, needs, existing infrastructure and historical background of the policy.
Even the determination of specific criteria which could influence an alternative was influenced mostly by the cost, needs and the expert advice of the officials in deduction. The following discussion will be on the existing different policy making levels.

2.3.5 Policy making levels
For a purposeful discussion of the policy making function, it is necessary to commence with a statement that public policy is made on various levels by politicians and officials. In this study the different levels will firstly be explained and it will be emphasized that co-operative interaction between politicians and officials will be explained to indicate that officials are not merely responsible for mere implementation of public policy. Public officials were also responsible for providing the politicians, such as political office-bearers, e.g. ministers with factual information for the making of policy that was to be implemented (i.e. executive policy) and were in their own right responsible for the making of departmental and operational policy. Political policy making levels will be dealt with in the following sub-heading.

2.3.5.1 Political policy making levels
Wissink describes the policy making process as a political sub-process within the wider policy process. He further notes that the idea of policy as a process is tightly linked to the idea of a political system (Fax et al, 1991:3). Parliament or council represents a political motivated policy making level. The ruling party usually lobbied opposition parties at this level or used its majority to pass a policy. This might have been prompted by the general public either through petitions or the party identifies a gap by a conference resolution. Khutsong and Matatiele communities engaged parliament regarding demarcation issues until the reopening of the processes. The Minister of co-operative governance (Shiceka) introduced a referendum which justified on both processes that there were gaps.

The White Paper on housing (1994) points to the following specific areas of concern, “the exclusion of rural housing needs from the mainstream of housing policy approaches including the continual sidelining of the working class”. A further modified paper came in (2000) with an idea of RDP houses which was aimed to be all inclusive to both urban and rural.

A deduction can thus be made that politicians took precedence on the policy decisions. Council through its resolutions as informed by the ruling party’s election manifesto, initiated a particular policy and had to go through. The King Sabata Dalindyebo Executive Mayor singled out the urgency in the council to draft policies to guide the municipality going forward. He further reported that even the town clerk had already began to draft ANC aligned policies that would address the policy imbalances of the past in the council as they were undated or non-existent. These aspects came very clear as the research unfolded to completion.
It was further deduced that normatively what the scholars correctly spelt out regarding the envisaged collaboration between officials and politicians in KSD there might be high levels of inefficiencies even at the political level. Carson and Harrison writes that, “more recent text writes have defined Public Administration as all those operations having for the purpose of fulfilment or enforcement of Public policy” and it was widely held that Public Administration is concerned only with the execution of public policies which are determined by political officers. It was not unusual even today to hear such statements as councillors make policy and officials carry it out. Finally deducing from these assertions, those days were recognizing that Public Administrators, information makings and implementation of policy because in the contemporary state, policy was made on various levels as follows in the next sub-heading starting with executive policy making levels.

2.3.5.2 Executive policy making levels

Globally the President or cabinet is assumed to have two policy-making strategies i.e. a strategy based on the use of statutes or a strategy based on executive priorities and prerogatives. Knapp and Wright (5th edition, pages 109-140) writes that in the government and politics of France has been the leading text book on French politics for over a generation and continues to provide students with a comprehensive and incisive introduction to the intricacies of French politics and government. The use of the status by the executive in policy-making was a mechanism to simplify the law for easy implementation. Further policy-making as an executive prerogative was also a bid to realize set goals and achievements.

Based on the ANC 52nd National conference resolution that government had to priorities five important deliverables i.e. health, education, rural development, job creation and sustainable economic development. It meant that executive policy-making was an important level because it translated legislation into implementable policies for implementing agents to do that. Cloete et al (2006:18) is of the view that policy development and evaluation is the cornerstone of policy implementation. The objectives set up were for instance executive policy, has to be crafted in an understandable format so that the administrative personal did not fumble as to what the nature and scope of the of the operation duties were. An imminent desire by the cabinet and the President to carry a political mandate was to introduce an executive policy at a cabinet level. Another element of an executive policy would either crop up from parliamentary debates or questions rose by parties or members of parliament on a pertinent issue like housing. The rural housing policy for instance an executive policy crafted because of a cry from the general masses that “there is no proper stance on government to build houses in rural areas argued former Housing and local government and traditional affairs Mec Nkwinti in the Eastern Cape”,(Queenstown, 2003). He further suggested that there be the existing rural housing policy an executive member.
A deduction can then be made that central to the general service delivery improvement plan, the cabinet was a key role player with its executive powers. It was wonder less why there was a need by the ruling party to ensure that executive members were always awake on these matters or failing which and had to be redeployed. Housing provision had to be championed by a visionary leader in any case. An administrative policy making level will be analyzed.

2.3.5.3 Administrative /departmental policy making level

Departmental policy is the one that is approved by the head of administration irrespective of where it has been initiated. James (1992) states that, “departments have a very powerful hold on the policy process”. He further says,” wherever the initiative for a policy comes from and whatever information and advice is gathered to inform the decision, the actual proceedings of the decision is firmly in the hands of the civil servants responsible for that area”. This tight grip on policy is exercised principally by the “policy core” of the civil service, the relatively small number of officials who work in or round Whitehall Routledge (1992) view this task mainly as “to carry out policy rather than to help shape it, although the chief executive must in practice offer advice to ministers for instance, in change to arrangements for paying income support would be made without the advice of the chief executive of the Benefits Agency”.

The deductions which were be made later could not underemphasize the strategic being of this level. Although this was merely an action or administration arena but its influence cut across the politicians and junior subordinates at the work place. There had to be also an element of willingness to carry out an activity (policy) by the department. Either by an advice from juniors or an identified administrative gap the departmental policy was vital. Deducing from what the writers had said about the departmental policy making level, it was clear that in its very nature a departmental policy itself remained administrative. On this policy making level, chief officials had to be cautious in deciding on the policies, because accountability resided with them especially when the impact or outcomes bring good results. The worst part of it was that officials remained answerable to politicians even out of the administrative policies. In any case department policy-making level presented its plan to the political head and further had to present an approved policy by chief officials to the Mayor / MEC.

Productivity at this level lied in the co-operative interaction between the chief officials and the political head (municipal manager and the mayor). Each of them needed the trust of the other and the housing services stretched that to include the citizens because all policies had a bearing on human beings. It was further deduced that there was no relevance of a top dawn approach where chief officials would order subordinates to do something which did not belong to this level as the custodian of the same. It was unlikely that this level might be challenged even in the courts by the people because of stakeholder non participation. Operational policy making level is to follow as a discussion.
2.3.5.4 Operational policy making level
The active of work programs and in fact operational activities which are undertaken to render public services take place at this level according to Basi, (1968:23). The mid levels were responsible for setting midterm goals and directions and developing the plans, procedures, and processes used by lower levels/this was where supervision regulated clear operational mechanisms to render a service. Role players were each given specific operations at this level with all the guidelines. Thornhill and Hanekom, (1979:51), states that “the implementation of work program is thus the mobilization of resources into specific outputs – the public service”.

This was a decision making on its own right and has great importance. The three top levels were responsible to provide strategic direction of the organization within the broad context of the strategic environment increasing globally. However, the formal part of a social system was only the tip of an iceberg. The essence of the larger was the informal sub-system within which personal beaurocratic political proposals and policies emerged. The first phase was concerned with initiation of action in that the broad and sometimes vague policy goals are transformed into practicable operational action, (Meiring, 2001:73).

A deduction was made that, policy making was a formal process at all levels but when it came to operation tend to be more practical. Its practicability was informed by the consideration of human elements within its procedures. The regularity being of the operational policy making was guided by good leadership. This level demonstrated the capability of the institution or organization to deliver a service. (Meiring, 2001:73 and Basi, 1968:23) observed in policy implementation two phases i.e. planning and programming. These two phases were enormous basis for the policy – operation to be easily applied and achieved at that level.

Operation was as a result of proper planning and programming at the upper policy making levels. Resources to be used at operational level had to be provided at the senior levels, only for its regulation as to how should the resources be allocated to achieve the intended goal. For instance a housing policy would say a unit cost should be this much. To operate on that, senior management had to allocate tasks and resources to provide that unit within the prescribed cost. A procedure to source labour and rate as per the labour act, determined the manner in which officials and councilors should co-operate as will be discussed.

2.3.6 Co-operative interaction between political office-bearers and chief officials in policy making levels (politics/administrative dichotomy)
The role of politicians and officials are inseparable linked practically and difficult to separate. Kramer (1981: 398) writes that contemporary public policy making involves both political and administrative components. In all the policy-making levels none of the two components was required not to play a role or play a less role than the other. Municipal councillors required council resources to reach communities to conduct hearings, the resources were provided by the officials and always required council resolution for administrative activities including salary increments.
Friedrick and Mason (1940:401) state clearly that "politics and administration play a continuous role in both formation and execution though there is probably more politics in the formation of politics and more administration in its execution. It therefore came out clear that, a non competitive attitude between politicians and officials as especially in policy making as the basis of rendering services to the people effectively and efficiently. No matter from where the initiation came, the other component need co-operation of other dearly.

It can be deduced then that Carson and Harris (1994:10) that "more recent text writers have defined public administration as all these operations having for the purpose of fulfilment or enforcement of public policy” and it widely held that public administration is concerned only with the execution of public policies which are determined by political officers. It is not unusual even today to hear statements of that nature, that councillors make policy and carry it out. According to Ismail et al (1997:160) officials draft the policy proposal for submission to their councils for approval.

Deducing from these scientists, it did not matter how justifiable the statements were, but there was consistency in the content that, both components work together in order to achieve a goal in a normal environment. Meiring and de Villiers, (2001:73) put it in that context of public administrative politicians and administrators must collaborate in order to be productive. The discipline and phenomenon needed not compete instead complementing each other as a scientific obligation and a constitutional imperative as contained in the Constitution of the Republic of South Africa (1996). Policy making as an administrative process and function was best achieved through co-operation.

It thus can be deduced that policy making compelled a co-operative interaction between politicians and officials as whether an executive policy was formulated, an official played an advisory role process. In the case of a departmental policy by chief officials politicians always had to give advice. A mutual working relationship between political leaders and administrative leaders (ministers and director-generals) must exist to avoid chaos. Policy making remained an essential tool and base for sound administration, where professionalism and efficient and effective service delivery could be achieved. Each policy making level need to be a participative action by politicians, administrators and citizens in order to ensure better services to the people in the spirit of the Constitution of South Africa.

Although policy making seemed to be more important than initiation and implementation, it was equally imperative that importance of each theory at a specific time depended on the time, place and the nature of the required policy. The nature, time and place blindness of policy making meant that, what actual guided what, when and which policy should be developed. What needed also to be borne in mind was the fact that, there were levels within which policies can be crafted, i.e. Executive, Administrative and regulation.

Political officials and chief officials needed to work together in order to be productive. An executive policy had to be implemented by officials much as the administrative policy had to be approved by the executive before its implementation.
An interactive co-operation between the two parties was essential for an improved service delivery. Political office-bearers as public representatives had an obligation to promote public involvement in policy processes. Policy had to be made by both politicians and officials in a co-operative and interactive manner in the contemporary government and administration. It supposed to take place on four different but interdependent levels.

And always resulted in policy to be implemented as the second step in the policy process, need to be taken in a mechanistic term like the municipal council decides on a policy for the officials to just implement it, argues Franklin (1982:4).

It was often seen as a struggle between those who wish to see the execution of the policy and the executors within the recipients of the service in the process of execution learning and knowledge was obtained. Meiring, (2001:66), further views that, changes in accordance with the needs of the citizens, are continuously met through the nature and place of policy implementation.

It can be deduced that co-operation between the political office-bearers and officials was also determined by the nature and place of a particular policy making and implementation to be initiated. A policy initiated by the council needed the eagerness on the part of officials to implement whereas at the stages councillors have to play a monitoring role. A housing policy need was usually identified by councillors and officials to implement it. To be explained hereunder was the science itself (Public Administration). Different scholars views that ignoring co-operation interactively between politicians and administrators like Franklin (1982:4), who only view the role of officials to just implement. That is totally against the science of Public administration, according to Gurlick and Ulrick (1887) in emphasizing the importance of a political/administrative dichotomy. Public Administration will be dealt with as follows in the next heading.

2.3.7 Public administration explained

Cloete argues correctly so that, “when two or more individuals co-operate to achieve an objective means that an activity has taken place” (2001:14). Public Administration the discipline is different to public administration the phenomenon. Public administration lies in the political arena meaning that at the highest decision making level whilst the public administration is located at an administrative level (chief officials).

The chief official is an accounting officer and is accountable to the political head MEC, Minister, Mayor who in turn is accountable to the legislature or council.

Both the political and administrative heads (mayor and municipal manager) have different roles in a municipality but that doesn’t wish away co-operation amongst them. The political head represents the aspirations of his/her party and the administrative head is apolitical normatively. The envisaged interface between the two requires no political affiliation to the ruling party of the accounting officer but the political will to implement the policies of the ruling party, according to former President Mbeki in the official Opening of Parliament in 2006.
The Constitution of the Republic of South Africa 1996, as amended requires that Public Administration must be governed by the democratic values and principles. It thus indicates that a transparent mechanism is needed in order to realize a particular service. In the study of Public Administrative exist an activity by more than one person or institutions, in this case a council, officials and the citizen. Bayat & Meyer (1994:4) defines public administration as “that system of structures and processes operating within a particular society as the environment, with the objectives of facilitating the formulation of appropriate governmental policy and the effective and efficient execution of the formulated policy”. A deduction in defining and explaining Public Administration can be made that a scrupulous delineation must be created between Public Administration as an academic discipline and public administration, as an institutional activity (phenomenon). It can thus be further deduced also that, the latter will be applicable to this study in a state where there will always be three main groups of functions to be found, i.e. judicial, legislative and executive functions. The functions are viewed widely to encompass public services, activities as well as public institutions as machinery of governance. In the following heading policy implementation will be discussed in the context of rendering of housing services.

2.4 POLICY IMPLEMENTATION FOR THE PROVISION OF HOUSES

According to Van Meter & Van Hom (1974:478) policy implementation are those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions. In the study of Public Administration as a phenomenon in execution of an administrative activity, there are steps within a policy process of which policy implementation is a step. Policy implementation is regarded as the conversation of mainly physical and financial resources into those explicit service delivery outputs in the form of facilities and services, or into other outputs that seek to achieve the objective of a policy. Ronny (1968:7) defines policy as “a declaration and implementation of intent”.

As a step in policy process, implementation is at achieving a set policy objective. The policy implementation involves a number of sub-processes and may overlap over a considerable period of time. Friedrieck and Mason (1940:401), “politics and administration play a continuous role in both formation and execution though there is probably more politics in the formation of policies and more administration in its execution”. It thus can be deduced analytically that writers in public administration as an implementation of an intent. The intention of a council is to render a housing deliverance to the citizens therefore a policy processes that precedes implementation starts. Hanekom (1987:54) writes that policy implementation is a complicated process, with legal prescriptions, and administrative possibilities. The needs, interests and expectations of citizens must be taken into account. To put it in simple terms, policy implementation is defined as a process concerned with the attainment of set objectives in the statement of the problem. Implementation can also be seen as a policy in action continuum which takes place at a particular point in time. It results in interaction and consultation between the main stakeholders, i.e. the political office-bearers, chief officials and the citizens. The essence of implementation of a policy is tantamount to actually doing what is supposed to be done. Cutchin, (1981:51) maintains that “policy implementation aims to put policy or program into operation”.

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A more holistic analysis will however indicate that policy implementation point of departure begins with an interpretation by senior officials of the executive policy, explaining that to the subordinate officials to ensure that set goals are achieved and the required service is effectively rendered. Meiring, (2001:66), writes that “it is often as a struggle between those who wish to see the intention of the policy being executed, those who execute policy and those who receive the services”. Implementation can be regarded as a process of learning in which knowledge is obtained, policy explained, amended, extended to perpetually respond to the changing needs, expectations and interests of the inhabitants. Cloete, et al 2006:180) is of the view that the collaboration of policy development, evaluation and implementation is the cornerstone and pillar which policy process is based upon. It thus, effective policy implementation is the final yard stick to test the policy effectiveness. Various activities must be carried out before the rendering of housing service can be rendered. The following aspects will be briefly dealt with. Firstly, the nature and place of policy implementation will be discussed. Secondly, planning as a step in policy implementation will be discussed. Thirdly, programming, which is preceded by planning, will be discussed and fourthly, project management will be discussed. Lastly, co-operative interaction between political office-bearers and chief officials will be explanatory described.

- Executive functions which consists of the administrative functions. Operational functions and auxiliary functions
- Planning

Policy implementation involves specific sequential steps which have thus far been described as executive functions. Each of the executive functions must be properly planned and programmed before an executive policy can be implemented to render specific municipal goods and services and ultimately develop a municipal area. Policy implementation thus manifests in the activating of work programs. Work programs must be designed and executed to put a policy into operation.

The designing of work programs goes hand-in-hand with planning. With planning, an endeavor is made to attain the objectives set out in a policy as effectively and efficiently as possible. With planning it is aimed to obtain the “best” or “most” advantageous course of action, measured in terms of minimum cost and maximum output, i.e. rendering of services, by choosing between various possible alternatives. Planning is thus purposeful action to decide on the best alternative and should be seen as a utilizing function.

The following steps are usually carried out:

- Identification of the objectives set out in the policy;
- Reasoning about how to get where the policy makers want to go;
- Determining possible alternative courses of action to achieve the given objectives’ and
- Choosing the best possible alternative.

The desirability and feasibility to implement each alternative should be investigated. The alternative which is eventually selected will form the basis for a specific plan of action is to be carried out to attain the given objective(s). The (action) plan provides the broad framework which must then be extended.
For each activity performed to attain a specific objective, it must be reasoned and decided who will do the work, how the work should be done and where the work will be done. Only when this has been done does it become possible to program the various activities.

Planning can be undertaken for various periods of time. Usually planning will be done for a short or long period of time. Short-term planning is aimed at the attainment of short-term objectives, which is part of the operational policy, whilst long-term planning with its long-term objectives is part of the executive policy. Short term planning is thus to be found in various work programs which are made to attain long-term objectives.

From this it can be concluded that planning relates to specific activities that must be carried out. All human action however takes place in a specific environment (place bound) and is also time bound. In planning it is also time bound. In planning it is thus not only necessary to determine the “most” effective and efficient way of action to render public services, but also to link activities to a time schedule and preference order. Such action results in programming the activities as to follow hereunder.

2.4.1 Programming

Programming is an attempt made to obtain the best sequence for performing the activities within a particular time span. In determining the programming results in a program. There are two main characteristics in a program, i.e.

- Classified, scheduled activities, and a

- Time calculation for the completion of each activity, i.e. When to do it

Programming is aimed at

- Ensuring that all activities contribute to the attainment of the (already) determined objectives
- Ensuring that all activities are logically set out and described;
- Serving as a means of communication to convey complicated ideas/plans to work groups and
- Serving as means of control for the execution of a policy.

Programming can be seen as a process in which detail designing for the rendering of services is done and in which the nature, sequence and time duration of purposeful activities are determined. The following steps can be identified:

- Interpreting the objectives set out in the executive and departmental policy;
- Determining operational objectives
- Determining the activities to be performed to attain the operational objectives;
- Determining the mutual relationships between identified objectives;
- Determining the logical sequence for activities to take place;
- Grouping of related activities into tasks and projects;
- Determining the time for the completion of each activity; and
- Determining the total time for the completion of all activities and thus all tasks and projects
Programming is thus a stage in the implementation of policy where the detailed design for the rendering of services is done and where the nature, sequence and time duration and allocation of purposeful activities is determined and such decisions implemented. It can thus be deduced that the global process of enabling the rendering of a public service starts with making a policy and ends with the program which is then to be implemented operationally. Two phases can be observed in the implementation of policy, i.e. the Planning and programming phases.

The first phase is concerned with the Initiation of action in that the broad and sometimes vague (policy) objectives are transformed into practicable operational action. The second phase contains the activating of work programs and comprises in fact the operational activities which are undertaken to render municipal services. It can be deduced that the implementation of work programs is thus the mobilization of resources into specific outputs (the public services) housing in this case.

To change the executive policy into practical operational steps required the goods and services in order to promote the general welfare of the people. Delegation of authority will be discussed in the next subheading.

2.4.2 Delegation of authority
Delegation is a control in the conduct and the study of politics. Governments great and small use delegation to increase the range of services that must be provided by them to the citizens according to Lupia (2005:13). National governments for example delegate to housing ministries the task of providing houses, delegate to finance ministry the task of managing the economy and defence ministry the task if maintaining national security. Indeed the modern nation – state could not exist without delegation, lawmakers would be freed personally to implement and enforce every single law that is made. Storm et al (2005:13) defines delegation as an act where one person or groups called a principal, relies on another person or group called an agent, to act on the principal’s behalf.

