

**EVALUATION OF THE PRINCIPLES OF PUBLIC  
ACCOUNTABILITY IN HOUSING SERVICES IN THE  
EASTERN CAPE NDLAMBE LOCAL MUNICIPALITY  
(2010-2011)**

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(2010-2011)**

by

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**DATE SUBMITTED: JANUARY 2011**

*DECLARATION*

I DECLARE HEREWITH THAT THE MINI-DISSERTATION ENTILED  
*EVALUATION OFPUBLIC ACCOUNTABILITYPRINCIPLES IN THE*  
*PROVISION OF HOUSING SERVICES IN THE NDLAMBE LOCAL*  
*MUNICIPALITY*, IS MY OWN WORK AND HAS NOT BEEN SUBMITTED  
FOR A  
DEGREE AT ANOTHER UNIVERSITY

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SIGNATURE

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DATE

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## **SUMMARY**

The purpose of this summary is to give the reader a synopsis of this mini thesis. Firstly it will summarize the nature and place of public accountability in Public administration, secondly it will give a short synopsis about Ndlambe local municipality and the housing situation, and thirdly it will briefly summarize the findings about the title. Lastly it will conclude the study.

Five aspects of accountability have been looked, namely: political accountability, administrative accountability, accountability to the law, accountability to the consumer and professional accountability. It is important for chief officials and political office bearers to observe the above dimensions of accountability and be responsive to the real needs and justifiable expectations of the citizens. Political office-bearers and chief officials need to spend taxpayers money to the benefit of the community and that community must take part in deciding how their money must be spent. It is important for the powers that be to make income and expenditure statements available to all and place them on the Ndlambe local municipality's website.

Public administration can be divided into specific processes, because of the very nature and the fact that for executive purpose some activities are belong together. In administration specific main groupings of processes can be identified which are essentially to bring about anything by co-operative action, and which cannot, practically be separated to each other. Administrative functions are arranged into groups of six namely: policy making, organizing, financing, staff, determining work procedures and the exercise of controlling. While on the other hand administration is arranged in certain order, namely: policy process, financial process, personnel process, procedure process and controlling process. This is based on attaining one's objectives.

For public accountability to be effective two steps be followed namely: demanding accountability and rendering account. Accountability takes place at top political and management level, it is therefore a function of the Municipal Manager to demand accountability from the representatives in the council.

Ndlambe local municipality was established as a result of the Local Government Elections of 2000 and in accordance with the provision of section 12(1) of the *Local Government Municipal Structures Act* (No 117 of 1998). Since then, Ndlambe local municipality incorporates former Councils of Alexandria, Bathurst, Boesmansriviermond, Kenton On Sea and Port Alfred, as well as the former local areas of Boknesstrand / Cannon Rocks and Seafield. Ndlambe local municipality consists of 9 wards and is classified as Category B municipality. The developmental vision of Ndlambe local municipality is moulded within the context of the five (5) National Key Performance Areas of the Local Government Strategic Agenda. The Ndlambe local municipal area is bordered by the following local municipal areas:

- Makana within the Cacadu District Municipality to the North;
- Sundays River Valley within the Cacadu District Municipality to the West; and
- Ngqushwa within the Amatole District Municipal Area to the East.

The housing backlog in the Ndlambe local municipality is about 10 thousands that still need better shelter. Informal settlements in Ndlambe have ballooned, backlog does not seem to

decrease since there is an increasing number of informal settlements mushrooming everywhere in Ndlambe. The reality in the Ndlambe local municipality is that currently the municipality is only able to clear the housing backlog at a rate of two percent (2%) per annum. With the current pace of delivery and the resources at the disposal of Ndlambe local municipality and mindful of continued economic and population growth in Ndlambe and the rapid pace of urbanization, it could take Ndlambe local municipality decades to break the backlog. In real terms, Ndlambe local municipality has hardly moved. The housing challenges in this municipality are exacerbated by the fact that residents participation in the planning, development and ongoing management of their houses is limited and poor. Beneficiaries are not aware of standards and quality of their houses, the information is kept by chief officials and political office-bearers. Low levels of transparency and trust exist between citizens and the municipality caused by the limits on community participation.

Lastly the evaluation of public accountability principles in the provision of housing services in Ndlambe local municipality. Municipal officials and political office-bearers tend to pay less attention to the core business of the municipality. The fact that chief officials and political office-bearers in Ndlambe to a certain degree are not held responsible for success or failure of a specific programme, which negatively affects service delivery. Lack of control measures and standards also affects the quality of work done and this makes accountability impossible at times.

In conclusion citizens participation in housing delivery processes and involvement of beneficiaries have been ignored by Ndlambe local municipality in the name of speed and

efficiency. Different levels of giving account for particular measures are not being used effectively in the Ndlambe local municipality.

## CHAPTER ONE

### INTRODUCTION AND GENERAL ORIENTATION

#### 1.1 INTRODUCTION

In the past, accountability between the erstwhile racially based local government structures and citizens often reflected the antagonistic relationships between the two. Local government communication was also characterized by a lack of transparency, with access to information considered a privilege, not a right. All of this was meant to have changed with the advent of the *Constitution of the Republic of South Africa, 1996*, amended and the *White Paper on local Government, 1998* which ushered in a new era of accountability, aimed at deepening democracy and enriching governance.

Local Government is the sphere of government that interacts closest with communities, it is responsible for the services and infrastructure so important to the people's well being, and is tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability, in particular municipal housing services.

In the wake of a call for bringing citizens more effectively on board when it comes to local government and development, making government more responsive to the people's need and expectations, and empowering citizens to fulfill their potential as partners with government, legislation was also put into place to provide a powerful framework for participatory local democracy and ward committees in particular. In enhancing good governance ward committees exist to ensure participation by local communities in local government and as such are key mechanism for ongoing dialogue between communities and the local state organs. Accountability is one of the features of good governance and enhances by citizen participation, transparency, responsiveness and representivity.

Political leadership as oversight of the accountability function locally is a critical success factor in ensuring healthy relationship with communities. It is only when accountability functions are properly reported and accounted for, monitored and evaluated, that municipal accountability is able to effectively support the implementation of a municipality's programme of action as contained in the legislative framework and the Integrated Development Plan (IDP). Research has proven that successful municipalities are those who have been able to establish a sound and interactive relationship with their community in so far as municipal housing service delivery is concerned.

The purpose of this study is to evaluate public accountability in the provision of housing in the Ndlambe local municipality. The purpose of this chapter is to provide an introduction to the study and to provide the reader with information needed to understand the remainder of the mini-dissertation as a whole. The chapter contextualize and determine the boundaries of the study. The study commenced in July 2009 and it is imperative that the historical development and the lack of adequate housing in urban townships and rural settlement for poor and disadvantage people be investigated from a public accountability perspective. The following aims which are standardized have been set for the chapter. Firstly, the chapter provides a background to the study and to the problem of inadequate housing services to satisfy an ever-growing need. Secondly, the chapter describes the nature of the study problem. Thirdly, following the problem statement the study objectives and hypothesis are described and explained. Lastly, the significance of the study, outline of the chapters and delimitations of the study are described and explained. The background to the study can be explained as follows.

## 1.2 BACKGROUND TO THE STUDY

Local authorities are intended to be democratic institutions which should be responsive to the real needs and justified expectations of the citizens and subject to public accountability. Cloete, (1989:51) Accountability is described as “(t)he duty to answer and report to a higher authority, functionary or institution ... about the results obtained with the performance of one or more specific functions. Cloete, (1995:3) Meiring, (2001:165) writes that “(t)wo steps are required for effective accountability, *viz*

- demanding accountability, i.e. asking someone to explain something; and
- rendering account, i.e. the act of explaining.

With the democratization in 1994, the National, provincial and local authorities in South Africa realize well that an integrated, coherent social-economic policy framework was required to render services effectively. The *Reconstruction and Development Programme* was published in 1994 by the African National Congress whilst the *Constitution of the Republic of South Africa*, 1996, as amended laid the legislative framework for service rendering such as the provision of housing. The *Constitution of the Republic of South Africa*, 1996 states clearly that

- “(e)veryone has the right to have access to adequate housing.” (Section 26(1)0; and
- “(a)ll spheres of government ... must provide effective, transparent, accountable and coherent government for the Republic as a whole.” (Section 41 (1) (c))

The rendering of Housing services, as a functional area has been given to the National and provincial legislatures in South Africa. (Schedule 4 and 5, Part A). The National and provincial legislatures have delegated the housing function, however, to the local sphere of

government. Local authorities are thus the facilitators of housing services to the poor and disadvantage people. Local authorities thus act within a delegated authority on behalf of the National and provincial spheres of government. It can thus be deduced that local authorities render account to the National and provincial authorities.

The housing situation, namely a lack of sufficient and suitable housing due to a long backlog, has a long historical background in South Africa. Sir Harry Smith may for example justly be regarded as the creator of the pattern of settlement in the Eastern Cape, the division of land into reserves, mixed location and forced removal of people. The patchwork quilt pattern of Black people and White people that was established by him were substantially the same as that used by the Nationalist government after 1948. (Coetzee, 1971: 80) The *Public Health Act, 1897*(23 of 1897) gave local authorities “the right to regulate the use of Native locations and for the maintenance therein of good order, cleanliness and sanitation, and the prevention of overcrowding and unsuitable huts and dwellings. However, the living conditions of the people left much to be desired. The tendency of inadequate accommodation made the people dissatisfied, the standards of comfort was low and the people were liable to be over-crowded and over-charged. (*The South African Native Affairs Commission, 1903-1905*, par. 248) It can be deduced that historically policies of the previous government excluded African people from having access to land for housing. Informal settlements in the country are an indicative of the challenge that government is faced in providing its people with decent houses.

The majority of the poor and disadvantage people was also deprived of living in sufficient and suitable housing by the Nationalist government during 1948 and 1993. The scale of poverty and unemployment during this time has meant that the majority of Black people

continued to lack proper basic services which include housing services. The transition to democracy in 1994 meant that the African National Congress (ANC) led government, inherited the problem of providing adequate housing to the poor and disadvantaged people. However, in addressing the inherited inequalities caused by successive previous governments, it is a timeous and challenging for the current governments in the three spheres of government.

### **1.3 PROBLEM STATEMENT**

The problem to be investigated in this study can be stated as: The inability of the Ndlambe local municipality to satisfy the growing demand for sufficient and adequate housing effectively, is influenced negatively by a lack of proper public accountability.

The problem is based on two specific questions, namely

- what is the existing housing situation at the Ndlambe local municipality; and
- does a lack of proper public accountability have a negative influence on the provision of housing services at the Ndlambe local municipality?

The above problem statement provides a basis for the setting of an hypothesis and specific research objectives.

### **1.4 HYPOTHESIS STATEMENT**

In this study it will be proved that the effective rendering of housing services at the Ndlambe local municipality is hampered negatively by the lack of proper public accountability between role-players.

### **1.5 OBJECTIVES OF THE STUDY**

The objectives of the study are to

- determine and evaluate the existing housing situation at the Ndlambe local municipality;

- determine and evaluate the influence of public accountability on the rendering of housing services at the Ndlambe local municipality;
- evaluate the roles and responsibilities of the different stakeholders in ensuring the quality, efficacy and efficient, of accountability in housing in Ndlambe local municipality; and
- where possible, make recommendations to improve the housing situation and the implementation of public accountability at Ndlambe local municipality.

## **1.6 SIGNIFICANCE OF THE STUDY**

The study has been undertaken because of the enthusiasm, interest and importance of accountability principle in so far as municipal housing services are concerned in Ndlambe's democracy. There is an increased quality housing demand with limited resources. Ndlambe local municipality must give an account to citizens for its actions or in action in housing services, and citizens must take their fair share of accountability to foster service delivery. The study is also essential in that the "policy and practice should be informed by research evidence" (Becker and Bryman, 2004:42). It can be deduced that Ndlambe local municipality is under pressure from national government programmes as well as political pressure from citizens and interest groups, to meet housing needs and account for inaction and lack of quality.

## **1.7 OUTLINE OF CHAPTERS**

The Outline of the Chapters enables the researcher firstly to organize the theoretical and empirical information into specific chapters, sections and sub-sections to order sense. Secondly the outline seek to direct the reader by indicating what can be expected in each chapter. (Baily, 1982:53) To investigate the topic of any scientific study, two main components are usually dealt with, namely a theoretical construction and an empirical testing. (Meiring, 1987:2)

More importantly, the purpose of this chapter is to introduce the reader to the evaluation of the principle of public accountability in municipal housing service in Ndlambe and what the entire studies entail.

## 1.8 DELIMITATION OF THE STUDY

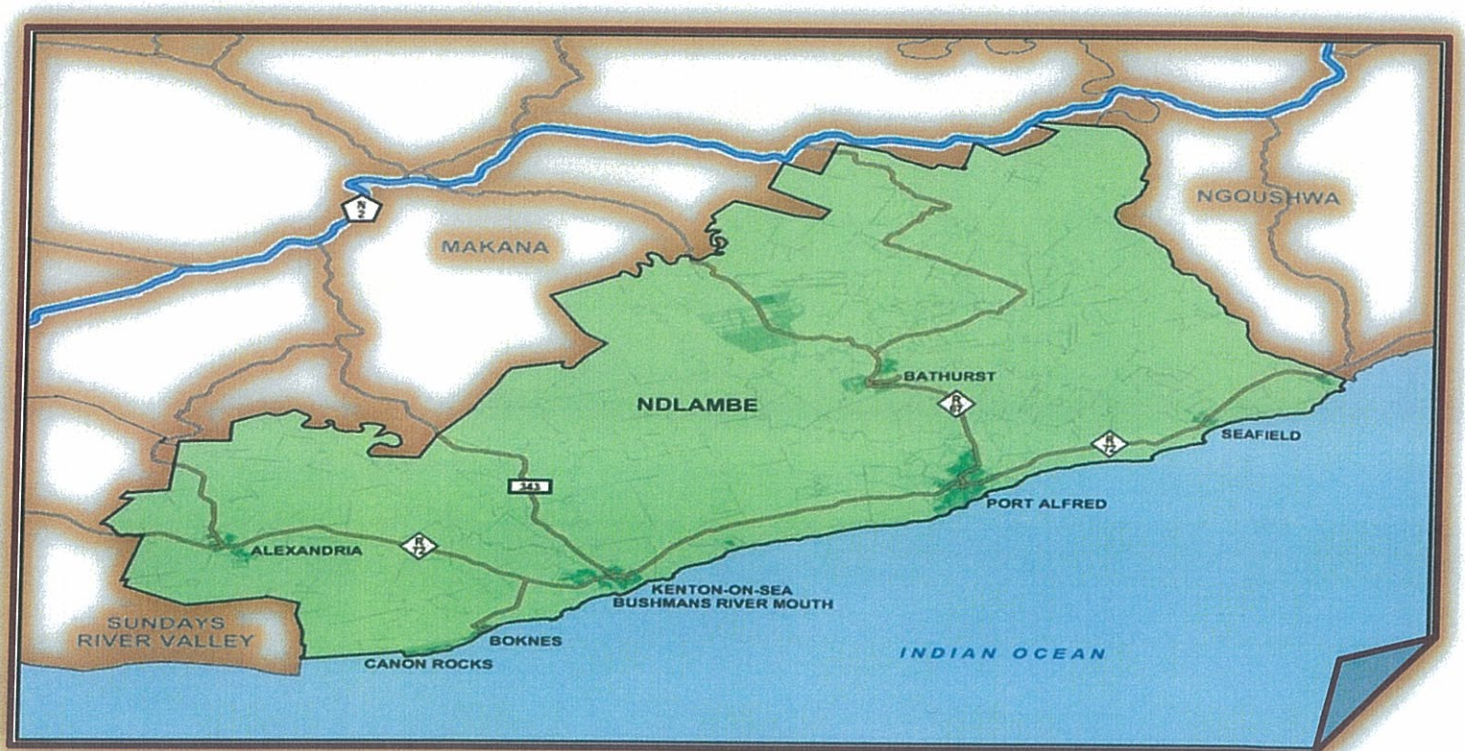
The delimitations fix the limits or boundaries of the study and thus the range or extent of matters to be dealt with. Research is time and place bound and the delimitations should thus be clearly explained. The boundaries of the study are delimited as follows.

