AN EVALUATION OF CITIZEN PARTICIPATION IN POLICY IMPLEMENTATION IN THE KING SABATA DALINDYEBO MUNICIPALITY

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by

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MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION IN THE FACULTY OF MANAGEMENT AND COMMERCE AT THE UNIVERSITY OF FORT HARE

SUPERVISOR: **PROFESSOR M.H. MEIRING**

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DECLARATION

I declare herewith that the mini-dissertation entitled "An evaluation of citizen participation in policy implementation in the King Sabata Dalindyebo municipality" is my own work and has not been submitted for a degree at another university.

……………………   ……………

SIGNATURE   DATE

ACKNOWLEDGEMENTS

ZW PAFA

September 2008

DEDICATION

I would like to dedicate this piece of work to my late father Botola Kolanti Pafa and my late son Cinga Pafa with the belief that all my strides in life is to keep them smiling in their graves as I know their capabilities to achieve, had they been around.

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AN EVALUATION OF CITIZEN PARTICIPATION IN POLICY IMPLEMENTATION IN THE KING SABATA DALINDYEBO MUNICIPALITY

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Degree: **Master of Public Administration (MPA)**

The new political dispensation in South Africa requires that the municipal authorities should involve citizens in policy implementation. In this mini-dissertation, a study is undertaken to investigate the effectiveness of the citizen participation in policy implementation at the King Sabata Dalindyebo municipality. The study emanates from the assumption that citizens are not effectively involved in municipal matters. The main objectives of the study are

- ❖ provide a theoretical framework for policy implementation by describing and explaining its nature and place in Public Administration;
- ❖ provide a constitutional framework for citizen participation in South Africa;
- ❖ evaluate the role of citizens in policy implementation in the King Sabata Dalindyebo municipality;
- ❖ evaluate the interaction between citizens, the councillors and the chief officials in the above municipal authority; and
- ❖ where possible, include recommendations for the improvement of citizen participation in policy implementation in the above municipal authority.

The study is envisaged as providing possible solution to the ineffective participation of citizens in municipal matters.

The study presents an overview of the legislative framework and the role citizens can play. This is followed by the theoretical framework of the policy implementation within the municipal policy process. Based on the theoretical framework presented, an analysis is then made to prove whether citizens do participate in municipal matters in King Sabata Dalindyebo. It is envisaged that this study will promote the involvement of citizens in municipal matters in King Sabata Dalindyebo municipality. Finally, the study ends by providing recommendations to the problem of ineffective citizen participation in King Sabata Dalindyebo municipality.

KEY WORDS

CHAPTER ONE: INTRODUCTION

1.1   BACKGROUND TO THE STUDY

Before 1993, the South African government implemented policy of separate development, also known as Apartheid which was based on the racial and territorial separation of the people of South Africa. It is during this time that policies were made for the people without necessarily recognizing their values or consulting them; hence such policies were eventually doomed to failure and conflict. The disadvantage of Apartheid policies for municipal role-players was that there were separate local authorities something which resulted in the unequal distribution of resources. Furthermore, there was no real participation in democratic process by municipal role players something which led to citizens being excluded from the municipal government and administration.

The democratic dispensation ushered in South Africa after 1993 wherein the universal franchise was extended also with new democratic rights, including the extension of peoples' voice in policy. The post- apartheid era has been identified as the transformation era, especially in the public sector where there is a need to strengthen democratic participation of people from below; in development and improvement of service delivery. In responding to transformation, the post–apartheid South Africa embarked on a democratization program which involved the introduction of elected leadership. Importantly, rural communities became part of larger municipalities as every part of South Africa became part of a rural or urban municipality. Due to these changes, people rightfully expected change and participation in all government and administrative facets that affect their lives.

Contrary to this popular expectation of participating in municipal government and administration, the rural people have not participated sufficiently in municipal policy implementation. It is therefore logical that the rural municipal role-players would expect more from contemporary municipal governments, and that they should play an essential advisory and consultative role in municipal government and administration.

The dissatisfaction and non-involvement of rural people in municipal government and administration can be evidenced by the countless marches, both by citizens and business people, against the same councillors that were elected by municipal voters. Centrally to the problem would always be the councillors who do not play an active role in the promotion of the citizens of a municipality, for example councillors who do not consult or who do not account to the electorate; or at worst do not hold meetings with the constituencies as required by *Local Government Municipal Systems Act 2000 (Act 32 of 2000).*

1.2   PROBLEM STATEMENT

In terms of Section 152 (a) and (e) of the *Constitution, 1996*, local government should provide for democratic and accountable government for local communities and local government should encourage the involvement of communities in the matters of local government. The *Constitution,* 1996 (Section 3 (2) (a)) states clearly that all citizens are equally entitled to the rights, privileges and benefits of citizenship. The municipal citizens constitute a team with the elected councillors and the municipal officials in the rendering of municipal services. The citizens can play a meaning role in this regard (Meiring and De Villiers, 2001:7). However, although the rural citizens have the same rights and obligations as urban citizens in municipal government and administration, the problem is that rural citizen participation can be questioned and are not at the same standard as urban citizen participation. The purpose of this study is thus to investigate the causes and reasons of poor citizen participation in municipal policy implementation. These causes and reasons could be part of the problems relating to ineffective municipal service rendering, as widely reported in the media. The research intends to prove that a problem of interaction exists between the role-players in the King Sabata Dalindyebo municipal authority.

1.3   HYPOTHESIS OF THE STUDY

The study investigates the role of citizens in policy implementation and the interaction between citizens, councillors and officials in the King Sabata Dalindyebo municipality as an example of a rural municipal authority. A hypothesis can be described as an empirically testable proposition explaining possible associations between variables, but which still needs verification. It is also a supposition made as a basis for reasoning without an assumption of its truth, used as a starting point for further investigation (Hanekom and Thornhill, 1983:49).

In this study, the following hypothesis will be investigated.

- ❖ Citizen participation in policy implementation is inadequate and ineffective in the King Sabata Dalindyebo municipality;
- ❖ Ineffective interaction exists between role-players in policy implementation in the King Sabata Dalindyebo municipality; and
- ❖ there is a need to train municipal citizens in their rights and obligations as important role-players.

1.4   OBJECTIVES OF THE STUDY

The main objectives of this study is to

- ❖ provide a theoretical framework for policy implementation by describing and explaining its nature and place in Public Administration;
- ❖ provide a constitutional framework for citizen participation in South Africa;
- ❖ evaluate the role of citizens in policy implementation in the King Sabata Dalindyebo municipality;
- ❖ evaluate the interaction between citizens, the councillors and the chief officials in the above municipal authority; and
- ❖ where possible, include recommendations for the improvement of citizen participation in policy implementation in the above municipal authority.

1.5   NECESSITY OF THE STUDY

The new political dispensation ushered in South Africa after 1993 wherein the universal franchise was extended also with new democratic rights, including the extension of peoples' voice in the government and administration in all the three spheres of government in South Africa. The post-apartheid era has been identified as the transformation era, especially in the public sector where a vision for a democratic participation of role players based on a fundamental redefinition of the role of the State and the State relationship to citizens in the new democratic order in South Africa is the agenda (Section 2.3 of the *White Paper on the Transformation of Public Service,* 1995).

Section 40 (1) of the *Constitution,* 1996 provides for three spheres of government being the national sphere of government, the provincial sphere of government and the local sphere of government which are distinctive, interdependent and interrelated. As the sphere closest to the people, the local sphere of government is constitutionally obliged encourage the participation of citizens and community organizations in the matters of local government (Section 152 (1) (e) of the *Constitution, 1996*). The co-operative approach between the municipal authorities and citizens is seen as the effective solution to the local problems.

The local government in South Africa is a developmental local government and one of the main aims of developmental local government is the creation of a sustainable social partnership with citizens, to meet the needs and improve the quality of life of citizens as outlined in Section B of the *White Paper on Local Government, 1998*. In responding to transformation, the post–apartheid South Africa embarked on a democratisation program which involved the introduction of elected leadership. Importantly, rural communities became part of larger municipalities as every part of South Africa became part of a rural or urban municipality. Due to these changes, citizens rightfully expected change and participation in all government and administrative facets.

This study is necessary in order to evaluate the participation of citizens in policy implementation. The significance of evaluating citizen participation in policy implementation is that, this study can lead in the improvement of citizen participation in policy implementation, thus resulting in the enhancement of municipal service rendering.

The study is of importance to municipal councillors because the study will give municipal councilors the picture on how the municipal authority is perceived by the citizens, something which might result in the municipal council tightening its oversight role over administration to improve service delivery. The study is important to chief officials because it will give the chief officials the knowledge of where policy implementation is lacking, something which might end up having policies being reviewed because of this study. The study is important to municipal citizens because it gives an individual citizen a chance to know the perception of other citizens regarding the performance of municipal authority and the extent of participation of citizens in municipal matters. The study will be importance to other role-players as they will be able to identify the weakness of the system based on the findings of the study and come with ways of improving service delivery. The study is of importance to students because students can use this study for further research purposes. Newman (1998:22) writes that applied research attempts to solve specific problems to help practitioners accomplish their tasks. The findings will unveil the current status of King Sabata Dalindyebo municipality and the recommendations will provide ways at improving citizen participation on municipal matters in King Sabata Dalindyebo municipality.

1.6   STUDY PLAN

Local government in South Africa has experienced important changes since 1993 and the democratization and changes have not only influenced the rendering of service but also the interaction and relationships between the municipal citizens, councillors and officials. The effectiveness and efficiency of municipal service rendering is *inter alia* influenced by the co-operative interaction between the municipal role-players, especially in municipal policy implementation. To investigate this topic, two main components are

usually found in a scientific study, namely a theoretical construction component and an empirical testing component.

Chapter one provides an introduction to the study, addresses the background, problem statement and hypothesis, objectives, necessity, study plan, research methodology to the study and end with a terminology and definition of words and terms used in the study.

Chapter two provides a theoretical base and framework for policy implementation as a step in the policy process, which is one of six administrative processes. The chapter will discuss municipal administrative functions and processes and municipal policy process.

Chapter three provides a conceptual and legislative framework for citizen participation, and explains the role-players and their co-operative interaction in policy implementation.

Chapters two and three will thus provide a theoretical and constitutional framework within which citizen participation can empirically be tested.

Chapter four outlines the research design and methodology. The scope of the study, namely the survey area and target population, the questionnaires as data collecting instruments and the data analysis techniques will be explained.

Chapter five deals with the data presentation, analysis and interpretation and will provide the criteria for analysis and the actual analysis.

Chapter six is the final concluding chapter and will summarise the findings and deductions made in the preceding chapters. Specific recommendations are provided to improve citizen participation in policy implementation in King Sabata Dalindyebo municipality.

1.7   TERMINOLOGY AND DEFINITION OF TERMS

It is often found in a language such as English language that various words have the same meaning or that differences of interpretation or understanding in such alternative words are found. In any scientific study, it is important to define words and concepts which occur in the study. To prevent confusion, the meaning that is attached to specific words in this study can be explained as follows.

1.7.1   Citizen

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

❖ who immediately prior to the date of commencement of the Act, was a South African citizen by birth;

❖ who is born in the Republic on or after the date of commencement of the Act; and

❖ who is by virtue of being born outside the Republic on or after the date of commencement of the Act is a South African citizen, and one of his or her parents or   his or her mother if he or she was born out of wedlock, was at the time of such persons' birth

(i) in the service of the Government of the Republic;

(ii) the representative or the employee of a person or an association of persons resident or establishment in the Republic; and

(iii) in the service of an international organization of which the Government of the Republic is a member.   The *South African Students Dictionary* (1996:168) defines a citizen as a person who lives in a city or town and is officially accepted as belonging to that town.

1.7.2   Constitution

Various constitutions have been implemented in South Africa since 1910, for example the

❖ *Constitution of the Republic of South Africa,* 1993 (Act 200 of 1993)

❖ *Constitution of the Republic of South Africa,* 1996 (Act 108 of 1996).

In this study where applicable, the act will be referred to as the "*Constitution"* to be followed by the year, for example "*Constitution,* 1996.

1.7.3   Local Authority

The term "local authority" is used to refer to a decentralized representative institution with legislative and executive authority devolved upon it and delegated to it by a central (national) or regional (provincial) authority, in respect of a restricted geographical area (Vosloo *et al.*, 1974:10). According to section 151 (3) of the *Constitution,* 1996 a local authority has the right to govern on its own initiative, subject to national and provincial legislation in South Africa.

1.7.4   Local Government

Ismail *et al.* (1997:2) define local government as the sphere of government which is commonly defined as a decentralized, representative institution with general and specific powers devolved to it by a higher sphere of government within a geographically defined area. It is also referred to as a political subdivision of a nation, which is constituted by law and has substantial control of local affairs, including the powers to impose taxes or to exact labour for prescribed purposes. Cloete (1995:49) writes that local government refers to the governing functions performed by political office bearers of a municipal council empowered to perform such functions for the implementation of legislation. Furthermore, section 151 (1) of the *Constitution,* 1996 states that municipalities must be established throughout South Africa. In this study, local government is used as the institutions in the local sphere of government which aims at rendering municipal services. In addition, the governing functions are performed by the political office-bearers in the municipal executive committee. The governing functions are seen as synonymous with govern or governing.

1.7.5   Municipality

The word 'municipal' is derived from the Latin root '*Municipium'* which relates to a town or city in Roman times (Craythorne, 1997:69). The local sphere of government

consists of municipal authorities, which must be established for the whole of the territory of the Republic (section 151 (1) of the *Constitution,* 1996. Furthermore, section 35 of the *Local Government Municipal Structures Act,* 1998 defines municipality as that sphere of government that shares municipal legislative and executive authority in its area with a district municipality and those areas that fall under its jurisdiction. De Villiers and Meiring (1995:63) write that a municipality has the following characteristics

- ❖ a clearly defined territory with boundaries;
- ❖ a permanent population; and
- ❖ a political government with delegated authority to act.

1.7.6   Municipal Councillor

According to the *South African Students Dictionary* (1996:211), a councillor is elected politician to take decisions about the governing of a local council. According to section 157 (2) (a) and (b) of the *Constitution, 1996*, the election of a municipal councillor must be in accordance with national legislation which must prescribe a system-

- ❖ of proportional representation based on that municipality's segment of the national common voters roll, and which provides for the election of members from list party candidates drawn up in a party's order of preference; or
- ❖   of proportional representation combined with a system of ward representation based on that municipality's segment of the national common voters roll.

It can be deduced that although a municipal councillor represents the citizens, a municipal councillor needs to account also to the municipal council.

1.7.7   Municipal Official

A municipal official is someone who holds a full time post of authority or responsibility in a municipal authority (*South African Students Dictionary*, 1996:651). A municipal authority needs

officials in the municipal departments to implement executive policy to render the necessary goods and services to promote the general welfare (Craythorne, 1997:16). According to section 160(1) (d) of the *Constitution*, 1996, a municipal council may employ personnel that are necessary for the effective performance of its functions.

1.7.8   Municipal Policy

A policy is a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern (Ismail *et al.,* 1997:150 quoting Anderson, (1979:3). The relevance of a policy in local government is that it allows the municipal officials to render goods and services to the citizens in an effective manner. Cloete 1986:56) writes that it is necessary to determine what must be done, how the work is to be carried out, who will do it, with what and when the work will be done. The definition of Cloete suggests an inclusive approach and co-operative interaction between the citizens, councillors and officials. These activities are then followed by the actualization of the work and this followed by the evaluation and analysis of the efficiency and the effectiveness of the work done (Meiring and Parsons, 1994:62) Lasswell and Kaplan (1950:71) write that policy is a projected programme of goal, values and practices as the formulation, promulgation and application of identifications, demands and expectations concerning the future.

Cloete (1998:126) writes that the objectives are set in policy. Yoder (1959:11) writes that policy is the authoritative exposition of objectives which indicates what the policy makers want to do, what they want to achieve and where they want to go in promoting the general welfare. Policy in this sense is directional, and provides guidance to the municipal personnel responsible for the implementation of the policy (*Vide, Friedrich*, 1963:79). Policy is thus seen as means towards the attainment of the municipal objectives required for the promotion of the general welfare.

1.7.9 Participatory Democracy

Fox and Meyer (1995:93) define participatory democracy as an ideal of democratic government which emphasizes the importance of maximum direct participation in governmental affairs and decision making by individual citizens. According to Ntshona (2002:2), governance in the new South African local government system is rooted in the principle of participatory democracy, whereby the ward committees have to be established by all municipal councils to ensure the enforcement of this legislative requirement. The main objective for the existence of ward committees is to enhance participatory democracy within the municipality (Matavire, 2001:2). According to Van Themaat (1996:10), an observant citizenry, who subscribe to and promote the idea of close contact with the role players, should provide South Africa with the best opportunity to achieve a participatory democracy.

1.7.10 Executive Functions

For the purpose of this study, the executive functions being the administrative, functional activities and auxiliary functions are seen as synonymous with what is described as the public administrative functions. In this context, note should be taken of the statement by Marais (1989:177) that "(a)dministration is a term about which there is virtually no agreement between academics". (*Infra*, sub-section 2.3.2.1)

CHAPTER TWO: NATURE AND PLACE OF POLICY IMPLEMENTATION WITHIN MUNICIPAL POLICY PROCESS

2.1 INTRODUCTION

The development of a community or municipality cannot take place without the co-operative interactive and purposeful action of the citizens, political representatives and the appointed officials. Purposeful action in the public sector always leads to the setting and publication of clearly defined objectives in policy. Policy will indicate clearly what the policy makers intend to do and what the policy makers wish to achieve. Policy implementation as the second step in the policy process will always follow policy making. It is an ongoing process to make the intentions set out in the policy real and change such intentions into practical operational steps. Policy implementation consists of specific functions to change policy into workable practice, by choosing a course of action and ensuring that it achieves the desired results.