National government in the context of South African delegation functions to provinces in order to reach the citizens. In the spirit of co-operative governments and intergovernmental relations delegate authorities to municipalities so as to directly implement the constitutional right to the people. Strom et al (2003:10) further state that “not only do citizens typically not make most policy decisions themselves, they often do not even select or instruct the actual decision makers, but delegation in ways that can be disconcertingly indirect”. The importance of enforcement by statutory bodies like parliament and councils is contained in the Constitution. Municipalities carry out a delegated function in its jurisdictional areas. The municipality is therefore accountable to the province for housing delivery and the province remain equally responsible to national with regard to a function that is delegated. The legislative framework that enforces these responsibilities will be discussed later.
It can be deduced that although municipalities were strategically heated within the communities, provincial government department of housing had to ensure that there is necessary capacity in the municipality to carry out that function. Interventions in municipalities by the province and monitoring are a matter of must because national can intervene in the province through section 100 of the constitution once services do not reach the intended destination. Contemporary and modern nation states belong in the same school of thought about the importance of delegation irrespective of the nature of that, one being with principles of decency and the contemporary one with principles of apartheid through the introduction of the homeland system. Delegations are also done by government / municipality to private sector as service providers. The legislative framework is about to be synthesized nextly.

2.5 LEGISLATIVE FRAMEWORK FOR HOUSING SERVICES IN SOUTH AFRICA

The legislation crafted by the South African government in relation to housing service rendering emanate from the Freedom Chapter as adopted in 1955 that “there shall be houses for all”. The inception of democracy in South Africa in 1994 created high expectations on the part of people especially the poor and the homeless. The (White paper on Housing 1994) identified insecure tenure as the one of the prominent features that causes the crisis situation regarding housing in South Africa. Furthermore, extensive inequalities exist in housing issues between the rich and the poor, urban and rural as well as the different provinces. Within provinces, housing needs are responded to differently. This is as a result of existing economic inability within the citizens.

Housing Act, 1995 (88 of 1995) provides protection measures for housing consumers composed of national relevant departments, i.e. housing, trade& industry, finance, co-operative governance and traditional affairs and public works. The idea behind this piece of legislation seeks to ensure that housing beneficiaries’ rights are well protected.

Prevention of illegal eviction from and unlawful occupation of land (No.95 of 1998) provides for procedures for the eviction of unlawful occupiers, and to repeal the prevention of illegal squatting (Act of 1951), and other obsolete laws, and to provide for matters incidental thereto. Social Housing Act, 2008 (16 of 2008), provides for establishment and promote a sustainable social housing environment, to define the functions of National, Provincial and Local governments in respect of social housing, to provide for the establishment of social housing regulatory authority in order to regulate all social housing institutions obtaining or having obtained public funds, to allow agents with the benefit of public money, to give statutory recognition to social housing institutions, and to provide for matters connected therewith section 26(1)&(2) of the Constitution of South Africa,1996. The clauses put emphasis on housing as a right and obliges the state to legislate accordingly respectively. National Environmental Management Act, 1998 (107 of 1998) provides for co-operative, environmental governance, by establishing principles for decision making on matters affecting environmental, institutions that will promote co-operative governance and procedures for coordinating environmental functions exercised by organs of state and to provide for matters also connected therewith.
Home Loan and Mortgage Disclosures Act, 2000 (63 of 2000) provides for fair lending practices, which require disclosures by financial institutions of information regarding provision of home loans. Rental housing Act, 1999 (50 of 1999) also specifically provide for all the information and disclosures of rental housing.

The low income group is unable to provide houses for themselves whilst the rich do not see housing as an issue but is an investment according to public service commission housing audit report (2007) referring to the high levels of illegal reselling of the RDP houses by the rich. A province’s role in the new local government dispensation is clearly stipulated in Chapter 6 and 7 of the Constitution of the Republic of South Africa. It is important to look at the monitoring and support of local government, by provinces, especially focusing on how municipalities perceive the support and monitoring what to expect from provinces. Co-operative governance and intergovernmental relations concern the interaction of the different spheres of government as promulgated in chapter 3 of the Constitution. In terms of section 40 of the Constitution these spheres of government are distinctive, interdependent and interrelated. It is imperative that provinces take cognizance of these principles when monitoring and supporting local government. The monitoring and support function of the province needs to be done in the ambit of co-operative governance. The participative role of all stakeholders is critical in as much that Constitution of the Republic of South Africa minces no words but emphatically demonstrate the importance’s of working in collaboration. The White Paper on Housing (1994) defines specific serious aspects that exacerbated the housing inequalities as “the exclusion of rural housing approaches, as well as the perpetual isolation of the working class more especially those who work in the private sector”. Mines and industries used hostels to dwell workers separately from the broader community. The housing backlog and squatter camps escalated.

The deficiencies in policy development and the demise of the reconstruction and development program caused the rapid land invasion and informal settlements. The legacy of the past cannot be blamed for this predicament alone but inconsistency and lack of planning by government. The deduction can this be made that, the pronounciation by the South African President (J. Zuma, 2009) that there be a planning commission in the Presidency is a direct response to that. The Constitution of South Africa, 1996 states that adequate shelter must be provided. This means therefore that as a basic human right, housing should be provided adequately. Municipal Structures Act, 1998 (117 of 1998) also put it very clear that “the provision of basic services is a competence of the municipality”. Citizens of today feel neglected and denied a basic human right, no wonder there are continuous demonstrations and protests, people patience is exhausted. It can be further deduced that the housing crisis in South Africa requires a policy which will cut across all provinces. Provinces keep on changing systems of housing provision and municipalities introduce but laws which at times are inconsistent with the constitution because there is no national housing policy which is a catalyst to all spheres in South Africa. It can deduced that working together of all role players is not necessarily a Constitutional requirement alone but is a determining factor of how the democratic principles are adhered to in service rendering. The role of municipal authorities will be discussed here-under.
2.6 ROLE OF MUNICIPAL AUTHORITIES IN THE RENDERING OF HOUSING SERVICES

Municipal councillors and officials are the authorities whose responsibility is so critical in the rendering of housing services in a municipality. Meiring (2000:76) states that “municipal councillors and officials are committed to render services of a high ethical standard and in the interest of the public”. The commitment hereby referred to is a scientifically identified obligation as scholars of public administration always state. The statutory pronouncements as entailed in the Constitution, Municipal structures and systems act put it categorically clear by further defining different roles of each component in the tripartite needed interaction involving, politicians, officials and citizens. In other words participants according to Robson (1967: 6), the role of councillors and officials in the rendering of housing are to work together and ensure that there is high level of professionalism in doing so. Neutrality, in respect of the public must be the name of the game. The Municipal councillor and official work together and the official do not work in isolation. On the other hand, it can also be stated that no municipal official owns the municipal government or his / her office. Graham wrote that, “government on any level/sphere belongs to the public and the municipal officials role is that of a trustee in the use of his/her authority (1974:92).

A deduction can be made that the decisions conduct, behaviour and actions of the municipal authorities are influenced by various factors, resulting from the prevailing environment. It therefore means that proper ethical conduct in municipal government and administration requires thus that municipal councillors and officials be honest with themselves and with members of the public and deal with all people like the manner in which they would like to be dealt.

It can further be deduced that both municipal councillors and officials have to respect the values, cultures and traditions in the execution of their duties. Ethical correctness of an individual has a strong element of putting the interest of the general public first. This can also be translated in the business language that “a customer is always right” according to Business world magazine (April 2009, p. 41). All services rendered by the municipal authorities have laid down procedures emanating from the operational policy imperatives therefore that should be the catalyst on the authorities to be effective and efficient in rendering housing services. The housing situation in South Africa will be analyzed in the next sub – heading.

2.7 HOUSING SITUATION IN SOUTH AFRICA

Under apartheid, segregation was mandated by law. Knight write that “blacks could not live in “white” areas but had to live in townships or in impoverished rural areas known as Bantustans (July 20010).” (He further notes that very little housing was built for Africans by the apartheid era. The legacy of the past has therefore presented a huge challenge of housing for the ANC government. Africans although being the majority in the population, were systematically ignored in favour of the “White” minority.

After the attainment of democracy in 1994 and the adoption of the Constitution of South Africa two years later, the ANC government responded to the constitutional obligation by committing itself to build adequate houses for all the people of South Africa.
That was also an undertaking contained in the Freedom Charter as adopted in 1955. Housing as it was made to be a basic human right and basic service by the Constitution. The people had high hopes that, houses would be provided in accordance with the demand on the ground.

The ANC government managed to build completely 1.1 million houses in secured tenure, running water, sanitation and electricity. Still needed is between 2 to 3 million units according to development monitory (May 2001, GC Publication). The backlog therefore was exacerbated by slow housing delivery by municipalities including KSD because of internal fighting between politicians and chief officials and corruption in the provision of housing (City Press, Topic 24, p.1, dated -29 -10 -2000). It is alleged that a councilor had rented RDP houses to the poor for R200 a month, Daily Dispatch,(Topic 04, p.1,dated 20/01/2006). Barry of the “Mail & Guardian” claim that “about 7,5 million people in South Africa still have to be provided with adequate housing – despite more than five million people being given shelter in the past six years,” (Johannesburg, June 29, 2001). Mthembi – Mahanyele in her policy speech as Housing Minister said, “the provision of 1, 1 million homes in six years was an achievement that very few, if any, countries had matched (Department of Housing, 2001).

An analytical expression would be that, the ground that has been covered in the housing provision cannot be underestimated although the unscrupulous behaviour by the municipal authorities seems to be a huge challenge. Communities are now impatient because of the bad and negative reports by media quarters; this deducing is further confirmed by the current demonstrations which are at times violent. May be the Human Settlement now as dealing with housing will deal with these bad element because of the broad nature that seek to ensure that housing is not just the roof and wall but basic social amenities from different stakeholders involved in general house holdings. Hereunder there will be a deliberation on what obligation does the province have in rendering of housing.

2.7.1 PROVINCIAL OBLIGATION TO RENDER HOUSING SERVICES
Section 26 of the Constitution of the Republic of South Africa, 1996, states that everyone has the right to have “access to adequate housing”. It is the government’s duty to take reasonable legislative and other measures within its available resources to achieve the progressive realization of this right. Provincial legislatures and local government shared responsibility with national government for service delivery of adequate housing. The province is constitutionally bound to ensure that there was adequate housing services rendered to the people. These obligations render the province directly accountable to national for this service as a delegation from national as well.

The equal sharing of the housing responsibility by national and province put more amount of share to the province, because communities reside in provinces. “We have an obligation to give people who are homeless or at risk of homelessness the opportunity to live in safe, clean and affordable housing”, said Campbell (2007:137). Provincial government had been in the fore front in housing even before year 2000 where local municipalities were democratically established. In the Eastern Cape during the era of former housing MEC Nkwinti, the province of the Eastern Cape came first in provisioning the highest number of housing units in 2003/04 financial year, (The housing report in the legislature, Bhisho, 2004).
A deduction can be made thus that the province has a right to delegate a housing service to be rendered by the municipality if there is enough capacity. When there is talk of that capacity in the part of the local sphere, the provincial departments has a responsibility to provide that capacity, monitor and evaluate the quality of the houses rendered. In the KSD municipality report by the chief housing officer, there is not even a section in the municipality except her (Ms Mkwali) and another official that are manning the housing unit, (07 December, 2009). The situations of this nature are more in the small municipalities.

It can be further deduced that the provincial obligation is here to stay in the Eastern Cape in fact the provision of housing cannot be delegated to municipalities because of the capacity related reports, (state of municipalities in the Eastern Cape 2008). The provincial legislature has a responsibility to ensure that both the department of housing and the department of local government account jointly or individually on the rendering of housing services in the province. The executive council (cabinet) has to support these MEC’s so that decisions at the cabinet level assist this cause. In the following sub-heading the municipal obligation will be synthesized.

2.7.2 Municipal obligation to render housing services
The municipal obligation can be simply defined as a joint responsibility of municipal councillors and officials in rendering of housing. Thakathi writes that “municipal councillors and officials could promote moral and ethical values in an effort to promote good governance and administration by adhering to such principles (1997:39). In execution of its mandate the municipal obligation is to apply democratic values at all times. Housing in accordance with the Municipal Structures Act, 117 (117 of 1998), give powers to the municipality to render basic services to the people of whom housing is part of.

The Constitutional imperative that regard housing as a shared responsibility to national and province require municipalities to co-operate with these spheres. Although the Municipal Structures Act, 1998 (117 of 1998) require the municipal institution to do a function within its financial viability, as a basic service to be funded, an application of funds to the province must be made on behalf of the people that are an obligation. It can be deduced the housing service cannot be rendered without the involvement of the municipality. The municipal obligation that the provinces rely on the data from this institution cannot be undermined. It is not the state of financial ability of the institution that obliges the municipality to render houses, but a constitutional obligation enforces the provision of houses to be done by them.

Another municipal obligation as a deduction from the theoretical expression made by different authors is that communities must be treated with high level of dignity by the institution. When the community is not about the quality of the houses built for them, it is obligation of his municipality to address that property to the satisfaction of the citizens. It is further deduced that the municipal has an obligation to account to the people about all the issues affecting the rendering of housing services.
The obligation further enforces the municipality to approach funders of housing project initiated at a municipal level. A final deduction can be that because of municipal being and location, communities reach this level easier. The researcher is now going to conclude this chapter in the following heading.

2.8 CONCLUSION

The study of public administration as it requires a co-operative interaction between politicians and officials. In the literature reviewed, a justification has been about the importance of formal and informal relationship between the two components to the benefit of the third participant being the citizen. An interface between the politicians and officials is required by the principles of Public Administration which are entailed in the Constitution. Decisions are made by municipal councillors and officials and the aggregate of those decisions constitutes the final decision and thus a policy. Because the needed collaboration between politicians and officials must have a jointly created base, which is a policy to inform the quality and processes guiding to the rendering of an effective service. To render services by municipalities aim at promotion of the welfare generally of the community. Housing delivery carries a lot of financial resources that might not be afforded by many municipalities like KSD, therefore the superior spheres being, National and Province are obliged by the Constitution to ensure that rendering of municipal services is realized by the people on the ground. Policy making has manifested itself to be the fertile ground where the interface between politicians and officials can be measured, especially in rendering efficient and effective service like housing.

There are distinct roles between political office-bearers as against chief officials but that do not justify separation or isolation of each other in order to achieve a goal. The question, what should be expected from municipal political office-bearers and chief officials cannot be responded to in isolation to the environment within which municipal political office-bearers and chief officials operate. On the further concluding remark, one might point out that the value laden nature of municipal government and administration end up in a number of issues as to what should be done and when it should be done. Then the consideration of the normative approach must be made. The ideal situation measured with the real situation results in a need for situational need analysis.

Housing delivery like any service rendered has no uniformity because of the unique nature of a human being. The behavioural aspects of each individual are in formed by the values, traditions and religions that are common within an area. The manner of how politicians and officials conduct in execution of duties must be influence by the ethical values. Different levels of spheres of government do not differ in the application and need no competition amongst spheres. The co-operative governance approach in justifying the synergy within spheres of government will allow effective and efficient rendering of services especially at local level sphere. The bone of contention has been to investigate as to how co-operative interaction between political office-bearers and chief officials in housing service rendering, basing that on what the scholars of Public Administration and Legislation say. It has been proved beyond reasonable doubt the importance of normative political/administrative dichotomy for effectivity and efficiency in service rendering.
The lack of implementation of the principles in totality of the Constitution in rendering of housing services compromised the entire image of the ruling party. The hypothetical view has been proven to be correct that in KSD, political office-bearers and chief officials did not co-operate interactively as a result housing services were not rendered effectively and efficiently.

In conclusion further, all what the authors have written about will be elaborated on as the research steps unfold. Clearly came up on the review of the literature in this study, there is a very thin line separating politicians and administration and that is the discipline and phenomena respectively and required each other to be a functional activity. There is a need to have a policy on housing that will be guiding provinces and municipalities. This deficiency will address problems of housing within provinces and municipalities with an over arching elements of redressing the imbalances of the past. Emphases on the co-operative interaction between political office-bearers and chief officials in housing rendering services will be further stated in the following chapter which is the research design and methodology.
CHAPTER THREE
RESEARCH METHODOLOGY AND DESIGN

3.1 INTRODUCTION
The purpose of this chapter is to provide a framework in order to articulate the investigation, to describe as to what the study seek to investigate, explain the importance of these aims. The chapter defines and put into the public administration context the boundary of the research, it describes and explains the manner in which research methodology and design were applied to collect and process data. The following aims has been set for this chapter .Firstly ,the chapter describes and explains the method that followed to obtain permission from the KSD municipality to conduct the research within their municipal boundaries. Secondly, the chapter explains this scope of the study .The feature of the survey area is also discussed. Thirdly the research design was explain. Special reference was given to the research strategy, target population and sample detail. Fourthly, the chapter describes and explains the research methodology used in study .Special attention was given to questionnaire details, data collection procedure, data analysis techniques and limitations details. Lastly, an undertaking to uphold strict ethical behaviour and conduct was provided. (Hofstee, 2006: 113) the permission to conduct the research within the boundaries of the King Sabata Dalindyebo Municipality was obtained as follows

In this chapter different sub- hearing will be described, explained and applied in order to provide a clear method as to how study will be conducted, procedures and processed to be followed .The purpose of this chapter is to provide in detail as to how the extent of co-operative interact between political office-bearers and officials affect the housing delivery to be followed .The purpose of the chapter is to provide in detail as to how the extent of co-operation interaction between political office-bearers and chief officials affect the housing delivery in King Sabata Dalindyebo municipality (KSDM).

The Public Administration study or science has been proven beyond reasonable doubts that there should be an interface between politics and administration. Scholars and statutes have stated clearly on the need for these components to complete each other.

The KSD local municipality to provide houses for the area of its jurisdiction .It is necessary that this must provide a professional method guide or logic in the entire work of the researcher.

The following aims of this chapter have been set as follow:- Firstly the permission to conduct research ,secondly scope of the study ,thirdly survey area, fourthly research design and methodology ,fifthly research strategy ,sixthly data collection instruments, seventhly population details, eighthly sampling details, ninthy questionnaire details tenthly data collection procedure, eleventhly response rate ,twelfthth data analysis, thirteenth limitation of the study ,fourteenth ethical consideration and lastly the conclusion. The first aim which is about the permission to conduct research will be deliberated on.


3.2 PERMISSION TO CONDUCT RESEARCH
The King Sabata Dalindyebo Municipality was frequently approached by researchers for assistance and approval to conduct research with schools, early childhood services, and staff member of the department, services rendered or funded by the department (DEAED, January 13, 2010, p.11). The Department of the Municipal Manager reviewed application to assess the following:-

- Benefit and value to the municipality
- Burden and impact of the study in the institution and participants
- Appropriateness of methodology in the municipality
- Ethical design and conduct of the proposal which includes issues such as consent, confidentiality, privacy and protection.

The researcher wrote a formal letter to the Municipal Manager asking for permission to conduct the research at KSD local municipality. The letter was hand delivered to the Municipal Manager and the reply was collect by the researcher. Both copies of the letter and response attached as supplements at the back of the dissertation. Also the questionnaires were sent likewise to the municipality having sought and granted permission by the municipal manager of KSD local municipality.

Seeking first permission to conduct research was a policy of the municipality which guarded against the unscrupulous access of internal information by outsiders. It meant therefore that the aim of seeking that information had to be beneficial to the institution concerned.

For instance as a deduction in the case of this study, the authorities as KSD determined as to what extent the research or researcher would assist that municipality to improve on housing delivery. The approval to conduct research made easy by the professional approach of the researcher. The official letter and institution's name also bore researcher's name and contact numbers. The survey area will be dealt with in the next sub-heading.

3.3 SURVEY AREA OF THE STUDY
The study was limited to the KSD Municipality in the Province of the Eastern Cape.

- King Sabatha Dalindyebo Local Municipality
- Mhlonlilo Local Municipality
- Mbizana Local Municipality
- Ngquza Local Municipality
- Ntabankulu Local Municipality
- Nyandeni Local Municipality
- Port St. John's Local municipality
The KSD Municipality was one of seven local municipalities in the District of O.R. Tambo in the Province of the Eastern Cape with its head offices in Mthatha (Portfolio Municipality, 2008:349). The survey area for the study was found to be a key factor in retrieving and local information that was relevant and up-to-date.

The King Sabata Dalindyebo Municipality as the biggest local municipality in the O.R. Tambo District in terms of its population of 496 000 was identified as best suitable for the research. This municipality was 95% rural and with high poverty level. The population of the district was 1740 664 according to statistics South Africa, (2001). The KSDM because of its population had high demand of housing. All the seven local municipalities had almost equal poverty status because of the rural nature, (Portfolio Municipality, 2008). A deduction could be made that KSD municipality constituted the highest population in the District and its centrality would serve an overarching experiment. The research design and methodology will be discussed in the following sub-heading.

3.4 RESEARCH DESIGN AND METHODOLOGY

The contemporary work environment with its diversified nature is faced with an increase arrant of new technological equipment and technique which influence work performance directly. Fundamental to every action, and thus also research refers to investigation of the method of obtaining, organizing and analyzing data. Polit and Hungler, (1993:150).

The research design is the plan to be followed in any research to achieve the research objectives and hypothesis. It specifies the methods, instruments and techniques for collecting and analyzing data. Churchill, (1998:203). A deduction can be made that there are different mechanisms to carry out an investigation, depending on a specific designed plan to be followed in a particular study.

