

**AN EVALUATION OF THE IMPACT OF MUNICIPAL EXECUTIVE POLICY ON
COMMUNITY DEVELOPMENT IN THE O.R. TAMBO DISTRICT AND NYANDENI
LOCAL MUNICIPALITY**

by

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(ii)

DECLARATION

I declare herewith that the mini-dissertation entitled “An evaluation of the impact of municipal executive policy on community development in the OR Tambo District and Nyandeni Local Municipality” is my own work and has not been submitted for a degree at another university.


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SIGNATURE

January 2010
.....
DATE

ACKNOWLEDGEMENTS

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S.S. Ngantweni

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DEDICATION

It is my humble wish to dedicate this mini-dissertation to my late parents **Stanford** and **Mabedla Ngantweni** and my late dear brothers **Malindela, Sigidi** and **Yomiti “Scara” Ngantweni** for their unwavering support in my constant strides to achieve great things in life. It is hoped therefore that through my efforts their spirits will be revived and be able to celebrate successes and victories of life with us, as unforgettable partners of our family.

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ABSTRACT

The democratic dispensation which existed in South Africa after 1994 demands that municipalities must take full responsibility and accountability for the development of the local communities. In this mini-dissertation, a study is undertaken to evaluate the impact of the municipal executive policy on community development within the municipal policy process of OR Tambo District and Nyandeni Local Municipality. The study assumes that the municipal executive policy of O.R. Tambo District and Nyandeni Local Municipality is failing to impact positively on community development. The main objectives of this study is to:

- Determine and evaluate the effectiveness of the rendering of community services to the citizens of the O.R. Tambo District Municipality and the Nyandeni Local Municipality;
- Investigate and evaluate the extent of impact of the existing executive policy on community development in the above cited municipalities; and
- where necessary, provide recommendations for the improvement of the community development services and applicable municipal legislation.

The mandate of a municipality in terms of the constitution is to promote the general welfare of citizens. The promotion of the general welfare entails the total elimination of poverty which is caused by a lack of means to provide for food, clothing, housing and the development of communities in various fields. The approach to develop communities may consider the equipping municipal citizens materially and spiritually in order to access job opportunities and live enjoyable life which is in line with acceptable personal values. However, even though the constitutional arrangements provide space for the promotion of the general welfare of citizens through providing public services efficiently and effectively, the problem is that the rendering of community services and the implementation of municipal executive policy are ineffective in

promoting sustainable development at community level. In the O.R. Tambo District Municipality and Nyandeni Local Municipality, community services such as the provision of water, electricity, housing and the development of people to enjoy job opportunities are ineffective. The study provides literature review of the nature and place of the policy process and community development in Public Administration. This section is followed by the legislative framework for community development in South Africa. From the theoretical foundation as presented, an examination is conducted to ascertain if the municipal executive policy is able to make an impact on community development of O.R. Tambo District and Nyandeni Local Municipality.

KEY WORDS

Community Development, Development , Administration, O.R. Tambo District and Nyandeni Local Municipality, Policy Making, Executive Policy, Policy Process, Public Administration and Legislative framework for community development.

CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION

1.1. INTRODUCTION

Community development can be explained as a government process of developing human talent and potential in order to cope with the global challenges. The basic goal of any government is to promote the general welfare of the citizens-members of communities within a state. To accomplish this overall goal, a government must satisfy the needs, interest and expectations of the citizens who worked tirelessly for the government to be in power. The citizenry must in all respect gain political demands. The political demands need to be translated into authoritative policy which must be implemented in order to promote the general welfare as effectively and efficiently as possible.

In the public sector, the legislators in the various spheres or levels of government are responsible for setting objectives in policy, known as executive policy, to promote development. No public service can be rendered without suitable and applicable policy which needs to be implemented. A co-operative interaction exists between political office bearers and chief officials in the making and implementation of policy for community development. The relations between political office bearers and chief officials are determined by the division of work between the two groups of role-players. The basic theorem in public administration is that the pace will be set by the political office-bearers, as the government, in close interaction and co-operation with the chief officials. This co-operative interaction takes place on four different levels of policy-making.

The purpose of this study is to evaluate the impact of municipal executive policy on community development and the purpose of this chapter is to introduce and to provide a framework necessary to articulate what is to be researched, described and explained in the chapters to follow. The

elements that belong to the chapter are standardized and consists of a background to the study, problem statement, hypothesis statement, objectives of the study, necessity of the study, and a study plan. Finally, specific words and terms used in the study will be described and explained to prevent possible misunderstanding. The background to the study is provided below.

1.2. BACKGROUND TO THE STUDY

The present democratically elected governments in South Africa has long been awaited by citizens. People needed a government which would respond positively to social needs and the citizens' aspirations effectively. Generally, there have been a lot of expectations from the ranks of citizens within South Africa for a progressive government which would support and create a workable environment for local community development. In responding to the aforementioned fundamental objective, the government has since 1994 developed a wide range of legislative and policy framework. The legislative and policy framework was developed to address quite a number of issues confronting the South African citizens. The promotion of the general welfare of society depends on the policies made by the policy-makers (Hanekom, Rowland and Bain, 2001: 25) The smooth implementation of the main government policies translate to the provision of public services in a more efficient and effective way.

However, an impact can be realized if such policies are converted into workable and practical strides which incorporate the views and the physical involvement of all social role-players.

In contrast to the above popular policy expectation of people benefitting widely from the municipal policy process, there are challenges faced by municipal governments in ensuring that municipal policies do impact positively on the lives of many people within local communities. The right to vote is not enough on its own, it needs to be substantiated by social democratic rights as democracy is socially driven. The poverty levels and non-accessibility of the basic essential public services still affect negatively the local citizens despite the development of the progressive

municipal policies. The failure of the municipal policy process to impact on community development may be attributed to countless inability of the municipal councillors to engage local communities when municipal programmes are designed and implemented. Critically important is the creation of an environment by municipalities in which people can gain access to social and economic rights necessary to sustain human life, health and dignity (*The Constitution of the Republic of South Africa, 1996, Section 40(2)*). However, the prevailing conditions suggest that the municipal executive policy is ineffective to promote community development.

1.3. PROBLEM STATEMENT

An effective municipal authority is one which promotes the general welfare of municipal citizens and ensures rendering of municipal services fairly and impartially (*The Constitution of the Republic of South Africa, 1996, section 195(d)*). According to Meiring and De Villiers (2001:7) the co-operation of municipal citizens together with the elected councillors and municipal officials in the rendering of municipal services including the development of local communities is essential and plays a pivotal role in providing municipal services. The development of the municipal executive policy signals an intention on the part of the municipal council to make a positive impact on the lives of the municipal citizens. However, although the *Constitution of the Republic of South Africa, 1996, section 153 (a)* states that a municipal authority is meant to promote the general welfare of the municipal citizens, the municipal citizens are still struggling to access the essential services such as the provision of water, electricity, housing, access roads and sanitation. The problem that will be investigated is the non-implementation and ineffective implementation of the executive policy at the O.R. Tambo District Municipality and the Nyandeni Local Municipality, resulting in a lack of essential services to promote the general welfare of the citizens. The purpose of the study will be to investigate the root causes and the possible reasons for the failure of the municipal executive policy to make an impact on community development within the municipal policy process. The research aims to prove that a

problem exists between the municipal policy process and the development of local communities. The hypothesis of the study is further elaborated as follows.

1.4. HYPOTHESIS OF THE STUDY

The study investigates the ineffective implementation of the municipal executive policy to promote community development and lack of co-operation between municipal officials and municipal citizens in OR Tambo District and Nyandeni Local Municipality. A hypothesis is a proposition that is stated in a testable form and predicts a particular relationship between two or more variables. A hypothesis implies *inter alia* insufficiency of presently attainable evidence and therefore a tentative explanation (Bailey, 1982:41-42). The study evaluates the impact of the municipal executive policy on community development in the O.R. Tambo District and Nyandeni Local Municipalities.

In this study, the following hypothesis will be investigated.

- The rendering of community services is inadequate to attain effective and sustainable development.
- The problem has as its origin ineffective implementation of the municipal executive policy, characterized by non-co-operation of the municipal officials and citizens. Having provided the hypothesis, the objectives of the study are reflected below.

1.5. OBJECTIVES OF THE STUDY

The main objectives of this study is to

- Determine and evaluate the effectiveness of the rendering of community services to the citizens of the O.R. Tambo District Municipality and the Nyandeni Local Municipality;
- Investigate and evaluate the extent of impact of the existing executive policy on community development in the above cited municipalities; and

- where necessary, provide recommendations for the improvement of the community developmental services and applicable municipal legislation. The theoretical framework of the study is now provided.

1.6. THEORETICAL FRAMEWORK

Theoretical framework is a foundation from which a study or hypothesis could be grounded on. A theory, in this context, means a set of ideas to explain something or an opinion about something (*Collins English Dictionary and Thesaurus*, 2007:826) On the other hand, framework means a structure which provides shape or support. Then, when combined, theoretical framework simply means a theory base. The premise of this study comes from the motivational theory as developed by Maslow in the 1970s. According to this theory people have basic needs which the government ought to fulfill. These needs range from physiological, safety, social, esteem and self-actualisation needs (*Vide, infra*, chapter 2 section 2.3).

This theory is therefore relevant for this study since the fundamental aim of the study is to evaluate the impact of policy on community development. In other words, this theory will be utilized to evaluate if the people's needs as cited above are able to be fulfilled by the municipalities under investigation. This theory explains that hypothesis formulation and verification can be done by using the classical approach which consists of three main stages. The first stage deals mainly with the conceptual level which entails concept development and proposition construction, the second stage aims at bridging the gap between the conceptual and empirical levels and third stage focuses on the verification of the hypothesis (*Vide, infra*, section 2.3, Bailey, 1982:53). The reason for undertaking the study is explained below.

1.7. NECESSITY OF THE STUDY

The council of a municipality has to strive in ensuring that municipal services are provided to the local community in a financially and environmentally sustainable manner (*Municipal Systems Act, 2000*, section 4(2)(d) and (e)). A transformed South African public service will be judged by one criterion above all, its effectiveness in delivering services which meet the basic needs of all South African citizens (*White Paper on Transforming Public Service Delivery, 1997:9*). Section (B) of the *White Paper on Local Government, 1998* states that development local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. It further states that development local government is intended to have a major impact on the daily lives of South Africans (*White Paper on Local Government, 1998*, available from <http://www.thedplg.gov.za>, on 06 October 2008). From the above, it became clear that municipalities have been established to ensure the promotion of the general welfare of the municipal citizens in various aspects of the social life including the development of local communities.

The future public service should effectively bridge the gap between the first and second economies, linking them through effective income generating activities that meet the needs of the poor and also create opportunities for wealth creation. It must therefore operate on a pedestal where poverty eradication initiatives succeed in addressing the needs of their clearly defined target groups, providing appropriately large-scale, sustained and cost-effective remedies to previously intractable problems. Such initiatives should be based on a vibrant and imaginative national development strategy with which public service development efforts will be aligned (*Public Service Commission State of the Public Service Report, 2005:26*). In order to achieve the development goals as cited above, municipal authorities were established to take care of the local

development initiatives. The main aim of the municipal executive policy is to facilitate the developmental initiatives targeting the municipal local communities. It therefore becomes essential to investigate the effectiveness of the municipal executive policy in the municipal process of developing local communities. The importance of investigating this topic is that flaws of municipal policy implementation will be exposed and as such political office bearers and municipal officials could be placed in a better position to explore appropriate corrective mechanisms. The citizens of OR Tambo and Nyandeni municipalities will, in the process of investigation learn and understand the proper channels of engaging municipalities in relation to the actual provision of the municipal basic services. This study will serve as a baseline information for students who would pursue studies in the related field in the near future. Lastly, the study will provide suitable information for the structures which provide monitoring and an oversight role on the functioning of municipalities such as Provincial Government Departments and the South African Local Government Association. Furthermore, the study will assist institutions of higher learning in terms of providing the required data for further research development. It is essential for any research to have a guiding plan.

1.8. STUDY PLAN

A study plan has a dual purpose. Firstly to enable the researcher to organize the theoretical and empirical information into specific chapters, sections and sub-sections to orderly sense. Secondly, a study plan seeks to direct the reader by indicating what can be expected in each chapter. To investigate the topic of an evaluation of municipal community development and the impact of the executive policy on such services as a scientific study, two main components are usually dealt with, namely a theoretical construction and an empirical testing (Meiring, 1987:4).

Municipal community development is based on the public policy process, which is one of the six main administrative processes. The rendering of community services is actually the

implementation of policy which follows policy making and the analysis and evaluation of policy (Meiring, 2001:51). Against this background, hypothesis formulation and verification will be done using the classical approach (Bailey, 1982:53).

The democratization process in South Africa culminated to the divisions of government into three spheres such as national; provincial and the local government with different mandates. The local sphere of government comprised of municipalities which in terms of the constitution must develop local communities. In response to the constitutional mandate, the municipal councils have developed legislative and policy framework in order to pave way for the development of local communities. The effectiveness of the municipal policy process can largely influence the development of the local communities. The investigation of this topic will follow the fundamental principles of a scientific study, which is theoretical base and empirical testing.

Chapter one provides an introduction to the study, gives the background, problem statement and hypothesis, objectives, study plan, research methodology to the study and lastly provides terminology and definition of terms. Chapter two provides a theoretical base and framework for the empirical research to be conducted. The chapter consists of three main sections, namely a theoretical framework for the municipal policy process in the Public Administration; the nature and development of communities and the legislative framework for municipal community development in South Africa. The first section provides a theoretical perspective on the three main steps in the policy process, namely policy making, policy implementation and policy analysis and evaluation. Thereafter the nature and place of community development and the applicable legislation are discussed.

Chapter three outlines the research design and methodology relevant to the study. This entails the obtaining of permission to conduct the research, scope of the study, research design, research methodology and the personal details of the respondents. This chapter explains the techniques and

focus on the questionnaires as data collecting instruments, respondents, and the data analysis techniques. Chapter four deals with the data presentation, analysis and interpretation and provides the criteria for analysis to be followed by the actual analysis. Chapter five is the concluding chapter and summarizes the findings and deductions made in the preceding chapters. Specific shortcomings and problem areas in the executive policy for community development will be explained and recommendations to solve such problems will be provided. The limitations of the study ought to be indicated.

1.9. LIMITATIONS OF THE STUDY

The study took long before the researcher could finalize everything due to the limited number of books available in the local libraries. The inadequate budget projections for the study have caused unforeseen delays for the research to be finalized. The explanation regarding terms and words used in the research is provided below

1.10. TERMINOLOGY AND DEFINITION OF TERMS

As a way of providing clarification and proper meanings of terms and concepts used in this study, words, terms and concepts are defined and explained below to curb any form of misunderstanding or misconception.

1.10.1. Administration

Administration is a co-operative group effort aimed at inducing, integrating and co-ordinating co-operative group actions. It therefore means that administration is part of any work situation in which a group of people work together to achieve common objectives (Cloete, 1985: 2, Cloete, 1986: 2).

1.10.2. **Basic Municipal Services**

The basic municipal services means a municipal service that is necessary to ensure an acceptable and reasonable quality of life, which if not provided would threaten the order of the public health, safety and the natural environment (*Municipal Systems Act, 2000*, section 1).

1.10.3. **Community Development**

The definition of community development as provided by Swanepoel (1997:13) which seeks to demonstrate that community development is not about the actions of government officials but precisely about the actions of the ordinary people on the ground, is more profound compared to the rest (*Infra*, section 2.3.2).

1.10.4. **Efficiency**

Efficiency is described in terms of proportion of total resources that contribute to the rendering of services. The higher this proportion, the more efficient the municipal institution is. Efficiency can also be described as “doing things right”. Van Niekerk (2001:96) writes that efficiency means the amount of effort required to produce a given level of effectiveness which can therefore be measured through a shift from the cost of service to include the quality of service.

1.10.5. **Effectiveness**

Effectiveness means whether a given alternative results in the achievement of a valued outcome (Van Niekerk, 2001:96). Effectiveness is described as the use of resources such as human, financial and time, in relation to the objective attainment of a municipal institution. It is defined as “doing the right thing at the right time”.

1.10.6. **Local Community**

Local Community means that body of persons comprising the residents, the rate payers, the poor or disadvantaged sections of such body of persons, any civic organizations, non-governmental,

private sector or labour organizations or bodies which are involved in local affairs within the municipality and who happen to make use of services or facilities provided by the municipality (*Municipal Systems Act, 2000:14-16*).

1.10.7. Citizen

A citizen is a person who lives in a city or town and is officially accepted as belonging to that town (*South African Students Dictionary, 1996:168*). Citizen means a citizen of the Republic of South Africa as envisaged in the *Constitution of the Republic of South Africa, 1996*, section (3).

1.10.8. Municipal Councillor

A councillor refers to a member of the municipal council (*Municipal Systems Act, 2000:14*) *The South African Students Dictionary (1996:211)* defines a councillor as a person elected to take decisions about the running of a local council. It is essential for purposes of this study to introduce the municipal councillor whose role is of paramount importance in facilitating community development.

1.10.9. Municipal Development

The municipal environment consists of various individuals and groups organized in communities (De Beer and Swanepoel, 2000: 71+125). The environment as a whole needs to be changed in accordance with environmental factors such as inflation, poverty, unemployment and a high crime rate, if the general welfare of the citizens is to be promoted (Meiring, 2001: 27). Such purposeful changes should meet the requirements of improvement or betterment of the wellbeing of people, the way that people live. Purposeful change to the municipal environment to make it a better place to live in, if successful is described as development. Community development is thus aimed at the elimination of poverty caused by a lack of means to provide for food, clothing and shelter; elimination of social problems, for example insufficient housing and a lack of essential

services; and equipping the citizens materially and spiritually so that each person can enjoy a full life (Meiring, 2001: 102 and Cloete, 1975:132).

1.10.10. **Municipal Official**

An official is someone who holds a position of authority or responsibility in an organization (*South African Students Dictionary*, 1996:651). *The Municipal Finance Management Act*, 2003 defines a municipal official as an employee of a municipal entity to work as a member of the staff (Craythorne, 2006:182). For purposes of this study, it would be crucial to follow the actions of all municipal officials to detect areas of efficiency and effectiveness.

1.10.11. **Municipal Policy**

The municipal policy is a formally articulated goal that the legislator (municipal council) intends pursuing with society or with a societal group (Hanekom in Cloete, Wissink and de Coning, 2007: 14). Policy is a mechanism or instrument that can be employed or utilized to realize the societal goals and to allocate resources (Baker *et al.*; in Cloete *et al*, 2007: 14). Based on the above definitions, policy may be regarded as a critical instrument which can be used to promote community development in *lieu* of the fact that policy is directional in character and could be utilized to allocate societal resources. Having provided explanation of terms and words used in the research, conclusion of the chapter is now provided below.

1.11. **CONCLUSION**

The purpose of this chapter was to provide the entire research framework which is necessary for the outlining of the research process. In its first part the chapter dealt with the general orientation and the background to the study. The aim was to introduce the research environment and particularly the specific aspect which prompted the research. Having dealt with the aforementioned aspects, the chapter has introduced the problem statement of the research. The hypothesis for the study was also described and explained. The research objectives were as well

identified and briefly outlined. The theoretical framework of the research was provided in order to serve as a baseline to verify hypothesis. A discussion on the necessity of the study was provided wherein it was learnt that a municipality is responsible for the fulfillment of the needs of citizens. The study plan which serves as a roadmap was also provided to guide the research process. Lastly, the chapter dealt with the limitations and explained terminology of the research. It therefore means that this chapter has provided the general introduction to the study and a framework which aimed at guiding the entire research process. Chapter two deals with literature review as presented below.

CHAPTER TWO

LITERATURE REVIEW OF THE NATURE AND PLACE OF POLICY PROCESS AND COMMUNITY DEVELOPMENT IN THE PUBLIC ADMINISTRATION

2.1 INTRODUCTION

The creation of a workable environment through collective efforts of municipal councillors, officials and the citizens translates to better living conditions for the people at local communities. The co-operative actions of all role-players often result to a responsible and effective action which normally culminates to crafting and infusing of thoughtful ideas into policy imperatives.

Obviously, the intentions of policy makers are always directed at addressing the social problems including the non-developing local communities. It is therefore expected of any policy on the development of local communities to impact positively on the lives of people generally. Community development as a concept emerged to address social imbalances in local communities.

The purpose of this chapter is to provide a literature review on the nature and place of the policy process and of community development in Public Administration. The chapter will provide a theoretical base and framework within which the research will take place. The chapter will consist of three main sections, each with its own sub-sections. Firstly, the nature and place of the policy process in Public Administration will be described and explained. Secondly, a discussion on the nature and development of communities will be provided. Lastly, the legislative framework for community development in South Africa will be discussed.

The chapter is therefore required to be utilized as a theoretical framework to measure the impact of municipal executive policy of O.R. Tambo District Municipality and Nyandeni Local

Municipality on the development of local municipal communities in the cited areas and whether the two local municipalities conform to legislative requirement of developing the local communities which fall in the jurisdiction of said areas. The policy process as one of six main administrative processes can be discussed as follows.

2.2 NATURE AND PLACE OF THE POLICY PROCESS IN PUBLIC ADMINISTRATION

In describing and explaining the policy process as one the six administrative processes, each consisting of specific consecutive steps, the process approach will be used. A process approach can be described as a course of action which consists of a number of consecutive related steps or series of actions or events, which form a recognizable pattern and which appear so often that the pattern repeats itself (Meiring, 2001:87+ Jones 1984:24). Obviously, a process is associated with all forms of human action. The contemporary process theory is a continuation of the classical theory according to which all activities are divided into functional areas and where each function, for example, planning, organizing, leading and controlling, is studied separately. However, the process theory study the processes and functions as a whole (Cronje, 2002:115).