### 1.8.1 The Survey Area

The Ndlambe local municipality was established in 2000 with the amalgamation of erstwhile transitional local authorities and transitional rural councils which consists of Port Alfred, (as the head office of Ndlambe Municipality), Alexandria, Kenton-on-Sea, Bushmans River Mouth, Bathurst, Kleinemond, Bokness and Cannon Rocks and surrounding farms, as clearly explained in the following map.

#### MAP 1.1: THE NDLAMBE LOCAL GOVERNMENT MUNICIPAL AREA

The Ndlambe local municipality is a category B municipality situated in Province of the Eastern Cape. The municipal area falls within the Eastern Coastal zone and is one of the nine



local municipalities within the Cacadu District Municipality. The municipal area consists of the following towns of Port Alfred, Bushman's River Mouth, Kenton On Sea, Alexandria, Bathurst, Seafield, Boknes, Cannon Rocks and the surrounding rural areas, with an estimated population of 53526. Ndlambe local municipality falls under Cacadu District Municipality (CDM) and is established in terms of the *Local Government: Municipal Structures Act*, 1998 (Act 117 of 1998) and the *Local Government: Municipal Systems Act*, 2000 (Act 32 of 2000).

### **1.8.2 THEORETICAL BASE**

A principle can be seen as a fundamental guide to action, a value-loaded force on which councillors and officials depend and by virtue of which they are assumed or reasoned to act or not to act. The word principle is often used as synonym for rule, although a rule is a more specific guide to behaviour. When principles state rules, they are normative or prescriptive empirically. Van Dyke, (1960: 79). The behaviour of municipal councillors and officials is based on various factors such as ethics, attitude and perception. It is imperative that clear guidelines, that is principles be laid down to ensure that all role-players act and behave within the limits of acceptable community norms and values. It is not only the effectiveness of the services provided which is directly influenced by the behaviour and actions of councillors and officials, but it should also be remembered that municipal officials and councillors especially are public figures and responsible for building a good image amongst the citizens. Meiring, (2001:231)

The concept of public accountability in any sphere or level of government refers to the normative guidelines which must be followed and respected by politicians and officials in the performance of the public functions. Andrews, (1988:36) writes that “ (i)ndeed, specific norm prerequisites, rules of behaviour and other ethical prescriptions must be laid down,

according to which the officials [and politicians] must act. Cloete, (1994:63-86) provided the following principles /guidelines for public administration

- Parliamentary sovereignty
- Democratic requirement/Rule of law
- Fairness and reasonableness
- Efficiency
- Public accountability

It can be inferred that these principles/guidelines are not based on quantitative criteria, but serve as parameters within which actions ought to be carried out. Meiring, (2000:82) writes that “(i)n a democratic state, it is expected from the legislative institutions in each sphere of government, to ensure that the political office-bearers and public officials ... respect and adhere to the supreme authority of the legislature...” Public accountability is an requirement for responsible, open and transparent rendering of account from subordinates to superiors, whether they are officials or politicians. If guidelines such as public accountability are not maintained, it could lead to unethical behaviour and actions which could be to the detriment of the general welfare.

Against this background the concept of public accountability in the provision of housing in the local sphere of government are based in, and described and explained within a public administration framework. A theoretical framework is the foundation from which the study, problem and hypothesis are grounded. It provides a structure which give shape and support to the study. The theoretical/conceptual framework is discussed in chapter two. Form above it can be deduced that responsibility for good government and administration depends entirely

in the hands of citizen. The citizens demands measures which ensures that housing is delivered on time as promised.

### **1.8.3 TIMEFRAME OF THE STUDY**

The study was undertaken during July 2009 and December 2010. It was submitted for examination during January 2011.

### **1.9 CONCLUSION.**

This chapter explained the main intentions of the study and provided a research framework for outlining the research process. The chapter commenced with a background to the and the problem statement. It was found thatthe tendency of inadequate provision of housing to the poor and disadvantage people has a long history, was handled unsuccessfully by various governments as early as the 1800, and are thus inherited by the current government.

The problem thatwas formulated as the inability of the Ndlambe local municipality to satisfy the growing demand for sufficient and adequate housing effectively is influenced negatively by a lack of a proper public accountability. In this study the hypothesis was stated as the effective rendering of services in Ndlambe local municipality is hampered negatively by the lack of public accountability amongst role players. The specific objectives of the study were determined and the significance of the study described and explained. The mini-dissertation consists of five chapters and each chapter was clearly outlined. The survey area is the Ndlambe local municipality which is one of the nine municipalities in Cacadu district municipality.

To facilitate the research, to identify the core theoretical concepts and to investigate the problem identified in the study, the focus was subdivided into four research objectives and five different chapters, to evaluate the existing housing situation at Ndlambe local municipality and to determine the influence of public accountability on the rendering of housing services. The survey area for the study was thus the Ndlambe local municipality and the study was conducted during the period July 2009 and December 2010.

The significance of the study is to be found in the importance of providing house to the poor and disadvantage people and to determine whether or not public accountability plays a positive role in an ever-increasing need for housing.

It can thus be concluded that the chapter provided a general introduction and framework for the study and aimed at guiding the research process. Chapter two will provide a literature review on the nature and place of public accountability in Public Administration.

## **CHAPTER TWO**

### **LITERATURE REVIEW ON PUBLIC ACCOUNTABILITY IN PUBLIC ADMINISTRATION**

#### **2.1 INTRODUCTION**

Local government in South Africa has undergone much transformation since 05 December 2000. Much of this change has been to correct the imbalances, inequities and disparities within local communities as a result of apartheid policies.

Democracy in South Africa is about more than just voting. It is about people having the right to be informed about what government is doing, and having the right to participate in decision making, especially when the decisions directly affect them. This helps create empowered citizens who have the power to continue to contribute to the development of communities.

Councillors (especially ward councillors) play an extremely important role in promoting democracy by making sure that community members and organisations have the chance to present views on any matter to be considered by council. Councillors must also be diligent in reporting to their respective constituencies about what council has committed to and what council has committed to and what progress is being made.

The purpose of this chapter is to review literature on the account principles in municipal housing services rendering, focusing on the nature and place of public administration, to ensure effective municipal housing services and role of municipal participants in accountability. The aim is firstly to ensure effective and efficient rendering of housing services, secondly assuring that all actions are carried out in accordance with the policy, plan and programme and lastly demanding and rendering account for all activities, be it the

construction of low income houses are of poor quality, corruption in waiting lists poor administration and lack of transparency and accountability in so far as housing subsidies are concerned.

## **2.2 NATURE AND PLACE OF PUBLIC ACCOUNTABILITY IN PUBLIC ADMINISTRATION**

In a democratic state it is generally accepted that every public official should always be able to render account in public for one's actions. This means that each official should observe public accountability in the performance of one's work. However, an official should not be required to appear in public to report on one's work. It is the duty of the political Office bearer who is in charge of the official to render account in public (Cloete 1985:16). Cloete (1985:16) writes that, the political office-bearer should supervise the official and call the municipal official to account in such a manner that the political office-bearer will be able to render account in public, usually in the meetings of the legislature on the performance of the official.

As democracy was accepted by an increasing number of states and refined to become an ideal form of government, accountability had to be expanded and diversified to be observed by the various institutions and functionaries involve in the running of the state. In this regard five dimensions of accountability have been identified, namely:

- Political accountability expected from and enforced by the citizens on legislators, ministers and other political executive office-bearers.

- Managerial / administrative accountability expected from top officials responsible for effecting in the institutions entrusted to one's of economy, efficiency and effectiveness with regard to budgetary control and the monitoring of performance.
- Accountability to the law which relates to the fulfilment of legal requirements and judicial reviews of the decisions of public institutions and functionaries.
- Accountability to the consumer or client provided for by arrangements to enable person who feel aggrieved (as a result of actions of the public institutions and functionaries) to gain redress.
- Professional's accountability to be exacted from professionals such as lawyers, accountants and engineers employed in the public sector (Lawton and Rose, 1993: 17 – 24).

It should be stressed that in a democratic state the public institutions and functionaries (legislative, governmental, administrative and judicial) cannot be self-interested in the performance of one's functions. (Bowman 1991: 135-136). This means that a public institution or functionary cannot perform legislative, governmental, administrative and judicial functions to serve self-interest or a specific personal or sectional interest (for example, the interest of a person, a political party or an interest / pressure group) to the detriment of others. To be accountable the performance of the public institutions and functionaries must be responsive to the real needs and justifiable expectations of the citizens.

Cloete (1981:63) writes that the word accountability can indeed be used in more than one sense. Firstly it can for example be said that an office-bearer must be made responsible for a particular job of work, for example the work is entrusted to political office-bearer and one is afterwards required to give account for the manner in which one carried it out. Secondly, it

can be said that a person should conduct in a responsible way for example respect the value of everything with which one comes into contact as well as those things which are of value to others, example is the property of others. It is in this second sense that the word accountability holds meaning for the purpose of public administration.

Normanton, (1972: 321-313 in Gildenhuis, 1993: 58-59) on the other hand sees public accountability as something which is normally associated with Western democracies, and demands publication of facts so that a public debate can be conducted on such facts, must be accessible to all and is based on the facts that taxpayers do not have tax obligations only, but also defined rights. The basis of public debate on financial matters is the acceptance of the fact that taxpayers do not have tax obligations only, but also defined rights. It is also based on the principles of the Sovereignty of citizens over the financing of government activities. In this regard public accountability means that those responsible should also report to other instances, including the public (taxpayers) and not only to one's immediate higher authority in the government hierarchy. Normanton, (1972:317-319). The value of public accountability lies in the fact that elected political representatives and public officials are obliged to conduct a public dialogue on what one's does on the supposition on which one's activities are based.

From above it can be deduced that political office-bearers and functionaries need to be accountable to the people. This means that both need to spend money to the benefit of the community and that community participate in deciding how the money should be spent. Political office-bearers and functionaries should make financial information available to the community, by making income and expenditure statements available to all and reporting regularly to the community this information should be accurate and easy to understand.

Cloete (1991: 63) writes that, it can be accepted that the aim of every public institution will be to promote the welfare of the community. The actions of every political office-bearers and every public official should, therefore be to the benefit of the individual as such or the group to which one belongs, for example, every action should be of value to the citizen hold dear, and take action accordingly. Political office bearers and public official will then readily be able to give account in public for whatever decision one takes. By this means one of the cornerstones on which public institutions and one's actions are based will also be respected. Cloete (1991: 63) further writes that when action has to be taken that office-bearers and officials concerned should do one's best to gauge the divergent feelings of the citizens and thereafter to weigh these sentiments against each other, having done this, office-bearers and officials should be able to take a rational decision on what to do. If public accountability is to be manifested in such cases, the office-bearers and officials should not have any ulterior motives when deciding on what course of action to follow. The obligation resting on political office bearers and officials to act responsibly and without ulterior motive means that office-bearer and officials should earn the reputation of being a *moral elite*.

Cloete,(1991: 63) Further writes that, while public accountability can be maintained by engendering the right attitudes towards providing a service, and consequently a sense of accountability in both political office-bearers and officials, it will still be necessary to take precautionary steps to prevent possible misdemeanours. Cloete, (1991:63) has identified four measures which can be applied to help uphold public accountability, *inter alia*, legislatures and maintenance of public accountability, Judicial institutions and public accountability, public accountability and organisational arrangements and public accountability and work procedures.

The legislatures will usually be the elected representatives of the citizens. If the legislators should, in setting one's objectives, infringe or disregard the true values of the citizens, the citizens can elect other representatives who will ensure that one's values are respected. Cloete argues that this threat of placement which will always hang above the heads of the legislators (party politicians), should induce one to act in such a way that one will always be able to justify one's decisions in public, for example legislators should remain sensitive and responsive to those things which are of value to the citizens Cloete,(1991:64).

The legislature expresses one's convictions and directives by way of legislation. This legislation details the rights and privileges of the individual. The legislative process always involves extensive discussion and publicity. Therefore, the individual has sufficient opportunity to ascertain how one will be affected by proposed legislation. If one should be dissatisfied with the manner in which one will be affected by proposed legislation. If one can take steps to persuade the legislators not to approve the draft legislation. By taking action of this nature, the individual can also prevent redundant legislation from being retained merely because all and sundry have become used to it. However the vigilance that is needed in matters such as these is sometimes lacking, and public institutions may then continue doing things which are in fact, no longer necessary. The citizens will have to remain vigilant continuously and take an active interest in the work done by public institutions to oppose bureaucratic tendencies and to hold public accountability. (Cloete, 1991: 65)

From above it can be deduced that citizens have the right to recall public representatives should one fails to serve the interest and aspirations of the citizens. The participation and consultation of citizens becomes critical in the formulation of legislation. The legislators must provide space for public hearings so that if communities are against the legislation the

one's views can be taken into account. Legislators must give feedback to a national bill during the gazetted period. Comments can be received from individuals or groups by the relevant parliamentary committee.

Cloete(1991: 65) The Courts of Law have to protect the right and freedom of individual citizens. Even if the legislative and the executive institutions do accept public accountability as a fundamental guideline in one's work, cases may still be found where individuals feel that one's interest have been prejudiced by the actions of political office-bearers and officials. The proper procedure for such individuals could be to have recourse to courts of law, to ensure that justice is done. It can be deduced that both legislative and executive institutions undermine the citizens, citizens can go to court and challenge the decision taken without input from communities. This in turn keeps and encourages political office-bearers and officials to demonstrate a sense of accountability when dealing with citizens. It is also clear that the courts of law play a fundamental role in enforcing public accountability.