Fundamental to every scientific research is a method which can be explained as a prescribed manner for performing a specific task, with adequate consideration of the problem, objectives and hypothesis. Meiring,(2001:156)/Kerlinger ,(1986:10)writes that science research is a systematic, controlled, empirical and critical investigation of natural phenomena, guided by theory and hypothesis about the presumed relations among such phenomena such phenomena. In every research project it was important to determine exactly what method were to be used to collect data and what factors would influence the collection. (Kerlinger,1986:10) A scientific method is described as ‘(t) he ideas, rules, techniques and approaches (that a scientific community uses to create and evaluate knowledge.” Neuman, 2006:11) the method is thus vital to the effectiveness of the study because a result can only be accepted, rejected, replicated or even be understood in the context of how to get there. The method explained how to get to the conclusion. The methodology for chapter three can thus be discussed as follow:

Hofstee,(2006;120)writes that the research design provides a theoretical back round to be used in the research. A research design is the basic plan which guides the data collection and analysis phase of the study.
It provides the framework which specifies the type of data to be collected, the source of data and the data collection procedure. The research design dictates the boundaries of the research activity, (De Vos, 2005:132+Salkind, 1977:371). It was deduced that two types of research approaches were used in this study, namely a qualitative and quantitative approach. The two approaches will be dealt with starting with quantitative approach nextly.

3.4.1 Research approaches
Two types of research approaches were used in this study, namely a quantitative and qualitative research approach.

- Quantitative research required that the data collected be expressed in numbers. It might be qualified. Various factors would influence it. The methods used to conduct quantitative research are exploratory, descriptive and experimental. (Strig, 2004:41)
- Qualitative research reflects approaches to knowledge production. This type of research commonly uses qualitative data. Qualitative data refers to any information that the researcher gathers that is not expressed numbers. (Tesch, 1990:55). Qualitative data includes information such as words, pictures, drawing, photographs and films.

The need existed to use both the quantitative and qualitative approaches in this study, considering the differences between approach or a combination of the two. In this regard, (De Vos et al., 1992.002:81) writes that there is general agreement amongst most authors that human science in reality employs both qualitative and quantitative methodology—“sometimes consciously, sometimes unconsciously.” This approach was also adopted in this study. A deduction made was that the use both quantitative and qualitative approaches would best serve the purpose of the research in its entirety. In following sub-heading the strategy of the research will be discussed.

3.4.2 Research strategy
The research strategy for this study was based on a case study. (Kane, et al, 2001:116). Robson, (2002:178) stresses that, “a case study is a strategy for doing research which involves an empirical investigation of a particular phenomenon, within its real life context using multiple resources of evidence”. The research strategy can be in other words being tempted as a case study in simplicity. The researcher’s mechanism to achieve the objectives of the study was determined by the level of working according to the plan as a strategy.

It can be deduced that if a plan as agreed has been used or followed accordingly there is no likelihood of being unsuccessful. The success of the study would therefore oblige the researcher to work according to plan which put emphasis on keeping time, resources and boundaries. A deduction could be made that the researcher successfully developed a plan and did the work accordingly. The data collection procedure and instruments will be worked upon nextly.
3.4.3 Data collection procedure and instruments

The purpose of this procedure was to provide the framework for a uniform, accurate record system that increased diary farmer’s net profit (DHIA, June, 2002).

This procedure guided the researcher to do the work accordingly and consistently.

Two main components of data collection and processing i.e. interviews and questionnaires are important to ensure effective scientific research, namely a theory construction components, based on literature study, and a theory testing components which consists of an empirical study. Meiring, (1987:45). The literature study consists of primary source such as a municipal minutes and annual reports, and secondary sources such as published books on the topic. In the empirical study questionnaires and interviews were used to collected data from the respondents. It can be deduced that all data collection and instruments to be used were procedurally collected. The questionnaire details could be explained as follows.

3.4.3.1 The questionnaire details

A questionnaire can be described as method of collecting primary data where a list of pre-structured questions are given to a chosen sample to elicit reliable responses, (Collis and Hussey, 2003:173). The questions were classified into two forms namely open and close ended questions. This means that the questions were ballad and explanatory in form.

a) Open-ended questions, which are a type of survey research questions in which respondents are free to offer any answer they wish to the question. Such questions are unstructured and is often referred to as free-response questions; and

b) Close-ended questions, which are a type of survey research questions in which the respondents choose from a fixed set of answers Bailey, (1982:127 and127).

The questionnaire above was also sent to political office-bearers as well not to ordinary councillors only.

The following questionnaire was used in this study:

Questionnaire One: Questionnaire to municipal and provincial political office- bearers and chief officials.

The questionnaire deals with the following headings:

- Demographical (personal details of respondents
- Role of political office-bearers and chief officials in the initiation of policy (input phase)
- Role of political office-bearers and chief officials in policy formulation (Processing phase)
- The delegation of authority to chief officials
- Role of political office-bearers and chief officials in the approval of executive policy (Processing phase)
- Evaluation of housing services (Output phase)
- Impact of existing legislation (Policy) on housing services

Questionnaire two: Questionnaire to municipal stakeholders.

The questionnaire deals with the following headings:

Evaluation of municipal housing services: Different question on the following phases:

- Inputs phase
- Processing phase
Outputs phase
Impact phase

These questions were structured as deduction and further that the questions asked in the context that sought to indicate the extent of housing service rendering through co-operative interaction between municipal political office-bearers and chief officials. Twenty (20) questionnaires were distributed by the researcher. Questionnaires were distributed and collected by hand and by fax and accordance with the agreement of the respondents. A deduction made, clearly showed how different questions were asked and responded to by participants.

3.4.3.2 Interview details
Interviews are the predominant mode of data collection on information in qualitative research. Regarding an interview Kvale (1996:14) remarks as an interchange of views between two or more people on a topic of mutual interests, sees the centrality of human interaction for knowledge production, and emphasises the social situations of research data. Seidman (1998:2) writes that one interviews because one is interested in other peoples stories. All interviews are interactional events and interviews are deeply and unavoidable in creating meanings that ostensibly reside within the participants (Manning, in Holstein and Gubrium, 1995:4) –Kvale (in Sewell, 2001:1) further defines qualitative interview as, attempts to understand the world from the participants point of view, to unfold the meaning of people’s experiences and uncover their lived world prior to the study. It can be deduced that interviews is a form of interaction between two or more people which results in a gain of knowledge based on experiences of the participants.

The semi-structured interviews will be used in the study. In terms of the study the municipal stakeholders who understand the current housing situation, quality of housing and the problems experienced in the rendering of housing services in KSD municipality at Phola Park informal settlement.

At this stage the researcher intended to receive first hand information about the study. The acquired information had enabled the research to verify the hypothetical questions about KSD regarding house rendering. Whether the co-operative interaction between municipal political office-bearers and chief officials could be attributed to the extent of how the rendering of houses took place. The researcher puts together literature that is books, journals, statutes, reports at etc. Speaking on housing service rendering in South Africa precisely King Sabata Dalindyebo local municipality as reference. Questionnaires entailing questions regarding this service in KSD local municipality had been responded to by the respondents as identified.

It could be deduced that data collection instruments empowered the researcher to establish whether a correlation existed between the municipal political office-bearers and chief officials in the provision of housing to citizens putting together the collected data has thus been an important strategy to produce a scientific view. The usage of this data brought the needed authenticity in scientific investigation. Nextly the population details will be analyzed.
3.4.4 Population details

By population is meant a group of potential participants or cases from which the researcher draws a sample and to which results from the sample are generalized. (Newman, 2006:224 & Salkind, 1997:96.) Brynard and Hanekom (1997:43) write that the population refers to objects, subjects, phenomena, cases, events and activities, which the researcher would like to study and to identify data. The population is thus the total set from which the individual or units of the study are chosen. It can be deducted that participant's title; addresses and contact details will be first collected.

A population, due to its size, for example the population of a town, needs to be defined more clearly as the population. Newman (2006:224) writes that a target population is required and that a target group is a specific pool of cases that are to be studied. Bless and Higson-Smith (1995:87) explains a target population as a set of elements that the researcher focuses upon and to which the results obtained by testing the sample should be generalized.

The researcher identified the population of the area where the study had been conducted with the potential participants in this study. Important role players like politicians and administrators KSD municipality and leaders of the community of that area will be clearly identified in the next sub-heading; its details must be recorded. The target population of this study consists of the council's portfolio head, section 57 manager responsible for housing and citizens' traditional leader of the Abathembu Kingdom. It was clear that the target population and survey area was too big for the purpose of this study, and that a sample was required. A new paragraph for this purpose will be created as sampling details.

3.4.4.1 Sampling details

By sampling we meant any portion of a target population as representative of that population. A sample always implies the simultaneous existence of a larger population of which the sample is a smaller section or a set of individuals selected from a target population. (DE Vas, et.al. 2005:193+Gravetter and Forzano, 2003:465). The process of selection the element from a larger population was thus called sampling.

There were various sampling methods, for example non-probability sampling such as quota sampling, cluster sampling, snowball sampling, random sampling, stratified sampling, systematic sampling and purposive sampling. Salkind, (1997:379) & Neuman, (2006:220). Non-probability sampling is the selection of sampling units from a population using non-random procedures. (Neuman, 2006:220) Non-probability sampling was seen as appropriate for this study. Purposive sampling is a non-random sample in which the researcher used a wide range of methods with a specific purpose in mind. The sample was based on judgment of the researcher and did not follow the theory of probability in the choice of elements, such as political office-bearers and chief officials from the sampling population. (Kumar, 2005:117, Neuman, 2006:223 & Babbie and Mouton, 2002:207). In this study, purposive sampling was used as a sampling procedure and the sample was determined as follows.
The chief officials for KSD Municipality were selected as a representative sample of the administration population. The following sub-heading will be on sampling details. It can be further deduced that sampling in this study was used to take care of all role-players in K.S.D municipality. The outcome of the research then became broad and showed exactly how the housing service rendered. After this activity in this study, questionnaires were issued to stakeholders with the following details:

The sample can for example consist of the following respondents.

Political Office-Bearers

- Executive mayor of KSD municipality.
- Executive committee chairperson
- Councilor(s) (Responsible for housing)

Chief officials

- Municipal Manager of KSD municipality.
- Municipal department head of KSD municipality. (Responsible for IDP)

Stakeholders for citizens

- Non-governmental organization and civil society, community based, business, and faith based organizations.

It can be deduced that all stakeholders were represented accordingly through this sampling methodology.

3.4.5 Data analysis

The purpose of any research is not simply having data, but to deduce information from the data collected. The quantitative information received and the Ballard response were translated and contextualized into what means in this study. Correlated issues had been simultaneously translated into a qualification of a hypothesis that needed a proof as a response. The data can for example be analyzed in an inductive (for quantitative) and deductive (for qualitative mode. The analysis of data is premised on deductive analysis, which methodologically is ideal for a qualitative research. Vithal and Jansen (1997:27) writes, that researchers can only make sense of data they collect through organized and arranging the data into manageable form.

The data should be coded by categorizing and breaking it into broad sections in order to make sense of accumulated information. Data ought to be collected, recorded and arranged systematical for interpretation. Statistical packaging programmes can be used.
For easy interpretation, data can be packaged into manageable themes and variables.

Data can also be analysed by using tables, excel spreadsheets and graphs.

Amongst the number of data analysis, the researcher had for purpose of this study, used the manageable themes and variables packaging. This packaging was best suitable for this exercise because the respondent were similar in categories from each area. Mayor’s response was packed in one package, ward councilors and community based organization from K.S.D municipality in its separate package etc. It can be deduced that these packaging enabled the researcher to translate easily the data into the required information.

Data was analyzed by the statistics department of the University of Fort Hare. The statistical package which was used to analyze the data is the Statistical Analysis System V8 (SA) the package Statistical and SPDD were also used for analysis of graph. The data was quantitatively and qualitatively analyzed. Quantitative data analysis is defined as, “the numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that the observations reflect, (Babbie, 2007:405).

. Limitations of the study were on the line to be presented.

3.5  LIMITATION OF THE STUDY

The forthcoming local government elections had negative impact on the work of the researcher. Both politicians and officials had already begun to prepare for such elections including the citizens. The condition of the roads in KSD municipality also affected the completion of this study. Financial implications as a result of this exercise were another problem because of the vastness of the municipality in question.

There researcher telephonically arranged meetings with participants in order to categorically explain the purpose of the study. Also had to clearly spelt in the conversation with respondents is that this was a voluntary exercise on the part of them and no monetary exchanges would be done in the issuing and collection of the questionnaires. To safeguard ethnics the respondent were given a right to or not to respond at any stage. A deduction was made that the researcher chose to be simple but professional in approaching the respondents. The researcher made use of his parliamentary status to influence co-operation amongst the participants who in anyway were the researchers customers. The researcher commanded much needed trust upon a public representative which the researcher was. All the factors that would negatively affect the speedy process of this investigation got easily changed to be positive by the researcher by ensuring that during the execution of his parliamentary work he killed two birds with one stone. It can be deduced that the researcher had to be proactive enough to facilitate meetings with the authorities concerned. In the following and last sub-heading, ethical considerations will be discussed.
3.6 ETHICAL CONSIDERATIONS

Trydom (2007:56) writes that, “the fact that human being are sometimes the objects of study in the social science bring unique ethical problems”. A research had to completely conform to specific ethical requirements can be divided into two broad categories of responsibility. Firstly, the responsibility towards human and non-human participants, and secondly the responsibility towards human and non-human participants, and secondly the responsibility towards the discipline of science that required them to be accurate and truthful.

Marlow (1998:151) emphasizes that it is important that the researcher obtain the informed consent of the potential participants, that the participants be told what the purpose and the objectives of the research project are, to enable them to give a voluntary consent or otherwise reject participation before commencement of the exercise. De Vos (2007:57) explain that emphasis should be placed on precise and complete information so that the participants may able to thoroughly make up a reason decision about possible participation. Leadly (2005:102) writes that all researcher should respect the participants right to privacy. A deduction was made that no amount of information can be exchanged for monetary gains. Participants were further guaranteed that ethical safeguard was ensured. In the conclusion all what had been done in this chapter will be recorded accordingly as follows.

3.7 CONCLUSION

The background of how people were segregated by the apartheid era demonstrated exactly that it was a well orchestrated agenda that housing was not meant for all citizens especially the blacks. It was only after the attainment of democracy in 1994 and the introduction of new housing legislations and repeal of obsolete laws that afforded the black masses a right to decent housing in South Africa. An introduction of the study explicitly spelt out the purpose of the study which was to investigate as to whether the lack of co-operative interaction between political office-bearers and chief officials in housing service rendering in KSD municipality was the cause of non housing service delivery. The researcher sought the permission to conduct the investigation in KSD municipality from the municipal manager. A professional approach used by the researcher in seeking such permission assisted the process to be faster than expected. The researcher wrote a formal letter to the municipal manager detailing the purpose of the study and what prompted the researcher to identify KSD municipality. The fact that the researcher clearly demonstrated the passion to contribute to the betterment of the KSD citizenry’s lives as a bona fide son of KSD municipality brought an interest of all leaders of the municipality to assist the process. All the participants were co-operating because the researcher explained every aspect of confidentiality, voluntary, right to stop participating as when a person felt.

The target population according to Newman (2006:224) writes that “a target population is required and that a target group is a specific pool of cases that are to be studied “The pool that was referred to be located within KSD in terms of this study. It was the rate of responses received and analyzed that authenticated the study here in question (Co-operative interaction between the political office -bearers and chief officials in
KSD local municipality). The co-operation only related to the housing service rendering in this case. Sampling methodology enhanced also the legitimacy of the study once all stakeholders had participated.

The delimitations of the study the boundaries as a scope were important and the fact that factors with an element to limit the scope were not taken lightly. (Meiring, 2001: 156) Kerling, (1986:10 ) writes that “a scientific research is a systematic, controlled, empirical and critical investigation of natural phenomena, guided by theory and hypothesis about presumed relations among such phenomena”. It thus became critically clear that this investigation was a remedy in unanswered and perceived issue. There was a perception that there was no or not enough co-operation interactively between councillors and officials in KSD municipality as a result, the housing services were not rendered as supposed to be.

An important aspect that was cutting across in this investigation was that the continuous poor service delivery in the KSD area might be caused by the inability of both political office-bearers and chief officials to collaborate in execution of duties so as to be effective and service rendering and housing service became an example for this exercise. The researcher was assisted by the status of being a parliamentarian and vigor to serve his constituency to overcome all the envisaged limitations. Parliamentarians commanded a lot of respect amongst the communities, especially the ones that were people oriented like the researcher.

Analysis equated with the separation or breaking up something into its basic elements or constituent parts much as a clock or machine disassembled. The quantity of data collected might be so great that a logical interpretation was not possible. In order to investigate the problem and evaluate the hypothesis meaningfully, the data had to be processed and analyzed in some orderly coherent fashion, so that patterns and relationships discerned. (Pilot and Hungler, 1993:41), the data was then subjected to various types of analysis and interpretation.

Data analysis was a process of selecting, sorting, focusing and discarding data. These activities were performed to ensure accuracy of the data and the conversion from data form to be reduced from which was more appropriate for data analysis.

In this study the data qualitative data analysis, quantitative data analysis and statistical data analysis were used. Qualitative analysis involves the integration and synthesis of narrative, non-numeric data. Quantitative (numeric) data analysed through statistical procedures.

Statistical analysis covered a broad range technique, (Pilot and Hungler, 1993:41, and Henning, 2004; 104 and 127). The data was analysed in both an inductive and deductive modes.

The data was also coded to make it suitable for analysis. Coding is the assigning of codes in the form of symbols (usually numbers) for each category of each answer or variable in study.
It is a process of transforming raw data into standardized form, usually numerical for data analysis and processing. (Bailey, 1982:487, and Pilot and Hungler, 1993:483) Data was processed using the statistical Analysis System. (Cooper and Schindler 2002)

Scaling, such as nominal, ordinal and interval-ratio scaling is important. The five point of Liker was a technique that would be used in the questionnaire question, (Bailey, 1982:365). The following chapter will deal with data presentation, analysis and interpretation.
CHAPTER FOUR
DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION
Policy-making is a course of purposeful action which endeavours to overcome environmental problems, such as a lack of sufficient housing of an acceptable standard to the poor people in the local sphere of government. Policy must be implemented before such a desired state of affairs is attained and proper control must be exercised to ensure that the acceptable standards are maintained. In the public sector the roles and functions of the three main groups of role-players, namely the elected politicians, especially the political office-bearers, the appointed officials, especially the chief officials and the citizens are of importance and a co-operative interaction is required.

The purpose of this chapter is to analyse, interpret and evaluate the data collected to evaluate the co-operative role of political office-bearers and chief officials in housing delivery in the King Sabata Dalindyebo local municipality, to be able to prove whether or not the stated study problem of the timeous rendering of adequate housing services of an acceptable standard to satisfy a growing need is hampered by an inability of municipal political office-bearers and chief officials to effectively collaborate in municipal policy making and the exercise of control and the hypothesis, namely, the rendering of housing services in the King Sabata Dalindyebo local municipality are inadequate and of a poor quality due to the inability of municipal office-bearers and chief officials to work in a co-operative interactive manner in policy making and the exercising of control is true, real and valid. To clearly analyse and interpreted the collected data, the chapter has been divided into specific sections, dealing with the following aims. Firstly, the chapter describes and explains the criteria for data analysis and interpretation. Secondly, the chapter describes and explains the demographic details of the respondents. Thirdly, the chapter evaluates the co-operative role of the political office-bearers and chief officials in policy, initiation and approval. Fourthly, the chapter evaluates the rendering of housing services in the King Sabata Dalindyebo local municipality and evaluation of housing situation in the Phola Park informal settlement.

Lastly, the chapter describes and explain the impact of current legislation on the rendering of housing services. Following is the criteria in which data is analysed in this study.

4.2 CRITERIA FOR DATA ANALYSIS
In this research study both manual tabulation and electronic processing have been used in the analyses of the collected data and the data had been collected, particular from the questionnaires as well as other sources such as interviews and public documents such as municipal minutes and reports. Two types of research approaches were used in the study, namely a quantitative and qualitative approach. The data are numerical, like ages, or non-numerical such as male and female. As the research was descriptive and explanatory in nature, the information collected was presented in the form of percentages, tables, figures and charts. The method was three-fold. Firstly a literature review was provided, consisting of a theoretical, conceptual and legislative framework.
Secondly, an empirical study was conducted to discern the role of political office-bearers and chief officials in policy making for the rendering of housing services and to determine the impact of legislation on the rendering of housing services. Lastly, this was followed by making appropriate conclusions and recommendations.

4.2.1. Return rate of questionnaires

Newman (2006:295) writes that “...the failure to get a valid response from every sample respondent weakens a survey. Barbie (1973:165) writes that a response figure of at least 50% should be sufficient for analysis of the questionnaires; a figure of 60% is “good” and a figure of 70% as “very good”. It therefore means that the higher the percentage rate of responses, the more legitimate and accurate the survey is likely to be. Hereunder is the table reflecting exactly the number and percentages of how the return rate of the questionnaires stood.

**Table 4.1 QUESTIONNAIRES USED AND RECEIVED**

<table>
<thead>
<tr>
<th>QUESTIONNAIRE</th>
<th>USED</th>
<th>RECEIVED FEEDBACK</th>
<th>PERCENTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Questionnaire One: Political Office-bearers and Chief officials</td>
<td>14</td>
<td>11</td>
<td>79%</td>
</tr>
<tr>
<td>Questionnaire Two: Stakeholders</td>
<td>20</td>
<td>13</td>
<td>65%</td>
</tr>
<tr>
<td>Interviews</td>
<td>5</td>
<td>4</td>
<td>80%</td>
</tr>
</tbody>
</table>

The researcher presents the data obtained from the completed questionnaires. There were two types of questionnaires designed, one for political office-bearers and chief officials and one for stakeholders of the municipality and the interviews were conducted. In relation to the Municipal political and provincial chief office-bearers questionnaires, out of 14 questionnaires distributed to the respondents; 11 were returned clearly and correctly completed, which constitutes 79,0%. of the 14 municipal political and provincial office-bearers, questionnaires that were given to the respondents regarding the co-operative interaction between political office-bearers and chief officials were understood and justifiable so that there is a need for an interface between the two phenomena.