The purpose of this chapter is to describe and explain the policy process and thus policy implementation as specific processes in administration. It is a known fact that public institutions will always require successive policy statements to constantly direct its daily operations. The word successive suggests that policy statements or directives can never be static as human society is always in a state of flux (Cloete, 1998:126). In the circumstances, it would be ideal for public institutions to periodically develop policy statements or directives to regulate the changing needs and expectations of the citizens. (Cloete, 1998:126) Based on the fact that the

public executive functions cannot take place without legislative directives and objectives, it then becomes necessary that executive policy be continuously made and adapted to the changing environmental circumstances. The implementation of the executive policy cannot take place without administration. The administrative functions and processes can be discussed as follows.

2.2.1 Public Administrative Functions and Processes

A clear understanding is required of the administrative functions and the administrative processes because these concepts are not the same. Meiring (2001: 38) writes that a function can be described in more than one way and that it is usually linked to a specific object or a person, for example the function of the human heart is to circulate blood in the human body or the function of a teacher is to develop the physical and mental abilities of a learner. The teacher will thus have a function to fulfill. Similarly, the public official will have to be assigned a task to perform in order to attain some measurable or observable results. Over and above, a process consists of a series of consecutive and related steps with a recognizable pattern that takes place so regularly that the process repeats itself. Public administration is the work that public officials do in the public sector (Cloete, 1981, 1-2).

Administration is aimed at inducing *inter alia* co-operated group action and is common to all purposeful work (Meiring, 2001: 201). However, according to Cloete (1981: 1-2) administration is not synonymous with all work but pertains to a specific type of work as part of, and being inclusive, in all work (Gladden, 1972: 4) Cloete (1986:2) writes that to obtain clarity about what administration is, a study should be made of the work that administrators do because administration is work and all consists of carrying out processes. It is thus clear that administration consists of specific work performance which can be discussed as specific functions or processes. If administration is not all the work performed in the public sector, then it is necessary to explain all the work performed in the public sector.

The numerous processes carried out in the public sector to render services can be classified into three main overhead processes, namely the generic administrative processes, functional processes and the auxiliary processes (Cloete, 1982:1, 1985:1 and *Vide, infra.*, section 2.2.5.1). The administrative functions can be classified in various ways (*Vide:* Fritzgerald, *et al.*, 2008:25, Botes *et al.*, 2002:185 and Hanekom *et al.*, 2001:17) However, something generic is found in the classification of administrative functions. Most of the classified administrative functions, such as policy making, financing and organizing, which does not differ from the classification by Cloete (1981:2), namely policy making, organizing, financing, personnel provision and utilization, the development of work procedures and the exercising of control measures (*Vide:* Thornhill and Hanekom, 1995:5)

According to Cloete (1981:1-2) an administrative function is generic because administration is co-operative action and common to all purposeful work, pertains only to a specific type of work as part of, and being inclusive in, all work. According to Cloete, 1985:2, as well as 1994:58-59, Hanekom, Rowland and Bain, 2001:21 and Du Toit and Van der Waldt, 1999:5) the generic administrative functions comprised of the following six main categories, namely:

- policy-making;
- financing;
- organizing;
- staffing ;
- determining work procedures; and
- controlling (*Vide: infra*, section 2.2.4.3)

In terms of the above exposition, functional work is the type of work that is generally performed in each and every public institution to provide public services such as health services or goods (Cloete, 1985:2) The auxiliary functions refers to decision-making, data processing, programming, planning, communication, system analysis, public relations, cost accounting and record- keeping (Cloete, 1985:3). The auxiliary functions therefore assist in a supportive way, to make the performance of all work, including the administrative and functional activities, more effective and efficient by continuously using applicable technological tools, such as the telephone, micro-computer, facsimile machine, and even the motor car, and various techniques, approaches, games and presentations, such as operational research, work study, simulation, sampling and the queuing theory, to perform the work faster and better and thus saving time and energy (Cloete, 1985:2 + Meiring, 2001:42).

In addition to classify administration into different functions, it is also possible to concentrate on administration from a process perspective where each process consists of a series of consecutive and related steps (Meiring 2001:51) Meiring (1988:81) classify the administrative processes as follows:

- policy process;
- financial process;
- organizational process;
- Personnel process;
- procedure process; and
- control process.

It can be deduced that administration is a specific type of work which consists of the administrative functions and processes and that administration is always performed with the functional activities and the auxiliary functions to render services and goods in the public sector.

It is also clear that the policy process is one of the main processes, consisting of specific consecutive and related steps. The policy process can be discussed as follows.

2.2.2 Nature of the Public Policy Process

The promotion of the general welfare of the citizens is the goal of any government. Policy making can be seen as the starting point in such development. However, policy making and the policy made in itself cannot promote the general welfare. Additional policy steps have to be carried out. These steps can be discussed as follows. Cloete (1995:102) writes that the policy process can be placed in three categories, namely: policy making (including formulation and legitimisation), policy implementation (also known as the executive functions), and policy analysis and evaluation. Alluding to the above, Meiring (2001:52) classify policy process into three consecutive and main functions, namely: policy making, policy implementation and policy analysis and evaluation. It can be deduced that the public policy process consists of steps and the main functions which should be followed. Each of the three policy functions can be described and explained as follows.

2.2.2.1 Public policy making explained

Policy making refers to the actions and thought processes that precede a policy statement (Hanekom and Thornhill, 1983:79, Van Niekerk, *et al.*, 2001:93) According to Cloete (1998:215) policy making is an administrative enabling function aimed at providing public officials with the policy means such as objectives and guidelines to render specific services and to regulate the behaviour of all citizens to promote the general welfare (Meiring, 2001:51). Policy making is thus purposeful action based on the setting of specific objectives. Yoder (1959:11) writes for example that policy is an authoritative exposition of objectives which indicates what the policy makers want to do, what they want to achieve and where they want to go in the promotion of the general welfare. Policy in this sense is directional and purposeful action. Eulau and Prewitt (1973: 465)

write that policy is consisting of standing decisions characterized by behavioural consistency and repetitiveness on the part of both those who make it and those who abide by it. Furthermore, policy tells people what they should and should not do to contribute to the achievement of the predetermined objectives set in the policy. Policy making does not take place in a vacuum but is made by politicians and public officials and is linked to the realities of providing services to citizens in an ever-changing environment (Tilles, 1983: 79 + Edwards and Sharkansky, 1978: 263) Policy making can be divided into three consecutive steps which can be discussed as follows.

2.2.2.1.1 **Policy initiation**

By initiation is meant the activating of the policy making process. It is the starting point in policy making, the commencement of the activities to make a policy. Meiring (2001:52) writes that policy making is undertaken to solve a problem or act proactively and prevent problem in the environment. This action should be in correspondence with the will and values of the citizens. It is clear that before the policy makers can act, it is necessary that they should be aware of the needs, interests and expectations of the citizens. Policy initiation thus requires making known a problem and emphasizing the need for a policy. To initiate policy the following three steps are necessary:

- Awareness of the problem;
- describing of the problem; and
- collecting information to solve or prevent the problem (Meiring, 2001: 53 and Edwards and Sharkansky, 1978: 87).

It can be deduced that a policy is developed to solve a specific problem and to prevent its further occurrence. Also, it can be deduced that three steps need to be followed in policy initiation as indicated above. Policy formulation is discussed below.

2.2.2.1.2 Policy formulation

Policy formulation, which follows policy initiation consists of two actions, namely

- decide what action should be taken to solve or prevent a problem; and
- formulating suitable recommendation or proposals how to solve the problem (Meiring, 2001:56).

Edwards and Sharkansky (1978: 87) write “(t)hat something is wrong may be clear to all, but exactly what is wrong is generally not clear”. Policy makers must thus determine and describe the nature and cause(s) of the problem meriting attention clearly. By formulation is meant clear, precise and accurate writing of the collected data to solve or prevent the problem (*Oxford Advanced Learner’s Dictionary*, 1995: 465) Policy formulation is thus a written document which could have various forms such as a bill, memorandum, report, which will eventually be an attachment to the agenda of the meeting of a legislature. Speed (1975:6) writes that the information must be analysed, classified, described and changed into specific documents. By drafting such document with suitable recommendations the policy makers are able to debate the contents and adopt resolutions. It can be deduced that the collecting and processing of data for placing on the agenda is a prerequisite for the solving or prevention of problems which could hamper the general welfare.

Policy formulation consists of various steps which have to be carried out, namely

- liaisoning with interested parties;
- processing of information;
- setting of objectives;
- determining of priorities;
- considering of alternative solutions; and
- survey of available financial resources (*Vide, infra*, section 2.3.1.2).

Meiring (2001: 59) writes that policy decisions cannot be taken arbitrarily because such decisions will always have financial implications. It can be deduced that policy formulation means drafting policy proposals to be debated at the council or legislature meeting. It can also be deduced that policy making is guided by steps which requires consideration by the policy makers or councillors. Policy therefore needs approval.

2.2.2.1.3 **Policy approval**

Policy approval involves the authorization and appropriation of the proposed draft document, and the taking of executive measures (Hanekom, 1987: 52). The consideration of policy proposals or recommendations, in its draft form and as part of agenda, takes place in the committee and council meetings. It requires an atmosphere of bargaining, competition, persuasion, compromise and co-operative interaction between policy makers (Dye, 1984: 334). Humes and Martin (1969:113) write that the policy makers must encourage an environment of opinion in which new ideas can germinate, be recognized and brought to fruition. Friedrich (1975:53) puts it clearly that “(n)ot the bedlam of a multitude of voices, but the balanced and ordered procedure of speech and reply, of argument and debate, ...is speech”. Finally, the recommendations are either adopted by unanimous consent or some other decisions are taken following a debate and a division in which councillors vote (Speed, 1975: 68). A specific procedure is required for the approval of policy. It can be deduced that policy can be seen as a specific course of action determined to attain specific objectives. Policy will thus always involve decisions and action. Action can result from the policy only if the decisions indicate clearly where the policy makers want to go and what they want to achieve. Policy requires an interaction of the role players to be developed.

2.2.3 CO-OPERATIVE INTERACTIVE ROLE OF POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS IN PUBLIC POLICY MAKING LEVELS

The political role of political office bearers and the administrative role of the chief officials cannot be separated and a co-operative interactive partnership is required between these two main groups of role-players. Kramer (1981: 398) writes that “public administration recognizes that public policy-making involves both political and administrative components. However, it is not unusual even today in South Africa to hear such statements as: councilors make policy and officials carry it out” (Craythorne, 1980: 27). This is not the whole truth. While it is widely held by authors that administration is concerned with execution of public policy, which is made by politicians, it is also true that public officials are as much involved with the formulation of policies, as with the execution of such policies and on their own at departmental level, in the making of policy (Corson and Harris, 1963:12, Bozeman, 1979:12 and Dimock and Dimock, 1969:3). This resulted in a co-operative interaction between politicians and officials on various levels of policy making, which can be explained as follows.

2.2.4 LEVELS IN POLICY MAKING

Policy is not only made by politicians or only on one level. Simon (1965: 177) refers for example to legislative policy, management policy and working policy. Barber (1983: 59) provides the following classification of the policy making levels:

- Political or general policy making level;
- Executive policy making level;
- Administrative policy making level; and
- Technical policy making level.

However, Cloete, (1980: 70) provides the following four policy making levels.

- Political policy making level

- Executive policy making level
- Administrative/Departmental policy making level; and
- operational policy making level.

The latter four levels can then be explained as follows.

2.2.4.1 Political policy making level

Political policy making is the level where political parties operate and policy is determined. A political party is an organization of members with similar political values and intentions, purpose of which is to get its candidate elected to the legislature. Political parties operate within a political system and all role players are expected to compete within an institutional framework of law (Johnson, 1971: 346). Edmund Burke (1729: 97) wrote that “(a) party is a body of men united for promoting by their joint endeavours the national interest upon some particular principles in which they all agreed (Harris, 1981: 151). Political policy is thus determined to a greater extent by the political party. Each political party will have its own political policy and candidates will present such policy to the voters. The individual and different political parties will also propound such policy in the legislative assemblies. The executive policy making level is explained as follows.

2.2.4.2 Executive policy making level

Executive policy has its origin in the legislative assemblies. It is made by the elected political representatives who are the members of various political parties. Executive policy is thus found in laws. In contrast to political policy, the executive policy is clearly described and the objectives and guidelines are clearly spelled out for the public officials who are responsible for the implementation and the eventual rendering of the service. The reason for this is that executive policy is not only based on specific values, which usually has its origin in the political policy of the political party which won the general election, but that factual information, provided by chief officials have been included in the policy. This usually result in the division of work between

political office bearers and chief officials as well as the delegation of authority to the chief officials. The co-operative interaction thus entails that the officials are usually responsible for the collecting and processing of the factual information needed to make a policy. The political office bearers are responsible for the inclusion of the community values (*Vide, supra*, section 2.2.2.1.2, Dunsire, 1973: 97, Riekert, 1972: 96). The administrative or the departmental policy making level is discussed below.

2.2.4.3 Administrative / Departmental policy making level

The approval of the executive policy, for example the promulgation of an act by the legislative assemble, requires that the departmental requirement for the department be met so that the operational functions can be undertaken to render the services. Specific functions, known as the administrative enabling functions must be performed. These administrative functions were discussed above (*Vide, supra*, section 2.2.1).

Policy making, as an administrative function, is the terrain where the chief officials operate and takes place after the executive policy has been made by the legislature. Policy making on this level is determined by the chief officials and is therefore described as administrative or departmental policy making. The executive policy is made for various functional areas, for example housing, health, recreation and welfare and these services are usually allocated to specific departments. Each department will in due course develop its own unique administrative policies (Meiring, 1987: 116). Administrative policy will always be based on the executive policy and is often described as an extension of the executive policy. It is also made to adapt policy to departmental circumstances (Meiring, 2001: 64). The nature of the departmental policy will to a large extent be limited by the freedom of movement when the chief officials have to determine policy. Aspects such as the

- willingness of the political office-bearers to delegate authority to chief officials;

- trust the political office bearers have in the chief officials; and
- political sensitivity of the issue(s) involved will determine the ability of the chief officials to make executive policy (Meiring, 1987: 117).

Policy making entails decision-making. If the policy decisions are taken by the political office-bearers in the executive or taken in the legislative assembly, then executive policy is made. However, if the policy decisions are taken by the chief officials, administrative policy is made (Marias, 1966:138, Meiring, 1987: 118). The line of demarcation of authority between executive policy and administrative policy is thus vague. The Maud commission puts it as follows: “As one moves through the management scale, the balance between the two elements change from member control with officer advice at the objective end to officer control with member advice at the executive end” (1967: Par. 3.15).

It can be deduced that various factors are considered before a policy can be approved. It can also be deduced that policy can be developed in different levels. It can further be deduced that policy is able to address problems of the different levels and at the same time it can guide or direct the manner of carrying out specific functions. Operational policy making level is discussed below.

2.2.4.4 Operational policy making level

Policy is required for the effective performance of the operational work required to render services. The operational policy is developed by supervisors while implementing the executive and administrative policy. The making of operational policy entails the setting of specific operational objectives and prescribing specific guideline for their attainment within a specific time span. The primary aim of this policy is to direct operations hence its development is at the operational level. The operational directives are always confined to specific areas such as office, section or a division of a public department and would generally regulate activities of routine work (Cloete, 1998: 132-133). It can be deduced that operational policy is developed to properly

implement other policies such as executive and administrative policy. The main aim therefore is to direct the process of implementation and is usually confined to a specific area. Once a policy is approved, it needs implementation.

2.2.5 Public Policy Implementation

Ripley and Franklin (1982:4) write that implementation is what happens after laws are passed authorizing a programme, a policy, a benefit, or some kind of tangible output...The term refers to the set of activities that follow statements of intent about programmes, goals and the desired results by government officials. Meiring and Parsons (1994:80) write that it is clear that policy implementation relates to the transformation of...policy into practical operational steps. Such transformation is achieved by performing specific steps such as the executive, programming and project management functions. It can be deduced that after a policy is approved, it needs to be implemented so that municipal citizens can begin to enjoy the policy benefits. It can also be deduced that when implementing a policy, three steps are needed such as the executive, programming, and project management. Policy implementation is thus directly involved in the rendering of services. It is the work that officials do to render such services. The following functions have to be carried out to implement policy and thus render services.

2.2.5.1 Executive functions

Policy implementation fills the gap between policy making and the rendering of public services. It is thus a policy action *continuum* which takes place at a specific moment in time and results in an interaction between the three main groups of role-players, namely the politicians, officials and the citizens (Lewis and Wallace, 1984: 14). Scheirer (1981: 66) however writes that the "...success of implementation cannot be guaranteed. Feedback for problem-finding and diagnosis is likely to suggest further modifications of resources and roles..." Rein (1983: 116) writes that

the chief official responsible is to turn the executive policy-the legislation into workable practice by balancing the claims of legislative intent, public opinion and administrative effectiveness.

It can be deduced that the effectiveness of public service is influenced by the effectiveness of policy implementation. The primary objective is to choose a course of action and ensure that it is properly followed over time (Dunn, 1981: 56). It can also be deduced that policy implementation is specific functions that need to be carried out and that policy implementation is "...an ongoing process of decision making by a variety of actors..." (Grindle, 1980: 5). The functions, according to Meiring (2001: 67) is nothing else than the executive functions (*Vide, supra*, section 2.2.1). The executive functions consist of the administrative functions, functional activities and the auxiliary functions (Cloete, 1980:1). These functions are carried out simultaneously with the planning and programming functions.

2.2.5.1.1 **Planning policy implementation**

The executive functions have to be performed for a smooth implementation of a policy. The executive functions therefore need to be properly planned and programmed before executive policy can be implemented (De Villiers, 1981:16). Starling (1977: 126) writes that "(p)lanning is reasoning about how an organization will get where it wants to go. Its essence is to see opportunities and threats in the future and to exploit or combat them by decisions taken in the present". Cloete (1975:27) writes that "(i)t can be accepted that planning is a set of processes which must be carried out to find the best course of action to achieve a policy objective..." Meiring (2001: 70) writes that the executive and departmental policy serves as a basis for planning and that in planning attention should be given to

- identification of objectives set in the policy;
- reasoning about how to get where the policy makers want to go;
- determining possible alternative courses of action to achieve the policy objectives; and

- Choosing the best possible alternative.

It can be deduced that no service can be rendered without proper and effective planning and that planning and the executive functions cannot be separated, each function must be planned. It is also clear that planning consists of specific steps that need to be carried out to have the required plans. In planning it is essential to determine the “most” effective action to render a specific service. Furthermore, all planning activities should be linked to a time schedule and the preference order for their completion. Such action should be programmed (Meiring, 2001: 71 + Cloete, 1996:227).

2.2.5.1.2 **Programming policy implementation**

The general process of implementation of executive policy can only begin after the executive functions have taken place. By programming activities an attempt is made to obtain the “best” sequence for performing the activities within a specific time span. Hogwood and Gunn (1984: 210) writes that the implementation stage would involve such sequential steps as

- design a program incorporating task sequences and clear statements of objectives, performance standards, cost and timing; and
- execute the programme.

Terry (1977:253) also writes that a “(p)rogram includes future use of different resources in an integrated pattern and establishes a sequence of required actions and time schedules for each in order to achieve stated objectives”. A program thus has two main characteristics, namely:

- classified, scheduled activities; and a
- time calculation and schedule for the completion of each activity (Meiring, 2001:71, De Villiers, 1981:19). It can be deduced that a programme should contain all the activities necessary for the effective implementation of policy and that programming is a set of

specific actions which must be undertaken separately or simultaneously to attain specific predetermined policy objectives, to implement a plan and thus to render a service. A policy needs to be assessed if it provides the intended policy outcome.

2.2.6 Public policy analysis and evaluation

Policy analysis and evaluation form together the final step in the policy process. Morris and Fitz-Gibbon (1978: 9) write that policy analysis and evaluation seek answers to the question: “Does the unique amalgam of material, activities, administrative arrangements and role determined tasks that comprise a particular program seem to lead to its achieving its objectives”. The aim is to establish whether or not the existing policy and its resultant activities and services are effective and efficient in promoting the general welfare (Meiring, M.H. 2007. The nature and importance of policy analysis and evaluation, Conference Paper accessed at <http://www.ilgm.co.za> on 27 October 2008). Policy analysis and evaluation means two different aspects as can be demonstrated below.

2.2.6.1 Policy analysis

Meiring in a user friendly guide, titled: The nature and importance of policy analysis and evaluation, available from <http://www.ilgm.co.za> on 27 October 2008 writes that policy analysis is dissection, isolation and systematic examining and explaining of policy phenomena or components to determine the effectiveness and efficiency of each part or action. According to Cloete and Wissink (2000:3-4) policy analysis means systematic analysis of the dimensions and variables influencing public policy and is indispensable part of the policy management. Policy analysis is an attempt to measure the costs and benefits of policy alternatives and to evaluate actual or proposed government activities (Hanekom, *et al.*, 1987:30, Goldwin and Hanekom in Thornhill and Hanekom, 1995:57). Quade (1975:4) writes that “... analysis is either equated with the separation or breaking up of a problem into its basic elements or constituent parts, much as we

disassemble a clock or a machine". It includes the "...systematic examination and explanation of the formation of public policy, its substantive content, and its impact and consequences" It can be deduced that policy analysis is an attempt which aims at breaking up the policy into small units for purposes of establishing its effectiveness on the lives of the ordinary citizens. It can also be deduced that policy analysis is an instrument to measure the extent of impact which the municipal executive policy makes on the general lives of the municipal citizens. Policy evaluation normally plays a complementary role on policy analysis.