### **2.2.1Public administration explained**

Dunsire, (1973: 1) writes that it is generally stated that administration means help, serve direct, executive, look after things – take charge of, and to get things done. Cloete,(1981: p2) on the other hand writes for example that “..... administration consist of the thought process and the action necessary for setting and achieving an objective”. Nel,(1995: 80) defines public administration as omnipresent and exerts a continual influence on the daily lives of people, both its field and focus defy a simple definition. The following are prospective of different authors on the meaning of administration.

- Gladden, (1972:4) defines it as an ingredient of all social activities and is therefore universal, cooperating as matter of course whenever a few persons are associated to achieve some objective.
- Cloete, (1981: 4) writes that administration” is to be found whenever two or more people take joint action to achieve objective ....it follows this that administration will be found in all spheres of human activity.

It can be deduced that governing and administration in the public sector will invariably be the fostering of general interest of the populace. It also takes into account the implementation of political decision taken by elected representable as set out in public policy and ensure that services such housing, water and sewerage are rendered as effectively and efficiently as possible.

### **2.2.3Administrative functions and processes**

(Cloete,(1986:2) classifies for example the administrative functions into six groupings of functions namely policy making, organizing, financing, staffing, determining work procedures and the exercise of controlling. Meiring (2001: 44) classified administration on the other hand in six consecutive main process, namely the

- Policy process
- Financial process
- Personnel process
- Procedure process and
- Control process

The above six process are based on the means that are required to attain any objective and thus to perform any work namely:

- Policy objectives and guidelines;
- Personnel people to do the work;
- Finance money, to pay for expenses;
- Posts / structures, within the personnel will be appointed;
- Work procedures, measures and standards, to ensure the work is done in accordance with the determined policy Meiring, (1988: 81)

No activity can be carried out, no goal pursued or objective achieved without the continuous provision of indispensable and specific means (for example resources). Means are required not only to commence an activity, but should also be uninterrupted, provided in the course of such activity if the objectives are to be attained meaningfully. Meiring and Parsons (1994: 57) The enabling characteristics of administration is explained by Botes, (1973: 1) as follows: “Administration is neither lorry-driving, nor dam building, nor letter writing but ..... administration is necessary to make lorry-driving possible, to make dam building, to make letter writing (*Inter alia*) possible”. Meiring and Parsons, (1994: 58) write that it is prerequisite in any work situation that the means to do the work should not only be provided, but that steps should be taken to ensure that such means be used or applied as effectively and efficiently as possible. It is clear that for one to perform the task efficiently and effectively the means should be:

- Provided (enabling functions);
- Used / applied (operational functions);

- Utilised, for example actions taken to ensure that the means are used as effectively and as possible (utilising functions)

From above it can be deduced that for the task to be performed it is important to provide all tools of trade so that one can be able to keep officials under constant watchfully eye, whether what they are doing is in accordance with the plan or to make sure that all operators at all times are carried out in accordance with a plan adopted with clear instructions given with principles clearly outlined.

### **2.2.3 Guidelines and principles for public administration**

One of the guidelines and principles for Public Administration is fairness and reasonableness of public office-bearers and officials to members of the community. Cloete,(1981: 70) writes that from the premises that public institutions and officials should always be fair ends.Reasonable in one's dealings with each citizen, regardless of sex, race, language or religion. By doing so, public authorities will act not only with the letter of law, but within the spirit of the law in the sense that one will be above unethical conduct". In essence this means that political office-bearers and officials are expected to treat communities with consideration and respect.

Communities that are well organised socially with a very developed culture and way of life are not oblivion of the fact that individuals have rights and freedom, but one's rights and freedom are not open ended. One cannot infringe one's rights and freedom or endanger others, by acting unfairly and unreasonably. Cloete, (1981: 71) writes that action taken by individuals and public or private institutions may be unacceptable not only because it

contravenes legislation, but if it is harmful to others. To this end every public functionary should treat members of the public in a fair and reasonable manner.

To ensure that fairness and reasonableness will prevail both the political office-bearers and officials should apply laws justly so that every person, private institution can derive the maximum benefit from such laws. When discretion has to be exercised in applying laws, it should be done in such a manner that the individual or institution always receives the benefit of the doubt Cloete,(1981: 71). Cloete, (1981:71) further argues that in citizens community fairness and reasonableness in public administration are guaranteed not so much by the judgments given by the courts, as by the attitudes that political office-bearers and officials display when performing one's duties. Public officials who are genuinely occupied by the will to serve, will usually not give offence to individual citizens or deliberately harm one's interest. From the foregoing it can be deduced that public office-bearers and public officials should always understand that both are there to serve the people in a positive way and not to rule communities in a negative way. The Second important guidelines and principles for Public Administration is the balanced decision. It is important for public official to always ponder the principles of natural justice, *audi alteram partem* which means to listen to both sides before taking any decision. Cloete,(1981:71) writes that balanced decisions are necessitated by the requirements that everyone should receive equal treatment under the law in other words that there should be no nepotism or "raw deals". Where the law does not prescribe exactly what procedure to follow, but allows an official to exercise his direction in the matter, then the official should ensure that this decisions are consistent, by this means the official will protect public officials against any charge that one has acted arbitrarily. From above it can be deduced that political office-bearers and public officials, should eschew at all cost taking decisions that are based, and favour one's friends and families, it is important to

take decisions that are going to impact positively on the lives of communities without fear or favour.

The activities of public officials should be characterised by one's thoroughness. When public officials have to take action, one should do so at all times and without wasting time. Public officials should maintain a high standard of work, and where one supply goods, these should be of a good quality. It can be deduced that public officials are responsible for the delivery and the quality of public services anything lesser than that is not acceptable public officials are expected to account for poor service delivery and quality. Cloete, (1981:72)

Political bearers and officials should have no ulterior motives when performing one duties. No public functionary is allowed to use his authority to obtain unadmissible gains either for one or for others, or to secure an unjustified benefit for a third party or to ensure that the third part does not receive his due. Each official conduct one in such a manner that one will be able to withstand any test of public scrutiny. It can be deduced that political office-bearers and public officials should have an unquestionably integrity. Both should perform the functions of office in good faith, diligently, honestly and in a transparent manner and with probity.

Another important element of guideline and principles for public administration is effectiveness and efficiency. Cloete,(1981: 74), writes that efficiency in the public sector means satisfying the most essential needs of the community to the greatest possible extent, in qualitative and quantitative terms using the limited resources that are available for this purpose, and also involves upholding public accountability, democratic requirements, fairness and reasonableness and the supremacy of the legislature. Therefore, efficiency implies a

define standard which applies equally to every activity in the public sector and which can be met only through resolute effort. It can be deduced that with efficiency and effectiveness in all public institutions service delivery impacts directly on the lives of all inhabitants and will ultimately be a reflection of the impact that the service have on the quality of the lives of citizens.

It can be said that rules, particularly the tenants of Administrative Law, provide a normative code of conduct for public functionaries, for example, the legal rules require that:

- A public functionary should not exceed one's power under the law (for example whatever one does should be *intra vires*)
- The functionary should act only if one has the power or authority to do so,
- There should be a justifiable reason for the act or decision (it should not be arbitrary) for example *bona fide* instead of *mala fide*, and
- *Audi alteram partem* (listen to the other party should apply. Cloete, (1981: 74)

From above it can be deduced that public office-bearers and public officials should not abuse power instead should act within the limits of law and act in the best interest of communities. Act impartially and treat all people equally without favour or prejudice.

### **2.2.3.1 Public accountability explained**

Meiring and Parsons, (1994: 185) writes that, two steps are required for effective accountability inter alia:

- ❖ Demanding accountability: asking someone to explain something and

- ❖ Rendering account: the act of explaining

Rendering account refers to public accountability for all activities performed by public official. In the public sector, unlike the private sector, the appointed public official or the elected office-bearer must be able to give a public explanation for every activity performed. Since accountability takes place at the highest level, it is necessarily a function of the:

- ❖ Chief Executive Officer: to demand accountability from one's subordinates,
  - ❖ Political Office-bearer: to demand accountability from the chief executive officer
  - ❖ Legislature of Council: to demand accountability from the political office-bearers, and
  - ❖ Citizens: to demand accountability from the representatives in the Legislature or Council
- Meiring and Parsons,(1994: 185)

From the above it can be deduced that public officials are required to account for each activity one is performing.

#### **2.2.4 Nature and place of control process**

Controlling is the final function of the administrator or manager. It is also the final administrative process to be carried out to ensure effective and efficient rendering of public services. Controlling as an administrative function involves the process of assuring that all actions are carried out in accordance with the policy, plan and programme that has been made to enable public officials to render a specific service. Mockler,(1972:1)

Meiring and Parsons, (1994: 183) write that to render services effectively it is required not only that each official knows exactly what is expected, accordingly to what standards one's

work output will be judged and what criteria will have to be met, but also that each person in a supervisory post should know what control measures are to be applied and how to exercise control.

From above it can be deduced that there in supervisory position are expected to follow up the planned activities, ensure that things needs to be done are done and ascertain that the predetermined goals are attained.

From the foregoing it can be seen that there are two steps in the control process, for example.

- Determining control measures and standards
- Exercising control Meiring and Parsons, (1994: 183)

#### **2.2.4.2 Determining of control measures and standards effectively performed**

First and foremost, control is exercised to ensure that all activities at all levels of the organisation are in accordance with the organisation's goals. Control can only be exercised if reliable control standards and measures have been determined Meiring and Parsons, (1994: 183) Mockler, (1972: 3) further writes that, for example "the more realistic the standards are, the more meaningful will be the conclusions which can be drawn from comparing results to standards."

The measures that can be used to exercise control have two main characteristics or components: control measures are used to

- Check (the work of subordinates), and

- Demand account (for any irregularity from the subordinates), Meiring and Parsons, (1994: 184)

Both actions are carried out by the supervisor and it is expected that the subordinate render account, for example explain the reasons for the irregularity. Checking and demanding rendering of account are important components of control measures and standards.

From the above it can be deduced that control process closes the gap between planned performance and actual performance by setting performance standards in the right places, against which the performance of management, subordinates and resources can be measured and deviations corrected if necessary.

#### **2.2.4.2.1 Checking**

Meiring and Parsons, (1994: 184) write that word checking is related to the Latin word *contra-rotulus* which means counter-roll, which comes from an ancient scroll and which is thus linked to two steps which were carried out by a scroll scribe (the write who made a living by copying manuscripts by hand):

- Writing of the document
- Checking of the written document against the original manuscripts to ensure that no mistakes had been made in the copying Meiring and Parsons, (1994: 185)

From above it can be seen that the purpose of checking is to ensure problems have been prevented rather than solving problems after problems occur.

#### **2.2.4.2.2 Determining control measures**

Control measures should be determined to ensure that work performed is:

- Intra vires, that is within the parameters of the prescribes legislation,
- In accordance with policy, for example that the set objectives will be achieved, and
- Effective and efficient, for example the objectives are achieved with as economical and use of available resource as possible

The control measures which are developed should thus not only mechanically measure effectiveness, but should also determine whether or not the above considerations have in fact been taken into account in the execution of the various activities. Control measures are also influenced, to a great extent, by the value judgements of a specific community. In a democratic state it is for example, required that the political office-bearers should at all times be able to convince the citizens that government activities are carried out in accordance with one's wishes and demands. The citizens demand measures which will ensure that one's welfare is in fact promoted Meiring and Parsons,(1994: 186).

It can be deduced that control is applied to ensure that the public service resources are deployed in such a way that it attains its goals. If there is no control, resources could be wasted or misplaced and the general welfare of citizens may not be achieved. Control can also help to minimize costs and limit the accumulation of mistakes and errors.

#### **2.2.4.2.2 Determining control standards**

Meiring and Parsons, (1994: 186) write that the word standard means *inter alia* a quantity of something taken as an absolute, with which other quantities may be compared, in order to

measure or judge. A standard is also a criterion for quality or behaviour and thus the average degree to which the rest of the kind are expected to conform.

Standards determine efficiency. The evaluation of work performance cannot be done without standards. Improvement in work performance can take place by the correct application of standards. Standards lead to uniformity of activities, and this facilitate the exercise of control. Proper standards also enable the supervision to judge objectively the work performance of subordinates. Supervisors are concerned with the enforcement or application of standards which are formally prescribed, for example legislation (Ibid).

Meiring and Parsons,(1994: 189) further states that standards thus contain an element of compulsion, and empower a public institution or official to take steps against any recalcitrant person (officials included) who may refuse or neglect to comply with the prescribed standard. Performance should always be compared against a standard.

Control measures and standards can remain unchanged over long periods and can be used as a base for comparison purposes. Control measures and standards need, however, to be continuously updated to meet the requirements of a changing environment. A control measure or standard should never affect adversely the motivation of supervision or hamper effective work performance. A control measure or standard should provide a fair basis against which to measure performance. Meiring and Parsons, (1994: 188).

From above it can be seen that to make the control process possible and meaningful, performance standards should be realistic, attainable, measurable and time bound, so that there is no doubt about whether the actual performance meets the standard or not. A control

measure should not be seen as punitive measure but rather as a measure to determine an employee's progress, and ultimately the performance of the public organisation.

#### **2.2.4.2 Exercising of control**

Meiring and Parsons (1994: 188) write that exercising control is a continuous process that is carried out to establish whether or not an objective has been achieved effectively and without irregularities. This in essence means that public institutions should progressively monitor its own activities so as to determine whether it was meeting its goals or even whether these goals should continue to prevail. To the same degree as was foreseen when the policy was made. Meiring and Parsons, (1994: 188) further write that, the exercising of control states simultaneously with the commencement of the work. It would be wrong to commence exercising control after the work has been completed. It should in fact, be noted that exercising after the completion of the work is insufficient. It is said that in most cases it is difficult or even impossible to rectify an incorrect activity after it has been performed. Control must occur after an activity has been performed, but it is also essential that provision should be made for continuous control throughout the course of the work being done.

Control is exercised to regulate all activities in the work situation at all times, in order to obtain effective and efficient realisation of the objectives set out in the policy. In the work situation, the supervisors for example will have a continuous responsibility to monitor the work of one's subordinate, to seek the best means (resources) for achieving the set objectives and best way of using the given means. This is sometimes seem as the supervisory function of a supervisor of manager. This in essence means public institutions would continuously monitor one's own activities so as to determine whether it was meeting its goals or even these goals should continue to prevail.

Meiring and Parsons, (1994: 187) further write that control is for this reason seen as the checking and evaluation of the work of each official and of groups of officials by comparing the results or output of the work with the assignment given and standards set. This is done in order to take corrective measures timeously, so that account may be rendered to the higher institutions and eventually the public, without waste of time. Fayol, (1957, 103) writes for example that Control is the examination of results. To control is to make sure that all operations at all times are carried out in accordance with the plan adopted with the orders given and with the principles laid down. Meiring and Parsons (1994:188) add by positing that the measurement system must be flexible enough to accommodate change and should always provide information and feedback to the managers.