The purpose of this chapter is thus to describe and explain the nature and place of policy implementation within the policy process to provide a theoretical framework to be able to evaluate the role of the citizens of King Sabata Dalindyebo municipality in policy implementation.

The following aims have been set to describe and explain the nature and place of policy implementation in the policy process. Firstly, the municipal administrative functions and processes will be described and explained because policy implementation is a step in the policy process, which is one of the six administrative processes. Secondly, the municipal policy process will be briefly discussed and the steps explained. Thirdly, the nature of policy implementation will be described and explained. Policy implementation cannot take place without planning and programming. These functions will fourthly be discussed. The last step in the policy process is policy analysis and evaluation which will

lastly be discussed. Policy implementation will thus be theoretically based as one of the major steps in the policy process. The municipal functions and processes can be discussed as follows.

2.2   MUNICIPAL FUNCTIONS AND PROCESSESS

The origin and development of municipal areas center around the satisfaction of human needs, interests and expectations which, in turn, is the essence of the promotion of the general welfare (Meiring, 2001:1). The end result of the governing and administrative functions in the public sector will always be the promotion of the general welfare of the citizens. Administration is for this reason a unique group of functions and processes to make it continuous possible to promote the general welfare of the citizens and to ensure that it is indeed promoted as efficiently and effectively possible (Starling, 1977:3 and Meiring and De Villiers, 2001:202).

From the above, it can be deduced that two main categories of functions can be identified, namely those functions that make it continuously possible to render services that would promote the general welfare, namely the enabling functions (Cloete, 1985:2, *Vide, Infra*, sub-section 2.3.2.1.2) and the management (utilising) functions (Meiring and De Villiers, 2001:202). According to Cloete (1985:2), administration thus 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 work procedures, and the exercise of control. It is however possible to classify all work according to its nature into processes. Cloete (1986:2) writes in this regard that 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 consist of carrying out processes. It is thus possible to classify administration into six different processes, namely the

  ❖ policy process;
  ❖ financial process;
  ❖ organisational process;

❖ personnel process;

❖ procedure process; and

❖ control process (Meiring, 1988:81)

From the above, it can be deduced that the policy process is one of six administrative processes. The municipal policy process will then be discussed hereunder.

2.3 MUNICIPAL POLICY PROCESS

The policy process is purposeful action to promote the general welfare of the municipal citizens. Purposeful action cannot take place without clear predetermined objectives. Cloete (1998:126) writes that the objectives are set in policy. Yoder (1959:11) writes that policy is the authoritative exposition of objectives which indicates what the policy makers want to do, what they want to achieve and where they want to go in promoting the general welfare. Policy in this sense is directional, and provides guidance to the municipal personnel responsible for the implementation of the policy (*Vide, Friedrich*, 1963:79). Any process consists of specific consecutive related steps and the steps in the policy process can for the purpose of this research be classified into policy making, policy implementation and policy analysis and evaluation (Meiring, 2001:51). The municipal policy process, as one of six administrative processes, consists of three consecutive steps (functions), which can be discussed as follows.

2.3.1   Municipal Policy Making

Policy making is an administrative enabling function (Cloete, 1998:215) aimed at providing personnel with the policy means such as objectives and guidelines to render specific services and to regulate the behaviour of all municipal citizens in order to promote the general welfare (Meiring, 2001:51). According to Thornhill and Mello (2007:286) the making of policies requires the participation of citizens. Policy making according to Hanekom and Thornhill 1993:63) is classified into various steps namely, policy formulation, authorization, articulation, execution, and feedback. Ismail *et al.*

(1997, 151:153) identify the following three steps: agenda setting, formulation and adoption of a policy. A more comprehensive classification of the steps to make a policy can be discussed as follows.

2.3.1.1 Policy Initiation

Policy initiation refers to a threefold activity. Firstly, the policy makers should become aware of a new field of action and the need to undertake action to promote the general welfare (Mle, 2007:4). Secondly, the policy makers should become aware of an existing problem in the community and the need to find a solution. Thirdly, policy initiation could refer to a potential problem and the need to find a quantifiable solution to prevent such problem (Meiring, 2001:52 and Hanekom, 1987:52). Policy initiation thus relates to making known a problem and emphasizing the need for a new policy or the amendment of an existing policy, to eliminate an existing or potential problem. This is followed by the submission of suitable policy recommendations to the executive committee and or municipal council (Ranney, 1975:65). To obtain such a result, it is necessary to undertake extensive investigation into the means and ways a problem can be solved or prevented. Such investigation requires three related steps to be followed, namely

- ❖ awareness of the problem(s);
- ❖ description of the problem(s); and
- ❖ collection of information on solving or preventing the problem(s) (Meiring, 2001:52).

It can be deduced from the above exposition that policy initiation, being the first step in policy making is performed when there is a need for a new policy or the amendment of an existing policy to eliminate a problem. It is further deduced that the three steps are important steps to assist the policy initiator during the process of policy making. The following step in policy making is policy formulation which will be discussed hereunder.

2.3.1.2 Policy Formulation

By formulation is meant the clear, precise and accurate writing of collected information (*Oxford Advanced Learner's Dictionary*, 1995:465), so as to attain predetermined objectives. Policy formulation is thus the written description of a specific problem or need and the solution thereto. The information must be analysed, classified, described and changed into specific documents such as reports, bills, memoranda to be attachments to municipal council agendas. By drafting such policy documents with suitable recommendations, the policy makers are able to discuss the contents and adopt the recommendations (Speed, 1975:6).

Edwards and Sharkansky (1978:100) 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 policy agenda. By policy agenda we mean the items receiving active and serious consideration by important policy makers". The challenge therefore is that in South Africa, the citizens are not constructively involved in day to day local government affairs. For this reason, municipal councillors and officials often have to depend heavily on instincts in making policies that can be reconciled with the conception and desires of citizens (Bekker, 1996:35). It can be deduced that the collecting and processing of information is a prerequisite for the solving of community problems which is placed on the agenda of the municipal council. This requires a co-operative interaction between the municipal councillors and chief officials and a contact and liaison with the citizens to determine the nature and urgency of the problem.

 In this instance, the "agenda" will consists of reports of the standing committees and /or executive committee and these reports contain recommendations, preceded by brief explanations where appropriate, relating to matters considered by the committee which could not be resolved in terms of the committees plenary powers and which require decisions by the municipal council (Speed, 1975:68).

It can be deduced that the municipal officials play an important role in the collecting and processing of information and putting it on the agenda of the meetings of standing committees/executive committee and or council meetings. It can also be deduced that the municipal councillors play an important role in the considering, debating and resolving of agenda matters. The municipal citizens ought to make the councillors and chief officials aware of an existing or potential problem, emphasise the necessity for a solution, exert pressure for the allocation of resources, and monitor the performance of the municipal officials in the way they render services (Craythorne, 1980:36, Meiring, 2001:52 and Ranney, 1975:65). Policy formulation consists of specific steps that should be carried out, namely the

❖ liaisoning with interested parties;

❖ processing of obtained information;

❖ setting of objectives;

❖ determining of priorities;

❖ considering of alternatives; and

❖ surveying of financial resources (Meiring, 2001:57-59). The final step in policy making is the approval of a policy.

It can be deduced that it is important to engage all role-players in policy formulation and have a clear set of objectives to be understood by the role-players. It can further be deduced that when formulating a policy, there ought to be the determination of objectives and consideration of alternatives for the purposes of coming with the effective alternative. Lastly, it can be deduced that policy formulation needs the processing of the obtained information and the surveying of financial resources. Once the policy is formulated, the next step to follow is the approval of a policy.

2.3.1.3   Municipal Policy Approval

Ismail *et al.* (1997:151-152) write that once the policy documents have been drafted by the officials, they are referred to the municipal council for approval and adoption. The formulated policy in its draft form is eventually considered, debated and approved by the

councillors in the municipal council. Policy approval by the municipal council is a legislative process. *The Constitution,* 1996 is clear in stating that a municipal council may make and administer by laws (section 156 (2). The decision making powers are thus vested in the municipal council (Frederickson, 1999:23). A specific procedure is usually followed for the approval of policy in a municipality. In approving policy, the following steps can be used, namely:

❖ Request to officials to compile a draft document.

❖ Publication in the press of intention to make a by law.

❖ Discussion of a departmental draft between officials, councillors and members of public.

❖ Checking of departmental draft by departmental head.

❖ Consideration of departmental draft by municipal manager.

❖ Submission of draft to municipal legal advisors.

❖ Inclusion of draft in the agenda of relevant committee meeting.

❖ Debate of draft by the standing and executive committee of the council.

❖ Submission of draft documents for example, a bill to council meeting by municipal manager's department.

❖ Relevant point for discussion on the agenda is put by chairperson/speaker to meeting; and

❖ each clause of the draft is put to meeting by the chairperson/speaker (De Villiers and Meiring, 1995:131).

The draft policy documents, which are attachments to the agendas of municipal council meetings must be discussed in committee and council meetings. Once approved by the municipal council, the draft policy documents become public policy and the implementation becomes the responsibility of the municipal officials. It is only through implementation that it can be ascertained whether or not a policy is really effectively solving problems (Hanekom, 1987:52).

It can be deduced that policy making consists of three consecutive and related steps, namely

- ❖ policy initiation;
- ❖ policy formulation; and
- ❖ policy approval.

It can further be deduced that once approved, the policy becomes a public document which ought to be implemented by the municipal officials. Once the policy is approved, the following step will be undertaken to implement the policy.

2.3.2   Municipal Policy Implementation

A policy is an exposition of objectives and guidelines of the policy makers. It spells out responsibilities and prescribes actions to be undertaken. However, it does not supply the detailed steps by which it is to be implemented. Policy needs to be changed into practical operational steps (Bozeman, 1979:12, DiVincenti, 1977:105 and Pollitt, 2003:121). Policy implementation is inseparable linked to policy making because policy implementation cannot take place without a predetermined policy. A clear distinction is found between policy making and policy implementation. The distinction is based on a division of work between policy makers and policy implementers. Bain (in Hanekom *et al.,* 1987:37) writes that the policy makers set the objectives which is to be attained by policy implementers; the policy implementers being the municipal officials. Policy making thus precedes policy implementation. Policy provides the intention and objectives (Anderson, 1982:vii).

Rein (1983:115) writes that implementation is a continuation of the political process. This continuation enables the contending views held by different interest groups to be worked out at each stage in the implementation of policy. Policy implementation can also be seen as a policy action continuum (Di Vincenti, 1977:105 and Rein, 1983:116). Dunn (1981:56) writes in this regard that policy implementation "…is essentially a practical activity…the primary concern is with choosing a course of action and seeing that it is

properly followed over time. Policy implementation is thus a continuation from intentions to objectives, to practical steps and eventually the rendering of a service.

Policy implementation is a complicated process involved with the attainment of objectives set out in a policy and entails the performance of specific functions (*Vide, Supra*, section 2.3.2). These functions aimed at putting a policy and its programmes into operation (Cutchin, 1981:49). Dunn (1981:56) writes that policy implementation "…is essentially a practical activity…the primary concern is with choosing a course of action and seeing that it is properly followed over time". This requires that specific functions be performed. Meiring (2001:66-67) further writes that policy implementation can also be regarded as a process of learning in which knowledge is obtained, the policy explained, amended and extended to continuously meet the changing needs, expectations and interests of the citizens. O'Toole (1986:183) writes that policy implementation refers to all that is part of the process between initial statement of policy and ultimate impact in the world. Policy implementation is thus what happens after the policy has been made by the municipal council, authorizing specific actions that follow the policy statements of intent about desired results by municipal officials. Ripley and Franklin (1982:4) write that policy implementation is a complicated process involved with the attainment of objectives set out in a policy and entails the performance of specific functions. These functions aimed at putting a policy or its programmes into operation are seen as the executive functions that follow the legislative functions**.**

2.3.2.1 Executive Functions

Executive means converting the intentions and objectives set out in a policy, as embodied in acts, to practice (*Vide*, Marais, 1989:176). The executive function is the name of a specific group of functions performed by public officials. Policy making is one of the six administrative functions (Cloete, 1990:3). To implement a policy, in addition to other enabling functions, planning and programming are also required. The executive functions could be seen as synonymous for the public administrative functions (*Supra*, sub-section

1.7.10). Cloete (1986:2) classifies the latter functions into the administrative functions, functional activities and auxiliary.

2.3.2.1.1   Functional Activities

A function entails work that must be done. Any work consists of various activities. The functional activities are carried out for a specific purpose and are allocated to various posts, sections, divisions or departments according to the objectives and functions of each work unit. In the context of Public Administration, the functional activities refer to the activities which have a direct relationship with and responsibility for rendering specific services or goods. The functional activities will for example, be all the operational work; when building a house for example, the physical digging of trenches, concreting the foundations, building the walls and putting up the roof (Cloete, 1983:6).

2.3.2.1.2   Administrative Functions

The administrative functions are carried out purposefully and intentionally and will thus always deal with the achievement of specific expressed objectives. Cloete (1981:2) writes for example that '(a)dministration consists of the thought processes and action necessary for setting and achieving an objective". The processes are thus common to all purposeful work. However, it is not synonymous with all work but pertains only to a specific type of work as part of, and being inclusive in, all work. (Cloete, 1986:1, Gladden, 1972:4). An outstanding characteristic of the administrative functions is that they make it possible to carry out the activities to attain a specific objective. The enabling characteristic of administration is explained by Botes (1973:15) as follows: "Administration is neither lorry-driving, nor dam building, nor letter writing, but…administration is necessary to make lorry-driving possible, to make dam building possible, to make letter writing (*inter alia*) possible". Administration is thus work performed by appointed officials and such work can be divided into specific functions (*Vide*, *supra*, sub-section 2.2).

2.3.2.1.3   Auxilliary Functions

The auxilliary functions are those functions that help in a supportive way to make the performance of the functional activities and/or administrative functions easier, faster and usually more effectively and efficiently. The time and energy spent in this way constitute thus a separate group of functions called the auxilliary functions, which make increasingly use of technological tools, techniques, approaches and games, in the work situation. The auxilliary functions are part of the day to day work of municipal officials, where auxilliary tools are used.

It is clear that the executive functions can be classified into the functional activities, administrative functions and the auxilliary functions. To ensure effective performance of the executive functions, all actions must be properly planned and programmed.

2.3.2.2 Planning Municipal Policy Implementation

Policy implementation involves specific sequential steps which have thus far been described as the executive functions. Each of the executive functions must be properly planned and programmed before an executive policy can be implemented to render specific municipal goods and services and ultimately develop a municipal area. Policy implementation thus manifests in the activating of work programmes. Work programmes must be designed and executed to put a policy into operation. The designing of work programmes goes hand-in-hand with planning (Ripley and Franklin, 1982:7, Cutchin, 1981:49).

Planning is reasoning about how a municipal institution will attain its objectives to render services. In essence, planning is to consider opportunities and threats in the future and to use these as effectively possible to attain objectives (Starling, 1977:126). Cloete (1998:126) writes that planning is a set of processes which must be carried out to find the best course of action to achieve policy objectives. In planning, attention should be given to

❖ identification of the objectives as set out in the policy;

❖ reasoning about how to attain the objectives as effectively possible;

❖ determining possible alternative courses of action to attain the objectives effectively; and

❖ choosing the best possible alternative (Meiring, 2001:70).

It can be deduced that planning relate to specific activities to ensure the "most" effective action to render municipal services. It is thus an ongoing management function (Koontz and O'Donnell, 1964:39).

2.3.2.3 Programming Municipal Policy Implementation

In planning, it is thus not only necessary to determine the "most" effective and efficient way of action to render public services, but also link such activities to a time schedule and preference order. Such action results in programming the activities. A programme is a set of specific action steps which must be undertaken within a specific time-span to attain policy objectives. By programming such action, an attempt is made to obtain the "best" sequence for performing the activities within the available time-span (Waterston, 1965:8). A programme thus has two main characteristics, namely:

❖ Classified, scheduled activities; and

❖ a time calculation for the completion of each activity (Meiring, 2001:71).

It can be deduced that programming is an important process to facilitate policy implementation. It entails the detail design of all the activities which must be carried out to attain the objectives as effectively possible. Two main phases can be observed in the implementation of a policy, namely:

❖ Planning and programming phase; and

❖ programme implementation phase (Meiring, 2001:73).

Programming is aimed at

❖ ensuring that all activities contribute to the attainment of the (already) determined objectives;

❖ ensuring that all activities are logically set out and described;

❖ serving as a means of communication to convey complicated ideas/plans to work groups; and

❖ serving as a means of control for the execution of a policy (van der Merwe, 1979:30). Programming can be seen as a process in which detail designing for the rendering of services is done and in which the nature, sequence and time duration of purposeful activities are determined. The following steps can be identified:

❖ Interpreting the objectives set out in the executive and departmental policy.

❖ Determining operational objectives.

❖ Determining the activities to be performed to attain the operational objectives.

❖ Determining the mutual relationships between the identified objectives.

❖ Determining the logical sequence for activities to take place.

❖ Grouping of related activities into tasks and projects.

❖ Determining the time for the completion of each activity; and

❖ determining the total time for the completion of all activities and thus all tasks and projects (De Villiers, 1981:20, Ewing, 1958:20, Goodman and Love, 1980:135).

