COMMUNITY PARTICIPATION IN THE DECISION-MAKING PROCESS IN MNQUMA LOCAL MUNICIPALITY

by

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Submitted in partial fulfilment of the requirements for the degree of

Masters in Public Administration in the Faculty of Arts

at

Nelson Mandela Metropolitan University

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December 2012
DECLARATION

I, Mbane Masibulele student number 209057539, hereby declare that the treatise for Master in Public Administration to be awarded is my own work and that it has not previously been submitted for assessment or completion of any postgraduate qualification to another University or for another qualification.

Signature

Mbane Masibulele
ACKNOWLEDGEMENTS

I acknowledge My Lord, Jesus Christ, who has given me the strength to complete this project.

My sincere gratitude and appreciation to my research Supervisor, Ms P.N. Mfene for her support, guidance and encouragement throughout the research process. It was a great pleasure working with her.

Dr J. Pietersen a statistical Consultant at Nelson Mandela Metropolitan University, Dr Mkhiize language practitioner at University of Fort Hare, classmates and friends Mr. S. Koninga and Mr. Badi for allowing me to use resources of Walter Sisulu University (WSU) library Butterworth Campus. They have been always interested, helpful and supportive at all times throughout the research, I thank you.

I thank my parents MziwethuMbane and NokweziMbane for their encouragement to finish the research report and understanding when I was not available in many family occasions, whilst I was busy with the research. My achievements are through their motivations that there are no short cuts to achievements and lastly but not list my sister Nangamso Mbane for her tireless efforts whenever I need her support. I value their love and support enormously.

I thank my son, Mbasambane, for his understanding when I could not be there for you.

My sincere thanks and appreciation are also extended to all my family, friends and Relatives for being supportive and encouraging me throughout the course of the research. I wish you all success, prosperity and many more years to come.
DEDICATION

This research report is dedicated to my parents who have always believed in me and encouraged me to be strong and my late brother Mbane Asanda rest in peace Gubevu I will always cherish your contribution in my life and you will forever remembered.
The study investigates community participation in the decision-making processes in Mnquma Local Municipality. The issue of community participation in decision making is receiving attention in South Africa, from both government and civil society sectors. Governments in many parts of the world have begun to take a fresh look at the need for public participation in decision-making processes. The main problem to be addressed in this study is the extent to which the community can be involved in decision making processes in Mnquma Local Municipality.

To address the research problem and to achieve the aims of this study, an in depth review of the literature on decision making was done. The empirical search was done by distributing self-administered questionnaires to the participants in Mnquma Local Municipality. The research findings revealed that in Mnquma Local Municipality community participation in decision-making is not effective. Consequently, the delivery of services in this municipality is poor. Another factor that inhibits community participation in the decision making processes in the municipality is that most of the municipal documents are written in English a language in which the majority of the members of the community are not competent in because they are Xhosa speaking people.

Recommendations for improved satisfaction in service delivery, communication, consultation, regular meetings, and language were made with regard to community participation in decision making. If these recommendations are implemented, they will assist Mnquma Local Municipality in the area of decision making.
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LIST OF ABBREVIATIONS

ADM: Amathole District Municipality
ANC: African National Congress
IDP: Integrated Development Planning
CDW’s: Community Development Workers
CBPP: Community Based Planning Programme
CDF: Centane Development Forum
CBO: Community Based Organisations
DPLG: Department of Provincial and Local Government
LED: Local Economic Development
MEC: Member of Executive Council
MFMA: Municipal Finance Management Act
MLM: Mnquma Local Municipality
NGO: Non-Governmental Organisation
NMMU: Nelson Mandela Metropolitan University
PMS: Performance Management System
RDP: Reconstruction and Development Programme
RSA: Republic of South Africa
CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

In this chapter the researcher presents general introduction to his or her research which focuses Community participation in the decision-making process in Mquma Local Municipality. This chapter will look at the background and rationale of the study, method of research, research design, population and sampling and data collection instruments.

1.2 BACKGROUND AND RATIONALE FOR THE STUDY

Mquma Local municipality is a category B municipality, established in terms of Provincial Proclamation 80 on 27 September 2000. Mquma Local Municipality (MLM) is located in the South Eastern part of the Eastern Cape Province in the jurisdiction of the Amathole District Municipality (ADM). It is an amalgamation of the former municipalities of Butterworth, Ngqamakhwe and Centane and their surrounding rural areas. It is approximately 32995240 square kilometers and consists of 31 wards. This municipality has a total population of approximately 287770 people, 99% of which are Xhosa speaking Africans. The remaining 1% of the population includes English, Afrikaans, Zulu, and Sesotho speaking people. The municipality comprises of 54% female and 46% male of the total population and consists of approximately 67565 households. A study of age distribution revealed that the bulk of the population, approximately 53%, is children (0-19 years). About 6.3% falls within the pension group (over 56 years), whilst 38.5% is economically active (20-64 years). This indicates that there is a high dependency ratio, as 59% of the population depends only on 41% workforce in the municipality. There is therefore a desperate need for the municipality to develop youth development programmes (Integrated Development Plan 2007-2012:11).
Prior to the 2001 local government elections, the rural areas or magisterial districts were administered differently from the urban areas. The rural areas were administered through the transitional representative councils.

Apartheid planning left the South African local government with cities and towns that have racially divided business and residential areas. Consequently, there are discrepancies in the level of the availability of services between urban and rural communities. Also, rural areas were left underdeveloped and largely under serviced. Mnquma Local Municipality was also affected by this state of affairs.

The concept of Integrated Development Plan was first introduced into municipal law when the Local Government Transition Act, 1993 (Act 203 of 1993) was amended by the Local Government Transition Amendment Act, 1996 (Act 97 of 1996), which required metropolitan councils to have an Integrated Development Plan (IDP) which permitted district councils to formulate and implement an Integrated Development Planning for a local council. In terms of section 10(3) of Local Government Transition Amendment Act, 1996 (Act 97 of 1996), a metropolitan council shall, taking into account the development needs and priorities as determined by metropolitan local councils: (a) formulate and implement a metropolitan Integrated Development Plan incorporating metropolitan land use planning, transport planning, infrastructure planning and the promotion of integrated economic development; and (b) co-ordinate and monitor local Integrated Development Plans.

A municipality is required to develop a culture of municipal governance that provides a formal representative government with a system of participatory governance, and must, for this purpose, encourage and create conditions for the local community to participate in the affairs of the municipality, including the preparation, implementation and review of its Integrated Development Plan (IDP), the establishment, implementation and review of its performance management system; the monitoring and review of its performance, including the outcomes and impact of such performance; the preparation of its budget;
and strategic decisions relating to the provision of municipal services (Craythorne, 2006:313-314).

Chapter four of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) mandates the municipality to develop a culture of community participation through the establishment of mechanisms processes and procedures for community participation. This is further emphasised in the Local Government Municipal Finance Management Act, 2003 (Act 56 of 2003) which requires that the development of the municipality be informed by community participation. The Mnquma Local Municipality has always been committed to bring the services closer to its citizens and communities at a principled level. Its commitment goes beyond legislative requirements to make public participation an integral part of the planning, budgeting and service delivery processes, ensuring sensitivity and responsiveness to community needs (Integrated Development Plan 2007-2012:75).

Section 4(1) of the Promotion of Administrative Justice Act (Act 3 of 2000) allows for citizens to ask for reasons for any decision taken by government which affects them. The Act ensures that citizens have a right to administrative decisions that are lawful, reasonable and procedurally fair. Where citizens are dissatisfied with the reasons given, the Act allows people to appeal against the decision or ask for a review of the administrative action by a court or, where appropriate, an independent and impartial tribunal (Public Service Induction Course Manual, 2010:51).

According to Nyalunga (2006:15) the key agent of participation is an active civil society. Public participation should be seen as an ongoing process rather than an event. It is a process that neither happens naturally nor overnight; it requires strategic and pragmatic interventions and efforts. The involvement of the civil society is perceived as essential for democratic consolidation. Nyalunga (2006:15) argues that participation by civil society remains an important check on government, which helps ensure that it accounts to citizens. Post 1994 legislative frameworks provided a space for the proliferation of community based organisations and created a platform for public participation in local
governance through legitimate bodies that exist in the communities such as political parties, cultural groups, civic forums, business, youth organisation, women's organisations and non-governmental organisations.

Community decision making has some basic beliefs and values:

- Every community has strengths, every community has problems and concerns

- The people within each community have the ability to solve their own problems and achieve their own goals

- The community must involve and have participation by all those affected at each stage of the process

Communities need to identify their own needs, set priorities, plan for the future and take responsibility for their own future (Ross, 1995:2).

The Municipal Systems Act, 2000 (Act 32 of 2000) is quite specific on the need for community participation. The words ‘community participation’ derive from section 152(1)(e) of the Constitution of the Republic of South Africa, 1996, which requires municipalities to encourage the involvement of communities and community organisations in the matters of local government. The provisions on community participation in the Municipal Systems Act, 2000 (Act 32 of 2000) therefore have a constitutional base; hence the municipalities are obligated to encourage community participation in their affairs. One of the most important areas where public participation is vital is in decision making. According to Knight (2007:354) public participation in local authority decision making has undergone somewhat of a renaissance, with the 2002 reform of local government legislation placing greater emphasis on grass-roots decision-making. There now seems to be greater understanding of the importance of community views to the decisions made by local authorities. According to Knight (2007:354), the Local Government Act 2002 introduced a new decision-making framework for all decisions made by local authorities. The regime is notable for its attempt to largely codify existing common law decision-making principles and the adoption of a monolithic long-term planning document: from traditional submission
processes, to mechanisms such as public referenda, focus groups, and the like. This change of culture brings with it greater frustration from the community when it feels shut out of decisions. A failure to consult may also present a new and more direct mechanism to attack a decision of the local authority.

Local government policy makers recommended numerous initiatives that could be undertaken to strengthen community-based involvement in municipality decision making (Donk, Swilling, Pieterse and Parnell, 2008:532). According to the Human Sciences Research Council (2005:10-17) public participation in the decision-making processes should be understood within the context of democratic theory and the overall analysis of democracy. In order to ensure that the needs and aspirations of the people are taken into consideration in the decision-making and implementation processes, there should be constant interaction between political office bearers and citizens. Therefore, a situation that encourages and/or allows participation in general elections only is not entirely democratic, even though the results of a general election may clearly specify who should govern, they do not adequately address the question of how the government should govern.

In fact public participation in decision-making is an imperative for a democratic government (Gildenhuys, Fox and Wissink, 1991:124). Therefore, in any democratic country, public participation in the decision-making and implementation process is essential.

1.3 STATEMENT OF THE PROBLEM

Section 152(1) of the Constitution of the Republic of South Africa, 1996, provides for the objects of local government which are to provide democratic and accountable government for local communities; and to encourage the involvement of communities and community organisations in the matters of local government. According to Section 16(1) of Local Government Municipal Systems Act, 2000 (Act 32 of 2000) a municipality must develop a culture of municipal governance that complements formal
representative government with a system of participatory governance, and must for this purpose encourage, and create conditions for, the local community to participate in the affairs of the municipality.

Local government is regarded as the level of government closest to the people, therefore municipalities should ensure that citizens give input to the decisions that local councils make. Therefore, municipalities should involve the community when taking decisions on aspects of common concern like education, housing, health, relocation of communities, Local Economic Development (LED), water service and safety and security to improve their delivery of services. The Mnquma Local Municipality is not an exception in this regard. To ensure that the community in the Mnquma Local Municipality also benefit from the municipality, they should be involved in the decision making process. Therefore, the main problem to be addressed in this study is the extent to which the community can be involved in decision making processes in Mnquma Local Municipality.

1.4 HYPOTHESIS

The participation of community in the decision making processes within the municipality promotes trust and co-operation between members of the public and municipal officials.

1.5 RESEARCH QUESTIONS

The key questions to be addressed in this research are:

- To what extent does the Mnquma Local Municipality involve the community to participate in its decision making processes?

- Which mechanisms are in place to enhance the participation of the community in municipal decision making processes?
What are the benefits of involving the community in municipal decision making processes?

1.6 OBJECTIVES OF THE STUDY

The objectives of the study are:

- To examine the involvement of the community in decision making processes in Mnquma Local Municipality.
- To investigate ways and means of establishing the participation of communities and other stakeholders.
- To determine the benefits of involving the community in the decision making process in Mnquma Local Municipality.