From the above it can be deduced effective control systems are flexible, accurate and timelines of the systems and to ensure progress andl productivity. Also to provide a goal oriented and accurate picture of the institution where errors and deviations are not cancelled in the data in *lieu* are corrected

#### **2.2.4.2.1 Reporting**

Reporting by a subordinate to his supervisors is one of the best known methods by which accountability can be determined. Under normal circumstances the person concerned is required to give account of one's actions or one's failure to act. It is said that all state departments and most non-departmental institutions are expected to submit an annual report on one's activities. It is then assumed that it will be possible for the body demanding accountability to determine whether the work performed has been effective. Meiring and Parsons (1994: 189)

An investigation of reports reveals, however that they may have serious deficiencies. It is for instance possible for the official who must report, to omit mention of mistakes and shortcomings in one's own activities. The emphasis can for instance be placed on activities evoking favourable comments. If this is done the evaluation body is not given the opportunity to determine the true quality of all the activities.

To ensure that a report is useful for purpose of accountability specific stipulations about the nature and contents of the report must be laid down. This will ensure that it is not possible to evaluate the result of public activities performed, but also to establish whether or not errors or faulty activities have been performed. This in turn, could lead to rectifying such activities and where necessary prescription of corrective measures.

From above it can be seen that through reporting one can easily establish as to whether the task has been performed or not and what has been done if the work has not been done. Reporting should be absolutely reliable. Unless the data is accurate, control will not be effective. Should errors be identified, corrective action must quickly be taken aimed at achieving or bettering the performance standard and ensuring that errors or poor standards do not recur in the future. The aim of the written report is communicate in simple terms the outcomes of an investigation into some certain challenges and to provide proposals in the regard.

#### **2.2.4.2.2 Inspections**

Inspection is probably one of the oldest measures used for controlling activities of subordinates. The official political office bearer, committee or commission can evaluate the quality and extent of the activities of subordinates through personal observation. Meiring and

Parsons, (1994: 196) although inspections are important aids to accountability, one also has some disadvantages. Firstly, they are often carried out on ad hoc basis for example an inspection occurs once only and often results in a specific solution. Secondly inspections are undertaken only when malpractices or undesirable situations occur. The result is that inspections are carried out only after a mistake has been made and often do not succeed in rectifying the matter. Thirdly inspections focus only on specific aspects. They therefore do not provide the scope for a through or continuing exercise of control.

From above it can be deduced that inspections can only be an effective control measure if it complies with specific conditions. Conducting inspections within the work situation can assist in uncovering inefficiencies, corruption or incorrect work methods and procedures as well as ineffective and unrealistic activities. Periodic surprise inspections will keep accurate records as evidence or proof of what one has done, just in case of a query.

From the above it can be deduced that inspections can only have a positive impact or control measure when it is aligned with specific conditions. Knowledge of impending inspections will keep officials wide awake at all times and behaving themselves impeccably so that citizens can have confidence in our public officials. It is important to have an inspector that is well empowered with what is to be done. The success will depend entirely on his or her ability to inspect and thoroughness of the investigation. It is important also to do inspection on time.

#### **2.2.4.2.3 Auditing**

Meiring and Parsons (1994: 191) write that auditing is also a traditional control measure which is continuously used in public administration. It is usually carried out after a financial

transaction has taken place (a posterior) and this can be seen as an shortcoming of auditing as a control measure. Auditing has as its objective, to ensure that all financial transactions were carried out in accordance with the prescribed policy. However it is also necessary that auditing should be aimed at the prevention of incorrect financial transactions.

From above it can be seen that auditing forms an integral part of monitoring the day to day use, and prevention of abuse of public funds. Although it is an important function for exercising control most auditing systems have an inherent disadvantage because the transactions are checked after occurrence. The auditor will probe the accuracy and comprehensiveness of the information on which, or arrangements by which, policy discussions are reached.

### **2.3 LEGISLATIVE FRAMEWORK FOR MUNICIPAL ACCOUNTABILITY**

Since 1994 the government has put in place a policy and legislative framework that seeks to promote a developmental local government. This involves the creation of financially viable municipalities geared towards meeting the social, economic and basic needs of their people in a participatory accountable and sustainable manner. The legislature framework can be discussed as follows

#### **2.3.1 The Constitution of Republic of South Africa (1996)**

The Constitution enshrines the right of all people in our country to dignity, equality before the law, freedom and security. It affirms our rights to freedom. The Constitution commits government to take reasonable measures within its available resources, to ensure that all South Africans have access to adequate housing. The reality in our cities, towns and rural

areas is far from this ideal. Many of our communities are still divided. Millions of our people live in dire poverty, isolated from services and opportunities.

The Constitution obligates Local Government to take on a development role by allocating certain developmental duties to local Government.

The heart of the Constitution is the Bill of Rights. The Bill of Rights upholds the rights of all residents and citizens to be treated equally and with dignity regardless of their race, gender, wealth or status. A number of socio-economic rights are enshrined in the Bill of Rights, such as the right to live in a healthy environment, to have access to adequate housing, access to health care services and sufficient food and water. It is the responsibility of government to respect, protect, promote and fulfill these rights.

The South African Constitution set out the values principles and rules by which the country must be governed. It gives rights, freedom, power and protection to all people in the country. All other legislation must be based on these rules and principles. Chapter 7 of the Constitution indicates that every municipality must strive, within its financial and administrative capacity to achieve the following objectives.

- Provide democratic and accountable government for local communities
- Ensure the provision of services to communities in a sustainable manner
- Promote social and economic development
- Promote safe and healthy environments
- Encourage the involvement of communities and community organisations in matters of local government.

From above it can be deduced that municipal councils are central to local democracy and are meant to represent the collective interests and provide leadership to the whole community.

### **2.3.2 White Paper on Local Government 1998**

*The White Paper on Local Government, 1998*, defined developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social and economic and material needs and improve the quality of their lives. *The white paper* indicates that the developmental local government has four inter-related characteristics:

- Maximising social development and economic growth
- Integrating and coordinating
- Democratising development
- Leading and learning

From the above one can deduced that local government should provide without favour, or prejudice, democratic and accountable government for communities, residents and ratepayers.

The core business of municipalities is to deliver services to people in the area. Doing so in a developmental way means expanding services to people who never had them before. It also means responding to people's real needs and consulting them about their needs and discussing service levels with them.

*The white paper on Local Government, 1998* was the first national policy framework for Local Government in the post apartheid period. The White Paper establishes the basis for a

local Government system geared towards development by putting a vision of the developmental role of Local Government.

The White Paper further urges Local Government to focus on development outcomes, such as:

- The provision of household infrastructure and services
- The creation of liveable, integrated cities, towns and rural areas
- The priorities of Local Economic development
- Community empowerment and realising opportunities

The White Paper also identifies three approaches which can assist municipalities to achieve these development outcomes:

- Integrated development planning, budgeting and performance monitoring
- Performance management
- Working with citizens and partners

Following the adoption of the White Paper, the following pieces of legislation were passed to give effect to the provision of the White Paper and to provide a legislative framework for developmental local government, such as Municipal Structures Act etc.

### **2.3.3 Municipal Structures Act, 1998 (Act 117 of 1998)**

The Municipal Structures Act, 1998 clarifies the status of municipalities and provides the framework for the establishment of municipalities in accordance with the requirements and criteria relating to categories and types of municipalities. It further determines the

appropriate division of powers and functions between district and local municipalities and regulates governance structures and elected systems for newly demarcated municipalities.

*The Municipal Structures Act, 1998* applies to councillors in that it states that municipal councils must meet at least once a quarter and that councils must conduct their activities in an open, accountable and transparent manner. Closed settings or meetings are only permitted when it is reasonable and justifiable to do so. Members of the community are thus entitled to monitor municipal decision making in action. By inviting the community to sit in on council meetings councillors are aware that the community is taking a keen interest in the decision it makes, thereby ensuring that their interest are fully represented.

From above it can be deduced that the *Municipal Structures Act, 1998* describes the categories of municipalities identified in the Constitution, metropolitan, local and district and defines the different types of municipalities that must be established within each category. The Act also divides the functions and powers between categories of municipalities. It regulates municipal matters internal systems and structures as well as electoral systems.

#### **2.3.4 Municipal Systems Act, 2000 (Act32 of 2000)**

The *Municipal Systems Act, 2000* focused on the internal system and administration of a municipality. It uses a municipality's Integrated Development Plan (IDP) as a starting point for planning, managing and evaluating the municipality's performance, allocating resources and organisation change. It also aims to promote the linkages between, local, provincial and national spheres of government necessary to achieve development at the local level.

A municipal Integrated Development Plan (IDP) sets out the vision, needs, priorities, goals and strategies of a municipal council to develop the municipality during its term of office, as part of a long-term vision and plan for development. Community participation and accountability is a defining feature of the new systems of Local Government. In terms of the *Municipal Systems Act, 2000* community participation and feeding back in the process of drafting the IDP and determining its contents is compulsory. Municipalities also have to contribute to building the capacity of the local community (to participate in municipal affairs) and the councillors and officials to foster community participation and accountability).

The IDP provides the framework for determining the budget of a municipality. It is closely linked to the performance management systems of a municipality in terms of which the progress of the municipality is judged by (amongst others) the community. This provides an important opportunity to ensure that the needs of the poor and other vulnerable groups within the community are considered when the municipality decides how its resources will be allocated.

From above it can be deduced that the municipal systems act lays down the systems that must be used to ensure that local government functions properly and implements its task in an accountable and effective manner.

### **2.3.5 The Municipal Finance Management Act, 2003 (Act, 56 of 2003)**

The *Municipal Finance Management Act, 2003* provides for the comprehensive reform of finance management within local government and aims to regulate the municipal budgeting process and financial accounting, auditing, reporting and borrowing. This act was passed to modernise municipal financial management services.

Act 56 of 2003 also describes the responsibilities of municipalities of municipal Mayors and officials with regard to financial management and the municipal budget process. A further purpose of this legislation is to ensure that every municipality puts in place service tariffs and credit-control policies that take the needs of the municipality's poor and indigent residents into account.

The council must make sure that the municipality is financially sustainable and that it provides services in an equitable manner. This means that the council must plan for short and long term development, provide infrastructure and manage and develop resources. This means that the council has to make sure that it has sufficient income to meet the expenditure that this requires councillors therefore need to be able to:

- Examine options to improve the financial sustainability of the municipality
- Examine the financial and technical viability of projects
- Identify ways to fund services, including free basic services
- Maintain efficient and effective value for money operations.

From the above it can be deduced that the legal frame work for Local Government spells out how Local Government will function, what its responsibilities are, where it sources of revenue come from and how it interact with and relates to the people it is meant to serve. It regulates things like financial reporting procurement, management of assets etc.

### **2.3.6 The role of executive committee / Mayoral committee**

The main role of the Executive Committee or Mayoral Committee, is to co-ordinate council businesses and to make sure that things run smoothly. This is very important especially in large municipalities. They also have to oversee the work of the municipal manager and the administration. Most councils do not have long meetings, and somebody has to prepare to make sure that the most important decisions are made by the full council meeting. Council can also delegate some decision-making power to the executive.

Much of the preparation work on policies and programme happens in the council committees and recommendations then go to the executive/Mayoral committee. A committee may have looked at issue in isolation – for example, looking at building a clinic without taking into account the provision of water and electricity to that clinic. Most council decisions are based on executive / Mayoral committee recommendations. The Executive / Mayoral committee can sometimes make final decisions on delegated matters and usually on routine uncontroversial issues. Where Executive / Mayoral committee may make decisions on its own these decisions still have to be reported to the full council meeting. The Executive / Mayoral committee meeting will usually include the committee chairperson, who should be an executive / Mayoral committee member, and senior officials in the department involved.

From above one can deduce that most councils have established executive committees or Mayoral Committees to increase the efficiency of the decision making process.

### **2.3.7 Administrative structures**

The municipal manager, heads of departments and other employees of the municipality form the administrative organisation that is responsible for implementing decision made by the

council. The Municipal Systems Act, 32 of 2000, indicates that the municipal manager heads the administration of the municipality. It further states that the municipal manager has to develop an economically efficient and accountable administration that is equipped to carry out the implementation of the municipality's IDP and other decisions of the council.

As the head of administration and the chief accounting officer of the municipality, the municipal manager is responsible for:

- The employees of the municipality, within the framework of the labour laws of own country. Employees are organised into various departments that carry out the work of the municipality.
- Supervising the implementation of all the work of the municipality
- All income and expenditure of the municipality
- Accounting for municipal finances
- Providing service to the committee in a sustainable way
- The implementation of the municipality is IDP (Local Government in South Africa, *Education and Training Unity*, July 2005 p14)

From the above one can deduce that the municipal manager is appointed by municipal council and is responsible for overseeing all functions and must be non-partisan. He or she must ensure that reliable performance management system is in place, so that he or she can check (the work of subordinates) and demand account for any underperformance and irregularity from the subordinates. Directors or sections accountable to the municipal manager are expected to render account to explain the reason for irregularity and underperform or any deviation from the policy.

### 2.3.8 Political role – players

	ELECTION	ROLES
COUNCILLORS	Election by voters in a particular area – either as ward councillors (constituency – based) or as party representatives	Maintain link between community and council. Determine the community needs and communicate these to council. Account to wards.
THE SPEAKER	Each municipal council should elect a speaker. The municipal system Act stipulates that the speaker's term of office, vacation of office and removal from office.	Chairs council meetings Decides when and where council meets Ensures that council meets quarterly and that meetings are conducted in accordance with the rules and orders of council
EXECUTIVE MAYOR	Municipalities with a Mayor Executive systems combined with a sub-council and / or ward system may have an executive Mayor. The municipal council should elect an executive mayor from within its members	Maintain executive leadership of the municipality Preside at exco meetings Exercise powers delegated by exco or municipal council Break deadlocks by issuing the casting vote

	within 14days of council elections.	
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## **2.4 ACCOUNTABILITY TO ENSURE EFFECTIVE MUNICIPAL HOUSING SERVICES**

Housing the nation is one of the greatest challenges facing government. The extent of challenge derives not only from the enormous size of the housing backlog and desperation and impatience of the homeless, but stems also from the extremely complicated bureaucratic, administrative, financial and institutional framework inherited from the previous government

Haque, (1997:16) writes that efforts to improve local level accountability, which could possibly enhance the benefits of decentralization are stymied by unequal power structures, the dominance of the bureaucracy, the unholy alliance between the local elite and the bureaucracy, dependent central – local relations a weak civil society and undemocratic political culture.

The key challenges confronting local government as one sphere in the constitutionally enshrined co-operative governance framework is in the delivery of low income housing. Pottie argues that locating increased responsibility for housing and other basic needs at the local level actually limit the possibilities of transformation and redressing the apartheid legacy of unequal development. The key factor that limit the possibilities for transformation include.