Programming is thus a stage in the implementation of a policy where the detailed design for the rendering of services is done and where the nature, sequence and time duration and allocation of purposeful activities is determined and such decisions implemented. It can thus be deduced that the global process of enabling the rendering of a public service starts with making a policy and ends with the programme which is then to be implemented operationally. It can be deduced that municipal officials ought to play an important role in the implementation of a policy as policy implementers. It can further be deduced that policy implementation stage is the stage where resources are utilised for the attainment of the set objectives. Furthermore, it can be deduced that it is important for policy implementers to evaluate the policy whilst implementing, by checking the policy gaps. Lastly, it is deduced that it is important to identify factors that could jeopardize policy implementation, before implementing a policy in order to come up with a strategy of resolving the potential threats. Having implemented a policy, it is important to measure whether the policy has achieved the intended objectives by analysing and evaluating the policy.

2.3.3   Municipal Policy Analysis and Evaluation

By policy analysis is meant the systematic analysis of the dimensions and variables influencing public policy and is an indispensable part of the policy management (Cloete and Wissink, 2000:3-4). Policy analysis and evaluation is thus a yardstick to measure the success of the policy in achieving the desired results. Policy analysis and evaluation is inseperable linked to policy implementation because policy analysis and evaluation cannot take place without policy implementation, as what is analysed and evaluated is what has been implemented. The criteria for evaluating policy can be identified to include the following, namely:

- ❖ Relevance of the policy.
- ❖ Reliability of the policy.
- ❖ Validity of the policy.
- ❖ Objectivity of the policy.
- ❖ Time in which the policy has been implemented; and
- ❖ usability and applicability of the policy (Hanekom, 1991:96 as quoted by

Van Der Waldt and Du Toit, 1999:279).

Policy analysis and evaluation are two complementary processes which are carried out to determine whether or not existing policy and all the resultant activities and services continue to be rendered as effectively and efficiently possible.

2.3.3.1 Policy Analysis

The rendering of any municipal service consists of a variety of processes, functions and other phenomena which constitute a unit with various parts (Meiring, 2001:108). By means of an analysis, the constituent parts of any whole can be isolated and each part separately analysed and evaluated. Quade (1975:4) writes that "…analysis is either equated with the separation or breaking up of a problem into its basic elements or

constituent parts, much as we disassemble a clock or machine". It can be deduced that policy analysis is an attempt to dissect policy phenomena, i.e parts such as values, factual information, programmes and service rendered, to obtain information which could lead to systematic evaluation.

2.3.3.2 Policy Evaluation

Evaluation is seen as an assessment, an appraisal of something of value, according to a specific yardstick which also serves as a standard. Dunn (1981:1) writes that "(t)he main feature of evaluation is that it results in claims that are evaluative in character. Here the main question is not one of facts (does something exist?) or of action (what would be done?) but one of values (of what worth is it?). Policy evaluation is an assessment of the constituent parts of a policy, it is a value appraisal which is aimed at assessing the relative degree of policy and programme attainment, to determine how effective is the policy and programme in attaining measurable goals (Patton, 1978:6).

It can be deduced that to evaluate a policy, a value is assigned to it and that values are based on criteria that have been generally adopted. The values of the citizens should be taken into account when evaluating a policy. It can also be deduced that to evaluate a policy, information is needed and that the information is obtained during the analysis of a specific policy. Finally, it is clear that the final step in the policy process is essential to ensure that service rendering and policy continuously meet the requirements of a changing environment.

2.4   CONCLUSION

Policy making is a process comprising steps which are policy initiation, policy formulation and policy approval. The elected politicians, appointed officials who have the expertise of making a policy and the citizens as beneficiaries of policy are identified as important role players in policy making. Citizens participate in policy making as

individuals and as a collective through group formation. Policy making is done as a response to the need to develop a new policy or to amend an existing policy.

When making a policy, the policy makers would be aware of the problem to be addressed by a policy, before describing it and collecting the necessary information to address the problem. During the policy making stage, an evaluation of alternatives is made to come up with the effective alternative.

When the draft policy has been formulated by the municipal officials, the draft policy is then submitted to the municipal council in order for the elected politicians to approve the draft policy document to become an approved policy which becomes a public document. If the policy needs corrections, it is returned to the officials to make the necessary corrections. After corrections have been made, the policy draft is re-submitted to the municipal council for approval.

Once the policy is approved, it becomes the responsibility of the municipal officials to implement the approved policy. It is at this stage that the resources are mobilized to ensure that the policy objectives are attained. Whilst implementing a policy, it is important for the municipal officials to do evaluation of a policy to identify gaps in a policy. An analysis of potential threats to identify factors that could jeopardize policy implementation is important in order to come up with a strategy of resolving the potential threats without harming the policy implementation. Furthermore, there should be policy management where municipal officials would be required to report on the implementation of programmes. If there is frequent reporting, problems of implementation will be identified on time and solutions to the problems developed.

The municipal authority as a local sphere of government needs to work with the local citizens in the municipal policy process. The importance of the municipal authority in working with the citizens is the development and implementation of a policy which is the reflection of the wishes of the role players.

During and after policy implementation stage, an analysis and evaluation of a policy is done. It is at this stage that the impact of a policy is measured against the already developed milestones. The citizens are important role players in the analysis and evaluation of a policy because as recipients of municipal services, the citizens are in a better position to understand whether a policy has affected lives of citizens.

CHAPTER THREE: CONCEPTUAL AND LEGISLATIVE FRAMEWORK FOR MUNICIPAL CITIZEN PARTICIPATION IN SOUTH AFRICA

3.1 INTRODUCTION

The concept of a democratic new South Africa with its three spheres of government, and a restructured system of local authorities, emerged after 1994 and was officially established after the local government elections in 2005. The democratisation of local government and the creation of a single amalgamated municipal structure that combined and reduced the previous racially segregated municipalities afforded the majority of citizens the opportunity to participate in municipal government and administration. Various legislative measures have been approved since 1994 and is a continuous process.

It is the purpose of this chapter to describe and explain the conceptual and legislative framework within which municipal citizens can operate to partake in the activities of their municipal authorities. Citizens are part of the municipal role-players in any municipal authority and their role is recognised in legislation. The rendering of services to the community by the municipal authority cannot take place without the co-operative interactive and purposeful action of the citizens, municipal councillors and the appointed officials. Every municipal authority ought to ensure effective participation of the citizens, by applying means and methods of involving the citizens in municipal matters. This helps in ensuring that the decisions of the municipal authority reflect the interests and values of the citizens; something which will make the citizens feel part of the municipal authority. In this chapter, the legislative arrangements for citizen participation in municipal activities will firstly be described and explained. Secondly, a theoretical exposition will be provided for empirical testing in chapter five in order to evaluate the role of the citizens of the King Sabata Dalindyebo municipality. The legislative arrangements for citizen participation can be discussed as follows.

3.2 LEGISLATIVE ARRANGEMENTS FOR CITIZEN PARTICIPATION

The *Constitution,* 1996*,* as the supreme law of the country as well as the *Bill of Rights* in the *Constitution,* 1996 clearly outline the rights which the government in each sphere of government should promote. In addition, chapter 2 of the *Constitution,* 1996 outlines the fundamental rights that each citizen has. The involvement of citizens in making these measures real is important to ensure that community needs and expectations are brought to the attention of a municipal council. It is emphasized in section 16 (1) (b) of the *Constitution,* 1996 that everyone has the right to freedom of expression, which includes freedom to receive or impart information or ideas. According to section 5 (1) (a) – (e) of the *Local Government Municipal Systems Act*, 2000*,* a member of the local community have the right to

- ❖ contribute to the decision-making processes of the municipality;
- ❖ submit written or oral recommendations, representations and complaints to the municipal council or to another political structure or a political office bearer or the administration of the municipality;
- ❖ prompt responses to written or oral communications, including complaints, to the municipal council or to another political structure or a political office bearer or the administration of the municipality;
- ❖ be informed of decisions of the municipal council or another political structure or a political office bearer of the municipality;
- ❖ regular disclosure of the state of affairs of the municipality; and
- ❖ demand that the proceedings of the municipal council and those of committees must be open to the public.

The public service cannot develop a truly service-oriented culture without the active participation of the wider community, including the private sector and citizens themselves (section 6.1 of the *White Paper on Transforming Public Service Delivery, 1997).* This means that the views of the local community members must be considered by the municipal council (Section 23 (1) (a) of the *Municipal Finance Management Act,* 2003*).* Section 22 (a) (ii) of the *Municipal Finance Management Act, 2003* states that the

accounting officer of the municipality must invite the citizens to submit representations in connection with budget, immediately after an annual budget is tabled in a municipal council. It is important that service delivery should be founded on the creation of government-community partnerships for effective use of public funds and community resources (Section 11.3 of the *White Paper on Public Service Transformation,* 1995). Furthermore, the *Constitution,* 1996 states that the public must be encouraged to participate in policy making and thus also its implementation.

According to section 152 (1) (e) of the *Constitution,* 1996 one of the objects of local government is to encourage the involvement of communities and community organisations in the matters of local government. In line with the *Constitution,* 1996, section 19(3) of the *Local Government Municipal Structures Act,* 1998 *s*tates that a municipal council must develop mechanisms to consult the community and community organisations in the performance of functions and exercising of powers. Section 16(a) of the *Local Government Municipal Systems Act*, 2000, concurs with the *Local Government Municipal Structures Act,* 1998. Section 16 (1)(a) of the *Local Government Municipal Systems Act,* 2000, further states that a municipality must develop a culture of municipal governance that encourage, and create conditions for the citizens to participate in the affairs of the municipality. It can be deduced that it is important for the municipal authority to work together with the citizens to improve service delivery.

Despite the fact that citizen participation is legislated, the *Public Service Commission Report, 2005 (2005:8*) has identified important issues that compromise service delivery as a result of non interaction with the citizens. The report states that "…further challenges to sharpen delivery include the…focusing on technical capacities for approaches to delivery between different levels of government in order to enhance co-operative governance; improving accountability and interaction with the electorate; developing and maintaining partnerships with civil society…" It can thus be deduced that the politicians and officials do not effectively encourage participation of citizens in policy. *The White Paper on Local Government,* (1997:17) states clearly that municipal authorities are committed to work with citizens and groups within the community to find suitable ways

to meet their social, economic and material needs and eventually improve their quality of lives. In terms of the *Municipal Systems Act*, 2000 (Act 32 of 2000), municipal authorities must adopt Integrated Development Plans and that citizens must have a say in the process of formulation. The Integrated Development Plans provide a yardstick with which citizens can measure the performance of a municipal authority during its term of office.

The involvement of citizens in decision making process is emphasized in the *White Paper on the Transformation of Public Service,* 1995. According to section 13.2 of the *White Paper on the Transformation of Public Service,* 1995, it is imperative that the citizens play a key role in influencing and participating in the policy process. For the citizens to be able to influence the policy process, it is important that the citizens should be involved in all the stages of the policy process. This will not only help in ensuring citizen participation, but will also help in ensuring that the citizens identify themselves with the process. The participation of citizens in government programmes might minimize protest actions by the citizens against the municipality; as citizens would be part of the solution even if there might be challenges in a particular programme.

The *Constitution,* 1996 and the above policy documents provide the citizen with specific rights to participation. It can be deduced that the municipal institutions, municipal councillors and the chief officials ought to involve citizens in the policy implementation process. This is supported by the fact that *the Constitution*, 1996, the *Local Government Municipal Structures Act,* 1998 and the *Local Government Municipal Systems Act,* 2000 all direct the involvement of the citizens in municipal government and administration, especially those decisions that affect their daily lives. As the constitutional arrangements for citizen participation have been presented, the theoretical perspective on participation of citizens in municipal matters can be discussed as follows.

3.3 THEORETICAL PERSPECTIVE ON PARTICIPATION OF CITIZENS IN MUNICIPAL MATTERS

By citizen participation is meant that there is a direct involvement of citizens in the search for information about decisions related to public issues and how the decisions are made (Venter, 2001:239). According to Bekker (1996:41), participation is an activity undertaken by one or more individuals previously excluded from the decision making process in conjunction with one or more other individuals who were previously the sole protagonists in the process. Bekker (1996:41) further describes participation into two categories being mere receiving of information by citizens from municipal authorities about proposed actions, and the sharing of power with citizens to shape the final decisions. Despite the emphasis on citizen participation in the decision making process, citizens seem often to be excluded from the decision making process. Theron *et al.* (2000:244) write that a number of activities are conducted in the name of citizens but the citizens seldom express themselves or partake in municipal matters. Thus any policy which is made and implemented without consulting the citizens i**s** doomed to fail. The needs, interests and expectations in addition to factual information and values ought to be taken into account (Meiring, 2001:52). Participation of citizens in municipal matters needs to be promoted because a lack of citizen participation may lead to the politics of confrontation (Lane, 1978:526). Van Der Waldt (2007:26) writes that citizens must know the mechanisms and instruments for participation, and be aware of the municipality's willingness to interact with them.

Effective citizen participation is itself a crucial democratic benefit. According to Bishop (2000:9), participation is effective if it adds to community cynicism about the government. The *Public Service Commission Report* (2007:36) states that citizens "…participate in matters that affect the life of the community promotes a sense of personal and community self worth". It can be deduced that a co-operative interactive partnership between the municipal councillors, appointed officials and citizens is a pre-requisite for the promotion of the general welfare. However, it should be noted that it is "…extremely difficult, if not impossible, for the city government to be in close touch

with the majority of citizens, and to be aware of their attitude towards the services which are provided, or of their unsatisfied needs" (Wall, 1983:39). Citizen participation is a complex and ongoing process through which people are enabled to exercise varying degrees of influence over matters that affect their lives, but the final control of the agenda by the citizens is not a possible outcome (Kroukamp, 2002:41). Nxu writes that from Samwu's point of view the state of service delivery is bad and the poor service delivery contributes to the growing number of protests owing to services not reaching the citizens (*Mail and Guardian*, 13 December 2007). Through participation, citizens can influence municipal policy making and implementation and make councillors more responsive to community needs and expectations (*Vide, Public Service Report,* 2007:36). February (*Daily Dispatch*, 2007:29) writes that …the participation of citizens … is the lifeblood of democracy and accountably governance. However, for citizen participation to be effective, the citizens need to obtain information about how municipal authorities work, how decisions and policy are made and how civil society is organized (Van Der Waldt, 2007:26). This means that although citizens have an obligation to participate in the municipal matters, the decisions taken by the municipal authority might not necessarily be according to the wishes of the citizens.

Bekker (1996:56) writes that citizen participation should be positively encouraged by those in government. This means that the participation of citizens should be driven by the municipal council in the local sphere of government. On the other hand, citizens ought to consider themselves as customers of the municipal authority (Barzelay, 1992:59). The most common forms of citizen participation are the advisory committees where citizens meet with councillors and act in an advisory capacity in policy matters, and the idea of neighborhood government where citizens have direct responsibility in a number of policy areas (Starling, 1977:107 and Morrow, 1980:271). It can be deduced that the municipal authority ought to involve citizens in policy making and implementation.

Bayat and Meyer (1994:38) write that the effective participation in public decision making and policy can be secured by accepting the ethical principle that each citizen of a municipal authority has the democratic right to participate in decision making and the

government ought to consider these presentations made before approving policy and commence implementation. Through citizen participation, greater accountability and responsiveness can be demanded from municipal authorities as service providers (Cornwell and Gaventa, 2001 in Van Der Waldt, 2007:28). This is in line with Section 152(1)(e) of the *Constitution, 1996* which states that citizens and community organisations must be encouraged to participate in the matters of local government. It is understood that the citizens might not have the necessary skills to implement a policy, but it is important to ensure that the citizens do participate in the municipal matters. According to Bekker (1996:35), the reality in South Africa is that local citizens are not constructively involved in day to day municipal affairs. For this reason, municipal councillors and chief officials often have to depend heavily on personal instincts to ensure citizen participation in municipal matters. This is as a result of the fact that arrangements to include the citizens in all municipal matters are operationally often unsuccessful (Kalema, 2007:255). Participation in municipal matters though should not be used by municipal councillors as way of abdicating responsibility by transferring responsibilities elsewhere (Morrow, 1980:275).

According to Pierre and Peters (2000:49), the creation of a more participatory style of government and administration does not mean that government is in reality less powerful, and as such, it cannot be assumed that the involvement of citizens will result in meaningful representations (Thomas, 1995:25). It does mean, however, that state and society are bonded together in the process of creating governance. Furthermore, the *Constitution, 1996* in section 152 (1) (e) states that the citizens ought to be encouraged to participate in the decision making process in local government. Despite the constitution's promise of a participatory democracy, political participation remains limited to a new set of policy elites (Jacobs and Calland, 2002:18). If true, participation in municipal matters by various role players, especially the illiterate or less informed citizens, might be compromised. Emrich as quoted by Mather (1986:21) writes that the following are guiding rules when participation takes place:

❖ Participation must begin at the lowest level within the community. People at grassroots level must be aware of the opportunities to participate and they must understand what the advantages of such participation are.

❖ Participation must take place at all the stages of a particular project. From the earliest pre-preparing exercises, to the development of plans, the design of mechanisms for implementation and the final stage of implementation, participants from the community ought to be taken on board.

❖ Participation processes have to deal with the allocation and control of goods and services needed to achieve the goals.

❖ Participation ought to deal with the existing loyalties. Participation should not focus exclusively on the strengthening of leadership; and

❖ participants ought to be cautioned about the possibility of conflict where decisions favour one group at the cost of the other group.

It can be deduced that the citizens ought to be involved in the affairs of the municipality to ensure that the municipal authority is governing according to the will of the citizens. Citizen participation is about democracy which in essence is a form of government offering workable solution to the fundamental political problem of reaching collective decisions by peaceful means (Hague and Harrop, 2001:16). It can further be deduced that without citizen participation, democratic government will cease to function as a democracy (Bekker, 1996:56). Lastly, it can be deduced that municipal citizens should not only be actively involved in municipal matters but that councillors should endeavor to educate citizens in the important role of citizen participation. The effective citizen participation is a benefit to the citizens because the citizens are able to influence the running of the municipal affairs. For the citizens to be able to participate effectively in municipal matters requires a fundamental right of exercising a municipal vote.