2.2.6.2 Policy evaluation

Public policy evaluation is an appraisal or assessment of policy content, implementation and impact in order to determine the extent to which the specified policy objectives are being achieved. The main feature of evaluation is that it results in claims that are evaluative in character (Dunn, 1981:339). Here the main question is not one of facts (Does something exist?) or of action (What should be done?) but one of values (Of what worth is it?) (Dunn, 1981:339). The purpose of the evaluation is aimed at effecting corrective measures, ensuring public accountability, understanding the needs and the available policy options or resources (Hanekom, 1987:89, Ismail, *et al.*, 1997:153, Swanepoel and De Beer, 1998:55) It is further stated that evaluation is the production of information about the value or worth of policy outcomes, according to some scale of value (Evaluation of Public Policy in South Africa and France: How and why do we do it? Accessed at <http://www.nrf.ac.za> on 27 October 2008 by unknown Author). It can be deduced that policy evaluation is undertaken to check if policy objectives have been met. It can also be deduced that policy evaluation is intended to properly understand the needs of the municipal citizens.

The fundamental goal of this section was to provide a theoretical framework, by reviewing available literature, for the nature and place of the public policy process and to base it in Public

Administration. Administration was explained as the specific type of work consisting of administrative functions and processes which can be performed with functional activities and auxiliary functions. From the discussion, it became clear that the policy process is one of the six main administrative processes and that it consists of three consecutive steps, namely policy making, policy implementation and policy analysis and evaluation.

Policy making is purposeful action with specific objectives aimed at providing public services for the promotion of the general welfare of citizens. It has also been established that policy making has three consecutive steps consisting of policy initiation, policy formulation, and policy approval. Policy is therefore developed to solve a specific problem and to prevent its further occurrence. In order to solve a problem, public officials must collect and process data. It was also explained that policy making takes place at four different levels, namely the political level, executive level, administrative/departmental level and the operational level. This led to the conclusion that policy is not made by politicians alone and that the public officials are actively involved in providing advice for policy making and for making of administrative/departmental policy and operational policy. It then means that a co-operative interactive partnership should thus exist between political office bearers and chief officials in policy making.

It was further explained that policy initiation is the first step in policy making which aims at solving a specific problem and that it is guided by three consecutive steps, namely awareness of the problem, describing of the problem and collecting information to solve the problem. Policy formulation was explained as the process of drafting policy proposals to be tabled for discussions at a meeting in the legislative assemble. The result of the legislative dialogue normally culminates to the authorization of the policy proposals. It therefore means that policy approval refers to the actual approval of the policy by policy makers. It can therefore be concluded that policy making is an enabling function which makes it easier for public institutions to provide public services in a

more efficient and effective way. Policy, in this context, is a specific course of action determined to attain specific objectives. However, the effectiveness of the public service depends largely on the effective implementation of policies and planning. Effective planning means following all the required steps for planning and the performing of executive functions. The discussion on the nature and development of communities is provided below.

2.3 NATURE AND DEVELOPMENT OF COMMUNITIES

Executive policy is the legislation promulgated by legislative institutions, such as a municipal council. The ultimate goal of any government is to promote the general welfare of its citizens. The general welfare of the citizens can only be promoted if executive policy authorizes the rendering of those goods and services which the citizens cannot provide for them. The executive policy is followed by the executive functions, which is performed by the appointed officials in the various departments (Cloete, 1996: 92, Hanekom and Thornhill, 1993: 17).

A specific relationship exists between municipal policy makers and the origin and development of communities. The right of existence of communities centre on the satisfaction of human needs, interests and expectations, which in turn is the essence of the promotion of the general welfare (Meiring, 2001:1). In order to facilitate such development, purposeful action is required. Purposeful action and development of communities are undeniably time and place bound. Communities exist in a specific environment which plays a role in the origin and satisfaction of human needs, interests and expectations. It is for these reasons essential to describe and explain the impact of executive policy on community development.

A community can be seen as a group of people living together in a specific geographical area, being linked by various political, economic, social and religious needs, interests and expectations and having the will and ability to maintain itself (Meiring, 2001:1+Cloete, 1995:21). Traditional human beings experienced life in communities. Finkle, *et al.*, (1971:66) write that "(a

community has a common cultural configuration which knits people together. There is a single set of stable, habitual preferences and priorities in their behaviour, thoughts and feelings". Deutsch, (1953:63) explains a community as a "...collection of living individuals in whose minds and memories, the habits and channels of culture are carried. However, in the less developed, third world states, especially in the rural areas, traditional society find each village or tribal area constituting small communities separate from other similar communities. The people within these communities are assimilated but other nearby communities may have different cultural and value characteristics (Finkle, 1971:66+Laver, 1986:19).

Even within communities differences in culture and the way people live, may be found. It is a fact in human life that each human being is unique with an own hierarchy of needs, interests and expectations. This fact is also applicable on communities (Meiring, 2001:11). Paine (1944: 157) writes that "(n)o man is capable, without the aid of society, of supplying in his own wants, and those wants, acting upon every individual, impel the whole of them into society, as aurally as gravitation acts to a centre." It can be deduced that a community is a specific area where a group of people reside and share various political, economic, social, religious needs, interests and expectations. It can also be deduced that a community is a place where people share common cultural values and traditions. It can further be deduced that within a community people have divergent needs which the municipality must fulfill.

The baseline for this mini-dissertation therefore comes from Maslow's hierarchy of needs theory. This theory postulates that within every person there exists a hierarchy of five need levels. These include the following:

- Physiological such as hunger, thirst, shelter, sex and biological needs which relate to the survival of an individual and species;
- Safety, meaning security and protection from physical and emotional harm;

- Social, refers to the needs to belong, to be liked and for friendship;
- Self-esteem, meaning internal mental state such as self-liking, autonomy, achievement and external factors such as the status, recognition and attention needs; and
- Self-actualisation which actually mean to be self-supportive and be able to access growth and development which could enables one to achieve one's potential and self-fulfillment (Swanepoel, Erasmus and Schenk, 2008: 325).

This theory is more relevant to the evaluation of the impact of the executive policy in relation to the promotion of the general welfare of citizens. The goal is to establish if the municipalities in question are able to fulfill the needs of the communities they serve. In other words, this aims at comparing the conceptual level against the empirical level with a view to verify hypothesis. In terms of this theory therefore the government structures must provide for the needs which the ordinary citizens cannot provide for themselves. In this case, the aforementioned municipalities have a responsibility to fulfill the needs as expected by the communities. It therefore becomes important to use this theory as a base to evaluate the extent in which community development services are provided by the municipalities under research.

The way people live in a community is influenced by various environmental factors, for example "... the quantity and quality of resources available to provide in the need for food, clothing, shelter and other needs such as the degree of industrial and technical skills, and the level and standard of education (Meiring, 2001:12). Even within a community various levels of welfare are to be found and the welfare of community members does not relate to prosperity, good fortune or success. It is a quantitative and qualitative phenomenon and although it is a normal human reaction to improve living conditions, for example to eliminate poverty, this is not always for individuals or groups possible (De Beer and Swanepoel, 2000:7, Lehmann, 1979:12). Meiring (2001:20) writes for example that "(t)he reconciliation of the demands for individual self-realisation with the demands of society, is one of the earliest problems to have confronted human

beings.” Such a problem is usually solved through political action and the making of executive policy. Morrow (1980: 371) writes that politics is seen as a “... struggle among groups and individuals with competing values for the right to make (and administer) public policy.” The goal is to develop the environment to the extent that the general welfare of the citizens is promoted as effectively possible. It can be deduced that the impact of a policy needs to be evaluated using the conceptual and the empirical approaches. It can also be deduced that the political demands of the community can only be regulated through the development of the executive policy. It can further be deduced that the goal of the executive policy is to facilitate the development initiatives of local communities.

Municipal services are therefore rendered in a unique environment, which is continuously changing and which has a continuous influence on the rendering of such services. Meiring and De Villiers (2001:104) write that the influence of the environment on the rendering of municipal services can be described from two view points. Firstly, the rendering of a service in the environment could be influenced by events such as floods and droughts. Secondly, the services that are rendered will always have a specific effect or impact on the environment, for example the building of houses, roads and dams will change the physical environment.

All communities live in a specific unique environment and to promote the general welfare and to increase the quality of life of the citizens as well as all components/sectors of the environment ought to be improved to an acceptable level. Purposeful change of the environment to make it a “better” place to live in is known as development. The development of communities entails the following:

- Elimination of poverty caused by a lack of means to provide for food, clothing, housing and other material needs, as described by Maslow as the first level physiological and essential needs (Van der Westhuizen, 1991:196);

- Equipment of municipal citizens materially and spiritually so that each citizen is able to pursue a specific standard of living, enjoy meaningful job opportunities, and to live according to personal values (*Vide, supra*, section 1.10.9; and
- Eliminate social problems such as insufficient housing and health services (Meiring and De Villiers, 2001:102). It can be deduced that municipal services are rendered in a changing environment which by implication necessitates that community development must become part of community life. It can also be deduced that development is a function of any government which aims at bringing about major reforms. It can further be deduced that development means the elimination of poverty, equipping of municipal citizens materially and spiritually as well as the elimination of all social problems (*Vide, supra*, section 1.10.3).

It therefore becomes clear that community is a place where people reside and enjoy sharing of common political, economic, social, religious needs, interests and expectations. It is at community level where people are able to share cultural values and traditions. People at community level have divergent and often conflicting interests and expectations which the municipality must at the same time fulfill. In order to know if the municipality is meeting the intended policy outcomes, policy evaluation utilizing both the conceptual and empirical research approaches needs to be undertaken. It was further established that political demands of a community are best regulated through the development of the executive policy. The goal therefore of the executive policy is to facilitate development at the level of a community. Having dealt with the previous section, legislative framework is discussed below.

2.4 LEGISLATIVE FRAMEWORK FOR COMMUNITY DEVELOPMENT IN SOUTH AFRICA.

The proper function of a legislature in a democratic state, based on the theory of the separation of power among distinct legislative, executive and judicial institutions, is the enactment of laws. These laws, which ought to be based on the will of the citizens, are the result of deliberations to solve community problems. Cloete (1994:33) writes that the functions of the legislatures are usually prescribed in the constitutional and other legislation (Friedrich, 1968:327 + Rodee, *et al.*, 1967:217). The *Constitution of the Republic of South Africa, 1996*, as amended is thus the starting point for the discussion of executive policy for community development. The above constitution states clearly that municipal authorities *inter alia* are to

- Ensure the provision of services to communities in a sustainable manner; (Section 152(1)(b));
- Promote social and economic development;
- Promote a safe and healthy environment; and (Section 152(c) and (d))
- Participate in national and provincial development programmes (Section 153 (b)).

Within this constitutional legislative framework municipal authorities are thus responsible for the development of communities in the local sphere of government. Section 152 (1) (b) authorizes municipal authorities to provide communities with basic services. These services are set out in schedule 4, part B and include municipal health, water, electricity, sanitation and solid waste collecting services. A municipal authority may make and administer by-laws for the effective rendering of these services (Section 156 (92)). It can be deduced that municipal authorities can play a meaningful role in the development of local authorities. The national and provincial government, by legislative and other measures, must support and strengthen the capacity of municipal authorities to govern and administer municipal matter (*Vide*, section 154 (1)). The

African National Congress published in 1994 an important document for community development, titled The Reconstruction and Development Programme, which is an integrated, coherent socio-economic policy framework with clearly defined objectives to *inter alia* to eliminate the serious problems in the economic, social, political, moral and cultural environment which is seen as a direct result of the apartheid policy (ANC, 1994:2-3). Five key programmes have been determined:

- Meeting basic needs
- Developing human resources
- Building the economy
- Democratizing the state and society
- Implementing the RDP (ANC, 1994:7).

The central objective of the programme is to improve the quality of life of all South Africans, and in particular the most poor and marginalized sections of the communities. This objective, particularly the poor citizens, is important in community development because poverty is seen as the greatest burden of South Africa's people (ANC, 1994:15). Improving living conditions through better access to basic physical and social services, health care, and education and training for urban and rural communities is part of the strategy to develop communities (ANC, 1994:10). Municipal authorities must ensure that all citizens have access to at least the minimum level of basic municipal services (*Local Government: Municipal System Act, 2000 (Act 32 of 2000)*, section 85 (1) and (2)). Municipal services provided must be

- within the municipality's financial capacity;
- provided in a fair and equitable manner;
- to the highest possible quality and the lowest possible costs;
- financially and environmentally sustainable; and

- regularly reviewed to upgrade, extend and improve (Act 32 of 2000, section 85 (1) + *Supra*, section 2.3.2).

The *White Paper on Reconstruction and Development*, 1994 (section 22) endeavours to “attack poverty and deprivation” (Bond *et al.*, 1999:3). The other intention of the RDP was to introduce affirmative action for the “black people, women and rural communities” and in particular the vulnerable groups such as farm workers, the elderly and the youth. The RDP is therefore biased towards addressing rural inequality through the establishment of the local structures including municipalities in order to promote fair and equitable social welfare (Bond, *et al.*, 1999:4). In this sense, the RDP may seem to be biased in favour of the local communities such as the communities of O.R. Tambo District Municipality and Nyandeni Local Municipality in terms of accessing the basic services which the public sector provides.

Municipal authorities have developmental duties and to give priority to the basic needs of communities. The *White Paper on Local Government*, 1998 (Section 17) defines “ developmental local government” as local government committed to working with citizens within the community to find sustainable ways to meet their social, economic and material needs and eventually improve their quality of lives. In fulfilling their developmental role, municipal authorities are required to introduce integrated development planning in the local sphere of government. An integrated development plan is an important tool to develop strategic capacity of local communities (Meiring and De Villiers, 2001:121). The *Constitution of the Republic of South Africa*, 1996, section 153(a) states, for example that “(a) municipality must

- (a) structure and manage its administration and budgeting (*sic*) and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of a community.” This section introduced the concept of developmental local government and administration, which is the essence of local governmental transformation (Meiring and De Villiers, 2001:121). A strategy which is

used to enhance developmental local government is Local Economic Development, which is about people working together to achieve sustainable economic growth that brings economic benefits and quality of life improvements for all in a community. The broader aim is to provide employment opportunities and redistribute resources and opportunities to the benefit of all community members (Local Economic Development. World Bank. No date). The legislative framework is meant to make an impact on community development.

2.5 IMPACT OF EXECUTIVE POLICY ON COMMUNITY DEVELOPMENT

A study of applicable literature sources show that municipal services are not only the output of *inter alia* the policy process but that the services rendered will also have a specific effect or impact on the environment and citizens (*Vide*, Jenkins, 1978:222).

Nachmias (1979:328) writes that “(p)olicy outputs are tangible ... manifestations of public policy; they are observable indicators of what government in fact do. Thus ... the amount of money spent on urban renewal is policy outputs.” A specific relationship thus exists between the reason to solve a problem, for the rendering of a service as embodied in the policy, the actual service which as seen as the policy output and the result of the policy – the impact.

The impact refers to the effectiveness and efficiency of the service being rendered. Meiring (2001:84) writes that the effectiveness and efficiency are in fact the prime difference between policy output and policy impact. Services are rendered effectively if the amalgam of resources and interaction with the environment is measured against costs, and development is indeed achieved (Nachmias, 1979:3). The policy outputs usually tell the policy makers little about performance. Although cost and personnel involved to render services are for example measurable and valid measures of policy output, they do not indicate whether or to what extent the desired objectives have been achieved (Nachmias, 1979:3). The impact of new policies are

thus difficult to predict and there are numerous factors which could influence the consequences of policy or the services that are rendered. The impact of a policy can also be to the advantage or disadvantage of the citizens, can be a compulsory or optional service, and can have economic, social and political implications (Meiring, 2001:91). It is clear from the above that the policy process can be seen as a system with clear phases, namely the policy input, processing, output, and impact phases. To determine the impact of a policy, it is essential that the policy and the resultant services be analysed and evaluated. This would entail the

- analysis and evaluation of the needs;
- analysis and evaluation of all processes;
- analysis and evaluation of the services; and
- analysis and evaluation of policy result and consequences (Meiring, 2001:91).

It can be deduced that output and the impact of a policy is usually not fully known or determined when making a policy and that such policy output and impact should be continuously analysed and evaluated during the implementation of the policy. It can be deduced that legislation, as executive policy in the local sphere of government, creates a workable environment for the provision of the basic public services to communities. It can also be deduced that legislation empowers municipalities with the authority and the scope to develop communities. Furthermore, it can be deduced that the impact of the legislation can only be determined through a process of analysing and evaluating policy implementation and that an impact is the actual or the practical rendering of the municipal services to the citizens. This following discussion concludes this chapter.

2.6 CONCLUSION

The overall aim of this chapter was to provide a theoretical framework, by reviewing available literature, for the nature and place of the public policy process and community development

within Public Administration. Administration is a specific type of work which consists of the administrative functions and processes and that administration is always performed with functional activities and auxiliary functions to render services and goals in the public sector. Basically, administrative functions and processes form part of administration. The public policy process is one of the six administrative processes which consist of the consecutive steps such as policy making, policy implementation and policy analysis and evaluation. Policy is a specific course of action determined to attain specific objectives. It is therefore developed to solve a specific problem or to prevent its further occurrence. The main goal of a policy is to guide and direct the manner of providing the basic public services. Policy making is guided by consecutive steps such as policy initiation, policy formulation and policy approval. Policy initiation as the first step in policy making has its own steps which need to be followed when initiating a policy.

Collecting and processing of a data for placement on the agenda is a pre-requisite for the solving or prevention of a problem which could hamper the process of promoting the general welfare of citizens. By policy formulation is meant the drafting of policy proposals to be debated at the council or legislature meeting. After a policy is debated at the council or legislature, it becomes an authentic document. It means then that a policy needs to be authorized or approved by the authorities of whatever institution including public sector institutions. A policy is therefore developed at four different levels and that both politicians and public officials are responsible for policy development. The operational policy is developed to guide the implementation process of other policies such as the executive and administrative policies.

Immediately after a policy has been approved, it needs to be implemented in order to satisfy the needs of communities. When implementing a policy, proper steps such as executing executive functions, programming and project management needs to be considered. However, the effectiveness of the public service is influenced by the effectiveness of the process of policy

implementation. This implies therefore that policy implementation process needs to be carefully managed in order to obtain the desired policy outcomes. It has been established that no service can be rendered without proper and effective planning and that planning and the executive functions cannot be separated, each function must be planned. Within planning critical steps needs to be followed. This means that planning should properly be undertaken whereby all planning activities are linked to a time schedule and the order of preference for the smooth completion of the plan. The policy implementation programme should meet all the criteria for the effective implementation of a policy and must follow specific actions with a view to attain pre-determined policy objectives. When developing a policy, output and impact of a policy is not known hence it becomes essential to analyse and evaluate policy implementation to actually detect policy output and the impact on communities.

Policy analysis is an attempt which aims at breaking up the policy into small units to establish its effectiveness in promoting the general welfare of citizens. Policy evaluation measures the extent of impact which the executive policy makes in changing the lives of the poorest of the poor. The effectiveness of the public services solely rests on the effective implementation of policies. Executive policy is important for regulating the provision of the political, social and economic demands of a community. Development does not refer to a single aspect of social life but to the total elimination of all social evils such as poverty, unemployment, diseases and crime. The development of communities therefore is a responsibility of government. The government must fulfill the divergent needs of people at community level. It becomes important to evaluate a policy in order to establish if the government in general and the municipal authorities in particular are able to effectively render the public services as expected by communities. Lastly, legislation, as executive policy, plays a meaningful role in creating workable environment for the provision of the basic public services to the communities. It therefore means that development of communities solely depend upon the implementation of the legislative provisions which

specifically support community development. From the above discussion, it has been established that the impact of legislation can be determined through the analysis and evaluation of policy implementation in communities by public officials. Having provided the theoretical framework in chapter two above, chapter three for research methodology and research design is provided as follows.

CHAPTER THREE

RESEARCH METHODOLOGY AND RESEARCH DESIGN

3.1 INTRODUCTION

The first step to approach a project or a process is critically best to have a guideline or a roadmap in the form of a research methodology or design. This chapter will describe and explain the shape and the methods to proceed with the study. Ideally, any purposeful human activity, such as scientific research, would surely demand a well thought method which can be understood to mean a prescribed manner for performing the work, with adequate consideration of the research problem, objectives and the hypothesis. The purpose of this chapter is to describe and explain the method for the collecting of data to investigate whether or not the problem and hypothesis is real and true.

Firstly, it intends to demonstrate the manner of obtaining permission to proceed with the research. Secondly, it aims at giving the scope of the research by providing the historical background of OR Tambo District and Nyandeni Local Municipality, thirdly, it will provide a discussion of all elements of the research design with emphasis on research strategy and the target population, Fourthly, the components of a research methodology such as questionnaires, data collection instruments, data collection and data analysis will be discussed. Fifthly, the details of respondents will be dealt with, such as age of respondents, years of service of the respondents, home language of the respondents, gender of the respondents, academic qualification and the designation of citizens. Sixthly, delimitation of the research will be explained. Seventhly, the limitation of the study will be explained. Lastly, the chapter will deal with ethical consideration and the the concluding summary. The manner in which permission was solicited to proceed with the research is provided below.

3.2 PERMISSION TO CONDUCT RESEARCH

A letter requesting permission to conduct research in OR Tambo District Municipality and Nyandeni Local Municipality was written on the 28th of October 2008 and addressed to the municipal managers of both municipalities. The permission to pursue the study was approved by Nyandeni Local Municipality on the 29th October 2008 and on the 09th March was approved by OR Tambo District Municipality (Vide, Supplement D). The scope of the study is discussed below.

