CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1.1 INTRODUCTION

The activities of a government provide shape and substance to various institutions, which in a cooperative interaction are all responsible for the promotion of the general welfare of the citizens. The citizens are one grouping in the role-players to attain the main goal of promotion of the general welfare. The other main groupings of role-players are the elected politicians and the appointed officials. Any government exists primarily for the benefit of the citizens. The satisfying of citizen needs on a continuous basis will lead to the rendering of services and goods, which also require a cooperative interactive partnership between the three main groups of role-players. Because of the inability of contemporary human beings to satisfy all their needs, this has forced man into specific groups and community. Group forming is a human characteristic. Civic associations and voluntary associations are for example interest groups who serve as valuable links between citizens and the elected politicians and appointed officials and can be the means for collecting and marshalling the views and public opinion of individual citizens and groups.

Non-governmental organisations are founded on a set of values: the notion of voluntarism and philanthropy; the desire to advance and improve human condition; and to pioneer new approaches to meeting needs and solving communities’ problems. These values link non-governmental organisations to the historical developments of human society, i.e. the coming together of individuals in a community in order to provide for collective needs. By providing services to groups, by providing opportunities for citizens to express themselves on what must be done in municipal community, non-governmental organisations contribute to the community goal.

The study intends to evaluate the influence of selected non-governmental organisations on policy making the Amatole District Municipality. The purpose of this chapter is to provide a framework and
structure to articulate the study, to describe and explain what the study intends to investigate and the nature of the aims. The chapter contextualize and explain the boundaries of the study. The following aims which are standardised have been set for this 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. Sixthly, the chapter explains the delimitations of the study, and lastly, provides explanations of specific terms and words used in the study, to eliminate possible confusion because words often have different meanings. The background to the study can be explained as follows.

1.2 BACKGROUND TO THE ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN INFLUENCING MUNICIPAL POLICY MAKING

With democracy being relatively new in South Africa, local government has had to undergo much institutional reform between 1994 and 2000. A key part of this overhaul has been the requirement for democratic processes in municipal decision-making methods between elections.

Recently, government has been encouraging municipalities to have public participation units. Local government in South Africa is now required to implement forms of public participation, particularly around development planning and budgeting. *The Local Government Municipal Systems Act, 2000* (Act 32 of 2000) requires that municipalities “develop a culture of municipal governance that complements formal representative government with a system of participatory governance,” (Carrim, 2001: 14). Indeed, there is much to suggest that the recent emphasis on public participation in local government has a lot to do with the failure of local politicians to govern as prescribed under laws. Hence, while institutions of participatory governance were established in 2000, the effort to institutionalize them came some five years later following a spate of country-wide protests. In the year preceding the 2006 local government elections, the Minister of Safety and Security reported some 5085 protests against inept and corrupt local government nationwide (Robert, 2007: 14).
Recognition by government that this dissatisfaction was justified was implied by ‘Project Consolidate’, an initiative of the then national Department of Provincial and Local Government, now Cooperative Governance and Traditional Affairs to redress the fact that “… modes of interaction, engagement and support to local government are not having the desired impact on local government and communities,” (Joshua, 2007: 29). Forty eight percent of South Africa’s 284 municipalities are on this list (Joshua, 2007: 29), the development of public participation policy in South Africa was motivated by lofty ideals, and its recent implementation has been mostly a response to local governance failure.

Basically, public participation is about allowing people to execute their most basic human right—the right to participate in decisions regarding their future, as stated in the Bill of Rights, which is part of the Constitution of the Republic of South Africa, 1996, as amended. The White Paper on Local Government, 1998 states that “… municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation”. However, it is really only with the Municipal Structures Act, 1998 (Act 117 of 1998) and especially the Municipal Systems Act, 2000 (Act 32 of 2000) that participatory local governance was given institutional life. Where the Municipal Structures Act, 1998 sets out the various structures of local government, including ward committees, the Municipal Systems Act, 2000 outlines how they are to be used. More specifically, Section 16 of the Municipal Systems Act, 2000 obliges municipalities to “… develop a culture of municipal governance that complements formal representative government with a system of participatory governance.”

The important innovation of public participation at local government level lies in the ward committee system. The Municipal Systems Act, 2000, provides for ward committees to be established in each ward if the municipality so chooses, of late though, government has been suggesting that the ward committee system be made compulsory for all municipalities.

Chaired by the ward councillor, ward committees are intended to consist of up to 10 people representing “a diversity of interests in the ward, with women equitably represented,” (Municipal
Systems Act, 2000, section 24). Ward committees may make recommendations on any matter affecting their wards. Notably, their primary function is to “create formal, unbiased communication channels between the community and the council,” (Friedman, 2005: 36) are also required to mobilise the community to participate in service payment campaigns, development planning and budgetary processes, decisions about service provision, by-laws and the like.

Additionally, participatory governance requires involvement of the public in core municipal processes like development planning, performance management, the budget and strategic decisions relating to services. In short, public participation is statutorily injected into the most important municipal processes. Government policy on how to engage with the public on these issues is quite limited, and usually manifests in the insistence of using ward committees. In practice, it seems this happens through the use of public meetings called by the mayor, also known as a mayoral izimbizo (public meeting) (Carrim, 2001: 14).

However, both ward committees and mayoral izimbizos are poor representations of the empowered and participatory institutions of this sort. Neither ward committees nor mayoral izimbizos have any decision-making powers, and certainly none over resources. These powers are expressly reserved in law for politicians and may not be delegated to ward committees.

Perhaps more importantly, the deliberative role of both ward committees and izimbizos are practically confined. Although ward committees are meant to identify key issues affecting their ward and deliberate upon them, the failure to integrate ward committees explicitly into the decision-making or delivery processes of the local municipality means that there is little impact this has beyond merely deliberating (Carrim, 2001: 14).

Currently, all ward committees do is to encourage the voice of ward councillors at the monthly council meetings. By design, a ward committee must transfer its deliberations through the ward
councillor to the council. Should the ward councillor be incompetent, disinterested, or marginalized for some other reason, the ward committee’s deliberations will count for nothing.

Indeed, a strong case can be made that ward councillors are the weakest of all councillors, due to the fact that the electoral system is only half constituency-based. The other half is proportional representation as guided by party lists. Notably, the senior party politicians in local government are almost always elected by party list and not from wards, so as to ensure their place in government. A consequence of this is that key political players, especially those who sit on the municipal executive, do not have ward committees. In effect then, ward committees are a participation mandate imposed on disempowered politicians.

Arguably, since 1994 an attempt has been made to institutionalize public participation through various ‘invited spaces’. The idea is to complement the system of multi-party representative government with a form of community participation that draws on indigenous traditions of democratic practice. Unfortunately, these invited spaces are not really working. Rather than being forums for genuine community engagement with local leaders, they tend to be at best exercises in public relations, and at worst, sites for capture by political elites.

There has been a marked shift within non-governmental organisations internationally to proactive politics (Parraton, 2005:72). Prior to the 1994 multi-party general elections, in South Africa, activities of non-governmental organisations concentrated on direct welfare services rendering, but in a way also help to define, support and maintain political opposition to established local government in one form or another (Parraton, 2005: 72). Having helped to manage a change to a democratic South Africa, the non-governmental organisations sector participated in the discussion by various stakeholders on the structure of local government for the new democratic South Africa (Local Government Transition Act, 1993 (Act 2009 of 1993). For the effective performance of these and many other various roles in a local sphere of government, non-governmental organisations have to interact with the local authority and be recognized as a partner in the determination and achievement
of the promotion of welfare of the community. The performance of this role by the non-governmental organisations sector in the municipal area requires cooperative relationships between the non-governmental organisations sector and the local government to enhance the development of democracy in the early stages of community re-building in South Africa.

While the consensual and contractual relationships continued, new activities including advocacy for citizens’ involvement in community affairs, empowerment and fostering of civic awareness have moved non-governmental organisations more and more ‘into the arena of community governance (Ball and Dunn, 1995: 27). Invariably these have added new forms of interaction between non-governmental organisations and the local government rather than replacing old forms of relationships. It has also involved the transformation of the overall context of the work of non-governmental organisations. Over the past two decades, non-governmental organisations have emerged as leading actors in development. Their number and types have expanded greatly, and they have played an ever-increasing role in grassroots organising, service delivery and policy-making.

Non-governmental organisations have captured considerable institutional space as governments restructure, scale down services, or simply fail to meet the needs of marginalized groups within society. The re-emergence of democracy has made it necessary for non-governmental organisations and states to redefine their roles and look for new forms of collaboration (Meyer, 1999: 18). Non-governmental organisations wish to scale up their operations in order to build linkages with government, extend the results, and promote the structural conditions and policy changes that are required for development. Non-governmental organisations also act as intermediaries, providing links between governments, donors, other non-governmental organisations, and local communities. High levels of external technical and financial support have been decisive in the development of municipal governments (Cameron, 2003:182). With decentralisation, municipalities often find themselves ill-equipped technically and fiscally to address the problems of their citizens (Andersson, 2004: 234; Reilly, 1995: ix). Non-governmental organisations have considerable experience in capacity building.
and can support municipalities with funds, training, and technical assistance; and since most non-governmental organisations projects are carried out locally, they are by nature decentralised.

It can be deduced that as long as public participation in local governance remains limited to ward committees and izimbizos in their current form, it will be largely meaningless. With little incentive for citizens to participate in them, these structures will remain another space for dominant political entities to exert their will. On the other hand, the role of non-governmental organisations in municipal policy-making stems from the organisations desire to advance and improve human conditions in the community. Activities engaged in include rendering of welfare services primarily for members of the community. Non-governmental organisation can also mobilize citizens, including beneficiaries, around projects voluntarily set up, stimulate awareness of problems of the disadvantaged and increase the level of citizens’ involvement in community affairs; these activities enhance the attainment of participatory local democratic government (Reddy, 1996: 257). By providing services to citizens and by providing opportunities for citizens to express themselves on what must be done in the municipal community, non-governmental organisations become an important role-player in public policy-making.

1.3 PROBLEM STATEMENT

The fundamental problem on which the study focuses can be stated as follows:

The interaction between municipal authorities and non-governmental organisations in policy making is being hampered by an inability to collaborate at appropriate levels. There is also a failure and to co-ordinate service delivery due to the large number of divergent and independent non-governmental organisations.

The above problem statement is based on the fact that a multitude of non-governmental organisations with divergent objectives and functions and without proper co-ordinated and overhead governmental and administrative arrangements cannot play a meaningful and sustainable role in municipal policy making. This problematic nature of non-governmental organisations, as privately set up, autonomous,
non-profit institutions with a voluntary or benevolent character and which have a public interest to facilitate development action, is directly linked to the large number of non-governmental organisations. Jeppe, (1992:9) classify non-governmental organisations into four main functional categories, namely Welfare NGO’s, Developmental NGO’s, Specialised NGO’s, and Advocacy NGO’s, which is to be found according to De Beer and Swanepoel (2000:113), on international, national, regional, and local geographical areas.

1.4 HYPOTHESIS OF THE STUDY

The study proceeds from the following hypothesis:

The current interaction in policy making, between non-governmental organisations and policy makers in the local sphere of government, especially in the area of the Amathole district municipality, are inadequate to ensure effective service rendering.

1.5 OBJECTIVES OF THE STUDY

The objectives of the study are to

- determine and classify non-governmental organisations in South Africa and select specific organisations who play a role in municipal policy making with reference to Amathole District Municipality;
- determine, analyse and evaluate the role and influence of specific non-governmental organisations in policy making in the Amathole district municipality; and
- determine problem areas in the interaction between non-governmental organisation and public policy makers and to provide recommendations to solve such problems.
1.6 THEORETICAL FRAMEWORK

The theoretical framework for the study consists of the systems theory and the utilitarian theory. Firstly, the utilitarian theory was chosen because it is the goal of any government to promote the general welfare of citizens and all interaction and relationships between municipal role-players should strive to ensure the greatest happiness for the greatest number of citizens. Secondly, the systems theory serves as a basis for this study to evaluate the role of non-governmental organisations in policy initiation and policy formulation. Pfiffner and Preshus (1967:7) also write that “(a)n organisation is a system of roles and graded by authority”. The systems theory (Dye, 1984:40) evaluates the role of non-governmental organisations in policy making. A system can be thought of as an organized whole made up of parts which are connected and directed to some purpose (Terry, 1977:27). Systems are thus basic to human activities.

The systems theory has essential phases or components and takes place in a specific environment. Each system has an input, processes, and an output. (Dye, 1984:41). However, Meiring (2001:84) refer also to the impact as a fourth phase. The role of non-governmental organisations can thus be evaluated in each of the four phases. The study is also evaluative in nature because it is not only the relationships and role of non-governmental organisations and municipal policy makers that are investigated, but the actual results and especially the impact of such relationship and role that is to be investigated.

Policy evaluation is normative in nature; the emphasis in this study is also placed on the use and usefulness of the municipal services as influenced by the co-operation between role-players. (Meiring, 2001:81) The interest of the community and the promotion of the general welfare is the ultimate goal of any government. Bentham (1823:3) writes that “(t)he interests of the community is … the sum of the interests of the several members who compose it.” This statement is based on utilitarian theory developed by Jeremy Bentham, John Stuwart Mill and other liberal thinkers which seek to maximize pleasure and to minimize pain. (Rodee, et.al., 1976: 105) What policy makers thus do “… and what
they call ‘good’ is necessarily a function of their calculations derived from the pleasure-pain principle.” (Rodee, et. al., 1976: 105) The aim is thus to maximize pleasure and to minimize pain and this became known as the greatest happiness for the greatest number of people. (Harris, 1979: 213) A full description of the systems theory and the utilitarian theory is provided in Chapter Two and Three.

1.7 SIGNIFICANCE OF THE STUDY

This study is significant in its attempt to investigate challenges that is faced by the citizens of Amathole district municipality in community governance participation and the roles played by the non-governmental organisations in the municipality in influencing policy-making in the area. It is essential to investigate and understand these challenges in the unique institutional and socio-economic, context of the Eastern Cape Province. A search of the literature on non-governmental organisations revealed that there is much written on this subject; these deals with the provision of service to the disadvantaged and thereby the contribution to the quality of life of such groups and communities (Craythorne, 2006: 11). However, there is practically nothing written about the role of non-governmental organisations in municipal policy-making in the theoretical field of Public Administration in the South African context (Craythorne, 2006: 11). In the last four years, it would therefore seem to be useful and necessary to evaluate the contemporary role of non-governmental organisations in municipal policy-making in Amathole district municipality. It is anticipated that the findings of the research will assist Amathole district municipality in the development of strategies and interventions that will lead to improvement of service delivery.

It is also anticipated that municipal councillors and chief officials will benefit from recommendations for improved strategies in implementation mechanisms that may result from the study. The results may to some extent be applicable to other programmes in the municipalities generally in relation to policy making and implementation.
The result of the research will hopefully contribute towards informing the development, adoption and improvement of systems and practices which facilitates efficient implementation of policy. The research therefore, should further contribute to efforts in improving service delivery and effective implementation of public policy in general and policy-making in particular. It is finally, anticipated that the study may provide a springboard for other researchers interested in the interface between non-governmental organisations and their influence in municipal policy-making.

1.8 DELIMITATIONS OF THE STUDY

This is often referred to as ethical issues. Blaxter (1997:146) argues that “… (r)esearch ethics is about being clear about the nature of the agreement you have entered into with your research subjects or contacts”. Leedy and Ormrod (1985:1-7, 110) list ethical issues as: protection from harm, informed consent, right to privacy, honesty with professional colleagues, etc.

The delimitation is also described as the scope or the delineation (Hofstee, 2006:87). It explains the extent of matters to be dealt with within a specific geographical area. Scope refers to the breadth of concrete instances to which the theory applies. (Bailey, 1982:33), and Oxford Advanced Learner’s Dictionary, 1995: 308). Hofstee, 2006:87) writes that the delineations limit the scope of the work, that by stating explicitly what falls inside boundaries of the study and avoid thus possible criticism. The de-limitations are the same as the scope of the study. It is to fix the limits or boundaries of the study and consists firstly of the theoretical boundaries.

The target population of this study consists of the citizens, consisting of a multitude of interest groups, inter alia various non-governmental organisations, the elected councillors and appointed officials living within the Amathole district municipal area, which include the eight local municipalities. The target population is however due to its size too big to conduct an objective study for the purpose of this dissertation, and thus require that a sample be selected; this forms part of the delimitation of the study. The basic requirement and characteristic of a sample is that it should be representative of the population from which it is taken. (Basley and Clover, 1988:95). By sampling is thus meant any pre-
determined portion of the target population to act as representative of that population which at most times are guided by biased judgments; this also contribute to the delimiting factors of the study. Finally, it will be difficult to complete an exhaustive study of this nature within the given time constraints. All above mentioned contribute to the delimitation of the study. In summary, things that may limit this study are the following: the access to information, time, funds, non availability of participant and insufficient literature on the subject matter.

1.8.1 The survey area

The Eastern Cape, on the southernmost coast of Africa, is the second largest of South Africa’s nine provinces, covering around 14% of the country’s land mass. Some 65% of the province’s 6.9-million people live in rural areas; most of the remaining population live and work in towns and cities, especially the two main cities of Port Elizabeth and East London. Two thirds of the population lives in the ex-homeland areas of the Transkei and Ciskei. Local municipalities cover towns and surrounding rural areas. Five out of the six district municipalities of the Eastern Cape include areas that are in the former Transkei or Ciskei. The Province of the Eastern Cape consists of six districts, namely the Alfred Nzo, Chris Hani, Amathole, OR Tambo, UKhahlamba and Cacadu districts. The province also has one metropolitan municipality, namely the Nelson Mandela Metropolitan Municipality, which is one of six metropolitan municipalities in South Africa (Port Folio Municipalities South Africa, 2008:214).
The Amathole District is named after the legendary Amathole Mountains (Port Folio Municipalities South Africa, 2008:214). The Amatole District is the most diverse of all the districts in the province. It contains the most popular local municipality in the country, the Buffalo City Local Municipality, which includes East London, King William’s Town and Mdantsane. Two-thirds of the district is made up of ex-homeland areas. The Amatole Mountains that lie northwest of King William’s Town give the district its name. The well-watered coastal strip gives way to the Transkei hills (http://www.procomp.co.za). Amatole District has the Fort Hare University, which was the first black South African university. A number of worldly recognized statesmen like Nelson Mandela and Thabo
Mbeki studied at local schools and universities. The district is also home to the birthplace of the Black Consciousness leader, Steve Biko. This district has the most people in the province, with over 1,657,373 inhabitants, and a moderately high population of 78 people per square kilometer. The population is mainly African with some whites and coloureds. Amatole has the second highest economy in the province. The private sector is dominated by manufacturing. The motor industry, food processing, textiles and clothing are the chief manufacturing areas. Agriculture plays a small role in the formal employment providing only 8.0% of formal employment. Agriculture in the ex-homelands is mainly small scale crop farming and open grazed livestock, and the farming is more for subsistence than for commercial sale. The coastal belt south of East London is where the main Pineapple farming industry is, as well as citrus, horticulture and livestock being farmed. The motor industry, food processing, textiles and clothing are the chief manufacturing areas. The Amatole District municipality strives for a future where the communities have a serene, constant and sustainable environment, with their needs being met through a development process (http://www.procomp.co.za).
The Amathole municipality is a district municipality and the following local municipalities operate within its municipal area.

- Nkonkobe local municipality
  * Ngqushwa local municipality
- Nxuba local municipality
  * Buffalo City municipality
- Amahlati local municipality
  * Great Kei local municipality
- Mnquma local municipality
  * Mbhashe local municipality
The survey area will include respondents from the Amathole district municipality which is constitutionally charged to support local municipalities in the implementation of Community participation. *Local Government: Municipal System Act, 2000* (Act 32 of 2000), section 17. The study covers the period from March 2009 to December 2010 which is the period prescribed in the curriculum for the Master of Administration (Public Administration) degree.

1.8.2 Theoretical scope

The study is concentrated in the Amathole District Municipal area in the Eastern Cape Province of the Republic of South Africa. The study will also focus on the role of non-governmental organisations in the municipal policy-making process. Groups calling themselves non-governmental organisations are diverse and complex and cannot be studied in their totality in a dissertation, even in a municipality such as Amathole. In this case, for a study like this, Saunders writes that “(o)ne proceeds by developing partial understanding of aspects of the problem and gradually builds a picture of how the different parts interrelate and affect each other” (Saunders, 1984:1). This study will therefore be confined to the study of how the role of non-governmental organisations engaged in the provision of human care and welfare services to the citizens and therefore provides a means for these citizens to participate effectively in the policy-making process of the Amathole District Municipality. It is hoped this will assist in understanding the non-governmental organisation phenomenon in public administration.

1.8.3 Timeframe of the study

In order to make a meaningful analysis of the role of these non-governmental organisations, the dissertation has been based on interaction between non-governmental organisations and other participant in municipal policy-making during the period January 2010 to December 2010 in the Amathole District Municipal area. The short period chosen is due to the constraints on the nature of the dissertation.
1.9 OUTLINE OF CHAPTERS

Study is a human activity which is essentially purposeful and requires as such that all steps be carefully planned. Planning can be described as an organized, intelligent attempt to select the best available alternatives to attain specific objectives. Planning is reasoning about how the study should be undertaken and to determine the best possible course of action. (Waterston, 1965: 8). It thus follows that a good dissertation should be well planned and structured. Hofstee, (2006:35) writes that “(d)issertations are a particular form of writing, with a particular purpose and audience in mind. That makes them subject to certain predictable rules.” The form of a dissertation is the schematic representation of a typical dissertation structure. The dissertation structure used in this study is known as the classic structure for dissertations and consists of at least five consecutive chapters, dealing with the Introduction. Literature review, Methodology, Body, and Conclusion of the study (Hofstee, 2006: 36). The writing of the dissertation has been structure as follows:

Chapter one provides an introduction and general orientation to the study, addresses the background to the role of non-governmental organisations in influencing municipal policy making, explain the problem statement, research questions, hypothesis and objectives of the study, provides a theoretical framework and an outline of the different chapters, explains the significance and delimitations of the study and finally provides an explanation of specific words and terms used in the study.

Chapter two provides a literature review on policy making as an administrative enabling function. The chapter explains policy making as one of six administrative functions, consists of three consecutive steps, namely policy initiations, policy formulation, and policy approval. The chapter explains that a co-operative interactive partnership exists between the three main groups of municipal role-players, namely the citizens, elected councillors and the appointed officials. The literature review of municipal policy making make use of the systems theory to evaluate the role of non-governmental organisations and the impact of policy.
Chapter three describes and explains the nature and place of non-governmental organisations in the municipal sphere of government. The chapter provides a conceptual framework for an evaluation of the role of non-governmental organisations in municipal policy making. The cooperative interaction of role-players in the promotion of the general welfare of the citizens is based on utilitarian theory of the greatest happiness for the greatest number of citizens.

The chapter also discusses the non-governmental organisations and local government relationships based on care and welfare activities. Furthermore the chapter review non-governmental organisation and local government contractual relationships and finally the non-governmental organisations and local government relationships based on ‘change and development’ activities were reviewed and conclusions drawn on the chapter.

Chapter four deals, within the theoretical frameworks, described and explained in chapters two and three, with the research design and methodology. The purpose of chapter four is to describe the instruments, outline the research techniques and focus, which were used to evaluate the role of non-governmental organisations in municipal policy making.

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.

Chapters five, six and seven deal with the analysis interpretation and presentation of the data collected during the empirical testing, to organise the research findings around the research objectives to be able to test or verify, confirm or refute with applicable evidence the problem and hypothesis. Chapter five deals with the role of non-governmental organisations in policy initiation as the input-phase of
policy making. Chapter six deals with the role of non-governmental organisations in policy formulation and policy making as the processing phase of policy making. Chapter seven deals with the role of non-governmental organisation in policy evaluation to determine the impact of policy making on municipal services as the output phase of policy making.

Chapter eight concludes the study, provide the findings of the study, recap all the main deductions and provide concluding remarks regarding the validity and reality of the identified problem and hypothesis. Specific recommendations are provided to solve the problem.

1.10 TERMINOLOGY AND DEFINITION OF WORDS

It is found that a language such as English often has words and terms with different interpretations or that a specific words has more than one meaning. It is thus important that in a study of this nature words and terms which could lead to confusion and misinterpretations be clearly explained. In this study the following meanings are attached to words and terms used in the dissertation.

1.10.1 Administration

To obtain clarity about what public administration is a study should be made of the work of administrators because public administration is work and all work consists of carrying out of functions and processes. (Cloete, 1986: 2) According to Cloete (1986: 2) administration consists of a wide range of functions, namely policy making, organising, financing, staffing, procedure determination and the exercise of control. Meiring (2001: 6) writes that “… administration concerns the accomplishing side of government. It comprises all those activities involved in carrying out the policies of the elected politicians.

1.10.2 Civil Society

Non-Governmental Organisations are described as an important part of civil society in the dissertation. Civil society is defined as comprising organisations and associations formed by members
of society to improve their lot in contrast to the institutions of the democratic state. (Diescho, 1996: 11-15). When civil society is distinguished from the state the distinction is also used to show that authority to regulate societal life rests with the state, and that civil society does not possess ‘innate quality’ to deliver general good (The Dictionary of Marxist Thought, 1983: 72).

Groups in civil society such as NGOs are important because such groups contribute towards the fuller realisation of the quality of life in community. Harries (2007: 125) writes that ‘... in the community there are certainly different types of groups ... for the establishment, maintenance or enhancement of forms of behaviour that are implied by the shared attitude. In the contemporary community the appendages of the democratic state are unable to provide for all the needs of the individual citizens. Human beings in community belongs to a number of groups in civil society such as religious groups, recreational clubs, professional associations of various kinds, welfare and humanitarian associations such as non-governmental organisations all as part of community life (Harris, 2007: 126) Described as part of civil society, therefore, non-governmental organisations must be seen as organisations contributing, voluntarily, to the promotion of the ‘good life’.

1.10.3 Community - community is defined in the Shorter Oxford English Dictionary sixth edition, (2007: 420) as “...a body of people organized into a political, municipal or social unit... the people of a country (or district).” The definition implies that the inhabitants of a town. A province, a state or specific parts of a town, province or country form a part of one or other community. In the dissertation, firstly community is used to describe the aggregation of individuals in the political entity – the municipality or town. Secondly, it is used to refer to groups in the municipal area. This refers to a diversity of people: old and young, rich and poor, men and women, with different needs. One community will therefore have various groups of various sub-communities. Thus it can be inferred that the inhabitants of Amathole District municipal area comprise a community of smaller communities. The word community is used in the dissertation in both senses (www.demarcation.co.za). Also community as described above can be seen to have something in common with society. Society is defined as “… a body of persons associated for a common purpose

It can be deduced that a community or society as a body of people, or as a body of persons organized, exists, among other things, to achieve the purpose of promoting the collective well-being. In the dissertation therefore community and society will be regarded as synonymous and used interchangeably.

1.10.4 Local Authority- A local authority may be explained as “... that part of the government of a state which deals mainly with such matters as concern the inhabitants of a specific geographical area and is subordinate to higher authorities (Republic of South Africa: The Black Local Authorities Act, 1982 (Act 102 of 1982) section 2). As defined, a local authority implies a decentralised representative institution with specific power developed upon it and delegated to it higher levels of government. Local authority used in the dissertation during the period under study is intended to be understood in this sense. Though The Republic of South Africa Constitution, 1996, as amended, section 154 stipulates that government of the spheres are co-operative, interdependent and interrelated, the supervisory powers granted to the national and provincial spheres in the same constitution, section 160, makes the local authority, as a sphere of government, subordinate to other spheres. Thus the local sphere as local authority is a decentralised part of the government of South Africa, with powers to perform specific functions. The Amathole district municipal sphere of government is therefore a local authority.

1.10.5 Municipality - A municipality is an administrative entity composed of a clearly defined territory and its population and commonly denotes a city, town, or village, or a small grouping of them (Craythorne, 2006: 11). A municipality in South Africa consists of a mayor, a council consisting of elected councillors and departments with appointed officials (Republic of South Africa Constitution 1996 section 155.)
1.10.6 Policy Making – Policy making is enabling function aimed at providing personnel with the objectives and guide-lines to provide goods and services and to regulate the behaviour of all people in order to promote the general welfare (Meiring and Parsons, 1994: 62-63). Policy making by the politicians, or for that matter the officials, is not exercised in a vacuum, but is in fact linked to the realities of providing goods and service to the members of the citizens of a state. The citizens cannot themselves make policy but in democratic state can play a vital role in influencing the making of policy by politicians and officials. The citizens find themselves in a peculiar relationship with public policy (Meiring and Parsons, 1994: 62-63). On the one hand endeavour to influence the making of policy and on the other hand are subject to the prescriptions of the policy, and are expected to adhere to their requirement and observe civil obedience (Meiring and Parsons, 1994: 62-63).

1.10.7 Non Governmental Organisations- In the dissertation, the term nongovernmental organisations (NGO) is used to refer to organisations which are formed voluntarily: which exist independently of the institution of the democratic state: whose operations are not intended to reap profit and which are not self-serving in the aims and related values (Noel, 2000: 245). These are the characteristic features used to identify groups as NGOs in a community. The characteristics are also used in the dissertation to form a basis for distinguishing NGOs as voluntary organisations from other associations and organisations in civil society.

The concept Non-Governmental is used in preference to other concepts such as ‘voluntary organisation”, ‘non-profit’ or ‘not-for-profit’ (the preferred terms in America); community based organisations; or voluntary development organisations (Bratton, 1990: 87-118). The reasons are that the not-for-profit notion does not constitute the only basis used for defining NGOs identified for study. Also organisations chosen were found not always to be conceptually ‘developmental’ even though NGOs activities improve existing conditions. NGOs, too, are not always community based, if it is considered that there are NGOs (such as Urban Services Group and Eastern Cape Adult Learning
Programme) included in the study whose activities could be found outside of the Amathole district municipal community.

In the dissertation the term Non-Government Organisation (NGO) is used to refer to organisations which are formed voluntarily; which exist independently of the institutions of the democratic state; whose operations are not intended to reap profit and which are not self-service in the aims and related values (De Villers and Meiring, 1995: 93). These are characteristic features used to identify groups NGOs in a community. Characteristics are also used in the treatise to from a basis for distinguishing NGOs as voluntary organisations from other associations and organisations in civil society. (De Villers and Meiring, 1995: 93). The term Non-Governmental Organisation is used in the dissertation to focus on a group of organisations in civil society, their place in the contemporary community, activities engaged in and how these influence the municipal policy-making process.

1.11 CONCLUSION

This chapter had attempted to describe and explain the contemporary role of non-governmental organisations in municipal policy-making as a typology for citizens’ participation in the municipal policy-making process. It was proved that the NGOs roles contributes significantly towards the achievement of participatory local democracy envisaged by the Constitution, 1996 and other relevant statutes for the transformation of local government in South Africa. Citizens, whether organized in groups or individually, are expected to participate in municipal affairs. NGOs role is contributory, and is based on voluntarism as part of contemporary municipal community life. It therefore does not obscure the role, authority and responsibility of the institutions of local government. In the study, it was deduced that activities of NGOs provide means for citizens of the community to participate meaningfully in municipal affairs. The NGOs role also enhances disadvantaged members’ representation, the creation of means of arriving at decisions more efficiently and improvement of the quality of the policy-making process in such a way that everyone can feel part of the municipal community.
It was also deduced that in line with the changes and transformation in local government in South Africa, the way local government policy is made is also changing. It is no longer acceptable that decisions are to be made by a few councillors or leaders and officials who purport to act on behalf of the many but who refuse to involve the many in their deliberations. Although citizens in a municipal area are not easily persuaded to participate in affairs of the community, and it is especially difficult to engage a representative cross section of citizens in the policy-making process; worse still the unorganized homeless and disadvantaged. It provides that NGOs focus on the circumstances of the citizens including their inability to participate and also to sustain their interest in municipal affairs.

The role of NGOs is thus also linked to the whole idea of a municipal sphere of government in South Africa. Being closest to the people this is therefore the sphere where citizens’ participation is being greatly encouraged. NGOs provide welfare services and at the same time organize such members into groups which also serve as the means through which meaningful participation can be realized. It was demonstrated that the existence of a “favourable” relationship between NGOs on the one hand and municipal councillors and officials on the other lends support to the effectiveness of the role of NGOs in municipal policy-making process.