3.3.1   Exercising of Municipal Vote

The election of representatives by municipal voters to govern and administer municipal affairs provides the first means through which citizens participate in municipal affairs

(De Villiers and Meiring, 1995:8). In concurring with De Villiers and Meiring, Persons (1979:102-137) writes that through elections authority is given by the municipal voters to a number of councillors to govern municipal affairs. Therefore, it can be deduced that for the municipal council to be able to claim legitimacy, the municipal council needs the voting and showing of confidence by the citizens. Despite this given authority, the councillors are still required to consult the citizens on matters that affect their daily lives. Section 19(3)(a) of the *Constitution, 1996* states that adult citizen has the right to vote in elections for a legislative body established in terms of the *Constitution, 1996*.

It can be deduced that the exercising of a municipal vote in a municipality will not only ensure that the majority of citizens elect the municipal council democratically, but will also instill a sense of ownership and pride to the type of the municipal council which will come out of the election process. It can further be deduced that the citizens have the power to remove the members of the municipal council by means of exercising a vote of electing councillors, if citizens are not satisfied with the service rendered by the municipal authority. Although the citizens have rights as enshrined in the *Constitution, 1996*, there is still a need for the citizens to organise themselves in groups to ensure that the citizen influence on matters of the municipality is enhanced.

3.3.2   Partaking in Municipal Matters Through Groups

Anderson (1990:60) writes that organized groups have the potential of being listened to than individual citizens by the municipal council, concerning the nature and possible consequences of policy proposals in municipal matters. This means that the effectiveness of individual influence has a less impact than the collective power of citizens in making a municipal authority to deliver services, according to the will of the citizens. From the above, it is clear that the citizens need to form groups to be able to influence and participate in municipal matters, unlike an action undertaken by an individual citizen which might lead to frustrations. It can be deduced that the formation of the groups by the citizens enables the citizens to approach the municipal council as a united front, making it

possible to exercise pressure and could result in a speedy solution to the problems. Although the *Constitution, 1996* promotes and protects individual rights, finding the correct balance between rights and obligations of organisational citizens is at best problematic (Hult and Walcott, 1990:129).

Section 31 (b) of the *Constitution,* 1996 states that every person has a right to form, join and maintain cultural, religious and linguistic associations and other organs of civil society. As the citizens have a right to form and join groups in terms of participation in municipal matters, the citizens should participate in municipal matters through the formation or joining of non-governmental organisations, interest groups, pressure groups, voluntary organisations and even act as volunteers; hence the following sub-sections will focus on the groups and the role of citizens in these groups. The first to be discussed hereunder are non-governmental organisations.

3.3.2.1 Role of Non-Governmental Organisations

It is important to define the non-governmental organisations so as to be able to use the contextual analysis based on the definition given. Starling (1982:355) defines non – governmental organisations as unpaid volunteers to improve the quality of life in the cities and neighborhoods. It can be deduced that if the non-governmental organisation are unpaid volunteers, the participation in the affairs of non-governmental organisations will require people who are patriotic, wherein the interests of the society will supercede individual interests.

According to Cloete and Mogkoro (1995:46), non-governmental organisations have been formed as a response to poverty, dependency and capacity building of underdeveloped communities. Du Toit and Van Der Waldt (1999:299) write that non-governmental organisations make a concerted effort to meet essential needs, such as housing, availability of energy resources, the economic empowerment of people, education, health services, welfare services and labour services. In rendering these services, non-governmental organisations constantly interact with government institutions. As a result,

non-governmental organisations make an important contribution to policy making (Du Toit and van Der Waldt, 1999:299).

Various groups of non-governmental organisations can be identified, namely:
  ❖ Community based non-governmental organisations; and
  ❖ environmental non-governmental organisations (Carley and Cristie, 1992:192 as quoted by Schwella *et al*., 1996:286).

The relationship between non-governmental organisations and the municipal authorities can be described as a purposeful activity because (Section 13.6.2 of the *White Paper on Public Service Transformation, 1995*) states that the non-governmental organisations possess a rich tapestry of knowledge, expertise and experience which should be directly and continuously used as a resource base for the public service. From the above it can be deduced that, the municipal authorities work in partnership with non-governmental organisations in municipal matters to ensure effective delivery of services. However, although the public sector benefits from the knowledge, expertise and experience of non-governmental organisations, the non-government organisations also benefit through the execution of government projects (Ball and Dunn, 1995:45).

Bernstein (1994:27-36) writes that the performance of activities by non-governmental organisations brings the non-governmental organisations into relationships with municipal authority. This is because the municipal authority recognises that the non-governmental organisations are sometimes better placed to deliver services; especially where speed, flexibility and additional resources are required (Reddy, 1996:225).

It can be deduced that non-governmental organisations provide skills for the development of citizens that might not necessarily be found in the municipal authority. It can further be deduced that the involvement of non–governmental organisations on matters of governance can help in fast tracking service delivery. This partnership though, should be made to such an extent that there is accountability of public funds. Even if citizens are

not part of non-governmental organisations, the collective voice of the citizens can be heard by having citizens joining interest groups.

3.3.2.2 Role of Interest Groups

A community consists of various interest groups. Group forming is human characteristic because people form groups through families, sport clubs, churches, cultural groups, political parties, rate payers association and trade unions (Blondel, 1969:160). Each group is based on own norms, values, rules, culture and unique way of doing things. The development of interests is the essence of the formation of interests groups in society. Bentley as quoted by Harris (1979:125) explains a group as a "specific portion of the men 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 all these groups…you will have a picture of society". As a consequence, every member of the society ought to have an interest group to belong to, as means of protecting individual interests. The role of interest groups in society is to inhabit the space between the citizens and the municipal authority, helping to link the two (Hague and Harrop, 2001:148).

Ehrman (1958:237 as quoted by Bekker (1996:30) writes that interest groups are all groups which seek to influence public policy to suit the group's chosen direction, without accepting responsibility for government. The influencing of public policy towards special interests leads to protection or promotion of special interests to the neglect of the general interests (Redford, 1975:135-136). Bekker (1996:35) writes that it would be in the interests of citizens to have a municipal authority which utilises the expertise of interest groups as interest groups are traditionally composed of members with expertise in particular fields, instead of utilising private consultants at higher fees. Cleary *et al.* (1989:22) write that without interest groups for support, the municipal authority becomes ineffective. Although the interest groups are effective in the efficiency of the municipal authority, the interest groups can take positions that do not wholly correspond to the views of the members of the group (Rein, 1983:115).

Sharkansky (1978:243-4) writes that interest groups are so strong that are labeled "sub-governments". Thus shows the influence the interest groups have over the municipal authority. An example of an interest group is a professional association that represents the administrators which exercises substantial influence over policy (Sharkansky, 1978:244). Golembiewski (1966:128) writes that the right to be consulted has in practice become a right to interest groups to provide advisory services to the municipal council. However, due to the nature of the objectives of the interest groups which does not look at the societal problems at large, but on the sectional problems that affect membership of that particular interest group; the municipal council can improve participation by creating the correct environment for the interest groups to be able to interact with the municipal council on municipal matters. The following are the reasons why citizens participate in the municipal matters through interest groups, namely:

- ❖ To ensure that the municipal council is administered according to the needs and expectations of citizens.
- ❖ Interest groups could promote relationships between the citizens and the municipal authority.
- ❖ Interest groups are mechanisms through which the physical safety of members could be promoted.
- ❖ Interest groups satisfy the need for individual citizens to share social interaction within a community.
- ❖ Members of interest groups enjoy the esteem and respect of persons and other groups.
- ❖ Interest groups provide a platform for individuals to negotiate with the municipal authority collectively; and
- ❖ interest groups are in a more favourable situation than individual because of the collective activities and the combination of the knowledge, skills and experience

(Bekker, 1996:32-34). It can be deduced that the municipal authority needs to work with interest groups in order ensure that the influence of interest groups in society is used for the benefit of all municipal role players.

It can be deduced that citizens form or join interest groups to advance personal interests. It can further be deduced that the formation of interest groups help the citizens in approaching the municipal authority as a collective. Lastly, it can be deduced that interest groups are necessary for the society because the interest groups can influence the enhancement of service delivery. Although the citizens can join the interest groups, the citizens can also join the pressure groups whose philosophy is based on putting pressure to the municipal authorities.

3.3.2.3 Role of Pressure Groups

It is important to define pressure groups as a way of separating pressure groups from interest groups, as some writers tend to fall into the trap of identifying the interest groups as the same as the pressure groups; for example, Hughes (2003:208) defines interest groups and pressure groups as synonymous. According to Cloete (1995:59), pressure group is a group of people who unite for specific purposes and then exercise pressure on institutions or functionaries to listen to the representations and adopt the decisions for the benefit of group members. According to Craythorne (1997:408), pressure groups can have an effect on municipal governing and executive functions.

Pressure groups can thus have an effect on all municipal actions and services. Craythorne (1997:408) further writes that pressure groups make demands on resources which may not be related to real needs. This therefore quantifies the argument that pressure groups might cause the municipality to deviate from its original plans and loose focus as a result of a pressure exerted by a pressure group. Ismail *et al.* (1997:161-162) write that pressure groups usually use persuasion as a policy instrument, but some turn to militant tactics. The advantage of pressure group is the ability to unite members and even parts of the community to pressurize local authorities to provide benefits. The following are types of pressure groups, namely:

❖ Economic related pressure group, for example, National Federated Chamber of

Commerce (NAFCOC) can put pressure on the local authority to address crime if crime   in the opinion of the business association threatens economic stability.

❖ Social related pressure group, for example, the Treatment Action Campaign can put pressure on the municipal authority to develop and implement programmes that are biased towards people living with HIV and AIDS.

❖ Professional related pressure group, for example, the professional association of employees could pressurize the municipal authority to adopt policies or amend policies to favour the association's members; and if not sabotage the implementation of a policy by mobilizing union membership not to be as efficient as they could be in implementing a policy; and

❖ philanthropic related pressure group, for example, church groups could pressurise the municipal authority to adopt or amend policies that promotes christian values (Nigro and Nigro, 1980:31).

It can be deduced that the pressure groups are informed with the sole purpose of pressurizing the municipal authority to enhance the pace of service delivery according to the group's interests. It can further be deduced that the way the municipal authority responds to the needs of the citizens might either result in the formation of pressure groups in the society if the municipal authority does not render services efficiently or rendering the already existing pressure groups weak if the municipal authority render services efficiently. Instead of the citizens considering themselves as people who should wait for the municipality to do something for them, and if not putting pressure, the citizens can assist the enhancement of service delivery by rendering service to the municipality voluntarily.

3.3.2.4 Role of Voluntary Organisations and Volunteers

Voluntary is "doing something willingly, not by being compelled" *(The South African School Oxford Dictionary,* 2004:509*).* In the context of local government, this means that volunteer groups provide voluntary services to the municipal authority to improve service

delivery. Rahim (2007:303) writes that "…society is organized along voluntary associations of people who tend to uphold distinct values and set up organisations recognizing that there are several sources of power and control". It can therefore be deduced that it is also important for the municipal authority to involve citizens as volunteers in the delivery of services as a way of reducing costs and improving service delivery.

Joining and taking part in voluntary activities extends the democratic practices, especially in systems of representative voting (Gildenhuys, 1997:42). According to Cleary *et al*. (1989:156-157), volunteerism is the way of providing the public with the same level of service at a reduced costs, (and) the volunteer community group or organisation enters into a contract with a municipal authority to provide specific services at no charge or for minimal operating expenses. Therefore, it makes sense to use public funds to attract citizen resources on a regular systematic basis (Starling, 1982:356). It can be deduced that voluntary organisations and volunteers play a valuable role in promoting the relationship between the municipal council and the citizens.

It can be deduced that for voluntarism to succeed and be effective, good working relations between the municipal authority and the citizens, wherein the citizens would voluntarily render services to assist the municipal authority in enhancing service delivery becomes a necessity. It can further be deduced that the use of volunteers in the rendering of services can result into a municipal authority being cost effective due to the usage of resources at reduced costs. Having written about the rendering of voluntary services, the focus below will be to check whether the citizens have interests in the municipal elections.

3.3.3   Showing Interest in Municipal Elections

In democracies, elected representatives receive a mandate from the electorate to shape and give content to public policies. This includes the mandate to advance public views on the legislative and policy processes (Cloete and Wissink, 2000:102). Election is the

process or act of choosing people for office, especially political office, by taking a vote (*www.allwords.com*). The power of elections is that the elections are instruments of representative democracy where citizens decide issues themselves (Hague and Harrop, 2001:140). Bekker (1996:13) writes that in a democratic state, power flows from the people. This means that the execution of governing functions in the local government sphere is ought to be influenced by the will of the citizens, as the municipal council is a representative structure of the citizens.

Rose (1984:237) writes that within the framework of representative government, elections provide the test of the popular standing of politicians. It can be deduced that the right of citizens to elections is important as exercising this right decides the future leadership of the municipal council. Hague and Harrop (2001:131) write that elections benefit both the rulers and the ruled because democratic elections expand the authority of government to misuse authority whilst the citizens have a power to reduce the likelihood of that authority being misused. The citizens have power to elect and change a municipal council, if the municipal council does not deliver on the promises made. It is deduced that the citizens have power to elect and change a municipal council, if the municipal council does not deliver on the promises made. For the citizens to be able to participate in the affairs of the municipality, it is not only through the participation in the municipal elections only, but also through showing interest in the municipal councillor by working together for the upliftment of the local community.

3.3.4 Showing Interest in Municipal Councillor

Interest in the councillors and work of the council is part of representativeness and a means of participation in the affairs of the municipality (De Villiers and Meiring, 1995:64). This means that the citizens have a responsibility to

- ❖ communicate with the councillor;
- ❖ co-operate with the councillor;
- ❖ support the councillor;

❖ keep the councillor informed; and

❖ call the councillor to account.

The participation of citizens in the decision making process can help in ensuring that the citizens are part of the municipal authority processes, even through ratepayers associations or mass movements. Cloete (1993:56) defines the councillor as an elected representative of the citizens of the town or city. Jones (1993:97) writes that the role which is common to all councillors regardless of the nature of the authority, is to represent the citizens.

Botes *et al.* (1992:136) write that the councillors must evaluate policy and decisions that have been implemented to determine whether the needs and wishes of the citizens have been satisfied and whether the problems have been solved. Craythorne (1993:228) writes that when taking decisions, a councillor should always strive to apply principles of fairness and justice so as to achieve a balance between competing interests. Therefore, this calls for the citizens to be at the centre of the actions of the councillor.

Botes *et al.* (1992:227-228) write that it is the task of a councillor to convince citizens of the soundness of the policy, and must evaluate the results of the policy and the decisions which have been implemented to determine whether the needs and wishes of the citizens have been satisfied and whether the problems have been solved; and report back to the citizens. Khoza (2001:37) writes that a an effective councillor is the one who follow on issues to check whether the issues have been dealt with and report back as soon as possible to the citizens or interest group concerned. Makhanya writes that although councillors can be ineffective, at least councillors are recallable (*Sunday Times*, 2007:30).

According to Ismail *et al. (*1997:159), councillors are elected representatives with the main function of discussing policies and to adopt new policies from time to time. In doing this, the councillor needs to interact with the citizens. It is also the role of councillors to oversee the implementation of the council's policies. It can be deduced that councillors are important in determining the effectiveness and efficiency of the municipal

authority, because failure of councillors to adopt policies and oversee implementation could lead to ineffective municipal authorities.

Jones (1993:97) writes that complaints are leveled against councillors, with the common complaints being the following, namely

- ❖ committees taking decisions slowly;
- ❖ members spending too much time in their offices or council chambers and too little in the community;
- ❖ poor relationships between elected political office bearers, other councillors and chief officials; and
- ❖ decisions being taken behind closed doors in party groups.

Firstly, it can be deduced that for the services of a municipal authority to be rendered effectively, the co-operation between the local councillor and the local citizens becomes a necessity. Secondly, it can be deduced that for a councillor to be able to prevent a situation of failing to carry out the mandate, a councillor needs to uphold the societal values as the councillor is not just evaluated on performance only, but also the councillors value judgment. Lastly, it can be deduced that it is important for a councillor to attend council meetings in order to be effective in the rendering of services. Although the citizens have a role of working with the councillor, the citizens also need to show interest in the municipal council as a structure, which decides on matters of service delivery.

3.3.5   Showing Interest in Municipal Council

A municipal council can be defined as a legislative as well as a governmental institution (Cloete, 1993:46). Bowman and Hampton (1983:9) write that if citizens have shared in deciding what is to be done, there is a likelihood that the outcome would be accepted, than if decisions have been imposed. Therefore, the municipal authority should not just involve the local citizens for the sake of involvement, but there should be clear roles

given by municipal council to citizens. Seroka (1986:35) writes that attempts to remedy administrative problems and capacity in rural areas should be planned to maximise discretion and flexibility of the citizens. Developing local democracy goes beyond simply representing community interests within the local council, but it also involves promoting the involvement of citizens and community groups in the design and delivery of municipal programmes (McIntosh, 2002:16). It is impossible though for the government to attach a problem unless the government knows the fundamental causes to attack (McCurdy (1977:178).