3.3 SCOPE OF THE STUDY

The study includes the period starting from April 1994 to November 2009. The selection for the period is firstly motivated by the fact that the democratic dispensation in South Africa began in the year 1994. Secondly, the current constitutional arrangements support all processes which aim at uplifting the living standards of the municipal citizens. During this period municipalities were established and mandated to pursue and control all programmes of community development. The scope of the study therefore consists of two parts. These are a theoretical scope which was described and explained in chapter two, and a physical scope which covers the target area where the study was conducted. The study will be conducted in the province of the Eastern Cape. However, the target area wherein the field work will take place is OR Tambo District and Nyandeni Local Municipality. The study focuses on the impact of the municipal executive policy of OR Tambo District and Nyandeni Local Municipality on the development of the local communities which fall within the jurisdiction of the aforementioned municipalities. The scope of the study was discussed above, the historical background of the municipalities under research is explained below.

3.3.1 Historical Background of the South African Municipalities

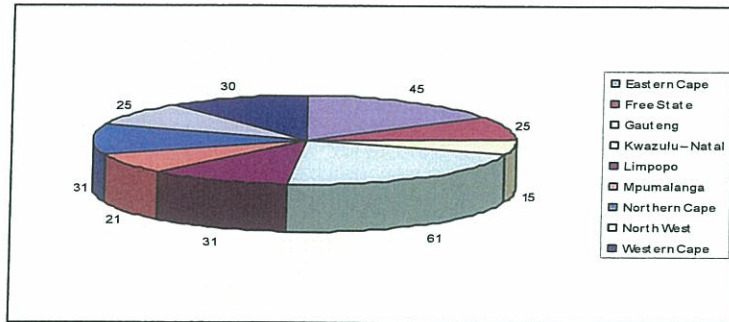
After 1994, the history of Municipalities changed. The change was in terms of the new municipal demarcations which necessitated the establishment and re-organisation of municipal boundaries with the adoption of new names. The new arrangement of municipalities was adopted to pave way for the implementation of democracy at grassroots. To demonstrate the new organization of municipalities in South Africa, the table below displays and indicates the province and the number of municipalities that exist in that particular province.

TABLE 3.1 : DETAILS OF THE SOUTH AFRICAN MUNICIPALITIES

PROVINCE	NUMBER OF MUNICIPALITIES
Eastern Cape	45
Free State	25
Gauteng	15
Kwazulu – Natal	61
Limpopo	31
Mpumalanga	21
Northern Cape	31
North West	25
Western Cape	30
Total	284

The table above demonstrates that South Africa comprised of two hundred and eighty four municipalities. From the table, it can be deduced that the Eastern Cape is possessing forty five municipalities which can be regarded as a representative sample for the effective delivery of the community development services.

Figure : 3.1 SOUTH AFRICAN MUNICIPALITIES



It can be deduced that the Eastern Cape is provided with a representative sample of municipalities when comparing the municipal figures with that of the Eastern Cape population in general and O.R. Tambo District Municipality in particular.

3.3.1.1 Historical Background of the selected Municipalities for Research

The background history of O.R. Tambo District Municipality and Nyandeni Local Municipalities will be provided below in order to introduce the readers unique characteristics of the municipalities as cited above.

3.3.1.1.1 Historical background of O.R. Tambo District Municipality

O.R. Tambo district municipality is situated along the Eastern side of the Eastern Cape Province. It is regarded as one of the tourist attraction areas in South Africa. This is mainly due to the fact that it lies along the coastline of the Indian Ocean that stretches for up to 160km and boasts of indigenous greenery. Fauna and flora dominate the unspoilt natural vegetation in most tourist attraction areas. This could be attributed to the fact that areas like Port St Johns, Hole in the Wall, Coffee Bay, Mkambathi Game Reserve are still largely underdeveloped and even small developments in terms of buildings do not affect the greenery and tranquility prevailing (History of O.R. Tambo District Municipality, accessed at, <http://www.ortambodm.org.za> on 15 November 2008).

O.R. Tambo District Municipality further boasts itself by being the birthplace of the prominent leaders of the liberation movement of South Africa. It is here that both Nelson Rolihlahla Mandela and Oliver Reginald Tambo (popularly known as “O.R.”) grew up facing the harshest economic realities of life such as hunger and poverty which led them to take up arms and be one of the outstanding leaders in the whole world (History of O.R. Tambo District Municipality, accessed at, <http://www.ortambodm.org.za> on 15 November 2008).

. It therefore comprised of the following municipalities:

- King Sabata Dalindyebo Local Municipality;
- Nyandeni Local Municipality;
- Port St Johns Local municipality;
- Qaukeni Local Municipality;
- Ntabankulu Local municipality;
- Mhlontlo Local Municipality; and

Mbizana Local Municipality (History of O.R. Tambo District Municipality, accessed at, <http://www.ortambodm.org.za> on 15 November 2008+ Portfolio Municipalities; 2008: 349).

TABLE 3.2 : DETAILS OF OR TAMBO DISTRICT MUNICIPALITY 2007/8 + 2008/9

DETAILS	2007/8	2008/9
Population	1740 664	1740 664
Municipal Employees	448	531
Capital Budget	R520 716 588	R520 263 987
Operating Budget	R237 665 385	R300 055 577
Executive Mayor	Mrs R.Z. Capa	Mrs R.Z. Capa
Municipal Manager	Mr B. W. Kannemeyer	Mr B. W. Kannemeyer

(Portfolio Municipalities, 2007 : 246 + 2008 : 349).

From the above, it has been noted that the employees, and operating budget have increased but there was a slight decrease on capital budget which might affect the provision of the municipal services of the said municipality. The historical background of Nyandeni Local Municipality is also important.

3.3.1.1.2 Historical Background of Nyandeni Local Municipality

The Nyandeni local municipality is part of the OR Tambo district, situated in the Eastern Cape Province. The municipality is largely rural with 79% of its households residing in traditional or village type settlements while only 20% reside in urban informal. The urban population is mainly located in the small two towns of Libode and Ngqeleni. The head office of the municipality is in Libode, situated approximately 30km from Mthatha and 50km towards the coastal town of Port St Johns (History of Nyandeni Local Municipality accessed at <http://www.nyandeni.org.za> dated 15 November 2008).

TABLE 3.3 DETAILS OF NYANDENI LOCAL MUNICIPALITY 2008

DETAILS	2007/8	2008/9
Population	292 000	299 386
Municipal Employees	118	230
Capital Budget	R59 445 972.00	R23 216 597.00
Operating Budget	R22 703 691.00	R53 392 480.00
Municipal Mayor	Mr. P. Ndamase	Ms T. Sokanyile
Municipal Manager	Mr. H.T. Hlazo	Mr. H.T. Hlazo

(Portfolio Municipalities, 2007 : 245 + 2008 : 349).

From the table it has been noted that there was a decrease in the capital budget but there was an increase on personnel. The operating budget has increased for 2008/2009 financial year. However, the decrease in the capital budget may have a negative effect on the provision of

services, more especially on capital projects. The research design and methodology is discussed below.

3.4 RESEARCH DESIGN AND METHODOLOGY

Research design is the basic plan which guides the data collection and analysis phases of the research. It is the framework which specifies the type of information to be collected, the data sources and the data procedure. An effective design will make sure that the information gathered is consistent with the problem, hypothesis and the study objectives (Neuman, 2006:2). Fundamental to every scientific research is a method which can be explained as a prescribed manner for performing a specific task (Meiring, 2001:156) Neuman (2006:2) writes also that “(s)ocial research is (a) collection of methods and methodologies that researchers apply systematically to produce scientifically based knowledge about the social world”. The research methodology is the strategy design by which the researcher constructs an approach to the problem solving. It is thus a plan of how to conduct the research (Barbie and Mouton, 2001:74). It is also essential that in every research project the message be clearly explained to determine exactly what methods are to be used to collect data and what factors will have an influence on the research (Hofstee, 2006:107 and Kerlinger, 1986:10). Research requires a strategy.

3.4.1 Research Strategy

Methods refer to the use of a specific strategy. A strategy is the plan designed for a specific purpose to seek to provide answers to questions through a systematic approach with the support of credible data (Kothan, 2005:8). The research strategy to be used in this research will be a case study which, according to Robson (2002: 178) involves an empirical investigation of a particular phenomenon within its real life context. Bailey (1982: 380) writes that “(t)here is consensus that the goal of social research is to increase our understanding of society (and that) many studies go beyond mere description and seek to explain phenomenon”. Mouton and Marais (1990:42) writes

also that “(t)he research goal provides a broad indication of what researchers wish to attain in their research. Is the aim of the project to describe, to explain, or to predict, or is the aim exploratory”. However, it is not sufficient to describe and explain only. Research should arrive at facts from which suitable deductions can be made. The approach prefers quantifiable observations that lend to statistical analyses (Neuman, 2000:66) The researcher ought to be an objective analyst, making interpretation about the facts collected in an apparently value-free manner (Mouton and Marais, 1990:42). Two types of research approaches will be used in this study, namely a quantitative and qualitative research approach. According to Brink (1996:109), in a quantitative research study, phenomena are investigated, explained and described according to the relationships between variables. In a quantitative approach, a survey design provides a numerical description of trends, attitudes or opinions of a population by studying a sample of that population (Creswell, 2003:153). A quantitative research thus requires that the data collection be expressed in numbers and percentages. The methods used to conduct quantitative research are exploratory, descriptive and experimental (Struwing, 2004: 41).

In this study, a quantitative approach will enable the researcher to construct questionnaires to collect data. According to Leedy and Ormrod (2005: 134) a qualitative approach involves an in-depth understanding of human behaviour. Qualitative methods are descriptive, meaning that they can reveal the nature of specific situations, settings and relationships of people. Qualitative data refers to any information that the researcher gathers which is not expressed in numbers (Tesch, 1950: 55). Qualitative data includes information such as words, pictures, drawings and photographs. Strauss and Corbin (1990: 90) writes that qualitative research is concerned with understanding the context in which behaviour occurs. The research does not focus on one theme only but on the interaction of multiple variables which occur in real life situations. The two approaches will be applied in the evaluation of the impact of the executive policy on community

development using available documentation and specific designed questionnaires. The data collecting instruments for this research are provided below.

3.4.2 Data Collecting Instruments

Data needs to be collected and analysed to test the viability of the hypothesis. Salkind (1997:1600) writes that “(y)ou can speculate all you want on the relationship between certain variables or about why and how one might affect another, but until there is objective evidence to support your assertions, your work is no more accurate than drawing one of ten (10) possible answers at random out of hat.” In this study three data collection instruments will be used, namely:

- Available literature
- Interviews; and
- Questionnaires

3.4.3 Target Population

Research design also involves the identification of respondents selected from the target population. Brynard and Hanekom (1997: 43) write that the population refers to objects, subjects, phenomena, cases and activities, which the researcher would like to study to identify data. Population is understood to mean a group of people residing in a particular geographical area but according to De Vos (1980: 190) population means the boundaries within which the research revolves. The ideal would be to study the entire population or universe, but due to infrastructural backlogs, it becomes impossible (Bailey, 1982: 85). The respondents must in all respect meet the criteria for participating in the research through possessing the required knowledge, understanding of certain criteria and decision rules of the subject under investigation (Alreck and Settle, 1995:5). The population is thus the total set from which respondents or sampling units are chosen. In this study the target population consists of all the citizens, elected councilors and

appointed officials of the O.R. Tambo District Municipality and Nyandeni Local Municipality. It is however clear that the target population and the survey area are too big to conduct an objective study for the purpose and content requirements of this mini-dissertation, and that a sample of the population is required.

3.4.4 Sampling Details

When unable to study the entire population, due to various practical reasons, a sample must be defined and determined. A sample is a smaller part, called a subset of the total population (Bailey, 1982:85). A sample is defined as "...representative of only part of a population but is used to generalize back to the population" (Salkind, 1997: 33). The primary goal is to get a representative sample from the larger population. This will enable the researcher to study a smaller group and produce accurate generalizations about the larger group (Neuman, 2006: 219). It can be deduced that in the above context the

- larger group referred to as population and the smaller group is referred to as the sample;
- such sample should be representative of the total population.

3.4.4.1 Sampling Procedure

There are various sampling methods, for example non-probability sampling such as quota sampling, cluster sampling, snow ball sampling, random sampling, stratified sampling, systematic sampling and purposive sampling (Salkind, 1997: 379+ Neuman, 2006:220). Non-probability sampling is the selection of sampling units from a population using non-random procedures (Neuman, 2006:220). Non-probability sampling is seen as appropriate for this study. Purposive sampling is a non-random sample in which the researcher uses a wide range of methods with a specific purpose in mind. The sample is based on the judgement of the research and do not follow the theory of probability in the choice of elements, such as political office bearers and chief officials from the sampling population (Kumar, 2005:177, Neuman, 2006:223+Babbie and

Mouton, 2002:207). In this study, purposive sampling will be used as a sampling procedure. It is therefore imperative that the sample be clearly determined and described. In this study the relevance to the research topic and the interaction between the different role-players is of importance in determining respondents. It will be a requirement for the selection of respondents that each either be a recipient of community development services or actively involved in the rendering of such municipal services.

The sample will thus be non-randomly selected from the municipal citizens/stakeholders, political office bearers from the elected councillors and chief officials from the ranks of the appointed officials in which the research first identifies general categories into which the respondents will be selected, and then determine the number of respondents. This is often described as quota sampling (Neuman, 2006: 221). The population sample for this research therefore will be the political office bearers, chief officials and the key role players from the community who mainly deal with community services. The election of respondents can be explained as follows (*Vide*, section 3.4.5)

3.4.5 Questionnaire Details and Sample Size

A questionnaire can be described as method of collecting primary data where a list of pre-structured and pre-tested questions are given to a chosen sample to elicit reliable responses (Collis and Hussey, 2003: 173). Goddard and Melville (2001:47) write that a questionnaire is a printed list of questions that respondents are asked to answer. It then becomes clear that a questionnaire is a carefully thought list of questions that are normally directed to research respondents to answer. In this particular research the preferred method of information gathering was the utilization of questionnaires. Two types of questionnaires were developed in order to source information from the prospective research respondents. The first questionnaire was developed to source information from the political office bearers and chief officials for

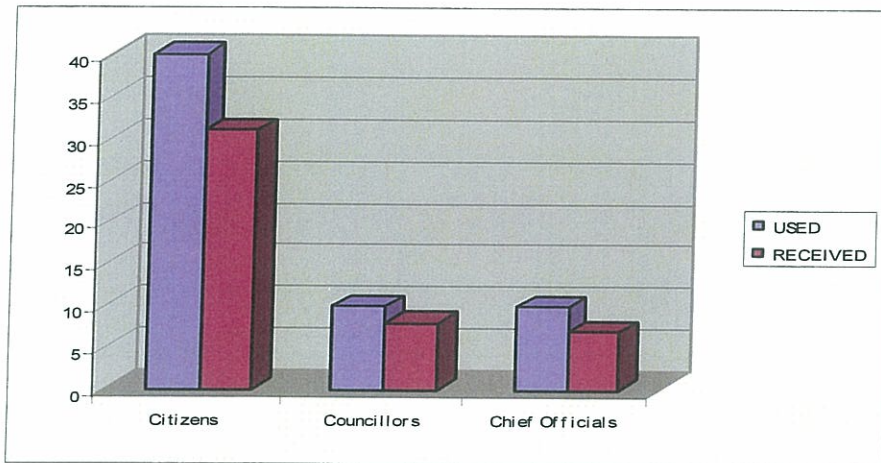
community development. This questionnaire was distributed to ten (10) political office bearers, five at the O.R. Tambo District Municipality and five at the Nyandeni Local Municipality. The targeted respondents were the executive mayor/Mayor and three portfolio chairpersons of each of the above municipalities. The same questionnaire was also distributed to ten (10) chief officials, five at the O.R. Tambo District Municipality and five at the Nyandeni Local Municipality. These respondents were the municipal managers and section 57 managers. The second questionnaire aimed at sourcing information from the municipal stakeholders. This questionnaire was distributed to forty (40) respondents, randomly selected from a telephone guide, consisting of shop owners, school principals, non-governmental organizations and church ministers. It therefore means that Questionnaire One was for the political office bearers and chief officials and Questionnaire Two was for the municipal stakeholders. Questionnaire One is similar to Questionnaire Two in terms of the objectives but differs only in the manner of phrasing questions. Both questionnaires begin with the instructions on how to complete a questionnaire.

This is followed by generic questions which aim at sourcing additional information related to the study. The specific research questions are divided into two sets for the ease of respondents. These include closed and open-ended questions. This approach seeks to promote independent thinking and sufficient space for the respondents to be a relaxed mood and reach the desired level of freedom in responding to research questions. The following will therefore demonstrate the key objectives that are reflected on both research questionnaires.

- Nature of Community Development in O.R. Tambo District Municipality and Nyandeni Local Municipality.
- Problems that lead to ineffective Community Development.
- Analysis and Evaluation of Community Development Policies.
- Impact of Community Development Policy and Service on citizens.

It therefore becomes important to reflect on the manner of how questionnaires were distributed and collected from the potential respondents. Figure 3.2 provides questionnaire statistics and response details

Figure 3.2 QUESTIONNAIRES USED AND RECEIVED



A failure to get a valid response from every sampled respondent would weaken a survey (Neuman, 2006:295) However, Babbie (1973:165) writes that a response figure of at least 50% should be sufficient for analysis of the questionnaires, but with a figure of 60.0% can be seen as “good” and 70% as “very good”. This particular research could not obtain 100% response rate. This could be attributed to the fact that the municipal officials continue to fail the majority of the municipal citizens in rendering the basic municipal services and as such the municipal stakeholders have since lost faith and trust to whatever talks of the municipal services. Furthermore, a portion of the potential respondents have a fear of the unknown. This could mean that should the authorities become aware that the respondents have actually given information, it is suspected that such individuals will not be provided with municipal services as a consequence. The figure 3.2 above has displayed different types of questionnaires which will commence the process of testing empirical evidence of the research. The process of testing research empiricism through questionnaires will focus on examining those municipal services which attempt to promote the general welfare of the municipal citizens in practical terms and as well as evidence of

whether the municipalities under research are able to promote basic municipal services. Having provided the data collecting instruments, the analysis pattern is explained below.

3.4.6 Data Analysis

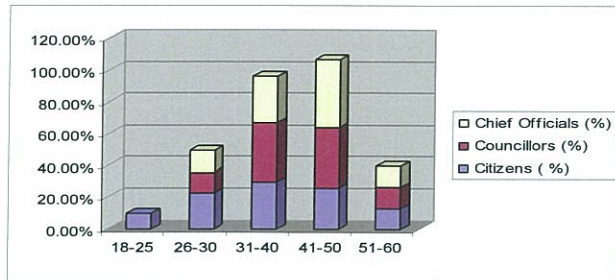
Data analysis involves breaking up of the collected data into manageable themes, patterns, trends and relationships (Mouton, 2001:108) Since the research aims at evaluating the impact of the municipal executive policy on community development, the collected data will be analysed and evaluated to determine whether or not the municipal executive policy does make an impact on community development. The approach was that of classifying data according to various categories for purposes of describing and explaining each category separately. Four main objectives were developed for respondents to reflect on (*Vide,infra*, section 4.1). It therefore means that information was categorised in line with the set objectives. The responses from the research respondents were compared and grouped according to similarity and dissimilarity. In this exercise, utilization of figures with values and percentages was found justifiable.

Through the use of figures to compare and analyse responses, it was easy to detect areas of agreement and disagreement. The comparing of responses made it easy for the researcher to obtain what was positive and negative about the implementation of the municipal executive policy in relation to the development of communities. The aforementioned scenario enabled the researcher to make deductions. In a way, the use of figures to compare responses was a quick instrument to get to the findings of the study which culminated to making of recommendations in chapter five. Basically, chapter four has provided responses of respondents which were analysed. Then, the findings which were picked up in the process of comparing the responses of respondents in chapter four were then discussed and surfaced in chapter five. These findings therefore prompted the researcher to make recommendations in chapter five. Having dealt with data analysis, the demographical details of respondents is demonstrated below.

3.5 DEMOGRAPHICAL DETAILS OF RESPONDENTS.

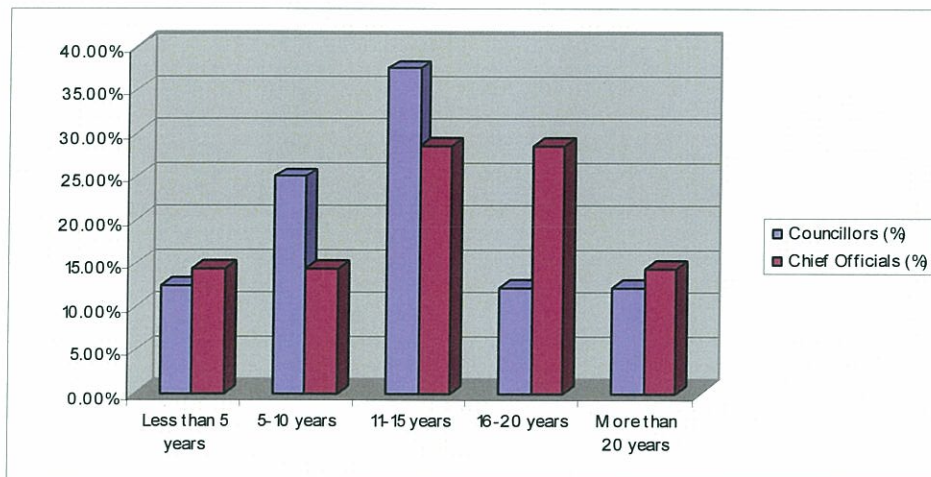
In proceeding further with the study, the details of the respondents can be explained below.