From the chapter the problem was identified that the interaction between municipal authorities and non-governmental organisations in policy making is hampered by an inability to collaborate at appropriate levels and to co-ordinate service rendering due to the large number of divergent and independent non-governmental organisations. Therefore, the objectives of this study will be to determine and classify non-governmental organisations in South Africa and select specific organisations who play a role in municipal policy making; determine, analyse and evaluate the role and influence of specific non-governmental organisations in policy making in the Amathole district municipality. Thus, the chief-officials will be capacitated to determine problem areas in the interaction between non-governmental organisation and public policy makers and to provide recommendations to solve such problems. The limitations of the study were explained, moreover, the
researcher has indicated what he intends to do now and how. Furthermore, terms were defined as were used. Chapter two will provide a literature review for this study and it will relate to the influence of the role of non-governmental organisations in municipal policy-making in the Amathole district municipality.
CHAPTER TWO

LITERATURE REVIEW ON THE NATURE AND PLACE OF MUNICIPAL POLICY MAKING IN PUBLIC ADMINISTRATION.

2.1 INTRODUCTION

Public administration is seen as a group of functions which must always be undertaken to attain specific predetermined objectives to promote the general welfare of the citizens. The setting and attainment of objectives can be seen as a human phenomenon, objective attainment is only possible in the public sector when specific resources such as financial and human resources and other means such as policy, organisational structures, procedures and control measures have been provided. The functions to provide and utilize such means and resources are seen as the administrative functions which are performed in the public sector to obtain clarity about what public administration is, a survey should be made of the work that administration do, because public administration is work and all work consist of carrying out of processes. If work can be classified into specific processes, then it stands to reason that administration also consists of specific consecutive processes. Administration consists of a wide-ranging set of activities which can be grouped according to their respective functions. Six main groupings of functions will then be obtained, namely policy making, organising, financing, staffing, determining of work procedures and the exercising of control. It is clear that policy making is one of six administrative functions.

The purpose of this study is to evaluate the influence of non-governmental organisations on municipal policy making. The purpose of this chapter is to provide a literature review on the nature and place of policy making in Public Administration. The chapter is divided into two main sections with sub-sections, apart from an Introduction and Conclusion. Firstly, the chapter provides a theoretical framework for policy making as an administrative function. Policy making is based in this section upon the five phases of the systems theory. Secondly, the chapter provides a conceptual framework on
the nature and place of policy making in Public Administration. The nature and place of various concepts are described and explained under three sub-sections namely policy initiation, policy formulation, and policy approval. The theoretical framework for policy making can be discussed as follows.

2.2 THEORETICAL FRAMEWORK FOR POLICY MAKING IN PUBLIC ADMINISTRATION.

Public Administration is a science, a field of study and an academic discipline focused on the study of and research into the functions and activities collectively known as public administration (Cloete, 1995:61). A science is a collection not of particular but of universal truths. It is a body of knowledge acquire as the result of an attempt to study a certain subject-matter in a methodical way, following a determinate set of guiding principles (Walsh, 1967:35). For Plato (427-347) it is the contemplated truth; for Aristotle (384-322), pure knowledge as appose to the practical: an abstraction from practice and the principle from which practice proceeds. (Runes, 1944: 317 and Solomon, 1994: 13).

Contemporary science recognizes that there are no facts independent of the theory that organises them and that research must also, even if only implicitly, presume a theoretical concept that organises the study (Rein, 1983: 236). Theory is seen as the hypothetical universal aspect of anything, contemporarily, a theory is defined as “(a) set of interrelated constructs (concepts), definitions, and propositions that presents a systematic view of phenomena by specifying relations among variables, with the purpose of explaining and predicting the phenomena”(Kerlinger, 1966:11). Various theories can be used in the study and to form the basis of this study, the systems theory will be used as a basis for this study to evaluate the role of non-governmental organisations in policy initiation and policy formulation.

2.2.1 Systems theory as theoretical framework for the study

The study is also evaluative in nature because it is not only the relationships and role of non-governmental organisations and municipal policy makers that are investigated, but the actual results
and especially the impact of such relationship and role that is to be investigated. Policy evaluation is normative in nature the systems theory will be used as a basis for this study to evaluate the role of non-governmental organisations in policy initiation and policy formulation as well as to evaluate the role of non-governmental organisations in policy making for the rendering of services (Dye, 1984:40).

A system can be thought of as an organized whole made up of parts which are connected and directed to same purpose (Terry, 1977:27), systems are thus basic to human activities. The systems theory has essential phases or components and takes place in a specific environment, each system has an input, processes, and an output (Dye, 1984:41), however, Meiring (2001:84) refer also to the impact as a fourth phase. To illustrate, the phases to evaluate performance management, the following diagram can serve as an example:
2.3 NATURE AND PLACE OF MUNICIPAL POLICY MAKING IN PUBLIC ADMINISTRATION

Policy making is an administrative enabling function and cannot be studied in isolation from Public Administration. Administration is seen as consisting of specific functions, which shows a similarity with the function classification of the classical theory. The classical theory takes efficiency as the objective and views administration basically with the division of work and the specialization of function. Various authors have over time expressed the view that administration consists of specific functions aimed at goal realization. Gulick, for example designates the work of chief officials as concerned with POSDCORB that is planning, organizing, staffing, directing, co-ordination, reporting and budgeting (Mark, 2001:220-224). In South Africa, (Mafunisa,2000:20) contends that administration consists of specific functions, namely policy making, organising, personnel provision and utilization, financing, determining work methods and procedures and exercising control. Abakholwa, (2004:665-672) writes that these generic functions:

- provides a framework within which to explain the administrative functions of officials in supervisory posts;
- enables the theorist to arrange the information on public administration in an orderly manner; and
- Provides satisfactory explanations of the nature and extent of each function.

Policy making is seen for the purpose of this study as an administrative functions, consisting of the following steps:

- Policy initiations which entails becoming aware of a specific problem, describing the problem; and the collection of information to solve or prevent the problem.
• Policy formulation, which include liaison with interesting parties, processing of information. Setting of objectives, considering of all alternatives, determining of priorities, and the survey of available financial resources.

• Policy approval (Meiring, 2001:56-58).

In the public sector it is the task of the elected political representatives, in close collaboration with the appointed officials, to effect active arrangements to promote the general welfare. It is logical in any society for the citizens, and even interest groups faced with group tasks, to elect representatives from among those who will be, or are already, undertaking such task, to take decision on behalf of those they represent (Meiring, 2008:6).

Administration consists of the thought, processes and actions which make it possible to, firstly attain specific objectives and secondly ensure that this is done effectively and efficiently. Objective setting and publication are essential element of any policy. Policy is the authority’s exposition of objectives which indicate what the policy makes wish to do, what they want to achieve and where they wish to go with the development of a community or state. Policy in this sense is directional and provides guidance to the personnel responsible for the implementation of such policy (Meiring, 1994:62).

It is generally stated that administrative means to help, serve, direct, execute, look after things, take charge of, and to get things done, which does not really explain the meaning of administration (Cloete, 2000:3) writes, for example, that”… administration consist of the thought process and the action necessary for setting and achieving an objective’. It is, however, not possible to provide a single concise definition of administration because of the vast range of activities, body of knowledge and techniques as well as the different ways and frames of reference authors use to describe administration.

2.3.1 Policy explained

As a concept, in Webster’s dictionary, policy is defined as “… any governing principle, plan, or course of action, made known” (Webster’s New World Dictionary, 1964:1131). Lasswell and Kaplan
also define policy as “…a projected programme of goal, values and practices: (and policy process) as the formulation, promulgation and application of identifications, demands and expectations concerning the future (Beren, 2007:5). The above definitions indicate that policy is designed to accomplish specific goals or produce definite results. Cloete also defines policy as “…a set goal or clear formulated objective towards the achievement of which every activity is directed, (Cloete, 2000:65). Cloete’s definition indicates that specific activities of members of community (identified as elected politicians, officials and citizens or groups in community), are directed towards the setting and achievement of a goal-the promotion of the general welfare. Policy is thus linked to purposive or orientated action involving the performance of functions and activities by functionaries of groups of people or participants and designed to produce definite results. The series of activities can be described as related steps in the process.

2.3.2 Municipal Policy making as an Administrative enabling function.

The steps in the process are related, i.e. interconnected by communication and feedback. The various steps provide a framework, in which an examination can be made of how the steps are related and of the interrelationships between and among group of participants contributing to the process, (Fanie Cloete, 2000:3). For example, the role played by citizens and thereby welfare NGOs in the steps in policy-making. In any democratic community, the citizens do not make policy but play a vital role in influencing the making of policy, (Meiring, and Parsons, 1994:2).

Citizens in a local community find themselves in peculiar relationship with municipal policy. On the one hand citizens endeavor to influence the making of policy, and on the other, citizens are expected to adhere to the requirements of policy and observe obedience, which are stimuli or feedbacks and therefore inputs for further policy-making. The policy-making step can be distinguished in the policy process, Abakholwa, (2004:665) writes that “…policy-making is the activity preceding the publication of a goal, whereas a policy statement or a policy is the result of that activity, the formal articulation of the goal to be pursued Policy-making comprises all the activities which have to be
performed up to and including the formal approval of the policy proposal by the legislative body (council) established for the purpose (Mafunisa, 2000:65). Before a policy can be approved, the steps in the policy-making process must be initiated—there must be a recognized issue, that issue must be considered and investigated, a decision must be taken before that decision can be translated into action.

The policy-making step is also the first step taken towards setting in motion the administrative processes that will result in the rendering of services to promote the welfare of the community (Meiring, 2001:51). Being the step in the policy process concerned with determining objectives based on values and needs of community, it is the step in which citizens participation is of primary importance. This means that municipal policy-making step ought to involve the people and groups in the municipal community for whom and on whose behalf the policy is made (Craythorne, 2006:11). Involvement and participation by all groups and communities must be more than the traditional elite bias ‘blue ribbon’ advisory committees, used by a municipal council to obtain outside advice on an ad hoc basis (Janet Vinzant, 2007:35). In contemporary South Africa, changes in society and governance as well as normative arguments for broader citizen participation in municipal affairs mean participation must be in all manner of decisions in the policy-making process, with the promise of influence on policies affecting the lives of citizens. Steps which from the policy process can be identified as follows:

(a) Policy-making, which entails the

- initiation of policy;

- formulation of policy,

- consideration and approval of policy;

(b) Implementation of policy, which includes planning and programming, and

(c) Analysis and evaluation of policy. (Meiring and Parsons, 1994:2).
Before any service can be rendered in a community, it must be determined that a problem or need exists which requires policy for its resolution or for the rendering of a service to meet the need, (Mafunisa, 2006: 65). Various functions will then have to be performed to make policy designed to meet the need or resolve the unsatisfactory situation. These activities constitute the policy-making steps in the policy process. It is followed by the policy implementation step; the actual doing of the work, which includes planning and programming and the translation of the objective into actual services. In due course it is followed by an evaluation and analysis step to ascertain the effectiveness and efficiency of the policy. The making, implementation and analysis and evaluation steps of the policy process are thus inseparably linked (Fanie Cloete, 2000:3). From this a description of the policy-making steps as the main area of concern and of the process involved, can be made, policy-making also occurs at different levels in the institutional hierarchy.

2.3.2 Policy initiation as the input-phase of the policy making

By initiation is meant the activating of the policy making process, i.e. commencement of the activities to make policy. Policy making is most commonly undertaken in reaction to a specific deficiency or problem in the environment. It should be noted that policy is not only made to solve problems in a specific environment. The ideal situation is to determine proactive and not reactive policy, that is to determine policy that will prevent potential shortcomings or problems in the environment and at the same time correspond to the majority of citizens in a community. Policy making is aimed at developing the environment, and development means change. Before development can take place, the politicians and officials must identify specific development areas. Problems may exist in such areas and these problems should also be considered by the politicians and officials. However, before they can act, it is necessary that they should be aware of the needs, problems or potential problems and expectations of the citizens, regarding the development areas (Meiring and Parsons, 1994:63).

2.3.3 Policy formulation and policy approval as the processing phase of policy making.

Policy formulation, which succeeds policy initiation, can be divided into two main categories of activities. Firstly it must be decided what action is needed to solve or prevent a problem, secondly a
suitable proposal or recommendation must be formulated (Mafunisa, 2000:20). By formulation is meant the clear, precise and accurate wording (in writing) of processed information so as to achieve a specific aim. Information is needed for the drafting of policy, in some processed format. The first step in data processing is often to include handwritten or type forms. Information originally recorded in one form may later be converted into as machine-usable form for further processing.

Policy formulation is thus initially the written description of a specific problem/need and the solution thereto (Mafunisa, 2000:20). By drafting such policy proposals or recommendations the policy makers are able to exercise a final choice between the available alternatives to solve or prevent the problem/need. The information that has been obtained must thus be classified, described and processed into the required proposal or recommendations (Meiring and Parsons, 1994:1). The various activities which constitute policy formulation are often described as “agenda setting”. In this instance the “agenda” also consists of reports standing committees; and these reports contain recommendations, preceded by brief explanations where appropriate, relating to matters considered by the committee which could not be disposed of in terms of the committee’s plenary powers which require decisions by the policy makers in the legislative council (Meiring, 2001:56-58). From this it can be concluded that collecting and processing information, e.g. for setting of an “agenda”, is a prerequisite for the elimination/prevention of a problem.

Policy is to be found in various forms, as well as various formats because policy making takes place on various levels and various participants play a co-operative role, for instance political policy e.g. in a manifesto, executive policy e.g. in a manifesto, executive policy e.g. in an act or regulations, departmental policy e.g. in a circular minute, and operational policy e.g. in an action plan or work programme (Meiring, 2001:56-58). For example, the determining of an executive policy such as an act or a municipal by-law will differ from the determining of an operational policy as set out in a work programme. It should also be remembered that different objectives are set on each level of policy making. This in turn can also result in a specific policy in which all form of policy are formed, e.g. a housing policy will have political, executive, departmental and operational aspects to be taken into
account (Perratin, 2005:72). It can thus be said that before a policy is implemented a specific development phase should be followed in that the political, executive, departmental and operational aspects must first be determined. This also means that each of these aspects must be formulated and approved, before the policy can be implemented (Perratin, 2005:72).

It is not only specific objectives that must be set on each policy making level, but the taking of various decisions also occurs. Depending on the level of policy making a specific and changing premium will be placed on the relationship between facts and values on each policy making level. For example a higher premium will be placed on factual information when departmental policy is determined.

The formulation of policy is followed by the consideration and approval of such policy. The interaction between politicians and officials which becomes apparent in the formulation of policy is also required during the consideration and approval of the formulation (draft) document. Deliberation determine what should be done regarding the solution of a problem take place formally in council and council committees, and informally with groups and inhabitants. Decisions taken by s standing committee of the council are subject to confirmation by the full council. In the Amathole district transitional local council, recommendations by the standing committees have to go through the Executive Committee before it is finally submitted to the full council for ratification (The South Africa Constitution, 1996, sect.155). After a decision has been taken by the council in the form of a resolution it is sent to the premier of the province for approval.

The procedure for making bye-law shows functions performed by councillors and officials in the formal institutional structure, and also requires the contribution and participation of citizens, as from example; publication in the press and discussion of department draft, this mode of participation requires not only knowledge, but also information, resources and skills.
2.3.4 Municipal service as the output phase of policy making

Implementation is what happens after a municipal council made a policy and set clearly defined objectives to be attained by the appointed municipal officials. The term refers to a specific set of activities that follows statements of intent (Ripley and Franklin, 1982:4). To turn policy into workable practice, the primary concern is with choosing a course of action and seeing that it is properly followed over time (Rein, 1983:56).

Policy implementation is an ongoing process to change policy or programmes into practical operational steps. Ripley and Franklin (1982:7) write that “(t)he general process of implementation thus can begin only when general goals and objectives have been specified, when action programmes have been designed”. Hogwood and Gunn (1984:210) write that policy implementation stage involves such sequential step as the designing of programmes and the execution of such programmes. Policy implementation thus involves breaking down the work into various tasks, operations and project activities to attain objectives (Hogwood and Gunn, 1984:210). The transformation of policy objectives into operational steps is made possible through specific functions, known as the municipal executive functions (Meiring, 1987:242).

2.3.4.1 Executive functions explained

The executive functions are the day-to-day work municipal officials perform and can be divided into three main groups, being the

- functional activities/operational functions (Cloete, 1981:2; Meiring, 2001:67)
- enabling functions and management functions (Cloete, 1981:2; Meiring, 2001:67); and
- auxiliary functions (Cloete, 1981:2)

The above functions cannot be separated from planning and programming because planning and programming is essential for all the above activities necessary to attain policy objectives.
2.3.4.2 Planning explained

Planning is purposeful action, based on policy and aims to obtain the “most” effective or advantageous way of action, to attain the objectives (Robbins, 1980:75). Planning is reasoning about how to get where the policy makers want to go (Waterston, 1995:8). The essence of planning is to see opportunities and threats in the future and to use these as effective as possible to attain the set objectives (Starling, 1972:126). In planning attention is given to the:

- identification of objectives as set out in the policy;
- determining of possible alternative ways of action for the attainment of the objectives; and
- selection of the “best” possible alternative(s) (Cloete, 1975:27).

It can be deduced that planning entails specific activities and that the alternative that is eventually selected is the basis of the plan of action which is to be followed to achieve the objective(s). Such alternative sets a broad framework which is expanded by planning. For each activity which is to be performed to attain an objective, it is necessary to indicate who should do the work, how it is to be done, where it is to be done and by whom the work is to be completed.

Planning can be undertaken for various periods (length) of time, for example long term. Long term planning requires that all activities be programmed. Long term planning is aimed at the attainment of long term objectives. Such objectives are usually set by the politicians and chief officials in the attainment of short term objectives and are part of the operational policy which is to be found in various work programmes (Robbins, 1980:128).

2.3.4.3 Programming explained

By programming activities an attempt is made to obtain the “best” sequence for performing the activities with a specific time span. A programme has two main characteristics, namely classified, scheduled activities, and a time calculation for the completion of each activity. A programme is thus a
set of specific action steps which must be undertaken separately or simultaneously to attain policy objectives (Meiring 2001:67).

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 the time duration of purposeful activities are determined. 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 decision implemented (Boone and Kurtz, 1992:5). It can thus be deduced that the global process of enabling the rendering of a public service start with making a policy and ends with the programme which is then to be implemented operationally (Boone and Kurtz, 1992:5).

2.3.5 Policy evaluation to determine impact of municipal policy

Impact assessment is one of the objectives of evaluation, the aim of policy impact assessment is to determine and measure changes in policy target areas, groups or sectors which occurred due to policy implementation. This is, to determine the effect policy will have or has had on the status quo where policy intentions can be identified. Where policy intentions cannot be identified, assessment will be of an explanatory nature and will attempt to determine the extent of change, what caused it and why ( Cloete and Wissink, 2000:223-224).

Anderson (1994:238) states that “generally speaking, policy evaluation is concerned with the estimation, assessment, or appraisal of policy, including its content, implementation and effects.” According to Rushefsky (1996:16), at some point during or after program implementation, judgments are made about how well a program has worked.

Evaluation in the policy-making process is important because it informs policy-makers about the extent at which their policies are achieving their objectives, and is necessary to act accordingly.
Usually the public policy initiator at the central government department will instruct bodies in the provincial or regional levels to do the actual evaluation. That is, their monthly reports will inform the central government department whether policy implementation is achieving its objective or not. Evaluation Phase is meant for the improvement of policy programmes. According to Peters (1996:171), evaluation is meant to produce some change in the current policies of government and it is meant for both the ongoing and finished programmes (Vedung, 1997:8).

Evaluation is aimed at finding out the outputs and impacts of public policy implementation. By outputs, evaluators need to assess the observable and measurable results of government intervention, whilst on the other hand; impacts are concerned with consequences of the policy intervention (Cochran, Mayer, Carr and Cayer, 1993:5).

Evaluation is more than impact assessment. For Vedung (1997:9), when defining impact analysis, scholars only mention of the effectiveness of the programs without specifying the efficiency. Efficiency has to do with the cost-benefit analysis and addresses how much all the intervention cost to reach a certain goal and how much benefits are achieved from the goal.

Linked to all of the above is the element of monitoring, evaluation and review. Here the municipal authority monitors and collate information on implementation management, evaluate the implications of input from the performance management system, the impact and relevance of new information, the achievement of objectives, the impact of intergovernmental and municipal budget review process and finally use the insights gained through monitoring and evaluating to redraft the relevant sections of the document (Craythorne, 1997:33). Evaluation of a public policy is an essential undertaking, results obtained from evaluation indicate whether the purpose of the policy has been achieved or not.
2.4 CO-OPERATIVE INTERACTION BETWEEN MUNICIPAL ROLE-PLAYERS IN MUNICIPAL POLICY MAKING AND IMPLEMENTATION.

The development of a community or state cannot take place without the co-operative and purposeful action of its citizens, their political elected representatives and the appointed officials. Three main groups of participants may be identified in the local sphere of government in South Africa and the together the three groups form a team each play a role in co-operative partnership in municipal policy-making to promote the general welfare., i.e.; the

-elected politicians, i.e. the councillors

-appointed officials; and

-citizens within the municipal boundaries (Cloete, 2000:3).

Due to the very nature of the established institutional framework for the rendering of municipal services in Republic of South Africa, the national and provincial spheres of government have roles in municipal policy-making. (The Constitution of the Republic of South Africa, 1996, amended section 40 (1) & (2)). The national and provincial spheres of government have legislative and executive authority to ensure the effective performance of functions of the municipal spheres. For example, municipal by-laws must be approved by the Premier of province before they can be enforced. This according to Craythorne means, in effect, that the national and provincial authorities are able to control the manner and detail applicable to the execution of local government action (Craythorne, 2006:11).

2.4.1 Elected councillors as participants in municipal policy-making

Councillors are elected political representatives of the local citizens in a municipality. Councillors have political responsibility and accountability, as elected representatives, to govern on behalf of, and in the interest of the citizens, i.e. voters (Moeti, 2007:79). The council, comprising the full complement of elected councillors and not the individual councillor, is the statutory local authority
and bears ultimate responsibility for policy-making in the municipality (De Villiers and Meiring, 1995:19). In the local sphere of government councillors performs both legislative and executive functions (The Constitution of the Republic of South Africa, 1996, amended section 40 (1) & (2)), i.e. by means of the councillors’ government functions, the councillor has the power and authority to take part in policy-making in the municipality, and in the responsibility for the provision of community service. The elected councillors therefore determine what is to be done and how action is to be taken to manage the affairs of the community for the promotion of the general welfare.

By means of their representative functions, the councillors are concerned with sensitivity to the needs and opinion of the people being represented. The performance of these functions requires councillors to keep abreast of the requirements, and obtain a clear understanding of the needs and values of the citizens. Councillors need to be well informed regarding the needs and desires of the citizens to be able to identify situations which require governmental intervention and take steps to ameliorate the situation as part of their governing functions (De Villiers and Meiring, 1995:19). Councillors’ representative function at the same time serves as a means for participation by citizens in municipal government and administration.

Councillors have to ensure that citizens are informed about council activity. Involving more citizens and groups ensures that the needs, interests and values of the citizens are represented in policy-making. Continuous interaction with the citizens improves councillors role and leads to consensus and support for council policy. It is extremely difficult for the councillor to be in close touch with the mass of citizens in contemporary community. Continuous councillor interaction with citizens for participation requires that citizens’ interest in municipal affairs be maintained (De Villiers and Meiring, 1995:19). Non-governmental organisations activities of organising people, especially beneficiaries around projects, give the councillor an opportunity to interact with groups which otherwise would have been unlikely. Through these interactive activities, non-governmental organisations often bring citizens into policy-making process. The activities of non-governmental organisations in identifying the needs of groups in a community and in establishing volunteers’
programmes, sustains interest and involvement in decision making (Ball and Dunn, 1995:8). Non-governmental organisations are able, therefore, to broaden and enhance the representative role of councillors in the performance of their governing functions.

2.4.2 Appointed officials as participants in municipal policy-making

Chief officials together with heads of various municipal departments are important participants in the municipal policy-making process. De Villiers and Meiring, (1995:19) write that the Town Clerk as chief official is “(t)he single functionary around whom municipal government and administration revolves and who...can greatly influence the efficiency of municipal administration”. The chief officials have an important role to play in initiating and drafting executive policy. Officials advise and provide councillors with available necessary information to enable councillors to make policy. Advice and information provided must not only be technically functional but must also take cognizance of the municipal environment in which the policy is to be made and from which the need for the policy emanated; i.e. chief officials must work with all citizens, through organising of ward and communities meetings and allow them to participate by seeking their opinions, as sometimes, public preferences are more important than technical criteria in the policy-making process.

Chief officials also prepare agenda for council and committee meeting. The decision on what will be a policy issue is crucial to the governing processes. Councillors have to provided with information on the actual situation as well as information on what ought to be (De Villiers and Meiring, 1995:120). It is expected that policy proposals are formulated in such a way that they are intelligible and could be used meaningful by the council and committees in the policy-making process. In all these the role of the chief officials is vital. Chief officials require knowledge and experience in order to draft meaningful and workable policy proposals. Above all, interested groups have to be consulted on the policy proposals and the draft bye-laws published in the municipal community for comments before final resolution by the council (De Villiers and Meiring, 1995:120).
The contemporary municipal community and the nature of services required make it imperative to obtain all the necessary relevant information on an issue before formulated (Mafunisa, 2000:65). This is particularly true in the provision of welfare service to the poor, the ailing, orphaned, homeless and the aged who are naturally not congregated in a particular area of community. In a community the balancing of interests which includes the rendering of services to these disadvantaged members, is subordinate to a dominant shared interest of the more fortunate members of society.

Citizens’ interest in councillors and officials as participants in policy-making will lie in the effectiveness of municipal services and accessibility of councillors and officials in order to participate in the process. The intermediary role of non-governmental organisations not only creates channel for communication, it also means bringing often neglected citizens into the municipal policy-making (Wilson, 1990:32). Widespread popular support can be seen as legitimating council policy as various groups and interest are represented. It can thus be seen that interaction between councillors and officials on one hand and councillors, officials and non-governmental organisations on the other hand improves the efficiency of the performance of officials as advisers and source of information in the policy-making process, and the councillors’ role in making value judgments on behalf of all the municipal citizens.

2.4.3 Citizens participation in municipal policy-making

Citizens’ participation in municipal executive policy-making has historical roots, both ancient and contemporary, especially in the context of local democracy, in the context of local government, in which all citizens participate in matters concerning government and administration and in decision-making of cities finds expression in representative democracy in contemporary society (Gildenhuys, 1993:97). Theorists of local democracy, both classical and contemporary, agree on political equality and popular sovereignty as the central values of local government and administration (Westhus, 2006:113). Democratic local government and administration thus require that the full diversity of interests and preferences bearing on a problem have to be brought into policy debate and be
incorporated into the final decision. The conduct of local affairs must be open and accessible to all citizens who have the right to be consulted and to take part in such matters. Maximum citizen participation in the local government can therefore be seen as a regulative and evaluative norm in the process of municipal government and administration.

Policy-making in local government, as in contemporary South Africa municipal community, must thus reflect widespread citizen participation in the process, as stated in the Bill of Rights, which is part of the Constitution of the Republic of South Africa, 1996, as amended. The White Paper on Local Government, 1998 states that “… municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation”, this is to allow public participation; allowing people to execute their most basic human right—the right to participate in decisions regarding their future.

However, making government more accessible does not necessarily mean greater and/or effective citizen participation. Effective participation must go beyond invitation to participate. It should also mean that citizen as participants in the process would be able to influence any resultant decision(s) (Derbyshire, 1984:227).

Local authorities exist primarily for the benefit of the citizens of the municipality; it also means a form of “community participation” in local governmental affairs (Craythorne, 2006:45). One of the means through which citizens participate in municipal affairs is exercising the municipal vote (De Villiers and Meiring, 1995:8). Through election, authority is given by the municipal voters to a small number of councillors to govern and administer municipal affairs. Representation therefore drives the process of governance, grants legitimacy to municipal policy-making as output of government administration (Pearson, 1979:102). Another means through which citizens participate in municipal affairs is through groups in civil society; this forms an important avenue for citizens participation in local government affairs through taking part in activities of voluntary groups such and associations of which non-governmental organisations forms an important part. Petracca, quoting de Tocqueville,
notes that an important reason for the success of democracy in America is the role of voluntary organisations (Petracca, 1992:87). Non-governmental organisations can be a means for collecting and marshalling the views of individuals and groups, and at the same time sustaining interest in community affairs.

It is in this that the very nature of non-governmental organisations and their demonstrated voluntary willingness and ability to assist the citizens of a community to participate in the policy-making process in the community becomes very important. Citizens of a community may be unaware of what participatory channels are available and may also not have skills to participate meaningfully. Lack of information and knowledge, and lack of access to information are part of the conditions which causes disadvantage in a community. In this also, the participation of non-governmental organisations enhances citizens’ participation in municipal policy-making through creation of awareness.

According to De Villiers and Meiring “valuable links between citizens and local authority in form of associations can be a means of collecting and marshalling the views of individuals and groups (De Villiers and Meiring, 1995:12)”. This is an important input for municipal policy-making in contemporary community and also broadens democratic practices. From this role a relationship has developed between non-governmental organisation groups and policy-makers in the contemporary municipal sphere of government.

2.5 CONCLUSION

This chapter has described and explained the nature and the theoretical background of policy making as one of six administrative functions that consists of three consecutive steps; namely policy initiations, formulation, and policy approval. The chapter also explained the co-operative interactive partnership that exists between the three main groups of municipal role-players; namely the citizens, elected councillors and the appointed officials. The systems theory; used as a basis for this study to evaluate the role of citizens in municipal policy-making. The chapter concludes by explaining the co-
operative interaction between municipal role-players in municipal policy making and implementation, finally deductions and recommendations are made as follows:

- Although citizens’ participation in municipal affairs such as policy-making has been mandated by statute in contemporary South Africa. However, illiteracy, apathy, and lack of knowledge among others still limit effective participation.

- Municipalities as the local sphere of government have a crucial role as policy-makers and as institutions of local democracy in the promotion of the general welfare in contemporary South Africa. The central responsibility of municipalities is to work together with local communities and groups to find ways for service delivery that meet the needs of all citizens and promote the social and economic development of communities.

It was also deduced that municipalities need to work in partnership with groups such as non-governmental organisations (NGOs) in a way that allows a participation in and contribution to the municipal policy-making process that will have maximum impact on meeting the basic needs of the citizens. In addition to being voluntary organisations which deliver welfare services, NGOs organise the citizens around projects and enable groups to meaningfully take part in local government affairs which directly affect their lives. The local sphere of government must actively seek to empower the citizens of the community and encourage them to participate as well as those of the various groups in the municipal affairs. It is for this reason that municipalities need to work in partnership with groups such as non-governmental organisations in a way that allows a participation in and contribution to the municipal policy-making process that will have maximum impact on meeting the basic needs of the citizens.
CHAPTER THREE

ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN POLICY MAKING IN THE LOCAL SPHERE OF GOVERNMENT.

3.1 INTRODUCTION

Policy is the result of a decision making phenomenon and in a democratic state it is presupposed that the citizens are well informed, capable of making suitable decisions and are willing to participate in public life, for example in the making of public policy. Effective communication is required between the elected councillors, appointed officials and the citizens. The citizens must be in a position to convey their needs and expectations to the councillors and the officials. Citizens act as individuals and groups in a society.

Within the above background the purpose of this chapter is to describe and explain the characteristics and role of non-governmental organisations in the local sphere of government in their endeavour to contribute in the promotion of the general welfare of the citizens. The following aims have been set to organise the chapter. Firstly, this chapter explains utilitarian theory as a theoretical framework for the study of non-governmental organisations participation in municipal policy-making. Secondly the chapter describes and explains the nature and role of interests groups in the promotion of the general welfare. Thirdly, the chapter describes and explains the relationship between interest groups and non-governmental organisations. Fourthly, the chapter describes and explains the characteristics if non-governmental organisations. Fifthly, the chapter describes and explains the relationship between non-governmental organisations and municipal government institutions. Lastly, the chapter describes and explains the relationships between the municipal government institutions and the non-governmental organisations and the chapter concludes by explaining the co-operative interaction between municipal role-players in municipal policy-making.
3.2 RELATIONSHIP BETWEEN CITIZENS AND GROUP FORMING IN HUMAN COMMUNITIES

Policy making in any sphere of government is a cooperative interaction between the above three groups of role-players. The citizens cannot make policy but can play a vital role in influencing policy making. The role-players in the policy making process can for study purposes are classified into the:

- Policy-makers (the politicians and officials) who have the authority to make and implement policy; and the
- Policy influencers (the citizens as individuals and interest groups) who do not have such authority to make and implement policy, but who can through individual and group action influences policy making.