According to Stewart and Stoker (1995:264), local government should be built on a character for citizens as citizens as well as citizens as customers. It can be deduced that a municipality is not supposed to decide on what the citizens might need, but instead the decisions taken by the municipality must be in line with the community needs; hence the importance of determining the character of citizens as citizens and of citizens as customers. According to Sharkansky (1978:229), citizens are largely ignorant of municipal matters because of being unfamiliar with the concepts central to policy debates. Therefore, the municipal council ought to develop means of communicating with the citizens. This means that the media can be used as an instrument to assist in communicating what is to be done by the municipal council, what has been done by the municipal council and the challenges thereof. Yarwood (1987:199) writes that the media are means, not ends. In expatiating on the importance of the media in shaping public opinion, Mamaila writes that, "…access to media is a powerful tool in shaping public opinion" (*City Press,* 11 February 2007). This suggests that the media platform is one of the critical tools in influencing governance, and therefore shaping its decisions. According to Nkuna (2007:237), the media is a tool to disseminate information in whatever form of citizen participation to be adopted. Citizens can also use the following means to participate in municipal matters, namely

- ❖ attending community meetings;
- ❖ writing a letter to the local government;
- ❖ writing a letter to the council representative;
- ❖ writing a letter to the editor of a newspaper;

❖ making a personal visit to the local authority;

❖ taking part in a protest meeting;

❖ voting; and

❖ joining voters' or civic organizations (Ismail *et al.,* 1997: 160).

Makhanya writes that "…for the past thirteen years …the society has all the trimmings of a model democracy but with very little in the way of citizen participation. If there is starch beneath the surface, …public participation processes are very much pretend – pretend" (*Sunday Times*,11 February 2007). The assertion by Makhanya projects a South Africa with laws that promote public participation, but struggle to allow the citizens to participate effectively in municipal matters. The involvement of citizens therefore should not be seen as just a compliance issue, but as an obligation of ensuring service delivery enhancement. To quantify the importance of citizen participation, Jones and Stewart (1985:23) write that the functions of municipal authorities have rights of public participation built into them. In South Africa, section 152(1) (e) of the *Constitution, 1996* states that a municipality must encourage the involvement of citizens and community organizations in the affairs of the municipality. It can be deduced that South Africa has laws that promote citizen participation. It can further be deduced that citizens can participate in the affairs of the municipality individually or through community organisations.

King and Stoker (1996:152) write that participation will be higher if citizens believe there will be more chance of swaying the outcome. This means that the citizens participate in municipal matters if the municipal authority takes cognisance of inputs from the citizens, as it will not help to involve citizens and disregard the citizens' inputs. It is important therefore that the municipal council understands the importance of ensuring citizen participation in the affairs of the municipal council. In the Nelson Mandela memorial lecture in 2006, President Mbeki says that "…the intention to do good, however noble in its purposes, does not guarantee that such good will be done…" (*Sunday Times*, 04 February 2007). This therefore suggests that the intention to have participatory structures in the legislation does not necessarily guarantee that such participation will be practiced;

hence it is important to constantly check municipal authorities the way the municipal authorities implement policies.

Firstly, it can be deduced that it is important for the municipal council to involve the citizens on matters of the municipal council. Secondly, it can be deduced that involvement of citizens in the affairs of the municipal council would make citizens to own decisions and identify themselves with the decisions taken by the municipal authority. Thirdly, it can be deduced that there are no formal structures where citizens can play an advisory role to the municipal council, the only avenues available are avenues for reporting and making complaints; something which casts doubts on the extent of citizen participation in municipal matters. Lastly, it can be deduced that the media can play an important role in enhancing co-operation between the municipality and the citizens. Having done deductions, conclusion for the entire chapter will be presented below.

3.4   CONCLUSION

The Constitution, 1996 is a supreme law of the country which provides *inter alia*, for the participation of citizens in policy implementation. In addition to the *Constitution,* 1996, the *Local Government Municipal Structures Act,* 1998*,* and the *Local Government Municipal Systems Act,* 2000, also provide for the participation of citizens in policy implementation. This constitutional provision for citizen participation in policy implementation requires public institutions to involve citizens in policy implementation.
 As the local sphere of government is based on democratic values, which in essence is a form of government based on collective decisions by peaceful means; it is important to ensure citizen participation in policy implementation as a way of building democratic local government. As the rural citizens are often less-informed and even illiterate, it becomes the responsibility of the councillors as elected representatives to educate citizens about the importance of citizen participation in municipal matters such as policy implementation. This will be beneficial to both the citizens and the municipal authority because the citizens will be able to influence the governing and administration of the

municipality, whilst on the other hand, the municipal council will govern according to the will of the people.

The citizens participate in the affairs of the municipality in different ways. The citizens can participate in the affairs of the municipality by exercising a municipal vote. The importance of exercising a vote to the citizens is that citizens elect the municipal council into office. Once elected, the councillors are expected to work for the interests of the citizens in terms of community development. As the rural municipalities have infrastructural backlogs and skills shortage, the provision of services by non-governmental organisations becomes important. The citizens can participate in the affairs of the municipality through partaking in non-governmental organisations as these organisations provide skills for the development of citizens; skills that might not necessarily be readily available in the municipal authority. The involvement of non-governmental organisations in the municipal affairs will not only assist in the development of citizens but will also assist the municipal authority in improving service delivery.

Although the citizens can participate in the affairs of the municipality through non-governmental organisations, the citizens can also participate in the municipal affairs through the formation or joining of interest groups to advance personal interests. The advantage of citizens joining interest groups is that, the interest groups provide the citizens with a platform to approach the municipal authority as a collective.

The citizens can also participate in the affairs of the municipality by joining pressure groups, whose philosophy is based on exerting pressure to the municipal authority. The pressure groups help in ensuring that the municipal authority enhances service delivery, according to the pressure group's interests.

Without necessarily putting pressure to the municipal authority, the citizens can participate in the affairs of the municipal authority by providing voluntary services to the municipal authority to assist the municipal authority to enhance service delivery without

costs or at minimal costs. However, for voluntarism to be real, the good working relationships between the citizens and the municipal authority, becomes a necessity.

The other form of citizen participation in municipal matters which has been discussed is the showing of interest of citizens in municipal elections. The citizens give mandate to elected representatives to advance the interests of citizens on the legislative and policy process. In doing that, citizens periodically go to elections to elect a municipal council, which will effectively serve the interests of citizens. The showing of interests and the exercising of municipal vote are therefore deciding the future leadership of the municipal council.

The other form of citizen participation which has been discussed is the showing of interest of citizens in a municipal councillor. The interest of citizens in a municipal councillor can be influenced by the good working relationships between the citizens and the councillor. The interest shown by the citizens to a municipal councillor can lead to an interaction between the citizens and the municipal councillor, something which will ensure that the municipal councillor is able to get mandate from the citizens and give feed back to the citizens.

Lastly, the showing of interest by the citizens to the municipal council has also been discussed. It is important for the municipal council to involve the citizens on matters of the municipal council. To ensure that the citizens participate in municipal matters, the municipal council needs to develop advisory committees for citizens and use media as means of enhancing communication between the citizens and the municipal council.

CHAPTER FOUR: RESEARCH METHODOLOGY AND RESEARCH DESIGN

4.1   INTRODUCTION

The rendering of services to the community by the municipal authority needs to be sustainable researched to determine whether the municipal authority is meeting its constitutional obligations of rendering services to the citizens. Every research ought to ensure correct application of means and methods to ensure that the information is gathered and analysed in an efficient manner. This chapter documents the design and methodology followed during the field of work.

The purpose of this chapter is to describe and explain the manner in which the research project was planned and executed for the writing of the manuscript. The chapter intends to present the research design and methodology applied in executing the research project.

In this chapter, eight main topics will be described and explained. Firstly, the permission to conduct research will be explained. Secondly, the scope of the study will be explained with special reference to the historical background of King Sabata Dalindyebo municipality and the towns that form part of the municipality, Thirdly, research design will be explained, with special reference to research strategy, target population. Fourthly, research methodology will be explained, with special reference being given to questionnaires, data collection instrument, data collection and data analysis. Fifthly, details of the respondents will be explained with special reference to age of respondents, years of service of the respondents, home language of the respondents, gender of the respondents, academic qualification of the respondents and employment type of citizens. Sixthly, delimitation of the study will be explained. Seventhly, the limitation of the study will be explained. Lastly, the adherence to ethical considerations will be explained. The permission to conduct research can be discussed as follows.

4.2   PERMISSION TO CONDUCT RESEARCH

A letter asking for permission to conduct a research was written to King Sabata Dalindyebo on the 04 November 2007 and addressed to the Municipal Manager. The permission to conduct a research was granted on the 05 November 2007 by the Municipal Manager. The scope of the study can be discussed as follows.

4.3.☐ SCOPE OF THE STUDY

The study will be conducted in the Province of the Eastern Cape. However, the field of work which will be targeted will be King Sabata Dalindyebo municipality which falls under OR Tambo district municipality. The study focuses on the interaction between councilors, citizens and chief officials in policy implementation covering the following

- ❖ citizen participation within the South African constitutional framework;
- ❖ place of policy implementation in the municipal policy process; and
- ❖ interaction between councilors, citizens and chief officials of King Sabata Dalindyebo municipality in policy implementation.

The study covers the period beginning from April 1994 to December 2007. The period of study is found to be appropriate because it is the period wherein South Africa is being governed through democratic process by moving away from the politics of exclusivity to the politics of inclusivity. This period is chosen because it is the period   where an argument of citizen participation has the constitutional basis, as South Africa obtained a new democratic constitutional dispensation as embodied in the *Constitution, 1993* and the *Constitution, 1996.* Having presented the scope of the study, it is appropriate that the historical background and the characteristics of the municipality under research is presented as follows.

4.3.1 Historical Background of King Sabata Dalindyebo Municipality

According to the *Portfolio of Municipalities* (2006:149), King Sabata Dalindyebo municipality falls under OR Tambo district municipality, one of the six district councils of the Eastern Cape Province. The following table reflects the composition of OR Tambo district municipality in which King Sabata Dalindyebo municipality falls under (*Portfolio of Municipalities*, 2006:243).

TABLE 4.1   DETAILS OF OR TAMBO DISTRICT MUNICIPALITY IN 2006

Population	**1 740 664**
Municipal employees	**448**
Capital budget	**R520 716 588**
Operating Budget	**R237 665 385**
Executive Mayor	**Councillor R.N. Capa**
Municipal Manager	**Mr D. Kannemeyer**

King Sabata Dalindyebo municipality comprises of two towns being Mthatha and Mqanduli. King Sabata Dalindyebo municipality has sixty four elected councillors serving on the municipal council. The King Sabata Dalindyebo municipality has six departments being Local Economic Development, Corporate Services, Infrastructure - Land and Housing, Finance and Assets, Community Services and Public Safety. The historical background of each town which forms part of King Sabata Dalindyebo municipality will be given hereunder.

4.3.1.1 Historical Background of Mthatha

Mthatha previously known as Umtata is situated on the national road from the Cape to Natal, 235km by road and 358km by rail north-east of East London. As the capital of the Republic of Transkei, Umtata has been the seat of the legislative and administrative institutions of the first Black state also known as Bantu 'homeland'. About 1869 the

chiefs of the Pondos and the Tembus, who were almost constantly at war, granted privileges to colonists settling in their respective territories on either bank the Umtata River. Umtata was proclaimed as a municipality on 10 November 1882 (Potgieter *et al.*, 1975:52). The reason for a name change from Umtata to Mthatha is to avoid "…the use of vowels in the names of features" (*Department of Sport, Recreation, Arts and Culture*, 2001:1).

4.3.1.2 Historical Background of Mqanduli

The district is about 30km south of Umtata on the road to Coffee Bay. The nearest railway station is Viedgesville (14km) which is also an old wholesale trading centre. The village is named after a hill (Xhosa: nduli) near by. The district was established in 1876 (Potgieter and du Plessis, 1972:628). According to the Rev. Basil Holt as quoted by Potgieter and du Plessis (1972:628), the name is derived from Mqanduli, which means 'grindstone-maker' referring to a former local Bantu craftsman. The way the research was designed for this study can be explained as follows.

4.4   RESEARCH DESIGN

Mouton (1996:107) describes research design as a set of guidelines and instructions to be followed in addressing the research problem. The research design refers to the plan of procedures for data collection and analysis that is undertaken to evaluate a specific theoretical perspective (Guy *et al*., 1987:92). Rubin and Babbie (1989:130) write that research design refers to the decisions made about how a research study is to be conducted. Henning *et al.* (2004:20) write that, knowledge is acquired through the description of citizens' intentions, beliefs, values and reasons, mean-making and self understanding. Therefore the views of citizens in this research are crucial.

Emory and Cooper (1991:139) write that research design is a complex concept, which may be viewed from different perspectives. In line with this thinking, the approach used in this research is a quantifiable research design that can be measured by statistical

analyses (Newman, 2000:66). According to Remenyi *et al*., 1998:33), the basis of this approach is that the researcher is independent of and neither affects nor is affected by what is being researched. Smit (1995:15) writes that the following are the objectives of a research design, namely

- ❖ to control the answers of the research question; and
- ❖ to eliminate or balance variances which may have a different effect on research results.

It can be deduced that when doing research, the analysis is crucial in ensuring an informative research. A strategy for the research can be explained as follows.

4.4.1 Research Strategy

The research strategy to be used in this research will be a case study. According to Robson (2002:178), a case study is a strategy for doing research which involves an empirical investigation of a particular contemporary phenomenon within its real life context using multiple resources of evidence. The following are varying data collection methods that can be used in a case study, namely

- ❖ questionnaires;
- ❖ interviews;
- ❖ observations; and
- ❖ documentary analysis (Henning *et al*., 2004:33).

Questionnaires will be distributed to councillors, citizens and municipal chief officials. These questionnaires will differ, although the variables will be the same as means of quantifying the information received.

On the part of the citizens, the selection of the participants will be done randomly. The distribution of questionnaires will be selective in relation to councillors and chief officials; for example focus will be given to the councillors who are members of the executive committee. 10 questionnaires will be distributed for each to the councillors

who are members of the executive committee. Where the executive committee members will not be accessed, councillors who are not members of the executive committee will be randomly selected to ensure the 10 mark is reached. Out of the 10 questionnaires distributed, 60% (6 out of 10) questionnaires were received. Furthermore, 10 questionnaires were distributed for the chief officials of King Sabata Dalindyebo municipality. Out of the 10 questionnaires distributed, 50% (5 out of 10) questionnaires were returned which also in the opinion of the research gave a representative sample to be studied. On the part of the citizens, twenty five questionnaires will be distributed to selected stakeholders at each town being investigated being Mthatha and Mqanduli. This will be an attempt to ensure that the views of the citizens of each town under research are heard. Out of the total of 50 questionnaires distributed, 68% (34 out of 50) questionnaires were returned which in the opinion of the research gives a representative sample. Questionnaires will thus be distributed to all role-players. It will be essential that not only the responses of citizens be obtained, but also the responses from the "other side". A sizeable number of questionnaires will be distributed through the use of e-mail and fax machines. Other questionnaires will be distributed by hand. The questionnaires will be used to get an understanding of the extent of citizen participation in municipal matters.

4.4.2   Target Population

Population is a term that sets boundaries on the study units (De Vos, 1998:190). Although Bailey (1982:85) writes that the ideal would be to study the entire population or universe, but infrastructural problems make this possibility unachievable. According to Alreck and Settle (1995:5), the following are the key elements in determining a population, namely

❖ ensuring that the population consists of people who actually possess the information sought by the research;

❖ identifying all the major factors, which would qualify respondents; and

❖ listing the criteria for inclusion/exclusion of respondents together with the decision rules to be used.

A target population can be described as any group that is the subject of the research interest. The target population is necessary to make general findings based on a study of only a portion of the population. In order to come up with an objective study, it will be appropriate that the population to be studied would be consisting of the sample of the target population which is fifty citizens, ten municipal councillors and ten municipal chief officials.

4.4.3   Sampling

Bless and Higson-Smith (2000:86) define sampling as a subset of the population which make it representative of the whole. Basley and Clover (1988:95) write that the basic characteristic of a sample is that it must be representative of the population from which it is taken. The following are factors that can assist in making a decision on sample size, namely

- ❖ size of the population;
- ❖ available resources and time constraints;
- ❖ strength of the effect (when independent variable has a strong and clear effect on;
- ❖ dependent variable (a smaller sample can be used);
- ❖ number of subsets to be compared; and
- ❖ refusal and spoilage rate (Sommer and Sommer, 1991:230).

Therefore, this means that sampling involved the logistics of identifying the target groups to be studied. Three samples will be used in the study, and this will include citizens, municipal councillors and chief officials of the King Sabata Dalindyebo municipality. It is assumed that the selected population will be well acquainted enough to understand issues under research. The study targeted at understanding from the sample unit if there are opportunities given by the municipal authority for citizens to be able to participate in municipal matters. The methodology used in the study can be discussed as follows.

4.5 RESEARCH METHODOLOGY

According to Reaves (1992:8), research is a systematic way of answering questions about the world. Leedy (2005:94) writes that although there may be a wide variety of research methodologies, sufficient number of researchers categorize research studies into two broad categories, namely the qualitative research and the quantitative research. This study will use quantitative and qualitative research approaches to understand the issues relating to participation in the King Sabata Dalindyebo municipality. Since this research is a social research, the quantitative and qualitative techniques will assist in improving the research process. The two approaches are used because the technique used to collect data should measure and investigate the phenomena under study with accuracy (Bailey, 1987). The research will rely on these approaches so as to increase the degree of empiricism.

4.5.1   Questionnaires

The study consisted of two components, namely
- ❖ a theory construction component; and
- ❖ a theory testing component which is the empirical study. The theoretical component of the research is tested in practice with *inter alia* questionnaires to pre-selected respondents.

In theory testing component, two questionnaires will be used, namely
- ❖ Questionnaire 1: Questionnaire to selected number of the citizens of King Sabata Dalindyebo municipality.
- ❖ Questionnaire 2: Questionnaire to councilors and chief officials of the King Sabata Dalindyebo municipality; and

Questionnaire 1 to the citizens deals with the following headings
- ❖ definition of terms;
- ❖ instructions on how to complete a questionnaire;
- ❖ personal information about respondent. This part contained information such as type of work, age, gender, home language and academic qualification;

❖ executive functions/ municipal services; and

❖ planning and programming of municipal services.