- Declining housing budget

- The absence of a strong and shared direction and vision for planning
- Local government capacity constraints (financial, administrative, professional and technical) in managing political and economic risks associated with “new” service delivery and infrastructure provision reginies (public : private partnerships).
- The centralization of political power
- Spatial dislocation of housing and employment opportunities
- The limits on community participation

The *Municipal Systems Act*, 2000 requires all municipalities to compile Integrated Development Plan (IDP) which attempt to capture all of the plans, programme and projects of all three spheres of government within a municipal boundary. Housing is integral element of the IDP.

The *Housing Act*, 1997 compels all three spheres of government to ensure that housing development is based on and forms part of an integrated development planning process. The National Department of housing has provided clear and comprehensive guidelines for integrating housing priorities into IDP’s as well as for aligning housing planning between provincial and local government. In terms of these guidelines a housing sector plan must be developed and included as a chapter in a municipality’s IDP. This should not be a separated plan but rather an integral part of the IDP and the planning process. The need for a housing champion within municipalities is an important content in planning for housing delivery.

The guidelines require municipalities to undertake rigorous analysis of the current situation with respect to human settlements and housing options within the municipal area and then to identify the appropriate housing instruments for the communities in each ward.

The National and Provincial Department of Housing are required to mobilize other relevant sector departments, such as land, water and energy and minerals etc. To participate in the IDP process to ensure integration. In practice, however, the role of sector departments in integrated development planning can be further improved for greater degree of alignment.

For these to take place, it is essential that a Memorandum of Understanding (MOU) should be concluded between a Mayor of a municipality and the Provincial MEC for Housing once a municipality has agreed on priority issues and housing projects have been identified in the IDP. This agreement must govern the funding of the projects from the applicable provincial housing programmes. Housing projects that are not included in the IDP are no longer funded from the National housing programme.

Many municipalities lack the capability to administer housing programmes and subsidies. In such instances the *Constitution of the Republic of South Africa, 1996* again provides the point of departure for section (154) (1) states that national and provincial government must support and strengthen the capacity of municipalities. Capacity has become critical as national housing policy shifted towards municipalities as the preferred housing developers. The National Housing Code revised the role of provincial government such that a municipality should be the first option developer and that provinces should assist and build capacity to ensure the municipalities can play this role.

Through its IDP, a municipality must, within the framework of national and provincial housing legislation and policy, take steps to ensure that citizens have access to housing on a progressive basis. Municipalities are required to:

- Involve and inform appropriate stakeholders in IDP Planning processes
- Identify a housing chairperson or ‘voice’ in consultation with the province
- Compile a housing chapter in their IDP’s
- Provide IDP priorities to the Provincial Housing Development for incorporation into multi-year provincial housing plans.

Municipalities initiate, plan, co-ordinate and facilitate housing and sustainable human settlement developments within their boundaries and area of jurisdiction. In practice, the local government already has an important role to play in the planning and delivery of housing. Housing cannot practically be separated from land use, town planning, infrastructure development, provision of water, sanitation transportation and electricity services. Many of these issues fall under local government. An integrated approach to sustainable human settlements therefore requires the close involvement of local government. This was recognized in the Breaking New Ground (BNG) policy which argued that housing supply needed to respond to local demand and that this relationship was best mediated in the local government sphere.

From above it can be deduced that success in the delivery of housing and the development of sustainable human settlement in South Africa strongly depends on effective intergovernmental Relations. The housing sector provides an illustration of how various elements of intergovernmental relations can work together to facilitate service delivery in an integrated manner. These elements include a clear allocation of roles and responsibilities to the appropriate spheres of government, robust institutional arrangements for co-ordination integration and alignment, the alignment of accountability, powers and functions and financial flows, as well as national and provincial support to local government. All of these

elements need to be in place in order for integrated governance to work within a specific sector such as housing.

Local government will need to concentrate its energies on devising and implementing creative programmes to leverage additional housing finance for housing beneficiaries, deepening citizens participation while simultaneously managing competing interest, and wield its political and legal power in effecting the unleashing and assembly of land for residential development.

## **2.5 THE ROLE OF MUNICIPAL PARTICIPANTS IN ACCOUNTABILITY**

The political organization consists of councillors who are elected and represent the citizens or people. The administrative organization is made up of officials such as the municipal manager, the heads of departments and other employees. They are normally permanently appointed to work in a municipality because of the skills or knowledge they have.

### **2.5.1 Political structures (Municipal council)**

Elected Local Government councillors from the council that is often referred to as the Local Government legislative structure. A municipal council is composed of councillors (either representing a party or independent) who are democratically elected by registered voters within the municipal jurisdiction. A councillor may be assigned to serve on any of the council committees (*Handbook for councillors, 2006:12*)

### **2.5.2 Municipal administration**

Municipal administration is the organisation that delivers municipal services to local residents and consists of officials who are employed by the municipal council. The head of

administration is the Municipal Manager, who is hired by the council and who in turn hires the administrative staff needed to implement the functions of the municipality. In terms of *Municipal Structures Act, 1998*, Municipality have the option of establishing or acquiring an interest in a separate municipal entity. The new entity can perform a specific function on the municipality's behalf. Chapter 10 of the *Municipal Finance Management Act, 2003* (Act 56 of 2003) outlines the conditions under which a municipality can set up a municipal entity. Entities have mainly be used by metropolitan municipalities to offer services such as garbage collection or maintenance of roads.

There are three potential executive systems that set out the possibilities for structuring the leadership on council *inter alia*, plenary executive system, collective executive system and mayoral executive system (*Local Government Municipal structures Act, 1998*)

### **2.5.2 Plenary type**

This system is used in small municipalities that consist of less than nine councillors. In a plenary system, executive processes are exercised by full meeting of the municipal council. In other words, the municipal council takes all executive decisions regarding the business of the municipality. It may delegate executive responsibilities to any councillor or to any committee. In terms of (*Municipal Structures Act, 1998*) Municipalities with plenary executive system must elect one of their members as chairperson of council, who is then called the Mayor. The Mayor is elected by the council to coordinate the work of the council. He or she is the political head of the council. The Mayor performs any ceremonial duties and functions delegated to him or her by the council.

### **2.5.2 Collective executive system**

Only municipalities with more than nine council members may have a collective executive system. In this system, the municipal council elects an executive committee, and then delegates executive responsibilities to that committee. (*Municipal Systems Act, 2000* and the *Municipal Structures Act, 1998*) confirms this. From above it can be deduced that this team approached is the key strength of the collective executive system. The executive committee can take decisions on matters that fall within its delegated powers.

Most of the existing municipal councils have established executive committees to increase the efficiency of the decision making process. In the collective executive system, the municipal council must elect one member of the executive committee as the chairperson of that committee, who is then called a Mayor (*Municipal Structures Act, 1998*). The election of executive committee members should be consistent with democratic principles; parties in council should be fairly represented. The simplest way to elect the executive committee is by using a proportional system. If a political party had won 70 per cent of the seats in council, then 70 per cent of the members of the executive committee must be drawn from that party. A speaker is elected as the chairperson of council.

### **2.5.3 Mayoral Executive System**

The Mayoral Executive systems allows for the exercise of executive authority through the executive Mayor. In this system, the municipal council elects one member of the council as the executive Mayor and delegates executive powers and duties to that person (*Structures Act 1998*). If the municipal council has more than nine members, its executive mayor must establish a mayoral committee. The Mayoral committee consists of councillors appointed by the executive mayor to serve on the mayoral committee. The executive mayor may choose to

appoint any councillor to serve on the mayoral committee. The number of councillors on the mayoral committee must be number required for efficient and effective government and no more than 20% of the councillors on the municipal council or 10 councillors whichever is the least, may be appointed to the mayoral committee (*Systems Act 2000*). A speaker is elected by the council to as the chairperson of council meetings.

From above one can deduce that in the mayoral executive system, the municipal council delegates executive powers and duties to an individual councillor, the executive mayor. The executive Mayor then appoints the mayoral committee. Although the executive Mayor may delegate responsibilities to members of the Mayoral committee, the executive Mayor remains accountable, whilst in the collective system, the municipal council delegates executive powers to the whole executive committee. The council elects the executive committee on a proportional basis according to the party representation in the council.

#### **2.5.4 Council committees**

The council is responsible for all the decisions of a municipality, but it may delegate specific functions to committees as provided for in Part 5: section 79 of the *Municipal Structures Act, 1998*. Section 80 of the Act specifies procedures for establishing committees in a council with an executive committee or executive mayor. A councillor may be assigned or elected to serve on any of the council committees.

The committees established by council are often called standing or portfolio committees and often correspond with the key functions or departments for the municipality for example

- Municipal infrastructure

- Development planning
- Finance
- Health and social development
- Sport, recreation, arts and culture
- Environmental & tourism
- Local economic development

The function of the portfolio committees is to develop policies and to review them for consideration by the council. The portfolio committees are usually chaired by the member of the executive committee who is responsible for that portfolio. The relationship between the chairperson of portfolio committees and heads of the relevant departments must be cordial. There are times when officials may participate in portfolio committee meetings relevant to their department if there is an item that needs their contribution.

Other types of committees needed for the effective functioning of council, such as internal auditing committee, may also be established. All political parties participate in various committees. The composition of the committee is informed by the proportional representation of political parties. (*Handbook for municipal councillors*, 2006: 16).

The function and powers of municipalities are described in chapter 7 of the constitution. The constitution gives local government the executive authority (through passing by laws) to administer various public services (listed in schedule 4, part B and schedule 5, part B). The constitution also defines the responsibilities of provincial and national government. However the constitution allows local government to administer other services than those listed

through agreement with the relevant province, or if legislation is passed that gives other responsibilities to local government.

### **2.5.5 Role of Managers/Supervisors**

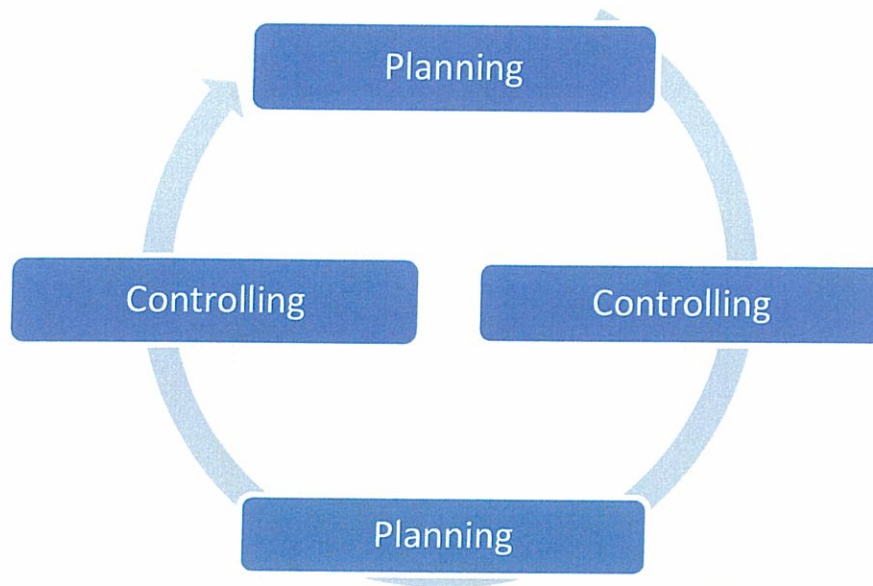
When management know how successfully the plans have been executed and the extent to which the goals have attained, they will be able to continue with the next cycle of planning organizing, leading and controlling (*Smit, etal.2007:385*). The term “control” implies that the behavior of individuals can be influenced in the course of activities and events” (Bid p 38). In other words, if things are under control they are providing according to plan. Managers need to follow up the planned activities, see to it that the things that need to be done are in fact carried out, and checks that the predetermined goals are procured. It is for this reason that the municipal manager and managers accountable to municipal manager section 56 deputy and assistant must be involved in the process of control.

It is also important to ensure that individual activities departments, sections are evaluated and actual performance is compared with standard required. This will enable manager to manage and know whether activities are executive accordingly to plan and will be able to identify gaps and weaknesses in the plan.

According to *Smit,etal.(2007:387)* a control process is necessary in organization for following reasons

- First and foremost, control is exercised to ensure that all activities at all levels of the organization are in accordance with the organization goals.

THIS DIAGRAM REFLECTS A LINK BETWEEN PLANNING AND CONTROLLING



- Controlling usually results in better quality
- Controlling enables management to cope with change and uncertainty.
- Controlling facilitates delegation and teamwork (Smit, et al. 2007:388)

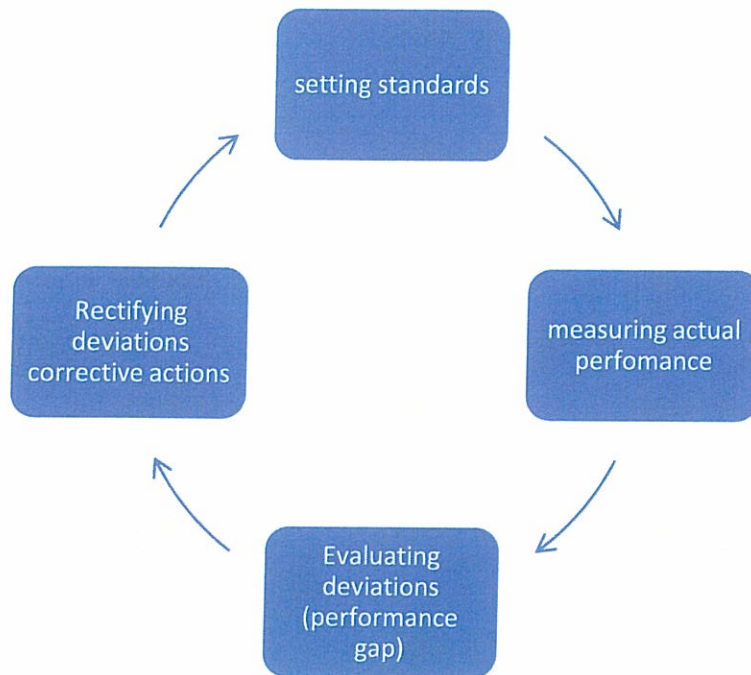
Managers need to ensure that all the organisation's resources are used meaningfully so that the mission and goals of the company can be procured. has identify four steps for example, setting standards, against which actual performance can be measured, measuring actual performance, evaluating any deviations that might occur, and taking steps to rectify deviation.

Managers and Supervisors need to utilize effectively, it is required that each member of personnel corps know exactly the standards and measures by which the work is to be judged likewise, the supervisors should know which control measures and standards are this determined to ensure that the work is done by subordinate personnel is always in accordance with the requirements set out in the policy. This will make accountability possible at all times. Various control measures can be used to exercise control over the large variety of public activities for example:

- ❖ Inspections
- ❖ Auditing
- ❖ Reporting

It can be deduced from the above that the control process is made up of two related and following one after another in steps without interruption.