The citizen acts as a social being as a member of various groups such as the family, church and work situation. Each of these groups has unique, sometimes similar, needs, interest and expectations which lead to an interaction between role-players. The individual citizen is usually free to act with full consideration of his/her rights and obligations and with other citizens in society. (Jones, 19084:17) However, most citizens anticipate that they will receive more through joint interaction than the sum of their contribution.

Group forming is for this reason a human characteristic. Ranney, (1975:10) writes that “(t)o be human is to interact – to affect and to be affected by – other human beings every day of our lives. And to interact with our fellows ...” Human beings thus participate in matters that affect their own life and that of the community. However, in any society the less fortunate people are also found, for example the physically handicapped, poverty stricken, sick and disabled. These less privileged and fortunate people are also in need of public goods and services. In any community all areas of different needs and interests must be balanced if the general welfare is to be promoted. The balancing of needs and interests include also the rendering of goods and service to the less privileged and fortunate people.
In the Western Democratic states the rendering of goods and services to the citizens have always been a blend between private sector and public sector initiative. However, the private and public sector cannot promote the general welfare in all its facets and it is found that interest groups such as non-governmental organisations fulfill an important role in activating the private and public sectors to render goods and services or to render services without a profit motive and often on a voluntary basis.

3.3 UTILITARIAN THEORY AS A THEORETICAL BASE FOR THE STUDY OF NON-GOVERNMENTAL ORGANISATIONS

The rightness of an action of a non-governmental organisation is to be judged by the contribution it makes to the increase of human happiness or the decrease of human misery. Oosthuizen, (2002: 13) writes that it is the end results that would justify the means. The means as the inputs to a system. The value of an action is traced to the output and impact of the system. This is also described as the consequences of such action and such action is then termed as the consequential ethical theory. Only after the consequences have been determined, is the rightness or wrongness of the action determined (Urmson, 1985: 287; Solomon, 1994: 355).

The promotion of the general welfare of municipal citizens is the main goal of any government. Thus a government must promote the welfare of as many people as possible. The measure of what is right or wrong is to be found in the greatest happiness of the greatest number of citizens. Solomon (1994: 256) writes that “(t)he clearest case of consequentialist moral theory in modern times is a still dominant view called utilitarianism, which was formulated in the eighteenth and nineteenth century ...” By the utilitarian theory is meant that theory which approves or disapproves of every action whatsoever, according to the tendency which it appears to have to augment or diminish the happiness of the community whose interest is in question. Oosthuizen, (2002: 25) writes that the utilitarian theory “ [looks] how action contributes to a desired end. Urmson, (1985: 287) writes that “(i)f the tendency of an action to increase the happiness of the community ... is greater than any tendency it has to diminish it then it is conformable to the principle of utility.” Utilitarianism is clearly a goal-
oriented moral theory because it places all of its emphasis on the actual consequences of moral rules and principles.

The emphasis in the study was also placed on the use and usefulness of the municipal services as influenced by the co-operation between role-players (Meiring, 2001:81). The interest of the community and the promotion of the general welfare is the ultimate goal of any government. Bentham (1823:3) writes that “(t)he interests of the community is … the sum of the interests of the several members who compose it.” This statement is based on utilitarian theory as developed by Jeremy Bentham, John Stuart Mill and other liberal thinkers which seek to maximize pleasure and to minimize pain (Rodee, et.al., 1976: 105, Sabine, 1966: 675). Every public institution, even non-governmental organisations, strives to achieve this goal, to maintain a balance among sub-systems.

The interest of the community, as stated by Bentham is about the individual and the groups operating in harmony. Aristotle (1899: 69) once wrote that “(for) each individual among the many has a share of virtue and prudence, and when they meet together they become in a manner one man ...” Non-government organisations are founded on a set of values: the notion of voluntarism and philanthropy; the desire advance to improve the human condition; pioneer new approaches to meeting needs and solving community problems (Ball and Dunn, 1995:16). These values link non-governmental organisations to the historical development of human society, i.e. the coming together of individuals in a community in order to provide for collectives needs (Christians, et. al., 1991:16). What policy makers thus do “… and what they call ‘good’ is necessarily a function of their calculations derived from the pleasure-pain principle” (Rodee, et. al., 1976: 105). The aim is thus to maximize pleasure and to minimize pain and this became known as the greatest happiness for the greatest number of people (Harris, 1979: 213).

It can be deduced that the fundamental imperative of utilitarianism is: Always act in the way that will produce the greatest overall amount of good in the world. Also utilitarianism is a demanding moral
position that often asks us to put aside self-interest for the sake of the whole. And it could be deduced as well that utilitarianism is a morally demanding position for two reasons:

- It always asks us to do the most, to maximize utility, not to do the minimum.
- It asks us to set aside personal interest.

Non-governmental organisations do not operate in isolation in their interaction with policy makers in any sphere of government. Non-governmental organisations are part of the citizens. Thus, this lead to a brief exposition of the nature and role of non-governmental organisations in the promotion of the general welfare.

### 3.4 NATURE AND ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN THE PROMOTION OF THE GENERAL WELFARE

Aristotle believed that “man” was a social being and could not live apart from others of his kind (Harris, 1979: 120) Contemporary human beings are seldom capable, without the aid of other people of satisfying their own needs, promote their own interests and expectations and are thus compelled to form groups and live in communities of various differences and sizes. (Meiring and De Villiers, 2001:2) A community can be seen as a group of people living together in a specific geographical area, being linked by specific interest such as political economical social and religious interests. (Meiring, 2001:11) The social identity theory recognises that human beings have a basic tendency to group people into various social categories (Sears, *et.al.*, 1999: 305). These categories, for example the religious categories of Catholics and Protestants are in fact specific interest groups, because any group has an interest. (Sears. *et.al.*, 1999: 305, and Bentley, 1908 in Harris, 1979: 125). Any community consists of a multitude of interest groups, varying in size and cohesiveness, based on interests and interest will vary from individual or particular interest, to group or general interests. (Meiring, 2001:15, Finkle and Gable, 1971:66) Harris (1976: 125) writes that “... if you add all these groups together ... you will have a picture of society. The society itself is nothing other than the
complex of groups that compose it.” The forming of interest groups is thus a logical phenomenon in the promotion of interests.

The welfare of the members of a community, municipality and ultimately of a state will thus always have two components, namely the welfare of the individual and the welfare of the community. It can also be deduced that the promotion of the general welfare will depend on the harmonising of these interests. It is imperative that order be maintained between groups, that conflict of interests is arbitrated, values be enforced and society be directed if the promotion of the general welfare is to be promoted. (Craythorne, 1990: 66, Finkle and Gable, 1971:341, and Meiring, 2001:15).

All interest groups have political interests and act to pressure the government to act in ways that will support these interests. Popenoe, (1995; 396) writes that “(a)ll interests groups try to shape the formulation of government policy and legislation through the use of money, votes and information campaigns” (See also Stone and Barke, 1985). It can be deduced that contemporary human beings are most of the time incapable of satisfying their own needs, promote their own interests and expectations, without the aid of other people and are thus compelled to form groups and live in communities of various differences and sizes. It could also be deduced that formation of groups are fuelled by the group’s interest(s) and that groups formation is a formidable tool used by society to pressure government to support their general interests.

3.5 RELATIONSHIP BETWEEN INTEREST GROUPS AND NON-GOVERNMENTAL ORGANISATIONS

Group forming is a human characteristic and any community can be seen as collection of interests groups. Harris, describes a group as”…a certain portion of the men of society…a mass of activity, which does not preclude the men who participate in it from participating likewise in many other activities,…(that) any group of people has interest...(and that) if you add these groups… you will have a picture of society.”(Harris, 2007:125). The indication is that every group has interest and
therefore the concept ‘interest and therefore the concept ‘interest group’ can be used to refer to all groups or associations in society.

Individual coming together, voluntary or otherwise, to form associations or groups also presupposes ‘shared attitudes’ and it is in this shared attitude in which the ‘interest’ lies. (Harries, 2007:126). In this instance, non-governmental organisations too are groups of shared attitude in that volunteers who make up non-governmental organisations share interest in or the attitude of concern, compassion and philanthropy which they pursue not for selective or selfish ends but in the interest of the community. Thus NGOs are like public-interest organisation which seeks common, collective or public goods that do not exclusively, materially, or selectively benefit their members (Langton, 1978:57). The interest or shared attitude depicts NGOs as ‘unselfish’ public-interest groups and at the same time be used to differentiate NGOs from ‘selfish’ interest groups which make specific demands such as wage increases for its members by putting pressure on policy makers.

This means that a distinction can be made between ‘interest’ groups on the cause groups promote: either as ‘unselfish’ moral purpose or ‘selfish’ reason for improving some material aspect of the lives of its members. (Harris, 2007:129). An example of the former would be an NGO as defined in the dissertation, whilst an example of the latter would be a trade union. A trade union as an interest group, for example, can compel members to join (in a closed shop) or offer selective benefits to members, that is, benefits available only to members. (Pross, 975:5). NGOs, on the other hand, are formed through voluntary efforts of individuals and reply on voluntary participation in the performance of activities.

3.6 CHARACTERISTICS OF NON-GOVERNMENTAL ORGANISATIONS

Non-governmental organisations are defined as voluntary, utilitarian, non-profit, privately created, not self-serving, independent, philanthropic organisations. (Liebenberg, in DeBeer and Swanepoel, 2000” 109). These characteristics can be explained as follows.
3.6.1 Non-governmental organisations as voluntary associations

A specific relationship is found between a volunteer and a community. Meiring and DeVilliers (2001:11) write that “(f)or a meaningful discussion of the topic it is essential to get clarity on the meaning of a volunteer. Once the connection between a volunteer and a community is known, the opportunity for volunteers and the arrangements to ensure that the inputs of the volunteer are used in an efficient and effective manner can be discussed.” The Oxford Advanced Learner’s Dictionary (1995:1333) explains a volunteer inter alia as a “person who offers to do something without being forced: One who enters into any service of his own free will” Cohen, (1960: 3) writes that volunteers can be seen as the “… backbone of democracy.” Sills, (sine anno:357, Siisiainen,1994: 249) defines a voluntary association as an organised group of persons that is formed in order to further some common interest of its members, in which membership is voluntary because it is neither mandatory nor acquired through birth, and that exists independent of the state. Non-governmental organisations are interests groups, with voluntary membership, operating independently of the state. However, according to Andoh (1999:15) non-governmental organisations are not self-serving or self-interest organisations.

3.6.2 Non-governmental organisation as self-interest or utilitarian associations

The measure of “right and wrong” is the greatest happiness of the greatest number of citizens. Bentley believed that any group of people has an interest and that the group and the interest are not separate. (Harris, 1979: 125) However, it is questionable whether or not the purpose of non-governmental organisation should be to promote own betterment. Andoh (1999: 15) writes that non-governmental organisations have clear values and purposes that distinguish them from other interest groups in civil society. The “aims include: the improvement of the circumstances and prospects of disadvantaged people who are unable to realise their potential or achieve their full right in society. “ Andoh (1999:16) concluded that the coming together of individuals to provide for the collective well-being shows that non-governmental organisations do not attend to the needs of their own members but
voluntarily provide services to for example the poor, destitute aged and underprivileged members of the community. The purpose and values of utilitarianism are thus designed to combine the self-interested behaviour of the individual to the resulting harmony of the general interest that characterise a good society.

3.6.3 Non-governmental organisations as non-profit associations
Non-profit associations are institutions that satisfy community needs by offering goods and services not provided by government or the private sector. These associations do not have a profit motive and are established by private individuals. (Marx, et. al., 1998:18) Profit is the goal of those citizens who own and manage the mean of productions. Popenoe, (1995: 407) writes that “(i)n capitalist theory, owners are free to decide how they will use their profits. Depending on whether they want to ensure their present or future comfort, they may raise their own standard of living ... In principle; the amount of profit that can be made is not restricted by the government.” Andoh (1999:15) writes that “... even though NGO’s may engage in revenue generating activities, NGO’s does not, however, distribute profits or surpluses to members. Revenue generated is used solely in pursuit of the aims of the organisation.” Cronje, et. al., (2002:22) write that non-profit- seeking organisations differ from other need-satisfying organisations in that they provide services without seeking profit. However, non-governmental organisations sometimes receive government support. It can be deduced that non-governmental organisations are non-profit associations who act in the interests of underprivileged and disadvantaged people.

3.6.4 Non-governmental organisations as not self-serving associations
Not self-serving in the aims and related values of the organisation. These aims give NGOs clear values and purposes and distinguish NGOs from other organisations in civil society. The aims include: the improvement of the circumstance and prospects of disadvantaged people who are unable to realize their potential or achieve their full rights in society through indirect forms of actions, and/or action on concerns and issues which are detrimental to the well-being, circumstances or prospects of people or society as a whole, (Ball and Dunn, 1995:16).
3.6.5 Non-governmental organisations as independent associations

The non-governmental characters of non-governmental organisations are to be found in the fact that it is privately set up and structured and sufficiently autonomous in its activity and financing. (Liebenberg in De Beer and Swanepoel, 2000:109) Padron, (1987:71) writes that one of the central characteristics of non-governmental organisations is the fact that “... they are not part of a government and have not been established as a result of an agreement between governments.”

3.6.6 Non-governmental organisations as philanthropic associations

Activities which give rise to voluntary philanthropic non-governmental organisations are embedded in the history of human community and form part of the search for solutions to the ever emerging new needs and problems in community (Bekker, 2000:40). These activities also form part of the community of the objective and activities necessary to promote the quality of life of human community. Zimmermann writes that “…animal studies suggested that altruism may be an innate quality of human behavior”. The Bible also recommends tithing as well as tax exemptions for charitable purposes. (Block, 1990:3). Religion morality and altruism, it may thus be argued, have played a part in the development of NGOs as voluntary organisations which provide welfare services to the disadvantaged members of a community. Fowler also writes that, “(i)ntially voluntary organisations established to protect the very poor and destitute arose from Christian moral imperatives within the richer classed. (Fowler, 1989:26). Religion thought is not the only basis of NGOs in contemporary society, or the groups chosen for study.

From their beginning, NGOs as voluntary association have increase in numbers, and operate in far wider areas of activity in contemporary community. (O’Neli, 1989:26). Societal development and the continued need to improve, not only welfare hand-outs but also the enhancement of the policy-making process, has continued to make the role of the NGO sector important in the promotion of welfare in contemporary communities. Indeed NGO activities have influenced the ideals of society as a whole. According to Michael, “…most of the recognized advances in American society are based on ideals
and actions generated within the non-profit (NGO) sector; the abolition of slavery, child labour laws, women’s suffrage and the civil rights movements all had beginnings in the ‘non-governmental’ sector. (Micheal, 2002:94). Human compassion and moral persuasion continue to underpin this voluntary and philanthropic effort.

3.7 RELATIONSHIP BETWEEN NON-GOVERNMENTAL ORGANISATIONS AND MUNICIPAL GOVERNMENT INSTITUTIONS

The performance of activities by non-governmental organisations to improve the welfare and circumstances of the disadvantaged in the community brings NGOs into relationships with local government and its institutions. Bernstein writes that in many parts of the world NGO-municipal government collaboration is said to have become routine in service delivery.‖ This results in an array of relationships between local government and NGOs. (Bernstein, 2005:34). Firstly, there are relationships between NGOs and local government ‘care and welfare’ activities. Secondly, there are relationships between NGOs to their tasks, for example, performing contracts on behalf of local government; and thirdly relationships with local government institutions arise from activities involving attempts to bring about social and economic changes in the community. These are discussed as relationships based on ‘care and welfare’ activities; contractual relationships and relationships based on ‘change and development’ activities.

3.7.1 Non-Governmental Organisations and Municipal Government Relationships Based on Care and Welfare Activities

Historically, non-governmental organisation activities characterized by ‘care and welfare’ were said not to have been pursued within the institutional social policies and structure established in the community or state. (Noel, 2000:245). Such activities were initiated and carried out in fields where the local government did not or was unable to operate. NGOs’ work in these tended to be ad hoc relief and welfare programmes, operating in an uncoordinated and isolated manner without reference to any policy strategy (David Lewis, 2001:84). However, as described above it is required that the operations
and functions of non-governmental organisations be carried out within the laws which apply to society as a whole (Noel, 2000:245). This means that though the role of NGOs is recognized as contributing to the promotion of citizens’ welfare, it is not suggested that NGOs could be viewed as an autonomous form of and possibly an alternative to local government. There thus arises the need for co-operative interaction between the NGO groups and local government institution.

The majority NGO are after initiating, ‘care and welfare’ programmes NGOs sought and relied on the local authority to take over and to widen the scope and impact in ways that only governments can do. Brown and Korten reached the conclusion that NGOs have shown ability, elsewhere, to advocate and start projects even on a national level and influence central government and its institutions to take over. (Daniel, 2002:30). This is due to the fact that NGOs often lack the institutional capacity and resources to expand and replicate their innovations to ensure a wider impact in the community. To successfully pursue their aims and values it is necessary for NGOs to have functional relationships with the local government to that their activities are reflected in local government policy.

Securing local government recognition for its (NGO’s) programmes leads the two parties into a relationship. A stronger relationship between non-governmental organisations and local government is established as the NGOs not only identify but also are able to articulate the immediacy of community needs. (Parraton, 2005:72). The articulation of the needs of marginalized groups in any community is of utmost importance in the formulation of policy to solve problems in the community. This brings more and more co-operative interaction. Such relationships are further strengthened when NGOs go on to help government delivery new public service programme.

It is clear from the above that NGOs and local government have established forms of relationships based on non-governmental organisations activities termed ‘care and welfare’. NGOs could identify needs and take action to meet the needs of groups; but it still required the local government to take over and spread the benefit community wide. Also the socio-political environment is significant because NGOs do not operate in a political vacuum; the environment can help or constrain the
activities of NGOs through policy or legislative outputs. (Cloete, 2000:288). In order to realize greater significance of and be able to reproduce their programmes on a wider scale therefore, it becomes necessary for NGOs to work with the local government and have relationships of co-operative interaction with the local policy makers. Thus functional relationships various kinds have emerged between the two sectors. In effect, to some extent both can be seen as partners in pursuit of the same objective; the welfare of citizens of community. Furthermore, other forms of relationships arise from NGOs being contracted to deliver services on behalf of local government.

3.7.2 Non Governmental Organisations and Municipal Government Contractual Relationships

New approach by both non-governmental organisations and local governments to the performance of their tasks have added new forms of relationships which include those based on contracted service delivery by NGOs on behalf of local government. (Ball and Dunn, 1995:45). Interest in transferring some of public sector service delivery, on contractual basis, to the NGO sector is growing in South Africa as in many parts of the world. (O’ Connell, 1996:222-225). Firstly, NGOs’ ability to mobilize local voluntary labour and resources, innovate and adopt a creative, flexible approach, and encourage local inhabitant participation in the design and execution of projects are some of the reasons why local government contracts out to non-governmental organisations for service delivery. (Honey, 1992:116-120).

As part of the activities of NGOs involve the mobilization of groups around projects, by contracting out to non-governmental organisations local government hopes citizens will be mobilized around projects and thereby become involved in the work of the local government. In the end contracting out also seek to ensure that policy-making for the rendering of services involves the lowest possible level of organisation in the community. At the same time it is a means of overcoming marginalization of groups and individuals in the government and administrative process. (Duffy, 1993, 323:344).

Contracting out to NGOs can also be seen as an arrangement for the provision of public funds to the NGOs sector from the local government via the multiplicity of government contracts (Ball and Dunn,
In contemporary South Africa many NGOs devote a considerable part of their efforts to, and drive a considerable part of their finance form, these contracts. (The Mail and Guardian, 1997:22-28).

Implicit in this contractual arrangement is the fact that the NGO sector, which draws its capacity from voluntary effort, would use the execution of government projects to develop skills among the local populace. (Ball and Dunn, 1995:45). Furthermore there is a growing opinion, also indicated by the majority, that NGOs could deliver certain services that governmental institutions often cannot or would render at a relatively higher cost. As the need for more and more services grows, government recognizes that NGOs are sometimes better placed to deliver services; especially where speed, flexibility and additional resources are required. (Reddy, 1996:225). And there is also the ability of NGOs to mobilize the available voluntary community resources and attract financial resources from funding agencies which are not accessible to government, e.g. sources of finance from private business and overseas sources for welfare services to small groups to people or communities.

It is on the basis of these developments that a consensual relationship of ‘partnership’ has come to exist between NGOs and local government. It can be inferred that NGOs function as contracted service deliverers, local government or the local government department in contract with the NGOs will legitimately expect to have some form of relationship which gives an influence over the NGO on matters related to the specific service or services being delivery. (Ball and Dunn, 1995:45). This allows, reciprocally, the NGO to influence the policy for the delivery of the service during its formation or review. Thus it is clear that relationships arising out of contracted service delivery by NGOs on behalf of local government make the NGO contributions to the municipal policy-making process.
3.7.3 Non Governmental Organisations and Municipal Government Relationships Based on ‘Change and Development’ Activities

Non-governmental organisations engaged in activities that lie at the ‘change and development end of the continuum are likely to be more political than those that are engaged in ‘care and welfare’ work. Changes in the political and the institutional environment, and changes in what NGOs do will influence the nature and extent of the relationships. According to Walters, the period between 1989 to 1991/2 marked a shift within non-governmental organisations internationally to proactive policies. (Reddy, 1996:257). While the consensual relationships continued, new activities including advocacy for citizens’ involvement in community affairs. Empowerment and fostering of civil awareness have moved non-governmental organisations more and more ‘into the arena of community governance’. Invariably these have added new forms of interaction between non-governmental and the local government rather than replacing old form of relationships. It has also involved the transformation of the overall context of the work of non-governmental organisations.

As important as direct services are, the functions of advocacy; empowerment; development; job creation and representation of marginalized groups in a manner which will make municipal service delivery more responsive to the majority of the citizens, and more effective and accessible than previously, have become even more important. Sherry, quoted in O’Connell, writes that “(t)he primary role of voluntary association (NGOs)… is to continually shape and reshape the vision of a more just social order, to propose programmes which might lead to the manifestation of that vision, to argue for them with other contenders in the arena, and to press for adoption and implementation…for voluntary associations to do less than that is to abdicate their civic responsibility, (O’Connell, 1996:224). The performance of this role by NGO sector in the municipal area requires co-operative relationships between the NGO sector and the local government to enhance the development of democracy in the early stages of community re-building in South Africa.
3.8 CONCLUSION

It was also deduced that the non-governmental organisations sector has become part of contemporary community life as regards the promotion of the general welfare. Non-governmental organisations are voluntary organisations in society which aim at providing not-for-profit services to improve the circumstances of the underprivileged groups in the community. Motivated by a desire for a caring and developed society, NGOs establish and operate programmes of education, health, social welfare and economic improvement, especially amongst the disadvantaged members of the community. Such organisations are not self-serving in the aims and related values which underpin their formation.

Historically moral persuasion led to groups being formed to provide temporary care and welfare services to the poor. In the course of time attempts to address the deeper causes of this situation have broadened the activities of non-governmental organisations to include advocacy and the raising of awareness of the plight of the disadvantaged in the community. Though non-governmental organisations form part of voluntary associations which are found in municipal communities and other organisations such as pressure and interest groups which exist in civil society, welfare non-governmental organisations have different reasons for their existence. Many other voluntary and different types of groups in the community have as their raison d’être the promotion of the interest of members of the groups. For NGOs the main reason for their existence is the provision of welfare services to improve the circumstance of the disadvantaged in the community and not for the specific benefit of members of the organisations. This makes NGOs unique voluntary organisations in the community, giving rise to their choice for study.

There has been a remarkable increase in the number of non-government organisations in the contemporary South African community during the transition to multi-party democratic government. At the same time there has been a broadening of the activities engaged in by these welfare NGOs. The changes in what NGOs do and the changes in the institutional environment in which they operate have considerably altered the nature and extent of the relationships which NGOs have with the local government and its institutions. More importantly, NGOs have come to provide another important
means through which the disadvantaged participate in community. At the same time NGOs help these individuals to help themselves. This role makes the NGOs sector an important contributor to the setting of objectives for the promotion of welfare in the community (or in society). Voluntarism remains an important aspect of local community life. Just as important is organizing to participate in affairs of community, especially in contemporary complex municipal policy-making.
CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4.1 INTRODUCTION

Basic to every human action, such as scientific research, is a method, which can be explained as a prescribed manner for performing the work, with adequate consideration of the research problem, objectives and hypothesis. In every research project it is important to determine exactly what methods are to be used to collect data and what factors will influence the collection. A methodology is thus a set of methods used in a particular area of activity.

Research methods can be defined as a scientific process that seeks to provide answers to questions through a systematic approach with the support of credible data. The process assists with broadening the understanding of a problem and therefore leads to an appropriate solution. On the other hands, research methodology could be described as an operational framework within which the facts are placed so that their meanings may be seen more clearly. Overall, research methodology is a way to systematically solve the research problem and may be understood as all those designs or techniques that are used for conducting research.

A research design and methodology chapter therefore should explain exactly what the researcher did, after determining the problem up to the writing of the conclusion. Therefore, this chapter described and explained the methodology, and the overall design of the research.

However, the principal purpose of this chapter is to depict research methods and designs, data collection instrument, target population, sample and sampling methods as well as sources of data utilized in the study.
This chapter’s aims are written in sections; firstly, the chapter commences by highlighting the differences between quantitative and qualitative research paradigms. Secondly, a research framework was formulated for the purpose of conducting the research. Lastly, a critique of the framework is presented to elucidate ethical considerations, potential limitations and the general relevance of the findings, which emanated from the use of the framework. Moreover, this chapter initially surfaces a scientific approach and later concludes by surface how data was analyzed.

4.2 PERMISSION TO CONDUCT RESEARCH

The written consent of relevant authorities in the Amathole district municipality was sought and obtained before any interaction with personnel in the local municipal offices, citizens of the municipalities and NGOs programme was initiated. The authorities and respondents involved were fully informed about the study and how the intended data collection will be conducted for research and academic purposes. An explanation was provided on what the information was to be used for, and how it will be handled. The authorities and respondents were assured of the confidentiality in the treatment of information provided. The respondents were treated with dignity and afforded their privacy and as well their anonymity was preserved as much as possible. The study was carried out following the approval of the Ethical Committee of the University of Fort Hare and the permission letters are attached as annexure after the bibliography.

4.3 RESEARCH DESIGN

Research design refers to the overall plan for obtaining answers to the research questions and for testing the research hypotheses. The research design spells out the strategies that the researcher adopts to develop information that is accurate, objective, and interpretable (Polit and Hungler, 1993:129). Mouton and Marais (1988:32) write that a research design is “the arrangement of conditions for collecting and analyzing of data in a manner that aims to combine relevancy to the research purpose with economy in procedure”. Moreover Hunter and Brewer (2003: 577) write that a research design is a blueprint on how you intend conducting the research. Research methodology can be defined as a scientific process that seeks to provide answers to questions through a systematic approach with the
support of credible data. The process assists with broadening the understanding of a problem and therefore leads to an appropriate solution.

Leedy (1993:121) on the other hand describes research methodology as an operational framework within which the facts are placed so that meaning may be seen more clearly. Whilst, Kothan (2005:8), write that “research methodology” is way to systematically solve the research problem. Kothan further write that ‘research methods’ may be understood as all those designs or techniques that are used for conducting research. The research methodology see 4.3.1 for this study can be explained as follows.

4.3.1 Research approaches and strategy
Kerlinger, (1986:10) writes that scientific research is a systematic, controlled, empirical and critical investigation of natural phenomena, guided by theory and hypothesis about the presumed relations among such phenomena. In every research project it is important to determine exactly what methods are to be used to collect data and what factors will influence the collection. The research design spells out the strategies and techniques that can be adopted to develop information that is accurate, objective, and interpretable. Hofstee, (2006; 120) writes that the research design provides a theoretical background to the methods to be used in the research.

A research design is the basic plan which guides the data collection and analysis phases of the study. It provides the framework which specifies the type of data to be collected, the sources of data and the data Polit and Hungler, 1993:440 writes that research approach refers to the approach or the methodology that has been adopted to conduct the research, it includes the steps, procedures, and strategies for gathering and analyzing the data in a research investigation.

It involves the selection of research questions and the conceptual framework that has to be adopted. The research strategy adopted in this research was a case study dealing with the role and influence of non-governmental organisations in the Amathole District Municipality and the eight local
municipalities within the district area. The study adopted both quantitative and qualitative research methods and document analysis designs to collect the necessary data. According to Robson (2002:178), 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.

4.3.1.1 Quantitative and Qualitative research methods

Quantitative research deals with numerical measurements (i.e. quantities). This is the preferred methodology of empirical, hypothetico-deductive and experimental researches (Polit and Hungler, 1993:18). Quantitative approaches aim to test hypotheses, and usually to identify numerical differences between groups.

By contrast, qualitative approaches deal with how people understand their experiences (i.e. qualities). Thus, qualitative research methods aim to explore meaning, and might as well be chosen for the investigation of issues which, for ethical, practical or epistemological reasons, are difficult to 'measure' (Polit and Hungler, 1993:18). Qualitative research involves collection of narrative data in a natural setting in order to gain insights into phenomena of interest. This research approach studies variables over an extensive period of time in order to find out the way events are, how and why it came to be that way, and what it all means (Polit and Hungler, 1993:18).

While these two approaches to research are often presented as if in binary opposition to one another, the approaches can also be used to complement one another. Investigators' methodological choices are informed by theoretical and philosophical positions (Polit and Hungler, 1993:18).

In this study a need exist to use both the quantitative and qualitative approaches in the study, to consider the differences between the approaches, and to decide upon the applicability of either one of the approaches, or a combination of the two. In this regard, De Vos et. al., (2002: 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.”

4.4 RESEARCH METHODOLOGY

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). Hofstee (2006:107) writes that the method is vital to the success 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 will explain how to get to the conclusion. Mouton (2002: 35) writes that research methodology involves the application of a variety of standardized methods and techniques in the pursuit of valid knowledge, and is committed to the use of objective methods and procedures that will increase the likelihood of attaining validity.

The method chosen is shaped by the concept “influence” as the theoretical focus of the inquiry. Influence forms the basis of a theoretical analysis of how the presence and activity of non-governmental organisations in the environment produce an effect or otherwise on the process of policy-making, and not about how non-governmental organisations “force” the process in a particular direction. The study thus look at the means non-governmental organisations use to achieve their objective, their relationship with the local government and methods used to get matters onto the agenda of the municipal council and its committees. This method of enquiry is used because, among others, the nature of non-governmental organisations work which is qualitative and contingent makes it difficult to calibrate performance and thereby influence, particularly in relation to a process such as policy-making (Marsden, et al. 1994:53). It is therefore in the qualitative sense that the concept is used to examine the role of non-governmental organisations as a group of organisations whose activities are in various ways brought to bear on the process of municipal policy-making in Amathole district municipality.
4.4.1 Respondent selection

For a clear understanding of the respondents to be used in a study, a distinction should be made between two concepts namely population and sample.

4.4.1.1 Population explained

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). Allison et al. (1996:30) write that the population is the larger collection of all the subjects that one wishes to apply one’s conclusion to. A population refers to a group of subjects from which a sample is drawn and generalizations made.

A specific relationship thus exists between the population and a sample. The population is thus the entire set from which the individuals or units of the study are chosen. In a study the target population can be the municipal councillors, officials and citizens. 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. However, the target population can be too big to make a meaningful and objective study for the purpose of a mini-dissertation. Neuman (2006: 224) writes in this regard that a target population is “(t)he population of interest in the intended investigation”. The population of interest is frequently too large to be subjected to any form of research: hence a sample is used for the empirical study. It can be deduced that small sample sizes from the population should be used. These small samples that are a cross-section of the entire population may help save time and cost as it may be impossible to cover the whole population.