In formulating the questionnaire, the researcher will design the questions by hand before typing them on the computer. The researcher will start with the questions that need to know the information about respondents, questions that would require a great deal of thinking were either raised in the middle of the questionnaire or towards the end of the questionnaire. Before the questionnaire could be printed and distributed to the respondents, the questionnaires will be brought to the supervisor to check consistency, reliability and neutrality thereof. The approach of questioning used in the questionnaires will be the closed ended questions and open-ended questions. The Azaliah College (1999:68) writes that open-ended questions are used for complex questions that cannot be answered in a few simple categories, but require more detail and discussions whereas close ended questions are used where the answers are discrete, distinct, and relatively few in number. The reason to use both the closed ended questions and open ended questions will be to ensure that information is solicited from the respondents in which ever way the respondents would like to be asked.

The different ways to be used in the questionnaire to obtain information will be the following, namely:

❖ The respondent will be required to respond by either choosing yes or no without required to motivate answers.

❖ The respondent will be required to respond by either choosing yes or no. Whether the respondent chose yes or no, it will be required of the respondent to furnish reasons for the answer. Furthermore, if the answer is not to the affirmative, the respondent will be required to give suggestions on how to improve on a particular issue; and:

❖ the respondent will be required to reflect the extent of disagreement on a particular issue. This reflection will be done through the use of a five point scale wherein the following meaning is attached to the scale, namely

1 = strongly disagree

2 = disagree

3 = neutral

4 = agree

5 = strongly agree.

The respondent will then be required to quantify the statement made. It will not be just a question answer method only, but that the comments, motivations and opinions of the respondents will be required. In total, fifty questionnaires will be distributed to citizens.

Questionnaire 2 to municipal councillors and chief officials deals with the following headings

❖ instructions on how to complete a questionnaire;

❖ information about respondent. This part contained information such as the name of the municipality, type of work, department one is working in, number of years in the job, age, gender, home language and academic qualification; and

❖ service rendering.

The questionnaire statistical details can be set out as follows:

Table 4.2 QUESTIONNAIRES USED AND RECEIVED

Questionnaire	Used	Received Back	%
1. Citizens/Stakeholders	50	43	68,00%
2. Councillors	10	6	60,00%
3. Chief officials	10	5	50,00%

Newman (2006:295) writes that "the failure to get a valid response from every sampled respondent weakens a survey. Babbie (1973:165) writes that a response figure of at least 50% should be sufficient for analysis of the questionnaires, with a figure of 60,0% can be seen as "good" and 70,0% as "very good". It is clear from the research's point of view as to why the response rate was not 100%, possible answers can be linked to the fact that the majority of respondents lack the knowledge of the new local government dispensation and the importance of citizens in participating in municipal matters. Furthermore, this can be linked to the fact that certain potential respondents do not understand the importance of research in improving service delivery.

The empirical research therefore will be commenced with a set of questionnaires as indicated in the table above. The empirical research through these questionnaires will seek to evaluate interaction between the citizens, councillors and chief officials. Thus collection instrument can be illustrated as follows.

4.5.2 Data Collection Instrument

Data collection is a form of collecting information from various sources. Layder (1993:54) has identified a number of instruments that can be used to collect data, among them are interviews, intake forms, questionnaires, survey and attendance records. This study however, will use questionnaires to gather the much needed data. The respondents will be given the same questionnaire, for example, the questionnaire for citizens will be the same. The reason for the use of questionnaires is because it is assumed that respondents will answer in an honest manner as the identification of respondents will be protected because the questionnaire will not require the name of the respondent. The variables in the different questionnaires will be the same, except that the phrasing will be different for the purposes of making the questions simpler to the citizens, as other citizens might not necessarily be literate to the extent of understanding municipal terms and public administration activities.

4.5.3   Data Collection

A total of fifty questionnaires will be distributed to the citizens of King Sabata Dalindyebo municipality. Ten other questionnaires will be distributed to municipal councillors, whilst ten other questionnaires will be distributed to municipal chief officials. Questionnaires were then collected wherein thirty four questionnaires were received from the citizens, six questionnaires received from the municipal councillors and five questionnaires received from the municipal chief officials. In collecting questionnaires, respondents were thanked for contributing in the research. Leedy (2005:184) writes that research is more likely to gain the participants' co-operation if it shows a genuine interest in what the participants have to say. During the time of the research, good relations were developed with the respondents wherein respondents could see that every input was valued in the research.

4.5.4   Data Analysis

Labovitz and Hagedorn (1981:83) write that the research needs to engage…data analysis. According to Mouton (2001:108), data analysis involves breaking up of data into manageable themes, patterns, trends and relationships. In view of the fact that this research seeks to evaluate the interaction between municipal councillors, chief officials and citizens in the policy implementation, all the captured data will be analysed to determine the extent of citizen participation in municipal matters. Copies of all the information analysed will be kept in safe place, so as to be accessed anytime by members of the public; as this study is considered to be in the interest of the public. This will also assist in ensuring that other researchers who want to embark on a similar study are aware of the type of information that has been used. The details of the respondents can then be explained as follows.

4.6 DETAILS OF RESPONDENTS

4.6.1 Age of the Respondents

The age of the respondents can be set out as follows.

Table 4.3 AGE OF RESPONDENTS

Age (in years)	Citizens/Stakeholders		Councillors		Chief Officials	
	No	%	No	%	No	%
18 – 25	8	23,53%				
26 - 30	6	17,65%				
31 – 40	10	29,41%	2	33,33%		
41 – 50	10	29,41%	3	50,00%	2	40,00%
51 – 60			1	16,67%	3	60,00%
	34	100%	6	100%	5	100%

It can be deduced that the majority of citizens are between 31 and 40 (10%) years and 41 and 50 (10%) years of age. It can be deduced that the majority of councillors are between 41 and 50 (50%) years of age. It can be deduced that the majority of chief officials are between 51 and 60 (60%) years of age.

It can then 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.

4.6.2   Years of Service of the Respondents

The years of service of the respondents can be set out as follows.

Table 4.4   YEARS OF SERVICE OF THE RESPONDENTS

Years' service	Councillors		Chief Officials	
	No	**%**	**No**	**%**
Less than 5 years	2	33,33%		
5 to 10 years	4	66,67%		
11 to 15 years			2	40,00%
16 to 20 years			1	20,00%
More than 20 years			2	40,00%
Total	6	100%	5	100%

The majority of councillors have the services of between 5 and 10 years (66,67%), which can be seen as a good omen for understanding the importance of citizen participation in municipal matters. The majority of chief officials have the services of between 11 to 15 years (40%) and 16 to 20 years (40%), which can be seen as good for this research as the officials ought to understand the challenges and dynamics of King Sabata Dalindyebo municipality.

It can be deduced that the response received from the councillors and chief officials can be regarded as valid and informed response, based on the experience level of councillors and chief officials.

4.6.3   Home Language of Respondents

The home language of respondents can be reflected as follows.

Table 4.5   HOME LANGUAGE OF RESPONDENTS

Home Language	Citizens		Councillors		Chief Officials	
	No	%	No	%	No	%
Afrikaans						
English	1	3,94%			1	20%
Xhosa	29	85,29%	6	100%	4	80%
Other	4	11,76%				
Total	34	100%	6	100%	5	100%

Fifty questionnaires were distributed to the citizens of King Sabata Dalindyebo municipality. The number of questionnaire received was thirty four. Out of the thirty four questionnaires received, respondents whose home language is Xhosa were 85,29% (29 out of 34), respondents whose home language is English was 2,94% (1 out of 34) respondents whose home language is Afrikaans were none and the respondents whose home language belong to the other category in terms of this study were 11,76% (4 out of 34).

Ten questionnaires were distributed to the councillors of King Sabata Dalindyebo municipality. The number of questionnaire received was six. Out of the six questionnaires received, respondents whose home language is Xhosa were 100% (6 out of 6), respondents whose home language is English were none, respondents whose home language is Afrikaans were none and the respondents whose home language belong to the other category in terms of this study were none.

Ten questionnaires were distributed to the chief officials of King Sabata Dalindyebo municipality. The number of questionnaire received was five. Out of the five

questionnaires received, respondents whose home language is Xhosa were 80% (4 out of 5), respondents whose home language is English was 20% (1 out of 5), respondents whose home language is Afrikaans were none and the respondents whose home language belong to the other category in terms of this study were none.

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

4.6.4   Gender of Respondents

The gender of respondents can be set out as follows.

Table 4.6 GENDER OF RESPONDENTS

	Citizens		Councillors		Chief Officials	
	No	%	No	%	No	%
Male	12	35,29%	4	66,67%	4	80,00%
Female	22	64,71%	2	33,33%	1	20,00%
Total	34	100%	6	100%	5	100%

It is clear from the above table that the majority of citizens who responded to the questionnaires were females. In relation to councillors and officials, the majority of respondents were males. It can be deduced that the reflection of the responses of councillors and officials does not reflect the principles of the *Employment Equity Act*, 1998. In terms of section 3.1 (a) of the *Employment Equity Act*, 1998 the gender

representativity is an important requirement in the introduction of affirmative action in the contemporary public service.

4.6.5 Academic Qualifications of Respondents

The academic qualifications of respondents can be set out as follows.

Table 4.7   ACADEMIC QUALIFICATIONS OF RESPONDENTS

	Citizens		Councillors		Chief Officials	
	No	%	No	%	No	%
Grade 10/Std 8	2	5,88%				
Grade 12/Matric	6	17,65%	2	33,33%		
Diploma(s) Municipal Administration					2	40,00%
Diploma(s)/Certificate(s) Technikon	13	38,24%	1	16,67%	1	20,00%
Diploma(s)/Certificate (s) University	3	8,82%	1	16,67%		
Undergraduate (University)	3	8,82%				
Post Graduate (University)	6	17,65%	2	33,33%	2	40,00%
Other	1	2,94%				
Total	34	100%	6	100%	5	100%

The majority of councillors have university or technikon education, which can be seen as a good recipe for the information needed in this study. All chief officials have a university or technikon education, which can be seen as good for the quality of information to be received for the success of this study. The majority of citizens have university or technikon education, which can be seen as a good recipe for the information needed in this study.

It can be deduced that the majority of respondents are able to analyse the participation of citizens in policy implementation, as against the prescripts that have been enacted to ensure effective citizen participation. Furthermore, it can be deduced that the high level of educational qualification can ascertain the ability of respondents to effectively participate in the empirical study.

4.6.6   Employment Type of Citizens/Stakeholders

The employment type of citizens/Stakeholders can be set out as follows.

Table 4.8   EMPLOYMENT TYPE OF CITIZENS

Public Servant	**21**	**61,76%**
Private Worker	**3**	**8,82%**
Stakeholders	**10**	**29,42%**
	34	**100%**

It can be deduced that this study has been fortunate to have the majority of citizens working in the public sector, as they understand the obligation of public institutions to the citizens in relation to the delivery of services; and also as as recipients of services from the municipality.

4.7   DELIMITATION OF THE RESEARCH

The study will be conducted in the Eastern Cape. However, the field of work targeted at one municipality taken from one district municipality. This municipality is King Sabata Dalindyebo municipality which falls under OR Tambo district municipality. The limitations to the research will be discussed hereunder.

4.8   LIMITATIONS OF THE RESEARCH

Lack of time and resources might have caused the researcher not to be able to collect all the desired information. Furthermore, some in the targeted group might have been reluctant to give out information, as this study might have been interpreted as an attempt to expose the wrongs of certain individuals in the governance system of the municipality.

4.9   ETHICAL CONSIDERATIONS

Strydom (2000:24) writes that ethics are a set of moral principles, which are suggested by an individual or a group. According to De Vos *et al.* (2000:30), ethical obligation rests with the researcher. The researcher will not coerce any of the participants in the research to divulge any information, and will not compromise the confidentiality of the participants. In all the processes in the research, it will be made clear to all the participants that no physical harm and or psychological harm will happen to them by participating in the research or by advancing a particular or contrasting view. This therefore implies that, the researcher will uphold all ethical standards in pursuance of the findings.

4.10   CONCLUSION

In order to be able to collect and interpret data, case study will be used as a strategy, with the use of the questionnaire as a research instrument. The first section dealt with the permission to conduct the study. The second section dealt with the scope of the study.. The third section dealt with the research design on how the research was conducted. The fourth section dealt with the research methodology followed in the study. The fifth section dealt with the delimitation of the research. The sixth section dealt with the limitations of the research. The last section dealt with the ethical considerations.

CHAPTER FIVE: DATA ANALYSIS AND INTERPRETATION

5.1 INTRODUCTION

Policy making and implementation are decision making phenomena and presuppose that citizens are well-informed, capable of participating and act in a co-operative manner with municipal councillors and chief officials. Citizen participation is necessary for considering the different interests, needs and expectations of all people living and working in a municipality.

The previous chapter dealt with the research design and methodology which made it possible to collect empirical data. Collected data must be changed into information. The processing of collected data into an acceptable form, is done through data analysis and interpretation. For the purposes of this chapter, analysis will be assumed to involve the ordering and structuring of the data collected to produce knowledge. Interpretation means to assign significance or coherence meaning. The purpose of this chapter is thus to analyse and interpret the data collected. Questionnaires were used as research instruments, as explained in Chapter 4. The data was collected in the study on citizen participation in policy implementation in the King Sabata Dalindyebo municipality.

The purpose of this study is to investigate whether or not the stated problem of poor and ineffective rural citizen participation in municipal matters and especially in the interaction with councillors and chief officials does exist, and to determine the causes of such poor citizen participation in municipal policy implementation. However, although the rural citizens have the same rights and obligations as urban citizens in municipal government and administration, the problem is that rural citizen participation can be questioned and are not at the same standard as urban citizen participation. The following objectives have been set and used to structure the data in specific sections of the chapter. Firstly, citizen participation in municipal policy implementation will be analysed and

evaluated. Secondly, the role of citizens in the rendering of municipal services will be dealt with. Thirdly, the role of citizens in municipal planning and programming will be dealt with. Fourthly, citizens' perception on the role of the municipal council and councillors will be dealt with. Lastly, citizens' perception on the role of municipal officials will be analysed and evaluated.

5.2 CITIZEN PARTICIPATION IN MUNICIPAL MATTERS

The participation of citizens in municipal matters is important because every role-player come up with a unique skill to contribute to the development of the municipal authority. Various questions were put to the citizens in this regard.

Question

Do you have a sense of belonging and involvement in the actions of your municipality?

Answer

The majority of citizens (73.53%) answered negatively, and motivate their answers as follows:

- ❖ Municipal councillors and officials do not care and do not listen to citizens.
- ❖ Meetings take place when citizens are still at work.
- ❖ Councillors do not attend community meetings when invited.
- ❖ It is difficult to interact with councillors as prolonged appointments must be made.
- ❖ Municipal councillors and officials monopolize all opportunities.
- ❖ Citizens are not consulted on matters that affect them; and
- ❖ poor dissemination of information is the cause of discord between municipal authority and citizens.

It can be deduced from the above that citizens feel isolated, and neglected by the municipal authority.

Question

Are you aware that *the South African Constitution,* 1996 encourages you to be involved in the matters of local government?

Answer

The majority of citizens (70.59%) answered in the affirmative.

It can be deduced that the majority of citizens understand the constitutional importance of citizen participation in municipal matters, as they understand the constitutional prescripts regarding citizen participation.

Question

Do you participate in municipal elections?

Answer

The majority of citizens (67.65%) answered in the affirmative.

It can be deduced that the citizens of King Sabata Dalindyebo municipality see the importance of ensuring that the municipal council is constituted based on the will of the citizens.

Question

Are you a member of the local civic association or rate payers' association?

Answer

The majority of citizens (67.65%), answered that they are not members of the civic or rate payers' association.

Councillors and chief officials were then asked the following question

Question

Do you think the interest/pressure groups can play a meaningful role in the rendering of municipal services?

Answer

The majority of councillors (66.67%) are of the opinion that the interest groups cannot play a meaningful role in the rendering of municipal services because, interest/pressure

groups believe in exerting pressure without necessarily looking at the constraints of the municipality.

On the contrary, all the chief officials (100%) unanimously agreed that the interest/pressure groups can play a meaningful role in the rendering of municipal services and motivate their answers as follows:

❖ Interest/pressure groups can mobilize community to assist the municipal authority in developing the municipality by offering voluntary services to the municipality.

❖ Interest/pressure groups can re-enforce awareness campaigns of the municipality.

❖ Interest/pressure groups can act as advisors to the municipal authority.

❖ Interest/pressure groups can ensure fair distribution of scarce resources.

❖ Interest/pressure groups might have skills which the municipality is lacking on, and these skills can be utilised for the good of the municipality; and

❖ the interest/pressure groups can play a meaningful role in the rendering of municipal services because accountability of the municipal authority to the citizens will be achieved.

Councillors and officials were again asked the following questions.

Question

Does your municipality make it possible for interest/pressure groups to participate in municipal matters?

Answer

A minority of the councillors (33.33%) believe that the municipality does not make it possible for interest/pressure groups to participate in municipal matters, 16.67% of the councillors did not answer and 50% of the councillors believe that the municipality does make it possible for interest/pressure groups to participate in municipal matters and motivate their answers as follows:

❖ Interest/pressure groups are invited to participate in municipal matters as important role-players in municipal governance.

Chief officials held different views on the matter. A minority of the officials (40%) are of the opinion that the municipality does make it possible for interest/pressure groups to participate in municipal matters and motivate their answers as follows:

- ❖ The municipality does not implement anything without inviting comments from the public, and this includes interest/pressure groups.