1.7 RESEARCH METHODOLOGY

There are two research methods which are mostly used in social sciences and these are qualitative and quantitative research methods. Quantitative research focuses on measures and numbers, qualitative research methodology refers to the meanings, concepts, definitions, characteristics, metaphors, symbols and descriptions of things (Berg, 1998:3). Creswell (1998:15-16) agrees that description of the differences between qualitative and quantitative research is that quantitative researchers work with few variables and many cases, whereas qualitative researchers rely on a few cases and many variables. Quantitative research is a process that is systematic and objective in its ways of using numerical data from only a selected subgroup of a universe to generalize the findings to the universe that is being studied (Creswell, Ebersohn, Eloff, Ferreira, Ivankova, Jansen, Nieuwenhuis, Pietersen, Clark and Westhuizen, 2007:145).
Qualitative research therefore enables the researcher to work with a smaller research population than quantitative research (Berg, 1998:10). Qualitative research can be defined first in a simple, but quite loose way. It is the interpretive study of a specified issue or problem in which the researcher is central to the sense that is made. Qualitative research as interpretive study often involves a questioning of the boundaries between the inside and the outside of psychology (Banister, Burman, Parker, Taylor and Tindall, 1994:2-3). Qualitative researches often formulate only general research problems and ask only general questions about the phenomenon they are studying. As a study proceeds, the qualitative researcher gains increasing understanding of the phenomenon under investigation and so becomes increasingly able to ask specific hypotheses. Qualitative researchers tend to ask open-ended questions at the beginning of an investigation, they sometimes have difficulty identifying ahead of time the exact methods they will use (Leedy and Ormrod, 2005:134). Qualitative research distinguishes itself from quantitative research because research is conducted in the natural setting of social actors and focus on process rather than outcome (Babbie and Mouton, 2001:270). The research method that will be used in this research is quantitative because Creswell (1994:7) states that researchers who implement the quantitative research methodology use deductive logic. This means that theories and hypotheses will be tested by investigating cause-and-effect relationships. Also, generalisations that contribute to the theory and, thereby, enable one to better predict, explain, and understand some phenomenon will be developed.

1.8 RESEARCH DESIGN

According to Bless, Kagee and Smith (2006:71) research design relates directly to the testing of hypotheses. It is a specification of the most adequate operations to be performed in order to test specific hypothesis under given conditions. It is not, however, to be confused with research management which is a plan to guide the researcher through the research process. A research design is a plan or blueprint of how you intend conducting the research. Researchers often confuse “research design” and “research methodology”, but these are two very different dimensions of research.
The case study is an intensive investigation of a single unit (Babbie and Mouton, 2001:74-281). Mfenguza, (2007:64) states that the purpose of a Case Study is to understand one-person situation or perhaps a very small number of cases in great depth. Case Study uses observations, interviews, written documents and/or audiovisual material as methods of data collection. Kruger and Welman (2001:46) define research design as “the plan according to which we obtain research participants (subjects) and collect information from them. For the purposes of this research, a case study will be used.

1.9 SAMPLING

According to Sarantakos (1997:25-26) to achieve representativeness is one of the aims of sampling; several methods have been devised for this purpose. Most of these methods deal with probability sampling as well as with determining the right sample size and composition of the sample in general. In addition, statistical techniques have been developed to assist in this process. Standard errors, for instance, are calculated, and techniques used that can assist in achieving a sample size that will allow the study to claim representativeness. Researchers try to achieve representativeness in their studies, not only for its own sake, but also because such studies allow generalisations that their findings can be thought to be applicable to the whole population being sampled. The higher the representativeness, the higher the possibility of generalisation of the findings, and, therefore, the higher the quality of the study.

One of the most important qualities of quantitative research is the requirement that the sample employed reflects the attributes of the target population, the findings it produces relate to the whole population, and the conclusions drawn through the study are pertinent to the whole population. This attribute of social research is referred to as representativeness (Sarantakos, 1997:140).

There are basically two types of sampling, random or probability sampling and non-probability sampling. In probability sampling every unit of the population has an equal,
calculable and non-zero probability of being selected for the sample. Probability sampling is made of simple random sampling, systematic sampling, stratified, cluster and multi stage sampling (Sarantakos, 1997:140-141).

For purposes of this research, the researcher will make use of the non-probability sampling which McBurney (1994:203) says is also known as purposive sampling. Purposive sampling is a valuable kind of sampling for special situations. It selects cases with a specific purpose in mind. With purposive sampling, the researcher never knows whether the cases selected represent the population (Neuman, 2000: 222).

Purposive sampling is appropriate to select unique cases that are especially informative. A researcher may use purposive sampling to select members of a difficult-to-reach, specialised population. Another situation for purposive sampling occurs when a researcher wants to identify particular types of cases for in-depth investigation. The purpose is to gain a deeper understanding of types (Neuman, 2000:222).

The sample of this research consists of officials from the Integrated Development Planning (IDP) office, Communications office, councillors and the members of the ward committees from four wards. These wards are wards 3, 4, 5, and 6, in Butterworth which is in Mnquma Local Municipality. This sample will constitutes 51 participants consisting of three (3) officials from IDP Office, four (4) officials from Communications Office, four (4) ward councillors from each ward, and forty (40) members of ward committees (ten members from each ward). This sample is chosen because it will be cost effective to collect data, accessible and less time will be spent in the field.

1.10 DATA ANALYSIS

After the researcher has collected the data, it must be analysed and presented in the form of a report, to be accessible to others. In analysing the data the researcher must report on the number of returns and non-returns of the survey, how the response bias was determined, and give a descriptive analysis of all the independent and dependent
variables in the study. This report should indicate the means, standard deviations and range of scores for the variables. The researcher must identify the statistics to be used to compare groups and to answer the research questions or objectives of the study (Creswell, 1994:126-127). The data will be analysed statistically with the assistance of the Department of Statistics in the Nelson Mandela Metropolitan University (NMMU).

1.11 DATA COLLECTION INSTRUMENTS

Primary and secondary sources will be consulted so as to gather information pertaining to this study. For primary sources, information will be acquired by means of questionnaires. Whereas, in the case of secondary sources information will be obtained from books, journal article, newspapers and government publications.

The researcher will use questionnaires because they can be used without direct contact with respondents. These will be self-administered questionnaires, and will be are completed by respondents themselves, without the assistance of an interviewer. This can be done either by distributing the questionnaire and collecting it once it has been filled in (Bless, Kagee and Smith, 2006:117). Self-administered questionnaires are only appropriate when the population under study is adequately literate. For national survey in South Africa this condition is definitely not met. Although the mail survey is the typical method used in self-administered studies, there are several other common methods (Babbie and Mouton, 2001:258). The researcher will only distribute questionnaires to the respondents.

1.12 ETHICAL CONSIDERATIONS

In this study, the participants will remain anonymous. Confidentiality as well as privacy will be obtained. According to Neuman (2000:98) researchers must protect privacy by not disclosing a subject’s identity after information is gathered. Any research study should respect participant’s right to privacy. Under no circumstances should a research
report, either oral or written, be presented in such a way that other become aware of how a particular participant has responded or behave (unless, of course the participant has specifically granted permission, in writing, for this to happen). In general a researcher must keep the nature and quality of participant’s performance strictly confidential (Leedy and Ormrod, 2005:102). A respondent may be considered anonymous when the researcher cannot identify a given response with a given respondent. In a confidential survey, the researcher can identify a given person’s responses but essentially promises not to do so publicly (Babbie and Mouton, 2001:522). Anonymity means that subjects remain anonymous or nameless. All participants in a research have the right to remain anonymous. The permission to conduct research will be requested from the Mnquma Local Municipality. Ethics clearance from the Nelson Metropolitan University’s Faculty Higher Degrees Committee will also be sought for this study.

1.13 CHAPTER OUTLINE

CHAPTER 1: INTRODUCTION
This chapter includes the background and rationale of the study, statement of the problem, hypothesis, and objectives of the study, research methodology and preliminary literature review.

CHAPTER 2: CONCEPTUAL AND LEGISLATIVE FRAMEWORK OF DECISION MAKING
This chapter will look at the conceptual and legislative framework of decision making.

CHAPTER 3: RESEARCH METHODOLOGY
This chapter will look at the method of research, research design, population and sampling and data collection instruments.
CHAPTER 4: DATA COLLECTION AND PRESENTATION
The chapter will be covered by the researcher’s findings during the course of the study and the analysis of the research questions.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS
In this chapter the researcher will recommend what should be done to improve the level of community participation and decision making in Mnquma Local Municipality and also come up with the conclusion of the study.
CHAPTER 2

CONCEPTUAL AND LEGISLATIVE FRAMEWORK OF DECISION MAKING

2.1 INTRODUCTION

Decision-making is the essence of a manager’s job. While planning, organising, leading, controlling and coordinating are the basic functions of management, each of these involves decisions - decisions as to which plan to implement, what goals to use, and so forth. In almost every important decision, the outcome of the decision depends not only on the alternatives the manager chooses but on external events that are not under the manager’s control (Du Toit, Van Der Waldt, Bayat and Cheminais, 1998:207).

The aim of this chapter is to provide the meaning of public participation and decision making and how they are related to each other. It is important for local government to consult the public community to participate within the affairs of the municipality. In this chapter the researcher will provide the nature of decision making, importance, forms of participation in decision making, factors affecting public participation, citizen participation in a democratic society, forms of participation in decision-making and their advantages and disadvantages of citizen participation.

2.2 UNDERSTANDING PUBLIC PARTICIPATION AND DECISION MAKING

This section will conceptualise public participation and decision making. This will be dealt with in the following paragraphs:
2.2.1 Public Participation

Participatory processes provide a framework for civic engagement that is enacted through civil society actors. Civil society refers to the independent organisation of society that provides a basis for individuals and organisational representatives to participate in public affairs and to address issues and concerns in the public arena (Van Til, 2000:206).

The term ‘community participation’ most frequently occurs with reference to the fields of development and housing. Community participation in development is often understood to mean the involvement of people to a greater or lesser degree, in organisations indirectly or directly concerned with the decision-making about, and implementation of development (Roodt, 1996:312). Community participation involves the role played by communities and stakeholders in the policy making and implementation processes of a municipality. These include involving communities in various activities, such as policy formulation, budgeting, identification, implementation and monitoring of projects and strategy formulation. The advantages of successful community participation are that people understand local government and the constraints under which it functions. Community participation is where people make all decisions themselves, all the people affected participate in the decision-making and there are no representatives who can decide on their behalf (Mfenguza, 2007:22-23).

Community participation provides several key reasons for its necessity. Firstly, it is argued that it provides an equal opportunity to influence the decision-making process secondly, based on popular sovereignty, it ensures that the government is sensitive to the needs of the people, thirdly, it counteracts the sense of powerlessness in the poor (Monyemangene, 1997:29). Community participation in the local government is crucial in a multi-dimensional and integrated development plans. This falls in line with the objective of ensuring that communities own the process of development, and people are enabled to make a meaningful contribution to the development of their own lives (Gaventa and Valderama, 1999:5).
The word community participation derives from section 152 (1) (e) of the Constitution of the Republic of South Africa, 1996 which requires municipalities to encourage the involvement of communities and community organisations in the matters of local government (Craythorne, 2006:313). Community participation can only be a learning process only if the people really participate. Participation does not mean that people should be brought into a project when the physical labour is required. By that stage people should already have been involved for a long time. There is no stage for people to begin to participate than right at the start of the project. People should not only do, but their right and ability to think, seek, discuss and make decisions should also be acknowledged (Swanepoel, 1992:3).

The public service has committed itself to being more responsive, accountable and transparent in implementing government policy. On the whole though, public participation is limited to forms of consultation, usually around needs, rather than any real empowerment in political decision-making or implementation and surveys record low levels of participation. Despite this, given a history of unresponsive bureaucracy, forms of participation could work as a check on all level of the state’s implementation of decisions and services. Given a political system which is strongly dominated by a single party, such participation could operate to achieve greater accountability than that of the formal political processes (Hicks, 2006:3).

The requirement that national and provincial legislatures consult is reflected in Section 59(1) of the Constitution of the Republic of South Africa, 1996 which states that the National Assembly must facilitate public involvement in the legislative and other processes of the Assembly and its committees. Section 118 makes similar requirements for the provinces. Notably, the Constitution makes it clear that decision-making power resides with parliament alone, reflecting the reality that public participation is limited to informing the deliberations of parliament. Significantly, the obligations on the local sphere to consult are more developed. Hence section 152(1) of the Constitution of Republic of South Arica, 1996 states that local government must
encourage the involvement of communities and community organisations in the matters of local government. This implies going a little beyond just consulting communities as an aid to deliberation. In this regard, section 16 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) obliges municipalities to develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must, for this purpose, (a) encourage, and create conditions for, the local community to participate in the affairs of the municipality, including in- (i) integrated development planning, (ii) the performance management system; (iii) performance, (iv) the budget (v) and strategic decisions relating to services. If those were vigorously employed, this could lead to highly engaged communities such as evident in Porto Allegre and other situations where democracy and planning are closely monitored (Hicks, 2006:4).