The target population of this study consists of the citizens, consisting of a multitude of interest groups, *inter alia* various non-governmental organisations, the elected councillors and appointed officials living within the Amathole district municipal area, which include the eight local municipalities. The target population is however due to its size too big to conduct an objective study for the purpose of
this dissertation, and thus require that a sample be selected. The basic requirement and characteristic of a sample is that it should be representative of the population from which it is taken. (Basley and Clover, 1988:95). By sampling is thus meant any pre-determined portion of the target population to act as representative of that population.

4.4.1.2 Sampling detail

Sampling is the process of selecting a portion of the population to represent the entire population. Sampling is the process of selecting units (e.g., people, organisations) from a population of interest so that by studying the sample we may fairly generalize our results back to the population from which they were chosen. Bless (2006:195) regards the sample as the subset of a whole population that is actually investigated and whose characteristics will be generalized to the entire population. Additionally according to Yates (2004:25) sample is a segment of the population which the research attempt.

Sampling is that part of statistical practice concerned with the selection of an unbiased or random subset of individual observations within a population of individuals intended to yield some knowledge about the population of concern, especially for the purposes of making predictions based on statistical inference. Sampling is an important aspect of data collection. Researchers rarely survey the entire population for two reasons (Adèr, Mellenbergh and Hand, 2008:12): the cost is too high, and the population is dynamic in that the individuals making up the population may change over time. The three main advantages of sampling are that the cost is lower, data collection is faster, and since the data set is smaller it is possible to ensure homogeneity and to improve the accuracy and quality of the data.

4.4.1.2.1 Sampling selection procedure/methods

Sampling theory distinguishes between probability and non-probability sampling methods (Bailey, 1982:91). The characteristics of each method can be explained as follows:
a) Probability sampling is a section of subjects from a population using random procedures for example stratified sampling, simple random sampling, cluster sampling, and systematic sampling (Polit and Hungler, 1993:443). Probability sampling methods are the most commonly used because the selection of respondents is determined by chance. This method provides known, equal and calculable changes that each subject of the population can be included in the research. (Salkind, 1997:97, Bless and Higson-Smith, 2002:87)

b) Non-probability sampling is where the likelihood of selecting any one member from the population is not known. It consists of methods such as purposive sampling, quota sampling, convenience sampling, snowball sampling and theoretical sampling. Non-probability sampling is the selection of sampling units from a population using nonrandom procedures. (Neumann, 2006: 220).

In this study both the probability and the non-probability methods were used specifically stratified and purposive sampling. These two methods were adopted because; non-probability sampling designs have the advantage of being convenient and economical.

The major disadvantage of non-probability sampling design is their potential for serious biases. On the other hands, probability sampling design was also used because it is a preferred method, because sampling plans tend to result in more representative samples and because it permits the researcher to estimate the magnitude of sampling error. Probability samples, however, are time consuming, expensive, inconvenient, and, in some cases, impossible to obtain. Both selection procedures were used to reduce the sampling biases.

Stratified sampling as a probability method creates a sample frame for each of several categories of subjects or cases, draw a random sample from each category, then combine the several samples (Neumann, 2006:241). Stratified random sampling offers the researcher the opportunity to sharpen the precision and representativeness of the final sample.
Purposive or judgmental sampling as a non-probability method is a non-random sample in which the researcher uses a wide range of methods with a specific purpose in mind. It proceeds on the belief that a researcher knowledge about the population and its elements can be used to handpick the cases to be included in the sample. The sample is based on the judgment of the researcher and do not follow the theory of probability in the choice of elements, such as political office-bearers and chief officials from the sampling population. (Kumar, 2005:177, Salkind, 1997:97, and Neumann, 2006:220).

4.4.1.3 Details of selected sample

The Amathole municipality is a district municipality and the following eight local municipalities operate within its municipal area:

- Nkonkobe local municipality
- Nxuba local municipality
- Amahlati local municipality
- Mnquma local municipality
- * Ngqushwa local municipality
- * Buffalo City municipality
- * Great Kei local municipality
- * Mbhashe local municipality

Three samples were used in this study; this is because the target population is too large to survey and also because it is more economical and convenient to survey a sample, more also there is neither the time nor enough resources to study the entire members of the population. The need for data in a specified time period makes it imperative for the researcher to sample. Two separate questionnaires were distributed to the identified respondents. The selection of respondent was subjected to the requirement that a respondent must be actively involved in municipal executive policy making either as a political office-bearer (as a member of the Executive or Mayoral committee) or be a municipal chief official, or being the chairperson or chief executive officer of a selected non-governmental organisation. Respondents were selected as follows:
a) Political office-bearers

- Executive mayor of the Amathole district municipality
- Sixteen ward committee chairpersons (Two per local authority as representative samples, because all the wards committee chairpersons for sixteen wards is too large a population for this kind of study).
- Six Executive Committee members
- Seven Mayors of the local municipalities (Total: 30 respondents)

b) Chief officials

- Municipal manager of the Amathole district municipality
- Municipal managers of the eight local municipalities
- Heads of seven departments in the Amathole district municipality

(Total: 16 respondents as a representative sample for all the chief officials in Amathole district municipality)

c) Non-governmental organisations

d) The chairperson and chief executive officer randomly selected to represent the following 15 non-government organisations which is the representative sample for all the welfare non-governmental organisations in Amathole district municipality i.e.:

1. Adelaide advice centre, Adelaide
2. Berlin advice centre, Berlin
3. Border Rural Committee, East London,
4. Dikeni self help association, Alice,
A purposive sample is one that is selected non-randomly for some particular reason. According to McBurney (1994: 449), a purposive sample is frequently preferable to a random sample. The researcher surveyed the population that had identifiable sub-groups, namely political office-bearers, chief officials and members of the communities consisted of three groups, namely randomly selected citizens, specific stakeholders and non-governmental organisation representatives. It was anticipated that these respondents would differ in their responses, and on the basis of what prevalence accuracy could only be improved by selecting a stratified random sample, the procedure of which adhered to in the.
Random and purposive samplings were chosen as appropriate and unbiased methods of assembling samples of respondents in the context of this type of survey research. Random sampling was necessary for this survey because the envisaged population in the study was too large for all its subjects to be observed or subject to any level of treatment. Such a situation requires that a representative and manageable group of respondents be randomly selected for any scientific study. Vockell, (1983:104) mentions that “(t)he manner in which a sample is, is an extremely important factor in determining how useful the sample is for making judgments about the population from which it is drawn.

4.4.2 DATA COLLECTION INSTRUMENTS

The data collection instruments were questionnaire, interviews and public literature/documents to evaluate the co-operative interactive roles of non-governmental organisations and the policy makers of the Amathole district municipal authorities. The questionnaires were used to collect primary data and a list of pre-structured and pre-tested questions were given to a chosen sample in order to elicit reliable responses. In this study the questionnaires use semi-structured questions. The questionnaires were structured with open-ended and closed ended questions. Questionnaire were distributed and collected by hand. Questionnaire one was distributed to 30 municipal political office-bearers and to 16 municipal chief officials, as selected above. (Supra, section 4.4.1.3). Questionnaire two was distributes to 30 chairpersons and chief executive officers of selected non-governmental organisations.

4.4.2.1 Questionnaire details

Lombard (2002:202) writes that a questionnaire is a set of questions formalized to obtain data from respondents. Questionnaires are used in research to gather biographical information about gender, age education, number of family members, living standards, and questions related to income, saving, capital etc. Questionnaire enables data to be collected in a relatively large number of people and
facilitates easy comparison process amongst the respondents as well as easy quantitative analysis process (Lombard, 2002:202).

Semi-structured questions were used to collect the information from the respondents. The Stakeholders/citizens were given a set of questions, while the political office-bearers and chief officials were given the same questionnaire that is different from those of the stake-holders. All interviewees received exactly the same interview stimulus. Questions were very specific with a fixed range of answers. Semi-structured questionnaires had multiple choice questions in which the researcher provides a choice of answers and respondents were asked to select one on more than one alternative. The researcher used “Likert Scale” (considered on 1-5 points scale) to measure the respondents’ perceptions based on few statements to perceive the influence or impact of non-governmental organisations in Amathole district municipality on the municipal policy-making process.

The points of the scale indicate the degree of satisfaction or agreement level of the respondent to the question asked. “1” represents the lowest level of satisfaction or high disagreement, whereas “5” represents the highest level of satisfaction or high agreement. Open-ended and closed-ended questions were used. The closed ended forms of questions were restrictive because they kept the respondent on the subject and are relatively subjective, easy to tabulate and analyse. The researcher has also used the open-ended questions where different answers were quite acceptable also for the purpose of probing and seeking to find what respondents know (Brewer and Miller, 2003:166).

Three samples were used in this study and two separate questionnaires were distributed to the identified respondents. All respondents are role-players in policy-making and are actively involved: as a municipal councillor or political office bearer, chief official or an executive member of a non-governmental organisation.

The researcher self-administered the questionnaires and all questionnaires were written in English. Structured questionnaires were used by the researcher in this study to minimize interview bias, to
maximize clarity and to provide a sequence of questions that would lead to reliable responses. On the other hand a self-completion component allowed privacy of reporting by respondents, with consequence advantage for validity (Yates, 2004:53).

4.4.2.1.1 Response rate

The total number of respondents was seventy six. Two types of questionnaires were designed for three different categories of respondents, namely:

- Category 1 for political office bearer
- Category 2 for chief official
- Category 3 for non-governmental organisation

Babbie (1992:165) writes that a response figure of at least fifty percent should be sufficient for analysis of the questionnaire; a figure of sixty percent can be seen as good and a figure of seventy percent is very good. In view of that, having achieved hundred percent responses, the response rate should be regarded as very good. The following is the table showing the number of questionnaires distributed and collected.

**TABLE 4.1 QUESTIONNAIRES ADMINISTERED**

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NUMBER DISTRIBUTED</th>
<th>PERCENTAGE</th>
<th>NUMBER RECEIVED</th>
<th>PERCENTAGE</th>
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<tbody>
<tr>
<td>1</td>
<td>30</td>
<td>100</td>
<td>30</td>
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<tr>
<td>3</td>
<td>30</td>
<td>100</td>
<td>30</td>
<td>100</td>
</tr>
<tr>
<td>TOTAL</td>
<td>76</td>
<td>100</td>
<td>76</td>
<td>100</td>
</tr>
</tbody>
</table>
4.4.2.2 Interview details

An interview allows the researcher to explain jargons and technical terms that may not be easily understood by the respondents in particular those who are illiterate. Interviews create an atmosphere of trust and union-ship and allow respondents to say what they think with richness, sincerity and spontaneity (Brewer and Miller, 2003: 166).

The interview allows interviewers to decide in advance which main questions to ask. There was flexibility in that the interviewer asked certain questions each time but had altered the sequence in an attempt to probe for more information.

In this study interviews were held with chairperson and chief executive officer of the welfare non-governmental organisations in Amathole district municipality; political office-bearers i.e. executive mayor of the Amathole district municipality, ward committee chairpersons, executive Committee members and seven Mayors of the local municipalities; Chief officials of the Amathole district municipality i.e. municipal manager of the Amathole district municipality, municipal managers of the eight local municipalities, heads of seven departments in the Amathole district municipality. These entire interviews were conducted to obtain complementary data used to analyse the influence of NGOs on policy-making at the municipal level of government.

4.4.2.3 Documentation details

All available and applicable primary and secondary sources on the study topic was used. Primary sources were mainly legislation, minutes and reports. These documents refer to laws enacted by Parliament, subordinate legislation of the provinces and municipal authorities, and other policy documents published by these governments. Secondary sources are among others textbooks and journal articles. In this study secondary sources were used for chapters to provide a theoretical background to the study. The primary sources were used in writing the literature reviews with the
primary aim of answering the research question. This is due to the fact that primary data sources are first hand information written on account of a direct witness (Roberts-Lombard, 2002:57).

4.4.4 DATA ANALYSIS

Data analysis is the process of selecting, sorting, focusing and discarding data. These activities are performed to ensure the accuracy of the data and the conversion from data form to a reduced form which is more appropriate for data analysis. Mouton (2004:108) describes data analysis as involving “breaking up the data into manageable themes, patterns, trends and relationships.” Rubin and Rubin (1995:226-227) describe data analysis as a process in qualitative research which begins as the collection of data progresses. This is because questions can be refocused as the interview progresses, to focus on central themes or issues.

Data analysis includes qualitative data analysis, quantitative data analysis and statistical data analysis. Qualitative analysis involves the integration and synthesis of narrative, non-numeric data. Quantitative (numeric) data are analysed through statistical procedures. Statistical analyses cover a broad range of techniques. (Polit and Hungler, 1993:41, and Henning, 2004: 104 and 127) The data can be analysed in both an inductive and deductive mode. Descriptive statistical analysis was used to analyze the data. This type of analysis was suitable for the study in the sense that it describes the data from the respondents as they are. The researcher used computer for storing and coding the gathered data so data analysis was done with computer program to provide sophisticated presentation of result with a purpose of reaching meaningful conclusion.

The data must also be 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 a study. It is a process of transforming raw data into standardized form, usually numerical for data analysis and processing. (Bailey, 1982:487; Polit and Hungler, 1993: 483).
The data collected was coded and categorised in order to see their patterns and interrelatedness, data was processed using the Statistical package for social sciences (SPSS) analysis system (Cooper and Schindler, 2002). Data ought, in addition to the SPSS, be analysed by using Mind Mapping, Excel spread sheets, and figures, charts, (e.g. Pie charts) and graphs, this allowed for a comprehensive discussion and analysis. SPSS performed a variety quantitative data analysis and presentation functions, including statistical analysis and graphical presentation of data. Among its quantitative data analysis function was the statistical data analysis, including descriptive statistics, such as plots, frequencies, charts and lists. Holliday (2001:100) explains that in content analysis, the raw data can be facilitated through thematic organisation. The data was analysed in a descriptive manner to produce a comprehensive interpretation of the data against existing theories on NGOs programme. Then follows the evaluation and interpretation of the data.

4.5 ETHICAL CONSIDERATIONS

Bak (2004:28) writes that any research that involves people must show an awareness of the ethical considerations and, “…an agreement to conduct the research in accordance with ethical procedures.” Ethical considerations involve moral principles and values that have to be practiced when dealing with social research. Human subjects have inherent value and dignity that must be respected. Whenever they are to be involved in a study their consent to participate must be sought. The purpose of the study should be explained to them as well as the role they are expected to play.

For this study, the written consent of relevant authorities in the Amathole district municipality was sought before any interaction with personnel was initiated. The authorities and respondents involved were fully informed about the study and how the intended data collection will be conducted. Explanations were provided on what the information was to be used for, and how it will be handled. They were assured of the confidentiality in the treatment of information provided.
All respondents were assured that whatever information was collected from them through the survey questionnaires would be kept confidential. The researcher also informed the municipal officials that the information collected from them would be used for research purposes and not for any other uses.

Please note the following;

It implies therefore that in the course of the research the following ethical guidelines and practices was strictly adhered to and the respondents duly informed.

- **Anonymity** - The name and personal details of the respondents was not being disclosed.
- **Plagiarism** - All sources of information used were acknowledged to avoid plagiarism.
- **Coercion** - Respondents were not coerced to divulge any confidential information.
- **Honesty** - The researcher has at all times and under all circumstances report the truth with honesty and has never presented the truth in a biased manner.
- **Freedom of choice** - Respondents were given freedom of choice in participating in the research through informed consent.
- **Respondents were free to withdraw at any time from participation** (Based on Hanekom and Thornhill, 1997:4 and Salkind, 1997:41)

### 4.6 CONCLUSION

This chapter outlined the research design of the study. The methodology used was characteristic to an empirical study that employed qualitative methods to collect data intended to assess the influence or role of non-governmental organisation in municipal policy-making using Amathole district municipality of the Eastern Cape South Africa as a typology.

Having shaded a clear picture on the case study for the research, it is clear that there are challenges that the local communities and non-governmental organisations face which somehow are viewed in varied ways depending on the category that defines it. It is in this regards that the following chapter will center on data presentation and analysis in a way to explicitly lay down the results of what is on
the ground with regards to the South Africa local non-governmental organisations. An assessment of the influence of non-governmental organisations led projects on sustainability of their work amongst grassroots communities will be employed through a qualitative method. In this way the relative hypothesis pertaining to the role of non-governmental organisations in municipal policy making in Amathole district municipality will be assessed so that its feasibility can be weighed.

The data collected through the research techniques used can be deemed adequate to address the objective of the study. It will be further demonstrated in the following chapter where the data will be analyzed and findings be deduced.
CHAPTER FIVE

DATA ANALYSIS AND INTERPRETATION

A. ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN POLICY INITIATION (INPUT PHASE)
5.1 INTRODUCTION

The focus of chapter four was to describe and explain the research design methodology for the collection of primary and secondary data from selected respondents and other sources. Specific methods and procedures were designed and implemented for the collection of data. Three research instruments were used to collect data, namely questionnaires, interviews and the study of public documents. Numerical data was collected for the qualitative analysis and non-numerical data for the quantitative analysis. The data was collected from forty nine respondents residing within the Amathole district municipalities and the eight local municipalities within the district area.

The purpose of this chapter is to order, structure and interpret the data collected from the selected respondents and to use the information to prove or disprove the research problem, namely that the interaction between municipal authorities and non-governmental organisations in policy making is hampered by an inability to effectively collaborate at appropriate levels and to co-ordinate service rendering due to the large number of divergent and independent non-governmental organisations, and the hypothesis namely that the current interaction in policy making, between non-governmental organisations and policy makers in the local sphere of government, especially in the district area of the Amathole district municipality, are inadequate to ensure effective service rendering.

Chapters five, six and seven will be used to explain, to discuss and evaluate the role of non-governmental organisations in municipal policy making in the Amathole dist municipality and the eight local municipalities in the municipal district area and the discussion will be based on the systems theory.
Questionnaires were sent to respondents in the Amathole district municipality and the eight local municipalities in the municipal district area to obtain a data and the study is not about a specific municipality or individual municipalities – but the nine municipalities was taken as a group to determine the role of non-governmental organisation. In this chapter, apart from an Introduction and Conclusion, three main sections were used to describe the data analysis and interpretation. The chapter firstly describes and explains the criteria required to provide a standard for data analyses and interpretation. Secondly, the chapter analyses and presents the demographic details of the respondents and discusses qualitatively the office or post, age group, gender, years’ service, home language and qualifications of the selected respondent. Thirdly, the chapter analyses and evaluates the role of non-governmental organisations in policy initiation. (See Section 1.9, Chapter One and 2.3, Chapter Two)

To clearly analyse and interpret the collected data, the chapter will be divided into specific sections as poised by the questionnaires and systems theory.

5.2 CRITERIA AND TECHNIQUES FOR DATA ANALYSIS

The processing of collected data into an acceptable form is done through data analysis and interpretation. The analysis and interpretation of the data was done both qualitatively and quantitatively. The data analysis was done by using the available Statistical Package for Social Science (SPSS). On this section the researcher delineates the data collected from the respondents to directly elicit the opinions of respondents before the data can be interpreted and analyzed. Statistical Package for Social Sciences (SPSS), were used for data analyses and results presented in forms of tables, charts and graphs.

The data were collected from both primary and secondary sources. The necessary primary data were collected by:-

a. Questionnaire surveys

Questionnaire was provided to sample chief-officials/political office-bearers and non-governmental organisations in the Amathole district municipality and the eight local municipalities in the municipal
district area. They were asked to answer the questions. The questionnaire for chief-officials and political office-bearers was different from that for non-governmental organisations staff and / or members.

b. *Semi-Structured Interviews (SSI)*

Semi-structured interviews with the municipalities’ citizens and stake holders were conducted. Members of all categories (i. e. the rich, the poor, men, women, and adults) were interviewed.

The necessary secondary data were collected from the following sources:-

1. Office records and other documents of municipal governments and non-governmental organisations.
2. Constitution and operational plan of municipalities.
4. Literatures related to subject matter, published and unpublished reports, booklets and other materials.

The collected data were edited, classified, tabulated and analyzed both quantitatively and qualitatively.

a. Qualitative data were analyzed qualitatively and presented in descriptive texts and tables.

b. Quantitative data were analyzed quantitatively using statistical tools such as Statistical Package for Social Sciences (SPSS) and summarized into tables and charts.

c. Further advice and help from advisor and experts were taken.

Likert type of scale was used to assess the users’ perception towards non-governmental organisations’ services and to compare the municipal stakeholders with and without non-governmental organisations’ involvement.
5.3 DEMOGRAPHIC DETAILS OF RESPONDENTS (QUANTITATIVE DATA ANALYSIS)

The following statistical data was collected to evaluate the personal details of the respondents to the questionnaires. It is imperative that the data collected should be useable, reliable as well as scientifically testable. Hence, the respondents should be people who meet specific requirements. The statistics are provided in the form of percentages which have been rounded up to the first decimal point. The collected data was processed as follows.

5.3.1 Age of respondents

The age details of the respondents can be set out as follows:-

**TABLE 5.1: AGE OF RESPONDENTS**

<table>
<thead>
<tr>
<th>AGE (YEARS)</th>
<th>POLITICAL OFFICE BEARER AND CHIEF OFFICIAL</th>
<th>NON-GOVERNMENTAL ORGANISATION</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number Percentage</td>
<td>Number Percentage</td>
<td></td>
</tr>
<tr>
<td>18-25</td>
<td>13 26.53</td>
<td>4 13.33</td>
<td>17</td>
</tr>
<tr>
<td>26-30</td>
<td>7 14.29</td>
<td>4 13.33</td>
<td>11</td>
</tr>
<tr>
<td>31-35</td>
<td>14 28.57</td>
<td>5 16.67</td>
<td>19</td>
</tr>
<tr>
<td>36-40</td>
<td>7 14.29</td>
<td>5 16.67</td>
<td>12</td>
</tr>
<tr>
<td>41-45</td>
<td>8 16.33</td>
<td>3 10.0</td>
<td>11</td>
</tr>
<tr>
<td>46-50</td>
<td>0 0.0</td>
<td>3 10.0</td>
<td>3</td>
</tr>
<tr>
<td>51-55</td>
<td>0 0.0</td>
<td>3 10.0</td>
<td>3</td>
</tr>
<tr>
<td>56-60</td>
<td>0 0.0</td>
<td>1 3.33</td>
<td>1</td>
</tr>
<tr>
<td>61-65</td>
<td>0 0.0</td>
<td>2 6.67</td>
<td>2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>49 100.0</td>
<td>30 100.0</td>
<td>79</td>
</tr>
</tbody>
</table>

It is clear that no political office-bearer or chief-official is older than 45 years, while the age profile of the non-governmental organisation cut across all the age groups in this survey. The majority of the chief-officials/political office-bearer and non-governmental organisation are between 31 - 35 (28.57%
and 16.67% respectively) years of age. It can be deduced that the respondents are matured enough to have the mental capacity and strength to familiarize and interpret the contents of the questionnaire to be able to complete it. The demographic further indicate that the youth are mostly considered for political appointments and are qualified enough to be appointed at senior management level even in the non-governmental organisation surveyed in this municipality.

5.3.2 Gender of respondents

The gender of respondents can be set as follows:

**TABLE 5.2: GENDER OF RESPONDENTS**

<table>
<thead>
<tr>
<th>GENDER</th>
<th>POLITICAL OFFICE BEARER AND CHIEF OFFICIAL</th>
<th>NON-GOVERNMENTAL ORGANISATION</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percentage</td>
<td>Number</td>
</tr>
<tr>
<td>MALE</td>
<td>20</td>
<td>40.8</td>
<td>16</td>
</tr>
<tr>
<td>FEMALE</td>
<td>29</td>
<td>59.2</td>
<td>14</td>
</tr>
<tr>
<td>TOTAL</td>
<td>49</td>
<td>100</td>
<td>30</td>
</tr>
</tbody>
</table>

It is clear from the above table that the majority of respondents in the class of political office-bearer and chief-officials were female (59.2%), while in the class of non-governmental organisation, the majority were male (53.33%). It could be deduced that the reflection of the responses does not reflect the principles of the *Employment Equity Act, 1998* in which gender representivity is an important requirement in the introduction of affirmative action in the contemporary public service.
5.3.3 Years of service of respondents

The years of service of the respondents can be set as follows:-

**TABLE 5.3: RESPONDENTS YEARS OF SERVICE**

<table>
<thead>
<tr>
<th>YEARS OF SERVICE</th>
<th>POLITICAL OFFICE BEARER AND CHIEF OFFICIAL</th>
<th>NON-GOVERNMENTAL ORGANISATION</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percentage</td>
<td>Number</td>
</tr>
<tr>
<td>Less than 5 years</td>
<td>10</td>
<td>20.4</td>
<td>6</td>
</tr>
<tr>
<td>5 to 10 years</td>
<td>27</td>
<td>55.1</td>
<td>3</td>
</tr>
<tr>
<td>11 to 15 years</td>
<td>4</td>
<td>8.2</td>
<td>8</td>
</tr>
<tr>
<td>16 to 20 years</td>
<td>8</td>
<td>16.3</td>
<td>5</td>
</tr>
<tr>
<td>More than 20 years</td>
<td>0</td>
<td>0</td>
<td>8</td>
</tr>
<tr>
<td>TOTAL</td>
<td>49</td>
<td>100</td>
<td>30</td>
</tr>
</tbody>
</table>

The majority (55.1%) of political office-bearers and chief-officials have served between 5 and 10 years, which can be seen as a good omen for understanding the importance of citizen participation in municipal matters. The majority (26.67%) of the non-governmental organisation has serviced of between 11 to 15 years and more than 20 years, which can be seen as sufficient experience for this research as the non-governmental organisations ought to understand the challenges and dynamics of Amathole district municipality and the eight local municipalities.

The significance is rooted in the notion that institutional memory would not be lost. Knowledge management is therefore enhanced within the Amathole municipality and the eight local municipalities due to continuity. The high number of experience exhibited by the respondents give credence to better understanding of the system as applied in the municipalities. Furthermore, it can be deduced that the response received from the chief-officials/political office-bearers and non-
governmental organisations in this research can be regarded as valid and informed response based on the experience.

5.3.4 Home language of respondents

The home language details of the respondents can be set out as follows:-

**TABLE 5.4: HOME LANGUAGE OF RESPONDENTS**

<table>
<thead>
<tr>
<th>LANGUAGE</th>
<th>POLITICAL OFFICE BEARER AND CHIEF OFFICIAL</th>
<th>NON-GOVERNMENTAL ORGANISATION</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percentage</td>
<td>Number</td>
</tr>
<tr>
<td>English</td>
<td>3</td>
<td>6.3%</td>
<td>5</td>
</tr>
<tr>
<td>Afrikaans</td>
<td>3</td>
<td>6.3%</td>
<td>0</td>
</tr>
<tr>
<td>English/Afrikaans</td>
<td>0</td>
<td>0.0%</td>
<td>0</td>
</tr>
<tr>
<td>Xhosa</td>
<td>31</td>
<td>63.3%</td>
<td>25</td>
</tr>
<tr>
<td>Zulu</td>
<td>8</td>
<td>16.33%</td>
<td>0</td>
</tr>
<tr>
<td>Others</td>
<td>4</td>
<td>8.2%</td>
<td>0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>49</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>30</strong></td>
</tr>
</tbody>
</table>

Majority (63.0%) of the chief-officials and political office-bearers speaks Xhosa language, which is the commonest home language in the Eastern Cape, where the study data was generated from. The next most common home language is Zulu, Other, Afrikaans and English languages with corresponding percentages of 17.0%, 8.0%, 6.0% and 6.0% respectively among the chief-officials and political office-bearers.

The majority (83.0%) of the non-governmental organisation speaks Xhosa while 16.7% speaks English. No respondent in this study speaks both English and Afrikaans at the same time. 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 citizen in these municipalities 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 and non-governmental organisation, hence the majority of citizens, councillors and chief-officials who responded to the questionnaire were all have Xhosa as the home language in Amathole district municipality and the eight local municipality within the district.

5.3.5 Academic qualifications of respondents

The academic qualification details of the respondents can be set out as follows:-

TABLE 5.5: ACADEMIC QUALIFICATIONS OF RESPONDENTS

<table>
<thead>
<tr>
<th>QUALIFICATIONS</th>
<th>POLITICAL OFFICE BEARER AND CHIEF OFFICIAL</th>
<th>NON-GOVERNMENTAL ORGANISATION</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Standard 8/Grade 10</td>
<td>Number 0</td>
<td>Percentage 0.0</td>
<td>Number 4</td>
</tr>
<tr>
<td>Grade 12</td>
<td>Number 0</td>
<td>Percentage 0.0</td>
<td>Number 3</td>
</tr>
<tr>
<td>Diploma (Municipal Institution)</td>
<td>Number 8</td>
<td>Percentage 16.3</td>
<td>Number 5</td>
</tr>
<tr>
<td>Diploma/Certificate (Technikon)</td>
<td>Number 7</td>
<td>Percentage 14.29</td>
<td>Number 3</td>
</tr>
<tr>
<td>Diploma/Certificate (University)</td>
<td>Number 6</td>
<td>Percentage 12.2</td>
<td>Number 6</td>
</tr>
<tr>
<td>Undergraduate degree (University)</td>
<td>Number 17</td>
<td>Percentage 34.7</td>
<td>Number 7</td>
</tr>
<tr>
<td>Postgraduate degree (University)</td>
<td>Number 11</td>
<td>Percentage 22.4</td>
<td>Number 2</td>
</tr>
<tr>
<td>Others</td>
<td>Number 0</td>
<td>Percentage 0.0</td>
<td>Number 0</td>
</tr>
<tr>
<td>TOTAL</td>
<td>Number 49</td>
<td>Percentage 100</td>
<td>Number 30</td>
</tr>
</tbody>
</table>

The majority of the political office-bearers/chief-officials and non-governmental organisation has a university degree 34.7% and 23.33% respectively. This can be seen as a good condition to conduct council business as municipalities operates in a highly regulated environment. All the respondents are learned, 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 council’s responsibilities, which in the main, is geared towards service delivery. Due to the legislated
environment in which municipalities operate, the qualifications become relevant to ensure sound interpretation of policies and relevant regulations.

5.3.6 Characteristics of respondents (chief-official/political office-bearer and Non-governmental organisation).
The characteristic details of the respondents can be set out as follows:-

**TABLE 5.6: CHARACTERISTICS OF RESPONDENTS**

<table>
<thead>
<tr>
<th>SURVEY GROUP</th>
<th>VARIABLE</th>
<th>MEASURING GROUP</th>
<th>FREQUEN</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>CHIEF-OFFICIALS</td>
<td>OFFICE/POST</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>AND POLITICAL</td>
<td>Mayor</td>
<td>9</td>
<td>18.4</td>
<td></td>
</tr>
<tr>
<td>OFFICE-BEARERS</td>
<td>Municipal Manager</td>
<td>9</td>
<td>18.4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Head of Department</td>
<td>6</td>
<td>12.2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Political office-bearer</td>
<td>7</td>
<td>14.3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Councillor</td>
<td>18</td>
<td>36.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Other</td>
<td>0</td>
<td>0.0</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>49</strong></td>
<td><strong>100.0</strong></td>
<td></td>
</tr>
<tr>
<td>DEPARTMENT</td>
<td>Economic Development</td>
<td>8</td>
<td>16.3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Community Safety</td>
<td>16</td>
<td>32.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Budget &amp; Treasury</td>
<td>4</td>
<td>8.2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Human Resources</td>
<td>5</td>
<td>10.2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Health</td>
<td>4</td>
<td>8.2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Community Participation</td>
<td>5</td>
<td>10.2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Works</td>
<td>7</td>
<td>14.3</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>49</strong></td>
<td><strong>100.0</strong></td>
<td></td>
</tr>
<tr>
<td>NON-GOVERNMENTAL</td>
<td>OFFICE/POST</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>ORGANISATIONS</td>
<td>Chairperson of board</td>
<td>9</td>
<td>30.0</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Board Member</td>
<td>5</td>
<td>16.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Chief Executive officer</td>
<td>5</td>
<td>16.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Voluntary Member</td>
<td>6</td>
<td>20.0</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Others</td>
<td>5</td>
<td>16.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>30</strong></td>
<td><strong>100.0</strong></td>
<td></td>
</tr>
<tr>
<td>NGO NAME</td>
<td>Adelaide Advise Center</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Berlin Advise Center</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Border Rural Commit.</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dikeni Self Help Assoc.</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Daliwe Advise Canter,</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dev. Gender Network</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Eastern Cape SECC, Bisho</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>E/Cape NGO Coalition,</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Centani CDDI, Butterworth</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Peddie, WSC, Peddie</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Mhlalo Comm. Dev.,</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Qaqamba RDC, FortBeaufort</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Rural Aff. Buld. Tr.,</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Stutheim Dev., Found.,</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Wilo Mnqadili Com Adv</td>
<td>2</td>
<td>6.7</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>30</strong></td>
<td><strong>100.0</strong></td>
<td></td>
</tr>
</tbody>
</table>
The respondents (chief-officials and political office-bearers) who participated in the study are both male and female, and were all local residents in the different communities of Amathole district municipality and the eight local municipalities within the district.