- Determining of control measures and standards and the
- Exercising of control
- Taking corrective steps.



From above it can be deduced that management must make information available in a candid, accurate and timely manner, not only the audited information but also general reports and press releases. Individuals and collectives within municipalities, who make decisions and take action on specific issues, need to be accountable for their decisions. Mechanisms need to exist and be effective to allow for accountability.

Subordinates need to report to their supervisors so as to ensure accountability. In other words the subordinate must give an account of his or her actions or his or failure with his or her supervisors on managers will be able to explain to council and citizens (demanding accountability) whether the work has been effectively performed or not.

Managers must ensure at all times that a report is useful for purposes of accountability, specific about what needs to be reported, in terms of nature and contents of the report must be laid down.

To be a value, written reports should comply with the following requirements.

- Information must be presented timeously, i.e. by the deadline date
- Reports must be channeled to the appropriate supervisory officials for consideration and recommendation no reports must be allowed to gather dust.
- Reports should be complete but brief to allow the senior functionaries access to the required information without wasting time searching for it (Meiring).

The following salient requirements are necessary for inspections.

Inspections, though conducted regularly, must not be predictable, but must occur on an “expect me when you see me” basis,

The terms of reference of an inspection possible in order for him/her to conduct the inspection on an in-depth basis

Sufficient time should be allocated to conduct the inspection thoroughly, and thereafter, to make the necessary recommendation to the supervisory functionaries.

It assists in uncovering inefficiencies, fraud, corruption, or incorrect work methods and procedures as well as ineffective and unrealistic activities (Meiring

From above it can be deduced that inspections and investigations must be done with good meaning and purpose and not for vendettas and fault – finding mission. Periodic surprise inspections (at irregular and unannounced times) will make officials to work effectively and efficiently, and to keep correct and accurate records of information as a proof of what has been done, just in case of a query.

The accounting office is in charge of all accounting for all revenue and expenditure of the office and he/she must perform the following functions.

- Keep full and proper records of all revenue and expenditure and of all the assets, liabilities and financial transactions of the office in the format determined by the Audit commission (AC)
- Prepare annual financial statements
- Ensure that resources are utilized and safeguard in the most economic, efficient and effective manner and
- Carry out the written instructions given to him, in his capacity as accounting officer, by the Audit Commission (Meiring)

Auditing is a control, measure which forms an integral part of monitoring the regular use and prevention of abuse, of public funds, planning process including IDP, financial plans and environmental plans must be monitored and evaluated effectively. This is critical to ensure that plans are being implemented impact, and that resources are being used effectively.

The Audit Committee must in consultation with council commission conduct in depth performance investigations where there either continued poor performance, a lack of reliability in the information being provided or on a random and ad-hoc basis. The performance audit will assess.

The reliability of reported information

The extent of performance gaps from targets

The reason for performance gaps

Corrective action and improvements strategies

From above it can be deduced that to render services effectively and efficiently, it is prudent not only that each official knows exactly what is expected of him/her, according to what

standards his/her work output will be judged and what criteria will have to be met, but also that each person in a supervisory post should know what control measure are to be implemented and how to exercise control.

## **2.6 CONCLUSION**

Political office-bearers and functionaries need to be accountable to the people. This means that both need to spend money to the benefit of the community and that community participate in deciding how the money should be spent. Political office-bearers and functionaries should make financial information available to the community, by making income and expenditure statements available to all and reporting regularly to the community, this information should be accurate and easy to understand.

Citizens have the right to recall public representatives should one fails to serve the interest and aspirations of the citizens. The participation and consultation of citizens becomes critical in the formulation of legislation. The legislations must provide space for public hearings so that if communities are opposed the legislation community views can be factored in. Legislators must give feedback to a national bill during the gazetted period. Comments can be received from individuals or groups by the relevant parliamentary committee.

Public administration first and foremost takes into account political decisions, for example the decisions of the elected public representatives as outlined in the public policy, but also to ensure that service such as housing are rendered as effectively and efficiently as possible. For the task to be performed it is important to provide all tools of trade, so that one can be able to keep officials under constant watchful eye, so as to establish as to whether what they are doing or is in accordance with the plan or to make sure that all operations at all times are

carried out in accordance with a plan agreed upon, with clear instructions given and with the principles laid clearly outlined.

Public officials are expected to account for each activity their performing. Those in supervisory positions are required to follow up the planned activities and ensure that things need to be done are done and ascertain that the predetermined goals are attained.

Control process closes the gap between planned performance and actual performance by setting performance standards in the right places against which the performance of management, subordinates and resources can be measured and deviations corrected. Effective control systems are flexible, accurate and timeliness of the system and ensures progress and productivity. It also provides a goal oriented and accurate picture of the institution, where errors and deviations are not concealed in the information in lien are corrected and rectify.

Control is applied to ensure that the public service resources are deployed in such a way that it attains its goals. If there is no control, resources could be wasted or misplaced and the general welfare of citizens may not be achieved. Control can also help to minimize costs and limit the accumulation of mistakes and errors. To make the control process meaningful, performance standards should be realistic, attainable, measurable and time bound, so that there is no doubt about whether the actual performance meets the standards or not. A control measure should not be seen as punitive measure but rather as a measure to determine an employee's progress and ultimately the performance of the public organization.

Through reporting one can easily see to as whether the task has been performed or not and what has been done if the work has not been performed. Reporting should be absolutely reliable. Unless the data is accurate, control will not be effective. Should errors be identified, corrective action must quickly be taken, aimed at achieving or bettering the performance standard and ensure that errors or poor standards do not repeat itself in the future. The aim of the written report is to communicate in simple terms the outcomes of an investigation into some certain challenges and to provide proposals in this regard.

Auditing forms an integral part of monitoring the day to day use, and prevention of abuse of public funds. Although it is an important function for exercising control most auditing systems have an inherent disadvantage because the transactions are checked after occurrence. The auditor will probe the accuracy and comprehensiveness of the information on which, or arrangements by which, policy discussions are reached.

Municipal councils are central to local democracy and are meant to represent the collective interest and provide leadership to the whole community. Local government should provide without favor, or prejudice, democratic and accountable government for communities, residents and ratepayers. The core business of municipalities is to deliver services to people in the area. Do so in a developmental way means expanding services to people who never had them before. It also means responding to people's real needs and consulting them about their needs and discussing service levels with them.

Most councils have established executive committees or Mayoral committees to increase the efficiency of decision making process. In the Mayoral Executive system, the municipal council delegates executive powers and duties to an individual councillor. The executive

Mayor then appoints the mayoral committee. Although the executive Mayor may delegate responsibilities to members of the Mayoral committee, the executive mayor remains accountable whilst in the collective systems, the municipal council delegate executive powers to the whole executive committees. The council elects the executive committee on a proportional basis according to the party representation in the council.

Control process is made up of two closely related and following one after another in steps without interruption.

- “determining of control measures and standard”, and the
- “exercising of control”
- “taking corrective steps”

Management must make information available in a candid, accurate and timely manner, not only the audited information but also general reports and press releases. Individuals and collectives within municipalities, who make decisions and take action on specific issues, need to be accountable for their decisions. Mechanisms need to exist and be effective to allow for accountability.

Inspections and investigation must be done with good meaning and purpose and for vendeltos and fault finding mission. Periodic surprise inspections (at irregular and unannounced times) will make officials to work effectively and efficiently, and to keep correct and accurate records of information as a proof of what has been done, just in a of a query. To render services effectively and efficiently, it is prudent not only that each official knows exactly what is expected of him or her, according to what standards his or her work output will be judged and what criteria will have to be met, but also that each person in a supervisory post should know what control measures are to be implemented and how to exercise control.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY AND DESIGN**

#### **3.1 INTRODUCTION**

This chapter will be describing and explaining the methodology and the overall design of the research. It explains the strategies and techniques adopted to develop information that is accurate, objective and interpretable. In this chapter two basic methods research approaches are found, namely a quantitative and qualitative research approach. This chapter also involves the selection of respondents selected from a larger population to answer questions in a questionnaire and the respondents used in this study are citizens, political office-bearers and chief officials.

The purpose of this study is to explore whether the accountability principles had contributed in any way towards the acceleration of service delivery in housing services.

The purpose of the chapter is to describe and explain the manner in which the research was planned, structured and executed to comply with scientific criteria, to describe and explain the methods for the collecting of data to investigate and determine whether or not the study problem and hypothesis is real and true. The chapter consists, in addition to the Introduction and Conclusion, of the following different sections and aims. Firstly, the chapter describes and explains the method that was followed to obtain permission from the Ndlambe local municipality to conduct the research within their municipal boundaries. Secondly, the research design was explained. Special reference was given to the research strategy, target population and sample details. Thirdly, the chapter describes and explains the research methodology used in the study. Special attention was given to questionnaire details, data collection procedure, data analysis techniques and limitations details. Lastly, an undertaking

to uphold strict ethical behavior and conduct was provided. Hofstee, (2006:113) The permission to conduct the research within the boundaries of the Ndlambe local municipality was obtained as follows.

### **3.2 PERMISSION TO CONDUCT RESEARCH**

Prior to the research, a letter was written on 01 July 2009 to the Municipal Manager of Ndlambe local municipality, Advocate Rolly Dumezweni, seeking permission to conduct research on accountability principles in housing services. The letter expressly state that the information obtained would only be used for the purpose of the study. A positive response was received from the Municipal Manager and is attached for reference purposes. (See Annexure I )

### **3.3 RESEARCH DESIGN AND METHODOLOGY**

In this research project it has been determined exactly what methods to be used to a mass data and what factors have influence the collection. This research design explains the strategies and techniques that have been adopted to develop information that is accurate, objective and interpretable. Hofstee, (2006:120) writes that the research design provides a theoretical background to the methods to be used in the research. A research design is the basic plan which guides the data collection and analysis phases of the study. It provides framework which specifies the type of data to be collected, the sources of data and the data.

In this study questionnaires have been designed as a formal written set of closed-ended and open-ended questions that are asked of every respondents in the study. Data was obtained through structured questionnaires which were self administered and self collected to the identified representative sample. Two types of research approaches have been identified in this study a quantitative and a qualitative research approach.

Research design is seen as the process of designing the overall plan for collecting and analysing data, including specifications for enhancing the internal and external validity of the study. (Polit and Hungler, 1993, 445). Research design refers to the researcher's overall plan for obtaining answers to the research questions and for testing the research hypotheses. (Polit and Hungler, 1993:129) Kerlinger, (1986:10) writes that scientific research is a systematic, controlled, empirical and critical investigation of natural phenomena, guided by theory and hypothesis about the presumed relations among such phenomena (Hofstee2006:120). In this research project it is important to determine exactly what methods are to be used to collect data and what factors will influence the collection. The research design spells out the strategies and techniques developed in this study ensures that the information is accurate objective and interpretable. In this case study, data has been collected by means of written questions which calls for responses on the part of the respondents, questionnaires have been self administered to various role-players.

### **3.3.1 Research approach and strategy**

Two types of research approaches were used, namely a quantitative research approach and a qualitative approach. Quantitative research requires that the data collected be expressed in numbers. It can be quantified. Various factors will influence it. The methods used to conduct quantitative research are explanatory descriptive and experimental. (Struwig, 2004:41) writes that quantitative data is expressed in a numerical form, for example, numbers, percentages and tables. Tables and graphical displays are used in this study to communicate statistical results. Both they conveyed information much more clearer and quicker than a written report. Wegner, (2007: 64) write that for graphs in particular there is much truth in the adage.

Qualitative data refers to any information that the researcher gathers that is not expressed in numbers. (Tesch, 1990:55) Qualitative data includes information such as words, pictures, drawings, paintings, photographs and films. In this study both the qualitative approaches have been used. The need existed to use both the quantitative and qualitative approaches in this study, to consider the differences between the approaches, and to decide upon the applicability of either one of the approaches, or a combination of the two. In this regard, De Vos, *et.al.*, (2002 : 81) write that there is general agreement amongst most authors that human science in reality employs both qualitative and quantitative methodology - "sometimes consciously, sometimes unconsciously." This approach was also adopted in this study

### **3.4 RESEARCH METHODOLOGY**

Fundamental to every scientific research is a method which can be explained as a prescribed manner for performing a specific task, with adequate consideration of the problem, objectives and hypothesis. (Meiring, 2001: 156) Hofstee, (2006:107) writes that the method is vital to the success of the study because a result can only be accepted, rejected, replicated or even be understood in the context of how to get there. The method will explain how to get to the conclusion. Mouton, (2002:35) writes that research methodology involves the application of a variety of standardized methods and techniques in the pursuit of valid knowledge, and is committed to the use of objective methods and procedures that will increase the likelihood of attaining validity. Mouton, (2002:36) also emphasizes that research methodology is referred to the means required to execute a stage in the research process. It explains the knowledge of how to do things or the total set of means that social scientist employ reaching the good of valid knowledge.

Empirical research also involve the selection of respondents selected from a large population to answer question whether verbally in an interview or in a questionnaire, (Bailey, 1982:110) and Polit and Hungler, (1993: 445).

### **3.4.1 Respondent selection**

A distinction is made between two concepts namely population and sample.

#### **3.4.1.1 Population explained**

Population is a group of potential participants or cases from which the researcher draws a sample and to which results from the sample are generalised. Newman, (2006: 224) and Salkind, (1997: 96) Brynard and Hanekom, (1997: 43) write that the population refers to objects, subject phenomena, cases, events and activities, which the researcher would like to study to identify data. Polit and Hungler, (1993: 442) define a population as the entire set of individuals (or objects) having some common characteristics.

A specific relationships thus exists between the population and a sample. The population is thus the entire set from which the individuals or units of the study are chosen. In this study the target population is the Chief officials, political office bearers and citizens. Newman, (2006:224) writes that a target population is required and that a target group is a specific pool of cases that are to be studied. However, the target population is too big to make a meaningful and objective study for the purpose of this mini-dissertation. Newman, (2006: 224) writes that a target population is '(t)he concretely specific large group of many cases from which the research draws a sample and to which results from a sample are generalised''.

#### **3.4.1.2 Sampling details**

Sampling is any portion of a target population as representative of that population. A sample always implies the simultaneous existence of a larger population of which the sample is a

smaller section or a set of individuals are selected from a target population. De Vos, *et al.*, (2005:193) and Gravetter and Forzano, (2003:465). The process of selecting the elements from a larger population is thus called sampling. It is clear that data are generally collected from a sample rather than from an entire population. This is not only less costly but also more practical.

From above it can be deduced that, it is more economical and practical to work with sample rather than with population. Resources to study all members are not adequate. Researcher attempted to avoid biasness.