In addition to requiring that local councils consult communities on key municipal processes, the Local Government Municipal Structures Act, 1998 (Act 117 of 1998) establishes ward committees. Consisting of ten people and chaired by the ward councillor, ward committees are intended to act as the main means of communication between the council and local communities. Notably, however, as with the national and provincial spheres, legislation makes it clear that decision-making powers rest with council alone and that public participation around key council processes or through ward committees really means community consultation to aid the deliberations of municipal councils (Hicks, 2006:4).

2.3 CITIZEN PARTICIPATION IN A DEMOCRATIC SOCIETY

The word ‘democracy’ is a compound of two Greek words: demos, meaning ‘the people’ and *krattein*, meaning ‘ruling power’, and originally referred to the type of government in which the power to rule resided in the people (Rejai, 1991:150). The outstanding characteristics of Athenian democracy, also known as participatory democracy, were public control of public decisions and maximum public participation in making the decisions and in holding public office. Another characteristic of the old city states is that
they were small and homogeneous and therefore accommodated widespread direct popular participation in day-to-day government, something well near impossible in today’s growing, heterogeneous and complex communities (Milbrath and Goel, 1977:145). Laqueur (1973:139) stated that democracy derives from the Greek words for people and power. Originally it referred to the right of the citizens of the former Greek city states to participate directly in the act of government. Today, in the Western world, this term is usually reserved for political systems that acknowledge certain basic assumptions.

De Cocq (1969:36) avers that citizen participation is an end in itself and that it needs to be promoted and encouraged in order to preserve democracy. It is particularly important, as will become clear below, that the basic characteristics of democracy should be actualised in local government institutions. The essentiality of citizen participation to the continued existence of democracy can clearly be seen when the ancient concept of democracy is considered. This will make it clear that citizen participation, while it may seem to be non-existent in many societies, is not a new phenomenon (Bekker, 1996:52).

Ranney (1971:72) points out that some commentators on democratic theory do not agree with anything less than maximum direct popular participation in governmental activities, as they see this as the only means of attaining the moral goal of democracy, which is personal self-development. Some observers, such as Dye (1975:20), however, commented that the latter expectation, namely maximum direct participation in governmental activities, is, for various reasons, not always feasible as not all citizens participate in governmental activities at all times with equal zeal, commitment and influence. Normally only a few members of any institution are actively involved in the functioning of that particular institution. This active and influential minority of individuals constitutes an ‘elite’, and they fulfill the basic tenets of democracy by indirect participation on behalf of the masses, namely representative democracy, rather than participatory democracy. The elites are not anti-masses. On the contrary, they are the representatives of the masses, and the welfare of the masses is their responsibility.
They are directly accountable to the people on behalf of whom they participate and act, and are expected to act in the interest of the community. Any attempt to consult all members of the community with regard to all their actions is time consuming, unrealistic, and amounts to an abdication of their responsibilities (Craythorne, 1990:70).

South Africa is multi-party, representative democracy, under a Constitution which is sovereign and which entrenches human rights. In addition, state power is mostly centralized in the national sphere, with only limited representative democratic system, the South African Constitution and some legislation complement the power of elected politicians with forms of public participation. In the national and provincial spheres, this takes the form of public consultation by legislatures. In the municipal sphere, there are specific requirements for public participation (Hicks, 2006:3).

Cloete (1993:7) argued that representative democracy is applied in many states to obtain majority rule. The usual arrangement is to divide the state into geographic constituencies (also known as electoral districts or divisions) and to allow for one or more representatives to be elected by the electorate for each constituency. However, a system of proportional representation could also apply for the election of representatives. The representatives will then serve as members of the sovereign legislature, or even subordinate legislatures for regions or municipalities to speak and vote on behalf of the citizens. According to this model, the electorate or members of the public elect their representatives, who pass laws in the legislature and oversee their implementation by the executive branch of government. The participation of the members of the public is limited essentially to election time (Human Science Research Council, 2005:20-21).

As far as Nicholson (1990:82) is concerned, a more usual form of democracy is indirect (or representative) democracy, in which citizens elect representatives to govern on their behalf and, very importantly, to be answerable to them. In this kind of democracy emphasis is placed on different aspects of the political system. In the competition for political power where there is more than one political party, it is necessary to ensure
free elections without intimidation and with a universal franchise, the separation of powers, the rule of law, and the protection of civil liberties. This is then considered a system of representative and responsible government.

Real democracy requires conditions of free debate, free choice and free decision-making by individuals. It is further more characterised by representativeness and accountability, individuals must be effectively represented by leaders of their choice in the organisations of government, and these must be accountable. Representatives must be accountable to their voters, and the executive must be accountable to the legislature. For that to be effective there must be a ready possibility of replacing the government by a different one. That implies a multi-party system coupled with regular secret-ballot elections. Regular elections are the single most important test of democracy in society (Bekker, 1996:14).

At the local level of government the following contemplation of democracy will be utilised: the form of rule in which the people exercise political power, either by acting as the policy-making authority (direct democracy), or through their choice of those making policy on their behalf (representative democracy), or through their choice of those making policy on their behalf (representative democracy). The following elements must be part and parcel of any true democracy:

- Generally, democracy is defined by reference to the procedural and substantive principles which appear necessary to its operation.
- Political office-bearers should act in the interests of the people.
- Government should operate through the rule of law.
- Political office-bearers should be accountable to and removable by the people, either directly or through their representatives.
- There must be equal opportunity to practice democracy: all citizens should be able to vote, and the vote of every citizen should count equally.
• If policy disagreements appear, they should be resolved by the principle of majority decision (Bekker, 1996:15).

2.4 ADVANTAGES OF CITIZEN PARTICIPATION

In spite of continued opposition to citizen participation there have always been those who have actively committed themselves to establishing increased participation on the basis of it being the democratic right of every citizen. Some of the arguments highlighting the advantages of citizen participation follow:

2.4.1 Reduction of psychological suffering and apathy

Citizen participation is absolutely necessary in any effort to overcome a sense of powerlessness among citizens (Strange, 1972:659). The involvement in citizen participation activities reduces psychological suffering and overcomes the apathy of ordinary citizens, and should be the fundamental reason for urging citizen participation. Participation increases the citizen's sense of efficacy, that is, the belief on the part of the citizen that he or she has the ability and competence to influence government in its planning and decision-making. Citizen participation as an affirmative activity can contribute to the enhancement of the Aristotelian concept of a political person who can only be fulfilled as a human by taking part in the actions of the polity. The possible achievement of citizen participation is especially important to take note of and advance at the level of local government, which is the level where citizens are primarily affected by the policies and actions of the local authorities. The stated possible attainments of citizen participation need to be recognized by public managers, particularly in traditionally disadvantaged community areas (Bekker, 1996:75-76).
2.4.2 Positive application of citizen powers

Citizen participation can serve as a means of converting dependency into independence - that is, converting the poor from passive consumers of the services of others into producers of those services. By repressing citizen participation, government authorities may deprive themselves, and their ability to render services, of a vast source of manpower, information and expertise for the attainment of national and local goals, as well as depriving citizens of the opportunity to grow. As citizens need the local authorities to deliver services to them, the effective delivery of these services may be enhanced by the involvement of the citizens in citizen delivery (Bekker, 1996:75-76).

2.4.3 Willingness to sustain deprivation

Citizen participation may influence citizen behaviour positively and provide a technique whereby opponents may be co-opted into positively contributing to programmes which traditionally have been replete with conflict. This may include the broadening of the power base of the management committee system at local government level, and the formation of integrated local authorities, with the only discriminating factor being proximity rather than ethnicity (Bekker, 1996:76). Spiegel (1968:221) observes that the likelihood of citizens reconciling themselves to scarcity and deprivation is higher when citizens have a say in how the finite sources are applied.

2.4.4 Information dissemination

The importance of disseminating information has already been dealt with. The effective and efficient distribution of accurate information is essential for citizen participation, whether it is government-sponsored or citizen-initiated. It is also essential for optimal goal achievement and relationship-building (Bekker, 1996:76).
2.5 DISADVANTAGES OF CITIZEN PARTICIPATION

The literature on citizen participation identifies extended lists of supposed disadvantages of citizen participation. The aspects listed here are intended to serve as a representative catalogue of the many disadvantages and limitations identified.

2.5.1 Supporting the goals of public management

Often, when a government institution employs or sponsors citizen participation activities, it does so in an effort to achieve its own ends (Brynard, 1989:37), in the sense that there is no significant empowerment of the citizens. In these instances it may be concluded that the government will favour citizen participation activities that do not disturb, but rather support, government goals. Any participation that threatens to thwart government ideals and transfer authority to citizens is actively discouraged. The result is that citizens are expected to be docile, and are regarded as mere rectifiers of government plans. Such a state of affairs serves to render any citizen participation that is considered ‘unsafe’ by the authorities to non-effect, and something to be quelled (Bekker, 1996:70-71).
2.5.2 Low citizen participation levels

Most citizen participation activities do not necessarily lead to greater participation. Low levels of citizen participation are a reality and, unless people have the necessary motivation and resources to use them, participation will remain low. Reidel (1972:215) alleges that unwillingness to participate is in many times more common than the frustrated desire to do so. The reasons for this low participation involvement in local government issues may be legion, one being lack of education. The point is that, in order for a democratic government to actually thrive, low citizen participation needs to be vanquished (Bekker, 1996:71).

2.5.3 Potential for conflict

The conflict potential inherent in citizen participation is one of its major disadvantages (Clapper, 1993:104). This aspect may be considered from at least two perspectives, namely conflict between citizen groups, and conflict between citizens and public officials. Both conflict perspectives may result from the pursued goals of citizen participation. It is not always easy or possible to determine which goal is most important to both citizens and officials (Kweit and Kweit, 1981:36-37). This is exacerbated by the fact that goals are largely undefined, with the result that citizen groups, individual citizens, and officials often have different perspectives of what citizen participation should achieve, resulting in acute conflict. It is further exacerbated by the perception on the part of the public that participation is not worth the effort, or the perception on the part of the public official that participation should be actively suppressed. (Bekker, 1996:71).

2.5.4 Lack of government response

There is very little evidence to suggest that government actually responds to citizen participation contacts (Green, 1982:23). The majority of citizen participation contacts,
whatever from they take, seems generally to be ignored by officials. It may often be that citizen participation contacts are disregarded by government authorities because the reason for the contacts may not be clearly defined (Bekker, 1996:71-72).

2.5.5 Attitude of public managers

Hattingh (1986:109) strongly expresses himself against citizen participation, claiming that it had a negative effect on relations between the community and local government, and that the legislative encouragement of public participation introduced an unstable element in mutual relations. The attitude of the public manager may account for the fear or reluctance that citizens generally reveal in approaching public managers through citizen participation contacts. Justification for the above attitude among public managers toward citizen participation is based on any of the following arguments (Sewell and Coppock, 1977:151):

- The belief that politicians, as representatives of the public, know exactly what the public needs, and do not need continued input for each decision;

- The belief that participation is cumbersome and time-consuming;

- The desire to enshroud the decision-making process in secrecy, away from public scrutiny, as citizen involvement may be regarded as an obstacle and a personal threat;

- The belief that the general public is not qualified or sufficiently informed to provide the technical advice required by much of government decision-making and public administration, and that their uninitiated involvement often results in lengthening the time required to plan and implement programmes (Steinberg, 1972: 243); and

- The belief that the government has earned the mandate from the public at large to represent it, and therefore more direct citizen participation challenges the mandated representativeness of the government (Bekker, 1996:73).
2.5.6 Lack of information

It is often the case that potential citizen participants are not provided with the correct or enough information to participate intelligently and optimally. Meaningful citizen participation in public management requires that the public be well informed about participation and government issues, problems and strategies - hence the need for transparent government. The irony, however, is that there is a tendency among public officials to discourage openness in public administration (Brynard, 1989:37).

This non-disclosure of information may be due to a fear that information disseminated to the public in an effort to gain support and foster citizen participation may backfire and serve to forewarn the opposition (Spiegel 1968:61-62). A cross-pollination of information between citizens and government is, however, an important factor in improving citizen participation generally, since a poorly informed public cannot sustain high levels of genuine citizen participation, nor will it be interested in examining public administration activities closely (Bekker, 1996:73-74).