In all, 49 chief-officials and political office-bearers were administered with questionnaires sampled randomly from all official posts and departments in Amathole district and the eight local municipalities within the Amathole district municipality as shown on table 5.6. The non-governmental organisation respondents who participated in the study are both male and female, and were all members of non-governmental organisations in the different communities of Amathole district municipality. In all, 30 people were administered with questionnaires sampled randomly from non-governmental organisations representative in Amathole district and the eight local municipalities within the Amathole district municipality as shown on Table 5.6. It can be deduced that though the study has been dominated by community members with limited knowledge about municipal policy, the interactions of the non-governmental organisations with the citizens and municipalities has enriched the masses hence their willingness to participate in the community development. Again, the recent spate of protestations (Robert, 2007: 14) is indicative of the resurgence of communities to demand accountability which can only be measured through predetermined targets embedded within the municipality operations and grassroots democracy systems.

5.4 ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN MUNICIPAL EXECUTIVE POLICY MAKING (QUALITATIVE ANALYSIS)

Policy making as an administrative enabling function consists of specific consecutive steps of which the becoming aware of a need or problem can be seen as the first step. (See Section 2.3, Chapter Two) The awareness of a need or problem leads under normal circumstances to the search for a quantifiable solution. (Meiring, 2001:53) The role-players in policy making, being broadly classified into those who make policy, those who influence policy and those who receive the services provided by the policy, require a close interaction between the role-players and the purpose of this section and to
investigate the role of non-governmental organisations in policy making. (Meiring, 20051) The role of non-governmental organisations will for this purpose be based on the systems theory and the utilitarian theory (See section 3.3, chapter 3) the chapter judges the role of non-governmental organisation, according to the utilitarian theory, by the rightness of an action and contribution it makes to increase human happiness or the decrease of human misery. Hence, the theory of the greatest happiness of the greatest number of citizens. The next section investigates the role of non-governmental organisations in the initiation of municipal policy.

5.4.1 CHARACTERISTICS OF NON-GOVERNMENTAL ORGANISATION (INPUT PHASE)
Non-governmental organisations can be divided according to their aims. Non-governmental organisations are defined as voluntary, utilitarian, non-profit, privately created, not self-serving, independent, philanthropic organisations. (Liebenberg, in DeBeer and Swanepoel, 2000: 109). These characteristics can be explained as follows.

5.4.1.1 Non-governmental organisations should be voluntary associations
Non-governmental organisations are interests groups, with voluntary membership, operating independently of the state.

FIGURE 5.1 NON-GOVERNMENTAL ORGANISATIONS SHOULD BE VOLUNTARY ASSOCIATIONS

From figure 5.1 above shows the percentage response, the majority (44.4%) of the respondents agreed that non-governmental organisations should be a voluntary organisation. While, 40.0%, 8.9% and 6.7% of the respondents strongly agreed, strongly disagreed and disagreed respectively that non-
governmental organisations should be a voluntary organisation with none of the respondents appear neutral to this statement.

Siisiainen, 1994: 249) defines a voluntary association as an organised group of persons that is formed in order to further some common interest of its members, in which membership is voluntary because it is neither mandatory nor acquired through birth, and that exists independent of the state. Non-governmental organisations are interests groups, with voluntary membership, operating independently of the state. However, according to Andoh (1999:15) non-governmental organisations are not self-serving or self-interests organisations). It could be deduced from above that non-governmental organisations are voluntary associations.

5.4.1.2 Non-governmental organisations should be self-interest associations

Non-governmental organisations have clear values and purposes that distinguish them from other interest groups in civil society. The “aims include: the improvement of the circumstances and prospects of disadvantaged people who are unable to realise their potential or achieve their full right in society. “ Andoh (1999:16) concluded that the coming together of individuals to provide for the collective well-being shows that non-governmental organisations do not attend to the needs of their own members but voluntarily provide services to for example the poor, destitute aged and underprivileged members of the community.

FIGURE 5.2 NON-GOVERNMENTAL ORGANISATIONS SHOULD BE SELF-INTEREST ASSOCIATIONS
From figure 5.2 above, majority 33.3% agreed and 31.1% strongly agreed that non-governmental organisations should be self-interest associations. 20.6% and 15.6% of the total respondents disagreed and remain neutral respectively to this statement while none of the respondents strongly disagreed that non-governmental organisations should be a self-interest group.

The measure of “right and wrong” is the greatest happiness of the greatest number of citizens. Bentley believed that any group of people has an interest and that the group and the interest are not separate. (Harris, 1979: 125) However, it is questionable whether or not the purpose of non-governmental organisation should be to promote own betterment. The purpose and values of utilitarianism are thus designed to combine the self-interested behaviour of the individual to the resulting harmony of the general interest that characterise a good society.

It can thus be deduced from the pattern of responses received above that majority of the respondents in this study believed that non-governmental organisations should be a self interest association.

5.4.1.3 Non-governmental organisations should be non-profit associations

Non-profit associations are institutions that satisfy community needs by offering goods and services not provide by government or the private sector. These associations do not have a profit motive and are established by private individuals. (Marx, et. al., 1998:18) Profit is the goal of those citizens who own and manage the means of productions.

FIGURE 5.3 NON-GOVERNMENTAL ORGANISATIONS SHOULD BE NON-PROFIT ASSOCIATIONS
From figure 5.3 above, majority (33.3%) and 31.1% of the respondents agreed and strongly agreed respectively that non-governmental organisations should be non-profit associations. While, 20.0%, 8.9% and 6.7% of the respondents remained neutral, strongly disagreed and disagreed respectively with the statement. Overall, it can be deduced that majority of the respondents believed that non-governmental organisations should be non for profit associations. Andoh (1999:15) writes that “… even though non-governmental organisations may engage in revenue generating activities, non-governmental organisations does not, however, distribute profits or surpluses to members. Revenue generated is used solely in pursuit of the aims of the organisation.” Cronje, et. al., (2002:22) write that non-profit-seeking organisations differ from other need-satisfying organisations in that they provide services without seeking profit. However, non-governmental organisations sometimes receive government support. It can be deduced that non-governmental organisations are non-profit associations who act in the interests of underprivileged and disadvantaged people.

5.4.1.4 Non-governmental organisations should be self-serving associations

Not self-serving in the aims and related values of the organisation gives non-governmental organisations clear values and purposes and distinguish non-governmental organisations from other organisations in civil society.

FIGURE 5.4 NON-GOVERNMENTAL ORGANISATIONS SHOULD BE SELF-SERVING ASSOCIATIONS

From figure 5.4 above, it is evident that, majority 35.7% of the respondents agreed that non-governmental organisations should be a self serving association while 9.5% of the respondents agreed
to this statement. 26.2% of the respondents were neutral to the statement while 21.4% and 7.1% of the respondents strongly disagreed and disagreed respectively with the statement. The aims of non-governmental organisations as written by Ball and Dunn, 1995:16 include: the improvement of the circumstance and prospects of disadvantaged people who are unable to realize their potential or achieve their full rights in society through indirect forms of actions, and/or action on concerns and issues which are detrimental to the well-being, circumstances or prospects of people or society as a whole. Thus, in line with pattern of the responses to the analysed statement it could be deduced that non-governmental organisations are a self-serving association.

5.4.1.5 Non-governmental organisations should be independent associations

The non-governmental characters of non-governmental organisations are to be found in the fact that it is privately set up and structured and sufficiently autonomous in its activity and financing. (Liebenberg in De Beer and Swanepoel, 2000:109).

![Figure 5.5 Non-Governmental Organisations Should Be Independent Associations](image)

From figure 5.5 above, majority (42.9%) of the respondents remained neutral to the statement that non-governmental organisations should be independent. 26.2% and 19.0% of the total respondents strongly agreed and agreed respectively with the statement, while 11.9% strongly disagree with the statement and none of the respondents disagreed with the statement. Padron, (1987:71) writes that one
of the central characteristics of non-governmental organisations is the fact that “... they are not part of a government and have not been established as a result of an agreement between governments.” Thus, it can be deduced from the pattern of responses received in this study that; majority of the respondents could not decide whether the non-governmental organisation should be independent of governments or depends on governments for their activities. In the real sense, it could be said that non-governmental organisations could not remain in isolation to function well in their activities but should be in form of association with governments in other for them to play their role effectively.

5.4.1.6 Non-governmental organisations should be philanthropic associations

Activities which give rise to voluntary philanthropic non-governmental organisations are embedded in the history of human community and form part of the search for solutions to the ever emerging new needs and problems in community (Bekker, 2000:40). These activities also form part of the community of the objective and activities necessary to promote the quality of life of human community.

FIGURE 5.6 NON-GOVERNMENTAL ORGANISATIONS SHOULD BE PHILANTHROPIC ASSOCIATIONS

Majority 28.9% and 15.6% of the respondents strongly disagreed and disagreed respectively that non-governmental organisation should be a philanthropic associations. While 24.4% and 22.2% of the total respondents agreed and strongly agreed respectively to this statement, with the remaining 8.9% of the
respondents being neutral to the statement. Thus, it could be deduced here that most of the respondents are of the opinion that non-governmental organisation should not be a philatrophic association.

5.4.1.7 Non-governmental organisations should be apolitical associations

The performance of activities by non-governmental organisations to improve the welfare and circumstances of the disadvantaged in the community brings non-governmental organisations into relationships with local government and its institutions. Bernstein writes that in many parts of the world non-governmental organisations-municipal government collaboration is said to have become routine in service delivery. “This results in an array of relationships between local government and non-governmental organisations (Bernstein, 2005:34).

FIGURE 5.7 NON-GOVERNMENTAL ORGANISATIONS SHOULD BE APOLITICAL ASSOCIATIONS

Figure 5.7 shows the response pattern to the statement whether non-governmental organisations should be apolitical associations or not. Majority (45.2%) and 19.0% of the respondents strongly agreed and agreed respectively with the statement, while 28.6% and 7.1% disagreed and strongly disagreed with the statement with none of the respondent being neutral to the statement. It could be deduced that majority of the respondents in this study are of the opinion that non-governmental organisations should be apolitical in nature. This means that though the role of non-governmental organisations is recognized as contributing to the promotion of citizens’ welfare, it is not suggested
that non-governmental organisations could be viewed as an autonomous form of and possibly an alternative to municipal government. There thus arises the need for co-operative interaction between the non-governmental organisations groups and local government institution.

Overall, it could be deduced therefore that:

- Non-governmental organisations are interests groups, with voluntary membership, operating independently of the state.

- The purpose and values of utilitarianism are thus designed to combine the self-interested behaviour of the individual to the resulting harmony of the general interest that characterise a good society. It can thus be deduced that non-governmental organisations are a self interest association.

- Non-governmental organisations are non-profit associations who act in the interests of underprivileged and disadvantaged people.

- In line with pattern of the responses received to the analysed data it could be deduced that non-governmental organisations are a self-serving association.

- From the pattern of responses received in this study that; majority of the respondents could not decide whether the non-governmental organisation should be independent of governments or depends on governments for their activities.

- Majority of the respondents are of the opinion that non-governmental organisation should not be a philatrophic association.

- It could be deduced that majority of the respondents in this study are of the opinion that non-governmental organisations should be apolitical in nature. This means that though the role of non-governmental organisations is recognized as contributing to the promotion of citizens’ welfare, it is not suggested that non-governmental organisations could be viewed as an
autonomous form of and possibly an alternative to municipal government. There thus arises the need for co-operative interaction between the non-governmental organisations groups and local government institution.

5.4.2 ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN POLICY INITIATION (INPUT PHASE IN POLICY MAKING)

Policy making is a collective activity with clear communication between the three main groups of role-players, namely the elected municipal councillors, appointed officials and the citizens. The first condition which makes communication and co-operative action possible, is that the role-players should communicate about the same problems or at least should know when this is not so. Policy initiation, as the first step in policy making requires

- Making known a problem; and

- Emphasizing the necessity for a policy, either a new policy or changed policy to eliminate or prevent a specific problem. (See Section 2.3.2.1)

The question is thus does non-governmental organisations play a role in the making of municipal policy, such as by-laws and regulations. In figures 5.8 and 5.9 below the respondents were required to answer this question, using a four point scale.

FIGURE 5.8: ROLE PLAYED BY NON-GOVERNMENTAL ORGANISATIONS IN MUNICIPAL POLICY MAKING
The above findings from the chief-officials and political office-bearers revealed that the majority (93.9%) of the political office-bearer and chief officials in this survey agreed that non-governmental organisations only sometimes play a role in municipal policy-making and that only a minority (6.1%) play regularly a role while none of the respondents are of the opinion that non-governmental organisation played a continuous and never play any role in municipal policy making.

The figure below illustrates the non-governmental responses to the above question about the roles of non-governmental organisations in municipal policy.

FIGURE 5.9 ROLE OF NON-GOVERNMENTAL ORGANISATION IN POLICY MAKING PROCESS

Also, as shown Figure 5.2 above, the majority (78.0%) of the non-governmental organisations in this survey agreed to the that non-governmental organisations should continuously play roles in municipal policy-making while only 4.0% support a sometime participation of non-governmental organisation in municipal policy-making. 7.0% of the respondents never support a participation of non-governmental organisations in municipal policy-making. While 11.0% support a regular participation of non-governmental organisations in municipal policy making.

Thus, it could be deduced from the findings above that non-governmental organisations play roles in the making of municipal policy, such as by-laws and regulations. Non-governmental organisation can mobilize citizens, including beneficiaries, around projects voluntarily set up, stimulate awareness of problems and increase the level of citizens’ involvement in community affairs; these activities enhance the attainment of participatory local democratic government.
5.4.2.1 Becoming aware of a problem.

(a) **Question:** The effective interaction between municipal authorities and non-governmental organisations in policy making is hampered by an inability to effectively collaborate at appropriate levels.

**Answer:** Figure 5.10 shows the chief officials and political office-bearers responses views about the role of non-governmental organisations in making the municipality becoming aware of community problems as related to their collaborations and interactions with chief officials and political office-bearers.

**FIGURE 5.10 RESPONSES OF CHIEF OFFICIALS AND POLITICAL OFFICE-BEARERS ON ROLE OF NON-GOVERNMENTAL ORGANISATION IN BECOMING AWARE OF COMMUNITY PROBLEM**

![Bar Chart](image)

Majority (38.8%) of the respondents strongly agreed that effective interaction is hampered by inability to effectively collaborate at appropriate levels with non-governmental organisations, while about 20.4% of the total respondents agree to this. 28.6% and 12.8% of the respondents disagree and strongly disagree respectively to this statement, while none of the respondents has a neutral opinion to this statement.
Figure 5.11 shows the responses of the non-governmental organisation to this question above, majority (44.9%) of the non-governmental organisations respondents agreed that the effective interaction between municipal authorities and non-governmental organisations in policy making is hampered by an inability to effectively collaborate at appropriate levels with non-governmental organisations and that the problem of a lack of effective interaction is due to a lack of co-ordination between municipal authorities and the large number of divergent and different non-governmental organisations, while 30.6% of the respondents strongly agreed to this statement. On the other hand, 16.3% and 8.6% of the total respondents disagreed and strongly disagreed respectively with this statement, while none of the respondents has a neutral opinion about this statement.

Thus, it could be deduced from the above that, interactions between municipal authorities and non-governmental organisations is not cordial in the area of municipal policy-making as a result of inability to effectively collaborate at appropriate levels, this automatically will prevent making meaningful policies that could have enhanced the communities status and ultimately the standard of living of the citizens.

(b) Question: The above problem of a lack of effective interaction is due to a lack of co-ordination between municipal authorities and the large number of divergent and different non-governmental organisations.
TABLE 5.7: IMPACT OF LACK OF EFFECTIVE INTERACTION BETWEEN MUNICIPAL AUTHORITIES AND NON-GOVERNMENTAL ORGANISATIONS IN BECOMING AWARE OF COMMUNITY PROBLEM

<table>
<thead>
<tr>
<th>ROLE</th>
<th>FREQUENCY (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>STRONGLY DISAGREE</td>
</tr>
<tr>
<td>Lack of co-ordination due to divergence leads to ineffective interaction</td>
<td>0</td>
</tr>
</tbody>
</table>

**Answer:** As shown on table 5.7, majority (96.7%) of the respondents (i.e. political office-bearer/chief-officials and non-governmental organisations) strongly agreed that this lack of effective interaction is as a result of lack of co-ordination between municipal authorities and non-governmental organisations. Minority, 3.3% of the respondents disagreed to this, with none of the respondents strongly disagreed, agreed nor remains neutral with the statement.

The respondents were also asked to indicate whether or not other problems are also hampering the co-operative interaction between municipal political office-bearers, chief officials and non-governmental organisations in the making of municipal policy. According to the political office-bearers the following problems are being experienced.

- Citizens and community dwellers not willing to engage or participate in municipal governance
- Government policy on how to engage with the public on these issues of public policy is quite limited, and usually manifests in the insistence of using ward committees.
- Ward committees are poor representations of the empowered and participatory institutions and lack any decision-making powers, and certainly none over resources.
The chief officials were of the opinion that the following problems are being experienced:

- Multitude of non-governmental organisations with divergent objectives and functions
- Non-governmental organisations without proper co-ordinated and overhead governmental and administrative arrangements

According to the respondents of the non-governmental organisations the following problems are being experienced:

- The failure of local politicians to govern as prescribed under laws.
- Modes of interaction, engagement and support to local government are not having the desired impact on local government and communities due to lack of skilled and experienced municipal officers
- Local governance failure
- Absence of mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation.

The results from the interviews indicate that the ward committee system is non-functional or completely absent in Amathole district municipality and the eight local municipalities within the district. The important innovation of public participation at local government level lies in the ward committee system. The Municipal Systems Act, 2000, provides for ward committees to be established in each ward if the municipality and the central government have been suggesting that the ward committee system be made compulsory for all municipalities.

Chaired by the ward councillor, ward committees are intended to consist of up to 10 people representing “a diversity of interests in the ward, with women equitably represented,” (Municipal Systems Act, 2000, section 24). Ward committees may make recommendations on any matter...
affecting their wards. Notably, their primary function is to “create formal, unbiased communication channels between the community and the council,” (Friedman, 2005: 36) are also required to mobilise the community to participate in service payment campaigns, development planning and budgetary processes, decisions about service provision, by-laws and the like.

The respondents were also requested to provide possible causes for the lack of effective co-operation and similar problems being experienced in policy making. The political office-bearers, chief-officials and non-governmental organisations comments that the major cause of the problem is divergent views and agenda among the municipal stake holders. While the non-governmental organisations will want to maintain and protect own agenda and principles on the other hand, the politicians and municipal officials will as well want to maintain governments’ or political party’s agenda; in cases these lead to clash of interests and overall hinder municipal policy-making process. Also, dedicated and sufficiently trained and skilled personnel are scarce in the municipalities. These are required to establish, interpret and implement municipal government programmes and agendas. Finally, insufficient funding is a major problem and most of the time, lack of funds collapse and destroy any meaningful interactions between chief-officials/political office-bearers and non-governmental organisations.

(c) Question: Please provide possible solutions to such problems

Answer: The municipal chief officials and political office-bearer suggested that this problem of a lack of effective interaction and collaborations could be resolved, if a non-governmental organisation sticks to their programmes and understand municipal government and administration. Also, the non-governmental organisations suggest that this problem of lack of effective interaction and collaborations could be resolved, if political office bearers and chief officials are more transparent in their duties and sticks to their programmes and government agenda for the moment.

It can thus be deduced from above that:
The role of non-governmental organisations in the initiation of policy in the Amathole district municipality and the eight local municipalities is hindered by the ineffective interactions between the municipal authorities and the non-governmental organisations. This is not in line with *The Local Government Municipal Systems Act, 2000 (Act 32 of 2000)* which requires that municipalities “develop a culture of municipal governance that complements formal representative government with a system of participatory governance. Also, it could be deduced that,

- Ward committee system is non-functional or completely absent in Amathole district municipality and the eight local municipalities within the district.

- The major cause of the problem is divergent views and agenda among the municipal stakeholders.

- Problem of a lack of effective interaction and collaborations could be resolved, if non-governmental organisation sticks to their programmes and understand municipal government and administration and if political office bearers and chief officials are more transparent in their duties and sticks to their programmes and government agenda for the moment.

(d) **Question:** What is the current relationship between non-governmental organisation and the political office-bearers and chief-official at your municipality?

**Answer** - From figure 5.12 below, majority (53%) of the respondents (chief-officials/political office-bearer and non-governmental organisations) are of the opinion that the current relationship between non-governmental organisations and the municipal officials is formal, while the rest (47%) believed that the relationship is informal.

It could be inferred from the interpretation of figure 5.12 below that all the respondents are of the opinion that, relationship does exit between the municipal stake holders, whether in a formal or informal ways.
It can then be deduced that non-governmental organisations can be a means of sustaining interest in community affairs through relationships with the municipal chief-officials and political office-bearers. Maximum citizen participation in the local government can therefore be seen as a regulative and evaluative norm in the process of municipal government and administration. Policy-making in local government, as in contemporary South Africa municipal community, must thus reflect widespread citizen participation in the process, as stated in the Bill of Rights, which is part of the Constitution of the Republic of South Africa, 1996, as amended. The White Paper on Local Government, 1998 states that “… municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation”, this is to allow public participation; allowing people to execute their most basic human right—the right to participate in decisions regarding their future.

It is in this that the nature of non-governmental organisations and their demonstrated voluntary willingness and ability to assist the citizens of a community to participate in the policy-making process in the community becomes important. Citizens of a community may be unaware of what participatory channels are available and may also not have skills to participate meaningfully. Lack of information and knowledge, and lack of access to information are part of the conditions which causes disadvantage in a community. In this also, the participation of non-governmental organisations enhances citizens’ participation in municipal policy-making through their romance with the municipal
authority. The next section therefore will evaluate the role of non-governmental organisations in making the municipality become aware of community problems.

5.4.2.2 Consciousness and Spreading of Problem

It is extremely difficult for municipal authorities to be in close contact with the majority of the citizens and to be aware of their attitudes towards the services which are provided, or of their unsatisfied needs (Wall, 1983:39) Ripley and Franklin, (1982:4) write that”(w)hether or not a consensus develops over the nature of a given problem or the extent of its symptoms, persons who desire governmental action on an issue must have it placed on the agenda.” This means that the policy makers must be made aware of an existing or potential problem.

(e) Question: How do policy makers in your municipality become aware of community problems?

Table 5.8 below provided an exposition of the methods used by political office-bearer/chief-official and non-governmental organisation, in order of preference, to become aware of community problems.

<table>
<thead>
<tr>
<th>Through the following means</th>
<th>Order of Preference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Request from other non-governmental organisations</td>
<td>1 (43.2%)</td>
</tr>
<tr>
<td>Requests/complaints received from citizens</td>
<td>2 (25.5%)</td>
</tr>
<tr>
<td>Request from interests groups in the community</td>
<td>3 (11.8%)</td>
</tr>
<tr>
<td>Requests from individual councillors</td>
<td>4 (11.0%)</td>
</tr>
<tr>
<td>Requests from municipal manager and heads of departments</td>
<td>5 (8.5%)</td>
</tr>
<tr>
<td>Reports in newspapers and opinion polls, etc.</td>
<td>0%</td>
</tr>
<tr>
<td>Discussions between councillors and chief officials</td>
<td>0%</td>
</tr>
<tr>
<td>Total</td>
<td>(100.0%)</td>
</tr>
</tbody>
</table>

Answer- As shown on Table 5.8, majority (43.2%) of the chief officials/political office-bearer and the non-governmental organisations responded that awareness of community problems are brought to their attention through the non-governmental organisations seconded by request/complaints received.
from citizens (25.5%), followed by reports from other interest groups, request from councillors and lastly by reports from municipal managers/head of departments with 11.8%, 11% and 8.5% respectively. None of the respondents chose reports in Newspapers, Opinion polls, etc as source of awareness of community problems.

Thus, it can be deduced from the above that, non-governmental organisations are important and part of policy making process and are as well vital in bringing to the attention of policy makers community problem and through their interventions, from request from other non-governmental organisations; requests/complaints received from citizens; request from interests groups in the community; requests from individual councillors; and requests from municipal manager and heads of departments in this order.

5.4.2.3 Describing and processing of problem

Policy is the result of a decision making phenomenon and in a democratic state it is presupposed that the citizens are well informed, capable of making suitable decisions and are willing to participate in public life, for example in the making of public policy (Meiring, 2008:6). Effective communication is required between the elected councillors, appointed officials and the citizens. The citizens must be in a position to convey their needs and expectations to the councillors and the officials. Citizens act as individuals and groups in a society. (Noel, 2000: 245).

Non-governmental organisations sector has become part of contemporary community life as regards the promotion of the general welfare. Non-governmental organisations are voluntary organisations in society which aim at providing not-for-profit services to improve the circumstances of the underprivileged groups in the community. Motivated by a desire for a caring and developed society, non-governmental organisation establish and operate programmes of education, health, social welfare and economic improvement, especially amongst the disadvantaged members of the community. Such organisations are not self-serving in the aims and related values which underpin their formation. For non-governmental organisations the main reason for their existence is the provision of welfare
services to improve the circumstance of the disadvantaged in the community and not for the specific benefit of members of the organisations. This makes non-governmental organisations unique voluntary organisations in the community, giving rise to their choice for study. In this section, the researcher evaluates the meaningful roles played by non-governmental organisation in some policy-making steps.

**Question**- Does non-governmental organisations play a meaningful role in the following policy steps?

**Answer**- As revealed on Figure 5.13 on the roles played by non-governmental organisations in policy steps; majority of the respondents are on the affirmative sides to each of the questions presented on the figure.

**FIGURE 5.13: ROLES NON-GOVERNMENTAL ORGANISATIONS PLAYS IN POLICY INITIATION STEPS.**

![Graph showing roles played by non-governmental organisations](image)

**Key:**
- **Aware** = Making councillors aware of community problems;
- **Info** = Provide sufficient information to understand the nature of the problem;
- **Prob** = Describe the problem clearly;
- **Precom** = Provide acceptable recommendations to solve the problem;
- **Srecom** = Submit recommendations that meets the values and expectations of the citizens.

Majority (91.8%) of the respondents agreed that non-governmental organisation plays a meaningful role in making councillors aware of community problems, while 8.2% of the respondents say no. On whether non-governmental organisation provide sufficient information to understand the nature of the problems brought to the awareness of the councillors, majority (85.7%) of the respondents agreed that the non-governmental organisation are effective in this aspect and the minority 14.3% answer no to this. Majority of the respondents (63.3%) affirm that non-governmental organisations describe the identified problems clearly, while 36.7 of the respondents disagree to this. About whether non-
governmental organisations provide acceptable recommendations to solve the problem identified, 71.4% of all the respondents says yes that non-governmental organisations provide acceptable recommendations while the remaining minority (28.6%) answer no to this statement. 79.6% of the respondents says that non-governmental organisation submit recommendations that meets the values and expectations of the citizens, while the remaining respondents (20.4%) answer no to this.

This could only be pointing to the fact that, non-governmental organisation is aware of the citizens’ problems and therefore acts as advocate for the masses, non-governmental organisation also provide acceptable recommendations to solve the problems and at the same time describe the problem clearly to the municipality.

Thus, it can be deduced that non-governmental organisation is a major role player in municipal policy-making process. It helps in describing and processing of community problems and it performs its statutory roles which include the improvement of the circumstances and prospects of disadvantaged people who are unable to realise potential or achieve full right in society.

5.5 CONCLUSION
This chapter has described and analysed the demographic characteristics of the respondents in this study, it has also described and analysed the roles of non-governmental organisations in the input phase of municipal policy-making process. The chapter has analysed the characteristics of non-governmental organisation from the responses of the participants in this study and has also analysed the roles of non-governmental organisations in initiation of policy by making the community aware of the problems; their roles in consciousness and spreading of the identified problems; and describing and processing of such problems.

These amongst others are however deduced in this chapter:

- The high level of educational qualification can facilitate the execution of council’s responsibilities, which in the main, is geared towards service delivery.
• The interactions of the non-governmental organisations with the citizens and municipalities has enriched the masses hence their willingness to participate in the community development.

• That non-governmental organisations play roles in policy making in the municipality and that non-governmental organisation is a major player in municipal policy making process.

• Non-governmental organisation is a major role player in municipal policy-making process. It helps in describing and processing of community problems and it performs its statutory roles which include the improvement of the circumstances and prospects of disadvantaged people who are unable to realise potential or achieve full right in society.

• That, the role of non-governmental organisations in the initiation of policy in the Amathole district municipality and the eight local municipalities is hindered by the ineffective interactions between the municipal authorities and the non-governmental organisations.

Non-governmental organisations can be a means for collecting and marshalling the views of individuals and groups, and at the same time sustaining interest in community affairs. It is in this that the very nature of non-governmental organisations and their demonstrated voluntary willingness and ability to assist the citizens of a community to participate in the policy-making process in the community becomes very important. Citizens of a community may be unaware of what participatory channels are available and may also not have skills to participate meaningfully.

Lack of information and knowledge, and lack of access to information are part of the conditions which causes disadvantage in a community. In this also, the participation of non-governmental organisations enhances citizens’ participation in municipal policy-making through creation of awareness. According to De Villiers and Meiring “valuable links between citizens and local authority in form of associations can be a means of collecting and marshalling the views of individuals and groups (De Villiers and Meiring, 1995:12)”. This is an important input for municipal policy-making in contemporary community and also broadens democratic practices. From this role a relationship has
developed between non-governmental organisation groups and policy-makers in the contemporary municipal sphere of government.

It can be concluded however in this chapter that, non-governmental organisations play significant roles and influence policy making process in the Amathole district municipality and the eight local municipalities within the district. However, there is still a problem of lack of effective interaction and collaboration between the non-governmental organisations and the chief officials/political office-bearer in the municipality. It could be noted in this chapter that the coming together of individuals to provide for the collective well-being shows that non-governmental organisations do not attend to the needs of their own members but voluntarily provide services to for example the poor, destitute aged and underprivileged members of the community. The purpose and values of utilitarianism are thus designed to combine the self-interested behaviour of the individual to the resulting harmony of the general interest that characterise a good society. The next chapter deals with the role of non-governmental organisations in policy formulation and policy making as the processing phase of policy making.
CHAPTER SIX

DATA ANALYSIS AND INTERPRETATION CONTINUED

B. ROLE OF NON-GOVERNMENTAL ORGANISATION IN POLICY FORMULATION (PROCESSING PHASE)

6.1 INTRODUCTION

Policy formulation includes liaison with interesting parties, processing of information, setting of objectives, considering of all alternatives, determining of priorities, and the survey of available financial resources. The policy-making step is also the first step taken towards setting in motion the administrative processes that will result in the rendering of services to promote the welfare of the community. Being the step in the policy process, it is concerned with determining objectives based on values and needs of community, it is the step in which citizens participation is of primary importance. This means that municipal policy-making step ought to involve the people and groups in the municipal community for whom and on whose behalf the policy is made. Involvement and participation by all groups and communities must be more than the traditional elite bias ‘blue ribbon’ advisory committees, used by a municipal council to obtain outside advice on an ad hoc basis.

Non-governmental organisations have been playing an important role in influencing the processes of decision making in public policy. Through means of action (lobbying, advocacy, services providing) these non-state actors have an impact across a range of municipal issues such as health, environmental issues, security and peace keeping, trade, human rights.

The purpose of this chapter is to analyse and interpret based on the response from the respondents in this study on the role of the non-governmental organisations in municipal policy making and when and how non-governmental organisations should be given access to the process of policy making. Firstly, in this chapter, the researcher analyses and make deductions on the role of non-governmental organisations in the formulation and drafting of executive policy as the processing phase of policy-making process. Secondly, data on the role of non-governmental organisation in approval of policy
was analysed and deduction made. Thirdly, the researcher summarises the present findings and lastly concluding remarks on the chapter were made. The next section therefore presents the analysis and deductions on the role of non-governmental organisations in the formulation and drafting of executive policy.