Figure : 3.3 AGE OF RESPONDENTS



It can be deduced that between the age of eighteen and twenty five years, there is no equal distribution or representativity across all stakeholders in community development something which might compromise the needs of other sections of the population. Also, it can be deduced that between the ages of twenty six and sixty years, there is a proportional representation of all the role players for community development which then serve as a reliable knowledge base for the study in question. It then means that the study has managed to secure credible and reliable information which can assist in formulating an informed conclusion.

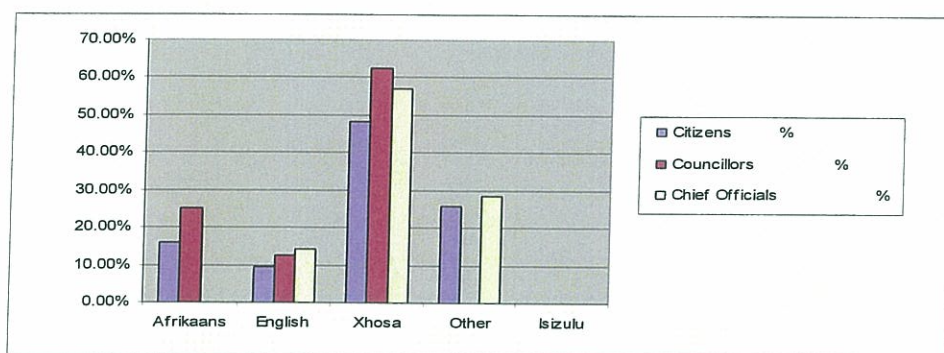
Figure 3.4 YEARS OF SERVICE OF THE RESPONDENTS



The majority of councillors have the required experience of eleven to fifteen years (37.5%) which means that community development is driven by the mature councillors who can understand the challenges and the dynamics facing community development.

The majority of chief officials are between eleven and fifteen years (28.58%, and between sixteen to twenty years (28.58%). It can therefore be deduced that the information received from the councillors and chief officials can be regarded as valuable and credible since it came from seasoned politicians and administrators with vast knowledge of the operations of a municipality.

Figure 3.5 HOME LANGUAGE OF RESPONDENTS

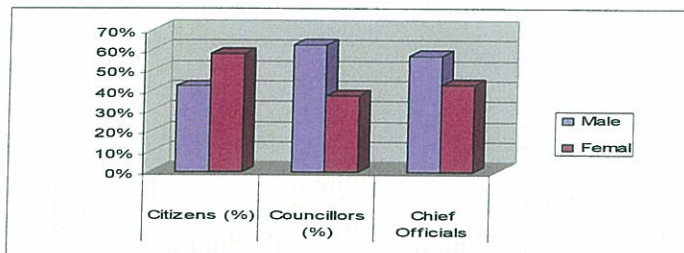


Sixty questionnaires were distributed to the citizens of both OR Tambo district and Nyandeni local Municipality. The number of questionnaires received was thirty one. Out of the thirty one questionnaires received, respondents whose home language is Xhosa were fifteen (15) out of thirty one (31) which is 48,39%, respondents whose home language is English formed 9.68%, which means three (3) out of thirty one (31), respondents whose home language was Afrikaans were five (5) out of thirty one (31) which is 16.13% and the respondents whose home language was Isizulu were eight (8) out of thirty one (31), which is 25.80%. Ten questionnaires were distributed to the councillors of both OR Tambo district and Nyandeni local Municipality. The number of questionnaires received back was eight (8). Out of the eight questionnaires received, respondents whose home language is Xhosa were five (5) out of eight (8), which is 62.5%, respondents whose home language is English was one (1) out of eight, which is 12.5%, respondents whose home language is Afrikaans were two (2) out of seven (7), which is 25%,

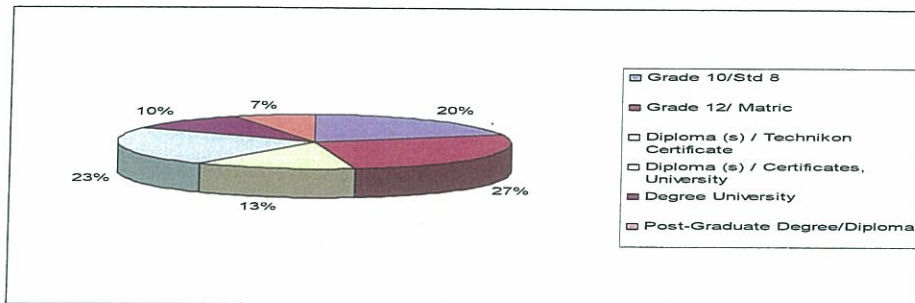
respondents whose home language belong to the other categories were none in relation to this particular category. Ten questionnaires were distributed to the chief officials of both OR Tambo district and Nyandeni local Municipality. The number of questionnaires received was seven (7). Out of the seven (7) questionnaires received, respondents whose home language is Xhosa were four (4) out of seven, which is 57.14%, respondents whose home language is English was one (1) out of seven, which is 14.29%, respondents whose home language was Afrikaans were none and the respondents whose home language belong to other categories were two (2), which is 28.57%.

It can be deduced that the majority of respondents were those whose home language is Xhosa. Although the majority of the respondents are Xhosa speaking, it was discovered that in the area of OR Tambo district and Nyandeni local Municipality, there are still other categories of citizens who speak a different language than Xhosa, something which can be regarded as good for purposes of diversity in the area, which, in itself, is a fair platform for the sharing of ideas on how local communities can be developed.

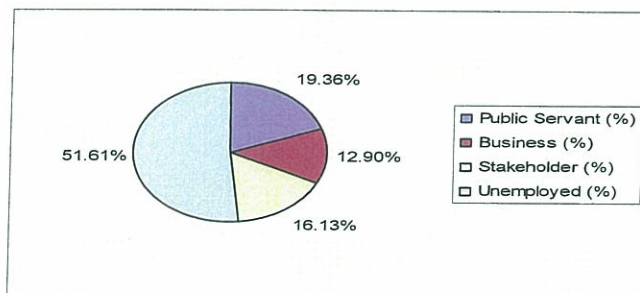
Figure 3.6 GENDER OF RESPONDENTS



As reflected on the table above, the majority of citizens who responded to the questionnaires were females. On the other hand with regard to councillors and chief officials, males responded in majority. It would then imply that section 3.1 of the *Employment Equity Act*, 1998 which calls for gender representativity has been compromised in this instance, something which contrasts the principle of affirmative action.

Figure 3.7 ACADEMIC QUALIFICATIONS OF RESPONDENTS

It can be deduced that the majority of citizens do not have tertiary qualification something which could limit participation on municipal programmes. The majority of councillors and chief officials do have tertiary qualifications. It can therefore be deduced that councillors and chief officials in the municipalities under investigation might be tempted to decide for the people due to the high level of education they possess.

Figure 3.8 EMPLOYMENT STATUS OF RESPONDENTS

The majority of citizens (51.61%) are unemployed which is good for the study for the citizens to be able to observe how a municipality support programme which aim at promoting the general welfare of the municipal citizens. It is therefore good for the study to obtain first hand information from the stakeholders who are as well form a greater portion of the municipal service beneficiaries. It can further reflect a situation which is mainly characterized by gross unemployment and underdevelopment wherein people do not form part of the active group in relation to community development. It then becomes clear that a sample is a small representative figure of a bigger whole but which can be effectively utilized to study the dynamics of the bigger

whole. It has also been observed that between the ages of eighteen and twenty-five, there is no active interaction and involvement in municipal programmes. This simply means that youth between the ages as cited above ought to be vigorously encouraged to participate in municipal programmes in order to have more of an economic active group in the said areas. It was good for the study to have long serving politicians and officials which were able to provide credible and reliable information. Even though the study has reflected that the majority of respondents were Xhosa speaking, it was also good to learn that there are other categories of respondents which were not Xhosa speaking people. This was therefore a good recipe for diversity in developing a community since different ideas will have to be secured.

Although the majority of citizens do not have tertiary qualification, the study has exposed that citizens have an understanding of the constitutional obligation of a municipality- that of providing services to the community. It was therefore good for the study to have councillors and officials with tertiary qualifications as they have contributed at both strategic and operational level of a municipality. This then enabled the researcher to understand the challenges facing the municipality in both angles and that the recommendations to be made will have to consider the two levels of municipal performance. The limitations of the study are given below.

3.6 LIMITATIONS OF THE RESEARCH

During the course of the study, financial constraints has greatly contributed to the failure to complete the research project on time. Furthermore, insufficient time has caused delays that were never anticipated with the result that the entire project failed to finish as per the intended date and time. Ethics in conducting a study needs to be considered.

3.7 ETHICAL CONSIDERATION

Ethics refers to the moral principles that govern a person's behaviour or how an activity is conducted. Ethical means having to do with moral principles or morally correct. Kanyane (2008:12) writes that ethics deal with personal conduct and moral duty. It also deals with what is good and bad, with moral duty and obligation. Strydom (2000:24) also writes that ethics are a set of moral principles which are suggested by an individual or a group. It therefore means that ethical consideration refers to doing things in a right and lawful way, thereby upholding morale principles. In this research, it will be a tradition to first request consent of participants so that participants could voluntarily provide information. The above thus implies that in the course of the research, the following ethical guidelines and practices will be considered in the study:

- * Anonymity: The names of respondents will not be obtained or used.
- * Freedom of choice: Respondents will have the freedom of choice in participating in the research and will be free to withdraw at any time.
- * Plagiarism: All sources of information that will be used during the course of the research will be acknowledged to avoid plagiarism.
- * Honesty: The truth will be reported at all times and under all circumstances and will never be presented in a biased manner.
- * Confidentiality: All data collected will be recorded in a confidential manner. The following therefore concludes the chapter.

3.8 CONCLUSION

This chapter aimed at bringing about the appropriate methods for the study in question. From this chapter, the scope of the study was discussed. It was in the scope of the study that a mention of the survey area was explained as the place where examination and recording of facts relating to the study takes place. The Research Design and methodology of the study was discussed wherein it was explained that research design is equal to a process or a plan of action that directs and

guides the research project whereas methodology was explained as a particular method or procedure of systematic investigation to discover facts or collect information. It was then concluded that research design and methodology is a conceptualized plan of action with a specific procedure to unearth facts.

During the discussions on the sampling technique, it became evident that sampling is a technique that is used to break the research into smaller and sizeable units for proper and specific observation. It has also been established that the municipal stakeholders between the ages of eighteen and twenty five are not participating in municipal programmes. The municipalities under research are managed by long serving politicians and officials which is good for the study. The two municipalities are possessing a diversity of respondents, something which can be regarded as good for the development of communities. Questionnaires can be regarded as useful instruments to gather information. It can further be explained that questionnaires are in different types and forms. Data analysis is undertaken in order to break down the complicated whole to a small and simple unit. From this chapter, it became clear that ethical consideration means doing things in a right and lawful way. Chapter four constitutes data analysis and interpretation.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

Policy making is the first step in the policy process which supports the provision of the basic public services. A policy is developed to guide the process of promoting the general welfare of citizens. However, the process of policy making and more specifically policy analysis and evaluation will require full co-operation of all role-players such as political office bearers; chief officials and citizens. The co-operation of all the role-players is important in assessing policy impact on the lives of the citizens. It is the intention of this chapter to examine the effectiveness of the municipal executive policy in promoting the general welfare of citizens.

The previous chapter on research design and methodology paved the way for the collection of empirical data. When data has been collected, it needs processing. This is a transitional stage wherein raw data changes into information. The basic instrument that is used in the process of converting data into information is analysis and interpretation. In this chapter, therefore, analysis of the collected data will be conducted. The analysis, for purposes of this chapter will refer to the grouping and comparing of the collected data to produce better understanding of the responses. The interpretation part will refer to a process of producing logic and factual conclusions. The intention of this chapter therefore is to analyze and interpret the collected data. In approaching the research, questionnaires were used as the crucial instruments for data collection, as explained in chapter three. The data which was collected in the study came from the literature review of the nature and place of policy process and community development in the O.R. Tambo District and Nyandeni Local Municipality respectively.

The purpose of this study is to evaluate the impact of the municipal executive policy on community development. This therefore implies an assessment of the effectiveness of the

municipal executive policy in promoting the general welfare of citizens. However, although in terms of the *Constitution of the Republic of South Africa*, 1996, section 153 (a) states that a municipal authority is meant to promote the general welfare of the municipal citizens but the poor delivery of community development services by the municipal authorities as evidenced by numerous complaints coming from the municipal citizens has actually necessitated this kind of study. The following aims have been set to guide the process of allocating data in specific sections of the chapter. Firstly, the nature of community development in OR Tambo district municipality and Nyandeni local municipality will be described and explained. Secondly, problems that lead to ineffective community development will be assessed. Thirdly, community development policies will be analysed and evaluated to determine their effectiveness in fulfilling the needs of the communities. Lastly, the impact of community development policy and service on citizens will be evaluated in order to establish whether municipal executive policy is making any change on the lives of the municipal citizens or not. The nature of community development in O.R. Tambo District Municipality and Nyandeni Local Municipality is provided as follows.

4.2 NATURE OF COMMUNITY DEVELOPMENT IN OR TAMBO DISTRICT

MUNICIPALITY AND NYANDENI LOCAL MUNICIPALITY

Community development means the promotion of the general welfare of citizens. In the promotion of the general welfare of citizens, government is therefore expected to perform some basic functions which will ultimately bring about social change. Social change refers to fulfilling the basic needs of the citizens such as provision of water and sanitation services, food, electricity, housing and access roads. Citizens, political office bearers and chief officials were then asked a number of questions in relation to the above aim.

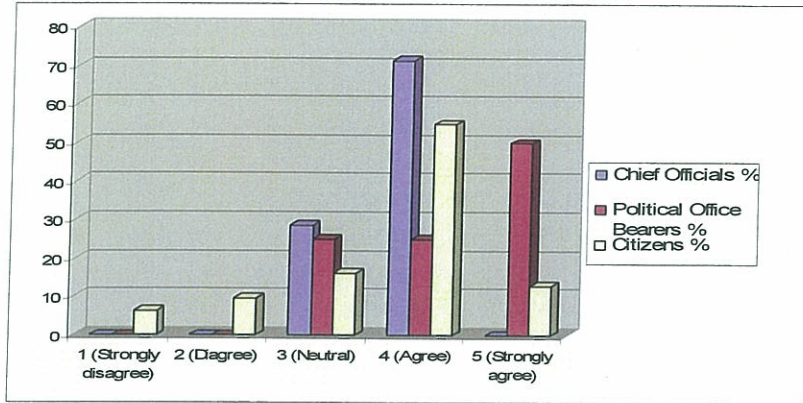
Statement

Community development is an important function of a municipal authority.

Answer

The figure below demonstrates statistically the responses of all the respondents.

Figure 4.1: ANALYSIS OF RESPONSES ON POINTS SCALE.



The figure above demonstrates that the role-players in community development have a common understanding of the constitutional responsibility of a municipal authority. For example, the majority of chief officials (71.43%), political office bearers (50.0%) and citizens (68.0%) are in support of the view that community development is an important function of a municipality and as such they can evaluate the extent to which it impacts on the lives of citizens. It can be deduced that community development is an important function of a municipality.

Citizens were also asked the following question to obtain their views.

Question

Please list three important services rendered by your municipality to enhance community development.

Answer

The majority of chief officials (42.85%) and political office bearers (50.0%) in relation to the above question have responded as follows:

- The municipal authority provides the basic municipal services such as water and sanitation, electricity and refuse removal;

- the municipal authority develops the local infrastructure such as access roads, physical facilities, and the building of substandard houses for the poor; and
- the municipal authority promotes local economic development through supporting small emerging businesses and community based projects.

It can be deduced that community development means the effective provision of all the municipal basic services. However, the responses of citizens were divided in the above question. 29.03% of citizens did not answer the question, 35.49% have responded by saying only toilets that were built in their area without having been finalized while 35.48% have stated that the municipality has managed to provide water and sanitation, agricultural or farming projects and access roads. From the different responses as provided above, it can be concluded that the municipality is unable to provide at least three basic services at once in a given village or ward. It can further be deduced that not all areas have been provided with the basic municipal services.

Question

How does your municipal authority promote community development in Nyandeni Local Municipality?

Answer

The majority of political office bearers (62.5%) and chief officials (71.42%) have stated that the municipality promotes community development through embarking on the following:

Establishing community based projects;

provision of water and sanitation services;

the development of the local infrastructure by way of constructing access roads and building educational facilities;

empower communities with the life skills in order to promote sustainable development.

Question

Please list three ways how your municipal authority promotes community development in Nyandeni local municipality.

Answer

The responses of citizens were divided with regard to the above question. A minority (19.35%) of citizens did not answer; 25.81% have stated that there is nothing to list as their communities never receive any information of the community development projects, 25.81% of citizens are of the opinion that community development only affect the urban communities not the rural people while 29.03% have stated that the municipality has provided services to their communities such as water and sanitation, electricity and access roads. It can be deduced that citizens do not all have access to the community development services in rural areas.

However, although other citizens do not regard community development as an important function of a municipality, it has actually been established that community development is indeed an important function of a municipality. For purposes of clarity, community development entails effective provision of the municipal basic services such as water and sanitation, infrastructural development, support and develop capacity for local economic development and the general co-ordination of sustainable development. It can also be deduced that political office bearers and chief officials need to embark more on awareness campaigns in order to explain municipal services as well as planning for the provision of such services. It is therefore clear that not all citizens are aware of the municipal services and as such municipalities are unable to cover all areas which fall within the jurisdiction of a municipality. It can further be deduced that community development is taking place only in urban areas of a municipality. Generally, citizens regard community development as provision of a variety of the municipal services to communities. It then follows that community development involves all initiatives which can

directly impact on the lives of the citizens. Community development is rendered ineffective by a variety of problems.

4.3 PROBLEMS THAT LEAD TO INEFFECTIVE COMMUNITY

DEVELOPMENT

It is imperative that problems or challenges facing community development initiatives are identified so as to put the corrective measures in order to improve the general welfare of the municipal citizens holistically. Ineffective community development means poor delivery of the community development services which ultimately results to the failure to meet the needs of the citizens. Various questions were asked to chief officials, political office bearers and citizens in relation to the above aim.

Question

Does your municipality experience serious problems in the rendering of community development services in Nyandeni Local Municipality?

Answer

The majority of chief officials (85.71%) have responded in the negative by saying that the municipality experiences problems due to:

- Lack or limited funding from National treasury;
- delays in funds transfer;
- poor monitoring and evaluation mechanisms;
- the fact that politicians focus more on capital projects;
- infrastructure backlogs;
- political instability and infighting at municipal level; and
- manipulation of municipal services by powerful individual community members.

The minority of the chief officials (14.29%) have stated that municipalities do not experience problems. On the same question the majority of the political office bearers (62.5%) have affirmed that the municipality experiences serious problems and advanced the following reasons:

- There is lack of information;
- poor attendance of the council meetings;
- lack of funding;
- lack of capacity from the municipal officials and managers;
- lack of co-ordination of the municipal functions;
- poor planning; and
- lack of effective systems for the provision of services

On the contrary, the minority of the political office bearers (37.5%) have stated that due to long standing infrastructural backlogs municipal services are provided in a very limited scope but other than that there is nothing serious..

It can be deduced that municipalities are faced with various challenges to render community development services. It can also be deduced that there is lack of communication even between the chief officials and the political office bearers as evidenced by the difference in responses. However, citizens were also asked a similar question as posed below.

Question

On observation, does your municipality experience serious problems in the rendering of community development services in Nyandeni municipal Area?

Answer

The majority of citizens (70.96%) have affirmed that the Nyandeni Local authority is experiencing serious problems in the rendering of community development services and motivate as follows:

- Water and sanitation services is inadequate and have a lot of lapses or cut offs;
- community based projects are either unfinished or prolonged before communities could benefit;
- access roads are poorly constructed through use of non-qualitative material and poor monitoring mechanisms in workmanship;
- there is no clear programme of infrastructural development which is up and running;
- local economic development initiatives do not seem to be started yet as there are no economic activities in the area which tend to significantly eradicate poverty; and
- there is poor co-ordination and communication of the municipal programmes by the municipal officials.

It can be deduced that municipal authorities are struggling to render the basic municipal services to the municipal citizens. It can also be deduced that poor planning, co-ordination, ineffective communication and poor monitoring and evaluation whilst municipal services are provided leads to ineffective provision of community development services.

Question

What would be the cause of such problems?

Answer

The majority of chief officials (58.0%) and political office bearers (63.0%) have responded as follows:

- Municipal authorities are experiencing budget constraints;
- the municipal areas are grossly underdeveloped; and
- the municipal citizens do not own the municipal programmes, something which creates tensions between municipal officials and members of communities.

It can be deduced that even though municipal authorities are committed in providing the basic municipal services to communities, problems continue to frustrate the municipal officials in

delivering municipal services. The majority of citizens (87.09%) came up with the following major causes:

- Lack of an effective communication strategy from the municipal officials;
- poor planning of the implementation process for the municipal programmes; and
- lack of proper monitoring mechanisms in relation to the provision of municipal services and management of risk factors such as fraud and corruption from the municipal officials.

It can be deduced that municipal authority is lacking in various aspects in the process of rendering the municipal services.

Question

How can these problems be effectively solved (list three possible solutions)?