2.6 CONCEPTUALISING DECISION-MAKING

Decision-making can be defined as the process of choosing between alternative courses of action. The decision-making process is the sequence of steps completed to select a particular course of action (Du Toit, Van Der Waldt, Bayat and Cheminais, 1998:207). The term decision-making is used to describe the act of seeking information, interpreting that information and, based on such perceptions, arriving at a conclusion in relation to strategic issues (Simon and Thompson, 1998:7-2). Decision making is an incremental process that does not necessarily happen at only one point in time. It involves progression from one stage of planning to the next. The decision-making process is the method used by managers to organize, prioritize and sort information (Bagraim, Cunnngham, Potgieter and Viedge, 2007:252).
Decision making is aimed at determining the causes of problems and of providing solutions for problems. Decision making is therefore an integral part of problem solving (De Beers, Rossouw, Moolman, Le Roux and Labuschagne, 2001:81). It is a settlement, a fixed intention, used to bring a conclusive result. It could also be called a resolution or a judgment to bring on a conclusive result. A decision making is the act of deciding or settling a dispute or question by giving a judgment or conclusion reached or given. A decision is therefore first of all an act, but an act requiring judgment. A judgment requires a choice to become a decision. It is where alternatives exist that the act of decision making becomes meaningful (Cornell, 1980:9).

2.6.1 The nature of decision making

When a supervisor is confronted with a problem he must solve it in a systematic, meaningful, discerning and competent manner. This means he has to make numerous decisions. The supervisor who does not have the necessary knowledge and insight to handle the in a systematic way can easily make incorrect decisions. The human being differs from the rest of all living organisms in that he has a calculating mind. The human brain is the only brain in the world of living organisms that can add, multiply, subtract and divide. By using his capacity for calculation the being can rationalise his environment and use logic to interpret thoughts and actions. He can distinguish between what is legally right and wrong, as well as what is idealistically good or bad. Man can define his own values and preferences within the framework of what is right or wrong and good or bad (Botes, 1994:74-75).

In order to be convinced what is right or wrong, or good or bad, a human being has to make decisions. The nature and content of decision-making varies, and the different types of decisions can be classified as follows:

- Impulsive decision: The impulsive decision is usually a decision taken on the spur of the moment, without considering the cause and effect of the action.
• Intuitive decision: Many decisions are based on an intuitive feeling about the situation. The supervisor with many years of experience sometimes has a "gut feeling" and makes a decision that eliminates the problem.

• Go/no-go decision: This means that there are really only two alternatives for the supervisor: Either goes on, or does not go on. In other words the supervisor does something or does not do it. This type of decision is often encountered when the supervisor must give the approval to a submitted document or presentation.

• Systematic decision: If there is enough time to evaluate all the causes, surrounding events and consequences of a problem, systematic decisions are usually rational, well thought out and logical (Botes, 1994:75-76).

• Programmed Decisions

Programmed decisions are made in routine, repetitive, well-structured situations with predetermined decision rules. These may be based on habit, or established policies, rules and procedures and stem from prior experience or technical knowledge about what works or does not work in a given situation. Decisions are programmed to the extent that they are repetitive and routine and that a definite approach has been worked out for handling them. Because the problem is well-structured, the manager does not have to go to the trouble and expense of working through an involved decision making process (http://wiki.answers.com).

Management sets up policies or procedures for handling matters involving the daily operation of a business. Decisions that are routine and repetitive are called programmed decisions. Personnel supervisors who follow a policy of coordinating with line managers the performance appraisal schedules for their employees are making a programmed decision. These situations occur regularly and usually affect small groups of people. Because they are routine and recurring, setting policies and procedures for handling them saves the supervisor time when a decision is needed.
It also ensures that these decisions, while different, will be made in the same way by the different managers. Most of the decisions made in an organization are programmed decisions (Ricks, Ginn and Daughtrey, 1995:64-65).

- **Non-programmed Decisions**

Non-programmed decisions are typically one shot decisions that are usually less structured than programmed decision. Non-programmed decisions are unique decisions that require a custom made solution. This is when a manager is confronted with an ill-structured or novel problem and there is no cut and dried solution (http://wiki.answers.com).

Many decisions in business are routine and repetitive. Non-programmed decisions are usually onetime decisions that can affect the entire organization. They are less structured than programmed decisions. Sometimes called non routine decisions, they usually involve problems requiring a great deal of analysis before a choice of action is determined (Ricks, Ginn and Daughtrey, 1995:64-65).

### 2.6.2 The importance of decision making

Decisions are extremely important because they can influence the very existence of an organisation. Decisions are made by workers, supervisors, managers and top management. Certain decisions work well and result in an organisation’s functioning better, while others merely create bigger problems and in retrospect it, should never have been implemented. The fundamental problem of decision making is that it deals with things that will only happen in the future. This means that decision makers must have the ability to look at the future and interpret it correctly (De Beer, Rossouw, Moolman, Le Roux and Labuschagne, 2001:80).
It is this ability that makes supervisors so important, they are actually one of the most important resources which organisations have because in many cases they have to make final decisions about aspects which substantially affect the functioning of the organisation. Decisions are usually interdependent, in other words, one decision affects another. Furthermore, decisions are based on the results of previous decisions and also affect future decisions (De Beer, Rossouw, Moolman, Le Roux and Labuschagne, 2001:80).

2.6.3 Dilemmas of participation in decision making

A number of dilemmas of participation, which originate from both the local authorities and the people, have been identified. It is important, for a clear understanding, to investigate the factors which lie at the basis of these dilemmas.

- Although the notion of citizen participation has been proclaimed as a means to perfect the democratic process and meet the demand for open government, one has to accept the fact that every citizen cannot participate in all the planning activities of local government (Bekker, 996:139).

- Another dilemma is the demand for both participatory democracy and expertise in the planning process. People who are lacking in expertise, or who lack confidence in their competence, may be intimidated by the prospect of participation and therefore exempt themselves from the process.

- Citizen participation in the planning process can be very costly, unwieldy, and time-consuming. The challenge to local government is therefore to make citizen participation in the planning process less expensive, more timely, and less demanding upon its supporters (Bekker 1996:139-140).
2.7 STEPS IN DECISION-MAKING

Decision-making can be defined as the process of choosing between alternative courses of action (Dessler, 1985:81). The decision-making processes are the sequence of steps completed to select a particular course of action. There are many types of decisions that are made under vastly different circumstances by managers with varying decision-making styles, which will be discussed below. It is therefore virtually impossible to outline a fixed sequence of steps that will always lead to the most effective decisions. Yet certain decision-making processes tend to yield better results than others. Du Toit, Van Der Waldt, Bayat and Cheminais, 1998:207-208 provide the following steps in decision making:

- **Define the problem:** Decisions have one thing in common and that is that we are usually never in possession of all the relevant facts on which to evaluate them thoroughly. According to DuBrin, Ireland and Williams (1989:105), managers increase their awareness of problems by focusing on two factors: a clear understanding of standards or expectations, and an early warning system to trigger when standards or expectations have not been met.

- **Examine the facts:** When observations suggest that a problem exists, effective decision-makers begin to question and probe rather than to jump to conclusions. They may ask when the problem was first detected and what changes in the environment were associated with it.

- **Consider alternatives:** Effective decision-making requires several alternatives to choose from. The existence of some choice is a prerequisite to effective decision-making. In this regard, Bell and Schleifer (1995:18) explain the importance of defining the decision strategy. A strategy is a course of action or a set of decisions conditional on all possible events. Thus, the public manager as decision-maker must specify which alternative he or she would choose at every decision node. Creativity is an important measure to invent new ways of doing things, or new ways
of interpreting old problems. Public managers should ensure that everyone agrees on how to define the problem and that all group members participate.

- **Include the views of others:** It is very important to include the views of others. Most people have the capacity to be mentally stimulated by a group. In order to reap the benefits of interaction, groups are occasionally formed for the purpose of reaching quality decisions and of engaging in creative thinking. Several techniques that stimulate the creativity of groups can be used. The best-known techniques include brainstorming, nominal groups, and synectics.

- **Decide on the course of action (analyse the alternatives):** the manager should consider all the possible alternatives with an open mind.

- **Evaluate the results:** This is a phase which is often neglected by public managers. The quality of a decision is often determined by how well that decision is implemented, monitored and adjusted. Important lessons can be learnt which could build the experience of managers. Thus, the quality of decisions of individual managers can be improved over a period of time (Du Toit, Van Der Waldt, Bayat and Cheminais, 1998:208).
2.8 LEGISLATIVE FRAMEWORK

In the next subheadings the researcher will discuss the legislative frameworks that are used in the local government. These legislations are listed as follows:


The Constitution is the supreme law of the Republic; law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled. In terms of section 152 of the Constitution of the Republic of South Africa 1996, the objects of local government are to provide democratic and accountable government for local communities; to ensure the provision of services to communities in a sustainable manner; to promote social and economic development; to promote a safe and healthy environment and encourage the involvement of communities and community organisations in the matters of local government.

A municipality must strive, within its financial and administrative capacity, to achieve the objects set out in subsection (a). Section 153 of the Constitution of the Republic of South Africa focuses on developmental duties of municipalities: a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in national and provincial development programmes.

2.8.2 The White Paper on Local Government, 9 March 1998

Section B of the White Paper on Local Government, 1998 - which often referred to as the ‘mini-constitution’ for the local sphere of government - defines Developmental Local Government as local government committed to working with citizens and groups within the community to find long-term or sustainable ways to meet the social, economic and
material needs and improve the quality of the lives of the community. To realize this vision, municipalities are encouraged to build local democracy by developing strategies and mechanisms to continuously engage with citizens, business and community groups. The White Paper requires active participation of citizens at four levels, as:

1. Voters
2. Participants in the policy process
3. Consumers and service-users
4. Partners in resource mobilisation.

The White Paper further states that municipalities must represent the interests of the people in the community and work with all sections of the community to build a shared vision and to set goals for development.

2.8.3  Local Government Municipal Systems Act, 2000 (No. 32 of 2000)

Section 16 subsection (1) in Chapter 4 of Local Government Municipal Systems Act, 32 (Act 32 of 2000), refers to the development of culture of community participation, which emphasizes that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must, for this purpose, encourage, and create conditions for the local community to participate in the affairs of the municipality, including in the preparation, implementation and review of its Integrated Development Plan. This section also enables local community to participate in the affairs of the municipality and councillors and staff to foster community participation.

Section 42 focuses on community involvement - A municipality, through appropriate mechanisms, processes and procedures established in terms of Chapter 4, in Local Government Municipal Systems Act, 32 (Act 32 of 2000) must involve the local
The community in the development, implementation and review of the municipality’s performance management system, and, in particular, allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality.


The Municipal Structures Act, 117 (Act 117 of 1998) gives weight to the categories of municipality identified in the Constitution - metropolitan, local, and district - and defines the different types of municipalities that can be established within each category. The Act also divides the functions and powers between the categories of municipality. It regulates matters connected with local government and its internal systems and structures, including electoral systems. Section 19 of the Act is Municipal objectives - and emphasizes that the municipality must ensure to achieve the objectives set out in section 152 of the Constitution. A municipal council must annually review the needs of the community, its priorities to meet those needs, its processes for involving the community, its organizational and delivery mechanisms for meeting the needs of the community. A municipal council must develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers.

2.8.5 Local Government Municipal Planning and Performance Management Regulations, 2001

There is a close connection between the Municipal Planning and Performance Management Regulations and the Municipal Systems Act. The Act states that a municipality must involve the local community in the performance management systems of the municipality. A municipality, through appropriate mechanisms, processes and procedures established in terms of Chapter 4, (Section 42) of Municipal Systems Act 32 (Act 32 of 2000) must involve the local community in the development, implementation and review of the municipality’s performance management system, and, in particular,
allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality (Municipal Systems Act 32 (Act 32 of 2000)).

The Act requires that a municipality:

- Develops a performance management system (PMS)
- Sets targets and indicators and monitors and reviews performance based on those indicators
- Publishes an annual report on performance for the councillors, the staff, the public and other spheres of government
- Conducts an internal audit on performance before tabling the above report
- Has the annual performance report audited by the Auditor General
- Involves the community in setting indicators and targets and reviewing municipal performance.

Section 15 of the Municipal Planning and Performance Regulations further says that if there are no other municipal-wide structures for community participation, a municipality must establish a forum. The forum must be representative and enhance community participation in the Integrated Development Plan (IDP). In addition the forum must enhance public participation in monitoring, measuring and reviewing municipal performance. The functions of the forum include consultation and monitoring of the IDP and its implementation and review, discussion of the PMS and its implementation and review and the monitoring municipal performance according to the Key Performance Indicators and targets set by the municipality.
2.8.6 Promotion of Access to Information Act, 2000 (Act 2 of 2000)

The Act is intended to “give effect to the constitutional right of access to any information held by the State and any information that is held by another person and that is required for the exercise or protection of any rights; and to provide for matters connected therewith”.

Within the context of local government, this means that the public, that is the citizens, have a right (using the correct channels and procedures) to access any information or records of a municipality, especially if by doing so they are requesting this information exercise for the broader public interest. These documents of public interest may include financial records and any other information related to the performance of the municipality in discharging its obligations of service delivery.