6.2 ROLE OF NON-GOVERNMENTAL ORGANISATION IN THE FORMULATION AND DRAFTING OF EXECUTIVE POLICY (PROCESSING PHASE)

Non-governmental organisation activities include advocacy, knowledge generation and dissemination; promotion, evaluation and monitoring of treaty obligations or even delivery of social services in communities. Therefore, in this section the roles of non-governmental organisations in municipal policy formulation are assessed based on the study conducted in the Amathole district municipality and the eight local municipalities within the district.

6.2.1 Role of non-governmental organisations in municipal policy formulation steps

Policy formulation follows policy initiation and can for study purposes are classified in specific steps which have a dual purpose, namely firstly to decide what action is needed to solve or prevent the identified problem. Secondly to formulate suitable proposals or recommendations to solve or prevent the problem. (Meiring, 1987: 173 and 2001:56)

(a) Question: Does non-governmental organisations interact effectively with political office-bearers and chief officials in the following policy formulation steps?

Answer: The awareness of community problems leads to the search for a quantifiable solution. Dye, (1984:334) writes that in this regard that policy making is “… a process of bargaining, competition, pursuasion and compromise …” and Humes and Martin (1969:113) write that such process “… must
encourage an environment of opinion in which new ideas can germinate, be recognized and brought to fruition.” Such action can only succeed if all role-players communicate and liaise continuously. In figure 6.1 the respondents were required to indicate the role of non-governmental organisation in liaisoning with political office-bearers and chief officials.

6.2.1.1 Liaison with interesting parties.

**FIGURE 6.1(A, B): ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN LIAISONING WITH MUNICIPAL ROLE-PLAYERS**

A: Response from chief officials and political office-bearer; B: Response from non-governmental organisation

Figure 6.1A shows the respondents’ views on the role played by non-governmental organisations about their interactions with political office-bearer and chief-official in executive policy making. The majority of the political office-bearers and chief officials (42.2%) are of the opinion that non-governmental organisation sometime liaises with interesting citizens in policy making steps. While (24.4%) are of the opinion that non-governmental organisations always liaises with interesting citizens in policy making steps. Also, 17.8% of the respondents agreed that non-governmental organisations regularly liaise with interesting citizens in policy making steps. While the remaining 15.6% of the respondents are of the opinion that non-governmental never liaises with interesting citizens in policy making steps. Figure 6.1B shows the responses of the non-governmental organisations on the role of non-governmental organisations in liaising with municipal role-players, majority 63.3% of the non-governmental organisations are of the opinion that non-governmental always liaises with interesting citizens in policy making steps, while 33.3%, 3.3% and 0.0% of the
non-governmental organisations are of the opinion that non-governmental regularly, never and sometime liaises respectively with interesting citizens in policy making steps.

Non-governmental organisations activities of organising people, especially beneficiaries around projects, give the councillor an opportunity to interact with groups which otherwise would have been unlikely. Through these interactive activities, non-governmental organisations often bring citizens into policy-making process. The activities of non-governmental organisations in identifying the needs of groups in a community and in establishing volunteers’ programmes, sustains interest and involvement in decision making (Ball and Dunn, 1995:8). Non-governmental organisations are able, therefore, to broaden and enhance the representative role of councillors in the performance of their governing functions.

Thus, it could be deduced here, that the effective communication and interaction that is essential for policy formulation is established in the Amathole district municipality between the chief-official, political office-bearer and non-governmental organisation as this is obvious from the survey that, non-governmental organisation interact with municipal role-players in formulating of executive policy.

6.2.1.2. Role of non-governmental organisations in the setting of objectives.

Purposeful action to solve community problems requires that objectives be set. Objectives are defined as the ends towards which all activity is directed. (Robbins, 1980:138) Figure 6.2 (A, B) below reflected responses pertaining to the role of non-governmental organisations in the setting of objectives in the formulation of municipal policy.
Figure 6.2A shows the respondents’ views on the role played by non-governmental organisations about their interactions with political office-bearer and chief-official in executive policy making. The majority of the political office-bearers and chief officials (44.4%) agreed that non-governmental organisation always play roles in setting of objectives to solve problem. While, (24.4%) are of the opinion that non-governmental organisations regularly play roles in setting of objectives to solve problem. Also, 17.8% of the respondents agreed that non-governmental organisations never play a role in this regard, while the remaining 13.3% of the respondents are of the opinion that non-governmental sometimes play roles in setting of objectives to solve problem. Figure 6.2B shows the responses of the non-governmental organisations on the role of non-governmental organisations in setting of objectives to solve problem. The majority of the respondents (50.0%) agreed that non-governmental organisation always play roles in setting of objectives to solve problem. While, (40.0%) are of the opinion that non-governmental organisations regularly play roles in setting of objectives to solve problem. Also, 3.3% of the respondents agreed that non-governmental organisations never play a role in this regard, while the remaining 6.7% of the respondents are of the opinion that non-governmental sometimes play roles in setting of objectives to solve problem.

Policy is the authority’s exposition of objectives which indicate what the policy makers wish to do, what they want to achieve and where they wish to go with the development of a community or state. Objective setting and publication are essential element of any policy. Policy in this sense is directional.
and provides guidance to the personnel responsible for the implementation of such policy (Meiring, 1994:62). Policy formulation is initially the written description of a specific problem/need and the solution thereto (Mafunisa, 2000:20). The information that has been obtained must thus be classified, described and processed into the required proposal or recommendations (Meiring and Parsons, 1994:1). The various activities which constitute policy formulation are often described as “agenda setting”. In this instance the “agenda” also consists of reports standing committees; and these reports contain recommendations, preceded by brief explanations where appropriate, relating to matters considered by the committee which could not be disposed of in terms of the committee’s plenary powers which require decisions by the policy makers in the legislative council (Meiring, 2001:56-58). From this it can be concluded that collecting and processing information, e.g. for setting of an “agenda”, is a prerequisite for the elimination/prevention of a problem.

It is evident from the responses received from the respondents (chief-official/political office-bearer and non-governmental organisations) that indeed, non-governmental organisations from the Amathole district municipality and the eight local municipalities within the district does play roles in setting objectives to solve municipal problems. Thus it could be deduced that non-governmental organisation are involved in and play roles in setting of objectives to solve problems which results in policy formulation which is the clear, precise and accurate wording (in writing) of processed information so as to achieve a specific aim.

6.2.1.3 Role of non-governmental organisations in determining of alternatives

Drafting policy proposals or recommendations involves the policy makers to exercise a final choice between the available alternatives to solve or prevent the problem/need. Figure 6.3 (A, B) below reflected responses pertaining to the role of non-governmental organisations in the determining alternatives in the formulation of municipal policy.
FIGURE 6.3 (A, B): ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN THE DETERMINING OF ALTERNATIVES IN THE FORMULATION OF MUNICIPAL POLICY.

A: Response from chief officials and political office-bearer; B: Response from non-governmental organisation

Figure 6.3A shows the respondents’ views on the role played by non-governmental organisations about their interactions with political office-bearer and chief-official in executive policy making. The majority of the political office-bearers and chief officials (42.9%) agreed that non-governmental organisation always play roles in considering of alternatives to solve problem. While, (34.7%) are of the opinion that non-governmental organisations regularly play roles in considering of alternatives to solve problem. Also, 8.2% of the respondents agreed that non-governmental organisations never play a role in this regard, while the remaining 14.3% of the respondents are of the opinion that non-governmental sometimes play roles in considering of alternatives to solve problem. Figure 6.3B shows the responses of the non-governmental organisations on the role of non-governmental organisations in considering of alternatives to solve problem. The majority of the respondents (86.7%) agreed that non-governmental organisation always play roles in considering of alternatives to solve problem. While, (6.7%) are of the opinion that non-governmental organisations regularly play roles in considering of alternatives to solve problem. Also, 3.3% of the respondents agreed that non-governmental organisations never play a role in this regard, while the remaining 3.3% of the respondents are of the opinion that non-governmental sometimes play roles in considering of alternatives to solve problem.

The information that has been obtained must thus be classified, described and processed into the required proposal or recommendations (Meiring and Parsons, 1994:1). Firstly it must be decided what...
action is needed to solve or prevent a problem, secondly a suitable proposal or recommendation must be formulated (Mafunisa, 2000:20). Empowerment and fostering of civil awareness have moved non-governmental organisations more and more ‘into the arena of community governance’. Invariably these have added new forms of interaction between non-governmental and the local government rather than replacing old form of relationships (Reddy, 1996:257).

As important as direct services are, the functions of advocacy; empowerment; development; job creation and representation of marginalized groups in a manner which will make municipal service delivery more responsive to the majority of the citizens, and more effective and accessible than previously, have become even more important. Non-governmental organisations sector an important contributor to the setting of objectives for the promotion of welfare in the community (or in society). Voluntarism remains an important aspect of local community life. Just as important is organizing to participate in affairs of community, especially in contemporary complex municipal policy-making. Different objectives are set on each level of policy making. This in turn can also result in a specific policy in which all form of policy are formed, e.g. a housing policy will have political, executive, departmental and operational aspects to be taken into account (Perratin, 2005:72). It can thus be said that before a policy is implemented a specific development phase should be followed in that the political, executive, departmental and operational aspects must first be determined.

Thus it could be deduced from the responses above that non-governmental organisation help in considering of alternatives to solve problem and by so doing they are involved in planning which is part of the executive functions, invariably it could be concluded that non-governmental organisations in Amathole district municipality and the eight local municipalities play roles in identification of objectives as set out in the policy and in the determining of possible alternative ways of action for the attainment of the objectives in formulation of municipal policy.
6.2.1.4 Role of non-governmental organisations in the determining of priorities

Non-governmental organisations’ ability to mobilize local voluntary labour and resources, innovate and adopt a creative, flexible approach, and encourage local inhabitant participation in the design and execution of projects are some of the reasons why local government contracts out to non-governmental organisations for service delivery. (Honey, 1992:116-120). Figure 6.4 (A, B) below reflected responses pertaining to the role of non-governmental organisations in the determining of priorities in the formulation of municipal policy.

**FIGURE 6.4 (A, B): ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN THE DETERMINING OF PRIORITIES IN THE FORMULATION OF MUNICIPAL POLICY.**

![Bar chart A: Response from chief officials and political office-bearer; B: Response from non-governmental organisation](image)

Figure 6.4A shows the respondents’ views on the role played by non-governmental organisations about their interactions with political office-bearer and chief-official in executive policy making. The majority of the political office-bearers and chief officials (40.8%) agreed that non-governmental organisation regularly play roles in determining of priorities to solve problem. While, (28.6%) are of the opinion that non-governmental organisations always play roles in determining of priorities to solve problem. Also, 8.2% of the respondents agreed that non-governmental organisations never play a role in this regard, while the remaining 22.4% of the respondents are of the opinion that non-governmental sometimes play roles in determining of priorities to solve problem. Figure 6.4B shows the responses of the non-governmental organisations on the role of non-governmental organisations in determining of priorities to solve problem. The majority of the respondents (63.3%) agreed that non-
governmental organisation regularly play roles in determining of priorities to solve problem. While, (26.7%) are of the opinion that non-governmental organisations always play roles in determining of priorities to solve problem. Also, 3.3% of the respondents agreed that non-governmental organisations never play a role in this regard, while the remaining 6.7% of the respondents are of the opinion that non-governmental sometimes play roles in determining of priorities to solve problem.

Brown and Korten writes that non-governmental organisations have shown ability to advocate and start projects even on a national level and influence central government and its institutions to take over. (Daniel, 2002:30). This is due to the fact that non-governmental organisations often lack the institutional capacity and resources to expand and replicate their innovations to ensure a wider impact in the community. To successfully pursue their aims and values it is necessary for non-governmental organisations to have functional relationships with the local government to that their activities are reflected in local government policy.

Securing local government recognition for its (non-governmental organisations’) programmes leads the two parties into a relationship. A stronger relationship between non-governmental organisations and local government is established as the non-governmental organisations not only identify but also are able to articulate the immediacy of community needs. (Parraton, 2005:72). The articulation of the needs of marginalized groups in any community is of utmost importance in the formulation of policy to solve problems in the community. This brings more and more co-operative interaction. Such relationships are further strengthened when non-governmental organisations go on to help government delivery new public service programme. Non-governmental organisations allow participation in and contribution to the municipal policy-making process that will have maximum impact on meeting the basic needs of the citizens (Reddy, 1996:257). In addition to being voluntary organisations which deliver welfare services, non-governmental organisations organise the citizens around projects and enable groups to meaningfully take part in local government affairs which directly affect their lives and also in the selection of the “best” possible alternative(s) (Cloete, 1975:27).
It could be deduced from the responses that non-governmental organisations play roles in the determining of priorities to solve problems, although non-governmental organisations do not have such authority to make and implement policy, but can through individual and group action influences policy making.

6.2.1.5 Role of non-governmental organisations in the surveying of available sources of income

Non-governmental organisations has the ability to mobilize attract financial resources from funding agencies which are not accessible to government (Reddy, 1996:225). Figure 6.5 (A, B) below reflected responses pertaining to the role of non-governmental organisations in the surveying of available sources of finance in the formulation of municipal policy.

**FIGURE 6.5 (A, B): ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN THE SURVEYING OF AVAILABLE SOURCES OF INCOME IN THE FORMULATION OF MUNICIPAL POLICY.**

A: Response from chief officials and political office-bearer;  
B: Response from non-governmental organisation

Figure 6.5A shows the respondents’ views on the role played by non-governmental organisations about their interactions with political office-bearer and chief-official in executive policy making. The majority of the political office-bearers and chief officials (40.8%) agreed that non-governmental organisation always play roles in surveying of available sources of finance to solve problem. While, (28.6%) are of the opinion that non-governmental organisations regularly play roles in surveying of available sources of finance to solve problem. Also, 8.2% of the respondents agreed that non-governmental organisations never play a role in this regard, while the remaining 22.4% of the respondents are of the opinion that non-governmental sometimes play roles in surveying of available
sources of finance to solve problem. Figure 6.5B shows the responses of the non-governmental organisations on the role of non-governmental organisations in surveying of available sources of finance to solve problem. The majority of the respondents (50.5%) agreed that non-governmental organisation regularly play roles in surveying of available sources of finance to solve problem. While, (49.5%) are of the opinion that non-governmental organisations always play roles in surveying of available sources of finance to solve problem. None of the respondents agreed that non-governmental organisations never and sometimes play a role in surveying of available sources of finance to solve problem.

Non-governmental organisations could deliver certain services that governmental institutions often cannot or would render at a relatively higher cost. As the need for more and more services grows, government recognizes that non-governmental organisations are sometimes better placed to deliver services; especially where speed, flexibility and additional resources are required. (Reddy, 1996:225). And there is also the ability of non-governmental organisations to mobilize the available voluntary community resources and attract financial resources from funding agencies which are not accessible to government, e.g. sources of finance from private business and overseas sources for welfare services to small groups to people or communities.

Non-governmental organisations are voluntary organisations in society which aim at providing not-for-profit services to improve the circumstances of the underprivileged groups in the community. Motivated by a desire for a caring and developed society, non-governmental organisations establish and operate programmes of education, health, social welfare and economic improvement, especially amongst the disadvantaged members of the community. Such organisations are not self-serving in the aims and related values which underpin their formation. Non-governmental organisations also act as intermediaries, providing links between governments, donors, other non-governmental organisations, and local communities. High levels of external technical and financial support have been decisive in the development of municipal governments (Cameron, 2003:182). With decentralization, municipalities often find themselves ill-equipped technically and fiscally to address the problems of
their citizens (Andersson, 2004: 234; Reilly, 1995: ix). Non-governmental organisations have considerable experience in capacity building and can support municipalities with funds, training, and technical assistance.

It could therefore be deduced from the responses above that, non-governmental organisation plays role in the surveying of available sources of finance to formulate municipal policy.

6.2.1.6 Role of non-governmental organisations in the writing/drafting of policy documents

By providing services to citizens and by providing opportunities for citizens to express themselves on what must be done in the municipal community, non-governmental organisations become an important role-player in public policy-making (Reddy, 1996:225). Figure 6.6 (A, B) below reflected responses pertaining to the role of non-governmental organisations in the writing/drafting of policy documents in the formulation of municipal policy.

**FIGURE 6.6 (A, B): ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN THE WRITING/DRAFTING OF POLICY DOCUMENTS IN THE FORMULATION OF MUNICIPAL POLICY.**

![A](image1.png)  ![B](image2.png)

A: Response from chief officials and political office-bearer; B: Response from non-governmental organisation

Figure 6.6A shows the respondents’ views on the role played by non-governmental organisations about their interactions with political office-bearer and chief-official in executive policy making. The
majority of the political office-bearers and chief officials (36.7%) agreed that non-governmental organisation always play roles in writing/drafting of policy documents to solve problem. While, (16.6%) are of the opinion that non-governmental organisations regularly play roles in writing/drafting of policy documents to solve problem. Also, 8.2% of the respondents agreed that non-governmental organisations never play a role in this regard, while the remaining 38.8% of the respondents are of the opinion that non-governmental sometimes play roles in writing/drafting of policy documents to solve problem.

Figure 6.6B shows the responses of the non-governmental organisations on the role of non-governmental organisations in writing/drafting of policy documents to solve problem. The majority of the respondents (56.8%) agreed that non-governmental organisation regularly play roles in writing/drafting of policy documents to solve problem. While, (43.2%) are of the opinion that non-governmental organisations always play roles in writing/drafting of policy documents to solve problem. None of the respondents agreed that non-governmental organisations never and sometimes play a role in writing/drafting of policy documents to solve problem.

Information collected or received on a problem must be processed to formulate or draft a proposal for the solution. The processed information includes a written description of the problem and the proposal or recommendation for its solution. Policy formulation refers to clear, precise and accurate writing of processed information into the required proposal or recommendation designed to achieve a specific aim (The Shorter Oxford Dictionary: 1962). It is the duty of the municipal officials to prepare the agendas and minutes for committee and council meetings. This will include not only clear description of the problem(s) to be resolved but also recommendations on the solutions. Officials are expected to recommend the best possible solution, given the available resources of municipal government, to be striven for. To be able to do these officials require information and representation from, among others, the citizens, especially groups experiencing the problem. Regular meetings of non-governmental organisations and municipal officials in the administrative department provided non-governmental organisations opportunity to make available information on issues begin considered for policy
making. Thus a wider view than previously available could be represented in the recommendations
submitted for consideration both in the council and committee meetings for decision making in the
policy-making process, through this the municipality can be said to be bringing wider representation
in the process of local government policy-making. The performance of this activity is described to
show the contribution of non-governmental organisations in the process of policy-making.

Thus from the responses received as shown above, it could be deduced that non-governmental
organisations submit documents and recommendation on issues being considered for policy-making to
the policy-making committee for recommendations and by so doing non-governmental organisations
play a role in writing/drafting of policy documents in making municipal policy.

From the interview conducted, all the interviewee affirmed that:

- Non-governmental organisation liaises with them through processing of information so as to
  achieve a specific aim, since information is needed for the drafting of policy, in some
  processed format. Also, non-governmental organisation help to classify describe and process
  the received information into the required proposal or recommendations. They concluded that
  non-governmental organisations is a means for collecting and marshalling the views of
  individuals and groups, and at the same time sustaining interest in community affairs and
  overall help the citizens participates in local governance. Policy formulation is the second
  stage in the processing phase of policy steps, it is however a very important step in policy-
  making. The co-operative interaction between politicians, officials and non-governmental
  organisations which becomes apparent in the formulation of policy is required.

- That non-governmental organisations role in identifying groups and communities as
  disadvantaged with less than adequate opportunity to fully and meaningfully participate in
  community affairs indicates the value preference of such organisations. Public services cannot
  be rendered without setting and making known, clear objectives, in order that all persons
  involved will know exactly the target at which activities are aimed. This is especially so in
  municipal service rendering due to the nature and purpose of municipal government and
administration. In municipal policy-making, the setting of objectives and ranking of priorities is done by the councillors as political representatives (Meiring and Parsons, 1994:8). Public participation can and should play a prominent role in prioritization. It is the fact that municipal government is not in a position to continuously satisfy all the needs and expectation of its citizens due to lack of resources and must therefore set priorities on what to do. Such decisions should therefore involve non-governmental organisations and people in the municipality as regard which needs must rank high on priority list (Craythorne, 1997:91).

- That non-governmental organisations approach to the rendering of services is based on welfare, unlike service provision by the private sector which is based on profit and that non-governmental organisations are able to present a better range of policies for public policies; considering all available alternatives so as to bring innovation in the rendering of municipal services once the real problem has been identified. Also, non-governmental organisations supplement rational and quantified decision factors with democratic participation by those who will be affected by the decision. In this case non-governmental organisation represents the disadvantage member of community by involving the groups who will receive the services resulting from the policy made.

- Activities of non-governmental organisations as voluntary organisations include the mobilization of voluntary labour in the community on self help projects. Non-governmental organisations set up various project for the delivery of services to groups in the community and so be regarded as part of the infrastructural resources in the community. Non-governmental organisations are included in the inventory of available resources also enhance the involvement of such groups and their role in municipal policy making, non-governmental organisation also perform contracts on behalf of the municipality they not only mobilise the disadvantaged citizens but they also provides other infra-structural aspects which help the council in making policy decisions.
Policy-making is a pervasive activity in every municipal community as it is in society at large. It is a process comprising various steps and most of necessity involves the participation of all the citizens, groups and communities in the greater community. Municipalities as the local sphere of government have a crucial role as policy-makers and as institutions of local democracy in the promotion of general welfare in contemporary South Africa. The central responsibility of municipalities is to work together with local communities and groups such as non-governmental organisations to find ways for service delivery that meet the needs of all citizens and promote the social and economic development of communities. It is for this reason that municipalities need to work in partnership with groups such as non-governmental organisations in a way that allows a participation in and contribution to the municipal policy-making process that will have maximum impact on meeting the basic needs of the disadvantaged.

(b) Question: Does non-governmental organisations play a meaningful role in the formulation of executive policy?

Answer- Information collected or received on a problem must be processed to formulate or draft a proposal for the solution in making or formulating of executive policy. Figure 6.7 below reflected responses pertaining to the role of non-governmental organisations in the formulation of municipal policy.

**FIGURE 6.7: NON GOVERNMENTAL ORGANISATIONS PLAY A KEY ROLE IN THE FORMULATION OF EXECUTIVE POLICY**
From figure 6.7, majority (90%) of the respondents (political office bearer/chief officials and non-governmental organisation) agreed that non-governmental organisation plays a meaningful role in the formulation of executive policy, while 10% of the respondents do not agree with the statement.

There are activities which have to be undertaken to formulate a suitable proposal or recommendation to solve a problem. These include liaison with interested parties, processing of information into acceptable proposals, priority determination, alternative consideration, allocation of resources and objective setting. All these require objective quantifiable information and information on value preferences of the community or groups experiencing the problem and of the municipal community at large. The performance of these activities is described to show the contributions of non-governmental organisations in the policy-making process. It can then be deduced that non-governmental organisations are actually involved and are participating in formulation of executive policy.

(c) Questions: The recognition of community values in municipal policy making is an important requirement.

Answer- Municipal policy-making step ought to involve the people and groups in the municipal community for whom and on whose behalf the policy is made (Craythorne, 2006:11). Figure 6.8 below reflected responses pertaining to the recognition of community values in municipal policy making as an important requirement in the formulation of municipal policy.

FIGURE 6.8: RECOGNITION OF COMMUNITY VALUES IN MUNICIPAL POLICY MAKING AS AN IMPORTANT REQUIREMENT IN THE FORMULATION OF MUNICIPAL POLICY
As shown on figure 6.8, majority (62.0%) of the respondents (political office bearer/chief officials and non-governmental organisation) strongly agreed that recognition of community values in municipal policy-making is an important requirement and that; non-governmental organisations represent the values of the citizens in the municipality. While, 30.0%, 4.0%, 3.0% and 1.0% of the respondents agreed, remain neutral, disagreed and strongly disagreed respectively that recognition of community values in municipal policy-making is an important requirement and that; non-governmental organisations represent the values of the citizens in the municipality.

Policy process concerned with determining objectives based on values and needs of community, it is the step in which citizens participation is of primary importance. This means that municipal policy-making step ought to involve the people and groups in the municipal community for whom and on whose behalf the policy is made (Craythorne, 2006:11). Involvement and participation by all groups and communities must be more than the traditional elite bias ‘blue ribbon’ advisory committees, used by a municipal council to obtain outside advice on an ad hoc basis (Janet Vinzant, 2007:35).

Non-governmental organisations have come to provide an important means for citizens’ participation in the municipal policy making process: Non-governmental organisations activities in rendering services to and organising the disadvantaged members round projects affords the councillor the opportunity to interact with such citizens and obtain their views on council activities. At the same time regular meetings with non-governmental organisations allows the councillor to obtain information on the needs of the community. Non-governmental organisations work together with municipalities in order to facilitate service delivery that meet the needs of all citizens and promote the values of communities. It could therefore be deduced that non-governmental organisations promotes community values in municipal policy making and as well by encouraging citizens participation in community affairs and in matters that affect their own life and that of the community.

(d) Questions: Does NGOs provide mainly factual information for the making of executive policy?
**Answer** - Councillors and officials as municipal policy makers need factual information as well as information on the values of the inhabitants in order to define the problem in a quantifiable term and be able to decide on a suitable course of action solve a problem (Meiring and Parsons, 1994:2). Figure 6.9 below reflected responses pertaining to the non-governmental organisations providing mainly factual information for the making of executive policy.

**FIGURE 6.9: NON-GOVERNMENTAL ORGANISATIONS PROVIDING MAINLY FACTUAL INFORMATION FOR THE MAKING OF EXECUTIVE POLICY**

From figure 6.9 majority (90.0%) of respondents (political office bearer/chief officials and non-governmental organisation) indicated that non-governmental organisations provided mainly factual information for the making of executive policy, while the minority (10%) does not believe that non-governmental organisation provides any information. Non-governmental organisations engaged in activities that includes advocacy for citizens’ involvement in community affairs, empowerment and fostering of civil awareness and community governance’. Invariably these have added new forms of interaction between non-governmental organisation and the local government.

The functions of advocacy; empowerment; development; job creation and representation of marginalized groups in a manner which will make municipal service delivery more responsive to the majority of the citizens, and more effective and accessible than previously, have become even more important. The performance of this role by non-governmental organisation sector in the municipal area requires co-operative relationships between the non-governmental organisation sector and the local government and provision of information to enhance the development of democracy in the early stages of community re-building in South Africa. It could be deduced therefore from this study, that
non-governmental organisation are a veritable source of factual information for the making of executive policy.

(e) Question: Should NGOs not be a (mirror) image of the community within which they operate?

Answer: Non-governmental organisations are like public-interest organisation which seeks common, collective or public goods that do not exclusively, materially, or selectively benefit their members (Langton, 1978:57). Figure 6.10 below reflected responses pertaining to non-governmental organisations not be a (mirror) image of the community within which they operate.

FIGURE 6.10: NON-GOVERNMENTAL ORGANISATIONS NOT BE A (MIRROR) IMAGE OF THE COMMUNITY WITHIN WHICH THEY OPERATE

From figure 6.10, majority (61.0%) of respondents (political office bearer/chief officials and non-governmental organisation) strongly disagree to the statement that non-governmental organisation should not be a mirror image of the society within which they operate. While, 38.0% and 1.0% of the respondents disagree and agree respectively to the statement, also none of the respondents, neither strongly disagree nor remain neutral to the statement.

Individual coming together, voluntary or otherwise, to form associations or groups presupposes ‘shared attitudes’ and it is in this shared attitude in which the ‘interest’ lies. (Harries, 2007:126). In this instance, non-governmental organisations too are groups of shared attitude in that volunteers who make up non-governmental organisations share interest in or the attitude of concern, compassion and
philanthropy which they pursue not for selective or selfish ends but in the interest of the community. Thus non-governmental organisations are like public-interest organisation which seeks common, collective or public goods that do not exclusively, materially, or selectively benefit their members (Langton, 1978:57). The interest or shared attitude depicts non-governmental organisations as ‘unselfish’ public-interest groups and at the same time be used to differentiate non-governmental organisations from ‘selfish’ interest groups which make specific demands such as wage increases for its members by putting pressure on policy makers.

Andoh (1999: 15) writes that non-governmental organisations have clear values and purposes that distinguish them from other interest groups in civil society. The “aims include: the improvement of the circumstances and prospects of disadvantaged people who are unable to realise their potential or achieve their full right in society. “ Andoh (1999:16) concluded that the coming together of individuals to provide for the collective well-being shows that non-governmental organisations do not attend to the needs of their own members but voluntarily provide services to for example the poor, destitute aged and underprivileged members of the community. Thus, it could be deduced that non-governmental organisations should be a (mirror) image of the community within which they operate.

(f) **Question:** What ought the role of non-governmental organisations to be in the making of executive policy?

**Answer:** Bernstein writes that in many parts of the world that non-governmental organisations-municipal government collaboration is said to have become routine in service delivery.” This results in an array of relationships between local government and that non-governmental organisations (Bernstein, 2005:34). The respondents (political office bearer/chief officials and non-governmental organisation) provide different kinds of answer to this question and the summary of it is as follows:

- All the respondents believed that non-governmental organisations should be part of contemporary community life as regards the promotion of the general welfare. Non-governmental organisations should be a voluntary organisation in society which aims at
providing not-for-profit services to improve the circumstances of the underprivileged groups in the community. As such non-governmental organisation should be part of municipal policy-making process from the beginning to the last stage of the process.

- Non-governmental organisation should establish and operate programmes of education, health, social welfare and economic improvement, especially amongst the disadvantaged members of the community, and then presents the outcomes and issues emanated from such programmes to the municipal authorities.

- Non-governmental organisations should be in contractual relationship with the municipality. New approach by both non-governmental organisations and local governments to the performance of their tasks have added new forms of relationships which include those based on contracted service delivery by NGOs on behalf of local government. (Ball and Dunn, 1995:45). NGOs’ ability to mobilize local voluntary labour and resources, innovate and adopt a creative, flexible approach, and encourage local inhabitant participation in the design and execution of projects are some of the reasons why local government contracts out to non-governmental organisations for service delivery. (Honey, 1992:116-120). It can be inferred that non-governmental organisations function as contracted service deliverers, local government or the local government department in contract with the non-governmental organisations will legitimately expect to have some form of relationship which gives an influence over the non-governmental organisations on matters related to the specific service or services being delivery. (Ball and Dunn, 1995:45). This allows, reciprocally, the non-governmental organisations to influence the policy for the delivery of the service during its formation or review. Thus it is clear that relationships arising out of contracted service delivery by non-governmental organisations on behalf of local government make the non-governmental organisations contributions to the municipal policy-making process.

(g) Question: In your view, should there be a close interaction and co-operation between political office-bearers/chief officials and non-governmental organisations in the making of executive policy?
**Answer**- For non-governmental organisations to work with the local government there has to exist relationships of co-operative interaction with the local policy makers. Thus functional relationships various kinds have emerged between the two sectors (Cloete, 2000:288). Figure 6.11 below reflected responses pertaining to non-governmental organisations to be in a close interaction and co-operation with political office-bearers and chief officials in the making of executive policy.

**FIGURE 6.11: NON-GOVERNMENTAL ORGANISATIONS TO BE IN A CLOSE INTERACTION AND CO-OPERATION WITH POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN THE MAKING OF EXECUTIVE POLICY.**

All, 100% of the respondents (political office bearer/chief officials and non-governmental organisation) believed that there should be close interactions and co-operation between political office-bearers/chief officials and non-governmental organisations in the making of executive policy (figure 6.11). Some of the reasons by the interviewed respondents for a close interactions and co-operation between political office-bearers/chief officials and non-governmental organisations in the making of executive policy are:

- If there is close interactions and co-operation, this will enhance quality of policy made and implementation and will overall help the community.

- It is required that the operations and functions of non-governmental organisations be carried out within the laws which apply to society as a whole. There thus arises the need for co-operative interaction between the non-governmental organisations groups and local government institution.
• Non-governmental organisations often lack the institutional capacity and resources to expand and replicate their innovations to ensure a wider impact in the community. To successfully pursue their aims and values it is necessary for non-governmental organisations to have functional relationships with the local government so that their activities are reflected in local government policy.