Answer

The majority of chief officials (75.0%) and the majority (58.0% of the political office bearers have identified the following as critical towards resolving the problems:

- Improving of monitoring and evaluation mechanisms;
- improving communication strategy of municipalities;
- accrediting municipalities to be able to drive community development programmes without relying heavily on external service providers, and
- encouraging co-operative governance within the municipal structures. It can be deduced that municipal authorities need to intensify and strengthen approaches to resolve municipal problems.

The majority of citizens (74.19%) have lifted the following main priority areas for correction by municipal authorities:

- Improvement of interactions between municipal officials, councillors and the municipal citizens;

- improve municipal financial management processes so as to root out fraud and corruption; and
- lastly, intensify monitoring and evaluation programmes of municipalities in order to achieve smooth rendering of the municipal services.

It can be deduced that municipalities have problems which need to be resolved in order to create opportune space for the rendering of the desired municipal services.

Question

How does your municipal authority determine the need for a specific service in Nyandeni Local Municipality?

Answer

The majority of political office bearers (50.0%) have stated that a specific need is determined by a municipal authority through the Integrated Development Planning processes and ward general meetings. On the contrary, a minority of political office bearers (38.0%) have stated that the principle is not known as the process of awarding municipal projects tend to be biased towards members of the ruling party. Furthermore, a minority (15.0%) of the political office bearers have stated that the municipal authority simple decides on the type of a service to be provided without necessarily seeking endorsement of the service beneficiaries, the municipal citizens.

It can be deduced that the Nyandeni Local Municipality does not have a clear way of engaging communities.

Question

In your opinion how does Nyandeni local municipality determine the need for a specific service in your area?

Answer

The responses of citizens in relation with this aspect were divided. Citizens (49.0%) held the view that there is no clear co-ordination. At times, the traditional leader would request a community

gathering wherein development issues are discussed. Citizens (29.0%) state that development issues are dealt with at a ward general meeting which the ward councilor normally chairs. The other group of citizens (22.0%) have responded negatively by indicating that it is not known how a municipality determine the need for a specific service but thought that municipal services are just imposed without the involvement of community members during the planning phase.

It can be deduced that during the planning stage of the municipal programmes, the consultative process is failing to cover all the key role-players at the level of communities.

Question

If the majority of citizens are of the opinion that community development services are not rendered properly, what would your council do?

Answer

All the political office-bearers and all the chief officials have stated that the council would investigate the matter so as to understand its perspective with a view to taking a corrective measure. Also, the council would ensure that communities are properly consulted in order to render community services in a satisfactory manner. The citizens were then asked the following question.

Question

If the majority of the citizens are of the opinion that community development services are not rendered properly, what would community members do?

Answer

The majority of citizens (52.0%) have stated that community members should develop a petition to the municipal mayor, while (26.0%) of citizens suggested an urgent meeting with the ward councillor and the ward committee members to seek a resolution of the problem. The last group of citizens (23.0%) have suggested the nomination of a different community structure which should be entrusted with the responsibility of meeting with all the key role players of community

development to discuss the issues affecting community members. It can be deduced that community members are aware of the proper channels wherein community concerns could be forwarded for consideration. It can also be deduced that the process of co-ordinating municipal services is not practically implemented at the community level or it could mean that both councillors and the municipal officials are ineffective as municipal services co-ordinators.

Question

In your opinion, what is the public perception about the quality of community development services rendered by Nyandeni Local Municipality?

Answer

The following figure reflects different perceptions of the respondents in relation to the quality of the community development services which a municipality provides.

Figure 4.2 : ANALYSIS OF RESPONDENTS' PERCEPTIONS



The majority of chief officials (57.14%) are of the view that community development services are provided in a satisfying manner to the communities. However, political office bearers have different views and as such there is no majority view. 37.5% have stated services are satisfying while the other 37.5% have stated that services rendered are of poor quality whereas 25.0% have stated that the quality of service is unknown. The majority of citizens (45.16%) have stated that community development services are unknown. It can be deduced that Nyandeni Local municipalit has difficulties in rendering quality community development services to the people. It

can also be deduced that there is ineffective communication between chief officials and citizens, something which could negatively affect effective community development.

Question

Does your municipal council endeavour to promote the quality of life of its citizens in Nyandeni Local Authority?

Answer

The majority of chief officials (58.0%) and political office bearers (63.0%) have responded in the affirmative and motivate as follows:

- A significant number of the municipal areas have been provided with the municipal essential services such as water and sanitation; electricity; and refuse removal;
- the municipal authority has facilitated the development of infrastructure such as construction of access road; and
- the municipal authority has launched a number of community based projects.

It can be deduced that the municipality has taken strides towards developing communities even though the programme has not covered the entire communities within the Nyandeni Local Municipality as evidenced by the responses of the municipal citizens. The views of citizens were also tested in the same aspect as follows.

Question

In your view, does Nyandeni Municipal Council attempt to promote the quality of life of citizens in the municipal areas successfully?

Answer

The majority of citizens (65.0%) have responded in the negative and advanced the following reasons.

- There is still gross unemployment;
- municipal citizens are experiencing many problems relating to the provision of the basic municipal services such as dilapidated infrastructure; maintenance of the existing infrastructure; and
- community based projects are unsustainable.

A minority of citizens (35.0%) have answered in the affirmative and have motivated as follows:

- The municipality has provided adequate municipal basic services such as water and sanitation, electricity, and refuse removal;
- the municipality has taken strides towards developing local infrastructure such as the construction of access roads, improve physical facilities like community halls and educational centres; and
- the municipality has facilitated the local economic development through the promotion of programmes aimed at eradicating poverty in municipal communities such as community based projects. It can be deduced that Nyandeni Municipal Council does not provide the community services development which meet the citizens needs and expectations successfully.

Question

To what extent are community development objectives met in 2008 by the Nyandeni local municipality?

Answer

The majority of chief officials (68.0%) and political office bearers (75.0%) have stated that the municipalities under research in 2008 have performed above average, which means to a greater extent when the following are considered.

- The provision of water and sanitation services;
- the electrification of communities;

- the establishment and launching of community based projects; and
- the construction of access roads.

The majority of citizens (57.14%) have responded negatively. The citizens have stated that priority projects or programmes for the 2008 financial year were never communicated by the municipal officials. The other (42.86%) of citizens have stated that at least the average of the targeted municipal services for 2008 were met. It can be deduced that community development goals for 2008 financial year were not met. The fact that citizens did not know what was planned is enough to explain the failure of the municipality not to achieve the intended goals. It then becomes clear that municipalities encounter problems to render effectively community development services. The main factors which contribute to ineffective delivery of the community development services to communities is lack of co-operation between chief officials and the political office bearers. Lack of co-operation between the key role-players has led to poor planning, co-ordination, poor monitoring and evaluation of municipal programmes and this has contributed to ineffective provision of community development services. In order for the municipalities to perform better, co-operation of the key role players in community development is crucial.

It can be deduced that municipalities have problems in providing community development services. For the smooth delivery of the community development services citizens must be involved in decision making processes of a municipality. This implies that municipalities must improve communication strategies which need to be extended to cover all communities. Basically, there is no clear indication as to what needs to be done in order to render effective community development services. It therefore means that municipalities must strengthen communication channels so that all role-players become aware of the community development

services which the municipality must provide. Policies relating to community development will have to be analysed and evaluated in order to assess impact.

4.4 ANALYSIS AND EVALUATION OF COMMUNITY DEVELOPMENT

POLICIES

The analysis and evaluation of community development policies is a critical step towards identifying possible obstacles or areas of improvement in rendering municipal services which support community development initiatives. For purposes of progress, the municipality needs to analyse and evaluate policies so as to identify policy gaps and relevance in the prevailing circumstances. The chief officials, political office bearers and citizens were then asked the following questions in relation to the analysis and evaluation of community development policies:

Question

Are community development policies regularly analysed and evaluated by your municipal authority?

Answer

The majority of the chief officials (62.5%) and political office bearers (57.14%) have stated that community development policies are analyzed and evaluated regularly with a view to detect deviations. On the contrary, minority of political office bearers (42.86%) have stated that analysis is undertaken as compliance to the legislative framework that every two years the municipal policies and integrated development plans should be reviewed.

However, this exercise is not undertaken in the spirit of assessing major policy gaps with a view to honestly put corrective measures. Contrary, the majority of citizens (80.64%) are of the view that community development policies are not analyzed and evaluated by municipal authorities. In the circumstances, it can be deduced that when municipalities analyse and evaluate community

development policies, citizens are usually not involved something which compromise the fundamental principle of participation in community development.

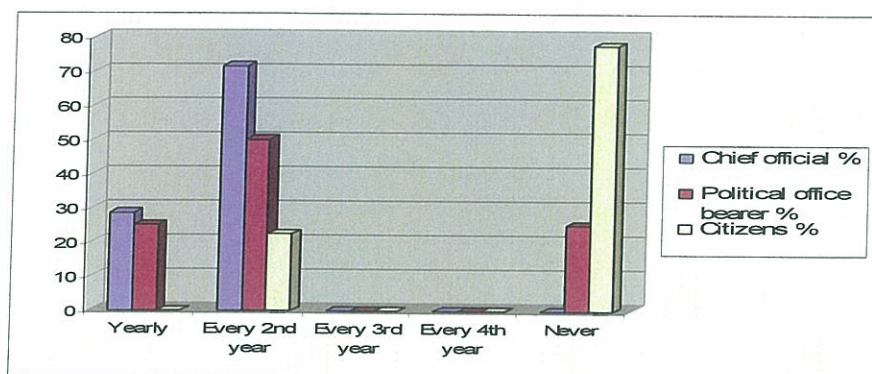
Question

How often are your community development policies analysed and evaluated?

Answer

The figure below provides answers for the above question.

Figure 4.3 : TIMELINES FOR POLICY ANALYSIS AND EVALUATION



The majority of citizens (80.0%) have stated that community development policies are never analysed and evaluated by the municipal authority. On the contrary, the majority of the municipal councillors (42.85%) and chief officials (50.0%) have stated that community development policies are analysed yearly to check progress and any possible challenges.

It can therefore be deduced that citizens are normally left behind when the municipal authorities undertake analysis and evaluation of community development policies.

Question

Do you consider the analysis and evaluation of community development policies an essential function of your council.

Answer

All the chief officials and the majority (75.0%) of the political office-bearers are holding a strong view that analysis and evaluation of the community development policies is an essential function of a municipal council so as to;

- incorporate new mandates;
- align policy to community needs;
- to assess impact;
- test policy strength and weaknesses; and
- assess the extent of compliance on implementation of the municipal programmes.

The majority of citizens (51.61%) are of the view that community development policies must be analyzed and evaluated by the council if promotion of the general welfare of the municipal citizens is the primary concern. It can be deduced that the key role players in municipal matters understand the importance of the analysis and evaluation of the community development policies by the municipal council.

Question

Does your council and/or chief officials determine the impact/consequence of community development policies on the welfare of citizens when analyzing and evaluating such policies.

Answer

The majority of the chief officials (42.85%) and political office bearers (50%) are of the opinion that the council is concerned about the consequences of the community development policies in that:

- Community members are made to be the key role players in the development of the Integrated Development Plans;

- community *imbizos* are organized to test the level of satisfaction on the part of the municipal citizens in relation to the community development services rendered;
- the municipal authority has developed an indigent policy to subsidize communities in specific municipal services; and
- the municipal programmes are constantly reviewed in order to respond directly to community needs.

On the contrary, the majority of citizens (80.0%) are of the view that the council or chief officials do not seem to care about the impact of the municipal services on citizens due to their failure to conduct impact assessment surveys. It can be deduced that community members are not clear about the priority programmes of the municipal authority something which must be communicated time and again.

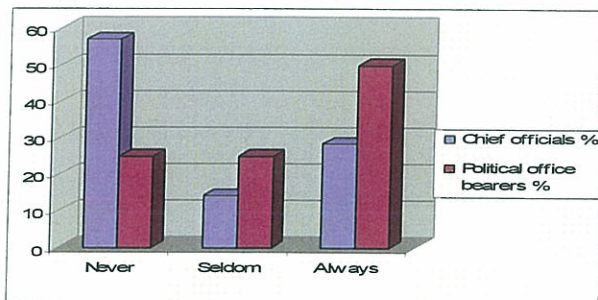
Question

Do you consult the citizens when analyzing and evaluating community development policy?

Answer

The figure below demonstrates types of responses as selected by the respondents.

Figure 4.4 : FREQUENCY OF POLICY ANALYSIS AND EVALUATION



The majority of chief officials (57.14%) have stated that citizens were never consulted whereas the majority (50.0%) of the political office-bearers have stated that citizens are always consulted when municipal policies are analysed and evaluated. On the contrary, the majority of citizens (54.84%) have stated that municipal authorities have never consulted the citizens when policies

are analysed and evaluated. It can be deduced that when municipal policies are analysed and evaluated, there is no clear programme of engaging citizens.

Question

How do you consult the citizens?

Answer

The majority of chief officials (67.0%) and the majority (57.14%) of political office-bearers have stated that citizens are consulted through ward councillors, ward general meeting, site visits and local *imbizos* meaning, local mass meetings.

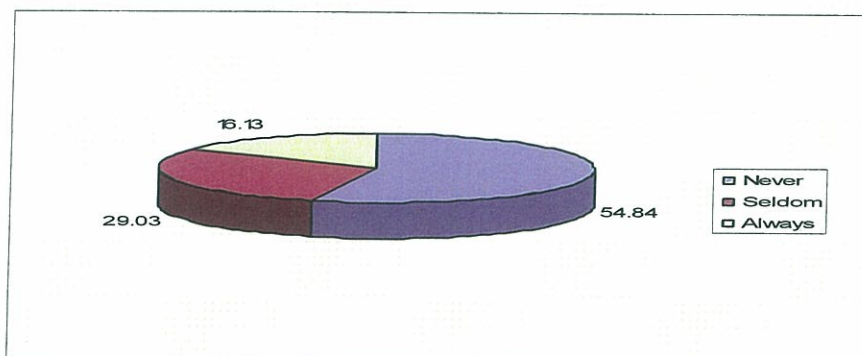
Question

Does Nyandeni Local Municipality consult the citizens when analyzing and evaluating community development policy?

Answer

The following figure reflects the respondents' selection of responses.

Figure 4.5 : ASSESSING VIEWS OF CITIZENS ON CONSULTATION



The majority of citizens (54.84%) have stated that citizens are not consulted when municipal policies are analysed and evaluated.

It can be deduced that municipal services are not properly communicated to citizens.

Question

How does Nyandeni Local Municipality consult the citizen?

Answer

The majority of citizens claim that consultation is poor such that the municipal information is disseminated in community funerals.

Question

What is your view on the perception of the citizens regarding the community development services they receive?

Answer

The majority of the chief officials (72.0%) and political office bearers (50.0%) are of the opinion that community development services are promoted to a greater extent and citizens are satisfied. The only challenge is that some community members do not involve themselves in municipal matters.

Question

What is your view regarding the community development services which Nyandeni Local Municipality provide?

Answer

The majority of citizens (75.0%) are of the view that Nyandeni local municipality is unable to provide community development services effectively because of the following reasons:

- Community based projects are not sustained;
- infrastructural problems are still experienced at the local level;
- the municipal basic services are provided at a very limited scope; and
- there is still no active interaction between municipal officials and citizens. It can be deduced that there is still no healthy co-operation between municipal officials and the citizens. It can further be deduced that there are no regular feedback sessions from which the different expectations could be shared.

Question

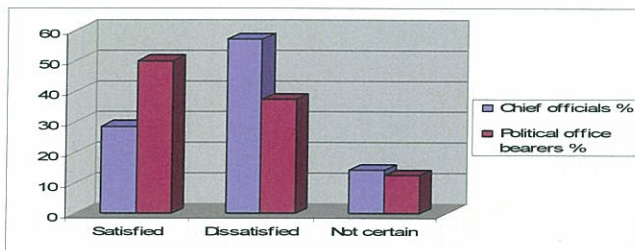
Are the majority of citizens satisfied with the community development services they receive.

Answer

The responses of the above question are tabulated below.

Figure 4.6 : VIEW OF OFFICIALS AND POLITICIANS ON CITIZEN

SATISFACTION



Question

If dissatisfied, what would be the reasons ?

Answer

The majority of chief officials (57.14%) have stated that citizens are dissatisfied with the community development services due to the following reasons:

- At the level of communities, there are competing priorities or varying expectations;
- expectations of villages within the same ward differ significantly, something which makes it difficult for a municipality to satisfy all the municipal stakeholders on community development;
- the lack of understanding on the part of the municipal citizens with regard to municipal processes; and
- the persistent underfunding of the municipal operations or programmes.

On the contrary, the majority of the political office bearers (50.0%) have stated that citizens are satisfied with the community development services they receive from municipalities. It can be deduced that Nyandeni local municipality has problems to provide community development services to the satisfaction of the communities. Citizens were also asked the following question.

Question

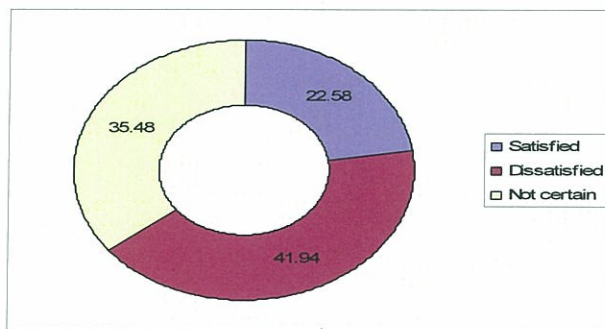
Do you think the majority of citizens satisfied with the community development services they receive?

Answer

The citizens' responses in relation to the above question are demonstrated below.

Figure 4.7 : **CITIZENS' VIEWS ON PROVISION OF COMMUNITY**

DEVELOPMENT SERVICES



The majority of citizens (58.06%) are dissatisfied with community development services they receive from the municipality. It can be deduced that citizens are not satisfied with community development services as provided by Nyandeni local municipality.

Question

If dissatisfied, what would be the reasons?

Answer

The majority (58.06%) of citizens have responded in the above question as follows:

Firstly, the municipal officials and the municipal councillors exploit the municipal resources in order to enrich themselves at the expense of the citizens, Secondly, there is lack of communication between municipal officials and citizens, Thirdly, there is poor co-ordination and monitoring mechanisms of the municipal programmes or projects, Fourthly, there is gross unemployment and lack of business opportunities, Lastly, there is ineffective infrastructural

development. Lastly, the chief officials and the political office bearers were asked the following question.

Question

How would you determine if the citizens are satisfied or dissatisfied with community development services?

Answer

All the chief officials have stated that the extent of satisfaction or dissatisfaction of the citizens is obtained through the designated municipal systems and structures such as Questionnaires, Ward Councillor, South African Local Government Association, Rate Payers' Association and Non-Governmental Organisations whilst all the political office-bearers have stated that interest groups and political parties inclusive of the structures as cited above play a pivotal role in revealing the feelings of the citizens generally. It can be deduced that the above cited municipal structures play a meaning role in disseminating information between municipal authorities and the ordinary citizens.

Citizens were also asked the following question.

Question

How does the municipal authority determine if it provides community development services to the satisfaction of citizens?

Answer

The majority of citizens (54.84%) have identified the ward councillor and the traditional leader to be the effective way of communicating complaints and compliments to the municipality. However, if this dual loyalty is not properly managed, unnecessary tensions may arise as the activities of a councillor might conflict with that of the traditional leader.

From the above discussion, it was established that the majority of citizens are not involved in the process of analyzing and evaluating municipal policies.

It can be deduced that citizens do not participate in policy analysis and evaluation with a view to identify policy gaps. It became evident that there is no consultation between municipal officials and citizens in relation to establishing policy gaps at the municipal level. It can also be deduced that the municipal officials and councillors are failing to provide feedback to communities on policy issues. Subsequent to the scenario as depicted above, citizens are dissatisfied on how municipalities provide community development services. However, it is important that citizens and other key role-players on community development such as the South African Local Government Association (SALGA) and the councillors are made to participate in policy analysis and evaluation for the sake of effectively deliver community services. Policies and services which the municipalities provide must make change on the lives of citizens.

4.5 IMPACT OF COMMUNITY DEVELOPMENT POLICY AND SERVICES ON CITIZENS

It is essential that community development policy or services contribute to the fundamental goal of a municipality, which is to improve the living conditions of the municipal citizens. Linked to the development of the community development policies was a notion of the promotion of the general welfare which must be felt most by the municipal citizens. The chief officials, political office bearers and citizens were then asked the following questions in relation to the impact of community development policy and services on citizens.

Question

Does your municipal council consider the impact of community development services on the citizens?

Answer

The majority of the chief officials (57.0%) and political office bearers (55.0%) responded in the affirmative and motive as follows:

- The integrated Development Plans are reviewed yearly so as to ascertain if impact is made on the lives of the municipal citizens;
- information sharing sessions are conducted through general community meetings (*imbizos*) to test the views of communities on how municipal services affect their lives; and
- the municipality is constantly providing community based and poverty alleviation projects which seek to promote the general welfare of the municipal citizens.

Citizens were also asked a question related to the above.

Question

Are you aware that the Nyandeni Local Municipality considers the impact of community development services on the citizens?

Answer

The majority of citizens (75.0%) responded in the negative and advanced the following reasons:

- There is poor monitoring and evaluation mechanisms which the municipality utilizes to test the effectiveness of the municipal programmes;
- there is poor co-ordination and communication between the municipal officials and the municipal citizens;
- there is neglect of communities by the municipal officials in rendering community development programmes;
- active interaction between municipal officials and municipal citizens is only realized during election periods;
- ineffective means of encouraging public participation; and
- limited representation of traditional leaders in the municipal council. It can be deduced that impact of municipal policies is not widely considered by the municipal authorities.