Whilst on the other hand, 20% of the chief officials did not respond, 40% of the chief officials are of the opinion that the municipality does not make it possible for interest/pressure groups to participate in municipal matters and motivate their answers as follows:

- ❖ Interest/pressure groups are regarded by the municipality as agents of opposition parties that aim at discrediting the municipality.
- ❖ Invitations are not sent to interest/pressure groups to participate; and
- ❖ the municipal authority does not accommodate ideas from interest/pressure groups.

Question

What role does civic or rate payers' associations play in policy implementation in your municipality?

Answer

The majority of the councillors (66.67%) believe that civic or rate payers' associations play no role in policy implementation and motivate their answers as follows:

- ❖ There are regular meetings with citizens, therefore there is no role for civic or rate payers' associations to play in the affairs of the municipality; and
- ❖ there is no role for civic or rate payers' associations because that will be a duplication of responsibilities as citizens have their constitutional representatives who are councillors.

The majority of chief officials (60%) are of the opinion that there is a minor role for civic or rate payers' associations to play, as they are ineffective to engage the municipality on community issues.

It can be deduced that the majority of citizens do not belong to formal organised associations wherein they would be able to debate issues that affect them. This can be attributed to the fact that the majority of councillors do not see interest/pressure groups having to play a meaningful role in the affairs of the municipality. Furthermore, the rural nature of the municipality might make it difficult for citizens to organize themselves due to infrastructural problems and illiteracy challenges.

Citizens were asked the following question.

Question

Do you know of the procedures to participate in municipal affairs?

Answer

The majority of citizens (52.94%) answered negatively.

The citizens were further given the following statement to support or dispute.

Statement

A co-operative interaction should exist between councillors, chief officials and citizens in the rendering of municipal services.

Answer

The majority of citizens (58.82%) strongly agree that a co-operative interaction should exist between councillors, chief officials and citizens in the rendering of municipal services and motivate their answers as follows:

- ❖ Co-operation between role-players will make King Sabata Dalindyebo municipality to increase effective rendering of services.
- ❖ Co-operation will result in the smooth implementation of policies without protests from other role-players; and
- ❖ all role-players will contribute meaningfully to the development of the municipality.

In trying to obtain the view of councillors and chief officials, they were asked to support or dispute the following statement.

Statement

To participate citizens must know the correct procedures on how to participate.

Answer

The majority of councillors (66.67%) strongly agree and motivate their answers as follows:

- ❖ The scope of participation must be clearly spelt out to encourage citizen participation.
- ❖ If citizens know procedures of participation, there will be minimal protests against the municipality as certain protests are conducted out of lack of information; and
- ❖ if citizens know the procedures of participation, citizens will be able to take informed decisions.

All the officials (100%) strongly agree and confirm that the municipal authority must develop clear procedures of citizen participation.

Question

Do the citizens of your municipality know how to participate in municipal matters?

Answer

The majority of councillors (83.33%) are of the opinion that the citizens of King Sabata Dalindyebo municipality know how to participate in municipal matters and responded that the municipal authority is ought to liaise with all role-players to ensure the prevailing of the spirit of co-operative governance.

All the officials (100%) are of the opinion that the citizens of King Sabata Dalindyebo municipality do not know how to participate in municipal matters and they provided the following reasons to support their answer:

- ❖ Citizens are not interested in municipal affairs.

- ❖ The communication by the municipality to citizens has always been ineffective for citizens to participate in municipal matters; and

- ❖ more awareness campaigns need to be established by the municipality to enhance citizen participation on municipal matters.

Question

Does your municipal council actively encourage the involvement of individuals and groups in municipal matters?

Answer

The majority of the councillors (83.33%) stated that the municipal council actively encourages the involvement of individuals and groups in municipal matters.

On the contrary, the majority of chief officials (60%) are of the opinion that the municipal council does not actively encourage the involvement of individuals and groups in municipal matters and the following reasons have been advanced:

- ❖ There are few invitations to the citizens to participate on municipal matters; and

- ❖ different communication strategies have not been implemented by the municipal authority to ensure effective citizen participation.

Question

Is it possible to improve citizen participation in your municipality?

Answer

All the councillors who (100%) are unanimously of the opinion that it is possible to improve citizen participation in King Sabata Dalindyebo municipality by

- ❖ inviting inputs from citizens before any decision can be made; and

- ❖ having a municipal authority prioritizing with the citizens.

The majority of the officials (80%) are of the opinion that it is impossible to improve citizen participation in King Sabata Dalindyebo municipality because of the following reasons:

- ❖ The municipality is highly politicized something which makes it impossible for citizens to participate, as the majority of citizens do not have interest in municipal politics; and
- ❖ unwillingness on the part of the municipal authority to involve citizens.

It can be deduced that the mere fact that the majority of citizens do not know procedures on how to participate in municipal matters suggest that the majority of citizens do not participate in municipal matters. Although the councillors and chief officials admit to the importance of having citizens knowing the correct procedures on how to participate, it is clear that the municipal councillors and chief officials have not done enough to educate or ensure citizens know the correct procedure on how to participate in municipal matters. It can further be deduced that councillors and officials are contrasting each other on how citizen participation ought to be effected in the municipality as the councillors claim that it is possible to improve citizen participation, whilst on the other hand, chief officials dispute this by claiming that it is impossible to improve citizen participation due to the unwillingness of the municipal council to involve citizens. The role of citizens in rendering of municipal services can be analysed as follows.

5.3 ROLE OF CITIZENS IN RENDERING OF MUNICIPAL SERVICES

The role of citizens in rendering municipal services is important because as recipients of services, the citizens are able to advise the municipal authority about the needs and priorities of citizens. The citizens were given the following statement to support or dispute and were also asked the following question.

Statement

The municipal council does not involve citizens in determining which municipal services should be rendered.

Answer

The responses of citizens were divided on this matter, with no clear majority above 50%. The responses were as follows.

A minority of citizens (5.88%) strongly disagree. A minority of citizens (11.76%) disagree. A minority of citizens (17.65%) were neutral. A minority of citizens (17.65%) agree. A further minority of citizens (5.88%) did not answer. The majority of citizens (41.18%) strongly agree. It can therefore be seen that 41% of the respondents answered to the affirmative and motivate their answer as follows:

- ❖ Projects are imposed on citizens without citizens' inputs.
- ❖ Citizens do not know how to get involved in municipal matters; and
- ❖ municipal authority monopolizes municipal processes to the disregard of citizens.

Question

Are you satisfied with the services rendered by your municipal authority?

Answer

The majority of citizens (91.8%) were dissatisfied with the services rendered by the King Sabata Dalindyebo municipality and motivate their answers as follows:

- ❖ Water provision is inadequate and is stopped without prior notice.
- ❖ Refuse collection is poor.
- ❖ Infrastructure ought to be improved, especially the maintenance of roads.
- ❖ Projects are either unfinished or not finished on time.
- ❖ Unspent budget which is given back to Treasury, whereas there are pressing community needs.
- ❖ The municipality seems to be lacking in long term planning.
- ❖ Municipal plans and programmes are not openly tabled to be interrogated by the citizens.
- ❖ Poor collection of rates from the citizens; and
- ❖ political infighting amongst councillors.

Councillors and chief officials were asked the following question.

Question

In your opinion, does your municipality render services in an effective and efficient manner?

Answer

The majority of the councillors (83.33%) are of the opinion that the municipality renders services in an effective and efficient manner and motivate their answer as follows:

- ❖ With the little resources it has, the municipal authority is effectively and efficiently render services to the citizens.
- ❖ Municipal programmes are targeting community; and
- ❖ appointment of skilled personnel by the municipal authority to improve service rendering..

The majority of chief officials (60%) are of the opinion that the municipal authority does not implement council policy effectively and efficiently due to the following reasons.

- ❖ Disciplinary actions are not instituted to the transgressing officials.
- ❖ Small budget allocation compromises service delivery.
- ❖ There is a lack of monitoring and evaluation mechanisms.
- ❖ The municipality is understaffed to perform to the required level.
- ❖ The municipal officials lack capacity to implement council policy.
- ❖ The municipality is cash strapped due to the failure of citizens to pay for services; and
- ❖ insufficient communication due to infrastructural problems.

The following have been suggested by officials as a solution to the problem.

- ❖ Develop a tool to measure implementation so as to correct deviations on time.
- ❖ Divorce politics from administration; and
- ❖ research on rural backlog on its totality.

It can be deduced that the majority of citizens are not satisfied with the services rendered by the municipality. This assertion is supported by the view of the majority of chief officials. In contrast, it is deduced that the majority of councillors believe that the municipality renders services efficiently and effectively. It is clear that the way the municipal services are rendered at King Sabata Dalindyebo municipality is viewed differently by role-players.

The citizens were again asked the following question.

Question

Do you know who to contact, where to contact officials to apply for a specific service?

Answer

The majority of citizens (52.94%) answered to the affirmative.

Councillors and chief officials were then asked the following question.

Question

Do your citizens know who to contact, where to contact officials to apply for a specific service?

Answer

50% of the councillors are of the opinion that citizens know who to contact, where to contact officials to apply for a specific service through ward councillors. The majority of the chief officials (80%) are of the view that citizens know who to contact, where to contact officials to apply for a specific service through ward councillors and community development workers.

It can be deduced that the citizens, councillors and chief officials agree that citizens are aware of who to contact and where to contact officials to apply for specific services. It can further be deduced that the municipal authority has educated citizens about how to access municipal services. The role of citizens in municipal planning and programming can then be discussed as follows.

5.4 ROLE OF CITIZENS IN MUNICIPAL PLANNING AND PROGRAMMING

Planning and programming is important in the rendering of municipal services because this is the stage when the policy is transformed into fruition. The citizens were asked the following questions and were also given a statement to support or dispute regarding the planning and programming of municipal services.

Question

Does the municipal council involve citizens in the planning of municipal programmes?

Answer

The majority of citizens (61.76%) believe that the municipal council does not involve citizens in the planning of municipal programmes and given the following reasons:

- ❖ Citizens are dictated to endorse what is already been decided by the municipal council.
- ❖ Citizens are seriously been involved in the planning of municipal programmes when elections are about to be conducted.
- ❖ Councillors do not visit citizens to discuss municipal planning; and
- ❖ citizens are just informed about what the municipal councillors intend to do for them.

Question

Is there any advisory role that citizens play in the planning of municipal programmes?

Answer

The majority of citizens (70.59%) are of the opinion that citizens do not play any advisory role in the planning of municipal programmes and advance the following reasons to support the opinion:

- ❖ There is no forum for interaction between the municipal authority and citizens for one to be able to advise.
- ❖ The municipality disregards advices which it does not agree with, without engaging the citizen concerned.
- ❖ When a citizen engages the municipality on matters of municipal service, such person is regarded as an enemy hence citizens are not interested to be involved in municipal matters; and
- ❖ the municipality does not create a conducive environment for citizens to be involved in municipal matters.

The citizens were again given the following statement to support or dispute.

Statement

The rendering of municipal services must be properly planned and programmed.

Answer

The majority of citizens (61.76%), strongly agree with the statement and provide the following motivation:

- ❖ Planning is essential because it provides direction and state clearly where the municipal authority is heading and what it wants to achieve.
- ❖ Planning allows role-players to be able to monitor deviations in time and apply corrective measures.
- ❖ Proper planning can ensure the attainment of corporate governance.
- ❖ Proper planning and programming can lead to efficient and effective service rendering; and
- ❖ proper planning and programming can help the municipality to be able to prioritize all resources.

In order to get facts, councilors and chief officials were asked the following question and were also given a statement to support or dispute.

Question

What role do the citizens play in municipal planning and programming?

Answer

A minority of councilor (16.675) believe that citizens play a decisive role. 33.33% of the councillors are of the opinion that citizens play no role. The councillors (50%) are of the opinion that the citizens play a substantive role in municipal planning and programming. The councilors provided the following as the role being played by citizens in municipal planning and programming.

- ❖ Giving inputs to councillors; and
- ❖ participate on debates on municipal matters through meetings and community radio.

The majority of chief officials (60%) believe that citizens have a substantive role to play in municipal planning and programming and have provided the following reasons to motivate their answer.

❖ Citizens are invited to attend in council meetings.

❖ Citizens are free to make inputs in the formulation of municipal programmes; and

❖ the Integrated Development Programme is people centered because of the participation of citizens in its formulation.

Statement

The municipal authority does not involve citizens in planning and programming of services.

Answer

The majority of councillors (83.33%) strongly disagree with the statement as councillors are of the view that the municipal authority does involve citizens in planning and programming of services because, there are scheduled meetings that are held with the citizens.

On the other hand, the majority of chief officials (60%) also strongly disagree with the statement, as chief officials are of the view that the municipal authority does involve citizens in planning and programming of services.

It can be deduced that the citizens, councillors and chief officials agree on the importance of involving citizens in planning and programming of services.

Question

Do you think that the municipal planning and programming to render services should be improved?

Answer

The majority of citizens (88.24%) are of the opinion that the municipal planning and programming to render services should be improved, and when asked what should be done to improve service rendering, the citizens provided the following comments:

❖ Planning, accountability and transparency should be improved.

- ❖ Monitoring and evaluation should be increased to detect deviations on time and apply corrective measures.
- ❖ Effective mechanisms for financial collection should be introduced.
- ❖ The area of councillor's responsibility is often too wide to satisfy all the needs and expectations of citizens and should be reduced.
- ❖ Appoint better skilled and trained personnel.
- ❖ In-service training, for example, workshops for municipal councillors and officials should be provided continuously.
- ❖ Citizens should be involved more in municipal matters, for example in policy making and planning.
- ❖ Ward councillors should become more involved, interact and listen more to citizens.
- ❖ Tender procedures should be carried out correctly and tenders should be awarded to competent contractors; and
- ❖ poverty reduction should be an important objective of municipal councillors and chief officials.

The councillors and chief officials were then given statements to support or dispute, to verify information given by the citizens.

Statement

The implementation of policy by the municipal authority is inadequate in satisfying citizens' needs and expectations.

Answer

A minority of councillor (16.67%) strongly agree. A minority of councillor (16.67%) was neutral. A minority of the councillor (16.67%) disagree. The majority of councillors (50%) strongly disagree that implementation of policy by the municipal authority is inadequate in satisfying citizens' needs and expectations because, there are always insufficient funds to address municipal backlogs.

The majority of chief officials (100%) answered to the affirmative, and motivate their answers as follows:

- ❖ The municipal authority is failing to review policies to suit the ever changing environment.
- ❖ Insufficient allocation of budget makes it impossible for the municipality to satisfy citizens' needs and expectations; and
- ❖ the priorities as determined by the municipal council are not always to the satisfaction of the citizens.

An analysis of the above information shows that the councilors and officials are not agreeing on the nature of citizen participation in planning and programming of municipal services. It can further be deduced that although the municipality is unable to satisfy community needs and expectations, the reasons for such a failure emanates from the kind of a municipality which cannot sustain itself economically, rather than being caused by a human related problem. The citizens' perception on role of municipal council and councilors can be then be analysed as follows.

5.5 CITIZENS' PERCEPTION ON ROLE OF MUNICIPAL COUNCIL AND COUNCILLORS

The election of a municipal council ensures that governance is brought closer to the citizens. The effective functioning of a municipal council depends on the effectiveness and efficiency of its councilors as policy makers of the institution who have an oversight role over the affairs of the municipality. The citizens were asked the following questions and were also given statement to support or dispute regarding perception on role of municipal council and councilors.

Question

Do you attend municipal council meetings?

Answer

The majority of citizens (58.82%) answered that they do not attend council meetings.

It can be deduced that the decisions taken by the municipal council might not necessarily reflect the wishes of the citizens, as citizens do not attend municipal council meetings. This is therefore a management risk as citizens might not support decisions taken at municipal council meetings, on grounds that the decisions excluded the majority of citizens.

Question

Do you show any interest in the activities of your municipal councillor?

Answer

The majority of citizens (70.59%), answered in the affirmative.

It can be deduced that citizens are willing to work with and support the municipal councillor.

Question

Do you think that your municipal council is promoting the needs and expectations of citizens?

Answer

A minority of citizens (35.29%) answered yes to the question. A further minority of citizens (14.71%) did not answer. The majority of citizens (50%) answered no to the question. Therefore, the majority of citizens is of the opinion that the municipal council is not promoting the needs and expectations of citizens and motivate their answers as follows:

❖ It seems that councillors are often more interested in political party meetings than municipal meetings where community issues irrespective of political affiliation, would be addressed.

❖ Councillors call meetings to inform citizens of what the municipal council intends to do, without necessarily asking the views of the citizens; and

❖ citizens are given feedback by councillors on something they were not initially been part of.

Statement

The municipal councillors/chief officials should endeavor to educate citizens in municipal matters.

Answer

The majority of citizens (70.59%) are of the opinion that the municipal authority should endeavor to educate citizens in municipal matters and supported their view as follows:

- ❖ Community development workers can be used for educating citizens.
- ❖ Ward committee members can be used to educate citizens; and
- ❖ in educating citizens, the municipal authority will achieve long term results as co-operation with the citizens will be achieved.

In trying to balance the opinions of participants, councillors and chief officials were asked the following question and given a statement to support or dispute in this regard.

Question

Do you think that municipal councillors and chief officials have an important task to educate citizens in municipal matters?

Answer

All of the councillors (100%) answered to the affirmative by giving the following reasons.

- ❖ Inform and educate citizens on policy changes; and
- ❖ market municipal services to get co-operation from the citizens.

On the other hand, the majority of chief officials (80%) also answered to the affirmative by giving the following reasons.