#### **3.4.1.2.1 Sampling selection procedure and methods**

A method is described as “a route that leads to a goal” Kvale, (1996:4) quoted in Henning, 2004.70) A method deals with a task comprising one step of a procedure and specifies how this one step is to be performed Koontz and O’Donnell, (1968:87) A method is thus more limited in scope than a procedure. Various methods of obtaining a sample are available. However, the adequacy of a method is assessed by the representativeness of the selected sample. Polit and Hungler, (1993:184) write that “(t)he larger the sample, the more representative of the population it is likely to be”. Nel, (2001:345) concludes clearly that the sampling procedure must be designed so that samples of the actual population are collected accurately and consistently and reflect the concentrations of the population at the time and place of research.

Sampling theory distinguishes between probability and non-probability sampling methods. Bailey, (1982:91) The characteristics of each method can be explained as follows:

Probability sampling is a section of subjects from a population using random procedures for example stratified sampling, simple random sampling, cluster sampling and systematic sampling Polit and Hungler, (1993:4430). Probability sampling methods are the most commonly used because the selection of respondents is determined by chance. This method provides known, equal and calculatable changes that each subject of the population can be included in the research.

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

#### **3.4.1.3 Details of selected sample**

The Ndlambe local municipality renders housing services in its area of jurisdiction. In this function the Ndlambe local municipality is assisted by the Department of Housing in the Eastern Cape Province government. In order for this study to get a to obtain a representative, yet knowledgeable sample and objective response the following respondents were used.

- Mayor of Ndlambe Municipality
- Member of executive council (MEC) for housing
- Portfolio councillor responsible for housing
- Ward councillors of Ndlambe
- Ward committee members responsible for housing in Ndlambe
- Municipal Manager

- Head of Department of Housing
- Head of Department of Housing (provincial government)

Stakeholders living in the Ndlambe local municipality to represent the citizens

- Businesses owners
- Churches leaders
- Schools principals
- SALGA Office-bearers
- Civics leaders; and
- Non- governmental Organisations

The citizens frequency is 32 and the percentage is 47,7% . The chief officials frequency is 23 and the percentage is 30,7% . The political office-bearers frequency is 20 and the percentage is 21.6%. In total the frequency is 75 to be 100.0%

The stakeholders wererandomly selected and all respondents must be the recipients of housing services, be in need of housing services and/or actively involved as a municipal chief official, councillor or political office bearer in the rendering of housing services

### **3.4.2 Data collection instruments and procedure**

Data needs to be collected and analysed to test the viability of the hypothesis. Various instruments can be used for the collection of data, for example a literature study, interviews and questionnaires. Furthermore, scientific research consist of two supplementary phases, namely a theory construction phase, based on a literature study and a theory testing phase based on an empirical study. ( Meiring, 1987:2)The literature study comprises of primary and

secondary sources. Primary sources for the purpose of this study comprises of applicable legislative measures, municipal annual reports and minutes. Secondary services consisted of relevant published books on the topic. In the empirical study questionnaires and a study of available literature and public documentation were used to collect data from the respondents. In this study various instruments have been used namely literature study, municipal annual reports minutes and local newspapers. The purpose of this is to ensure that all available instruments are used to test the viability of the hypothesis in a nutshell questionnaires and a study of available literature and public documentation were used to collect data from the respondents.

#### **3.4.2.1 Questionnaire details**

Semi-structured questionnaires were distributed to the above three sample groups because open-ended and close-ended questions were used. The questionnaires were distributed and collected by hand.. A pilot study was conducted in the Ndlambe local municipal area. In each questionnaire questions were be scaled by using a simple category scale (also known as a dichotomous scale) for all “Yes” and “No” questions. For “Agree” and “Disagree” questions questions, a summated scale (the five point scale) were used. A scale is described and explained as “(a) class of quantitative data measures often used in survey research that captures the intensity, direction, level or potensity of a variable construct along a continuum. (Neuman, 2006:207) The type of summated scale used in this study is the Likert Scaling where the respondents are asked to respond to five items in terms of several degrees of agreement or disagreement, for example strongly disagree; disagree; neutral; agree; strongly agree. (See Bailey 1982:365) Two different questionnaires were used. The first questionnaire was distributed to specific political office-bearers and the chief officials in the

Ndlambe local municipality. The second questionnaire was distributed to specific stakeholders to represent the municipal citizens of the Ndlambe local municipality.

### 3.4.3 Response rate

The questionnaire statistical details can be set out as follows.

**Table 3.1 QUESTIONNAIRES USED AND RECEIVED**

QUESTIONNAIRE	USED	RECEIVED BACK	PERCENTAGE
Political office-bearers	25	20	80
Chief officials	23	23	100
Citizens	40	32	80
TOTAL	88	75	260

Newman (2006:295) writes that "... the failure to get valid response from every sampled respondent weakens a survey. Barbie (1973: 165) writes that a response figure of at least 50% should be sufficient for analysis of the questionnaires a figure of 60% can be seen as "good" and a figure of 70% as "very good". It can be deduced that a positive response, which is 80% for both political office-bearers and citizens and 100% for chief officials was received, an indication that respondents were confident enough to provide information freely and also prepared to share their experiences of accountability in housing services.

### 3.4.2.2 Interview details

An interview is a method of data collection in which one person (an interviewer) asks questions of another person ( a respondent) . Interviews are conducted either face-to-face or by telephone. Polit and Hungler, (1993:438). Interviews are a useful method for data collection in qualitative research. All interviews are interactional events and are deeply and

unavoidable in creating meanings that ostensibly reside within the participants, Manning in Holstein and Gubrium, (1995:4) Both unstructured and semi-structured interviews were used in the research.

The Municipal Manager, Directors directly accountable to him, and housing beneficiaries were interviewed in their respective offices and beneficiaries in their various homes. The date for the interviews was on the 05 August 2009 and for beneficiaries 12 August 2009.

#### **3.4.4 DATA ANALYSIS**

The purpose of this research is not simply having data, but to deduce information from data collected. In this study data has been analysed in an inductive (for quantitative) and deductive (for qualitative mode). The analysis of data was premised on deductive analysis, which methodologically was ideal for a qualitative research. Vithal and Jansen, (1997:27) write that researchers can only make sense of the data they collect through organizing and arranging data into manageable form. The data was coded by categorizing and breaking it into broad sections in order to make sense of the collected information. Data was accumulated recorded and arranged systematical for interpretation. Statistical packaging programmes were used. For easy interpretation, data was packaged into manageable themes and variables. Data were analysed by using tables excel spreadsheets and graphs.

Data analysis is the process of selecting, sorting, focusing and discarding data. These activities were performed in this study to ensure the accuracy of the data and the conversion from data form to a reduced form which is more appropriate for data analysis. Polit and Beck (2006:398) write that the analysis of qualitative data is an active and interactive process. Quantitative analysis is a process of fitting data together, of making the invisible obvious, of linking and attributing consequences to antecedents. It is a process of conjecture and verification, of correction and modification, of suggestion and defense". Morse and Field,

(1995:126) quoted in Polit and Beck, (2006:395) In this study questionnaires had been used to amass the much. Likert is a technique used in the questionnaire questions in this study Bailey,(1982:365).

From above it can be deduced that the following techniques were used to analyse data, qualitative data analysis, quantitative data analysis and statistical data analysis. This has helped the researcher to sift the data and inductively putting the pieces together. Vithal and Jansen, (1997:27) writes that researches can only make service of the data they collect through organizing and arranging the data into manageable form. For example data was coded by classifying and breaking it into wide sections in order to make judgement or understanding of the amass data. Data collected, was arranged systematical for interpretation. Statistical packaging programmes was used to ensure easy interpretation, data was packaged into manageable themes and variables. Data was analysed by using tables, excel spreadsheets and graphs. Data analysis comprises data qualitative data analysis,quantative data analysis and statistical data analysis were used. Statistical analysis cover a broad range of techniques, Polit and Hungler, (1993:41) and Henning, (2004:104 and 127). The data was analysed in both an inductive and deductive mode. Scaling such as nominal, ordinal and interval ratio sealing was used. The five point scale of likert was used in the questionnaire questions.

### **3.5 ETHICAL CONSIDERATIONS**

Strydom (2007:56) writes that the fact that human beings are sometimes the objects of study in the social sciences brings unique ethical problems. A researcher has to entirely adhere to particular ethical requirements. “These requirements are divided into two wide categories of responsibility”. “Firstly, the responsibility towards human and non-human participants and

secondly the onus towards the discipline of science that need them to report with accuracy and truth.

Marlow, (1998:151) emphasizes that it is important that the researcher obtain the informed consent of the potential participants, that the participants be told what the purpose and the objectives of the research project are, to enable them to give a voluntary consent or otherwise reject participation before commencement of the exercise. In this study this was exactly done.

De Vos, (2007:57) explains that emphasis should be placed on precise and complete information so that the participant may be able to thoroughly make up a reasonable decision about possible participation. Heady (2005:102) writes that all researchers should respect the participants right to privacy.

According to the *Oxford Advanced learner's Dictionary*, seventh edition (2005:498), ethics is a system of moral principles that control or influence a person's behaviour. In this study ethical practices and accepted professionalism were adhere to. Bailey, (1982:428) writes that "it is generally agreed that it is unethical for researchers to harm anyone in the course of research, especially if it is without the persons knowledge and permission" It means therefore that in the process of this research the following ethical principles were absolutely conformed to and the respondents duly informed.

- Validity-                 The degree to which an instrument measures what it is intended to measure.
- Plagiarism -             All source of information used were acknowledge to circumvent plagiarism
- Coercion -               The explicit or implicit use of threats (or excessive rewards) to gain people cooperation.
- Honesty -                The researcher was at all material times and under all circumstances

report the truth with honesty and never presented the truth in a biased way.

- Anonymity - Protection of participants in a study such that even the researcher cannot link individuals with the information provided.
- Freedom of choice - Respondents were given freedom of choice in taking part in the research through informed consent. Respondents were free to withdraw at anytime from taking part (Hanekom and Thornhill 1997:4 and Salkind, 1997:41)
- Open-ended question - A question or questionnaire that does not restrict respondent's answer to pre-established alternatives.

### **3.6 CONCLUSION**

The research design has enabled the researcher to larger extent to answer the research question to its logical conclusion. This has been determined in term of both substantive and methodological considerations. The research has selected a design that matches the aim of the research. The research design has also provided accurate unbiased, interpretable and replicable evidence possible.

Tables, graphs and charts foster quick understanding of statistical information to support management decision making. However there are some kinds of information or data that cannot be adequately recorded using quantitative data capturing, hence words have been used in this study to describe a social phenomena couple to quantitative approach.

Small scale sample sizes from population is used. The small samples that are a cross section of entire population helped to save time and cost as it is impossible to cover the whole

population. Participant respondents were used to supply information according to conceptual understanding of the study. The response rate was very good.

Questions were sequenced in a psychological meaningful way that encourage cooperation and frankness. The design of the questionnaire was critical in ensuring that the questions asked were relevant to the societal problem being studied, and that accurate and appropriate data for statistical analysis were collected. Respondents were confident enough to provide information freely and also prepared to share their experiences of accountability in housing services.

The techniques used to analyse data and statistical data analysis helped the researcher to sift the data and inductively putting pieces together. .

## CHAPTER FOUR

### DATA PRESENTATION, ANALYSIS AND INTERPRETATION

#### 4.1 INTRODUCTION

The *Reconstruction and Development Programme* (1994:22) stated that “(t)he lack of adequate housing and basic services in urban townships and rural settlements today has reached crisis proportions. The *Construction of the Republic of South Africa*, 1996, as amended states clearly that “(e)veryone has the right to have access to adequate housing ...[and that] (t)he state must take reasonable legislative and other measures within its available resources to achieve the progressive realisation of this right. This right, against the background of an ever-increasing backlog in the provision of housing, places an obligation on all role-players to secure houses in which to live in peace and dignity.

The National and Provincial governments are the two spheres of governmental that has to provide adequate housing to the citizens in terms of the above Constitution. 9Schedule 4 and 5 Part A) This task was however, delegated to the municipal authorities which are closer to the people. Municipal authorities are the facilitators of the process of providing housing to the people on behalf of the National and provincial spheres of government. The delegation of authority cannot effectively take place without public accountability. That is to demand account and to render account.

Within the title of the study the main purpose of this chapter is to analyse and interpret the data collected to evaluate public accountability in the provision of housing in the Ndlambe local municipality. The main focus of this chapter is the analysis of data. Data was captured on Statistical Package for Social Services (SPSS) version 18. The frequencies and percentages of responses for each question posed are presented below in the tables comparing

three categories of respondents who responded to the same questions, namely: citizens, political office-bearers and chief officials. Each row of the last column of all tables (except table 1) shows the percentage of each response category within each question thus adding up to 100% at the end. To be able to compare the three response groups, row instead of column percentages have been used showing percentages within each response category or each question.

Further, the last row on each table (except table 1) has been added to reflect the total number and percentage of each category of respondents that responded to each question compared to other categories of respondents. Bar graphs and pie-charts have also been used to show the distribution of responses per question, not per category of respondents as it would look cumbersome to reflect this in both tables and graphics.

The chapter consists of two main sections, firstly the demographic details of the respondents were described and explained below. Secondly the findings of the survey research were analysed, interpreted and evaluated. The following topics were dealt with.

- Public accountability as a strategy
- Public accountability policy as applied by the Ndlambe local municipality
- The negative view of municipal officials about public accountability
- Regular evaluation of public accountability policy
- Views of role-players of effectiveness of public accountability
- Influence of corruption on effective implementation of public accountability
- Ward councillors providing feedback to citizens
- Perceptions of citizens about quality of houses

Data on the accountability principles in municipal housing services will be analyzed and interpreted. Thirdly, the requirements for effective accountability will be analyzed and interpreted, fourthly the data on implementation of public accountability in housing services will be analysed and interpreted, lastly the impact of public accountability on Ndlambe local municipality will be analysed and interpreted.

## **4.2 DEMOGRAPHIC DETAILS OF CITIZENS, POLITICAL OFFICE BEARERS AND CHIEF OFFICIALS AS RESPONDENTS**

The central responsibility of municipalities is to work together with local communities to find sustainable ways to meet citizens needs and improve the quality of their lives. “Developmental 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.” Municipal councillors and officials in the Ndlambe local municipality should foster the involvement of citizens in the design and delivery of municipal programme. The main reason for this simple choice is informed by constitutional imperatives compelling local government to provided democratic and accountable government for local communities. The statistical information is presented below.

### **4.2.1 Age of the respondents**

The table shown below indicate the age distribution details of the respondents

**TABLE4.1 : AGE OF THE RESPONDENTS**

Gender	Citizens	Chief Officers	Political Leaders	Total
	N (%)	N (%)	N (%)	N (%)
≤34	12 (50.0)	10 (41.7)	2 (8.3)	24 (32.0)
35-50	18 (41.0)	12 (27.0)	14 (32.0)	44 (58.7)
≥51	2 (28.6)	1 (14.3)	4 (57.1)	7 (9.3)
Total	32 (42.7)	23 (30.7)	20 (26.6)	75 (100.0)

It can be deduced from above that the respondents are fully grown and have applied their minds in responding to the questionnaire. The majority (8,3%) of young people indicates that they are not being pondered for political appointments whilst the majority of political office-bearers (57;1 %) are greater than or equal to 51 years old an indication of political experience which assist in terms of policy making process.