The MFMA has been put in place because of problems associated with municipal spending. It also outlines ways in which the community can be informed of the financial situation of a municipality. This Act requires that the budget and accompanying documents must be made available to the public immediately after it has been tabled in the council. The council must allow for public representations on the budget in accordance with section 22(a) (i) and (ii). Ward committees are a good way for the budget to be circulated and to facilitate representation and feedback from the community.

Another requirement outlined in the Municipal Finance Management 2003 (Act 56 of 2003) MFMA Section 75 as a way of ensuring that the public knows about the finances of the municipality is that the accounting officer of a municipality must put key financial information in the public domain by placing it on the municipality’s website. This information includes:
• Budgets and related documents
• the annual report
• performance agreements
• service delivery agreements
• partnership agreements
• Any other documents providing insight into the state of the municipality’s financial affairs.

Since the minority of the public enjoys access to websites, this is clearly a limited form of transparency. For this reason ward committees are an important way of reaching the broader community as they may be able to assist a broader spectrum of the public to access and understand this information. According to Section 121(2) the purpose of an annual report is to provide a record of the activities of the municipality or municipal entity during the financial year to which the report relates; to provide a report on performance against the budget of the municipality or municipal entity for that financial year; and to promote accountability to the local community for the decisions made throughout the year by the municipality or municipal entity. Municipalities have an obligation to produce and table an annual report as another important mechanism for accountability and transparency. The purpose of the annual report includes: “to promote accountability to the local community for the decisions made throughout the year by the municipality or municipal entity.

2.9 FORMS OF PARTICIPATION IN DECISION-MAKING

Public participation provides a mechanism for democratizing the decision-making process in particular and public administration process in general, to the extent that
public participation in public affairs is considered to be a democratic right in many countries (Brynard, 1996:41). The survival of a government depends inter alia, on its legitimacy. The government mainly derives such legitimacy from public support. Public involvement in decision-making and implementation make positive contributions to government legitimacy (Fagence, 1977:340).

According to the Human Science Research Council (2005:16) in order to ensure that the needs and aspirations of the people are taken into consideration in the decision-making and implementation processes, there should be constant interaction between political office-bearers and citizens. In fact public participation in decision-making is an imperative for a democratic government. Therefore, in any democratic country, public participation in the decision-making and implementation process is essential. Factors that can substantiate this are discussed below (Gildenuys, Fox and Wissink, 1991:124).

The opening up of the core activities of the state to societal participation is one of the most effective ways to improve accountability and governance. To some people, public participation is tantamount to basic service delivery. Public participation is not confined to issues pertaining to delivery as it concerns development, policy formulation and it is also about maintaining good order at the local government level. In a nutshell, public participation is an important ingredient for good governance and quality service delivery. Moreover, ‘public participation is a constitutional matter, going beyond granting the right to vote’. In essence, public participation is a political right afforded to all citizens of South Africa. Public participation ‘is often driven by specific socio-economic goals that seek to ensure a better life for all, especially for those who have been historically marginalized during the successive colonial-cum-apartheid regimes in South Africa. The direct involvement and evaluation of planning, governance and overall development programmes at local or grassroots level, has become an integral part of democratic practice in recent years (Nyalunga, 2006:1-7).
Every adult, whether relatively poor, poor, or the poorest of the poor, has a right to be part of the decision-making mechanism affecting his or her development. If community workers want to uphold and implement the radical view, they must ensure that the poorest of the poor are present when developmental decisions are made (Swanepoel, 1997:4-5).

During the apartheid era there was only minimal space for meaningful public participation in decision making processes. The local government system was structured to advance the agenda of racial segregation and exclusion. It must be reiterated that 'in terms of community participation, South African history reflects very little opportunity for community participation primarily because local government in South Africa had until the early 1990’s no constitutional safeguard, as it was perceived as a structural extension of the State and a function of provincial government (Nyalunga, 2006:1).

Public participation is the mechanism by which information about provincial conditions, needs, desires and attitudes can be obtained (Human Sciences Research Council, 2005:17). In spite of the fact that public participation is a legal obligation for South African authorities, political office-bearers and officials need information from the public for decision-making and implementation purposes, taking the input of members of the public into account during the processes of decision-making and implementation is essential since it contributes towards combating dictatorship and promote the principles of good governance (Masango 2001:158).

Citizen participation can serve as a means of converting dependency into independence - that is, converting the poor from the passive consumers of services into the producers of those services (Bekker, 1996: 75). There are many forms or mechanisms or structure of community participation in decision-making and some of them are:
2.9.1 Participation through Ward Committees

Ward committees are set out in legislation and policy as the institution to link communities and local politicians. Chaired by ward councillors, they are the foundation stones for community participation in development processes and municipal decision-making; but despite their promise, ward committees often function poorly (Hicks, 2006:7-8).

Ward system first emerged in South Africa in the 1786 in the Cape as a result of the Cape Burghers pressing for a greater share in the government of the Colony. This body was later given certain municipal and policing functions. Their role evolved over the years into a form of contact between the people and the municipal commissioners. The system was appropriate for one side of the population (Craythorne, 1993:106).


2.9.2 Public hearings

According to legislation, public hearings should be convened on the passing of municipal by-laws. This generally appears as an 'elite' form of participation, with advertising for this taking the form of print and electronic media. However, the timing is problematic and the process usually entails the presentation of a highly developed and inflexible plan rather than open consultation and redress. (Hicks, 2006:8-9).

The forms and tools of participation are appropriate at different stages of the development process and with different groups. It therefore means that applying these forms of participation will depend on the phase of the IDP process as well as the category of the people and their role in the process. Other forms of participation include demonstrations, protest meetings, lobbying, public hearings and public meetings, letters to the editors of newspapers and magazines, letters to politicians, establishment of organisations and circulating newsletters, pamphlets, brochures. Individuals can participate in local government and influence decision making through direct advice or support. This means that the ward councillor must be available to see anyone from the community at these agreed times and the councillor should then advertise these dates around the community. Other forms of public participation include animators, community networks/Forums, cooperatives or community enterprises and rural development partnerships (Ramatsobane, 2007:28).

2.9.3 Public meetings

Public meetings are useful in publicising projects and providing open debates. They could be optimal platform for municipalities to share information about the needs of their communities and to give clarity on issues related to integrated development planning. Community members and leaders, political structures, local council members could use these meetings to promote public participation on developmental issues (Ramatsobane, 2007:26-27).
A public meeting is an easy, all-purpose way of involving citizens in every stage of a participatory initiative. There is lack of particular information on the effectiveness of such meetings, unless conscious efforts are made to adapt the design, format and progress of a meeting to a particular situation in hand. Public meetings are in fact a much more powerful tool for enhancing public participation. The main difference between public meetings and public hearings is that, public meetings focus on sharing information, whereas hearings have the explicit aim of soliciting people’s opinions and reactions to proposals, with the intention of taking this feedback into account (Human Science Research Council, 2005:15).

2.10 CONCLUSION

It is important for municipal managers to involve members of the community to participate in municipal decision-making processes as they are the beneficiaries of municipal services. By so doing, the municipal managers will ensure that envisaged community participation, as provided in the Constitution of the Republic of South Africa 1996 and various legislation, which includes the Municipal Structures Act, Municipal Systems Act and the White Paper on Local Government, is adhered to. However, there are various ways in which a municipality can consult with the community members. The most commonly used vehicle for consultation in South African that municipalities make use of is through community representatives. This mechanism has proved to be viable as municipalities get to know the demands and expectations of the members of the public. In the next chapter, research methodology, data analysis and the sampling used in this study will be discussed.
CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

In the previous chapter the researcher was focusing on conceptual and legislative framework of decision making. The aim of this chapter is to discuss research methodology, research design, population and sampling and the data collection instruments as the methods of research used in this research by the researcher.

3.2 RESEARCH METHODOLOGY

Research method is a special form of procedure through which certain processes are carried out. If the data collected, generated or confirmed is done systematically then it can be easily verified and authenticated. Research methodology is seen as a system through which a researcher is able to collect, analyse and interpret data in order that the research aims and objectives may be achieved. Besides that, this system could be seen as an outline of procedures which may be used in subsequent research (Mfenguza, 2007:62).

There are two research methods which are mostly used in social sciences and these are qualitative and quantitative research methods. Quantitative research focuses on measures and numbers, qualitative research methodology refers to the meanings, concepts, definitions, characteristics, metaphors, symbols and descriptions of things (Berg, 1998:3). Creswell (1998:15-16) agrees that the description of the differences between qualitative and quantitative research is that quantitative researchers work with few variables and many cases, whereas qualitative researchers rely on a few cases and many variables. Qualitative research therefore enables the researcher to work with a smaller research population than quantitative research (Berg, 1998:10). The qualitative
researcher begins data gathering with a general topic and notions of what is relevant. Focusing and refining continues after he or she has gathered some of the data and started preliminary analysis. Qualitative researchers use early data collection to guide how they adjust and sharpen the research question(s). The qualitative researcher is open to unanticipated data and constantly re-evaluates the focus early in a study (Neumann, 2000:149).

The research method that was used in this research is quantitative because Creswell (1994:7) states that researchers who implement the quantitative research methodology use deductive logic. This means that theories and hypotheses are tested by investigating cause-and-effect relationships. Also, generalisations that contribute to the theory and, thereby, enable one to better predict, explain, and understand some phenomenon are developed.

Quantitative research is research that involves measuring quantities of things, usually numerical quantities. The quantitative approach to research does not deny or ignore personal experiences. It merely insists that these experiences be quantified, measured on some scale, before they can be scientifically studied (Reaves, 1992:16). The quantitative style requires that a researcher quickly focuses on the topic. Focusing the study is an early, discrete stage and a researcher must know the specific research questions prior to collecting data (Neumann, 2000:149).

3.3 RESEARCH DESIGN

Research design can be understood as the planning of any scientific research from the first to the last step. In this sense it is a programme to guide the researcher in collecting, analyzing and interpreting observed facts. A second and more specific definition of a research design, the one adopted here, relates directly to the testing of hypotheses. It is a specification of the most adequate operations to be performed in order to test a specific hypothesis under given condition. It indicates a procedure by
which the co-variance of a stable time-order can be approved (Bless and Smith, 1995:63).

Research design involves a set of decisions regarding what topic is to be studied among which population with which research methods for what purpose. Research design is the process of narrowing your choices and focusing your perspective for the purposes of a particular study (Babbie, 2001:112).

Research design is a stage where the researcher must decide how to measure the two main variables in his or her hypothesis and on what group of people to test the hypothesis. This involves deciding not only how many people will be used as subjects but also what their particular characteristics should be and under what circumstances the data will be gathered (Bailey, 1982:13).

According to Bless, Kagee and Smith (2006:71) research design relates directly to the testing of hypotheses. It is a specification of the most adequate operations to be performed in order to test specific hypothesis under given conditions. It is not, however, to be confused with research management which is a plan to guide the researcher through the research process. For the purposes of this research, a case study has been used.

### 3.4 SAMPLING

Sampling refers to the process of selecting things or objects when it is impossible to have knowledge of a larger collection of these objects (Mouton, 1996:132). According to Sarantakos (1997:25-26) to achieve representativeness is one of the aims of sampling; several methods have been devised for this purpose. Most of these methods deal with probability sampling as well as with determining the right sample size and composition of the sample in general. In addition, statistical techniques have been developed to assist in this process. Standard errors, for instance, are calculated, and techniques used that can assist in achieving a sample size that will allow the study to
claim representativeness. Researchers try to achieve representativeness in their studies, not only for its own sake, but also because such studies allow generalisations that their findings can be thought to be applicable to the whole population being sampled. The higher the representativeness, the higher the possibility of generalization of the findings, and, therefore, the higher the quality of the study.

One of the most important qualities of quantitative research is the requirement that the sample employed reflects the attributes of the target population, the findings it produces relate to the whole population, and the conclusions drawn through the study are pertinent to the whole population. This attribute of social research is referred to as representativeness (Sarantakos, 1997:25-26).

3.5 SAMPLING METHOD

There are two major classes to which sampling methods belong. They are probability methods and non-probability methods. Probability methods are based on the principles of randomness and probability theory, while non-probability methods are not. Consequently, probability samples satisfy the requirements for the use of probability theory to accurately generalise to the population, while this is not the case with non-probability samples (Creswell, Ebersohn, Eloff, Ferreira, Ivankova, Jansen, Niewenhuis, Pietersen, Clark and Westhuizen, 2007:172).

Probability sampling is a type of sampling whereby every member of the population has a known probability of being sampled. Probability sampling implies random sampling because in random sampling every person in the population has an equal chance of being selected (Van der Waldt, Van Niekerk, Doyle, Knipe and Du Toit, 2002:291-292).