As far as the stakeholder questionnaire is concerned out of 20 questionnaires given to the respondents, 13 were returned and this constitutes 65.0%. Barbie (1973:165) argues that a 50.0% response rate is ‘adequate’, a 60.0% is considered ‘good’ 75.0% response rate is considered ‘very good’. A low response according to Barbie (1973:165) is not accepted as many researchers have found that responses obtained from small portion of a sample cannot be generalised to the sample. The 65.0% response therefore in this study is considered good. 4 out 5 which represent 80.0% of the interviews scheduled were successfully conducted.
It can be deduced that the level at which the respondents responded to the questionnaires and returned according to Newman (2006:295), strengthened the study as he stresses that the failure to get valid responses from respondents weakens the survey. It can also be deduced that the rate of the responses was above expectations. The demographic details of respondents will be discussed in the following sub-section.

4.3. DEMOGRAPHIC DETAILS OF RESPONDENTS (QUANTITATIVE DATA ANALYSIS)

The participants in the study were coming from divert posts or positions relevant to the municipality. Demographic details are therefore the exact positions held by all the participants of the study. The respondents were requested to indicate their demographics which include the office or the post, age, gender, years of services, home language and academic qualifications. Following is the discussion of the office or post of the respondents.

4.3.1. Office / post of respondents

The post of respondents or the office refers to the official responsibility of the incumbent in relation to this study. Respondents were required to indicate the position one occupies at work. The table below depicts their various positions / portfolios of the political office-bearers and chief officials who completed and returned the questionnaires.

Table 4.2: POST / OFFICE OF RESPONDENTS

<table>
<thead>
<tr>
<th>Political Office-bearers</th>
<th>Chief Officials</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>NO</td>
</tr>
<tr>
<td>MEC’s</td>
<td>2</td>
</tr>
<tr>
<td>Executive Mayors</td>
<td>1</td>
</tr>
<tr>
<td>Ward Councillors</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
</tr>
<tr>
<td>Percentage</td>
<td>45</td>
</tr>
</tbody>
</table>

The table depicts the levels of responsibilities of the respondents and it shows that 100.0% of the respondents are in a position of power and the level of influence and the authority in their respective areas and department. Therefore, the responses are from an informed position in terms of policy implementation and the decision making with their respective departments and municipalities.
In terms of the above table 4.2 the majority (55.0%) of the respondents who completed the questionnaire were the provincial and municipal chief officials. The remaining 45.0% constitutes the executive political authorities in provincial and municipal spheres. It can be deduced that the majority of the respondents are the chief officials which means that the majority of views that were received through the responses from the respondents are dominated by administrative phenomena than the political arena. Hereunder are the age analysis and presentation.

4.3.2. Age of respondents
In this study age of respondents was categorised in order to establish whether any age groupings dominated institutions relevant to this study. For that purpose respondents were requested also to provide information on their age which will assist in categorisation of opinions by age. This was regarded important in that; information will be acquired based on various age differences. The following table 4.3 shows the breakdown of various age groups among the 13 respondents who returned their questionnaires.

Table 4.3: AGE OF RESPONDENTS

<table>
<thead>
<tr>
<th>Age (in-years)</th>
<th>Political Office-bearers</th>
<th>Chief Officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>18-25</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>26-30</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>31-40</td>
<td>1</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>41-50</td>
<td>2</td>
<td>50</td>
<td>4</td>
</tr>
<tr>
<td>51-60</td>
<td>1</td>
<td>25</td>
<td>3</td>
</tr>
<tr>
<td>61-70</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>70 and above</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>100</td>
<td>7</td>
</tr>
</tbody>
</table>

It is clear that no political office-bearer or chief-official is younger than 31 years and that the majority of political office-bearers are between 41 and 50 (50.0%) years of age whereas the majority of chief-officials are between 41 and 50 (57.0%) years of age. It can be deduced that the respondents are matured enough to have the mental capacity and strength to familiarise and interpret the contents of the questionnaire to be able to complete it. The demographics further indicate that the youth are not considered for political appointments nor are they qualified enough to be appointed at senior management level. It is also vital important that gender distribution be discussed in the following sub-heading.
4.3.3. Gender distribution

In this sub-heading, a presentation as to the number of respondents as per gender is hereby presented. Each respondent was requested to indicate what gender one is. This information was required to categorise the opinions on the basis of the gender. The distribution will be used to understand the rest of the items in the questionnaire. Of the 13 respondents whose questionnaires were returned correctly completed, 7 of which constitutes 54.0% were females, while 6 which constitutes 46.0% were males as depicted in the following figure. It was noted that gender did segregate the views pertaining to the questions in the questionnaire. The following table 4.4 shows the breakdown of gender distribution among the 13 respondents who returned their questionnaires.

Table 4.4: GENDER DISTRIBUTION OF RESPONDENTS

<table>
<thead>
<tr>
<th>Gender</th>
<th>Political Office-bearers</th>
<th>Chief Officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Males</td>
<td>3</td>
<td>75</td>
<td>6</td>
</tr>
<tr>
<td>Females</td>
<td>1</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>100</td>
<td>7</td>
</tr>
</tbody>
</table>

It is reflected in the above table that at both political and administrative levels, there are more males than females. It can be deduced that at these levels the reflection of responses of both the Political Office-bearers and Chief official does not reflect the principles of the Employment Equity Act, 1998 and the application of equity as prescribed in the Constitution of the Republic of South Africa, 1996 that requires an introduction of gender representatively in the contemporary public services. It can also be deduced that this reflects a very slow transformation in terms of gender in these institutions. In the following sub-section, years of service will be dealt with in depth.

4.3.4. Years of service of respondents

The respondents were requested to indicate the number of years in service. The number of years indicated the experience accumulated in a particular field. In terms of the figure, a reflection of more years of service for respondents that constitutes 45.5% dominate all the other categories followed by those with 5-10 years of service which constitutes 36.3% and 9.1% for those between 16-20 years and another 9.1% for over 20 years of service. The following table 4.5 depicts the breakdown of years of service of the 13 respondents who returned their questionnaires.
Table 4.5: YEARS OF SERVICE OF THE RESPONDENTS

<table>
<thead>
<tr>
<th>Years of service</th>
<th>Political Office-bearers</th>
<th>Chief Officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Less than 5 years</td>
<td>2</td>
<td>50</td>
<td>3</td>
</tr>
<tr>
<td>5 to 10 years</td>
<td>1</td>
<td>25</td>
<td>3</td>
</tr>
<tr>
<td>11 to 15 years</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>16 to 20 years</td>
<td>1</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>More than 20 years</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>100</td>
<td>7</td>
</tr>
</tbody>
</table>

The majority (50.0%) of political office-bearers have serviced of less than 5 years, which can be seen as a positive omen for the sharing of knowledge between the experienced and the less experience political office-bearers. The majority (42.9%), of chief-officials has serviced between 5 to 10 years and also 42.9% of the chief officials have less than 5 years which again shows that balance of experience for the study to understand the dynamics of government. The high number of experience exhibited by both officials and political office-bearers give credence to better understanding of the system as applied in the municipality. Furthermore, it can be deduced that the response received from the political office-bearers and chief-officials can be regarded as valid and informed response based on the experience. The mother tongue language of respondents will be discussed in the following section.

4.3.5 Home language of respondents

Each respondent was requested to indicate their home language in order to determine the level of understanding of the questions in a questionnaire and the representation of language in this study. The home language of the respondents is mainly Xhosa that constitutes 90.9% against 9.1% English mother tongue used by some of the respondents. The mother tongue usage for purposes of the responses returned bears no bearing on the study as a whole. The researcher translated into English responses that were in Xhosa. The following table 4.6 depicts the home language of respondents of the 13 respondents who completed and returned questionnaires.
Table 4.6: HOME LANGUAGE OF RESPONDENTS

<table>
<thead>
<tr>
<th>Language</th>
<th>Political Office-bearers</th>
<th>Chief Officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>English</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Xhosa</td>
<td>3</td>
<td>75</td>
<td>4</td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
<td>25</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
<td>100</td>
<td>7</td>
</tr>
</tbody>
</table>

Out of the six questionnaires received, respondents whose home language is Xhosa were (75.0%), and only 25.0% with other category as home language. Seven questionnaires were distributed to chief-officials whose home language is Xhosa were (57.1%), respondents whose home language is English were (14.3%), respondents who responded in and the respondents whose home language belongs to the other category in terms of this study were (28.6%).

It can be deduced that the majority of respondents were those whose home language is Xhosa. This is understandable considering the fact that the majority of citizens in this municipality are Xhosa speaking people. Furthermore, if society is dominated by citizens whose home language is Xhosa, it is logical to expect that such dominance would spill over to public institutions like municipal authority, hence the majority of citizens, councillors and chief officials who responded to the questionnaire were all have Xhosa as the home language. The next discussion will be on academic qualifications of respondents.

4.3.6 Academic qualifications of respondents
Academic qualifications of respondents being the levels of educations that the respondents acquired are presented in order to establish the calibre of leadership that politically and administratively exist in the institutions of the province and local for purposes of this study. This is only limited to the respondents who completed and returned the questionnaires. The academic qualification plays an important role in terms one’s analysis of issues and understanding of responsibilities. The following table 4.7 depicts the home language of respondents of the 13 respondents who completed and returned questionnaires.
Table 4.7: QUALIFICATIONS OF RESPONDENTS

<table>
<thead>
<tr>
<th>Qualifications</th>
<th>Political Office-bearers</th>
<th>Chief Officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NO</td>
<td>%</td>
<td>NO</td>
</tr>
<tr>
<td>Grade 10/Std 8</td>
<td>1</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>Grade 12/Std 10</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Diploma (Municipal)</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Institutions</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Diploma/Certificates</td>
<td>0</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Diploma Certificates University</td>
<td>1</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>Undergraduate</td>
<td>1</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>Degree (university)</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Post graduate</td>
<td>1</td>
<td>25</td>
<td>6</td>
</tr>
<tr>
<td>Other</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>100</td>
<td>7</td>
</tr>
</tbody>
</table>

The majority (75%) of the political office-bearers has a qualification above Grade 12, which can be seen as a good qualification to understand the business of government with highly challenging policy environment. The majority of chief officials (85.7%) have postgraduate, which can be seen as good for the quality of information to be received for the success of this study. It can be deduced that the high level of educational qualification can facilitate the execution of government businesses, which in the main, is geared towards service delivery. Due to the legislated environment in which government operates, the qualifications become relevant to ensure sound interpretation of policies and relevant regulations. Various stakeholders’ discussion will follow in next sub-heading.

4.3.7. Various stakeholders
Stakeholders have responsibilities within the communities in delivering services. In this item respondents were required to provide information on responsibility they have in the community. The reason for including this information was to establish categorisation of opinions on the basis of different roles in the community. This was considered important because the manner in which various respondents experienced the issues raised in the study could vary on the basis of the role that each respondent possesses. The following figure 4.1 depicts the breakdown of the various stakeholders participated in the study.
Out of 13 respondents who returned questionnaires according to the responsibility in the community, 45% consists of shop owners, while an overwhelming 53% consists of citizens from KSD, 1% consists of taxi men while 1% consists of teachers in the area.

It can be deduced that though the study has been dominated by community members with limited knowledge about co-operative role of political office-bearers and chief officials in policy making, they can differentiate between an office bearer and chief official hence their willingness to participate in the study. Again the recent spate of protestations is indicative of the resurgence of communities to demand service delivery and accountability from municipalities and government shows their understanding of the point of service delivery. The following discussion will be about the role of political office-bearers and chief officials in the initiation of policy (input phase).

4.4 THE ROLE OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE INITIATION OF POLICY (INPUT PHASE)

Roux (2002:01), writes that “... in order for public institutions to survive, grow productively and render quality services to the public, the ability to effectively formulate policies for change and on a continuous basis also assess or analyse such policy initiatives, is of paramount importance.” He further writes that “... this would imply that awareness, knowledge and skills are needed at all levels in order to implement sound policies and make change happen.” It is emphasised that in order for the public institutions to grow and be able to render quality services, there must be an ability in political office-bearers and chief officials to effectively formulate policies that will enable communities to have a better life.
Based on the study it was found that there is inconsistency in terms of policy making especially the Housing Policy Act, 1997 (107 of 1997) which clarifies roles and responsibilities of both national and provincial spheres. Although housing is regarded as a basic amenity there is no legislation that empowers municipalities to render housing services. Therefore municipal authorities do not allocate funding for housing rendering, but only rely on the delegation of that function either from the national or provincial sphere (Department of Housing Policy Speech, 2004). This study showed that municipal authorities are expected to render this service as a basic service. It has been found also in the study that lack of development of by laws in the local sphere challenges more the availability of housing of an acceptable standard. As will be shown this is the manifestation of the non-existence of co-operative interaction between municipal politicians and chief officials in service rendering.

In this section the role of political office-bearers and the chief officials in the initiation of policy will be discussed and analysed.

4.4.1 The Statement:

The rendering of housing services is hampered by an inability of political office-bearers and chief officials to effectively collaborate in policy making and the exercising of control.

Respondents were required to indicate whether the inability of municipal political office-bearers and chief officials to collaborate in policy making and the exercising of control, has led to the problems that are seen currently in the KSD Municipality. The figure 4.2 below depicts various views of respondents in that regard.

**FIGURE 4.2: COLLABORATION IN POLICY MAKING AND THE EXERCISE OF CONTROL**

![Collaboration in Policy Making and the Exercise of Control](image)

Both the political office-bearers (50.0%) and the chief officials (57.1%) strongly disagree that housing services is hampered by an inability of political office-bearers and chief officials. The majority (61.5%) stakeholders also agreed with the statement.
The following are the reasons cited by the respondents as the inability of political office-bearers and chief officials to effectively collaborate in policy making and the exercising of control:

- KSD has no housing policy of its own but relying on National Housing policy which has its own shortcomings.
- Housing in general is regarded as an unfunded mandate and is not a local municipality function as far as the power and functions are concerned.
- Both the political office-bearer and officials are highly willing to collaborate in policy making.
- The housing provision at this stage is a concurrent function between provincial and national spheres of government and therefore most of the challenges are coming from those spheres.
- The political office-bearers are expected to exercise political oversight and official to provide support to the politicians to deliver services.

Meiring and de Villiers, (2001:73) write that in the context of Public Administration, politicians and public administrators must co-operative interactively to render services effectively. The discipline and phenomenon needed not compete instead complementing each other as a scientific obligation and a constitutional imperative as contained in the Constitution of the Republic of South Africa, 1996, as amended. Policy making as an administrative function can best be achieved through co-operation.

It can be deduced that political office-bearers and chief officials needed to work together in order to be productive and an interactive co-operation between the two parties is essential for an improved service delivery. Policy had to be made by both politicians and officials in a co-operative and interactive manner in the contemporary government and administration. (Meiring, 2001:62)

4.4.2 The Statement:

According to your opinion, are citizens satisfied with the following housing services rendered in your municipality? The figure 4.3 below depicts the political office-bearers views regarding citizens’ satisfaction with services rendered in Phola Park informal settlement.
Hundred percent (100.0%) of the political office-bearers indicated that the citizens are not satisfied with electricity provision due to the fact that the KSD municipality is unable to deal with the electricity backlogs. Also, hundred percent (100.0%) of the citizens are not satisfied with the water and sanitation provision due to the dilapidated infrastructure. And the majority of political office-bearers (75.0%) indicated that citizens are not satisfied with the refuse removal. Only 25.0% of the political office-bearers are of the view that the citizens are satisfied with refuse removal in KSD municipality. The figure 4.4 below depicts the chief officials’ views regarding citizens’ satisfaction with services rendered in Phola Park informal settlement.

The figure 4.4 above indicated that 85.7% of the Chief officials indicated that the citizens are not satisfied with the provisions of electricity and provided the following reasons:

- The electricity strips every week with no explanation from the municipality.
- KSD capacity on the poor provision of services may be linked to the historic background of the municipality and the inability to deal with the influx of the people from rural areas.
The chief officials (71.4%) indicated that the citizens are not satisfied with water and 85.7% indicated that citizens are not satisfied with sanitation rendered in the municipality and provided the following reasons:

- The lack of working relation between the O.R. Tambo District Municipality and the KSD local municipality. The KSD is one of the seven local municipalities that falls in the O.R Tambo jurisdiction.
- The regular water cut-offs due to the lack of proper sanitation and water infrastructure.
- The lack of maintenance plan to deal with the water cut-offs.
- The poor quality of water provided and the dilapidated water and sanitation infrastructure.
- Lack of sufficient funding from the relevant spheres of government.

The following are the reasons provided by the chief officials for the lack of refuse removal in the municipal area:

- Insufficient and appropriate adopted refuse removal trucks.
- Lack of planned and coordinated refuse removal.

The KSD municipality is not capable of delivering the basic services to the communities as required by the Constitution of the Republic of South Africa, 1996. According to Cutchin, (1981:51), “... policy implementation aims to put policy or program into operation”. In order for the KSD municipality to implement policies, there should be service delivery programmes to assist the implementation of the municipal service delivery operation Meiring, (2001:66), writes that “… it is often as a struggle between those who wish to see the intention of the policy being executed, those who execute policy and those who receive the services”.

It can be deduced from the above that the citizens are not satisfied with the provision of the basic services in the municipality. The municipal citizens are not satisfied because all the basic service as required by Constitution of the Republic of South Africa, 1996 are not provided to the communities which may lead to the service delivery protest marches by the citizens.

The respondents provided possible solution to address any dissatisfaction of housing services rendered:

- To upgrade the electricity infrastructure in order to be able to provided adequate services.
- To improve and upgrade the bulk water supply of the municipality.
- The KSD must be declared as a Water Service Authority in order to generate more funds to be able to sustain services rendered.
- Capacitate the current Human Resource in order to acquire more skills to deal with services.
- Improve planning and strategic direction of the entire municipality.
- The municipality must improve its communication strategy and community involvement.
- Revisit of the Municipal powers and functions.
- Engagement relevant stakeholder engagement on services.
- Improvement on the internal control systems and proper management systems like revenue management and expenditure management.

It can be deduced that a co-operative interaction between political office-bearers as representatives of the citizens in the municipal council and the chief officials who are executing the policies adopted by the council is critical to the delivery of the service to the citizens.

4.4.3 Question: How do you become aware of community problems?

The respondents were requested to indicate on a scale of one to seven and in order of importance as to how they become aware of the community problems. The following table... indicate the sources of the political office-bearers and chief officials’ preference of how the municipality become aware of the community problems.

<table>
<thead>
<tr>
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The above findings reveal that political office-bearers and chief officials become aware of community problems through five main sources, namely

- Reports from state and provincial departments;
- Reports from chief officials;
- Reports from committees;
- Contributions by interests groups; and
- Reports from tertiary institutions.

The above sources of information can be discussed as follows.

(a) **Report from state and provincial departments**
These reports include the Annual Report, Auditor-General Reports, and other reports that are compiled by the municipalities, provincial and national departments. These are presented to the Cabinet and adopted by the parliament. According to the *National Treasury Circular* (Circular No. 11 of 2005), every municipality and municipal entity must prepare an annual report for each financial year in accordance with the *Municipal Finance Management Act, 2003* (56 of 2003). The purpose of the annual report is to provide a record of the activities of the municipality or entity; to provide a report on performance in service delivery and budget implementation; and to promote accountability to the local community. These reports are the indication of the progress made with the implementation of government programmes. Selected reports are commissioned by government to measure specific service deliverables.

According to the respondents, the source that is mostly used by the community is ‘Reports from the state and provincial department’ by 50.0% of the political office-bearers and 28.6% of chief officials.

(b) **Report by chief officials**
The chief official are compiling reports to the portfolio committees, council, cabinet, parliament to report on the progress made on the implementation of government programmes. These reports are used to measure the challenges faced by government to implement government programmes and the work done by chief officials in terms of the chief official’s roles and responsibilities. The ‘committee reports” are the second preferred source of becoming aware of the community problems with 25.0% of the political office-bearers and 14.3% of chief officials.

(c) **Committee Report**
The portfolio committees of the municipal council and parliament prepare reports in order to report on the operation in the portfolio committees. The political office-bearers (25.0%) and chief officials (28.6%) rated the “committee report” as the third used source by the communities.

(d) **Contribution by interest group**
The interest group are organising communities to raise the problems are facing in term of government services. The political office-bearers and chief officials rated the ‘Contribution by interest groups’ as the fourth rated source of becoming aware of the community problems.
(e) Report from tertiary institutions

Different tertiary institution conducts independent studies and research to identify community problems. These reports are publish and sometimes presented to government as one way of making government aware of challenges facing communities. The political office-bearers and chief official view this source as the fifth source that making municipalities becoming aware of the community problems.

(f) Own inspection and observation

Both the political office-bearers and chief officials view this source as one of the sources that are not used to get the community problem.

(g) Contribution by individuals

Both the political office-bearers and chief officials view this source as one of the sources that are not used to get the community problem.