• Non-governmental organisations could identify needs and take action to meet the needs of groups; but it still required the local government to take over and spread the benefit community wide.

• Non-governmental organisations do not operate in a political vacuum; the political environment can help or constrain the activities of non-governmental organisations through policy or legislative outputs.

The majority non-governmental organisations are after initiating, ‘care and welfare’ programmes sought and relied on the local authority to take over and to widen the scope and impact in ways that only governments can do. This is due to the fact that non-governmental organisations often lack the institutional capacity and resources to expand and replicate their innovations to ensure a wider impact in the community. To successfully pursue their aims and values it is necessary for non-governmental organisations to have functional relationships with the local government to that their activities are reflected in local government policy.

Securing local government recognition for its (non-governmental organisation’s) programmes leads the two parties into a relationship. A stronger relationship between non-governmental organisations and local government is established as the non-governmental organisations not only identify but also are able to articulate the immediacy of community needs (Parraton, 2005:72). The articulation of the needs of marginalized groups in any community is of utmost importance in the formulation of policy to solve problems in the community. This brings more and more co-operative interaction. Such
relationships are further strengthened when non-governmental organisations go on to help government delivery new public service programme.

Thus, it could be deduced that, in order to realize greater significance of and be able to reproduce their programmes on a wider scale therefore, it becomes necessary for non-governmental organisations to work with the local government and have relationships of co-operative interaction with the local policy makers. Thus functional relationships various kinds have emerged between the two sectors. In effect, to some extent both can be seen as partners in pursuit of the same objective; the welfare of citizens of community.

6.3 CONCLUSION

This chapter has described and analysed the roles of non-governmental organisations in the formulation and drafting of executive policy based on the responses of the individuals that took part in this study. The chapter has also analysed the participatory roles of non-governmental organisation in processing phase of policy process based on the non-governmental organisation interactions with municipal authorities.

Policy formulation is the initial written description of a specific problem/need and the solution thereto. From this it can be said that collecting and processing information, e.g. for setting of an “agenda”, is a prerequisite for the elimination/prevention of a problem. Policy making takes place on various levels and various participants play a co-operative role, for example, the determining of an executive policy such as an act or a municipal by-law will differ from the determining of an operational policy as set out in a work programme. Policy making is aimed at developing the environment, and development means change. Before development can take place, the politicians and officials must identify specific development areas.

Problems may exist in such areas and these problems should also be considered by the politicians and officials. However, before they can act, it is necessary that they should be aware of the needs,
problems or potential problems and expectations of the citizens, regarding the development areas (Meiring and Parsons, 1994:63). In this aspect, non-governmental organisations play roles here in creating awareness of the problem and get it to the attention of the municipality. The various activities which constitute policy formulation are often described as “agenda setting”. In this instance the “agenda” also consists of reports standing committees; and these reports contain recommendations, preceded by brief explanations where appropriate, relating to matters considered by the committee which could not be disposed of in terms of the committee’s plenary powers which require decisions by the policy makers in the legislative council (Meiring, 2001:56-58). From this it can be concluded that collecting and processing information, e.g. for setting of an “agenda”, is a prerequisite for the elimination/prevention of a problem. The procedure for making bye-law shows functions performed by councillors and officials in the formal institutional structure, and also requires the contribution and participation of citizens, as from example; publication in the press and discussion of department draft, this mode of participation requires not only knowledge, but also information, resources and skills.

Non-governmental organisations play a major role in this area as well, by connecting all the role players in municipal policy making through their contractual relationships with the chief-officials and political office-bearer.

In summary, these amongst other deduction are however made in this chapter:

- The co-operative interaction between politicians/officials and non-governmental organisations which becomes apparent in the formulation of policy is required.

- Non-governmental organisations are involved and play a major role in policy initiation by raising awareness of problem in municipal community.

- Non-governmental organisations helped in description of identified problem to the municipality
• Non-governmental organisations are actually involved and are participating in liaison between policy makers and interested parties in the municipal environment in formulation/drafting of executive policy.

• That non-governmental organisation is a veritable source of factual information and help in the processing of the information to acceptable proposals for the formulation and drafting of executive policy.

• That non-governmental organisations help in the setting of objectives and determining priorities; considering alternative solution to problems; and surveying of available financial and other resources of the municipal government in the making of municipal policy.

• That, non-governmental organisations are utilitarian groups that represent the values of community and that seeks to provide greatest goods for all.

It can be concluded however in this chapter that, non-governmental organisations play significant roles in the formulation and drafting of executive policy in the Amathole district municipality and the eight local municipalities within the district. However, there is still a problem of lack of effective interaction and collaboration between the non-governmental organisations and the chief officials/political office-bearer in the municipality.

The next chapter deals with the role of non-governmental organisations in policy approval and in the rendering of municipal services. The formulation of policy is followed by the consideration and approval of such policy. The interaction between politicians and officials which becomes apparent in the formulation of policy is also required during the consideration and approval of the formulation (draft) document.

The procedure for making policies shows functions performed by councillors and officials in the formal organisational structure, and also requires the contribution and participation of citizens, as
from example; publication in the press and discussion of department draft, this mode of participation requires not only knowledge, but also information, resources and skills.
CHAPTER SEVEN

DATA ANALYSIS AND INTERPRETATION CONTINUED

C. ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN POLICY APPROVAL
(OUTPUT AND IMPACT PHASES)

7.1 INTRODUCTION

Non-governmental organisations are founded on a set of values _inter alia_ the notion of voluntarism and philanthropy; the desire to advance and improve human conditions; and to pioneer new approaches to meeting needs and solving communities’ problems. These values link non-governmental organisations to the historical developments of human society, i.e. the coming together of individuals in a community in order to provide for collective needs. By providing services to groups, by providing opportunities for citizens to express themselves on what must be done in municipal community, non-governmental organisations contribute to the community goal.

The formulation of policy is followed by the consideration and approval of such policy. The interaction between politicians and officials which becomes apparent in the formulation of policy is also required during the consideration and approval of the formulated (draft) document. Implementation is what happens after a municipal council made a policy and set clearly defined objectives to be attained by the appointed municipal officials.

Impact assessment is one of the objectives of evaluation, the aim of policy impact assessment is to determine and measure changes in policy target areas, groups or sectors which occurred due to policy implementation. This is, to determine the effect policy will have or has had on the _status quo_.

The purpose of this chapter is to evaluate the collected data on the role of non-governmental organisations in policy approval and to determine the impact of non-governmental organisations on
service rendering. The data collected will be analysed, interpreted and evaluated to determine in chapter eight whether or not the stated problem of the ineffective interaction between municipal authorities and non-governmental organisations in policy making is hampered by an inability to collaborate at appropriate levels and to co-ordinate service rendering due to the large number of divergent and independent non-governmental organisations in Amathole district municipality and the eight local municipalities is through and to prove the hypothesis in the study either right or otherwise.

To clearly analyse and interpret the data collected, the chapter has been divided into specific sections as poised by the questionnaire. The following aims have been set. Firstly, the roles of non-governmental organisations in approval of policy will be described and explained. Secondly, the data in the roles of non-governmental organisations in the rendering of municipal services as output phase will be analysed and interpreted. Thirdly, the impact of role of non-governmental organisations on municipal policy making as an impact phase will be analysed and interpreted. Lastly, the data on the role of municipal political office-bearer/chief official and non-governmental organisations in the feedback phase will be analysed and interpreted.

7.2 ROLE OF NON-GOVERNMENTAL ORGANISATIONS IN APPROVAL OF POLICY

Non-governmental organisations have been assuming more responsibilities and gaining greater visibility and power at both local and national levels. By providing services to citizens and by providing opportunities for citizens to express themselves on what must be done in the municipal community, non-governmental organisations become an important role-player in public policy-making. One important function of non-governmental organisations is the mobilization of volunteerism, which can be for all kinds of social activities and human services. Through the mobilization of constituents and resources, those organisations can influence municipal policies approval and their implementation.
(a) **Question:** Does non-governmental organisations play any significant role(s) in the policy approval?

**Answer:** Deliberations to determine what should be done regarding the solution of a problem take place in council and council committees, and informally with groups and citizens (De Villiers and Meiring, 1995:131). Figure 7.1 below reflects the responses of the (chief official/political office bearer and non-governmental organisation) on the role of non-governmental organisations in the approval of municipal policy.

**Figure 7.1: ROLE OF NON-GOVERNMENTAL ORGANISATION IN APPROVAL OF POLICY**

![Bar Chart](image)

**Key:** RAPPMP = roles of non-governmental organisations in policy approval

The majority (90.0%) of the respondents (chief official/political office bearer and non-governmental organisation) answered yes that non-governmental organisations do play a significant role in the policy approval, while 10.0% of the respondents replied no that non-governmental organisations do not play any significant role in this regards. Those that replied yes, believed that non-governmental organisations play the following roles in the approval of municipal policy:

- Non-governmental organisations interact with the local authority and are recognized as a partner in the determination and achievement of the promotion of welfare of the community
• Creating awareness of what are the problem areas in the community and making sure that, such issue gets to the attention of municipal authority.

• Advocacy for citizens’ involvement in community affairs, empowerment and fostering of civic awareness.

• Non-governmental organisations also act as intermediaries, providing links between governments, donors, other non-governmental organisations, and local communities.

Thus, it could be deduced from the responses received that non-governmental organisations do play a significant roles in policy approval through their interactions and relationships with the municipal authority.

(b) Question: Does non-governmental organisations role(s) influence policy approval?

Answer: The formulation of policy is followed by the consideration and approval of such policy (Meiring and Parsons, 1994:63). The interaction between politicians/officials and groups such as non-governmental organisation which becomes apparent in the formulation of policy is also required during the consideration and approval of the formulation (draft) document. Figure 7.2 below reflects the responses of the (chief official/political office bearer and non-governmental organisation) on the role of non-governmental organisations in the influencing of approval of municipal policy.
Figure 7.2: ROLE OF NON-GOVERNMENTAL ORGANISATION IN INFLUENCING OF POLICY APPROVAL

Key: RINFPAPP = roles of non-governemental organisations in influencing policy approval

The responses provided in figure 7.2 showed that the majority (86.7%) of the (chief official/political office bearer and non-governmental organisation) agreed that non-governmental organisations influence policy approval, while the remaining 13.3% of the respondents do not believe that non-governmental organisations role influence policy approval. Non-governmental organisations influence policy approval through some of these means as highlighted by the interviewee:

- By becoming the mouth piece of the community, attending municipal meetings and sourcing for funds and becoming a sucour even when the municipality has failed the citizens.

- Non-governmental organisations have considerable experience in capacity building and can support municipalities with funds, training, and technical assistance.

- Non-governmental organisation mobilizes citizens around projects, stimulate awareness of problems and increase the level of citizens’ involvement in community affairs.

- Relationships arising out of contracted service delivery by non-governmental organisations on behalf of local government make the non-governmental organisations contributions to the municipal policy approval.
Deliberation to determine what should be done regarding the solution of a problem take place formally in council and council committees, and informally with groups and inhabitants. Decisions taken by standing committee of the council are subject to confirmation by the full council. In the Amathole district transitional local council, recommendations by the standing committees have to go through the Executive Committee before it is finally submitted to the full council for ratification (The South Africa Constitution, 1996, sect.155). After a decision has been taken by the council in the form of a resolution it is sent to the premier of the province for approval. The procedure for making by-law shows functions performed by councillors and officials in the formal institutional structure, and also requires the contribution and participation of citizens, as from example; publication in the press and discussion of department draft, this mode of participation requires not only knowledge, but also information, resources and skills which essentially are the inputs from non-governmental organisations through their interactions with the municipal role players.

It can therefore be deduced that non-governmental organisation roles in municipal policy processes influences and can influence the approval of such policies. It can be deduced also that municipalities as the local sphere of government have a crucial role as policy-makers and as institutions of local democracy in the promotion of the general welfare in contemporary South Africa. The central responsibility of municipalities is to work together with local communities and groups to find ways for service delivery that meet the needs of all citizens and promote the social and economic development of communities.

3 IMPACT OF THE ROLE OF NON-GOVERNMENTAL ORGANISATION ON POLICY MAKING

The policy making steps and the co-operative interaction between role-players have been discussed and proved. However, Bozeman (1979:263) writes that “(t)he best administrative program is of no value if nothing significant is accomplished. By telling us something about the impact of policies, policy analysis is an approach … to qualitative assessment.” Portney (1986:10) also writes that “(i)n most evaluation studies, the important question is whether governmental programs or policies
“caused” the impact that they were supposed to.” Due to the importance of the impact of policy and the role of non-governmental organisations on policy making this section investigates the various responses collected.

(a) Question: Non-governmental organisations represent the values of the citizens which include also the poor and destitute people.

Answer: By providing services to citizens and by providing opportunities for citizens to express themselves on what must be done in the municipal community, non-governmental organisations become an important role-player in public policy-making and represent the values of the citizens (Reddy, 1996: 257). Figure 7.3 below reflects the responses of the (chief official/political office bearer and non-governmental organisation) on the role of non-governmental organisations in the rendering of municipal services.

The majority (90%) of the respondents (chief officials/political office-bearer and non-governmental organisation) strongly agreed with the statement that non-governmental organisations represent the values of the citizens which include also the poor and destitute people, while 6.7% respondents agreed and 3.3% respondents are neutral in their response.

Figure 7.3: NON-GOVERNMENTAL ORGANISATION REPRESENT THE VALUES OF THE CITIZENS IN THE RENDERING OF MUNICIPAL SERVICES.

Key: NGORVCZ = NGO represent values of citizens
None of the respondents neither strongly disagreed nor disagreed with the statement. Non-governmental organisations in municipal policy-making stems from the organisations desire to advance and improve human conditions in the community. Activities engaged in include rendering of welfare services primarily for members of the community. Non-governmental organisation can also mobilize citizens, including beneficiaries, around projects voluntarily set up, stimulate awareness of problems of the disadvantaged and increase the level of citizens’ involvement in community affairs; these activities enhance the attainment of participatory local democratic government. (Reddy, 1996: 257).

One important avenue for citizens’ participation in municipal affairs is through taking part in activities of voluntary groups and associations of which a non-governmental associations form an important part. Petracca, quoting de Tocqueville, notes that an important reason for success of democracy in America is the role of voluntary organisations (Petracca, 1992:87). Non-governmental organisations can be a means for collecting and marshalling the views of individuals and groups, and at the same time sustaining interest in community affairs. This is particularly true on matters pertaining to welfare service to the poor, the ill, the orphaned and the aged. By Identifying and articulating the immediacy of the needs and interest of the underprivileged groups in the community, non-governmental organisations extend democracy practice in municipal affairs (Gildenhuys, 1996:11).

According to De Villiers and Meiring “(a)ssociations between municipal role players and non-governmental organisations can serve as valuable links between the citizens and the local authority and can be the means for collecting and marshalling the views of individuals and groups” (De Villiers and Meiring, 1995:12). This is an important in-put for municipal services rendering in contemporary community and also broadens the democratic practices. From this role a relationship has developed between non-governmental organisation groups and policy makers in contemporary municipal sphere of government. It could be deduced that, non-governmental organisations do represents the values of the citizens which include also the poor and destitute people.
(b) **Question:** The values of the majority of the citizens are the standard to measure the contribution of non-governmental organisation.

**Answer:** Figure 7.4 below reflects the responses of the (chief official/political office bearer and non-governmental organisation) on whether the values of the majority of the citizens are the standard to measure the contribution of non-governmental organisation in the rendering of municipal services.

**Figure 7.4: THE VALUES OF THE MAJORITY OF THE CITIZENS ARE THE STANDARD TO MEASURE THE CONTRIBUTION OF NON-GOVERNMENTAL ORGANISATION.**

From Figure 7.4, the majority, (90%) of the respondents (chief officials/political office-bearer and non-governmental organisation) strongly agreed that the values of the majority of the citizens are the standard to measure the contribution of non-governmental organisation, while, 6.7% of respondents also agreed to this. The interest of the community and the promotion of the general welfare is the ultimate goal of any government. Bentham (1823:3) writes that “(t)he interests of the community is … the sum of the interests of the several members who compose it.” This statement is based on utilitarian theory as developed by Jeremy Bentham, John Stuart Mill and other liberal thinkers which seek to maximize pleasure and to minimize pain (Rodee, *et.al.*, 1976: 105, Sabine, 1966: 675). Every public institution, even non-governmental organisations, strives to achieve this goal, to maintain a balance among sub-systems.
The interest of the community, as stated by Bentham is about the individual and the groups operating in harmony. Aristotle (1899: 69) once wrote that “(for) each individual among the many has a share of virtue and prudence, and when they meet together they become in a manner one man ...” Non-government organisations are founded on a set of values: the notion of voluntarism and philanthropy; the desire advance to improve the human condition; pioneer new approaches to meeting needs and solving community problems (Ball and Dunn, 1995:16). These values link non-governmental organisations to the historical development of human society, i.e. the coming together of individuals in a community in order to provide for collectives needs (Christians, et. al., 1991:16).

All interest groups have political interests and act to pressure the government to act in ways that will support these interests. Popenoe, (1995; 396) writes that “(a)ll interests groups try to shape the formulation of government policy and legislation through the use of money, votes and information campaigns” (See also Stone and Barke, 1985). It can be deduced that contemporary human beings are most of the time incapable of satisfying their own needs, promote their own interests and expectations, without the aid of other people and are thus compelled to form groups and live in communities of various differences and sizes. It could also be deduced that formation of groups are fuelled by the group’s interest(s) and that groups formation is a formidable tool used by society to pressure government to support their general interests.

(e) Statement: However, non-governmental organisations usually represent the interest and values of minority groups such as people without food, shelter and health care.

Figure 7.5 below reflects the responses of the (chief official/political office bearer and non-governmental organisation) on whether non-governmental organisations usually represent the interest and values of minority groups such as people without food, shelter and health care in the rendering of municipal services.
Figure 7.5: NON-GOVERNMENTAL ORGANISATIONS USUALLY REPRESENT THE INTEREST AND VALUES OF MINORITY GROUPS SUCH AS PEOPLE WITHOUT FOOD, SHELTER AND HEALTH CARE.

Key: NGORPPP = NGO represent interest/values of minority group

All (100%) of the respondents strongly agreed with the statement that non-governmental organisations usually represent the interest and values of minority groups such as people without food, shelter and health care in the rendering of municipal services.

Also from the comments received from the interviewee, majority are of the opinions as follows:

- Non-governmental organisation mobilize citizens, around projects voluntarily set up, stimulate awareness of problems of the disadvantaged and increase the level of citizens’ involvement in community affairs; these activities enhance the attainment of participatory local democratic government.

- Non-governmental organisations share interest in or the attitude of concern, compassion and philanthropy which they pursue not for selective or selfish ends but in the interest of the community.

- Non-governmental organisations are not self-serving or self-interest group.

Non-governmental organisations have aims which include: the improvement of the circumstances and prospects of disadvantaged people who are unable to realise their potential or achieve their full right in society. “ Andoh (1999:16) write that the coming together of individuals to provide for the collective well-being shows that non-governmental organisations do not attend to the needs of their own members but voluntarily provide services to, for example the poor, destitute aged and
underprivileged members of the community. The purpose and values of utilitarianism are thus designed to combine the self-interested behaviour of the individual to the resulting harmony of the general interest that characterise a good society. Thus it could be deduced that:

- non-governmental organisations usually represent the interest and values of minority groups such as people without food, shelter and health care.
- non-governmental organisations are utilitarian group and that the principle of utilitarian theory is what guides non-governmental organisation and that they seek to provide happiness for all.
- non-governmental organisations are public-interest organisation which seeks common, collective or public goods that do not exclusively, materially, or selectively benefit their members. The interest or shared attitude depicts non-governmental organisations as ‘unselfish’ public-interest groups and at the same time be used to differentiate non-governmental organisations from ‘selfish’ interest groups which make specific demands such as wage increases for its members by putting pressure on policy makers.

**(d) Statement:** The interaction between non-governmental organisations and political office-bearers and chief officials in municipal policy-making is complicated by various factors such as: Insufficient information received from non-governmental organisations; Lack of sufficient financial resources; Inability of policy makers to satisfy needs; Lack of suitable trained officials; complicated relationships with higher authorities; complicated relationships with non-governmental organisations; other miscellaneous factors

Figure 7.6 reflects the responses regarding the above statement as follows:
FIGURE 7.6: COMPLICATED INTERACTION BETWEEN NON-GOVERNMENTAL ORGANISATIONS POLITICAL OFFICE BEARER AND MUNICIPAL CHIEF OFFICIALS

![Graph showing interaction between non-governmental organisations and political office bearers and chief officials.](image)

Key: INFO = Insufficient information received from NGOs; FINANCE = Lack of financial resources; NEEDS = Inability of policy makers to satisfy needs; OFFICIAL = Lack of suitable officials; AUTHORITY = Complicated relationship with higher authorities; NGO = Complicated relationships with NGOs; OTHER = Others.

The respondents views about the complicated relationship as a result of interactions between non-governmental associations and chief officials and political office-bearers in Amathole district municipality and the eight local municipalities is as summarized on Figure 7.6. As shown on the figure, the majority (86.7%) of the respondents (chief officials/political office bearer and non-governmental), strongly disagreed, that complicated interaction between non-governmental organisation and political office bearer and chief officials in municipal policy making is as a result of insufficient information received from non-governmental organisation, 3.3% of the respondents strongly agreed, remain neutral and either disagreed or agreed to this.

On other factors that could lead to complicated interactions; like for example the lack of sufficient information, inability of policy makers to satisfy need, lack of suitable trained officials, complicated relationship with higher authority and complicated relationship with non-governmental organisations, majority of the respondents either strongly agreed or agreed to each of these factors as a possible cause of complicated interaction between non-governmental organisations and municipal authority.

The majority NGO are after initiating, ‘care and welfare’ programmes NGOs sought and relied on the local authority to take over and to widen the scope and impact in ways that only governments can do. Brown and Korten reached the conclusion that NGOs have shown ability, elsewhere, to advocate and start projects even on a national level and influence central government and its institutions to take
over. (Daniel, 2002:30). This is due to the fact that NGOs often lack the institutional capacity and resources to expand and replicate their innovations to ensure a wider impact in the community. To successfully pursue their aims and values it is necessary for NGOs to have functional relationships with the local government to that their activities are reflected in local government policy. Securing local government recognition for its (NGO’s) programmes leads the two parties into a relationship. A stronger relationship between non-governmental organisations and local government is established as the NGOs not only identify but also are able to articulate the immediacy of community needs. (Parraton, 2005:72).

The articulation of the needs of marginalized groups in any community is of utmost importance in the formulation of policy to solve problems in the community. This brings more and more co-operative interaction. Such relationships are further strengthened when NGOs go on to help government delivery new public service programme. It is clear from the above that NGOs and local government have established forms of relationships based on non-governmental organisations activities termed ‘care and welfare’. NGOs could identify needs and take action to meet the needs of groups; but it still required the local government to take over and spread the benefit community wide. Thus, it could be deduced from here that, complicated interaction between non-governmental organisation and political office-bearers/chief officials in municipal policy-making is not as a result of lack of insufficient information received from non-governmental organisations, but as a result of secondary factors on the part of municipal authorities.

7.3.1 IMPACT OF ROLES OF NON-GOVERNMENTAL ORGANISATION ON MUNICIPAL POLICE MAKING (IMPACT PHASE)

This is due to the fact that non-governmental organisations often lack the institutional capacity and resources to expand and replicate their innovations to ensure a wider impact in the community. To successfully pursue their aims and values it is necessary for non-governmental organisations to have
functional relationships with the local government to that their activities are reflected in local government policy (Daniel, 2002:30).

(a) Question: The impact of the role of non-governmental organisations on municipal policy making can be to the advantage or disadvantage of the citizens.

Answer: The respondents’ views about the impact of the role of non-governmental organisations on municipal policy making are as summarized on Figure 7.7 below.

FIGURE 7.7: NGO IMPACT IN MUNICIPAL POLICY MAKING IS TO THE ADVANTAGE OR DISADVANTAGE TO CITIZENS

As shown on the figure, All, (100%) of the respondents (chief officials/political office bearer and non-governmental), agreed that the impact of the role of non-governmental organisation on municipal policy-making is to the advantage of the citizens. Oosthuizen, (2002: 13) writes that it is the end results that would justify the means. The value of an action is traced to the output and impact of the system. This is also described as the consequences of such action and such action is then termed as the consequential ethical theory. Only after the consequences have been determined, is the rightness or wrongness of the action determined (Urmson, 1985: 287; Solomon, 1994: 355). Also, Urmson, (1985: 287) writes that “(i)f the tendency of an action to increase the happiness of the community ... is greater than any tendency it has to diminish it then it is conformable to the principle of utility.” Thus, it could be deduced here that, non-governmental organisation impacts in Amathole district
municipality and the eight local municipalities follows plays utilitarian roles and thus, it is to the advantage of the citizens.

(b) Question: Non-governmental organisations are seen as policy influencers consisting of citizens as individuals and groups who do not have such authority to make and implement policy, but who can through group action influences policy making.

Answer: The respondents’ views about the impact of the role of non-governmental organisations as influence on municipal policy making are as summarized on Figure 7.8 below.

FIGURE 7.8: NON-GOVERNMENTAL ORGANISATIONS AS POLICY INFLUENCER

Key: NGOPINF = NGO as policy influencer

As shown on figure 7.8, majority (96.7%) of the respondents strongly agreed and sees non-governmental organisations as policy influencers consisting of citizens as individuals and groups who do not have such authority to make and implement policy, but who can through group action influences policy making. Thus it could be inferred that non-governmental organisations in the Amathole district and eight local municipalities within the district are indeed utility groups. A utility group is seen as any group of people that has an interest and that the group and the interest are not separate. (Harris, 1979: 125).

(c) Question: The rightness of an action of a non-governmental organisation is to be judged by the contribution it makes to the increase of human happiness or the decrease of human misery.
**Answer:** The general welfare of citizens and all interaction and relationships between municipal role-players should strive to ensure the greatest happiness for the greatest number of citizens Bentham (1823:3). The respondents’ views about the statement above are as summarized on Figure 7.9 below.

**FIGURE 7.9: NON-GOVERNMENTAL ORGANISATIONS OUGHT TO PROMOTE THE GREATEST GOOD FOR THE GREATEST NUMBER OF CITIZENS.**

As shown on figure 7.9, majority of the respondents 96.7% strongly agreed that the rightness of an action of a non-governmental organisation is to be judged by the contribution it makes to the increase of human happiness or the decrease of human misery. In accordance with the Utilitarian theory non-governmental organisations ought to promote the greatest good for the greatest number of citizens. Non-governmental organisations ought to promote the greatest good for the greatest number of citizens. Thus it could be inferred that non-governmental organisations in Amathole district and eight local municipalities are indeed utility groups.

**Question:** The tendency of an action to increase the happiness of the community is greater than any tendency it has to diminish it then it is conformable to the principle of the utility /usefulness of a service

**Answers:** What policy makers thus do “… and what they call ‘good’ is necessarily a function of their calculations derived from the pleasure-pain principle.” (Rodee, et. al., 1976: 105) The aim is thus to
maximize pleasure and to minimize pain and this became known as the greatest happiness for the
greatest number of people. (Harris, 1979: 213). The respondents’ views about the statement above are
as summarized on Figure 7.9 below:

FIGURE 7.10: NON-GOVERNMENTAL ORGANISATIONS AS UTILITARIAN GROUP.

As shown on figure 7.10, majority of the respondents (93.3%) strongly agreed that the tendency of an
action to increase the happiness of the community is greater than any tendency it has to diminish it
then it is conformable to the principle of the utility/usefulness of a service. Thus it could be inferred
that non-governmental organisations in Amathole district and eight local municipalities are indeed
utility groups. The society itself is nothing other than the complex of groups that compose it.” The
forming of interest groups is thus a logical phenomenon in the promotion of interests.

The welfare of the members of a community, municipality and ultimately of a state will thus always
have two components, namely the welfare of the individual and the welfare of the community. It can
also be deduced that the promotion of the general welfare will depend on the harmonising of these
interests. It is imperative that order be maintained between groups, that conflict of interests is
arbitrated, values be enforced and society be directed if the promotion of the general welfare is to be
promoted.
Impact assessment is one of the objectives of evaluation, the aim of policy impact assessment is to determine and measure changes in policy target areas, groups or sectors which occurred due to policy implementation. This is, to determine the effect policy will have or has had on the status quo where policy intentions can be identified. Where policy intentions cannot be identified, assessment will be of an explanatory nature and will attempt to determine the extent of change, what caused it and why (Cloete and Wissink, 2000:223-224). It could be deduced from this study that the role of non-governmental organisations is impactful and the impacts can be summarized as follow:

- Non-governmental organisations activities of organising people, especially beneficiaries around projects, give the councillor an opportunity to interact with groups which otherwise would have been unlikely. Through these interactive activities, non-governmental organisations often bring citizens into policy-making process.

- The intermediary role of non-governmental organisations not only creates channel for communication, it also means bringing often neglected citizens into the municipal policy-making (Wilson, 1990:32). Widespread popular support can be seen as legitimating council policy as various groups and interest are represented. It can thus be seen that interaction between councillors and officials on one hand and councillors, officials and non-governmental organisations on the other hand improves the efficiency of the performance of officials as advisers and source of information in the policy-making process, and the councillors’ role in making value judgments on behalf of all the municipal citizens.

- Lack of information and knowledge, and lack of access to information are part of the conditions which causes disadvantage in a community. In this also, the participation of non-governmental organisations enhances citizens’ participation in municipal policy-making through creation of awareness.

- Non-governmental organisations share interest in or the attitude of concern, compassion and philanthropy which they pursue not for selective or selfish ends but in the interest of the community. Thus NGOs are like public-interest organisation which seeks common, collective
or public goods that do not exclusively, materially, or selectively benefit their members (Langton, 1978:57).

- The role of NGOs is recognized as contributing to the promotion of citizens’ welfare.
- Non-governmental organisations are able to mobilize local voluntary labour and resources, innovate and adopt a creative, flexible approach, and encourage local inhabitant participation in the design and execution of projects.

7.4 ROLE OF NON-GOVERNMENTAL ORGANISATION IN THE FEEDBACK OF APPROVED POLICY TO THE CITIZENS.

The feedback as the last step in the systems theory, whether by formal or informal communication, is the report back firstly to the citizens on the nature and extent of an approved policy and secondly to the policy makers on the degree to which the implementing the policy and rendering the services. Feedback thus provides information to the policy makings. Information that could be used to improve the policy output and impact improvement relates the effectiveness and efficiency of the service rendering. (Oxford Advanced Dictionary, 1995:426, Robbins, 1980:360, Robbins, 1998; 517).

(a) Questions: Effective communication is required between the elected councillors, appointed officials and the citizens. The citizens must be in a position to convey their needs and expectations to the councillors and the officials.

Answer: Figure 7.11 below reflects the responses of the (chief official/political office bearer and non-governmental organisation) on the role of non-governmental organisations in creating effective communication between the elected councillors, appointed officials and the citizens in the feedback of approved policy to the citizens.
As shown on figure 7.11, majority (80%) of the respondents strongly agreed that the citizens must be in a position to convey their needs and expectations to the councillors and the officials. While, 20%, agreed to this.

The responses of the participant in this study revealed and support the principle of participatory local governance (*The Local Government Municipal Systems Act*, 2000 (Act 32 of 2000)).

Basically, public participation is about allowing people to execute their most basic human right—the right to participate in decisions regarding their future, as stated in the *Bill of Rights*, which is part of the *Constitution of the Republic of South Africa*, 1996, as amended. *The White Paper on Local Government*, 1998 states that “… municipalities should develop mechanisms to ensure citizen participation in policy initiation and formulation, and the monitoring and evaluation of decision-making and implementation”.

(b) Question: How does your municipal authority provide feedback on policy matters to Non-governmental organisations?

Answer: The respondents pointed out that the municipalities provide feedback on policy matter to non-governmental organisations by inviting them to policy meetings and allowing the non-
governmental organisations to contribute their opinions, and take decisions together about policy issues. Municipal authority monitors and collates information on implementation management, evaluate the implications of input from the performance management system, the impact and relevance of new information, the achievement of objectives, and the impact of intergovernmental and municipal budget review process and finally use the insights gained through monitoring and evaluating to redraft the relevant sections of the document. Evaluation of a public policy is an essential undertaking, results obtained from evaluation indicate whether the purpose of the policy has been achieved or not.