Furthermore, chief officials, political office bearers and citizens were asked the following question.

Question

Do the citizens receive the community development services they expect to receive from the municipal authority?

Answer

The majority of chief officials (73.0%) agree with the view that community development services do not meet the expectations of the citizens in spite of the following reasons:

- It is impossible to satisfy the varying needs of communities due to financial constraints at the level of a municipality;
- the community expectations often exceed the supply of services; and
- citizens do not want to participate in municipal programmes.

The majority of citizens (78.0%) responded in the negative and motivate as follows:

- Community based projects are planned by the municipal officials and imposed on municipal citizens;
- water provision is inadequate and has numerous lapses or cut-offs;
- refuse removal service is poorly conducted;
- there is lack of direction to implement capital projects due to political infighting amongst councilors; and
- there is a gross infrastructural backlog which impacts negatively on the operations and maintenance of the existing infrastructure.

The majority of the political office bearers (68.0%) responded on the affirmative. The political office bearers have stated that services are provided in line with the Integrated Development Plans which contain the aspirations of the masses. In this way, municipal citizens are receiving

what they were expecting. It can be deduced that the municipality is struggling to satisfy community needs conclusively. Also, it can be deduced that in the process of providing community development services, the municipality is lacking an integrated approach which can encourage co-operation of the key role players such as the municipal officials, councillors and citizens. It therefore means that the required collective effort of all role-players is lacking at the level of municipality, something which might compromise the provision of municipal services to the satisfaction of the service beneficiaries. On the other hand, citizens were asked the following question.

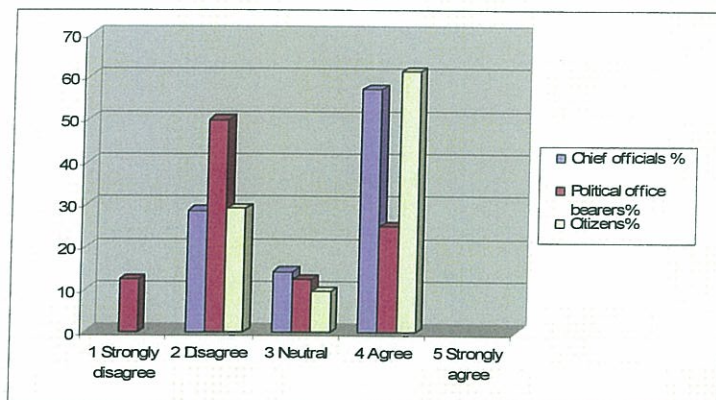
Statement

The provision of water by Nyandeni local Municipality does not satisfy communities.

Answer

The responses of all the respondents are reflected below.

Figure 4.8 : ASSESSING VIEWS OF RESPONDENTS ON POINTS SCALE



The majority of chief officials (57.14%) are of the view that the provision of water by Nyandeni municipality does not satisfy communities due to infrastructural backlogs and poor maintenance of the existing water schemes or infrastructure. On the contrary, the majority of the political office bearers (55.0% have a view that water services as provided by Nyandeni local municipality satisfy communities. However, the majority of citizens (61.29%) believe that water service which is provided by Nyandeni local municipality does not satisfy communities and motivate as follows.

- Some municipal areas do not have water schemes;
- Due to dilapidated infrastructure, water is not accessible;
- Some water pipes and taps are damaged and take long to provide water services; and
- Maintenance of the existing facilities is a major problem for a municipality.

It can be deduced that the provision of water services by Nyandeni Local Municipality does not satisfy communities.

Question

Are there water taps in every household?

Answer

The majority of chief officials (75.0%) and all the political office-bearers have affirmed that taps are installed following the Reconstruction and Development Programme's (RDP) standards and as such there could be a probability for others to travel distances before they could access water for consumption purposes. On the other hand, the majority of citizens (80.0%) responded in the negative and state that water taps are provided in line with the RDP standards, something which creates problems for the elderly people to access water, since long distances will have to be traveled before accessing water for consumption.

Question

Are citizens satisfied with the water provision services rendered?

Answer

The majority of the chief officials (57.14%) have affirmed that citizens are not satisfied with the water provisioning services and motivate as follows:

- There are still water leakages that are currently experienced by the municipal citizens due to inadequate funding of the operations and maintenance services of a municipality;

- the municipality has infrastructural backlogs and as such not all communities have been provided with water provision services;
- during times of an unanticipated occurrence of a problem which may lead to water stoppages; it usually takes long for a problem to be attended as technicians reside in a radius of 50km away from the municipality; and
- political instability at the level of a municipality usually delays the processes of finalizing projects targeting water provision services.

On the contrary, 54.84% of the political office bearers have a different view that water services satisfy the municipal citizens with the exception of few instances where communities experience water shortages and cut-offs. In some areas, communities are using diesel water pumps which at times causes problems in providing water. The majority of citizens (80.0%) responded in the negative and advanced the following factors:

- Municipal citizens will have to travel long distances before accessing water for consumption;
- municipal citizens are still experiencing water lapses or cut-offs something which makes life difficult; and
- other communities are forced to fetch polluted water from the rivers which poses a variety of health hazards.

It can be deduced that municipal citizens are experiencing problems in accessing water provision services. It can also be deduced that a municipality is unable to satisfy municipal citizens in relation to water provision services because of a variety of reasons.

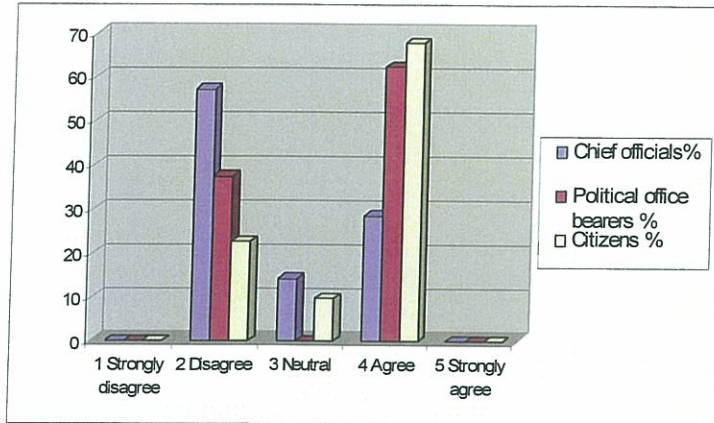
Statement

Everyone in the local communities should have access to houses.

Answer

The table below reflects the responses of the respondents.

Figure 4.9 : ASSESSING ACCESSIBILITY OF HOUSES



The majority of chief officials (57.14%) disagree with the statement and state that the provision of houses follow a certain criterion which does not involve everyone. The majority of the political office bearers agree that everyone should access a housing benefit. The majority of citizens agree that everyone should get a house in order to be safe. It can be deduced that citizens are aware of their constitutional rights which is to access houses to use as shelter for life. The following question was then directed to both the chief officials and the political office bearers for community development.

Question

Does your local authority succeed to provide sufficient housing to the growing population of Nyandeni Local Municipality?

Answer

chief officials (57.14%) agree with the perception of the citizens that the housing provision services is meeting with difficulties such as the following.

- The failure for the municipalities to be accredited to build houses is causing an unforeseen delays; and

- the constant inadequate funding of the housing programme makes it impossible for a municipality to build houses in speed; and
- the land claims also contribute to delays in the process of building houses for the citizens. Also, citizens' views were tested through the following question.

Question

Does Nyandeni Local Municipality succeed in providing sufficient housing to the growing population of Nyandeni Municipal areas?

Answer

The majority of citizens (58.06%) responded in the negative whilst the majority of councillors (75.0%) and the majority of the chief officials (66.04%) have answered in the affirmative. It can therefore be deduced that the municipality is having problems in providing houses to the municipal citizens. The chief officials, political office bearers and citizens were further asked the following question.

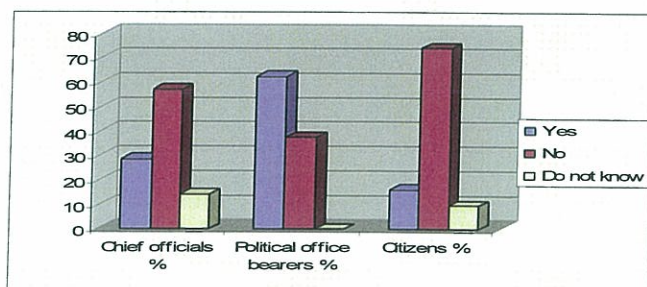
Question

Are citizens satisfied with the manner in which municipal houses are provided?

Answer

The views of the respondents on the above question are demonstrated below.

Figure 4.10 : VIEWS ON HOUSING PROVISION



The majority of the chief officials (57.14%) have acknowledged the fact that municipalities battle to provide houses to citizens due to the following reasons:

- There is still a wide gap between the supply and demand in relation to the provision of houses to the citizens; and
- the municipality is grossly under-funded to deal effectively and decisively with the constitutional mandate;
- the demand for housing exceeds the available budget;
- there is lack of capacity to co-ordinate housing development; and
- lastly, staff turn-over at municipal level contributes to poor provision of the housing development services.

In contrast, the majority of the political office-bearers (85.71%) have stated that the provision of houses satisfy communities because a number of people are now occupying own houses.

It can then be deduced that citizens are not satisfied with the manner in which houses are provided although politicians claim that they are satisfied. It can further be deduced that the programme of housing development is always faced by problems which makes it to be ineffective as evidenced by statement provided by both the chief officials and citizens.

The citizens were also asked the following question.

The majority of citizens (71.0%) have responded in the negative and state that:

- The provision of houses follow the RDP standards, which normally considers the income of the municipal citizens something that conflicts with the citizens desires and expectations;
- the housing projects lack co-ordination and proper management;
- although the sector housing plans have been developed, the criteria for allocating houses to municipal citizens is not clear;
- projects are not closely monitored with the result that some projects are left half completed, and others take long before they are completed; and
- the focus is on the urban municipal areas than the rural municipal areas.

Question

Overall considered, are you satisfied with rendering of community development services you receive from the Nyandeni local municipality?

Answer

The majority of citizens (70.96%) are of the opinion that the municipalities under investigation are failing to provide the municipal services to the satisfaction of the municipal citizens and cite the following reasons:

- The provision of the municipal basic services is biased towards the urban municipal areas at the expense of the rural communities;
- community based projects still lack support and guidance of the municipal officials;
- the communities are still struggling to get the basic municipal services such as water and sanitation, electricity, access roads and sub standard houses; and
- there is poor maintenance of the existing infrastructure something which culminates to a number of violent mass protests from the municipal citizens.

In the light of the above, it can be concluded that municipal citizens are not satisfied with the overall provision of the municipal services.

It is very important to consider the impact when the municipal policies are analysed and evaluated as this may contribute to improving the manner in which community development services are provided. It can be deduced that community needs are not effectively fulfilled including community development services. Water provisioning services is confronted by a number of problems including non-cooperation of the key role-players for community services. Although community development services do not satisfy communities, citizens know their constitutional rights that municipalities ought to provide communities with community development services. It can also be deduced that the municipality is failing to provide houses to everyone in the local communities due to a variety of challenges which faces the municipality. As

a result therefore communities have since lost trust and hope that municipalities will ever be in a position to provide them with houses and other related services. It then becomes evident that citizens are dissatisfied with the manner in which municipalities provide housing development services. In this way, chapter four comes to a conclusion.

4.6 CONCLUSION

The chapter presented and analyzed the data that was collected through the use of questionnaires from the respondents. The purpose was to establish whether the municipal executive policy is effective in supporting community development or not. The objectives of the chapter were to test empirically the theoretical framework as provided in chapter two. Various questions and statements were posed to citizens, councillors and chief officials in this regard to either support or dispute.

It became clear that the key role-players in community development such as citizens, political office-bearers and chief officials are aware of the constitutional mandate, which is to facilitate the development of local communities. It has been found in the study that the majority of citizens regard the municipality as unable to provide at least three basic services at the same time in the village within the ward. This is evidenced by the fact that there are still limited municipal areas which have been provided with the basic municipal services. From the study, it was established that political office-bearers and chief officials are well-versed with the municipal services. Even though the political office-bearers and chief officials on community development fully understand the concept of community development, the study revealed that the majority of the citizens do not access community development services. The study has also exposed the fact that municipalities are still struggling to provide the basic municipal services due to a variety of reasons such as poor planning and poor co-ordination of the municipal programmes or projects. The other striking contributing factors are ineffective communication amongst citizens, officials

and the councillors coupled with ineffective monitoring and evaluation mechanisms. All the above highlighted aspects are regarded as forming a greater portion towards causing ineffective delivery of the community development services at the level of municipalities under investigation. This scenario reflects municipalities which have capacity problems on the part of the officials who are unable to plan in order to manage all risk factors including fraud and corruption within the municipal structures. The majority of citizens have a strong feeling that for municipalities to provide services effectively, the prevailing municipal problems which hinder the rendering of the desired municipal services should be resolved. It has also been found necessary that during the planning stages of the municipal programmes, the consultative process should be extended to be all inclusive of the key stakeholders in community development such as the majority of the members of communities to whom the municipal services would be provided. It is important that community members are kept abreast of the proper communication channels in order the capacity to deliver the basic municipal services.

When communications lines are improved amongst citizens, councillors and chief officials, co-ordination of the municipal services could improve. If the above can be improved, the municipal services can effectively be provided. The proper co-ordination of the municipal activities would ensure provision of quality services. This will require co-operation of all the role players of community development services. It is important that all issues pertaining to power struggles at the level of the municipality be resolved in order to gain stability and create space for the effective delivery of the community development services.

It is important as well to involve service beneficiaries, which in the case of a municipality refer to the municipal citizens, so as to improve co-operation of all the stakeholders in order to gain greater benefits. This will assist in ensuring that every citizen is empowered to be an active participant in community development programmes and will defeat the notion of dissatisfaction

amongst the citizens. The ultimate goal of ensuring accessibility of the municipal services by all the municipal communities will be achieved and realized in practical terms.

From the data that was collected, the revelations were noted as follows. Firstly, it was found that the majority of the municipal citizens do not access the municipal services including community development services, Secondly, it was found that municipalities still struggle to provide the basic municipal services due to problems that municipal official encounter in providing such services, Thirdly, the majority of the municipal citizens do not get qualitative community development services as municipal officials fail to communicate municipal programmes to communities,

Fourthly, it was discovered that municipalities do not involve the majority of citizens when community development policies are analysed and evaluated, something which compromise the fundamental principle of participation, Fifthly, it was proved that community members are not aware of the municipal priority programmes or projects with regard to the areas in which municipal citizens own or reside, Sixthly, it was found that the majority of the municipal citizens are dissatisfied with the community development services which the municipalities is claiming to be rendering, Seventhly, it was proved that community development policy is ineffective in relation to the promotion of the general welfare of the municipal citizens, Eighthly, it was discovered that problems exist which makes it difficult for the municipalities to provide community development services effectively and as such community members are grossly dissatisfied with this ineffectiveness of municipal authorities. The conclusion and recommendations for the study are provided in the next chapter as follows.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

It is essential to finalise any piece of scientific document with a concluding statement. Research documents end with the making of conclusion and making of recommendations. A conclusion is a brief summary of what was discussed in a specific document. Recommendations refer to the making of alternative solutions to solve an identified problem or making of suggestions based on the findings of the study. By recommendations is meant the making of a summary after factual discussions were made with a view to provide corrective measures through prescribing alternative options or suggestions to prevent further occurrence of a problem.

In order to solve a problem, making of an investigation to obtain all the relevant facts becomes necessary. The obtaining of facts helps in making an informed conclusion. A conclusion might incorporate the recommendations or it can only deal with the summary of a document. The importance of providing a conclusion is that of making critical statements which should be carefully considered. A conclusion provides the important aspects or elements which were presented in a document. It can therefore serve no purpose to only expose facts without providing options. The importance of recommendations is that through recommendations problems are resolved. Recommendations serve as a guiding tool towards solving a specific problem. The preceding chapter dealt with data analysis and interpretation of data.

The purpose of this chapter is to explain the findings and conclude the study. Firstly, the chapter deals with a discussion on the findings of the study. Secondly, the chapter will provide remarks to conclude the research project. Lastly, this chapter will provide final recommendations of the

study which will guide the process of solving the ineffectiveness of the municipal policy to change the lives of people at community level. The findings of the study can be discussed as follows.

5.2 FINDINGS OF THE STUDY

The essential literature and the legislative framework on community development was studied in order to establish whether or not the municipal executive policy is able to make an impact on the promotion of the general welfare of the municipal citizens. The period which was studied was from July 1994 to December 2009. During this period the progressive legislative framework in South Africa was developed to facilitate the process of fulfilling the needs and expectations of communities and as such therefore the legislative framework served as a solid basis to proceed with the research.

Chapter one has provided a comprehensive plan for the research. It has introduced the study with general orientation and background to the study. This was followed by providing a problem statement, hypothesis of the study, objectives of the study and theoretical framework. The necessity of the study was also provided wherein it was found that a municipality is responsible for the fulfillment of the needs of the citizens. Chapter one has further provided that O.R. Tambo District Municipality and Nyandeni Local Municipality would serve as study boundaries and lastly provided terminology and definition of terms.

Chapter two is a literature review on the nature and place of policy process and community development in the Public Administration. The purpose was to provide a theoretical framework for the empirical testing of the impact of the municipal executive policy on community development in the O.R. Tambo District and Nyandeni Local Municipalities. It was therefore explained and found that administration is comprised of specific generic functions and processes. Policy making was found to be one of the main administrative functions. The public policy serves

as a crucial tool for the municipal officials to render public services in an efficient and effective way. It has also been revealed that policy initiation is the first step in policy making. Policy initiation is guided by three steps, namely policy formulation, policy adoption and policy implementation. Policy implementation is guided by performance of the executive functions, programming and project management. It has further been found that the aim of policy analysis is to measure the impact of a policy or policy outcomes. The promotion of the general welfare of citizens is effectively promoted if there is co-operative interaction between municipal officials and the political office bearers. The study has also revealed that the development of the legislative framework by politicians serves as a tool for the development of local communities. It was lastly found that municipal officials are failing to provide the municipal services to the communities as effective as possible.

Chapter three aimed at bringing about the appropriate methods for the study. The study comprised of the two main components, namely a theoretical component that was explained in chapter two and the empirical testing component which deals mainly with the testing of the collected facts or data. The study covered two municipalities, namely O.R. Tambo District Municipality and Nyandeni Local Municipality. Questionnaires were utilized to collect research data wherein respondents were expected to respond. In the discussion on the scope of the study, it was explained that the survey area is a place wherein the examination and recording of facts takes place. Also, the research design was explained as the plan of action that guides the research project whilst methodology was explained as the procedure of the systematic investigation to gather information.

It was further explained that research design and methodology is a conceptualized plan of action with a specific procedure to unearth facts. The researcher in this study has adopted random sampling of respondents from community members, municipal officials and the municipal

political office bearers. It was therefore explained a sampling technique is an instrument that breaks the research into smaller and sizeable units for proper and specific observation.

Furthermore, questionnaires were regarded as critical tools to gather information and it has also been established that questionnaires are in different types and forms. In this study, sixty questionnaires were developed to be distributed to the same number of respondents. The data which is collected through use of questionnaires needs to be analysed. However, data analysis is undertaken to make simple the complicated task or activity while ethical consideration is meant to do things in a right and lawful way. Chapter three has also provided the historical background of the two municipalities under research. Also, it dealt with the research strategy, target population, and sampling technique. The research strategy that was followed in this research is qualitative and quantitative research technique and the research design is the case study in which two municipalities were selected to be studied and wherein questionnaires were utilized to gather information.

Chapter four dealt with the analysis and interpretation of the research data which was gathered during the research process. The main reason was to establish whether or not the stated problem, hypothesis and objectives relating to the assumed failure of the municipal executive policy to impact positively on community development are a reality. The chapter was divided into the following sections for purposes of properly analyzing responses from the developed questionnaires:

- Nature of community development in O.R. Tambo District and Nyandeni Local Municipality;
- Problems that lead to ineffective community development;
- Analysis and evaluation of community development policies;
- Impact of community development policy and services on citizens.

When analyzing the questionnaires on the nature of community development, it was firstly found that the municipal authorities were only able to build toilets, construct access roads and provided farming projects to the communities. Secondly, it was found that the municipal citizens do not access the municipal services. Lastly, the municipal services do not cover all the municipal areas.

When analyzing the questionnaires on problems that lead to ineffective community development, it was firstly found that the provision of water and sanitation services for the communities is inadequate since there is water lapses and cut-offs. Secondly, there is a problem of sustaining community projects which aims at promoting the general welfare of citizens. Thirdly, the municipalities under research have failed to construct qualitative access roads for the utilization by the communities due to poor workmanship. Fourthly, the infrastructural development is ineffective with the result that services are poorly provided to communities through dilapidated equipment. Fifthly, it was found that there is no viable local economic development initiatives which can ultimately change lives of people. Sixthly, it was found that the municipal programmes are poorly co-ordinated by the municipal officials.

On the same issue, the majority of municipal officials and councillors are concurring with the municipal citizens due to the following reasons. Firstly, there is lack of proper co-ordination of the municipal services. Secondly, the municipalities continue to be inadequately funded. Thirdly, there is lack of the required competencies on part of the municipal officials. Fourthly, there is lack of co-operative governance of the municipal programmes between the local sphere and the provincial sphere of government. Fifthly, the municipal authorities are failing to provide services owing to the inadequate financial allocations to the operations and maintenance programmes of the municipality. Sixthly, the municipality is unable to deliver services effectively due to infrastructural backlogs. Seventhly, politicians focus more on capital projects. Lastly, the municipalities in question fail to provide services due to the constant political instability which creates problems for the delivery of services in the local sphere of government.