From the above it can be deduced that the most used source to be aware of the community problems is ‘Report from state and provincial departments’ and followed by the ‘Report by chief officials’ and the third most used source is ‘Committee Report’. Also the least used source is ‘Contribution by individuals’ and ‘own inspection and observations’

However, during the interviews the respondents indicated that the people forward their complaints regarding the housing problems by forwarding them direct to the municipal council. One respondent said “...people are forwarding their complaints by handing over petitions and grievances. The communities also organise marches and demonstrations.”

It can be deduced that the municipality entirely rely on the internal committee of the municipality and the report conducted by the provincial department and other state reports. So it means there is a lack of direct communication strategy between the politicians and officials with the communities of the municipality in order to get direct community problems and needs. To follow will be the role of political office-bearers and chief officials in policy formulation (processing phase) in the next sub-heading.

It has been found that political office-bearers and chief officials needed to work together in order to be productive and an interactive co-operation between the political office-bearers and chief officials is essential for an improved service delivery. In terms of the citizen satisfaction with the provision of services, it has been found that the citizens are not satisfied with the provision of the basic services in the municipality. The municipal citizens are not satisfied because all the basic service as required by Constitution of the Republic of South Africa, 1996 are not provided to the communities which may lead to the service delivery protest marches by the citizens.

It has been found that the community entirely rely on the internal committee of the municipality and the report conducted by the provincial department and other state reports. So it means there is a lack of direct communication strategy between the political office-bearers and chief officials with the communities of the municipality in order to get direct community problems and needs.
It has been found that political office-bearers and chief officials needed to work together in order to be productive and an interactive co-operation between the two parties is essential for an improved service delivery. And it is further found that a co-operative interaction between political office-bearers as representatives of the citizens in the municipal council and the chief officials who are executing the policies adopted by the council is critical to the delivery of the service to the citizens.

It is also found that the most used source for KSD municipality to be aware of the community problems is ‘Reports from state and provincial departments’ and followed by the ‘Report by chief officials’ and the third most used source is ‘Committee Report’. Also the least used source is ‘Contribution by individuals’ and ‘own inspection and observations’. The role of political office-bearers and chief officials in policy formulation will be discussed in the next section.

4.5 ROLE OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN POLICY FORMULATION (PROCESSING PHASE)

Cloete (1975:1) writes that “… administration consists of the thought processes and the action necessary for setting and achieving an objective. Starling (1977:1) writes that “… administration concerns the accomplishing side of government. It comprised all those activities involved in carrying out the policies … “It can be deduced that administration is work carried out with purpose and intention and thus always dealt with the attainment of predetermined objectives. Basi (1968:38) writes that a policy may be looked upon as a general guide to action because a policy specifies the dimensions for such action. Yoder, (1959:11) also writes that policy is an authoritative exposition of objectives which indicates what the policy makers want to do, what they want to achieve and where they want to go in promoting the general welfare. It was clear from the above exposition that policy was undertaken in reaction to a specific deficiency or problem in the environment. Thus, the ideal situation is to determine policy that would prevent potential shortcomings or problems in the municipal environment and which had to correspond with the will and wishes of the majority of the citizens. The policy makers are expected to make fair and reasonably policy. It is also likely that municipal policy will be accepted by the citizens if they have been involved in the making of policy. (Meiring), 2001:63). These facts confirm evidence from the literature that policy ought to be clearly, precise and accurate formulated. The following responses present the findings of the research.

4.5.1 Statement: Contemporary Public Administration recognizes that public policy making involves both political and administrative components.

Firstly, fifty percent of the political office-bearers strongly agreed that contemporary Public Administration recognises that public policy making involves both political and administrative components whilst 50,0% only agreed with the statement. Secondly, the majority (85.0%) of the chief officials support the political office-bearers and agreed with the statement.

The above findings are in accordance with Kramer (1981: 398) who writes that contemporary public policy making involves both political and administrative components. In all the policy-making levels none of the two components was required not to play a role or play a less role than the other.
Also according to Neuman (2006:182), the role-players in policy making includes the elected politicians and appointed officials as well as the citizens of a specific municipality.

It can be deduced from the above that as agreed by the majority of the respondents in the study the policy making at all levels in the context of public administrative required further and equal participation of politicians, administrators and the citizens.

**4.5.2 Statement:** Politics and administration play a continuous co-operative role in both the making and implementation of executive policy.

The respondents were requested to indicate whether the politics and administration play a continuous co-operative role in both the making and implementation of executive policy. The following figure 4.6 depicts the responses of the respondents with regards to the continuous and co-operative role of politics and administration.

**Figure 4.6: CONTINUOUS AND CO-OPERATIVE ROLE OF POLITICS AND ADMINISTRATION**

Seventy-five percent of the political office-bearers strong agreed with the statement and are supported by the majority (85.7%) of the chief officials Only 14.3% of the chief officials were not sure of the continuous co-operative role of political office-bearers and chief officials in both the making and implementation of executive policy. Figure 4.6 below reflects the responses regarding the continuous co-operative role of politics and administration in the making and implementation of executive policy.

From the above, it can be deduced that politics and administration play a continuous co-operative role in both the making and implementation of executive policy. This is collaborating by Friederick and Mason (1940:401) that “… politics and administration play a continuous role in both formation and execution though there is probably more politics in the formation of policy and more administration in its execution. Therefore it is eminently politics and administration are inseparable when it comes to making and implementation of executive policy.

**4.5.3 Statement:** There is probably more politics and thus community values in the making of policy and more administration in the implementation of policy.
Both the Political office-bearers (75.0%) strongly agree and 25.0% agree with the statement. On the other hand, the majority of the chief official (71.4%) agreed with the statement and 14.3% strongly agreed with the statement. Whereas 14.3% of the chief officials disagreed with the statement and provided the following reason:

- Politics and community values do not necessary tally and administration, while responsible to implement policy must provide professional input into the policy making.

Friederick and Mason (1940:401) indicated that “… politics and administration play a continuous role in both formation and execution though there is probably more politics in the formation of policies and more administration in its execution”. It thus can be deduced that the community value through politics are more in the making of policy whereas more administration in the implementation of policy.

4.5.4 Statement: Politics is the main device of allocation of values. Hence ‘policy’ is the allocation of social values combined with the factual information provided by the chief officials.

The respondents were requested to indicate whether the politics is the main device of allocation of values and hence “policy” is the allocation of social values. The following figure 4.7 depicts the responses of the respondents with regard to whether the politics are the main devise of allocation of values.

The majority of political office-bearers (50.0%) strongly agree with the statement and 25.0% agree with the statement and only 42.9% of the chief officials agree with the statement and support the political office-bearers. On the other hand, the majority of chief officials (57.1%) are not sure of the statement and 25.0% of the political office-bearers disagree with the statement.

The respondents who agree with the statement provided the following reasons:

- Political leaders espouse the value that the societies cherish and the administration provides support towards the realization of values.
- Political office-bearers are direct representatives of the people and the policies are formulated to address the social needs of the people whilst technical support is required from the chief officials.
- Political office-bearers’ priorities according to the needs of the people as they know exactly what communities needs are.
Politics as science is one discipline that talks mostly about the plight of the masses and as such it is through politics that one understands and know what values or kind of society that people want. From the above it can be deduced that politics are mainly a devise to allocation of values as the politics are influenced by the societal or community needs. These community needs or societal needs are satisfied through policy implementation.

4.5.5 Question: In your opinion can it be stated that politics and the performance of the governing functions by political office-bearers require a close co-operative interaction with the chief officials responsible for the administrative functions. Figure 4.8 below reflects the responses regarding the co-operative interaction in performing the governing functions.

Figure 4.8: CO-OPERATIVE INTERACTION IN GOVERNING FUNCTIONS

From the above, the majority of political office-bearers (75%) strongly agree with the statement and 25% agree with the statement. Also the majority of chief officials (85.7%) agree with the statement and 14.3% strongly agree with the statement. The respondents motivated their responses as follows:

- Politics and administration are like the two rails that provide a rail road to carry the train and non-co-operation and interference by any one to the other will roll the train and a disaster will occur.
- Politic office-bearers are not technocrats and therefore, need the chief officials to provide the technical aspects to what the politicians are doing.
- Clear co-operation and understanding between political office-bearers and chief officials is very important for the smooth running of government.
- Political office-bearers and chief officials are like the two sides of the same coin with one providing the framework/guidelines and the other ensuring implementation accordingly.

It can thus be deduced that both the political office-bearers and chief officials fully agree that in order to perform the governing function by political office-bearers there need to be a close co-operation with chief officials responsible for the administrative functions.
4.5.6 **Statement:** Broadly explain the role of chief officials at your municipality in the formulation of a by-law as an example of executive policy.

The respondents commented as follows on the role of the chief officials:

- Municipal chief officials are the specialist in various disciplines and well positioned to advise and guide the process.
- The chief officials provide factual information and play the advisory role.
- They are also responsible to interpret and analyse the information to assist the process of policy formulation.
- To provide technical expertise and set clear processes for the community to participate and ensuring that policies and by-laws are user friendly.
- Providing administration and crafting guidelines
- The chief officials provide draft by-laws and policies for politicians to consider and provide necessary inputs.
- Conducting research to provide more information on the subject for politicians to make informed decision.
- Align the policies and by-laws with all the relevant legislation and develop implementation plan.

From the above, it is clear that there are boundaries between the role of the chief officials and the political office-bearers in the formulation of executive policy. The chief officials need to provide all the necessary support and advisory role to the proceedings of the municipal council and councillors. Cloete et al. (2006:18) is of the opinion that policy formulation is the cornerstone of policy making and its implementation.

4.5.7. **Question:** Explain the role of political office-bearers in the formulation of a by-law as an example of executive policy.

The respondents provided the following responses to the statement:

- The municipal political office-bearers are responsible for giving the political direction on the best possible solution to social challenges and the executive policy is the tool to do exactly that.
- To provide a proper political input and take into considerations the aspiration of the people.
- To priorities the needs of the people and take decision to that effect.
- Ensuring that the relevant stakeholder participation exist and is conducted during the policy formulation.
- Political office-bearers provide a leading role to give feedback to the communities and promote public participation in municipal functions such as policy formulation.

From the above it can be deduced that a conducive working environment prevailing at all policy making levels was required between councillors and officials. Politicians had a responsibility to create that climate as decision makers. Each role-player had a clear responsibility in policy making in general. It was further found that various factors like the ethics, attitude and perception needed special consideration. A policy maker always sought to promote the general welfare of the citizens.
4.5.8 **Question:** Does a co-operative interaction/partnership exist between political office-bearers and chief officials in the formulation of executive policy at your municipality?

The respondents were asked whether a co-operative/partnership exist between political office-bearers and chief officials in the formulation of executive policy at KSD. Figure 4.9 below reflects how the respondents reacted to the statement above.

**Figure 4.9: CO-OPERATIVE INTERACTION/PARTNERSHIP BETWEEN POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS**

The above findings indicate a lack of consensus and low percentages. Fifty percent (50.0%) of the political office-bearers are of the opinion that a co-operative interaction between the political office-bearers and the chief officials do not exist, whilst the majority (57.1%) of the chief officials are of the opinion that such co-operative interaction does exist regularly.

Only 25.0% of the political office-bearers stated that a co-operative interaction exist regularly. Another 25.0% of the political office-bearers stated that such co-operative interaction exist sometimes. Forty two point nine percent (42.9%) of the chief officials felt that the co-operative interaction exist sometimes. All (100.0%) of the chief officials thus confirmed that a co-operated interaction does exist in the formulation of executive policy. In can be inferred that the political office-bearers are unaware or ignorant of the role that municipal councillors and the political office-bearers plays in the formulation of executive policy in the Executive/Mayoral Committee and Council meetings.

It can be deduced that municipal policy formulation requires a co-operative partnership between the political office-bearers and the chief officials to be able to render effective and efficient services. It can also be deduced that a lack of such co-operative interaction in policy formulation, due to ignorance or a lack of training of councillors could lead to the failure of the approved policy because councillors have neglect to represent the values of the citizens and to ensure that such values have been incorporated in the policy.

Dye, (1987:24) writes for example that the way that policies are made affects the content of public policy. The co-operative interaction in policy formulation will be discussed nextly.

4.5.9 **CO-OPERATIVE INTERACTION IN POLICY FORMULATION**

The role of political office-bearers and chief officials are inseparable linked practically and difficult to separate. Kramer (1981: 398) writes that contemporary public policy making involves both political and
administrative components. In all the policy-making levels none of the two components was required not to play a role or play a less role than the other. The co-operative interaction can take place in different steps in the policy formulation process which are discussed as follows..

4.5.9.1 **Question**: Does the political office-bearers and chief officials participate /co-operate together in the following policy formulation steps?

The respondents were requested to indicate the participative role of political office-bearers and chief officials in the formulation of executive policy. Following are discussion of the steps in the policy formulation:

(a) **Step 1: Liaison with interested citizens**

By means of liaison with interesting citizens it becomes possible to determine the public perception regarding a specific matter or need for a service and to find suitable solutions. Figure 4.10 below reflects the responses of the political office-bearers and chief officials.

![Figure 4.10: CO-OPERATIVE INTERACTION IN LIAISON WITH MUNICIPAL CITIZENS.](image)

The majority (75.0%) of political office-bearers indicated that the liaison with interested citizen takes place regularly at KSD local municipality and a majority (71.4%) of chief official also agreed with the political office-bearers. But the 28.6% of the chief officials and 25% of the political office-bearers indicated that it takes place sometime. However the majority (62.0%) of the stakeholders indicated that no continuous liaison is taken place at the KSD local municipality. Only 39.0% of the stakeholders indicated that there is a continuous liaison with the citizen.

There is a contradiction between the responses of the political office-bearers and chief officials on the one side and the stakeholders on the other side. It is clear that political office-bearers and chief officials do participate and co-operate in the liaison with citizens. However the stakeholders have a different opinion.

(b) **Step 2: Setting of objectives to solve problem**

The ideal in a democratic state, where public services are rendered, is that both the setting and ranking in order of priorities, of objectives should be done spontaneously by the political representatives. (Meiring, 2001:57) This does not, however exclude the chief officials to effective interact and co-operate in the
making of executive policy. The figure below presents the percentages of the sample from a objective setting perspective.

The majority (71.4%) of the chief officials answered that political office-bearers and chief officials only sometimes participate and co-operate in the setting of objectives to solve problems. Only 50.0% of the political office-bearers agreed that such co-operative interaction takes pace sometimes. The other 50.0% of the political office-bearers stated that such co-operative interaction takes place regularly. A minority of 28.6% of the chief officials indicated that a co-operative interactive participation takes place regularly.

It can be deduced that the co-operative interactive participation takes place regularly at KSD local municipality.

(c) Step 3: Considering of alternatives to solve problem

In order to make an informed decision, it is critical to weigh and consider all the alternatives to solve the problem at hand. In policy formulation, considering of alternatives to solve problem in order to take the suitable alternative to deal with policy issues is a very critical step. Following is the figure ... that depicts the views of the political office-bearers and chief officials on considering of alternatives to solved problem in policy formulation. The figure 4.12 below presents the percentages of the sample from an alternative considering perspective.
Fifty percent of the political office-bearers indicated that considering of alternatives to solve problem takes place sometimes and are supported by the 57.1% of chief officials. And also another 50.0% of the political office-bearers indicated that considering of alternatives takes place regularly and this response was supported by the 42.9% of the chief officials.

From the above low percentages it can be deduced that the municipal political office-bearers and the chief officials does participate and co-operate together sometimes in considering of alternatives to solve problems during a policy formulation. The considering of alternative ways to render housing services, ought to be seen as an important step in the formulation and thus the making of policy and it should receive more attention.

(d) **Step 4: Determining of priorities to solve problem**

Different people have different needs, interests and expectations during the policy formulation stage. It is important to determine the priorities of the people in order to solve the problem. The figure 4.13 below depict the views of the respondents in determining priorities to solve problems during a policy formulation stage.

![Figure 4.13: Determining of Priorities to Solve Problem](image)

Fifty percent of the political office-bearers indicated that determining of priorities to solve problem takes place sometimes and are supported by the 57.1% of chief officials. Another 50.0% of the political office-bearers indicated that it takes place regularly. The latter response was supported by only a minority (42.9%) of the chief officials.

From the above low percentages it can be deduced that the municipal political office-bearers and the chief official participate and co-operate together sometimes in determining of priorities to solve problems during a policy formulation.

(e) **Step 5: Surveying of available sources of finance**

Housing services cannot be rendered without a sufficient and continuous supply of finance. This action requires that the financial resources be continuously surveyed. Determining and considering the available resource of finance require interactive co-operative between the political office-bearers and chief officials. The political office bearer and chief officials play different roles and responsibilities towards surveying
available sources of finance. The following figure 4.14 depicts the interactive co-operation between political office-bearers and chief officials during this step

Figure 4.14: SURVEYING OF FINANCIAL RESOURCES

Seventy five percent (75%) of the Political office-bearers indicated that surveying of available sources of finance takes place regularly and are supported by the 85.74% of chief officials. And 25% of the political office-bearers indicated that it takes place sometime and are supported by the 14.3% of the chief officials. In order for the municipality to be able to deliver on housing service, one of the most important resources is financial resources. Financial resources need to be analysed (financial analysis) and planned (budgeting) as well as continuously monitored (financial controls) for the housing development to be more efficient and effective. Both the political office-bearers and chief officials need to work together and be involved in the municipal financial processes to understand the housing needs of the citizens and the available resources to deliver the citizens needs.

From the above it can be deduced that the municipal political office-bearers and the chief official participate and co-operate together regularly in surveying of available sources of finance during a policy formulation.

(f) Step 6: Drafting/ writing of draft policy document

Seventy five percent (75.0%) of the Political office-bearers indicated that drafting and writing of draft policy document takes place regularly and are supported by the 71.4% of chief officials. And 25.0% of the political office-bearers indicated that it takes place sometime and are supported by the 28.6% of the chief officials. From the above it can be deduced that the municipal political office-bearers and the chief official participate and co-operate together regularly in drafting and writing of draft policy document.

According to Anderson (1979:63), formulation is meant the clear, precise and accurate writing of processed information so as to attain a specific aid. The various activities which constitute policy formulation are often described as agenda setting (Parsons, 1997:128-129). Therefore, it is crucial for all those that are involved in the agenda setting i.e. political office-bearers, chief officials and stakeholders to work together and partner to succeed in the policy formulation.
From all the steps above, it can be deduced that the municipal political office-bearers and chief official participate and co-operate regularly in the policy formulation steps.

The following are comments made by the respondents on the municipal political office-bearers and chief officials to participate and co-operate together in the policy formulation steps:

- The level of co-operation between the political office-bearers and the chief officials in policy formulation is minimal as the chief officials focus on more administrative issues whilst the political office-bearers focus more attention on community needs.
- Both the political office-bearers and chief officials are not clear of their roles in policy formulation; hence their co-operation is still a challenge.

It can be deduced that both politicians and officials do not understand the manner in which co-operation interactively amongst them during policy formulation should take place.

It has been found that the policy making at all levels in the context of public administrative required further and equal participation of political office-bearers, chief officials and the citizens and politics and administration play a continuous co-operative role in both the making and implementation of executive policy. It is further found that both the political office-bearers and chief officials fully agree that in order to perform the governing function by political office-bearers there need to be a close co-operation with chief officials responsible for the administrative functions.

It is evident that political office-bearers and chief officials do participate and co-operate in the liaison with citizens. But the citizens indicated that both the political office-bearers and chief officials do not participate and co-operate in the liaison with citizens as they always send different messages to the community regarding the housing services. And it is further evident that that the co-operative interactive participation takes place regularly at KSD local municipality.

It is evident that the municipal political office-bearers and the chief officials does participate and co-operate together sometimes in considering of alternatives to solve problems during a policy formulation. Although they participate and co-operate in considering of alternatives to solved housing problems, both political office-bearers and chief officials understand their co-operative role in policy formulation differently. The considering of alternative ways to render housing services, ought to be seen as an important step in the formulation and thus the making of policy and it should receive more attention.

It is evident that the municipal political office-bearers and the chief official participate and co-operate together sometimes in determining of priorities to solve problems during a policy formulation. However, the priorities are totally different and that impact negative to this co-operative interaction.

There are boundaries between the role of the chief officials and the political office-bearers in the formulation of executive policy and in order for the political office-bearers to function a conducive working environment prevailing at all policy making levels was required between councillors and officials. Also municipal policy formulation requires a co-operative partnership between the political office-bearers and the chief officials to be able to render effective and efficient services.
From all the policy formulation steps, it has been found that the municipal political office-bearers and chief official participate and co-operate regularly in the policy formulation steps. The delegation of authority to chief officials will be next on the line for discussion as follows.

4.6 THE DELEGATION OF AUTHORITY TO CHIEF OFFICIALS

Delegation can be viewed as an activity whereby a higher positioned person or body transfer specific authority, in accordance with legal requirements, to a subordinate official, so that the latter can at his level, take decisions as he sees fit without referring back to his supervisor for approval. (Child, 1984: 146 and Robbins, 1980: 229). According to Lupia (2005: 13) governments use delegation to increase the range of services that must be provided by them to the citizens. Strom et al., (2003: 10) further writes that “… not only do citizens typically not make most policy decisions themselves, they often do not even select or instruct the actual decision makers, but delegation in ways that can be disconcertingly indirect”. The importance of enforcement by legislative institutions such as Parliament is contained in the Constitution of the Republic of South Africa, 1996, as amended. Municipal authorities carry out delegated functions in its jurisdictional areas. The municipal authorities are therefore accountable to the provincial legislature and the executive authority for housing delivery and the province remain equally responsible to national with regard to a function that is delegated. (Schedule 4 Part A). The delegation of authority to chief officials will be discussed and analysed in this section.