In probability sampling every unit of the population has an equal, calculable and non-zero probability of being selected for the sample. Probability sampling is made of simple random sampling, systematic sampling, stratified, cluster and multi stage sampling (Sarantakos, 1997:140-141). Today, probability sampling remains the primary method
of selecting large, representative samples for social science research, including national political polls. At the same time, probability sampling can be impossible or inappropriate in many research situations (Babbie, 2001:178).

Non-probability sampling is when certain members of the population are chosen because of a judgement on the characteristics of the population and the needs of the survey. Non-probability samples are created because the units appear representative or because they can be conveniently assembled. Non-probability is not random because not all members have the same chance of being drawn for the survey and some have no chance (Van der Waldt, Van Niekerk, Doyle, Knipe and Du Toit, 2002:291-292).

3.5.1 Types of non-probability sampling methods

There are four main types of non-probability sampling methods. They are convenience sampling, quota sampling, snowball sampling and purposive sampling. Each of them is briefly discussed below:

3.5.1.1 Convenience sampling

This method refers to situations when population elements are selected based on the fact that they are easily and conveniently available. It is usually quick and cheap, but does not result in representative samples. It is useful in exploratory research where the researcher is interested in getting an inexpensive, quick approximation of the truth and in pilot studies where a few respondents are necessary to test the questionnaire (Maree, 2007:177). According to Neuman (2000:196) this sampling can produce ineffective, highly unrepresentative samples and is not recommended. When a researcher haphazardly selects cases that are convenient, he or she can easily get a sample that seriously misrepresents the population.
3.5.1.2 Quota sampling

The researcher first has to identify categories of people that need to be in the sample and the required number in these categories. The quotas may be either proportional or non-proportional (Maree, 2007:177). This sampling method could be considered as being the non-probability equivalent of stratified sampling. The purpose here is to draw a sample that has the same proportions of characteristics as the whole population (Bless and Smith, 1995:95).

3.5.1.3 Snowball sampling

This method is often used in cases where the population is difficult to find or where the research interest is in an interconnected group of people. The starting point with this method is making contact with one or more people who belong to the population. They are interviewed or handed a questionnaire and then asked for information about others who have the same characteristics and who can be contacted next (Maree, 2007:177). Snowball refers to the process of accumulation as each located subject suggests other subjects. Because this procedure also results in samples with questionable representativeness, it's used primarily for exploratory purposes (Babbie, 2001:180).

3.5.1.4 Purposive sampling

The Purposive sampling is appropriate to select unique cases that are especially informative. A researcher may use purposive sampling to select members of a difficult-to-reach, specialised population. Another situation for purposive sampling occurs when a researcher wants to identify particular types of cases for in-depth investigation. The purpose is to gain a deeper understanding of types (Neuman, 2000:198).
This sampling method is based on the judgement of a researcher regarding the characteristics of a representative sample. A sample is chosen on the basis of what the researcher thinks to be an average person. The strategy is to select units that are judged to be typical of the population under investigation. The greater danger in this type of sampling is that it relies more heavily on the subject considerations of the researcher than on scientific criteria (Bless and Smith, 1995:95).
3.5.2 Types of probability sampling

Types of probability sampling will be discussed:

3.5.2.1 Simple Random

The simple random sample is both the easiest random sample to understand and the one on which other types are modeled. In simple random sampling, a researcher develops an accurate sampling frame, selects elements from the sampling frame according to a mathematically random procedure, then locates the exact element that was selected for inclusion in the sample (Nueman, 2000:203).

Accordingly, simple random sampling is a sampling procedure which provides equal opportunity of selection for each element in a population. There are various techniques of selecting randomly. The most common are the lottery techniques, where a symbol for each unit of the population is placed in a container, mixed well and then the lucky numbers drawn that constitute the sample. The symbol for each unit of the population can be names of participants, written on identical pieces of paper, or a number assigned to each participant (Bless and Smith, 1995:89).

3.5.2.2 Stratified Random Sampling

In this method of sampling, the population is divided into a number of homogeneous, non-overlapping groups, called strata. Within each stratum, independent sampling is then conducted. Stratified sampling is used to address the problem of non-homogeneous populations in the sense that it attempts to represent the population much better than can be done with simple random sampling (Cresswell, Ebersohn, Eloff, Ferreira, Ivankova, Jansen, Nieuwenhuis, Petersen, Clark and Westhuizen, 2007:175).
The principle of stratified random sampling is to divide a population into different groups, called strata, so that each element of the population belongs to one and only one stratum (Bless and Smith, 1995:91). In stratified sampling, a researcher first divides the population into subpopulations on the basis of supplementary information. After dividing the population into strata, the researcher draws a random sample from each subpopulation. He or she can sample randomly within strata using simple random or systematic sampling. In stratified sampling, the researcher controls the relative size of each strata, rather than letting random processes control it. In general, stratified sampling produces samples that are more representative of the population than simple random sampling if the stratum information is accurate (Nueman, 2000:208).

For purposes of this research, the researcher used the non-probability sampling which McBurney (1994:203) says is also known as purposive sampling. Purposive sampling is a valuable kind of sampling for special situations. It selects cases with a specific purpose in mind. With purposive sampling, the researcher never knows whether the cases selected represent the population (Neuman, 2000:198).

The sample for this research consisted of officials from the Integrated Development Planning (IDP) office, Communications office, councillors and the members of ward committees from four wards. These wards were wards 3, 4, 5, and 6, in Butterworth which is in Mnquma Local Municipality. This sample is based on 51 participants consisting of three (3) from IDP Office, four (4) officials from Communications Office, four (4) ward councillors from each ward, and forty (40) members of ward committees (ten members from each ward). This sample was chosen because it was cost effective to collect data, accessible and less time was to be spent in the field.

3.6 DATA COLLECTION INSTRUMENTS

Primary and secondary sources were consulted so as to gather information pertaining to this study. For primary sources, information was acquired by means of questionnaires.
Whereas, in the case of secondary sources information was obtained from books, journal articles, newspapers and government publications.

The primary data was collected by making use of questionnaires because they can be used without direct contact with respondents. These were self-administered questionnaires, and were completed by respondents themselves, without the assistance of an interviewer. These were done either by distributing the questionnaire and collecting it once it has been filled in (Bless, et al. 2006:117). The researcher only distributed questionnaires to the respondents.
3.6.1 Questionnaires

A questionnaire is a printed list of questions which respondents are asked to answer. These instruments are commonly used as well as commonly abused. It is easy to compile a questionnaire; it is not easy to compile an effective one. Effectiveness requires planning beforehand to ensure that the data can be objectively analysed afterwards. Open questions can be used in a preliminary survey or to get a feel for the subject (Melville and Goddard, 1996:43).

Questionnaires are used in connection with many modes of observation in social research. Although structured questionnaires are essential to and most directly associated with survey research, they are also widely used in experiments, field research, and other data-collection activities (Babbie, 2001:245).

3.6.2 Mail and Self-Administered Questionnaires

Researchers can give questionnaires directly to respondents or mail them to respondents who read instructions and questions, then record their answers. This type of survey is by far the cheapest, and it can be conducted by a single researcher. A researcher can send questionnaires to a wide geographical area. The respondent can, in turn, complete the questionnaires when it is convenient and can check personal records if necessary. Mail questionnaires offer anonymity and avoid interviewer bias. They are very effective, and response rates may be high for a target population that is well educated or has a strong interest in the topic or the survey organization (Nueman, 2000:271-272).

3.7 ETHICAL CONSIDERATIONS

In most dictionaries and common usage, ethics is typically associated with morality and both deal with matters of right and wrong. Webster’s New World Dictionary is typical
among dictionaries in defining ethical as conforming to the standards of conduct of a given profession or group (Babbie, 2001:470).

In this study, the participants remained anonymous. Confidentiality as well as privacy was obtained. According to Neuman (2000:98) researchers must protect privacy by not disclosing a subject’s identity after information is gathered. Anonymity means that subjects remain anonymous or nameless. All participants in a research have the right to remain anonymous. The permission to conduct research was obtained from the Mnquma Local Municipality. Ethics clearance from the Nelson Metropolitan University’s Faculty Higher Degrees Committee was also sought for this study.

3.8 CONCLUSION

The research method that was used is quantitative research, because the researcher was distributing questionnaires to the ward councillors, ward committees and Mnquma municipality staff. They responded positively while other ward committees were unable to finish questionnaires. The purpose of the research was to check the participation of community in decision making process within the Mnquma Local Municipality and the researcher used questionnaires as a method of data collection instrument. In the following chapter, data collection and presentation will be provided.
CHAPTER 4
DATA COLLECTION AND PRESENTATION

4.1 INTRODUCTION

This chapter is about data collection and presentation. The aim of this study was to examine the involvement of the community in decision making processes in Mnquma Local Municipality, to investigate ways and means of establishing the participation of communities and other stakeholders and to determine the benefits of involving the community in the decision making process in Mnquma Local Municipality.

In this chapter data was collected from both the Councillors and Municipality Officials. In presenting research questions the researcher indicates whether the response comes from the councillors or within the municipality officials. This chapter shows the total results of the study including how many strongly agreed, agreed, disagreed and strongly disagreed.

4.2 DATA COLLECTION PROCEDURE

Questionnaires were administered to fifty one (51) participants consisting of ward committees, ward councillors and municipal officials. Forty (40) questionnaires were given to members of ward committees, four (4) for ward councillors and (3) three from IDP Office, four (4) officials from Communications Office. These questionnaires were distributed to wards 3, ward 4, ward 5 and ward 6. Out of the fifty one (51) questionnaires the researcher received back thirty four (34).

Out of thirty four (34) questionnaires returned, the researcher received two (2) from IDP Office and four (4) from Communications Office, and the other twenty eight (28) were from the Ward Councillors and members of Ward Committees for four wards which is ward 3, ward 4, ward 5 and ward 6.
4.2.1 Presentation and interpretation of the questionnaire results

The following presentation and interpretation deal with the opinions of Mnquma Local Municipality ward councillors and the members of the ward committees. In this chapter the questionnaires are from annexures A and B for Mnquma Local Municipality ward committees and ward councillors and the Mnquma Local Municipality Officials. In the chart below the numbers on the left indicates the frequency. In the graph the vertical axis is labelled “No of obs”, meaning 'number of observations'.

4.3 RESPONSES OF WARD COUNCILLORS AND MEMBERS OF WARD COMMITTEES

4.3.1 Opinions about decision making

The first statement reads: “Decision making is an important function in public institutions”.

The responses (Figure 1) below show that 75% of the respondents strongly agreed that participation in decision making within the municipality is important and that in order for service delivery to be effective community participation is important whilst 25% of the participants agreed. Therefore, these results imply that decision making is an important function in the public institutions.
Figure 1: Decision making is an important function in public institutions.

Source: Questionnaires (Annexures A and B)

The second statement reads: “The Mnquma Local Municipality should involve the community in decision making within the municipality”.

The majority of the respondents 68% strongly agreed, 25% agreed that community can be involved and 7% of the respondents disagreed that the municipality should involve the community in decision making within the municipality. The fact that the Mnquma Local Municipality must involve the community in decision making has therefore been approved by the response of the respondents.
Figure 2: The Mnquma Local Municipality should involve the community in decision making within the municipality.

Source: Questionnaires (Annexures A)

The third statement reads: “It is the right of the community to participate in the process of decision making within the municipality”.

The Figure 3 below shows that 71% of the respondents strongly agreed that the community has the right to participate in the process of decision making within the municipality, 29% agreed and none of the respondents disagreed and strongly disagreed. This means that the Mnquma Local Municipality must take into consideration the involvement of the community to participate in the process of decision making within the Municipality.
Figure 3: It is the right of the community to participate in the process of decision making within the municipality.

Source: Questionnaires (Annexures A and B)

The fourth statement reads: “Participation of the community in decision making promotes co-operation between members of the community and officials”.

As can be seen in the Figure 4 below 75% strongly agreed and 25% agreed that participation in decision making promotes co-operation between community and municipal officials. The response of respondents was both strongly agreed and agreed, there was not a single respondent who disagreed and strongly disagreed to this statement. These results imply that if the community can participate in the affairs of the municipality, cooperation between community and officials can be enhanced. This state of affairs would create a conducive environment for effective and efficient delivery of services.
Figure 4: Participation of the community in decision making promotes co-operation between members of the community and officials.

Source: Questionnaires (Annexures A and B)

The fifth statement reads: "The community gets to understand the processes and the operation of the municipality through their participation in decision making".