When analyzing and evaluating community development policies, it was firstly found that community based projects are not sustained. Secondly, infrastructural problems are still being experienced. Thirdly, the municipal basic services are provided at a limited scope. Fourthly, there is no active interaction between municipal officials and citizens. Lastly, there is still gross unemployment in the local sphere of government. In support of the above, it was firstly found that there are competing priorities or varying expectations which cannot be satisfied at the same time. Secondly, expectations of the villages within the same ward differ significantly which makes it practical impossible for a municipality to meet all the expectations of citizens at once. Lastly, there is lack of understanding on the part of the municipal citizens with regard to the processes which municipal authorities follow in the rendering of the municipal services.

When analyzing the impact of the community development policy and services on citizens, it was firstly found that there is poor monitoring and evaluation mechanisms to test the effectiveness of the municipal programmes. Secondly, there is neglect of communities by the municipal officials in rendering community development services. Thirdly, there lack of active interaction between municipal citizens and the municipal officials. Fourthly, there is ineffective means of encouraging public participation on municipal matters, Fifthly, citizens do not participate in the formulation of plans for the municipal programmes or projects. Sixthly, the two municipalities under research are having gross infrastructural backlogs. Seventhly, there is lack of direction to implement capital projects due to political infightings. Lastly, there is ineffective provision of the municipal services. The concluding remarks are provided below.

5.3 CONCLUDING REMARKS

It has always been a necessity to conclude a formal written document with the final statements. In this study, it has been found that the stated problem of the ineffective rendering of community services and ineffective implementation of the municipal executive policy in O.R. Tambo District

and Nyandeni local municipality is true and justifiable because firstly, the provision of the municipal services including community development services is inadequate and ineffective. Secondly, there is no active interaction between the municipal officials and the municipal citizens. Thirdly, the two municipalities are having problems to deliver the municipal services efficiently and effectively. Fourthly, there is a need to build operational capacity to the municipal officials through mentoring and coaching on administrative matters. Lastly, in order to sustain development at community level, the majority of citizens must be actively involved in the implementation of the municipal programmes. It was therefore found that the hypothesis of the study which is the ineffective rendering of community services and the ineffective implementation of the municipal executive policy is valid and authentic because firstly, the two municipalities under research have difficulties to render the municipal services efficiently and effectively. Secondly, community development services are inadequate and ineffective. Thirdly, the implementation of the municipal executive policy is ineffective and as such the municipal citizens are still struggling to access municipal services. Lastly, there is non-co-operation of the municipal officials and citizens on implementing the municipal programmes.

The main objectives of the study were firstly to determine and evaluate the effectiveness of the rendering of community services to the citizens of the O.R. Tambo District Municipality and the Nyandeni Local Municipality. Secondly, is to investigate and evaluate the extent of impact of the existing executive policy on community development of the aforementioned municipalities. Lastly, is to make the final recommendations of the study. The objectives of the study were therefore met as evidenced by the preceding paragraph. It can thus be concluded that the impact of a policy refers to the outward manifestations of the rendering of municipal services to the people. The impact of a policy entails the changing of the lives of people living in the rural communities such as the complete eradication of poverty and accessing massive job opportunities. This therefore goes with individual or group efforts to sustain community

development programmes which aim at promoting the general welfare of citizens. The previous stated problem therefore that the rendering of community services and the implementation of the municipal executive policy are ineffective in promoting sustainable development in O.R. District Municipality and Nyandeni Local Municipality is true and justifiable. Firstly, the citizens of the two municipalities are still lacking municipal services such as water and sanitation, electricity and access roads. Secondly, the citizens of O.R. Tambo District and Nyandeni local municipality are faced with extreme margins of poverty. Thirdly, there is still no infrastructural development. Fourthly, the emerging small businesses are still lacking financial support and guidance by the municipality. Lastly, the living conditions of the municipal citizens have not been significantly improved. In order for the two municipalities to promote the general welfare of citizens effectively, the following recommendations are made.

5.4 RECOMMENDATIONS

Recommendations to improve effectiveness of the municipal executive policy on community development in the public policy process in O.R. Tambo District and Nyandeni Local Municipality are presented below.

- The majority of citizens must be involved in the process of implementing municipal policies so that their needs and aspirations are properly addressed;
- The municipality should intensify monitoring and evaluation mechanisms in order to detect policy deviations on time;
- A properly conceived communication strategy should be developed to improve interaction amongst municipal citizens, officials and councilors because the existing means of communication between municipal officials and the citizens is ineffective;

- A municipality should improve planning of the priority programmes through adding the majority of the community members in order to address community needs in a significant way;
- A municipality must constantly examine service provisioning with a view to establish whether or not the intended policy outcomes are achieved;
- A municipality should embark on capacity building programmes in order to develop skills of citizens with a view to promote self sustainability and eradicate poverty; and
- The municipal councillors' activities should be closely monitored in order to achieve the desired extent of impact which the municipal services ought to make on the lives of citizens.

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QUESTIONNAIRE ONE : QUESTIONNAIRE TO MUNICIPAL POLITICAL OFFICE-BEARERS AND CHIEF OFFICIALS ON COMMUNITY DEVELOPMENT.

1. Definition of terms

- 1.1 Policy Implementation means the implementation of municipal executive policy on Community Development.
- 1.2 Policy Analysis refers to the systematic examination of the impact and effect of municipal executive policy on the lives of people in Nyandeni Local Municipality.
- 1.3 Community Development refers to a process of poverty eradication and mobilization of resources to improve human lives in Nyandeni municipal areas.

2. Instructions how to complete a questionnaire

- 2.1 Read the following carefully before filling in the details on the questionnaire.
- 2.2 Where applicable, the questions should be answered by circling the correct option.

Example 1

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

Answer

Councillors	1 <input type="radio"/>
Chief Officials	2 <input type="radio"/>

In this case the respondent has indicated that councilors decide on a development policy.

- 2.3 Some questions will require that you indicate, on a five point scale(marked 1-5), the extent to which you agree or disagree with the given statement.

1	2	3	4	5
---	---	---	---	---

The following meaning is attached to the figure:

- 1 = strongly disagree
- 2 = disagree
- 3 = neutral
- 4 = agree
- 5 = strongly agree

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

Example 2

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

agree	Disagree <input type="radio"/>
-------	--------------------------------

Answer

In this case the respondent indicated that he/she disagrees with the statement.

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

Example 3

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

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

2.6 Often a question will have a mere “yes or no”
However, you could be asked to motivate your answer.

Yes	No
-----	----

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

Example 4:

In your view, should there be greater co- ordination of health and social development services at municipal levels (please motivate)

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

3.1 General Questions

3.1 Nature of Community Development in OR Tambo District Municipality and Nyandeni Local Municipality.

Question 3.1.1 Please indicate your post / office

Councilor	1
Official	2

Question 3.1.2 Community development is an important function of a municipal authority.

1	2	3	4	5
---	---	---	---	---

Question 3.1.3 Please list three important services rendered by your municipality to enhance community development.

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

Question 3.1.4 How your municipal authority promotes community development in Nyandeni Local Municipality?

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

3.2 Problems that lead to Ineffective Community Development.

Question 3.2.1 Does your municipality experience serious problems in the rendering of community development services in Nyandeni Local Municipality.

Yes	No
-----	----

(a) If yes, please motivate your answer.

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

(b) What would be the cause of such problems (Name three major causes)?

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

(c) How can these problems be effectively solved (List three possible solutions)?

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

3.2.2 How does your municipal authority determine the need for a specific service in Nyandeni Local Municipality?

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

3.2.3 If the majority of the citizens are of the opinion that community development services are not rendered properly, what would your council do?

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

3.2.4 To your opinion, what is the public perception about the quality of community development services rendered by your municipal authority in the Nyandeni Local Municipality?

Unknown	
Poor	
Satisfactory	
Good	
Very Good	

3.2.5 Does your municipal council endeavour to promote the quality of life of its citizens in Nyandeni Local Authority?

Yes	No
-----	----

(a) Please give examples of such action.

.....

3.2.6 To what extent have your community development objectives been met in 2008 in the Nyandeni Local Municipality/

.....

3.3 Analysis and evaluation of community development policies.

3.3.1 Are community development policy regularly analysed and evaluated by your municipal authority?

Yes	No
-----	----

(a) How often are your community development policies analysed and evaluated?

Yearly	
Every 2 nd year	
Every 3 rd year	
Every 4 th year	
Never	

3.3.2 Do you consider the analysis and evaluation of community service policies essential function of your council:

Yes	No
-----	----

(a) Please motivate your answer

.....

3.3.3 Does your Council and/or Chief Officials determine the impact / consequence of community development policies on the welfare of citizens when analyzing and evaluating such policies?

Yes	No
-----	----

(a) Please motivate your answer

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

3.3.4 Do you consult the citizens when analyzing and evaluating community development policy

Never	
Seldom	
Always	

(a) How do you consult the citizens?

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

3.3.5 What is your view on the perceptions of the citizens regarding the community development services they receive?

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

(a) Are the majority of the citizens satisfied with the community development services they receive:

Satisfied	Dissatisfied	Not certain
-----------	--------------	-------------

(b) If dissatisfied, what would be the reasons? (name three if possible)

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

(c) How would you determine if the citizens are satisfied or dissatisfied with community development services?

Questionnaires		Through ward councilor	
Ward Committee Meeting		Interest group / NGO	
Ratepayers Association		Political parties	
SALGA		Other	

3.4 Impact of Community Development Policy and Service on Citizens.

3.41 Does your municipal council consider the impact of community development services on the citizens?

Yes	No
-----	----

(a) Please motivate your answer

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

3.4.2 Does the citizens receive the community development services they expect to receive from the municipal authority:

Yes	No
-----	----

(a) Please motivate your answer

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

3.4.3 Impact of Specific Services

3.4.3.1 Water Provision Services

(a) The provision of water by Nyandeni Municipal does not satisfy communities.

Strongly disagree	1
Disagree	2
Neutral	3
Agree	4
Strongly agree	5

(b) Please motivate your answer.

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

(c) Are there water taps in every household?

Yes	No
-----	----

Please motivate your answer

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

3.4.3.2 Are the citizens satisfied with the water provision services rendered.

Yes	No
-----	----

Please motivate your answer

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

3.4.3.3 Housing Provision Services.

(a) Everyone in the local communities should have access to houses.

Strongly disagree	1
Disagree	2
Neutral	3
Agree	4
Strongly Agree	5

(b) Does your local auth. succeed to provide sufficient housing to the growing population of Nyandeni Local municipality.

Yes	No
-----	----

(a) Are citizens satisfied with the manner in which municipal houses are provided

Yes	No	Do not know
-----	----	-------------

Please motivate your answer

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

THANK YOU FOR YOUR TIME AND PATIENCE

QUESTIONNAIRE TWO : QUESTIONNAIRE TO MUNICIPAL STAKEHOLDERS ON COMMUNITY DEVELOPMENT.

1. Definition of terms

Policy Implementation means the implementation of municipal executive policy on Community Development.

Policy Analysis refers to the systematic examination of the impact and effect of municipal executive policy on the lives of people in Nyandeni Local Municipality.

Community Development refers to a process of poverty eradication and mobilization of resources to improve human lives in Nyandeni municipal areas.

2. INSTRUCTIONS ON HOW TO COMPLETE A QUESTIONNAIRE

Read the following carefully before filling in the details on the questionnaire. Where applicable, the questions should be answered by circling the correct option.

Example 1

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

Answer

Councillors	1	<input checked="" type="radio"/>
Chief Officials	2	<input type="radio"/>

In this case the respondent has indicated that councillors decide on a development policy.

Some questions will require that you indicate, on a five point scale(marked 1-5), the extent to which you agree or disagree with the given statement.

The following meaning is attached to the figure:

1	2	3	4	5
---	---	---	---	---

- 1 = strongly disagree
- 2 = disagree
- 3 = neutral
- 4 = agree
- 5 = strongly agree

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

Example 2

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

agree	Disagree	<input checked="" type="radio"/>
-------	----------	----------------------------------

Answer

In this case the respondent indicated that he/she disagrees with the statement.

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

Example 3

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

.....

2.6 Often a question will have a mere “yes or no”
 However, you could be asked to motivate your answer.

Yes	No
-----	----

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

Example 4:

In your view, should there be greater co- ordination of health and social development services at municipal levels (please motivate)

.....

3.1 GENARAL QUESTIONS

3.1 NATURE OF COMMUNITY DEVELOPMENT IN OR TAMBO DISTRICT MUNICIPALITY AND NYANDENI LOCAL MUNICIPALITY.

Question 3.1.1 Please indicate your designation

NGO Representative.		Member : Interest Group	
Labour Representaive		Church member	
Citizen		Traditional Leader	
Business Representative.		Other	

Question 3.1.2 Community development is an important function of a municipal authority.

1	2	3	4	5
---	---	---	---	---

Question 3.1.3 Please list three important services rendered by your municipality to enhance community development.

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

Question 3.1.4 Please list three ways how your municipal authority promotes community development in Nyandeni Local Municipality?

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

3.2 PROBLEMS THAT LEAD TO INEFFECTIVE COMMUNITY DEVELOPMENT.

Question 3.2.1 On observation, does your municipality experience serious problems in the rendering of community development services in Nyandeni Municipal area.

Yes	No
-----	----

(a) If yes, please motivate your answer.

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

(b) What would be the cause of such problems (Name three major possible causes)?

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

(c) How can these problems be effectively solved (List three possible solutions)?

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

3.2.2 In your opinion how does Nyandeni Local Municipality determine the need for a specific service in your area?

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

3.2.3 If the majority of the citizens are of the opinion that community development services are not rendered properly, what would community members do?

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

3.2.4 In your opinion, what is the public perception about the quality of community development services rendered by Nyandeni Local municipality?

Unknown	
Poor	
Satisfactory	
Good	
Very Good	

3.2.5 In your view, does the Nyandeni Municipal Council attempt to promote the quality of life of citizens in the municipal areas successfully?

Yes	No
-----	----

(a) Please give examples of such action.

.....

3.2.6 To what extent are community development objectives met in 2008 by the Nyandeni Local Municipality?

.....

3.3 ANALYSIS AND EVALUATION OF COMMUNITY DEVELOPMENT POLICIES.

3.3.1 Are you aware that community development policy is regularly analysed and evaluated by municipal citizens?

Yes	No
-----	----

(a) If yes, please indicate how often the municipal community development policies are analysed and evaluated by the council?

Yearly	
Every 2 nd year	
Every 3 rd year	
Every 4 th year	
Never	
Do not Know	

3.3.2 Do you consider the analysis and evaluation of community service policies essential function of a municipality?

Yes	No
-----	----

(a) Please motivate your answer

.....

3.3.3 Does Nyandeni Local Municipality consult the citizens when analyzing and evaluating community development policy?

Never	
Seldom	
Always	

(a) How does Nyandeni Local Municipality consult the citizens?

.....

3.3.4 What is your view regarding the community development services which Nyandeni Local Municipality provide?

.....

(a) Do you think the majority of citizens satisfied with the community development services they receive:

Satisfied	Dissatisfied	Not certain
-----------	--------------	-------------

(b) If dissatisfied, what would be the reasons? (name three if possible)

.....

(c) How does the municipal authority determine if it provides community development services to the satisfaction of citizens?

Questionnaires		Through ward councilor	
Ward Committee Meeting		Interest group / NGO	
Ratepayers Association		Political parties	
SALGA		Other	

3.4 IMPACT OF COMMUNITY DEVELOPMENT POLICY AND SERVICE ON CITIZENS.

3.41 Are you aware that the Nyandeni Local municipality consider the impact of community development services on the citizens?

Yes	No
-----	----

(a) Please motivate your answer

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

3.4.2 Do the citizens receive the community development services they expect to receive from the Nyandeni Local Municipality?

Yes	No
-----	----

(a) Please motivate your answer

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

3.4.3 Impact of Specific Services

3.4.3.1 Water Provision Services

(a) The provision of water by Nyandeni Municipal does not satisfy communities.

Strongly disagree	1
Disagree	2
Neutral	3
Agree	4
Strongly agree	5

(b) Please motivate your answer.

.....
.....

(c) Are there water taps in every household?

Yes	No
-----	----

Please motivate your answer

.....
.....

(d) Are the citizens satisfied with the water provision services rendered?

Yes	No
-----	----

Please motivate your answer

.....
.....

3.4.3.2 Housing Provision Services.

(a) Everyone in the local communities should have access to houses.

Strongly disagree	1
Disagree	2
Neutral	3
Agree	4
Strongly Agree	5

(b) Does Nyandeni Local Municipality succeed in providing sufficient housing to the growing population of Nyandeni Municipal Areas?

Yes	No
-----	----

(d) Are citizens satisfied with the manner in which municipal houses are provided

Yes	No	Do not know

Please motivate your answer

.....

3.4.3.3 Overall considered, are you satisfied with the rendering of community development services you receive from the Nyandeni Local Municipality

(a) If no, why are you dissatisfied. Yes/No

.....

THANK YOU FOR YOUR TIME AND PATIENCE

Nyandeni Administrative Area

P.O Nyandeni

Libode

5099

28 October 2008

Tel-0833780217

Fax – 0866128975

Sibulele.ngantweni@impilo.ecprov.gov.za (e-mail)

The Municipal Manager
Nyandeni Local Municipality
Libode
5160

Dear Sir/Madam

APPLICATION FOR AUTHORISATION TO CONDUCT RESEARCH.

This serves to request the permission or authorization to conduct research in both OR Tambo District Municipality and Nyandeni Local Municipalities.

The research is conducted for the University of Fort Hare and I have chosen the two municipalities as research sites. The choice was motivated by the fact that I was born and bred at Nyandeni Administrative Area. The title of the research is "An Evaluation of the impact of Municipal Executive Policy on Community Development"

I hope and trust that this application will be approved as I strongly believe that it will help in establishing gaps in the process of policy implementation which supports Community Development.

Yours Faithfully


SIBULELE SAMUEL NGANTWENI

Nyandeni Administrative Area
P.O. Libode
5099

FAX NO. 086 517 6346
CELL NO. 083 378 0217
083 713 2766

THE HONOURABLE MAYOR
Nyandeni Local Municipality
Libode
5099

Attention : Municipal Manager

SIR

**APPLICATION FOR AUTHORISATION TO CONDUCT RESEARCH:
NYANDENI LOCAL MUNICIPALITY.**

This serves to request permission or authorisation to conduct research from your Municipality. The research is conducted for the University of Fort Hare and I have chosen your municipality as a pilot site coupled with the fact that I was born and bred at Nyandeni Administrative Area. The title of the research is "An Evaluation of the Impact of Municipal Executive Policy on Community Development."

I hope and trust that this application will be approved as I strongly believe that it will help in establishing gaps in the process of policy implementation which supports community development.

Yours faithfully

Sibulele S. Ngantweni (Mr)

Approved by: *Ambule* 29/10/2008
ACTING MUNICIPAL MANAGER

Nyandeni Administrative Area
P.O Nyandeni
Libode
5099
28 October 2008
Tel-0833780217
Fax – 0866128975
Sibulele.ngantweni@impilo.ecprov. gov.za (e-mail)

The Executive Mayor
O.R. Tambo District Municipality
Mthatha
5099

Attention : Municipal Manager

Dear Sir/Madam

APPLICATION FOR AUTHORISATION TO CONDUCT RESEARCH.

This serves to request the permission or authorization to conduct research in both OR Tambo District Municipality and Nyandeni Local Municipalities.

The research is conducted for the University of Fort Hare and I have chosen the two municipalities as research sites. The choice was motivated by the fact that I was born and bred at Nyandeni Administrative Area. The title of the research is "An Evaluation of the impact of Municipal Executive Policy on Community Development"

I hope and trust that this application will be approved as I strongly believe that it will help in establishing gaps in the process of policy implementation which supports Community Development.

Yours Faithfully


SIBULELE SAMUEL NGANTWENI

O. R. TAMBO DISTRICT MUNICIPALITY

OFFICE ADDRESS:
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Municipality House
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UMTATA
5100



O.R. TAMBO
DISTRICT MUNICIPALITY

TEL: (047) 501 6400
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E-mail: nosipho@ortambodm.org.za

MEMORANDUM

TO : MUNICIPAL MANAGER
CC : SD: CORPORATE AFFAIRS
FROM : DIRECTOR: HR
DATE : 08 DECEMBER 2008
SUBJECT : APPLICATION FOR AUTHORISATION TO CONDUCT
RESEARCH: OR TAMBO DISTRICT MUNICIPALITY
AND NYANDENI LOCAL MUNICIPALITY
(MR SIBULELE SAMUEL NGANTWENI)

The above matter bears reference.

As per your instruction, I have contacted Mr Ngantweni and I have established the following:

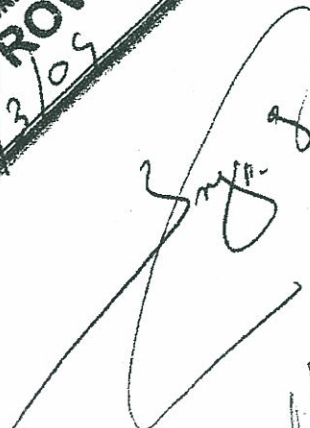
- Mr Ngantweni is doing the Masters in Public Administration;
- He has also received approval from Nyandeni Local Municipality to conduct the research;
- He is requesting permission to distribute questionnaires to the wards and the officials in the community services department.

Since there will be minimum disturbance as he conducts his research, I support that he be allowed to conduct his research in the Municipality.

Yours in Municipal Administration.


NB XHEGO
DIRECTOR: HR





He should also be advised also.