4.6.1 Statement: The rendering of housing services is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.

The respondents were asked to indicate whether housing service is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials. The figure 4.15 below depicts the respondents’ responses.

Figure 4.15: HOUSING SERVICES IS HAMPERED BY A LACK OF DELEGATION

Fifty percent of the political office-bearers strongly agree with the statement and also 25.0% agree with the statement. Only 28.6% of the chief officials agree and 14.3% strongly agree with the statement. On the other hand, the majority of chief officials 42.9% disagree with statement and supported by 25.0% of the political office-bearers.
political office-bearers. The stakeholders (46.2%) strongly agree and 46.2% agree with the statement. The following are the motivation provided by the respondents who agree with the statement:

- The lack of delegation by political office-bearers to chief officials culminates to in delays to finalisation of policies.
- The delegation of powers by is not clear are not clearly stipulated and hence not implemented.
- The powers and functions of the municipality are limited like the housing service is not a function located at this level.
- The political office bearer must delegate to the chief officials and do their political oversight.

According to Lupia (2005:13) governments great and small use delegation to increase the range of services that must be provided by them to the citizens. The municipalities are required by the Local Government: Municipal Systems Act, 2000 (32 of 2000), section 59 states that a municipal council must develop a system of delegation that will maximise administrative and operational efficiency and provide for adequate checks and balances and in accordance with that system.

From the above it can be deduced that the rendering of housing service delivery is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials. The role of political office-bearers and chief officials in the approval of executive policy (processing phase) will be discussed in the next sub-heading.

4.7 THE ROLE OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE APPROVAL OF EXECUTIVE POLICY (PROCESSING PHASE).

Policy is to be found in various forms, for example, political policy, executive policy, departmental policy and operational policy, because policy making takes place on various levels and various participants play a co-operative role. Solomon, 1994:350) and Neuman (2006:182) writes that “…conceptualization is the process of taking a construct and refining it by giving it a conceptual or theoretical definition. The administrators are involved throughout the policy development stages. However the role of the political bearers is legislative in nature and the role of the chief officials is administrative in nature and therefore complement each other. The role of the chief officials and the political office-bearers in the approval of executive policy will be discussed and analysed in this section.

4.7.1 Statement: Apart from the committee work and secretarial tasks chief officials play no role in the approval of policy proposals as attached to municipal agendas.

The chief official plays a particular role in policy approval. The respondents were requested to indicate the role played by chief officials during the approval of policy proposals.
Fifty percent of political office-bearers strongly agreed with the statement and 25.0% also agreed with the statement. On the other hand 71.4% of the chief officials disagreed with the statement. The reasons provided by the respondents who disagreed with the statement are as follows:

- It is expected that the chief officials should provide an advisory role to any stage of the policy development.
- The interpretations of legislation and analysis are some of the roles that are played by the chief officials.
- The chief officials provide technical advice to the policy development particularly when there is a good understanding between administration and politicians.
- The chief officials provide the political office-bearers with various options to consider by providing a research to policies background and proposals for consideration.

From the above, it can be deduced that although the chief official provide the secretarial task, they can also play a critical role in policy approval. The view of the political office-bearers (50.0%) that the chief officials are just there to play a secretarial task by the argument that the chief officials are the chief advisors who understand what is working or not on the ground. The chief officials understand the operational requirements and provide the background as well as the context of the policy to be approved and therefore, the advisory role is paramount to the approval of the policy for the political office-bearers to make informed decisions. The following discussion will be on the evaluation of housing services (output phase).

4.8 THE RENDERING OF HOUSING SERVICES AT PHOLA PARK INFORMAL SETTLEMENT

Phola Park is an informal settlement situated in the western part of the King Sabata Dalindyebo local municipality under O.R. Tambo District Municipality. Phola Park is made up of unemployed poor communities from the rural areas migrated to KSD for job opportunities. The population of Phola Park is about 800 households living in informal mud structure and shacks with no housing services.

Interviews were conducted with 5 Phola Park citizens regarding the housing situation in Phola Park and the responses were as follows:
4.8.1 Question: For how long have you been living in the Phola Park settlement, within the KSD municipality?

Seventy five percent (75.0) of the respondents indicated that they have been living in Phola Park for more than six years and only 25.0% have been living in the informal settlement for less than 6 years. And all of the respondents (100.0%) indicated that they live in shacks (owner built) and none of the respondents own a Municipal house of RDP house.

4.8.2 Question: Are you satisfied with your existing house? If not, why are you dissatisfied?

All the interviewees indicated that they are dissatisfied with their existing houses and one indicated that “I have a right as a South African citizen to live in a decent house” and one said “health conditions are bad as the area is nearby Mthatha river”.

4.8.3 Question: What are the living conditions at the Phola Park settlement? And which of the following services are provided to your area?

All the interviewees indicated that the living conditions are very poor and none of the municipal services are provided in Phola Park informal settlement.

The interviewees also indicated that there are no services and therefore the citizens are not able to indicate the quality of services.

4.8.4 Question: How has been the role of the Municipality in improving service rendering-solving these problems? How has the attention of the municipality been drawn to the housing problem and services being rendered?

All the interviewees indicated that there is no role that the municipality play to improve the condition in Phola Park. The respondents indicated that the Municipality came to assess the situation and promised to come back to give them the feedback and that has never happened. Also one interviewee said “the municipality came to register the citizens for the houses 7 years ago but to date nothing has been done”.

4.8.4 Question: What impact do these problems have on your lives and living conditions?

The respondent indicated that they live under unhealthy and poor living conditions. One interviewee indicated that the place is dirty and it affects the health of the whole family and the crime is very high because of the lack of the municipal services.

From the above it can be deduced that the people of Phola Park has been living in poor conditions with no municipal services for the past 10 years. It can further be deduced that the municipality has played a minimal role to change the lives and the living conditions of Phola Park citizens as required by the Constitution of the republic of South Africa. In terms of the Local Government: Municipal Systems Act (108 Of 2000), section 4 (2) (d) states that a Municipality strive to ensure that municipal services are provided to the local community in a financially and environmentally sustainable manner. The poor living conditions of Phola Park citizens has affected the health of the citizens and has lead to high crime in the area.
4.9  THE EVALUATION OF HOUSING SERVICES (OUTPUT PHASE)

Monitoring and evaluation of every step in policy implementation remained a pre requisite to avoid finding the wrong at the impact phase. The evaluation provides an opportunity to get the feedback from the beneficiaries and also present an opportunity to fix what is going wrong and improve from what is going well in a policy implementation. During the housing service delivery, continuous evaluation is imperative as it has been proved that it is more expensive to correct what has been done wrong in housing services.

4.8.1  Statement: The quality of housing services provided by KSD municipality is of a high standard.

The respondents were requested to indicate whether the quality of housing services provided by KSD municipality is of high standard. The figure 4.17 indicated the respondents’ responses.

Figure 4.17: THE QUALITY OF HOUSING SERVICES AT KSD

Fifty percent of the political office-bearers strong agree that the quality of housing provided by KSD municipality is of high standard and only 7.7% of the chief official support them. Whereas the majority of the political office-bearers (57.0%) are not sure if the quality of housing provided is of high standards as well as 23.1% of the chief officials are also not sure about the standard. On the other hand, the majority of the chief officials (69.2%) are of the view that the standard of housing services provided by the municipality is of a low quality and are supported by the 25.0% of the political office-bearers. Those that disagreed with the statement provided the following reasons.

- Some of the houses built for the people are too small for their families.
- Some of the houses are having cracks within a period of a year after being handed over to the people,
- Lack of capacitated contractors with insufficient technical skills.
- The appointment of using less experience contractors.

It can be deduced that the housing service provided by the municipality is not of a high standards as a result of the quality of houses built by the KSD municipality. It can further be deduced that the houses are a danger to the beneficiaries because of the poor quality.

4.8.3.  Statement: The rendering of suitable effective houses to the poor and disadvantaged citizens is hampered by a lack of skilled operational workers; poor workmanship; demand for houses which cannot be
met due to a lack of resources; incomplete housing project; and backlog in the rendering of housing services in KSD municipality.

The respondents were requested to indicate the reasons for the lack of housing services in KSD Municipality.

The political office-bearers (100%) agree with the statement that rendering of the suitable houses is hampered by a lack of skilled operational workers and are supported by the majority of chief officials (85.7%). Also the majority of stakeholders are of the view that the worker employed to monitor the implementation of housing services at KSD municipality are unskilled and not sufficiently trained to do so. 14.3% of the chief officials are saying the operational workers are sufficiently trained and skilled enough to perform their duties.

The majority of stakeholders (76.4%) indicated that the houses are not habitable and fit for human usage and are support by the 100% of the political office-bearers that this is causes by the poor workmanship. This is supported by the 71% of chief officials that the poor workmanship affects the rendering of housing services at KSD.

All the respondents’ i.e. political office-bearers (100%); chief officials (100%) and stakeholders (94.5%) agree that the demand for houses which cannot be met is due to lack of resources like the capital and operating finances within the municipality of KSD. It is also indicated that there are incomplete housing project and the majority of stakeholder indicated that the housing is not readily available to citizens due to the incomplete housing project within the municipality. The respondents totally agree that there is a backlog in the rendering of housing services in the KSD municipality and this is supported by the stakeholders (100%) that the housing is not adequately provided to citizens.

4.8.4 Statements: Housing services need must be continuously evaluated.

Evaluation is identified as the most important aspect during the housing service delivery in order to measure the progress made, challenges in the implementation and the changes that need to be effective. The respondents were asked to indicate whether housing services need must continuously evaluated. The following figure 4.18 below depicts the response of the respondents.

Figure 4.18: CONTINUOUS EVALUATION OF HOUSING SERVICES NEEDS
The majority of political office-bearers (75%) and 14.3% of the chief officials strongly agree that housing services needs must be continuously evaluated and 25% of the political office-bearers and 57% of the chief officials also agree with the statement. Only 14% of the chief officials do not see a need to evaluate the housing services needs of the citizens.

The following are the suggestions on how this evaluation should be conducted:

- The municipality must set up a task team to look at housing demands of the municipality as well as the backlog.
- The municipality must develop a clear housing sector plan that will be included in the Integrated Development Plan of the municipality.
- Appoint a service provider with clear terms of reference to conduct the housing services evaluation.
- The municipality must develop a database of the population growth and profile all the ward of the municipality to understand the housing needs of all the municipal areas.
- Develop a clear spatial development framework (SDF).

According to Smit and Cronje (2002: 46), the Systems theory CONSISTS of specific phases, namely the input phase; processing phase, output phase; impact phase and feedback phase and also indicated that during the process there must a continuous evaluation at the completion of each phase to assist during the planning, implementation and assessment of the service rendered.

From the above it can be deduced that housing services must be continuously evaluate in order to understand the continuous changes from the needs of the community. It can be further deduced that once the needs are understood, the municipality will be able to plan the housing service better. In the following discussion the impact of existing legislation (policy) on housing services will be dealt with.

4.10 THE IMPACT OF EXISTING LEGISLATION (POLICY) ON HOUSING SERVICES

A system has flows of information which enter from the environment as inputs, undergo transformation processes within the system, and exist the system as outputs in the form of goods and services, which have a specific impact/ effect on the environment. (Marx, et al., 1998: 32, Stoner, 1982: 53 and Smit and Cronje, 2002: 46), regard policy implementation as an open system.

By impact, often also described as “the effects” (Jones, 1984:27) is meant that the outcome as emanated from the input has a visible culmination or results. Essentially in this phase the determination was made as to whether the effect this rendered housing service was positive or negative. If it happened that it was positive, beneficiaries would not hesitate to occupy and signed the happy letters to say really what was planned had been achieved expected.

4.9.1 Statement: The quality of housing services provided by KSD municipality is of a high standard.

It is critical to measure the impact of the standard of housing service provided to the community. The respondents were asked to indicate whether the quality of housing service provided by the municipality is of a high standard.

50% of the political office-bearers strongly agree that the quality of housing provided by KSD municipality is of high standard and only 7.7% of the chief official support them. Whereas the majority of the political
Office-bearers (57%) are not sure if the quality of housing provided is of high standards as well as 23.1% of the chief officials are also not sure about the standard.

On the other hand, the majority of the chief officials (69.2%) are of the view that the standard of housing services provided by the municipality is of a low quality and are supported by the 25% of the political office-bearers. Those that disagree with the statement provided the following reasons:

- Some of the houses built for the people are too small for their families.
- Some of the houses are having cracks within a period of a year after being handed over to the people,
- Lack of capacitated contractors with insufficient technical skills.
- The appointment of using less experience contractors.

It can be deduced that the housing service provided by the municipality are in low standards. It can further be deduced that as a result the quality of the houses respondents do not view the houses provided by the municipality as houses.

4.9.2 Statement: The rendering of housing services is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.

Delegation is view as important aspect by the implementing levels as it provides more powers to implement organisational program in a municipal authority. The respondents were asked whether the rendering of housing service is hampered by the lack of delegation of authority by political office-bearers to chief officials.

Fifty percent (50.0 %) of the political office-bearers strongly agreed with the statement and also 25% agreed with the statement. Only 28.6% of the chief officials agreed and 14.3% strongly agreed with the statement. On the other hand, the majority of chief officials 42.9% disagreed with statement and supported by 25% of the political office-bearers.

The stakeholders (46.2%) strongly agreed and 46.2% agreed with the statement. It can be deduced that the rendering of housing service delivery is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.

4.9.3 Statement: The implementation of housing policy in the KSD Municipality is inadequate in satisfying human needs and expectations.

The respondents were asked whether the implementation of housing policy in the KSD Municipality is adequate in satisfying human needs and expectations. The figure 4.19: depicts the respondents’ responses.
Seventy eight point five percent (78.5%) of the chief officials agreed with the view that the implementation of the housing policy of the KSD municipality is inadequate in satisfying human needs and expectations and are supported by the 75% of the political office-bearers. The following are reason provided by the RESPONDENTS for the municipality not being able to meet the citizen’s expectations:

- Funding constraints both capital and operating budgets
- Weak contract management capacity of the provincial housing department.
- Lack of capacity to develop operational plan to implement the policy.
- The accreditation of the municipality as a developer remains a challenge.
- The insufficient human resource and lack capacity from the current human resource to implement policies.
- Lack proper planning and budgeting skill from the municipality.
- Lack of technical and engineering skills and expertise in the municipality

Twenty one point five percent (21.5%) of the chief officials and 25% of the political office-bearers disagreed with view that housing policy is inadequate in satisfying human needs and expectation and indicated that there are policies in all aspects of housing service delivery and are adequate to deal with the needs of the community.

From the above it can be deduced that the municipality is unable to implement the housing policy in order to satisfy human needs and expectation. It can be further be deduced that the municipality does not qualify to be a housing service authority and therefore unable to develop a by-law on housing service rendering.

4.9.4 Question: Is it likely that KSD local municipality will ever satisfy the need for housing service?

The municipality exist to serve the needs of the community by its nature. The respondents were asked to indicate whether the KSD municipality will ever satisfy the need for housing service.

The majority (75.0%) of political office-bearers indicated that it is not likely that the municipality will ever satisfy the need for housing services and is supported by 71.4% of the chief officials. However, the majority
of stakeholders (84.6%) indicated that the housing services rendering can be improved. 28% of the chief officials indicated that it is possible that the KSD municipality can satisfy the need for housing services and are supported by the 25% of the political office-bearers.

Meiring (2001:66), further view that, changes in accordance with the needs of the citizens are continuously met through the nature and place of policy implementation. Policy implementation is a process and cycle with a lot of room for improvement and therefore a struggle to improve the lives of the citizen by delivering the services and housing services is one of those.

It can be deduced that it is not likely that the KSD will ever be able to satisfy the need for housing services and it can further be deduced that the housing service can be improved.

**4.9.5 Statement:** Please give three main aspects that cause KSD Municipality to be unable to render adequate housing service to the citizens.

The political office-bearers indicated the following reason:

- Lack of human resource capacity
- Lack of accreditation by the department of Human Settlement to Level one.
- Financial resources as against the housing services demand.
- The population growth is increasing very rapidly.
- Infighting with the municipality.

And the chief officials indicated the following reasons:

- The escalating cost of building material and the related costs.
- The availability of land for housing development.
- The infrastructural decay that affect the development of houses.
- Lack of human resource capacity
- Lack of accreditation by the department of Human Settlement to Level one.
- Financial resources as against the housing services demand.

It can be deduced that the most aspect indicated by the respondents is the lack of human resource capacity and the instability within the municipality that make the KSD to be unable to render adequate housing services. The second mostly aspect is the accreditation of the municipality by the Department of Human settlement due to lack of capacity.

**4.9.6 Question:** To what extent have your housing development objectives been met in KSD Municipality during the 2009/10 financial year?

The housing development objectives are developed by the municipality and there need to be a thorough consultation process in order to understand the needs of the community. The respondents were asked to indicate the extent to which the housing development objectives are met in KSD municipality during the 2009/10 financial year.

The political office-bearers believe that the housing development objectives are met to extent of 40% in KSD Municipality during the 2009/10 financial year. This is supported by the chief officials with an average of 40%.
The province is constitutionally bound to ensure that there was adequate housing services rendered to the people. These obligations render the province directly accountable to national for this service as a delegation from national as well.

The equal sharing of the housing responsibility by national and province put more amount of share to the province, because communities reside in provinces. “We have an obligation to give people who are homeless or at risk of homelessness the opportunity to live in safe, clean and affordable housing”, said Campbell (2007).

It can be deduced that the housing development objectives are not met in KSD Municipality as there are no clear consultation processes that influence the development of the housing policy development. It can further be deduced that the respondents are not even aware of the housing development objectives.

4.9.7 **Question:** Do you consider the analysis and evaluation of housing policies an essential function of KSD council:

The analysis and evaluation of housing policies is viewed as the critical step in policy development. The responded were asked to indicate whether the analysis and evaluation of housing policies is an essential function of KSD council.

The majority of political office-bearers (100%) view the analysis and evaluation of housing policy as an essential function of KSD Council and are supported by 28.6% of the chief officials is supporting their argument with the following reason:

- The municipal council is closer to the people and therefore can conduct analysis and evaluation effectively.
- In order to improve the implementation of the municipal housing policies.
- The municipality will be in a position to understand the impact of the housing policies.
- The municipal council should approve and monitor the implementation of the housing development policy as its legislative matter.

Whereas the 71.4% of the chief officials do not consider the analysis and evaluation of housing policies as an essential function of KSD council because the municipality is more of An implementation agent of housing development policy than the formulation of this policies. And also the housing development is a not a municipal competence but a concurrent function between provincial and national government.

The stakeholder (92.3%) indicated that the municipality does not continuously evaluate the housing needs of the community. And therefore if the KSD municipality view this function as essential to the Council, it will continuously conduct the analysis and evaluation of it function.

It can be deduced from the above that the co-operation between all spheres of government to analyse and evaluated the housing policies. The municipalities are closer to the people and their understanding to the context in which these policies are implemented. Whilst on the other hand, the provincial and national governments have a constitutional obligation to understand how far services have been delivered to the communities including the housing service.
4.9.8 Question: As a councillor or chief official do you determine the impact / consequence of co-operative interaction between councillors and officials in housing policies when analyzing and evaluating them?

During an analysis and evaluation steps one other aspects that need to be determined is the impact and consequences of co-operative interaction between councillors, officials and the key stakeholders in housing policy development and implementation. The respondents were asked to indicate whether the impact or consequences of this co-operative interaction is determined during this step. Following is figure 4.20 that depicts the responses of both the political office-bearers and chief officials.

Figure 4.20: IMPACT/CONSEQUENCE OF CO-OPERATIVE INTERACTION BETWEEN POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS

Hundred percent (100%) of the political office-bearers agree that there is need to determine the impact of co-operative interaction between councillors and official and are supported by the 71.4% of the chief officials. One of the reasons provided is that policy analysis and evaluation should be designed to address the challenges of co-operative interaction between councillors and officials and the co-operative interaction of councillors and official’s impact directly to the implementation of the housing service delivery and therefore it need to be continuously evaluated. Whilst on the other hand, the 28.6% of the chief officials are of the view that there is no need to determine the impact of co-operative interaction between councillors and officials.

It can be deduced that the municipality need to determine the impact and consequences of co-operative interaction between councillors and officials. When the impact or consequences has been determined, the municipality can be able to design strategies to improve the co-operative interaction if it has a negative impact or consequences.

4.9.9 Statement: The standard of housing in the Eastern Cape Province is too low to qualify as adequate housing.

There are standards in housing development in South Africa and Eastern Cape is measured against the other provinces. The respondents were requested to indicate whether the standard of housing in the Eastern Cape Province is too low.
The political office-bearers (100%) agree with the statement and are supported by the 71.4% of the chief officials. The following reasons are provided to support their argument:

- Poor workmanship
- Infrastructure development
- Land acquisition as in most rural areas still controlled by Traditional leaders.
- Rapid growth of shanty dwellings
- Housing subsidy offered to beneficiaries is not sufficient to cover all the housing services.
- The value of the houses provided is not sufficient.
- The mass urbanisation of the people is out of control

The 28.6% of the chief officials do not agree with the statement and indicated that the Eastern Cape province has increased the standards and whether this standard are met or not that leave much to be desired.