The Figure 5 below indicates that 54% strongly agreed that community do understand processes of the municipality through their participation while 42% agreed and 4% disagreed with the above statement. Community participation in decision making within the municipality is vital because community gets the opportunity to question anything where they feel they are not satisfied and be part of the team which take decisions for better services.
Figure 5: The community gets to understand the processes and the operation of the municipality through their participation in decision making.

Source: Questionnaires (Annexures A and B)

The sixth statement reads: “Community participation in decision making is a mechanism through which the community can be empowered on the systems, structures, processes and services provided by the municipality”.

46% of the respondents strongly agreed, 50% agreed that community participation in decision making is a mechanism through which the community can be empowered and 4% disagree to that statement. This means that participants believe that the community participation in the decision making of their municipality gets the community to understand the functioning of the municipality.
Figure 6: Community participation in decision making is a mechanism through which the community can be empowered on the systems, structures, processes and services provided by the municipality.

Source: Questionnaires (Annexures A and B)

The seventh statement reads: “The community is prepared to participate in municipal decision making processes”.

50% strongly agreed and 50% agreed that the community is prepared to participate in decision making. The community is willing to work with the municipality so as to achieve goals and objectives of the municipality, especially in decision making process because that is where the service delivery programme starts.
Figure 7: The community is prepared to participate in municipal decision making processes.

Source: Questionnaires (Annexures A)

4.3.2 Participation in decision-making in Mquma Local Municipality

The eight statements reads: “The community is given an opportunity to participate in decision making in Mquma Local Municipality”.

The Figure 8 below indicates that 14% of the respondents strongly agreed, 61% agreed, 21% disagreed and 4% strongly disagreed that community is given an opportunity to participate in decision making in Mquma Local Municipality. The Mquma Local Municipality should ensure that members of the community are participating within the municipality by inviting them to their meetings, planning session, and education and awareness campaigns throughout the municipality.
Figure 8: The community is given an opportunity to participate in decision making in Mnquma Local Municipality.

Source: Questionnaires (Annexures A and B)

The ninth statement reads: “Mnquma Local Municipality has a policy on community participation”.

The majority of the participants strongly agreed that Mnquma Local Municipality has policy for community participation, 46% strongly agreed, 43% agreed and 11% disagreed to the above statement. The Mnquma Local Municipality has policies on community participation such as Intergovernmental Relations Framework and Integrated Development planning policy.
Figure 9: Mnquma Local Municipality has a policy on community participation.

Source: Questionnaires (Annexures A and B)

The tenth statement reads: “*The community is aware of the Mnquma Local Municipality’s policy on community participation*.”

Only 18% of the respondents strongly agreed that community are aware of municipal policy, 43% agreed, 32% disagreed and 7% strongly disagreed. Therefore the community within the municipality are aware that there are policies within the municipality but they do not have a clear understanding of those policies because they are written in English, while the majority of the community within the municipality speak Xhosa and are not proficient in the language.
Figure 2: The community is aware of the Mnquma Local Municipality’s policy on community participation.

Source: Questionnaires (Annexures A and B)

The eleventh statement reads: “Mnquma Local Municipality has structures in place to promote public participation”.

25% of the respondents strongly agreed that Mnquma Local Municipality has structures in place to promote public participation, 71% agreed, 4% disagreed that the municipality has structures in place to promote participation and not a single respondent strongly disagreed that Mnquma Local Municipality has structures in place to promote public participation.

The following are structures (as mentioned by ward committees and ward councillors) that the Municipality has established to promote public participation:

- Community Based Planning Programmes
- Ward committees structures
- Community development workers
- Executive Mayor and Speaker’s out-reach programmes
Figure 3: Mnquma Local Municipality has structures in place to promote public participation.

Source: Questionnaires (Annexures A and B)

The twelfth statement reads: “Is public participation in Mnquma Local Municipality effective”? 

In the Figure 12 below 68% of the respondents said yes that participation is effective within the Mnquma Local Municipality and the 32% responded that it is not effective. In order for the municipality to improve the level of participation it must ensure that cooperation between ward councilors, ward committees and traditional leaders is promoted.
Figure 4: Is public participation in Mnquma Local Municipality effective.

Source: Questionnaires (Annexures A and B)

The thirteenth statement reads: “The value of engaging the community in decision making lies primarily in enhancing the quality of services or in building the capacity of the community”?

50% of the respondents strongly agreed and 50% agreed that the value of engaging the community in decision making lies in both the quality of service delivery and on building the capacity of the community. The main aims of the Mnquma Local Municipality are to provide services to the community and building a relationship between the municipality and the community. In the statement above the respondents reveal that they strongly agreed and agreed that on engaging the community in decision making the service delivery process can be approved through their involvement.
Figure 5: The value of engaging the community in decision making lies primarily in enhancing the quality of services or in building the capacity of the community.

Source: Questionnaires (Annexures A and B)

The fourteenth statement reads: “Are there factors inhibiting community participation in the Mnquma Local Municipality”?

The 100% of the respondents responded: yes that there are no factors inhibiting community participation in the Mnquma Local Municipality. None of the respondents has mentioned any factor that does not allow community participation within the Mnquma Local Municipality that means they can access the municipal documents whenever they want them.
Figure 6: Are there factors inhibiting community participation in the Mnquma Local Municipality.

Source: Questionnaires (Annexures A and B)

The fifteenth statement reads: “Mnquma Local Municipality has forms of public participation in decision making in place”.

The Figure 15 below shows that 32% of the respondents strongly agreed that Mnquma Local Municipality has forms of public participation in decision making in order to improve the level of community participation in municipality whilst 64% of the respondents agreed and 4% disagreed that there are forms of participation in decision making. The results reveal that there are various forms of participation in decision making at Mnquma local municipality but the community are not aware of them because the majority of community is not educated.
Figure 7: Mnquma Local Municipality has forms of public participation in decision making in place.

Source: Questionnaires (Annexures A)

The sixteen statement reads: “Community participation in decision making improves the level of service delivery”.

In Figure 16 50% of the respondents strongly agreed that community participation in decision making improves the level of service delivery and 50% agreed. The research findings reveal that community participation is significant within the municipality so as to improve the level of cooperation and service delivery. Therefore, for the Mnquma Local Municipality to improve their level of service delivery they should involve community participation in decision making.

Section 16 (1) (a) of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) highlights the fact that a culture of municipal governance that complements formal representative government with a system of participatory democracy must be promoted. The municipality must encourage and create conditions for the local community to participate in the affairs of the municipality.
Figure 16: Community participation in decision making improves the level of service delivery.

The seventeen statement reads: "The level of community satisfaction regarding municipal services increases when the community participates in decision making processes of the municipality".

In Figure 17 46% of the respondents strongly agreed that community satisfaction regarding municipal services increases when the community participates in decision making processes and 54% agreed. It is true that the more they participate in decision making process the more the level of service delivery will be improved. The community will thus be satisfied because service delivery will be based on the community needs and aspirations. It is very important for the municipality to involve community to participate in decision making to give their assistance on the ways that municipality can improve the level of service to be delivered.

Source: Questionnaires (Annexures A and B)
The municipality capacitates the ward councillors in order for them to be effectively involved in decision making processes.

Source: Questionnaires (Annexures A and B)

The eighteen statement reads: “The municipality capacitates the ward councillors in order for them to be effectively involved in decision making processes”.

32% of respondents strongly agreed and 68% agreed that that the municipality capacitates ward councillors to be effectively participating in municipality. Ward councillors are the representatives of the community; they are the ones who take the wishes and problems of community to the municipality.
Figure 18: The municipality capacitates the ward councillors in order for them to be effectively involved in decision making processes.

Source: Questionnaires (Annexures A and B)

The nineteen statement reads: “Community participation increases trust between the community and the municipal officials”.

Figure 19 68% of the respondents strongly agreed that community participation increases trust between the community and the municipal officials whilst 32% agreed. These results reveal that the more the community participates within the municipality the greater chances of building trust between the municipality and the community.
Figure 19: Community participation increases trust between the community and the municipal officials.

Source: Questionnaires (Annexures A and B)

The twenty statement reads: "Community participation in decision making increases the level of satisfaction regarding municipal services".

Figure 20 indicates that 64% of the respondents strongly agreed that community participation in decision making increases the level of satisfaction regarding the municipal services and only 36% agreed.
Figure 20: Community participation in decision making increases the level of satisfaction regarding the municipal services.

Source: Questionnaires (Annexure A and B)

4.4 RESEARCH FINDINGS

The following research findings on Community participation in the process of decision making within the Mnquma Local Municipality are that:

- Some of the community members are not aware of municipal policies.
- Community members meet with the municipal officials in community road shows, public hearing and ward councillors meetings only if the officials have something to share with the community.

Poor service delivery by the municipality is as a result of lack of community participation in decision making within the Mnquma Local Municipality. For instance, on the way between Msobomvu township and Zizamele there are housing projects that are not yet complete; these houses have been there for many years but they are not yet finished
and other members are staying there while they are not finished and, needless to say, those half built houses are not good for human habitation.

The majority of inhabitants in Mnquma Local Municipality speak Xhosa and the municipal documents are written in English so the community does not understand these policies.

Even though this study is not on the accountability of councillors and ward committees but it came repeatedly that they are not taking community needs into consideration when they are responding to the community. Also, the reason that the community do not attend ward constituency meetings in big numbers is that these meetings:

- are not adequately published
- Tend to be on Sunday afternoons when people are preparing for Monday.
- That people do not have money to go to the venues where the meetings are held and this result in poor attendance.
- Are mostly attended by those who come from poor families because those who are in middle class can afford the municipal services and as such they do not see the need of attending the community meetings.

Even though ward committees are there they are not effective and active within the municipal activities; they are not even resourced by the municipality, for example, no stipend is made available for travelling and administration costs covered for ward committee members.

- Most of the ward committees are not aware of the municipal processes, the role they have to play as ward committee members and they do not even understand municipal bylaws.
Community development workers (CDWs) serve as an important link between the National, Provincial and the Local governments. They are the foot soldiers and the eyes and ears of government in ensuring that services are delivered to the communities. The research findings revealed that other Community development workers are functioning very well with their ward councillors whereas other ward councillors are not happy with their CDW’s because they are not performing.

4.5 CONCLUSION

This chapter sought the views of the people about the participation of the community in decision making in Mnquma Local Municipality. The interpretation and analysis of data culminated into researched findings which, among others, reveal that the community is not involved when decisions are made in Mnquma Local Municipality. In the next chapter the conclusion as well as recommendations to improve community participation in the process of decision making in Mnquma Local Municipality will be provided.
CHAPTER 5

CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter is the last chapter of the study and will present the recommendations and conclusions of the study. In order for the municipality to improve community participation in decision making the municipality must ensure that the community is given an opportunity to raise their needs and priorities.

The first section will provide the recommendations on improved community participation in decision making. The second section will present the conclusions of the study.

5.2 RECOMMENDATIONS

Challenges facing Mnquma Municipality are those facing most South African municipalities. Section A of the White Paper on Local Government, 1998 states that Municipalities around the world face the challenge of managing viable and environmentally sustainable urban and rural systems. In addition, the following recommendations need to be implemented in a way that will enhance community participation in decision making. The recommendations are divided into seven (7) categories as follows:

5.2.1 Recommendations for improved satisfaction in delivery of services

There are several reasons why community participation is necessary. Community participation in decision making provides an equal opportunity to influence the decision making process and it ensures that the government is sensitive to the needs of the community. Participation in decision making can improve satisfaction about service
delivery by the municipality and can be a learning process only when the community really participates in decision making. The Mnquma Local Municipality must encourage and create conditions for the community to participate in the affairs of the municipality.

5.2.2 Improved communication

In order for the Mnquma Local Municipality to improve communication, the municipal officials must ensure that the information is distributed to the ward councillors, Community Development Workers, traditional leaders and through the community representatives. There should be a notice board to paste memos for meetings, municipal programmes and the municipality should write letters to be distributed to the ward councillors and traditional leaders to inform the community about meetings and programmes of the municipality. The municipality can also use local radio stations and newspapers to publish municipal programmes and their initiatives for accessibility and information sharing with the community.

5.2.3 Recommendation on improved consultations

The Mnquma Local Municipality has to consult the citizens to find out what their needs are and what the municipality intends to do and the level of services to be delivered. Consultation will help the municipality to make appropriate decisions based on the real needs of the community so as to provide what is really wanted by the community. This will also assist the municipality to prioritize community needs. If the promised services are not delivered to the community during the expected time, the municipality must apologize for not keeping the promise. To meet the needs of the community and improve the level of services rendered, the municipality or mayor should have frequent consultations and meetings with local communities in order to obtain information on their needs and priorities.
5.2.4 Recommendation on regular meetings with the communities

Municipal IDP and budget meetings must be published three weeks before in order to allow the community enough time to prepare for the meeting. The Mnquma Local Municipality must ensure that meetings are held in an accessible venue and at a convenient time that is suitable for both the municipal officials and community members.