- ❖ Education of citizens can improve good working relations and co-operation between the municipal authority and its citizens.
- ❖ Existing structures like the Community Development Workers and ward committees could be utilized to educate citizens on municipal matters; and
- ❖ education of citizens can lead to effective payment of services.

Statement

To participate, citizens need to obtain information about how municipal authorities operate and how decisions are taken.

Answer

The majority of councillors (66.67%) answered in the affirmative by suggesting that citizens need to be informed to participate actively in the municipal matters.

The majority of chief officials (60%) also answered in the affirmative by giving the following reasons.

- ❖ Participatory democracy will be enhanced as citizens will be informed of municipal activities and contribute as such; and
- ❖ understanding how a municipal authority works will build understanding and trust between the municipal authority and the citizens.

It can be deduced that the municipal council is not satisfying the needs and expectations of the citizens completely and that the education of citizens should improve. It can further be deduced that municipal councillors and chief officials understand the importance of promoting the needs and expectations of the citizens.

The citizens were further asked the following question.

Question

How does a municipal councillor liaises with citizens in the rendering of municipal services?

Answer

The majority of citizens (70.59%) are of the opinion that the municipal councillor liaises with the community through the use of ward committees and meetings.

The councillors and officials were asked the following question and given a statement to support or dispute.

Question

How do you liaise with the citizens regarding the rendering of municipal services?

Answer

In answering the question, the majority of councillors (66.67%) provided the following ways of liaising with the citizens regarding the rendering of municipal services.

- ❖ Holding of meetings with the citizens such as ward committee meetings;
- ❖ Community outreach; and
- ❖ holding of izimbizos with the citizens to discuss municipal performance.

The majority of chief officials (60%) seem to agree with the councillors in relation to liaising with the citizens regarding the rendering of municipal services. The following have been provided by the municipal officials as means of liaising with the citizens.

- ❖ Media statements and announcements.
- ❖ Izimbizos.
- ❖ Ward committee meetings.
- ❖ Community outreach; and
- ❖ workshops.

Statement

To participate in municipal matters and decision making, citizens need to be willing to learn how to negotiate and interact with municipal councillors and officials.

Answer

A minority of councillor (16.67%) strongly disagree. A further minority of councillors (33.33%) were neutral and 50% of the councillors agree. The councillors agree that the interaction between citizens, councillors and chief officials is important.

The majority of the chief officials (60%) also agree that the interaction between citizens, councillors and chief officials is important because of the following reasons.

❖ Protests by citizens will be minimized.

❖ Service delivery will be improved as all role-players will come with their skills to improve services; and

❖ there will be effective citizen participation as citizens will be engaged through workshops and meetings.

It can be deduced that there are mechanisms in place in the King Sabata Dalindyebo municipality for the municipal councillor to be able to communicate with citizens in the rendering of services as concurred by citizens, councillors and officials when responding to the question.

5.6 CITIZENS' PERCEPTION ON ROLE OF MUNICIPAL OFFICIALS

The citizens' perception on the role of municipal officials in performing their functions is important because the municipal officials are the implementers of policy, with the citizens being the recipients of policy implementation. Therefore, the citizens' perception on the role of municipal officials is crucial in the rendering of services by the municipal officials, as such perception might contribute to the improvement of services by officials. The citizens were asked the following questions regarding their perception on role of municipal officials.

Question

In your opinion, are the municipal officials implementing council policy effectively to satisfy community needs and expectations?

Answer

The majority of citizens (70.59%) are of the opinion that the officials are not implementing council policy effectively to satisfy community needs and expectations, and motivated their answers as follows:

❖ Officials seem to be more concerned about party politics than implementing council policy.

❖ The officials often fail to implement council policy effectively because there is always under spending of funds; and

❖ the officials often lack skills to implement policy to the satisfaction of citizens.

When asked to provide suggestions to these problems, the following were provided as answers.

❖ Policy implementation should always be citizen driven.

❖ Communication enhancement between citizens and the municipal authority is a necessity.

❖ Allocated budget should be utilized to the full.

❖ Officials should not be actively involved in politics as this may compromise their objectivity when implementing council policy.

❖ Utilize private contractors to capacitate municipal officials to be able to implement council policy; and

❖ accountability must be enforced at all levels of municipal authority.

Question

Are municipal services rendered in a friendly co-operative manner by officials and councillors?

Answer

The majority of citizens (67.65%) are of the opinion that services are not rendered in a friendly co-operative manner by the councillors and officials, and motivate their answers as follows:

❖ The attitude of councillors and officials is often negative.

❖ When asking for service, the official creates the impression to be bored.

❖ The councillor or municipal official often creates the impression to be angry, something which shows unfriendliness; and

❖ there is no implementation of *Batho Pele* principles in King Sabata Dalindyebo municipality.

In order to achieve objectivity, councillors and chief officials were given the following statement to support or dispute.

Statement

Municipal officials are performing the executive functions to the satisfaction of citizens.

Answer

The majority of councillors (83.33%) are of the opinion that municipal officials are performing the executive functions to the satisfaction of citizens.

On the other hand, the chief officials (60%) are of the opinion that the municipal officials do not perform executive functions to the satisfaction of citizens due to the following reasons.

- ❖ Implementation is hampered by politicians who want to be involved in the day to day administration of the municipality.
- ❖ Inability to complete projects on time; and
- ❖ the delivery of services is not fast tracked enough to respond to community needs.

It can be deduced that the municipal officials believe that their ability to perform effectively and efficiently is hampered by activities beyond their control.

The citizens were further given the following statement to support or dispute in relation to communication.

Statement

The communication between municipal councillors/officials and citizens always take place in an effective and co-operative manner.

Answer

The responses of citizens were divided on this matter, with no clear majority above 50%. The responses were as follows:

A minority of citizens (16.76%) strongly agree. A minority of citizens (8.82%) did not answer. A minority of citizens (8.82%) agree. A minority of citizens (23.53%) were neutral. A minority of citizens (20.59%) disagree and 26.47% of the citizens strongly

disagree. Therefore the majority of citizens are of the opinion that the communication between municipal councillors/officials and citizens does not always take place in an effective and co-operative manner, and motivate their answers as follows.

- ❖ The municipality does not have a proper way of communicating with citizens.
- ❖ There is no communication between the municipal councillors/officials and citizens; and
- ❖ communication with citizens is normally done to give feed back rather than planning with citizens.

5.7   CONCLUSION

The chapter presented and analysed the data that was collected with the aid of questionnaires from the respondents. The purpose was to establish the role that citizens can play in municipal matters. The objectives of the chapter were to test empirically the theoretical framework given in chapters two and three. Various questions and statements were given to citizens, councillors and chief officials in this regard to dispute or support. Citizens can be involved in the municipal affairs as individuals or as a group through the formation or membership of non-governmental associations. Membership of the non-governmental association is advantageous to the citizens because the citizens are able to approach the municipal authority as a united front. It has been found in the study that the majority of citizens in King Sabata Dalindyebo municipality are not members of civic or rate payers' association, something which leads into the participation of citizens limited and ineffective.

When citizens are involved or participate in the affairs of the municipality, the citizens need to know the procedures to participate in municipal affairs. It is important that the municipal authority includes an educational programme in its programmes to educate citizens on how to participate in municipal matters. This should be the joint venture of councillors and officials to prevent contradictions between them in relation to citizen participation and to ensure synergy.

It is possible that citizens will get dissatisfied with the services rendered by the municipal authority if citizens do not know the procedures on how to participate in municipal matters, as participation would make citizens to be aware of the constraints faced by the municipal authority in relation to the delivery of municipal services. This would help to ensure that citizens do not partake in protests against the municipal authority on issues that they would not have protested against, had they got information.

The importance of involving citizens in municipal matters should not be just an understanding, but must be seen to be practiced by the municipal authority. Even if citizens are aware of who to contact and where to contact officials for a specific service, an attempt should be made by the municipal authority to ensure that citizens access services due to them. As a form of ensuring effective citizen participation, citizens should be given an advisory role to advise the municipal authority on issues related to delivery of municipal services.

From the data collected, the following information was established. Firstly, it was found that citizens feel isolated and neglected by the municipal authority. Secondly, it was found that the majority of citizens understand the *Constitution*, 1996 in relation to the participation of citizens in municipal matters. Thirdly, it was proved that the majority of citizens do not belong to formal organized associations. Fourthly, it was proved that the majority of citizens do not know the procedures to participate in municipal matters. Fifthly, it was observed that the majority of citizens are not satisfied with the rendering of services by the municipal authority. Sixthly, it was found that the majority of citizens do not attend municipal council meetings. Seventhly, it was found that the majority of citizens are willing to work with the councillor. Lastly, it has been proven in the study that the municipal authority is unable to implement council policy efficiently and effectively due to reasons which cause the municipal authority to be unable to render services in a sustainable manner. The chapter has been able to prove the hypothesis of the study that the participation of citizens in policy implementation in King Sabata Dalindyebo municipality is ineffective.

CHAPTER 6: CONCLUSION

6.1   INTRODUCTION

The municipal authorities in the past have been characterized by the non involvement of citizens in the municipal matters. Since the dawn of democracy, citizens are expected to participate in municipal matters. The previous chapter focused on the analysis and interpretation of data. The purpose of this chapter is to make a conclusion, based on the deductions made in the previous chapters. Objective of this chapter is to ensure that a summary is given about the contents of the study. The chapter will begin by discussing the findings of the study. This will be followed by the recommendations to be made in relation to the enhancement of citizen participation in policy implementation in King Sabata Dalindyebo municipality. The findings of the study can be discussed as follows.

6.2   FINDINGS OF THE STUDY

An interaction between the councillors, citizens and municipal officials was studied as a way of researching the participation of citizens in policy implementation. The period which was studied was from April 1994 to December 2007.This period was chosen because it is the period wherein the participation of citizens in policy implementation was legislated, as a way of responding to democratic dispensation.

Chapter one provides background to the study, problem statement, hypothesis of the study, objectives of the study, necessity of the study, study plan and the definition of terms.

Chapter two is a literature review on the nature and place of policy implementation within the policy process. The purpose was to provide a theoretical framework for the empirical testing of the role of the citizens in municipal policy implementation in the King Sabata Dalindyebo municipality. It was explained that the

❖ policy process is one of six main administrative processes;

- ❖ policy making, as a process in its own, consists of policy initiation, formulation, and policy analysis and evaluation;
- ❖ policy implementation consists of the executive functions, planning and programming;
- ❖ executive functions are described as the functional activities, administrative functions, and the auxilliary functions;
- ❖ planning and programming ought to be performed in addition to the executive functions, to ensure effective work performance and service rendering; and finally
- ❖ policy analysis and evaluation are important steps in the policy process, to ensure that service rendering and its policy are continuously adapted to a changing environment.

It is clear from the above that the citizens ought to play an important role in policy implementation and that the citizens are not only the recipients of municipal services. In chapter three a conceptual and legislative framework for municipal citizen participation was provided to clearly determine the rights and obligations of citizens in municipal policy implementation. It was found that

- ❖ legislation, with the *Constitution*, 1996 as supreme law does provide for citizen participation; and
- ❖ citizens are part of the constitutional, legal and democratic framework in South Africa.

In chapter four, the research methodology and research design was dealt with. The purpose of chapter four was to describe and explain the manner in which the research was to be conducted and how data would be collected. The study consists of two main components, namely a theoretical component which was described and explained in chapters two and three, as explained above, and a practical testing component to obtain data empirically. Chapter four provides the scope of the study, introduce the reader to King Sabata Dalindyebo municipality which falls under the OR Tambo District municipality; explain the research design and strategy; target population and sampling arrangements.

It is important that a research method followed in the study be explained. This study followed the quantitative techniques and the qualitative techniques. The research design of the study used is a case study approach wherein questionnaires were used as an instrument for collecting data. It has been found in the study that

❖ 68% (34 out of 50) of citizens, 60% (6 out of 10) of the councilors and 50 % (5 out of 10) of the chief officials responded to questionnaires;

❖ the majority of citizens responded to the study are between 31 to 40 years of age and 41 – 50 years of age, the majority of councilors responded are between 41 – 50 years of age, whilst the majority of chief officials responded are between 51 – 60 years of age;

❖ the years of service of the majority of councilors is between 5 to 10 years, whilst the years of service for the majority of chief officials is between 11 to 15 years;

❖ the home language of the majority of citizens is Xhosa, the home language of all the responded councilors is Xhosa, and the home language of the majority of chief officials is also Xhosa;

❖ the majority of citizens are females, the majority of councilors are males and the majority of chief officials are also males; and

❖ the majority of citizens have a university or technikon education, the majority of councilors have a university or technikon education and all the officials have a university or technikon education.

Chapter five deals with the analysis and interpretation of the research data collected. The purpose was to determine whether or not the stated problem, hypothesis and objectives relating to rural citizen participation in municipal matters are a reality. The chapter was divided into the following sections for purposes of councilor and contextualizing the questionnaires, namely

❖ citizen participation in municipal matters;

❖ role of citizens in rendering of municipal services;

❖ role of citizens in municipal planning and programming;

❖ citizens' perception on role of municipal council and councilors; and

❖ citizens' perception on role of municipal officials.

When analysing the questionnaires on citizen participation in municipal matters, it was found that the

- ❖ majority of citizens do not have a sense of belonging and involvement in the actions of King Sabata Dalindyebo municipality;
- ❖ majority of citizens are aware that the *Constitution, 1996* encourages citizens to be involved in the matters of local government;
- ❖ majority of citizens participate in municipal elections;
- ❖ majority of citizens do not attend council meetings;
- ❖ majority of citizens show interest in the activities of a municipal councillor;
- ❖ majority of citizens are not members of a local civic or rate payers' association;
- ❖ majority of councillors believe that interest/pressure groups cannot play a meaningful role in the rendering of municipal services;
- ❖ majority of chief officials are of the opinion that interest/pressure groups can play a meaningful role in the rendering of municipal services; and
- ❖ majority of citizens do not know the procedures to participate in municipal affairs, whilst the majority of councillors believe that citizens know the procedures on how to participate in municipal matters.

When analysing the questionnaires on role of citizens in rendering of municipal services, it was found that the

- ❖ majority of citizens are dissatisfied with the services rendered by King Sabata Dalindyebo municipality, the majority of officials believe that the municipality does not render services in an effective and efficient manner, whilst the majority of the councillors believe that the municipality renders services in an effective and efficient manner;
- ❖ majority of citizens, the majority of councillors and the majority of chief officials strongly agree that the rendering of municipal services must be properly planned and programmed; and
- ❖ majority of citizens know who to contact and where to contact officials for a specific service, the majority of councillors believe that citizens know who to

contact and where to contact officials for a specific service and the majority of officials believe that citizens know who to contact and where to contact officials for a specific service.

When analysing questionnaires on the role of citizens in municipal planning and programming, it was found that the

- ❖ majority of citizens are not involved in the planning of municipal programmes, the majority of chief officials believe that the municipal authority does not involve citizens in municipal planning and programming, whilst the councillors believe that the municipal authority does involve citizens in municipal planning and programming;
- ❖ majority of citizens do not play any advisory role in the planning of municipal programmes, whilst the majority of councillors and the majority of chief officials believe that citizens play an advisory role in the planning of municipal programmes;
- ❖ majority of citizens are not satisfied with the planning of municipal services in King Sabata Dalindyebo municipality; and
- ❖ majority of citizens believe that the municipal planning and programming should be improved.

When analysing questionnaires on citizens' perception on role of municipal council and councillors, it was found that the

- ❖ majority of citizens believe that the municipal council is not promoting the needs and expectations of citizens;
- ❖ majority of citizens believe that the municipal councillors and officials should endeavor to educate citizens in municipal matters, whilst the majority of councillors and officials believe that the councillors and officials have an important task to educate citizens in municipal matters; and
- ❖ there are mechanisms for communication between the municipal authority and citizens in King Sabata Dalindyebo municipality, but these mechanisms are not used effectively.

When analysing questionnaires on the citizens' perception on role of municipal officials, it was found that the majority of citizens believe that the officials are not implementing council policy effectively to satisfy community needs and expectations, the officials believe that the officials do not perform executive functions to the satisfaction of citizens, whilst the councillors unanimously agreed that the officials are performing the executive functions to the satisfaction of citizens.

6.3   CONCLUDING REMARKS

In this study, it has been found that the stated problem of limited rural citizen participation in policy implementation in King Sabata Dalindyebo municipality and the hypothesis is real and true and that

- ❖ citizen participation in policy implementation is inadequate and ineffective in the King Sabata Dalindyebo municipality;
- ❖ ineffective interaction exist in the interaction between role-players in policy implementation in the King Sabata Dalindyebo municipality; and
- ❖ there is a need to train and educate municipal citizens in their rights and obligations as important role-players in municipal matters. Based on these concluding remarks, the recommendations can be presented as follows.

6.4   RECOMMENDATIONS

Recommendations to improve citizen participation in policy implementation in King Sabata Dalindyebo municipality are presented as follows.

- ❖ There should be a marketing strategy developed by the municipal authority which could assist in the enhancement of citizen participation in policy implementation.
- ❖ There should be a concerted effort by the municipal authority to use the existing mechanisms of communication with citizens effectively.

❖ There should be constant monitoring of expenditure trends to prevent under/over spending; where there is transgression, appropriate measures should be taken against the transgressors.

❖ The municipal authority should establish partnership with the local community radio station to publicise municipal programmes and events.

❖ The municipal authority should facilitate the formation of interest/pressure groups, local civic or rate payers' associations as good working relations with these groups can lead to the municipal authority councilor them to persuade citizens to pay for municipal services.

❖ Areas of skills development where municipal officials are challenged need to be identified and acted upon; to prevent a situation where the municipal authority sends an official to training even if that training would not add value in the area of performance; and

❖ the role of councilors as a link between citizens and officials should be enhanced to ensure effective co-operative governance.

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