It can be deduced that the standard of housing in the Eastern Cape Province is too low to qualify as adequate housing. A conclusion will be presented in following and last heading of this chapter.

5.1 CONCLUSION

From the discussions above, it has been found that the role of political office-bearers and chief officials in the initiation of policy (Input phase) is to work together in order to be productive and an interactive co-operation between the two parties is essential for an improved service delivery and during the policy formulation (Processing phase) is that politics and administration play a continuous co-operative role in both the making and implementation of executive policy.

It was discovered that from the above that the municipality is not capable of delivering the basic services to the communities as required by the Constitution of the Republic of South Africa, 1996 because there is a lack of direct communication strategy between the politicians and officials with the communities of the municipality in order to get direct community problems and needs. The KSD Municipality uses very internal and limited sources to be informed of the community problems like Committee reports and Report from state and provincial departments.

Furthermore it has come clearly that the community value through politics are more in the making of policy whereas more administration in the implementation of policy. And also that both the political office-bearers and chief officials fully agree that in order to perform the governing function by political office-bearers there need to be a close co-operation with chief officials responsible for the administrative functions. It was discussed and agreed that there are boundaries between the role of the chief officials and the political office-bearers in the formulation of executive policy where the chief officials provide the necessary support and advisory role to the Council proceeding.

It was further discovered that the co-operative interaction and partnership between Municipal political office-bearers and chief officials does exist regularly in the KSD municipality. From all the discussions of
the policy formulation steps, it is evident that the municipal political office-bearers and chief official participate and co-operate regularly in the policy formulation steps.

The municipalities are required by the Municipal Systems Act 2000 (108 of 2000) section 59 (1) that a municipal council must develop a system of delegation that will maximise administrative and operational efficiency and provide for adequate checks and balances and in accordance with that system. From the above all the participants agreed that the rendering of housing service is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.

It was evident that the chief officials understand the operational requirements and provide the background as well as the context of the policy to be approved and therefore, it was agreed that the advisory role is paramount to the approval of the policy for the political office-bearers to make informed decisions. The study provided evidence that the standard of housing services provided by the municipality is of a low quality and the reason for that houses built are too small to accommodate families and have cracks and leaks within a year after being handed over to the beneficiaries. Also the houses are built with contractors with insufficient experience and no technical skills.

It was evident that the municipality is unable to implement the housing policy in order to satisfy human needs and expectation and the reasons provided are:

- Funding constraints both capital and operating budgets
- Weak contract management capacity of the provincial housing department.
- Lack of capacity to develop operational plan to implement the policy.
- The accreditation of the municipality as a developer remains a challenge.
- The insufficient human resource and lack capacity from the current human resource to implement policies.
- Lack proper planning and budgeting skill from the municipality.
- Lack of technical and engineering skills and expertise in the municipality.

It has further been discovered that the municipality does not qualify to be a housing service authority and therefore unable to develop a by-law on housing service rendering.

The study showed that the co-operation between all spheres of government to analyse and evaluated the housing policies are critical. It is stated that the municipalities are closer to the people and their understanding to the context in which these policies are implemented whereas, on the other hand, the provincial and national governments have a constitutional obligation to understand how far services have been delivered to the communities including the housing service. It was also indicated that that there is need to determine the impact of co-operative interaction between councillors and official and the reason provided is that policy analysis and evaluation should be designed to address the challenges of co-operative interaction between councillors and officials and the co-operative interaction of councillors and officials impact directly to the implementation of the housing service delivery and therefore it need to be continuously evaluated.

It was evident from the study that the citizens of Phola Park housing service provided by the municipality are non-existent. There are not municipal services and people are living in shack and mud structure which
has affected the people health condition. The crime in Phola Park is high due to the lack of municipal services.

Chapter five firstly, will focus on the findings and recommendations which will prove that in KSD municipality the co-operative interaction between municipal political office-bearers and chief officials does not exist in housing services rendering, secondly, the reasons and causes of lack of co-operative interaction, thirdly, the co-operative interaction in policy initiation, formulation, approval and implementation, and lastly, recommendations to improve the co-operative interaction between the political office-bearers and chief officials in policy making for the rendering of housing services at KSD municipality.
CHAPTER: FIVE

FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION
This chapter will deal with the findings of the evaluation of co-operative interaction between municipal political office-bearers and chief officials in housing service rendering in the King Sabata Dalindyebo local municipality. The researcher has attempted to respond to overall objectives as indicated in chapter one. Conclusion and remarks will be in the form of evaluation. The chapter will consist of three main sections. Firstly, the findings of the study will be discussed. Second, the study will be concluded. Special attention will be given to the reality of the problem and the stated hypothesis. Finally, specific recommendations will be provided as possible solutions to the identified shortcomings in the evaluation of co-operative interaction between municipal political office-bearers and chief officials in housing service rendering in the KSD local municipality. The findings of the study will be discussed in the next section.

5.2 FINDINGS OF THE STUDY
Chapter one of this study focused on a process plan that has been provided by the researcher in the form of a study plan. A brief background to the study with regard to the housing in South Africa was provided and the constraints and the scope as well as the housing challenges were provided and painted a picture of the housing challenges. The statement of the problem was stipulated as of co-operative interaction between political/administrative dichotomy non-implementation or ineffective implementation of the housing policy at KSD Municipality due to numerous obstacles.

Chapter two reviewed the applicable literature and a justification has been established about the importance of formal and informal relationship between the political office-bearers and chief official to the benefit of the third participant being the citizen. It was also found that an interface between the political office-bearers and officials is required by the principles of Public Administration which are entailed in the Constitution. It was further found that policy making has manifested itself to be the fertile ground where the interface between politicians and officials can be measured, especially in rendering efficient and effective service like housing.

Chapter three, the research design and methodology was discussed. It was learnt that the research design is the basic plan which guides the data collection and analysis phases of the research project. The
permission to conduct research was requested at KSD Municipality and the questionnaires were distributed to political office-bearers and chief-officials from KSD local municipality.

It was explained that the survey area is made up of KSD municipality. Both the qualitative and quantitative research methods were adopted and used in the study. Qualitative research method was utilised because it is based on what people did and say. In addition, it emphasises on words rather than numbers. Whereas quantitative research was used because it measured the data of social reality and concerned with the numbers in order to describe the characteristics of the unity of analysis. The case study was used as a research strategy because it typically observed that characteristics of an individual unity rather than manipulating variables to determine usual significance concerned with instances of representative sample.

KSD municipality is the unit of analysis in this study. Data collection instrument used in this study were,

a) Interviews because the researcher was interested in other people’s stories and it was found that interviews are the form of interaction between two or more people which results in a gain of knowledge based on experience of the participants.

b) Questionnaires where used for practical information gathering generally easier to analyse and turn into qualitative results.

- Less costly to distribute
- Respondents are independent without the aid of the interviewer

c) The literature study on the subject because,

- Is non-reactive
- The contents of the documents are thus not affected by the activities of the researcher.

The target population of this study consists of the council’s portfolio head, section 57 manager responsible for housing and citizens' traditional leader of the Abathembu Kingdom. The sample was drawn from the population of this municipality, Political Office-Bearers, Executive mayor of KSD municipality, Executive committee chairperson, Councillor(s) (Responsible for housing) and Chief officials were Municipal Manager of KSD municipality, Municipal department head of KSD municipality. Then the data collection procedure was clearly defined and stipulated and response rate was explained.

Chapter four dealt with the analysis and interpretation of the research data collected. The purpose was to analyse interpret and evaluate the data collected to determine whether or not the stated problem of the timeous rendering of adequate housing services of an acceptable standard to satisfy a growing need is hampered by an ability of municipal political office-bearers and chief officials to effectively collaborate in municipal policy making and exercise of control does exist and that the hypothesis in this study will prove that the rendering of housing services in the King Sabata Dalindyebo local municipality are inadequate and of a poor quality due to the inability of municipal office-bearers and chief officials to work in a co-operative interactive manner in policy making and the exercising of control, is real and true this chapter was divided into the following section for the purpose of analysis and contextualisation of the research data namely
Criteria for data analysis
Demographic details of respondents (quantitative data analysis)
The role of political office-bearers and chief officials in the initiation of policy (input phase)
Role of political office-bearers and chief officials in policy formulation (processing phase)
The delegation of authority to chief officials
The role of political office-bearers and chief officials in the approval of executive policy (processing phase).
The evaluation of housing services (output phase)
The impact of existing legislation (policy) on housing services

When analysing the data on the criteria for data analysis, it was found that
- The rate of the responses was above expectations
- The percentage rate of responses was high enough to be regarded as more legitimate and accurate.

When analysing the research data on the demographic details of chief officials and political office-bearers as respondents, it was found that:
- The majority of the respondents are the chief officials which mean that the majority of views that were received through the responses from the respondents are dominated by administrative phenomena than the political arena.
- The respondents are matured enough to have the mental capacity and strength to familiarise and interpret the contents of the questionnaire to be able to complete it.
- The demographics further indicate that the youth are not considered for political appointments nor are they qualified enough to be appointed at senior management level.
- The public service has a very slow transformation in terms of gender in the public institutions
- The majority of respondents where those whose home language is Xhosa. Considering the fact that the majority of citizens in this municipality are Xhosa speaking people.
- The majority of respondents have postgraduate, which can be seen as good for the quality of information to be received for the success of this study.
- The high level of educational qualification can facilitate the execution of government businesses, which in the main, is geared towards service delivery.
- Due to the legislated environment in which government operates, the qualifications become relevant to ensure sound interpretation of policies and relevant regulations
- The study has been dominated by community members with limited knowledge about co-operative role of political office-bearers and chief officials in policy making.

When analysing the research data on the second section that relates to the role of political office-bearers and chief officials in the initiation of policy (input phase), it was found that
- The political office-bearers and chief officials needed to work together in order to be productive and an interactive co-operation between the two parties were essential for an improved service delivery.
A co-operative interaction between political office-bearers as representatives of the citizens in the municipal council and the chief officials who are executing the policies adopted by the council is critical to the delivery of the service to the citizens.

The municipal citizens are not satisfied with the provision of the basic services in the municipality.

The most used source to be aware of the community problems is ‘Report from state and provincial departments’ and followed by the ‘Report by chief officials’ and the third most used source is ‘Committee Report’. Also the least used source is ‘Contribution by individuals’ and ‘own inspection and observations’

It can be deduced that the municipality entirely rely on the internal committee of the municipality and the report conducted by the provincial department and other state reports

When analysing the researching data on the third section that relates to the role of political office-bearers and chief officials in policy formulation (processing phase) it was proved that,

- The policy making at all levels in the context of public administrative required further and equal participation of politicians, administrators and the citizens.
- The politics and administration play a continuous co-operative role in both the making and implementation of executive policy.
- The community values through politics are more in the making of policy whereas more administration is in the implementation of policy.
- The politics are mainly a devise to allocation of values as the politics are influenced by the societal or community needs and these community needs or societal needs are satisfied through policy implementation.
- In order to perform the governing function by political office-bearers there need to be a close co-operation with chief officials responsible for the administrative functions.
- There are boundaries between the role of the chief officials and the political office-bearers in the formulation of executive policy.
- A conducive working environment prevailing at all policy making levels was required between councillors and officials.
- A co-operative partnership between the political office-bearers and the chief officials to be able to render effective and efficient services.
- A lack of co-operative interaction in policy formulation, due to ignorance or a lack of training of councillors could lead to the failure of the approved policy because councillors have neglect to represent the values of the citizens and to ensure that such values have been incorporated in the policy.
- The municipal political office-bearers and chief official participate and co-operate regularly in the policy formulation steps.

When analysing the research data on the fourth section that relates to analysis and evaluation of the delegation of authority to chief officials, it was proved that,

- From the above it can be deduced that the rendering of housing service delivery is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.
When analysing the research data on the fourth section that relates to analysis and evaluation of the role of political office-bearers and chief officials in the approval of executive policy (processing phase), it was proved that,

- Although the chief officials provide the secretarial task, they can also play a critical role in policy approval.

When analysing the research data on the fourth section that relates to analysis and evaluation of the evaluation of housing services (output phase), it was proved that,

- The housing service provided by the municipality is not of high standards as a result of the quality of houses built by the KSD municipality.
- The rendering of suitable effective houses to the poor and disadvantaged citizens is hampered by a lack of skilled operational workers; poor workmanship; demand for houses which cannot be met due to a lack of resources; incomplete housing project; and backlog in the rendering of housing services.
- The housing services must be continuously evaluated in order to understand the continuous changes from the needs of the community.
- The municipality will be able to plan the housing service better if the needs of the evaluated and understood better.

When analysing the research data on the fourth section that relates to analysis and evaluation of the impact of existing legislation (policy) on housing services, it was proved that,

- The housing service provided by the municipality is in low standards.
- The rendering of housing service delivery is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.
- The municipality is unable to implement the housing policy in order to satisfy human needs and expectation.
- The municipality does not qualify to be a housing service authority and therefore unable to develop a by-law on housing service rendering.
- It is not likely that the KSD will ever be able to satisfy the need for housing services and it can further be deduced that the housing service can be improved.
- The housing development objectives are not met in KSD Municipality as there are no clear consultation processes that influence the development of the housing policy development.
- The respondents are not aware of the housing development objectives.
- The co-operation between all spheres of government to analyse and evaluated the housing policies is regarded as important for housing service delivery.
- The standard of housing in the Eastern Cape Province is too low to qualify as adequate housing.

It was found that the hypothesis of the study is that the housing policy is inadequate or non-existent and therefore needs an urgent attention. In addition, the objectives of the study are to investigate and evaluate the housing policy at KSD municipality and to come up with a mechanism to remedy the situation.
5.3 CONCLUDING REMARKS

The study is based on the systems theory, because it evaluates the co-operative role of political office-bearers and chief officials in housing service delivery. Evidence has confirmed that a co-operative interaction between political office-bearers as representatives of the citizens in the municipal council and the chief officials who are executing the policies adopted by the council is critical to the delivery of the service to the citizens. It has been discovered that the policy making at all levels in the context of public administrative required further and equal participation of politicians, administrators and the citizens. However, in KSD local municipality a lack of co-operative interaction in policy formulation, due to ignorance or a lack of training of councillors could lead to the failure of the approved policy because councillors have neglect to represent the values of the citizens and to ensure that such values have been incorporated in the policy.

In this case study, it was found that the stated problem, namely the timeous rendering of adequate housing services of an acceptable standard to satisfy a growing need is hampered by an inability of municipal political office-bearers and chief officials to effectively collaborate in municipal policy making and the exercise of control, is real and yet remain unresolved. The reason for the continuous existence of the problem has been found to be firstly, due to the lack of co-operative interaction between political office-bearers and chief officials, secondly the rendering of housing services in the KSD local municipality are inadequate and of a poor quality and lastly, the lack of sufficient delegation of authority by political office-bearers to chief officials.

Evidence also supports and confirms that the stated and tested hypothesis, namely that the rendering of housing services in the King Sabata Dalindyebo local municipality are inadequate and of a poor quality due to the inability of municipal office-bearers and chief officials to work in a co-operative interactive manner in policy making and the exercise of control, is also true and valid. The hypothesis is true and valid because the evidence confirmed firstly that the housing service provided by the municipality is not of high standards, secondly the lack of co-operative interaction between political office-bearers and chief officials for the rendering of housing service deliver and lastly, the implementation of housing policy in the KSD municipality is inadequate in satisfying human needs and expectations.

It can also be concluded that the stated objectives to determine, analyse and evaluate the nature, problems and extent of housing service rendering in the King Sabata Dalindyebo local municipality; to determine, analyse and evaluate the factors which influence the rendering of housing services negatively; to determine, describe and explain the co-operative interaction between role-players in policy making and controlling in the rendering of housing services and elimination of problems; and to develop recommendations for the improvement of housing services in the King Sabata Dalindyebo local municipality have been attained in this study.

The process and the system of housing services in KSD analysis were conducted to assess if there is a co-operative interaction between political office-bearers and chief officials. Also an analysis of housing service
evaluation assess if the impact of co-operative interaction between political office-bearers and chief officials does exist. The impact of existing legislation on housing services was assessed and discussed. Furthermore, the findings of the study were provided and discussed and the conclusion remarks were provided to whether the problem is real and whether the hypothesis is true and valid. The recommendations of the study were provided to enable the political office-bearers and chief officials to improve the co-operative interaction in order to be able to deliver the housing service to the community and be able to provide better service delivery.

The rendering of suitable effective houses to the poor and disadvantaged citizens is hampered by a lack of skilled operational workers, poor workmanship, and demand for houses which cannot be met due to a lack of resources and incomplete housing project as well as backlog in the rendering of housing services in the KSD municipality.

5.5 Recommendations

It is thus recommended that,

- In order to improve the co-operative interaction between the political office-bearers and chief officials it is necessary to clearly define the respective roles of the political office-bearer and chief officials more closely to be able to comprehend the administrative political interface.
- Communities should be properly informed about the capacity of the municipality to deliver on housing services.
- The National government must not delegate the housing function to the provincial government but allow the local sphere to be housing service authorities.
- The Provincial government must develop clear programme to capacitate local authorities to be able to deliver housing services.
- Develop more effective communication by means of newsletters, brochures, open days/launches and effective assistance from the mass media to improve the communication and co-ordination among the key role players, the political office-bearers, municipal officials, community organisations and citizens.
- Develop a clear programme to capacitate the emerging building contractors by established relationship with well established and accredited contractors to mentor the emerging contractors.
- Clear monitoring and evaluation of housing services by both the local authority and provincial government.
- Steps should be taken to strengthen capacity in local authorities to deliver housing skills development and reallocation and recruitment of staff to housing departments should be considered. In particular, KSD municipality which is dealing with RDPs should ensure the necessary capacity is there to support such projects.
- The development and communication of policies should be improved and strengthened. The housing department of the municipality should have regular updates and workshops to discuss changes in policy to ensure that the Municipality fully understands these. Concerns raised by the citizens should be taken into consideration and fed through to the Provincial Government.
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3. Dictionaries


4. Journals


LIST OF SUPPLEMENTS

SUPPLEMENT A: LETTER OF PERMISSION TO THE MUNICIPAL MANAGER OF KSD LOCAL MUNICIPALITY TO CONDUCT RESEARCH.

SUPPLEMENT B: LETTER OF PERMISSION TO CONDUCT RESEARCH TO THE PREMIER.

SUPPLEMENT C: LETTER OF PERMISSION GRANTED TO CONDUCT RESEARCH FROM THE PREMIER OF AT THE EASTERN CAPE PROVINCE.

SUPPLEMENT D: LETTER OF PERMISSION GRANTED TO CONDUCT RESEARCH AT KSD LOCAL MUNICIPALITY.

SUPPLEMENT E: QUESTIONNAIRE ONE TO MUNICIPAL POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS.

SUPPLEMENT F: QUESTIONNAIRE TO MUNICIPAL STAKEHOLDERS
ANNEXTURE 1: QUESTIONNAIRE TO THE POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS

SECTION A: INTRODUCTION LETTER

UNIVERSITY OF FORT HARE

DEPARTMENT OF PUBLIC ADMINISTRATION

Dear respondent

I am a student at the University of Fort Hare doing Master in Public Administration, conducting research on Evaluation of co-operative interaction between Municipal political Office-bearers and Chief Officials in the housing service rendering in the KSD Municipality. Please make a contribution to the study by answering the following questions. Please be advised that you do not have to provide your name if you do not feel like.

Kindly be assured that the information needed is for academic purposes only and will be used as such. I also commit myself to always adhere to ethical conduct in execution of this study and completion.

Your suggestions and recommendations are highly appreciated.

Thanking you in advance.

Dr Z.Luyenge (0824190412)
QUESTIONNAIRE TWO: EVALUATION OF CO-OPERATIVE INTERACTION BETWEEN MUNICIPAL POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN HOUSING SERVICE RENDERING IN THE KING SABATA DALINDYEBO LOCAL MUNICIPALITY

1. EXPLANATION OF TERMS USED IN THE QUESTIONNAIRE

Co-operative interaction means working together to achieve a goal.

Executive policy means the policy made by a legislative institution, such as a municipal council, for example by-laws and regulations.

Policy implementation means the implementation of municipal executive policy to render housing services.

Policy analysis refers to the systematic examination of the impact and effect of municipal executive policy and thus housing services on the lives of people in the above district and local municipality.

- Policy formulation means to write/draft a policy document for consideration by the municipal council

- Policy initiation means to become aware of community problems and Commence the process to make a policy to solve the problem.

- Effectiveness means to produce quality outcome.

Organizational structure means the department with its divisions, sections and various posts rendering housing services.

Control measures and standards mean inspection, auditing, reporting and cost analysis measures to ensure effective work performance
- Political office-bearers means the elected municipal councilors who serve in the Executive or Mayoral Committee and who perform the governing functions.

- Chief officials mean the Municipal Manager and the heads of the municipal departments

2. INSTRUCTIONS ON HOW TO COMPLETE THE QUESTIONNAIRE

Read the following carefully before filling in the details on the questionnaire.

2.1 Where applicable, the questions should be answered with an X

Example 1

Question: Who decides on a development policy for your municipality?

Answer

<table>
<thead>
<tr>
<th>Councilors</th>
<th>1 X</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Officials</td>
<td>2</td>
</tr>
</tbody>
</table>

The respondent has indicated that councilors decide on a development policy.