5.2.5 Recommendation on language

It will be helpful for the Mnquma Local Municipality to have both English and Xhosa documents so as to accommodate community members who are unable to read English. The Municipal documents must not only be available within the municipality, these documents must be made available to ward councillors who should in turn share the contents with the community.

5.2.6 Recommendations for improved service delivery

The Mnquma Local Municipality should regard service delivery as a priority to their community and ensure that all the people are receiving equal treatment from their municipality. This can be achieved if:

- the municipal officials work hand in hand with ward committees, Community Development Workers and Ward Councillors.
- Communities are involved in the decision making within their municipality.
- Municipal officials work together as a team and they are aware of the mission, vision, aims and objectives of the municipality.
5.2.7 Recommendation on handling of complaints

In order for the municipal officials to handle community complaints, it will be of great assistance for the municipal officials to emphasise in their meetings with councillors, Community Development Workers and traditional leaders, that when a member of the community is not satisfied about how their problem was addressed, they should go to Customer care office to address their problems. The Mnquma Local Municipality must ensure that members of the public:

- Should submit complaints to the customer care office.
- All complaints must be treated as confidential at all times and also ensure that complaints are attended to timeously and the complainant must be notified about his or her complaint.
- Must transmit all complaints to the responsible managers who will be responsible for the correction of those faults and imperfections reported.

5.3 CONCLUSION

This study sought to investigate community participation in the decision-making process in Mnquma Local Municipality. During the course of the investigation it became evident that community participation in decision making is one of the challenges facing the Mnquma Local Municipality and that the municipality should involve community within the decisions taken by the municipality, especially in Integrated Development Planning and budget planning. Community participation in the affairs of the municipality is vital in that the community are the beneficiaries of municipal services. It is important for a municipality to consult the community before rendering services so as to know what is expected by the community. In cases where the municipality fails to render promised services, the municipality must explain to the community the reasons for not delivering such services. On the basis of the research findings, the conclusion made is that the
lack of poor participation in decision making is caused by poor communication in Mnquma Local Municipality.

In the first chapter the background and rationale of the study, statement of the problem and the objectives of the study were clearly outlined and presented.

The second chapter dealt with conceptual and legislative framework of decision making, understanding public participation and decision making, advantages of citizen participation, disadvantages of citizen participation and forms of participation in decision making.

Chapter Three dealt with the method of research, research design, population and sampling and data collection instruments. The research method that was used is quantitative research, because the researcher distributed questionnaires to the ward councillors, ward committees and Mnquma municipality staff. They responded positively while other ward committees were unable to complete questionnaires.

Chapter Four dealt with findings and the analysis of the research questions. This chapter focused on data collection and presentation. This chapter is divided into two sections. The first section dealt with responses of municipal officials ward committees and ward councilors from Mnquma Local Municipality. The second section provided the research findings.

Chapter Five, which is the current chapter, provides recommendations and conclusion based on the findings of the study. It is divided into various categories of recommendations which include recommendations for improved satisfaction with participation in decision making, recommendation on improved communication, recommendation on improved consultations, recommendation on regular meetings with the communities, recommendation on language, recommendations for improved service delivery, and recommendation on handling of complaints.
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ANNEXURE A:
THE LETTER OF PERMISSION FROM THE MUNICIPALITY

MNQUMA LOCAL MUNICIPALITY

P.O. Box 36
52 King Street, Butterworth
Telephone: 047-401 2400
Fascimile: 047-491 0195

IBhokisi YePosi No. 36
52 King Stalato, eGcuwa
foni: 047-401 2400
Ifeksi: 047-491 0195

Date: 15 November 2011
Person dealing with the matter: Mr. M. Mtalo (Acting Director Strategic Management)
Ref: 12/2/1/17

TO WHOM IT MAY CONCERN

Re: Permission to conduct research at Mnquma Local Municipality

The letter from the student (Mr. M. Mbane) of Nelson Mandela Metropolitan University requesting permission to conduct research at Mnquma Local municipality was received with great anticipation. This research will provide insight and direction on certain issues that we as a municipality might have missed regarding community participation and involvement in decisions and activities.

Therefore the student: M. Mbane, student number: 209057539 is granted permission to conduct research in wards 3, 4, 5 and 6.

For further deliberation do not hesitate to call Ms N. Zukulu (Research Manager) on (047) 401 2400.

With kind regards,

[Signature]

N. PAKADE
MUNICIPAL MANAGER
University of Fort Hare

English Department

50 Church Street

East London

9 November 9, 2012

To Whom It may Concern

Re: Language Editing

This serves to confirm that I was responsible for editing Mr. Mbane’s work to the best of my ability.

If you have any questions in this regard you are free to email at this address: imkhize@ufh.ac.za

Hope this suffices.

Yours sincerely,

[Signature]

[Name]
ANNEXURE C:
QUESTIONNAIRE FOR MNQUMA LOCAL MUNICIPALITY WARD COUNCILLORS AND THE MEMBERS OF THE WARD COMMITTEES.

TITLE: Community participation in the decision-making process in Mnquma Local Municipality

RESEARCHER: MBANE MASIBULELE

OBJECTIVES OF THE STUDY
The objectives of the study are:

To examine the involvement of the community in decision making processes in Mnquma Local Municipality.
To investigate ways and means of establishing and to encourage the participation of communities and other stakeholders in Mnquma Local Municipality.
To determine the benefits of involving the community in the decision making process in Mnquma Local Municipality.

INTRODUCTORY REMARKS:
This questionnaire should be completed individually. It will take about 15-20 minutes to complete. Please tick the box that represents your response to the question or statement. If you wish to comment on any question or elaborate your answers please write any further comments on the back page of the questionnaire.
Should you have any questions, feel free to contact me at: 071 8694 489
Cell phone Number: E-mails: mbanem02@yahoo.com

CONFIDENTIALITY:
Privacy, anonymity and confidentiality will be upheld.

THANK YOU!
SECTION A
OPINIONS ABOUT DECISION-MAKING

For each of the following statements, please tick next to the box which best describes your opinion about water as a basic municipal service. Please rate your agreement or disagreement by ticking the appropriate box using the following scale.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

1. Decision making is an important function in public institutions.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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</thead>
</table>

2. The Mnquma Local Municipality involves the community in decision making within the municipality.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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</thead>
</table>

3. It is the right of the community to participate in the process of decision making within the municipality.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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</table>

4. Participation of the community in decision making promotes co-operation between members of the community and officials.

<table>
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<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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</table>
5. The community gets to understand the processes and the operation of the municipality through their participation in decision making.

<table>
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<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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6. Community participation in decision making is a mechanism through which the community can be empowered on the systems, structures, processes and services provided by the municipality.

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<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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7. The community is prepared to participate in municipal decision making processes.

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<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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SECTION B
PARTICIPATION IN DECISION-MAKING IN MNQUMA LOCAL MUNICIPALITY

8. The community is given an opportunity to participate in decision making in Mnquma Local Municipality.

<table>
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<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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9. Mnquma Local Municipality has a policy on community participation.

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<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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10. The community is aware of the Mnquma Local Municipality’s policy on community participation.

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<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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</table>

11. Mnquma Local Municipality has structures in place to promote public participation.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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In the following space please list the structures that the Municipality has established to promote public participation:
12. Is public participation in Mqquma Local Municipality effective?

| Yes | No |

If no, please list ways in which the community can participate in Mqquma Local Municipality’s decision making processes.

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14. Are there factors inhibiting community participation in the Mnquma Local Municipality?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
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</thead>
</table>

If yes, please list these inhibiting factors in the space provided below:
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15. Mnquma Local Municipality has forms of public participation in decision making in place.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

Please list mechanisms that are in place to enhance the participation of the community in decision making in Mnquma Local Municipality.
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16. Community participation in decision making improves the level of service delivery.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>
17. The level of community satisfaction regarding municipal services increases when the community participates in decision making processes of the municipality.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

18. The municipality capacitates the ward councillors in order for them to be effectively involved in decision making processes.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

19. Community participation increases trust between the community and the municipal officials.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

20. Community participation in decision making increases the level of satisfaction regarding municipal services.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

THANK YOU FOR YOUR PARTICIPATION!
ANNEXURE D:

QUESTIONNAIRE FOR MNQUMA LOCAL MUNICIPALITY OFFICIALS

Topic: Community participation in the decision-making process in Mnquma Local Municipality.

RESEARCHER: MBANE MASIBULELE

OBJECTIVES OF THE STUDY

The objectives of the study are:
To examine the involvement of the community in decision making processes in Mnquma Local Municipality.
To investigate ways and means of establishing and encouraging the participation of communities and other stakeholders in Mnquma Local Municipality.
To determine the benefits of involving the community in the decision making process in Mnquma Local Municipality.

INTRODUCTORY REMARKS:

This questionnaire should be completed individually. It will take about 15-20 minutes to complete. Please tick the box that represents your response to the question or statement. If you wish to comment on any question or elaborate your answers please write any further comments on the back page of the questionnaire.
Should you have any questions, feel free to contact me at: 071 8694 489
Cell phone Number: E-mails: mbanem02@yahoo.com

CONFIDENTIALITY:
Privacy, anonymity and confidentiality will be upheld.

THANK YOU!
SECTION A

OPINIONS ABOUT DECISION-MAKING

For each of the following statements, please tick next to the box which best describes your opinion about water as a basic municipal service. Please rate your agreement or disagreement by ticking the appropriate box using the following scale.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

1. Decision making is an important function in public institutions.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

2. It is necessary that the municipality should involve the community in decision making.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

3. It is the right of the community to participate in the process of decision making within the municipality.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

4. Participation of the community in decision making promotes co-operation between members of the community and officials.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>
5. The community gets to understand the processes and the operation of the municipality through their participation in decision making.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

6. Community participation in decision making is a mechanism of empowering the community on the systems, structures, processes and services provided by the municipality.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

7. The Mnquma Local Municipality involves the community in the decision making process.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

8. Are there any challenges faced by Mnquma Local Municipality in its attempts to empower public participation and decision making?

<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
</table>

If you have ticked yes to the above question, please list the challenges in the space provided here below.

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

........................................................................................................
SECTION B

PARTICIPATION IN DECISION-MAKING IN MNQUMA LOCAL MUNICIPALITY

9. The community is given an opportunity to participate in decision making in Mnquma Local Municipality.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

10. Mnquma Local Municipality has a policy on community participation.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

11. Mnquma Local Municipality has structures in place to promote public participation.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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</thead>
</table>

In the following space please list the structures that the Municipality has established to promote public participation:

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12. The Mnquma Local Municipality involves the community to participate in its decision making processes.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

13. There are benefits that a municipality can get in involving the community in municipal decision making.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

14. The value of engaging the community lies primarily in enhancing the quality of services, or in building the capacity of the community.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
</table>

15. In which ways can an individual participate in local government in order to influence decision making?

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16. There are mechanisms in place to enhance the participation of the community in decision making at Mnquma Local Municipality.

<table>
<thead>
<tr>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
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</table>

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17. Community participation in decision making improves the level of service-delivery.

<table>
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</table>

THANK YOU FOR YOUR PARTICIPATION!
ANNEXURE E:  
LETTER TO THE PARTICIPANTS

03 April 2012

Dear Participant

My name is MasibuleleMbane and I am a Master of Public Administration student at Nelson Mandela Metropolitan University. I am conducting a research on Community participation in the decision-making process in Mnquma Local Municipality. I therefore request you to participate in this research study. I will provide you with the necessary information to assist you to understand the study and explain what would be expected of you (participant).

You will be required to provide a written consent that will include your signature, date and initials to verify that you understand and agree to the conditions. Should you have any query regarding the study please feel free to call me at this numbers: 071 8694 489. Queries with regard to your rights as a research subject can be directed to the Research Ethics Committee (Human), Department of Research Capacity Development, PO Box 77000, Nelson Mandela Metropolitan University, Port Elizabeth, 6031.

If no one could assist you, you may write to: The Chairperson of the Research, Technology and Innovation Committee, PO Box 77000, Nelson Mandela Metropolitan University, Port Elizabeth, 6031.

Participation in research is completely voluntary. You are not obliged to take part in any research if you choose not to participate. If you do partake, you have the right to withdraw at any given time, during the study without penalty or loss of benefits. However, if you do withdraw from the study, you should return for a final discussion or examination in order to terminate the research in an orderly manner.

Although your identity will at all times remain confidential, the results of the research study may be presented at scientific conferences or in specialist publications.

This informed consent statement has been prepared in compliance with current statutory guidelines.

Yours sincerely

MasibuleleMbane (Mr)  
RESEARCHER