(c) Question: Does Non-governmental organisation members attend council meetings?

Answer: Figure 7.12 below reflects the responses of the (chief official/political office bearer and non-governmental organisation) on the frequency of non-governmental organisations members in attendance of council meetings in the feedback of approved policy to the citizens.

FIGURE 7.12: NON-GOVERNMENTAL ORGANISATION MEETING ATTENDANCE
As revealed on figure 7.12, majority of the respondents (73.3%) are of the opinion that non-governmental organisation regularly attend council meetings, while 13.3% indicated that non-governmental organisation are either always or sometimes in meetings, none of the respondents is of the opinion that non-governmental organisation do not attend council meetings. The role of non-governmental organisations in municipal policy-making stems from the organisations desire to advance and improve human conditions in the community. Activities engaged in include rendering of welfare services primarily for members of the community. Non-governmental organisation can also mobilize citizens, including beneficiaries, around projects voluntarily set up, stimulate awareness of problems of the disadvantaged and increase the level of citizens’ involvement in community affairs; these activities enhance the attainment of participatory local democratic government. (Reddy, 1996: 257). By providing services to citizens and by providing opportunities for citizens to express themselves on what must be done in the municipal community, non-governmental organisations become an important role-player in public policy-making.

7.5 CONCLUSION

The general comments from this research were basically revolving around the issue of the need for collaboration between the government and non-governmental organisations in pursuing the whole agenda of development. Specifically the government was being recommended to work hand in hand with the local and non-governmental organisations so that there is development in the communities which can even lead to peace and the upcoming of new ideas on the way forward for development.

The municipalities and non-governmental organisations have done more than justice to the communities in that all the stakeholders were able to recommend that they have been made to realize their sense of worth and to have a sense of belonging as part of the community. Thus generally, the results have proved the feasibility of the work that these organisations are playing in municipal policy-making and development. The research has proved beyond doubt that these organisations have greater potential to steer up sustainable development though of course with the help of the local government. This is because, the research has yielded a result that shows that in a South African
context, if only the roles of the different stakeholders in development are clearly spelt out; sustainability is an achievable aspect in the developmental profile especially at grassroots level.

It was also deduced that the non-governmental organisations sector has become part of contemporary community life as regards the promotion of the general welfare. Non-governmental organisations are voluntary organisations in society which aim at providing not-for-profit services to improve the circumstances of the underprivileged groups in the community. Motivated by a desire for a caring and developed society, non-governmental organisations establish and operate programmes of education, health, social welfare and economic improvement, especially amongst the disadvantaged members of the community. Such organisations are not self-serving in the aims and related values which underpin their formation.

The next chapter therefore will focus on drawing some recommendations that will help in bringing the way forward in terms of development, not only for South Africa, but also for the entire African continents because the obstacle for development in the continent are almost the same and therefore sound progress can only come through collective research and sharing of knowledge amongst the member countries.

It can be concluded however in this chapter that, non-governmental organisations play significant roles and influence policy making process in the Amathole district municipality and the eight local municipalities within the district. However, there is still a problem of lack of effective interaction and collaboration between the NGOs and the chief officials and political office-bearer in the municipality.
CHAPTER EIGHT

CONCLUSION AND RECOMMENDATIONS

8.1 INTRODUCTION

Activities of non-governmental organisations in the Amathole district and eight local municipalities within Amathole district of the Eastern Cape Province of South Africa were studied as a means of examining the role of non-governmental organisations in influencing municipal policy-making. The previous chapters focused on the analyses and interpretation of the data collected with a combination of mailed questionnaires and unstructured interviews followed by deductions from the analysed data. This chapter deals with conclusions, generalizations and recommendations based on the research findings on the influence of the roles of Non-governmental organisation on policy making with in the Amathole District municipality.

The purpose of this chapter is to conclude the findings of this research, based on the deductions made in the previous chapters. Firstly, the findings of the study will be discussed. Secondly, the study will be concluded and special attention will be given to the reality of the problem and the stated hypothesis. Finally, specific recommendations based on the findings will be provided as possible solutions to the identified shortcomings in the influence of roles of non-governmental organisations in the municipal policy-making at the Amathole district municipality and the eight local municipalities within the district. These conclusion and recommendations are intended to underpin and emphasize non-governmental organisations roles combines and brings the enthusiasm of voluntariness with the skills of professionalism into the various steps in municipal policy-making- a freshness of approach to citizens’ participation in the municipal policy-making process with the promise of meaningful influence.
8.2 GENERAL FINDINGS OF THE STUDY

The dissertation consists of eight chapters and the following general findings were drawn from the research:

Chapter one provides the background of the study, problem statement, research questions, hypothesis, objectives, theoretical framework, significance of the study, delimitation of the study and terminology and definition of words. The purpose of the chapter was to provide a framework and structure to articulate the study, to describe and explain what the study intends to investigate on the roles of selected non-governmental organisations on policy making for the rendering of services in the Amathole District Municipality. It was found out from the chapter that in line with the changes and transformation in local government in South Africa, the way municipal policy is made is also changing. It was proved that the non-governmental organisations roles contribute significantly towards the achievement of participatory local democracy envisaged by the Constitution, 1996 and other relevant statutes for the transformation of local government in South Africa.

Citizens, whether organized in groups or individually, are expected to participate in municipal affairs. Non-governmental organisations role is contributory, and is based on voluntarism as part of contemporary municipal community life. It therefore does not obscure the role, authority and responsibility of the institutions of local government. In the study, it was deduced that activities of non-governmental organisations provide means for citizens of the community to participate meaningfully in municipal affairs. The non-governmental organisations role also enhances disadvantaged members’ representation, the creation of means of arriving at decisions more efficiently and improvement of the quality of the policy-making process in such a way that everyone can feel part of the municipal community.

The role of non-governmental organisations is thus also linked to the whole idea of a municipal sphere of government in South Africa. Being closest to the people this is therefore the sphere where
citizens’ participation is being greatly encouraged. Non-governmental organisations provide welfare services and at the same time organize such members into groups which also serve as the means through which meaningful participation can be realized. It was demonstrated that the existence of a “favourable” relationship between non-governmental organisations on the one hand and municipal councillors and officials on the other lends support to the effectiveness of the role of non-governmental organisations in municipal policy-making process.

Chapter two is a literature review on the nature and place of municipal policy-making in Public Administration. The purpose was to provide a theoretical framework and base for the study. The chapter was divided into two main sections with sub-sections; firstly, the chapter provides a theoretical framework for policy making as an administrative function. Secondly, the chapter provides a conceptual framework on the nature and place of policy making in Public Administration. It was proved that due to the very nature of the established institutional framework for the rendering of municipal services in Republic of South Africa, the national and provincial spheres of government have roles in municipal policy-making. (The Constitution of the Republic of South Africa, 1996, amended section 40 (1) & (2)).

The national and provincial spheres of government have legislative and executive authority to ensure the effective performance of functions of the municipal spheres. For example, municipal by-laws must be approved by the Premier of province before they can be enforced. The nature and place of various concepts were described and explained under three sub-sections namely policy initiation, policy formulation, and policy approval. It was established in chapter three that; policy evaluation is normative in nature, and thus the systems theory was used as a basis for the study to evaluate the role of non-governmental organisations in policy initiation and policy formulation as well as to evaluate the role of non-governmental organisations in policy making for the rendering of services. It was found that a system can be thought of as an organized whole made up of parts which are connected and directed to same purpose; systems are thus basic to human activities. The systems theory has
essential phases or components and takes place in a specific environment; each system has an input, processes, output and impact phase, to evaluate performance management.

It was found that municipal policy making as an administrative enabling function consists of specific consecutive steps which are interconnected by communication and feedback. The various steps, namely policy initiation, policy formulation and policy approval, provide a framework, in which an analysis and evaluation can be made of how the steps are related and of the interrelationships between and among group of role-players contributing to the policy making process. The study also confirm that policy-making is also the first step taken towards setting in motion the administrative enabling functions that will result in the rendering of services to promote the general welfare of the citizens. This means that municipal policy-making step ought to involve the people and groups in the municipal community for whom and on whose behalf the policy is made. Steps which from the policy process were identified as follows:

(b) Policy-making, which entails the

- initiation of policy;
- formulation of policy,
- consideration and approval of policy;

(b) Implementation of policy, which includes planning and programming, and

(c) Analysis and evaluation of policy.

It was also found that, before any service can be rendered in a community, it must be determined that a problem or need exists which requires policy for its resolution or for the rendering of a service to meet the need. Various functions will then have to be performed to make policy designed to meet the need or resolve the unsatisfactory situation. These activities constitute the policy-making steps in the policy process. It is followed by the policy implementation step; the actual doing of the work, which
includes planning and programming and the translation of the objective into actual services in due

course, it is followed by an evaluation and analysis step to ascertain the effectiveness and efficiency

of the policy. It was deduced that, the making, implementation and analysis and evaluation steps of

the policy process are thus inseparably linked.

It was found that co-operative interaction between municipal role-players in municipal policy making

and implementation does exist. Three main groups of participants were identified in the local sphere

of government in South Africa and the together the three groups form a team each play a role in co-

operative partnership in municipal policy-making to promote the general welfare, i.e.; the

-elected politicians, i.e. the councillors

-appointed officials; and

-citizens within the municipal boundaries.

Due to the very nature of the established institutional framework for the rendering of municipal

services in Republic of South Africa, the national and provincial spheres of government have roles in


40 (1) & (2)). The national and provincial spheres of government have legislative and executive

authority to ensure the effective performance of functions of the municipal spheres.

It was found that although citizens’ participation in municipal affairs such as policy-making has been

mandated by statute in contemporary South Africa. However, illiteracy, apathy, and lack of

knowledge among others still limit effective participation.

It was found that municipalities as the local sphere of government have a crucial role as policy-
makers and as institutions of local democracy in the promotion of the general welfare in contemporary

South Africa. The central responsibility of municipalities is to work together with local communities
and groups to find ways for service delivery that meet the needs of all citizens and promote the social and economic development of communities.

It was found that municipalities need to work in partnership with groups such as non-governmental organisations in a way that allows a participation in and contribution to the municipal policy-making process that will have maximum impact on meeting the basic needs of the citizens.

Chapter three described and explained the nature and place of non-governmental organisations in the municipal sphere of government. The chapter provided a conceptual framework for an evaluation of the role of non-governmental organisations in municipal policy making. The cooperative interaction of role-players in the promotion of the general welfare of the citizens is based on utilitarian theory of the greatest happiness for the greatest number of citizens. The chapter also discussed the non-governmental organisations and local government relationships based on care and welfare activities. Furthermore the chapter reviewed non-governmental organisation and local government contractual relationships and finally the non-governmental organisations and local government relationships based on ‘change and development’ activities were reviewed.

It was found that, there is a remarkable increase in the number of non-government organisations in the contemporary South African community during the transition to multi-party democratic government. At the same time there has been a broadening of the activities engaged in by these non-governmental organisations. The changes in what non-governmental organisations do and the changes in the institutional environment in which they operate have considerably altered the nature and extent of the relationships which non-governmental organisations have with the local government and its institutions. More importantly, non-governmental organisations have come to provide another important means through which the citizens participate in community. At the same time non-governmental organisations help these individuals to help themselves. This role makes the non-governmental organisations sector an important contributor to the setting of objectives for the promotion of welfare in the community (or in society).
It was found that the rightness of an action of a non-governmental organisation is to be judged by the contribution it makes to the increase of human happiness or the decrease of human misery. The value of an action is traced to the output and impact on the system. This is also described as the consequences of such action and such action is then termed as the consequential ethical theory. Only after the consequences have been determined, is the rightness or wrongness of the action determined. The promotion of the general welfare of municipal citizens is the main goal of any government. Thus a government must promote the welfare of as many people as possible.

The measure of what is right or wrong is to be found in the greatest happiness of the greatest number of citizens “utilitarian theory” is meant that theory which approves or disapproves of every action whatsoever, according to the tendency which it appears to have to augment or diminish the happiness of the community whose interest is in question. Utilitarianism is clearly a goal-oriented moral theory because it places all of its emphasis on the actual consequences of moral rules and principles. Every public institution, even non-governmental organisations, strives to achieve this goal, to maintain a balance among sub-systems. Non-government organisations are founded on a set of values: the notion of voluntarism and philanthropy; the desire to advance to improve the human condition; pioneer new approaches to meeting needs and solving community problems. These values link non-governmental organisations to the historical development of human society.

It can be deduced that the fundamental imperative of utilitarianism is: Always act in the way that will produce the greatest overall amount of good in the world. Also utilitarianism is a demanding moral position that often asks us to put aside self-interest for the sake of the whole. And it could be deduced as well that utilitarianism is a morally demanding position for two reasons:

- It always asks us to do the most, to maximize utility, not to do the minimum.
- It asks us to set aside personal interest.
It was also found that the non-governmental organisations sector has become part of contemporary community life as regards the promotion of the general welfare. Non-governmental organisations are voluntary organisations in society which aim at providing not-for-profit services to improve the circumstances of the underprivileged groups in the community. Motivated by a desire for a caring and developed society, NGOs establish and operate programmes of education, health, social welfare and economic improvement, especially amongst the disadvantaged members of the community. Such organisations are not self-serving in the aims and related values which underpin their formation.

It was also found that though non-governmental organisations form part of voluntary associations which are found in municipal communities and other organisations such as pressure and interest groups which exist in civil society, welfare non-governmental organisations have different reasons for their existence. Many other voluntary and different types of groups in the community have as their *raison d’être* the promotion of the interest of members of the groups. For non-governmental organisations the main reason for their existence is the provision of welfare services to improve the circumstance of the disadvantaged in the community and not for the specific benefit of members of the organisations. This makes non-governmental organisations unique voluntary organisations in the community.

In chapter four the research methodology and research design for the study was described and explained. The purpose of the chapter was to describe and explains the manner in which the research was conducted and how data was collected. The study consisted of two main components, namely a theoretical component as described in chapter two and a practical testing component to obtain data empirically. The main purpose of this study was to empirically examine the influence of non-governmental organisations on municipal policy making. However, the principal purpose of chapter four was to depict research methods and designs, data collection instrument, target population, sample and sampling methods as well as sources of data utilized in the study. Moreover, the chapter initially surfaces a scientific approach and later concludes by surface how data was analyzed. It was found out from the chapter that the methodology used was characteristic to an empirical study that employed
qualitative methods to collect data intended to assess the influence of role of non-governmental organisation in municipal policy-making using Amathole district municipality of the Eastern Cape South Africa as a typology.

Having shaded a clear picture on the case study for the research, it is clear that there are challenges that the local communities and non-governmental organisations face which somehow are viewed in varied ways depending on the category that defines it.

It was found that the survey area is made up of eight local municipalities within the Amathole district municipality. Amathole district municipality is involved because constitutionally it is charged to support local municipalities in the rendering of municipal services. Both the qualitative and quantitative research methods were adopted and used in the study. Qualitative research method was utilized because it is based on what people did and say. In addition, it emphasizes on words rather than number. 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 with instances of representative sample.

Amathole district municipality and the eight local municipalities (Nkonkobe local municipality, Ngqushwa local municipality, Nxuba local municipality, Buffalo City municipality, Amahlati local municipality, Great Kei local municipality, Mquma local municipality, and Mbhashe local 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 responses 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 were used for practical information gathering generally easier to analyse and turn to qualitative results.

- Less costly to distribute
- Respondents are independent without the aid of 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 population was the member of councillors, officials and citizens of Amathole district municipality and the eight local municipalities within the district. The sample was drawn from the population of this municipalities, executive mayors, chairpersons of board committees, municipal chief-official (municipal managers, directors of all departments and managers of all units), union representatives and community members. Then the data collection procedure was clearly defined and stipulated and response rate was explained.

Chapter five dealt with the analysis and interpretation of the collected data. The purpose was to determine whether or not the stated problem, objectives and hypothesis relating to non-governmental organisation on policy making in Amathole district municipality, are a reality.

Chapter five presented key findings from the questionnaires and structured interviews with the chief officials and political office bearers, non-governmental organisation and stake holders in the Amathole district municipality on the role of non-governmental organisations in the making of municipal policy. The key research aim of the chapter was to determine, analyse and evaluate the role of non-governmental organisations in policy initiation as the input-phase of policy making. The secondary aim of chapter five was to establish what the respondents’ answers have been to the roles of
non-governmental organisations in the Amathole district municipality in influencing making of municipal policy. This chapter was divided into the following section for the purpose of analysis and the contextualisation of the research data namely:

- Demographic details of respondents
- Data on role of non-governmental organisations in policy initiation as the input phase in policy making
- Data on Consciousness and Spreading of Problem
- Data on Describing and processing of problem

When analysing the research data on the demographic details of respondents, it was found that:

- respondents are matured enough to have the mental capacity and strength to familiarize and interpret the contents of the questionnaire;

- the responses does not reflect the principles of the Employment Equity Act, 1998 in which gender representivity is an important requirement in the introduction of affirmative action in the contemporary public service;

- the response received from the chief-officials, political office-bearers and non-governmental organisations in this research can be regarded as valid and informed response based on the experience.

- the majority of respondents were those whose home language is Xhosa. This is understandable considering the fact that the majority of citizen in this municipality are Xhosa speaking people;

- the high level of educational qualification can facilitate the execution of council’s responsibilities, which in the main, is geared towards service delivery. Due to the legislated
environment in which municipalities operate, the qualifications become relevant to ensure sound interpretation of policies and relevant regulations; and

- though the study has been influenced by community members with limited knowledge about legislations and other policies, the interactions of the non-governmental organisations with the citizens and municipalities has enriched the masses hence their willingness to participate in the community development.

When analysing data on the second section that relates to role of non-governmental organisations in policy initiation as the input phase in policy making, it was found that:

- Non-governmental organisations play roles in policy making in the municipality and that non-governmental organisation is a major player in influencing municipal policy making process.

- Interactions between municipal authorities and non-governmental organisations is not cordial in the area of municipal policy-making as a result of inability to effectively collaborate at appropriate levels, this automatically will prevent making meaningful policies that could have enhanced the communities status and ultimately the standard of living of the citizens.

- Non-governmental organisations are means for collecting and marshalling the views of individuals and groups, and at the same time sustaining interest in community affairs through their relationships with the municipal chief-officials and political office-bearers.

When analysing data on the third section that relates to consciousness and spreading of problem, it was found that:

- Non-governmental organisations are important and part of policy making process and are as well vital in bringing to the attention of policy makers community problem and through their interventions, they have encouraged the citizens to present their requests to the authorities.

When analysing data on the fourth section that relates to describing and processing of problem, it was found that:
Non-governmental organisations sector has become part of contemporary community life as regards the promotion of the general welfare of the citizens.

Non-governmental organisations are voluntary organisations in society which provides not-for-profit services to improve the circumstances of the underprivileged groups in the community.

Non-governmental organisation establishes and operates programmes of education, health, social welfare and economic improvement, especially amongst the disadvantaged members of the community.

Non-governmental organisations exist for welfare services to improve the circumstance of the disadvantaged in the community and not for the specific benefit of members of the organisations.

Non-governmental organisation is aware of the citizens’ problems and therefore acts as advocate for the masses, non-governmental organisation also provide acceptable recommendations to solve the problems and at the same time describe the problem clearly to the municipality.

Non-governmental organisation is a major role-player in municipal policy-making process. It helps in describing and processing of community problems and it performs its statutory roles which include the improvement of the circumstances and prospects of disadvantaged people who are unable to realise their potential or achieve their full right in society.

Chapter six deals with the role of non-governmental organisations in policy formulation and policy making as the processing phase of policy making. This chapter was divided into the following section for the purpose of analysis and the contextualisation of the research data namely: role of non-governmental organisation in the formulation and drafting of executive policy (processing phase).

When analysing data on the section, it was found that:
• The effective communication and interaction that is essential for policy formulation/drafting is established in the Amathole district municipality between the chief-official/political office-bearer and non-governmental organisation as this is obvious from the survey that, non-governmental organisation interact effectively with municipal key players in formulating and drafting of executive policy.

• Non-governmental organisations are utilitarian groups that represent the values of community and that seeks to provide greatest goods for all.

• Non-governmental organisations engaged in activities that includes advocacy for citizens’ involvement in community affairs, empowerment and fostering of civil awareness and community governance’. Invariably these have added new forms of interaction between non-governmental organisation and the local government.

• It becomes necessary for non-governmental organisations to work with the local government and have relationships of co-operative interaction with the local policy makers.

Chapter seven deals with the role of non-governmental organisation in policy evaluation to determine the impact of policy making on municipal services as the output phase of policy making. This chapter was divided into the following section for the purpose of analysis and the contextualisation of the research data namely:

• Roles of non-governmental organisations in approval of policy

• Impact of the role of non-governmental organisation on policy making

• Role of non-governmental organisation of the feedback of policy decisions to the citizens.

When analysing data on the roles of non-governmental organisations in approval of policy, it was found that:

• Non-governmental organisations do play a significant roles in policy approval through their interactions and relationships with the municipal authority.
• Non-governmental organisations influence policy approval through some of these means as highlighted by the respondents: by becoming the mouth piece of the community, attending municipal meetings and sourcing for funds and becoming a succour, to help people in need, even when the municipality has failed the citizens, non-governmental organisations have considerable experience in capacity building and can support municipalities with funds, training, and technical assistance, non-governmental organisation mobilizes citizens around projects, stimulate awareness of problems and increase the level of citizens’ involvement in community affairs, relationships arising out of contracted service delivery by non-governmental organisations on behalf of local government make the non-governmental organisations contributions to the municipal policy approval.

When analysing data on the impact of the role of non-governmental organisation on policy making, it was proved that:

• Non-governmental organisations do represents the values of the citizens which include also the poor and destitute people.

• Non-governmental organisations have aims which include: the improvement of the circumstances and prospects of disadvantaged people who are unable to realise their potential or achieve their full right in society.

• Non-governmental organisations do not attend to the needs of their own members but voluntarily provide services to, for example the poor, destitute aged and underprivileged members of the community. The purpose and values of utilitarianism are thus designed to combine the self-interested behaviour of the individual to the resulting harmony of the general interest that characterise a good society.

• Complicated interaction between non-governmental organisation and political office-bearers/chief officials in municipal policy-making is not as a result of lack of insufficient
information received from non-governmental organisations, but as a result of secondary factors on the part of municipal authorities.

- Non-governmental organisations in Amathole district and eight local municipalities within the district are indeed utility groups.

When analysing data on the role of non-governmental organisation on the feedback of policy decisions to the citizens, it was proved that:

- Municipalities provide feedback on policy matter to non-governmental organisations by inviting them to policy meetings and allowing the non-governmental organisations to contribute their opinions, and take decisions together about policy issues.

- Non-governmental organisation can also mobilize citizens, including beneficiaries, around projects voluntarily set up, stimulate awareness of problems of the disadvantaged and increase the level of citizens’ involvement in community affairs; these activities enhance the attainment of participatory local democratic government.

- It was found out that, problems are been encountered during the course of interactions between non-governmental organisations and municipal chief officials and political office-bearer in the Amathole district municipality in regards to policy making.

8.3 INTERPRETATION OF HYPOTHESIS AND STUDY PROBLEM

The study is based on the utilitarian theory, because it evaluates the influence of the role of non-governmental organisation in municipal policy-making as a utilitarian group that seeks greatest good of all. The study is also based on the system theory, which is used to determine the impact of the roles of non-governmental organisation in municipal policy-making. Evidence has confirmed that municipalities are mandated by legislation to make municipal policies and to encourage citizens’ participation in the implementation of local governance. It has been discovered that vision, mission, values and culture of the public institutions and individual participation is of utmost importance
towards the efficiency and effectiveness of policy-making in Amathole district municipality and the eight local municipalities within the district.

The study proceeds from the following objectives been set:

- Determine and classify non-governmental organisations in South Africa and select specific organisations who play a role in municipal policy making.
- Determine, analyse and evaluate the role and influence of specific non-governmental organisations in policy making in the Amathole district municipality; and
- Determine problem areas in the interaction between non-governmental organisation and public policy makers and to provide recommendations to solve such problems.

All the stated objectives have been attained in this study and it was found that the current interaction in policy-making, between non-governmental organisations and policy makers in the local sphere of government, especially in the area of the Amathole district municipality, are inadequate to ensure effective service rendering.

In this case study it was found that the stated problem, namely that the interaction between municipal authorities and non-governmental organisations in policy making is hampered by an inability to collaborate at appropriate levels and to co-ordinate service rendering due to the large number of divergent and independent non-governmental organisations, which result in poor and inadequate service delivery, is real and yet remain unresolved. The reason of the continuous existence of the problem has been found to be firstly, the fact that a multitude of non-governmental organisations with divergent objectives and functions and without proper co-ordinated and overhead governmental and administrative arrangements cannot play a meaningful and sustainable role in municipal policy making. Secondly, this problematic nature of non-governmental organisations, as privately set up, autonomous, non-profit institutions with a voluntary or benevolent character and which have a public interest to facilitate development action, is directly linked to the large number of non-governmental
organisations, lastly the lack of dedicated unit within the municipalities organisational structure with all necessary support that include the human and financial resources.

Evidence also supports and confirms that the stated and tested hypothesis, namely that the current interaction in policy making, between non-governmental organisations and policy makers in the local sphere of government, especially in the area of the Amathole district municipality, are inadequate to ensure effective service rendering, is also true and valid. The hypothesis is true and valid because evidence confirmed firstly, from the study that the general comments were basically revolving around the issue of the need for collaboration between the government and the different stakeholders in pursuing the whole agenda of development. Specifically the government was being recommended to work hand in hand with the non-governmental organisations so that there is development in the communities which can even lead to peace and the upcoming of new ideas on the way forward for development.

The general consensus is thus that if there can be that mutuality of interests then good results can be reaped. Secondly, the lack of specific resources such as financial and human resources and other means such as policy, organisational structures, procedures and control measures have put a barrier on effective policy-making in the municipality. Lastly, it was also discovered from the findings of the study that impact assessment which is one of the objectives of policy evaluation to determine and measure changes in policy target areas, groups or sectors which occurred due to policy implementation and to determine the effect policy will have or has had on the status quo is lacking in the municipality. The lack of implementation of impact assessment does not only adversely affect the satisfaction and support of municipal citizens but at the same time adversely affects the service delivery to the people of Amathole district municipality and the eight local municipalities within the district.

The study proved that activities of non-governmental organisations provide means for citizens of the community to participate meaningfully in municipal affairs. The non-governmental organisations role
also enhances citizens’ representation, the creation of means of arriving at decisions more efficiently and improvement of the quality of the policy-making process in such a way that everyone can feel part of the municipal community. It was also proved that for the citizens, it is non-governmental organisations that provides welfare services and at the same time organize such citizens into groups which also serve as the means through which meaningful participation can be realized. It was demonstrated that the existence of a favourable relationship between non-governmental organisations on the one hand and municipal councillors and officials on the other lends support to the effectiveness of the role of non-governmental organisations in municipal policy-making in Amathole district municipality during the period chosen for study.

8.4 CONCLUDING REMARKS
Local democracy is described, *inter alia* with reference to the substantive and procedural regulations which are necessary for its operation and guide to action (in this case policy-making for rendering of services). A major problem of citizens’ participation is that of getting the relevant representative people involved. The role non-governmental organisations tries to overcome, in a way, the problems associated with elite bias participation and the non-interest and lack of participation by the citizens. It was proved that the pattern of organisational forms of non-governmental organisations is clearly suited to the members of community to enable them to also participate in community affairs. The activity and organisational forms adopted by non-governmental organisations, and the range of functions that they fulfill brings flexibility in providing for participatory activity.

Though the constitution mandates participation and involvement of all the citizens of community and community organisations in municipal affairs, it is not clear how the members of community can participate, in what form, under what circumstances and with what impact on policy. Non-governmental organisations role, by focusing attention on the inability of citizens to meaningfully participate, provide means and enriches the quality of participation of the excluded. Non-governmental organisations role combines and brings the enthusiasm of voluntariness with the skills of professionalism into the various steps in municipal policy-making- a freshness of approach to
citizens’ participation in the municipal policy-making process with the promise of meaningful influence. Non-governmental organisations are a positive measure to improve the rendering of municipal services and the current relationship between citizens and policy-makers in the municipal sphere of government? Although problems are being experienced it was also stated that it will take time before meaningful development is obtained.

The municipality has an important role to pay in participatory democracy, the effective interactions and collaborations with non-governmental organisations, the creation of social capital through its functions and the services it provides to its communities; bearing in mind that it is the closest tier of government to affected communities. Efforts are focused on service provision with diminutive attention given to community economic development by district municipalities.

In this study it has been found that the stated problem of the ineffective interaction between municipal authorities and non-governmental organisations in municipal government and administration, and especially in policy-making is hampered by an inability to effectively collaborate at appropriate levels with government services, due to a lack of co-ordination of the efforts of the large number of divergent and independent non-governmental organisations. Also, various shortcomings were also revealed in this study and recommendations were made accordingly. The influence of roles of non-governmental organisations in municipal policy-making as it affects the lives of the citizens can serve as a solution to problems of service delivery and grassroots democracy participation if the goals, mission and projects are well implemented at the local level with a significant input from the citizens.

It can thus be concluded that:

(a) The problem of citizens living in poverty conditions due to the problems of service delivery and insufficient citizens’ participation in local democracy in Amathole district municipality is real and true;

(b) The hypothesis that the current interaction in policy-making, between non-governmental organisations and policy makers (i.e. chief officials and political office bearers) in the local
sphere of government, especially in the area of the Amathole district municipality, are inadequate to ensure effective service rendering, is equally real and true; and.

(c) That the citizens living in Amathole district municipality are generally not satisfied with the standard of service rendering and their participation in municipal affairs, but that the municipality is motivated to improve on these conditions.

(d) That the problematic nature of non-governmental organisations, as privately set up, autonomous, non-profit institutions with a voluntary or benevolent character and which have a public interest to facilitate development action, is directly linked to the large number of non-governmental organisations and this statement is based on the fact that a multitude of non-governmental organisations with divergent objectives and functions and without proper coordinated and overhead governmental and administrative arrangements cannot play a meaningful and sustainable role in municipal policy making.

8.5 RECOMMENDATIONS

It is recommended that the following matters receive attention by the Amathole district municipality and the eight local municipalities, in due course:

- Improvement of communication channels between all municipal role players
- Education/ training of municipal officials and citizens in their respective roles
- Determining of service priority be improved and coordinated with citizen needs, interests and expectations
- To create cooperative, interactive partnership between municipal role-players, it is apparent that despite constraints the non-governmental organisations in Amathole district municipality is helping to some degree to both develop the local area and address poverty. Clearly, much more needs to be done by for instance improving the effectiveness of non-governmental organisations through collaboration.
Non-governmental organisations often have no source of funding, except for donations from the members, though it offers a lot of the direly needed services amongst all to the community. So, for funding which is a great hindrance in the progress of the work of non-governmental organisations, governments and other international organisations should help in this aspect.

Results from the study have shown that non-governmental organisations have potential as a great force for participatory development. They are however, need some guidance and coordination to ensure consistency and sustainability from international non-governmental organisations that are huge, powerful and financially stable and thus can even support the work of these local organisations so that they can be able to empower the low income communities or act as consultancies.

Also the issue of tapping into the indigenous knowledge is important because some of the issues being experienced in the research can be well understood when the local people explain them themselves because they are familiar with what is confronting them. There is therefore a need to emphasize that the people should themselves identify the projects that can best suit their own circumstances and bring solutions to that.

Non-governmental organisations also need to be more transparent in their dealings with local communities because in some instances these communities have been left out having benefited nothing but instead wasted a great deal of their time and money after having been abandoned by the non-governmental organisations that did not fulfill their promises. This would then explain why some of the respondents said they were not sure of their reaction when the organisations came to their communities.

It is also recommended that non-governmental organisations should not be seen as “development alternatives” which implies that they are exercise in reform having little effect on the underlying role of development in ordering and governing society. Instead, they should be seen as “alternative to development” whereby they are seen as exercise more likely to transform society and enhance human fulfillments.
It is important therefore, for the South African government to recognize non-governmental organisations as part of the ways of dealing with the upliftment of communities and their role in development to be highly appreciated as is the case in other countries across the world. This can lead to greater contribution in terms of eradicating poverty among the rural communities and thus allowing the country to contribute positively in achieving one of the millennium goals which deals with democracy participation in grassroots.
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