2.2 In some questions you will be required to indicate, on a five point scale (marked 1-5), the extent to which you agree or disagree with the given statement.

| 1 | 2 | 3 | 4 | 5 |
The following meaning is for example attached to the figure:

- Strongly disagree
- Disagree
- Neutral
- Agree
- Strongly agree

Example 2

Statement: Municipal authorities are required to provide adequate houses to the poor and unemployed masses.

Answer

<p>| | | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>X</td>
<td>5</td>
</tr>
</tbody>
</table>

The respondent agrees with the statement in this example.

2.3 Some questions will require that you indicate whether you are agree or disagree with the statement.

Example 3

Statement: Interest groups play a role in the initiation of a development Policy.

<table>
<thead>
<tr>
<th>Agree</th>
<th>Disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Answer: The respondent indicated that he/she agrees with the statement.

2.4 Your own view/ opinion (based on your practical experience) will also be asked. In those cases please write the required information in the space provided.

Example 3

What is the main reason for the existence of the municipality?

............................................................................................................................................................
............................................................................................................................................................
............................................................................................................................................................

2.5 Often a question will have a mere “yes or no”

However, you could be asked to motivate your answer.

2.6 Your own views/comments could be asked, to explain a specific question

Example 4:

In your view, should there be co- operation between councilors and officials in order to render services at municipal levels (please motivate)

............................................................................................................................................................
............................................................................................................................................................
............................................................................................................................................................
............................................................................................................................................................

[Yes X No]
3. DEMOGRAPHICAL (PERSONAL DETAILS OF RESPONDENTS (Quantitative data)

3.1 What office/post do you hold?

<table>
<thead>
<tr>
<th>Office of Premier</th>
<th>1</th>
</tr>
</thead>
<tbody>
<tr>
<td>Member of Executive Council</td>
<td>2</td>
</tr>
<tr>
<td>Head of Provincial Department</td>
<td>3</td>
</tr>
<tr>
<td>Senior Manager</td>
<td>4</td>
</tr>
<tr>
<td>Other:</td>
<td>5</td>
</tr>
</tbody>
</table>

3.2 Indicate your age, please

<table>
<thead>
<tr>
<th>Age Range</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-25</td>
<td>1</td>
</tr>
<tr>
<td>26-30</td>
<td>2</td>
</tr>
<tr>
<td>31-35</td>
<td>3</td>
</tr>
<tr>
<td>36-40</td>
<td>4</td>
</tr>
<tr>
<td>41-45</td>
<td>5</td>
</tr>
<tr>
<td>46-50</td>
<td>6</td>
</tr>
<tr>
<td>51-55</td>
<td>7</td>
</tr>
<tr>
<td>55-60</td>
<td>8</td>
</tr>
</tbody>
</table>
3.3. Indicate your sex, please

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>1</td>
</tr>
<tr>
<td>Female</td>
<td>2</td>
</tr>
</tbody>
</table>

3.4. Department/Office

..........................................

3.5 Years of service as political office-bearer or provincial manager.

<table>
<thead>
<tr>
<th>Years of Service</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 5 years</td>
<td>1</td>
</tr>
<tr>
<td>5 to 10 years</td>
<td>2</td>
</tr>
<tr>
<td>11 to 15 years</td>
<td>3</td>
</tr>
<tr>
<td>16 to 20 years</td>
<td>4</td>
</tr>
<tr>
<td>More than 20 years</td>
<td>5</td>
</tr>
</tbody>
</table>
3.6. Home language

My home language is:

<table>
<thead>
<tr>
<th>Language</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>English</td>
<td>1</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>2</td>
</tr>
<tr>
<td>English/Afrikaans</td>
<td>3</td>
</tr>
<tr>
<td>Xhosa</td>
<td>4</td>
</tr>
<tr>
<td>Other</td>
<td>5</td>
</tr>
</tbody>
</table>

3.7. Academic Qualification

3.7.1. My highest qualification is:

<table>
<thead>
<tr>
<th>Qualification</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Standard 8/Grade 10</td>
<td>1</td>
</tr>
<tr>
<td>Matric/ Grade 12</td>
<td>2</td>
</tr>
<tr>
<td>Diploma(s) Municipal Institutions</td>
<td>3</td>
</tr>
<tr>
<td>Diploma/Certificate(s) Technikon</td>
<td>4</td>
</tr>
<tr>
<td>Diploma/Certificate(s) University</td>
<td>5</td>
</tr>
<tr>
<td>Undergraduate Degree (University)</td>
<td>6</td>
</tr>
<tr>
<td>Postgraduate Degree (University)</td>
<td>7</td>
</tr>
<tr>
<td>Other</td>
<td>8</td>
</tr>
</tbody>
</table>
4. SPECIFIC QUESTIONS REGARDING THE CO-OPERATIVE ROLE OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN POLICY MAKING FOR THE RENDERING OF HOUSING SERVICES. (Qualitative data)

Note: All questions relate to the King Sabata Dalindyebo local municipality

4.1 ROLE OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE INITIATION OF POLICY (INPUT PHASE)

(a) The rendering of housing services is hampered by an inability of municipal political office-bearers and chief officials to effectively collaborate in policy making and the exercising of control.

Please motivate your answer

_____________________________________________________________________________________
_____________________________________________________________________________________
_________________________________________________________________

(b) According to your opinion, are citizens satisfied with the following housing services rendered by
municipal authorities?

<table>
<thead>
<tr>
<th>Service</th>
<th>Yes</th>
<th>No</th>
<th>Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Electricity provision</td>
<td>Yes</td>
<td>No</td>
<td>1</td>
</tr>
<tr>
<td>Water provision</td>
<td>Yes</td>
<td>No</td>
<td>2</td>
</tr>
<tr>
<td>Sanitation services</td>
<td>Yes</td>
<td>No</td>
<td>3</td>
</tr>
<tr>
<td>Refuse removal</td>
<td>Yes</td>
<td>No</td>
<td>4</td>
</tr>
</tbody>
</table>

Please motivate any “No” answer

Electricity: __________________________________________________________

Water provision: _____________________________________________________

Sanitation services: _________________________________________________

Refuse removal: _____________________________________________________

Suggest three possible solutions to address any dissatisfaction.

i) ________________________________________________________________

ii) ______________________________________________________________

iii) ______________________________________________________________

(c) How do you become aware of community problems?

Please put the following sources, by numbering each on a scale of 1-7, in order of importance
### 4.2 ROLE OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN POLICY FORMULATION

(Processing phase)

(a) Contemporary Public Administration recognizes that public policy making involves both political and administrative components.

(b) Politics and administration play a continuous co-operative role in both the making and implementation of executive policy.

(c) There is probably more politics and thus community values in the making of policy and more administration in the implementation of policy.
If you disagree with the above three statements, please motivate your answer.

_____________________________________________________________________________________

_____________________________________________________________________________________

_____________________________________________________________________________________

(e) Politics is the main device of allocation of values. Hence 'policy' is the allocation of social values combined with the factual information provided by the chief officials

1  2  3  4  5

Please motivate your answer

_____________________________________________________________________________________

_____________________________________________________________________________________

_____________________________________________________________________________________

(f) In your opinion can it be stated that politics and the performance of the governing functions by political office-bearers require a close co-operative interaction with the chief officials responsible for the administrative functions

1  2  3  4  5

Please motivate your answer.

_____________________________________________________________________________________

_____________________________________________________________________________________

- 126 -
(g) Broadly explain the role of MUNICIPAL chief officials in the formulation (drafting) of executive policy.

(Making of a by-law)

(h) Please explain the role of MUNICIPAL political office-bearers in the formulation of executive policy

(Making of a by-law)

(i) Does a co-operative interaction/partnership exist between MUNICIPAL political office-bearers and chief officials in the formulation of executive policy?

<table>
<thead>
<tr>
<th>Never</th>
<th>Sometimes</th>
<th>Regularly</th>
<th>Always</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
</tbody>
</table>

4.2.1. Co-operative interaction in policy formulation:
Participative role of political office-bearers and chief officials in the formulation of executive policy

(a) Does the MUNICIPAL political office-bearers and chief officials participate/co-operate together in the following policy formulation steps

<table>
<thead>
<tr>
<th>Steps in policy formulation</th>
<th>Never</th>
<th>Sometimes</th>
<th>Regularly</th>
<th>Always</th>
</tr>
</thead>
<tbody>
<tr>
<td>Liaison with interested citizens</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Setting of objectives to solve problem</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Considering of alternatives to solve problem</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determining of priorities to solve problem</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Surveying of available sources of finance</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drafting/writing of draft policy document</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Any comments on the above?

_____________________________________________________________________________________
_____________________________________________________________________________________
_____________________________________________________________________________________

4.3 THE DELEGATION OF AUTHORITY TO CHIEF OFFICIALS.

(a) The rendering of housing services is hampered by a lack of sufficient delegation of authority by MUNICIPAL political office-bearers to chief officials.

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
</table>

If you agree, please motivate briefly.

_____________________________________________________________________________________
_____________________________________________________________________________________
4.4 ROLE OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE APPROVAL OF EXECUTIVE POLICY (Processing phase)

(a) Apart from the secretarial tasks chief officials play no role in the approval of policy proposals as attached to municipal agendas

If you ‘Disagree’ with the above statement, please motivate your answer.

4.5 EVALUATION OF HOUSING SERVICES (Output phase)

(a) The quality of housing services provided by KSD municipality is of a high standard.

If you disagree, please give reasons why it is not.
(b) The rendering of suitable effective houses to the poor and disadvantage citizens is hampered by

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>A lack of skilled operational workers</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Poor workmanship</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Demand for houses which cannot be met due to a lack of resources.</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Incomplete housing projects</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Backlog in the rendering of housing services in the KSD municipality.</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>
(c) Housing services need must be continuously evaluated

If you agree, please comment how such evaluation should be done.

_____________________________________________________________________________________
_____________________________________________________________________________________
________________________________________
_____________________________________________

4.6 IMPACT OF EXISTING LEGISLATION (POLICY) ON HOUSING SERVICES

(a) The quality of housing services provided by KSD municipality is of a high standard.

If you disagree, please give reasons why it is not.

_____________________________________________________________________________________
_____________________________________________________________________________________
_____________________________________________________________________________________

(b) The rendering of housing services is hampered by a lack of sufficient delegation of authority by political office-bearers to chief officials.
(c) The implementation of housing policy in the KSD Municipality is inadequate in satisfying human needs and expectations

If you agree, please provide reasons why the service is not meeting citizen's expectations.

_____________________________________________________________________________________
_____________________________________________________________________________________
_____________________________________________________________________________________

(d) Is it likely that KSD Municipality will ever satisfy the need for housing service?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
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<tr>
<td>1</td>
<td>2</td>
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</table>

(e) Please give three main aspects that cause KSD Municipality to be unable to render adequate housing service to the citizens.
(f) To what extent have the provincial housing development objectives been met in the KSD Municipality during the 2009/10 financial year?

<p>| | | | | | | | | | |</p>
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<td>8</td>
<td>9</td>
<td>10</td>
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<td>10%</td>
<td>20%</td>
<td>30%</td>
<td>40%</td>
<td>50%</td>
<td>60%</td>
<td>70%</td>
<td>80%</td>
<td>90%</td>
<td>100%</td>
</tr>
</tbody>
</table>

(g) Do you consider the analysis and evaluation of housing policies an essential function of a municipal council?

Yes  No
1  2

Please motivate your answer
..............................................................................................................................................................
..............................................................................................................................................................
..............................................................................................................................................................
............

(h) Should municipal political office-bearers and the chief officials determine the impact / consequence of co-operative interaction between in housing policies when analyzing and evaluating such policies?

Yes  No
1  2
Please motivate your answer

........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
(i) The standard of housing in the Province of the Eastern Cape is too low to qualify as adequate housing.

1 2 3 4 5

If you agree, please motivate your answer.

_____________________________________________________________________________________
_____________________________________________________________________________________
_____________________________________________________________________________________

If you disagree, please motivate your answer

_____________________________________________________________________________________
_____________________________________________________________________________________
_____________________________________________________________________________________

THANK YOU FOR YOUR TIME AND CO-OPERATION

____________OoO______________
The Hon. Premier

Eastern Cape Provincial Government

Independence Avenue

Bhisho

Dear Madam

SUBJECT: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

I hereby request permission to undertake some research work in the Provincial Government of the Eastern Cape. I am enrolled for Masters in Public Administration at the University of Fort Hare. My research interests are in an evaluation of co-operative interaction between municipal political office-bearers and chief officials in housing service rendering in King Sabata Dalindyebo Municipality and I am undertaking a study to analyze the framework for measuring KSD performance role in housing service rendering in so far as intergrated approach. I believe that this study will be of benefit not only to me but to the KSD Municipality as well.

I undertake that in the course of the research the following ethical guidelines and practices will be strictly adhered to:

Anonymity; the name and personal details of the respondents will not be disclosed.

Plagiarism; all sources of information to be used will be acknowledged to avoid plagiarism.

Coercion; respondents will not be coerced to divulge any confidential information

Honesty; the researcher shall at all times and under all circumstances report the truth with honesty and shall never present the truth in a biased manner.

Freedom of choice; respondents will be given freedom of choice in participating in the research through the informed consent. Respondents will be free to withdraw at any time from participation.

I promise that all the information obtained will be treated with strict confidentiality and will only be used for the purposes of the study. Upon the completion of the research, the report will be made available on request.

Anticipating your favourable response.

Yours sincerely

………………………………….

Zukile Luyenge (Dr)-0824190412
ANNEXURE 3: QUESTIONNAIRE TO THE INTERVIEWEES

SECTION A: INTRODUCTION LETTER

UNIVERSITY OF FORT HARE
DEPARTMENT OF PUBLIC ADMINISTRATION

Dear respondent

I am Dr. Zukile Luyenge, a student at the Fort Hare University, doing Masters in Public Administration. I am now conducting research on the evaluation of co-operative interaction between Municipal Political Office-bearers and Chief Officials in housing service rendering in King Sabatha Dalindyeb Municipality with special reference to Phola Park Informal Settlement. Please make your contribution to the study by answering the following questions. If you choose so, you do not have to provide your name. Kindly be assured further that the information needed is mainly for academic purposes, and will be used as such.

Please take note of the fact that practices of ethical conduct will be applied during and after completion of this exercise. Your suggestions and recommendations will be highly appreciated.

Yours faithfully

………………

Z. Luyenge

Contact: 082 419 0412

QUESTIONS ON THE RENDERING OF HOUSING SERVICES IN THE KING SABATHA DALINDYEBO LOCAL MUNICIPALITY.

1. GENERAL COMMENTS TO INTERVIEWEE.

The study aims to determine the current housing situation, quality of housings and the problems being experienced in the rendering of housing services.

The information collected is going to be used for research purposes only.

At no stage will the research results be associated with your name. Your name will not be mentioned in the study. All information will be kept confidential.

IT WOULD THUS BE APPRECIATED IF YOU COULD ASSIST US BY RESPONDING TO THE FOLLOWING QUESTIONS. Your views and opinions will be appreciated.

2. QUESTIONS

2.1 For how long have you been living in the Phola Park settlement, within the KSD municipality?

<table>
<thead>
<tr>
<th>IN YEARS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
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<td>2</td>
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<td>5</td>
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<tr>
<td>6-10</td>
</tr>
<tr>
<td>11-15</td>
</tr>
<tr>
<td>Longer than 15 years</td>
</tr>
</tbody>
</table>

2.2 How long have you been living in the RDP house?

<table>
<thead>
<tr>
<th>IN YEARS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
</tr>
<tr>
<td>2</td>
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<tr>
<td>3</td>
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<tr>
<td>4</td>
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<tr>
<td>5</td>
</tr>
<tr>
<td>6-10</td>
</tr>
<tr>
<td>11-15</td>
</tr>
<tr>
<td>Longer than 15 years</td>
</tr>
</tbody>
</table>

2.3 Do you live in a house provided by the municipality (RDP house) or do you live in a shack?

<table>
<thead>
<tr>
<th>Municipal House</th>
<th>RDP House</th>
<th>Shack (Owner built)</th>
</tr>
</thead>
</table>

- 136 -
2.4 Are you satisfied with your existing house?

Satisfied  Dissatisfied

2.5 If not, why are you dissatisfied?

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________

-2-

2.6 Are you employed?

Yes. Employed  No. Unemployed

2.7 What are the living conditions at the Phola Park Settlement?

Very poor  Poor  Acceptable  Good  Very good

2.8 Which of the following services are provided to your area?

Electricity provision  Water provision  Refuse removal  Roads  Sport facilities

2.9 Are you satisfied with the quality of these services?

Satisfied  Dissatisfied

2.10 If not, why are you dissatisfied with the rendering of services?

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________

2.11 What has been the role of the Municipality in improving service rendering – solving these problems?

Specify:.......................................................................................................................
.....................................................................................................................
.....................................................................................................................

2.12 How has the attention of the municipality been drawn to the housing problems and services being rendered?

____________________________________________________________________
____________________________________________________________________

2.13 What impact do these problems have on your lives and living conditions?

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________
Thank you for your time and co-operation.
ANNEXURE 4: QUESTIONNAIRE TO MUNICIPAL STAKEHOLDERS AND CITIZENS IN THE SABATA DALINDYEBO LOCAL MUNICIPALITY

EXPLANATION OF TERMS USED IN THE QUESTIONNAIRE

Co-operative interaction means working together to achieve a goal.

Executive policy means the policy made by a legislative institution, such as a municipal council, for example by-laws and regulations.

Policy implementation means the implementation of municipal executive policy to render services.

Housing services means the provision of houses by government to people who are not in a position to build or purchase such houses.

Effectiveness means to produce quality outcome.

Political office-bearers mean the elected municipal councillors who serve in the Executive or Mayoral Committee and who perform the governing functions.

Chief officials mean the Municipal Manager and the heads of the municipal departments.

2. INSTRUCTIONS ON HOW TO COMPLETE THE QUESTIONNAIRE

Read the following carefully before filling in the details on the questionnaire

Answered the questions with an X

All questions will use a five-point scale, (marked 1-5), the extent to which you agree or disagree with the given statement.
The following meaning is attached to the figure:

- = Strongly disagree
- = Disagree
- = Neutral
- = Agree
- = Strongly agree

<table>
<thead>
<tr>
<th>EVALUATION OF MUNICIPAL HOUSING SERVICES.</th>
<th>EVALUATION CATEGORIES</th>
</tr>
</thead>
<tbody>
<tr>
<td>STAGES IN SYSTEMS THEORY</td>
<td>Strongly agree</td>
</tr>
<tr>
<td>PHASES AND QUESTIONS</td>
<td></td>
</tr>
<tr>
<td>INPUTS:</td>
<td></td>
</tr>
<tr>
<td>1. Housing needs of citizens are continuous evaluated by municipality</td>
<td>1</td>
</tr>
<tr>
<td>2. This municipality satisfy all housing services needs effectively</td>
<td>1</td>
</tr>
<tr>
<td>3. Continuous liasoning with citizens takes place</td>
<td>1</td>
</tr>
<tr>
<td>4. Housing services are rendered pro-actively</td>
<td>1</td>
</tr>
<tr>
<td>5. The quality of housing services are of a high standard</td>
<td>1</td>
</tr>
<tr>
<td>PROCESSING:</td>
<td></td>
</tr>
<tr>
<td>1. Available finance is adequately spend for housing services</td>
<td>1</td>
</tr>
<tr>
<td>2. Existing policy is effectively implemented to provide housing services</td>
<td>1</td>
</tr>
<tr>
<td>3. Existing organizational structures are inadequate and require attention</td>
<td>1</td>
</tr>
<tr>
<td>4. Existing personnel is suitably trained and skilled</td>
<td>1</td>
</tr>
<tr>
<td>5. Existing procedures and methods are effectively applied</td>
<td>1</td>
</tr>
<tr>
<td>6. Existing control measures and standards effective applied</td>
<td>1</td>
</tr>
<tr>
<td>7. Housing services are hampered by</td>
<td></td>
</tr>
<tr>
<td>7.1 A lack of political leadership</td>
<td>1</td>
</tr>
<tr>
<td>7.2 A lack of skilled operational employees</td>
<td>1</td>
</tr>
<tr>
<td>7.3 A lack of capital financing</td>
<td>1</td>
</tr>
<tr>
<td>7.4 A lack of operating finance</td>
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<td>--------------------------------</td>
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<tr>
<td>7.5 A lack effective delegation of authority</td>
<td>1</td>
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</tbody>
</table>

**OUTPUTS:**
1. The housing provided is of a high standard and clean
   - 1 | 2 | 3 | 4 | 5

2. Housing is adequately provided to citizens
   - 1 | 2 | 3 | 4 | 5

3. Houses are not fit for human living
   - 1 | 2 | 3 | 4 | 5

4. Housing is readily available to citizens
   - 1 | 2 | 3 | 4 | 5

**IMPACT:**
1. Housing service are essential for citizens
   - 1 | 2 | 3 | 4 | 5

2. The municipality can handle any negative impact effectively
   - 1 | 2 | 3 | 4 | 5

3. Housing services have no negative impact on citizens
   - 1 | 2 | 3 | 4 | 5

4. Housing service rendering ought to be improved
   - 1 | 2 | 3 | 4 | 5

THANK YOU FOR YOUR TIME AND CO-OPERATION.