#### 4.2.2 Gender distribution of the respondents

The table below presents the percentages of the sample from a gender perspective

**TABLE 4.2: GENDER OF THE RESPONDENTS**

Gender	Citizens	Chief Officers	Political Leaders	Total
	N (%)	N (%)	N (%)	N (%)
Male	18 (43.0)	13 (31.0)	11 (26.0)	42 (56.0)
Female	14 (42.4)	10 (30.3)	9 (27.3)	33 (44.0)
Total	32 (42.7)	23 (30.7)	20 (26.6)	75 (100.0)

It is obvious from above that the majority of respondents were males especially on both citizens and chief officials, with the exception of political office bearers where females (27.3%) are in the majority against the male (26%).

Through women are in the majority in our communities, their representation in the government structures, and new's leaves much to be desired. It can be deduced that though pieces of legislation advocate for gender quality in all sectors of our communities the powers that be turn a blind eye on it. The principle of *employment equity Act, 1998* are not pondered. Gender equality is important to the transformation of societies for political, economic and human development.

#### 4.2.3 Yearsof service of respondents

The table below reflects the responses received regarding the years of service of the respondents.

**TABLE 4.3: RESPONDENTS YEARS OF SERVICE**

**Table: Years of Service**

Years of Service	Citizens	Chief Officers	Political Leaders	Total
	N (%)	N (%)	N (%)	N (%)
<5 years	7 (46.6)	4 (26.7)	4 (26.7)	15 (20.0)
5-10 years	15 (48.0)	8 (26.0)	8 (26.0)	31 (41.3)
11-15 years	5 (29.4)	7 (41.2)	5 (29.4)	17 (22.7)
16-20 years	3 (37.5)	3 (37.5)	2 (25.0)	8 (10.7)
>20 years	2 (50.0)	1 (25.0)	1 (25.0)	4 (5.3)
Total	32 (42.7)	23 (30.7)	20 (26.6)	75 (100)

The majority (41.2) of chief officials have a service of between 11 and 13 years which can be seen as advantage for good governance and better understanding of the laws that govern local government. Followed by (29.4%) of both political office-bearers and citizens which can be seen as enough experience to understand the importance of accountability in Ndlambe local municipality housing services.

The high percentage of experience chief officials, citizens and political office-bearers give confidence that the Ndlambe local municipality is being run efficiently and effectively. From above it can be deduced that the response from respondents can be seen as accurate and informed response based on years of service.

#### 4.2.4 Home language of respondents

**Table: Home Language**

The table below presents the percentage of the sample from a home language perspective.

**TABLE 4.4: HOME LANGUAGE OF RESPONDENTS**

Home Language	Citizens	Chief Officers	Political Leaders	Total
	N (%)	N (%)	N (%)	N (%)
Xhosa	23 (42.6)	16 (29.6)	15 (27.8)	54 (72.0)
English	7 (46.7)	5 (33.3)	3 (20.0)	15 (20.0)
Afrikaans	2 (33.3)	2 (33.3)	2 (33.3)	6 (8.0)
Total	32 (42.7)	23 (30.7)	20 (26.6)	75 (100.0)

From above it can be deduced that the majority of respondents were those whose home language is isiXhosa. Reason being that the majority of citizens in Ndlambe local municipality are Xhosa speaking people, and those demographics are also reflected in the public institution like Ndlambe local municipality.

#### 4.2.5 Academic qualifications of respondents

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

**TABLE 4.5: ACADEMIC QUALIFICATIONS OF RESPONDENTS**

**Table: Educational Qualifications**

Education	Citizens	Chief Officers	Political Leaders	Total
	N (%)	N (%)	N (%)	N (%)
Grade 12	15 (53.6)		13 (46.4)	28 (37.3)
Degree/Diploma	10 (33.4)	16 (53.3)	4 (13.3)	30 (40)
Postgraduate Qualification	7 (41.2)	7 (41.2)	3 (17.6)	17 (22.7)
Total	32 (42.7)	23 (30.7)	20 (26.6)	75 (100)

The majority of chief officials have degree and postgraduate degree, which is a clear indication of the capacity chief officials have administratively to deal with the challenges facing Ndlambe local municipality like accountability. Whilst the majority of both citizens and political office-bearers have grade 12 this might affect the quality of planning and decision-making and the new approaches to planning require relatively skilled political office-bearers and citizens.

It can be deduced that lack of capacity is thus being seen as a major reason for the poor accountability in housing services. Success of an organisation is mainly determined by the effectiveness and efficiency of chief officials, political office-bearers and wide awake citizens. In the words of Drucker, (1997:44) efficiency is concerned "... with doing the right things right". Educational Qualifications therefore become paramount for effectiveness and efficiency of Ndlambe's chief officials, citizens and political office-bearers.

### 4.3 DATA ANALYSIS REPORT: EVALUATION

#### Presentation of results

#### Table 1: Position Held

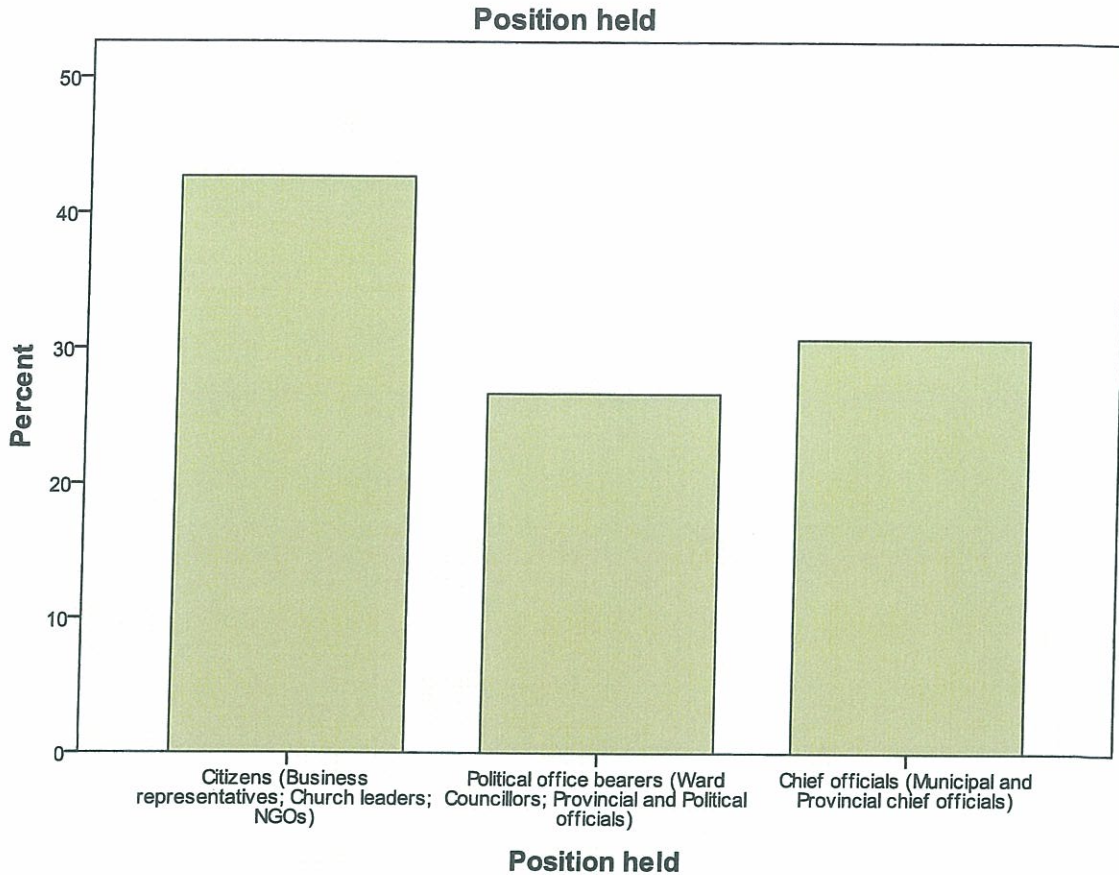
#### 4.2.6 Position / office held

The table below presents the percentages of the sample from a position or office perspective.

**TABLE 4.6 : POSITION /POST HELD BY RESPONDENTS**

	Frequency	Percent
Citizens (Business Representatives; Church leader; NGOs)	32	47.7
Chief officers (Municipal and Provincial chief officials)	23	30.7
Ward Councillor and Political office bearers	20	20.6
Total	75	100.0

Figure 4. 1: POSITION/POST HELD



The majority of the respondents were citizens (47.7%), followed by chief officers (30.7%) and ward councilors (20.6%).

### **4.3 THE FINDINGS OF THE SURVEY RESEARCH: PUBLIC ACCOUNTABILITY IN THE RENDERING OF MUNICIPAL HOUSING SERVICES**

As indicated in section 1.3 of the Introductory Chapter this research intended to investigate and evaluate the following study problem: The effective and efficient rendering of housing services at the Ndlambe local municipality to satisfy a growing need is hampered by the lack of proper public accountability coupled by unethical behaviour between role-players.

#### **4.3.1 Evaluation of public accountability in municipal housing services**

The following questions and statements were put to the respondents.

##### **Item 1:**

**Statement: Public accountability is a strategy for Ndlambe local municipality to hold every councillor and official responsible and accountable for his/her action taken.**

**TABLE 4.7: PUBLIC ACCOUNTABILITY IS A STRATEGY**

Categories	Post or Office			Total
	Citizens	Political office bearers	Chief officials	
	N (%)	N (%)	N (%)	
Neutral	0 (0)	1 (50.0)	1 (50.0)	2 (2.7)
Agree	3 (33.3)	2 (22.2)	4 (44.4)	9 (12.0)
Strongly agree	28 (75.7)	5 (13.5)	4 (10.8)	37 (49.3)
No response	1 (3.7)	12 (44.4)	14 (51.9)	27 (36.0)
<b>Total</b>	<b>32 (47.7)</b>	<b>20 (26.7)</b>	<b>23 (30.7)</b>	<b>75 (100.0)</b>

ITEM: 2

Statement: Public accountability is a strategy for Ndlambe Local Municipality to hold every Councilor and official.

Answer: The majority of respondents 49.3% (37) answered positively while 36.0% (27) provided no response, 12.0% agreed with the statement and 2.7% (2) remained neutral.

The above findings indicate that it is important that citizens should demand accountability from chief officials and political office-bearers and in turn they need to render account hence citizens strongly agreed with the above statement. The respondents motivated their response as follows:

- Public accountability determines control measures and standards

- Public office-bearers are able to give public explanation for every activities performed.
- Responsiveness to public needs and problems is essential

**Item 2:**

**Question:** Does Ndlambe Local Municipality have a specific policy in place to ensure effective accountability?

**TABLE 4.8: PUBLIC ACCOUNTABILITY POLICY IN PLACE**

Categories	Post or Office			Total
	Citizens N (%)	Political office bearers N (%)	Chief officials N (%)	
No	32 (50.8)	12 (19.0)	19 (30.2)	63 (84.0)
Yes	0 (0)	7 (63.6)	4 (36.4)	11 (14.7)
No response	0 (0%)	1 (100.0)	0 (0)	1 (1.3)
<b>Total</b>	<b>32 (42.7)</b>	<b>20 (26.7)</b>	<b>23 (30.7)</b>	<b>75 (100.0)</b>

**ITEM: 3**

**Question:** Does Ndlambe Local Municipality have a specific policy in place to ensure effective accountability?

**Answer:** The majority of the respondents 84.0% (63) answered negatively while 14.7%(11) responded positively and 1.3%(1) provided no response. It is clear from the above that a lack of effective policy to regulate public accountability formally, will lead to a situation when accountability will be done informally without ensuring responsibility to demand accountability and to render account to council. The lack of an effective policy for

accountability purposes also shows negligence on the part of the councillors to ensure that an effective executive policy is in place.

The above is inconsistency with the spirit of both *Municipal Systems Act, 32 of 2000* and which *Municipal Finance Management act 56 of 2003(Act 56 of 2003)* indicate that a municipality must establish appropriate mechanism processes and procedures to enable the local community to participate in the affairs of the municipality in an open fair and transparent way. The respondents motivated their responses as follows:

- Lack of effective community consultation
- No formal policy on accountability has ever developed
- Lack of effective engagement of stakeholders on the affairs of the municipality
- No empowerment of citizens to fulfil their potential as partners in Ndlambe local municipality
- Poor links with civil society.

From above it can be deduced that Ndlambe local municipality does not actively encourage meaningful participation of citizens. Lack of accountability policy to provide a framework within which its citizens can interact with it, in ensuring their needs are met and thereby giving voice to its vision, resulted in citizens losing faith in the Ndlambe local municipality.

**Item 3:**

**STATEMENT: MUNICIPAL OFFICIALS HAVE A NEGATIVE VIEW OF PUBLIC ACCOUNTABILITY**

Categories	Post or Office			Total
	Citizens	Political office bearers	Chief officials	
	N (%)	N (%)	N (%)	N (%)
Agree	27 (41.5)	19 (29.2)	19 (29.2)	65 (86.7)
Disagree	5 (50.0)	1 (10.0)	4 (40.0)	10 (13.3)
<b>Total</b>	<b>32 (42.7)</b>	<b>20 (26.7)</b>	<b>23 (30.7)</b>	<b>75 (100.0)</b>

Answer: The majority of respondents 86.7% (65) answered positively while 13.3% (10) disagreed with the above statement. The following reasons were given:

- Lack of sensitivity and responsiveness to the real needs and legitimate expectations of the people
- Misgovernment and mal administration of chief officials.
- Accountability becomes a matter of enforcement

From above it can be deduced that public accountability demands the transparency of every activity of government. It also means access to information by any member of the public hence officials feels uncomfortable with public accountability. Secrecy and confidential are breeding grounds for political and administrative corruption.

Item 4:

Question: Are such accountability policy regularly evaluated and adapted to changing circumstances?

**Table 4.10: EVALUATION OF PUBLIC ACCOUNTABILITY AND ADAPTION TO CHANGING CIRCUMSTANCES**

Categories	Post or Office			Total
	Citizens	Political office bearers	Chief officials	
	N (%)	N (%)	N (%)	N (%)
No	24 (46.2)	13 (25.0)	15 (28.8)	52 (69.3)
Yes	7 (33.3)	7 (33.3)	7 (33.3)	21 (28.0)
No response	1 (50.0)	0 (0)	1 (50.0)	2 (2.7)
<b>Total</b>	<b>32 (42.7)</b>	<b>20 (26.7)</b>	<b>23 (30.7)</b>	<b>75 (100.0)</b>

## ITEM: 5

Question: Are such accountability policy regularly evaluated and adapted to changing circumstances?

Answer: The majority of the respondents 56.0% (42) answered by indicating that it is reviewed yearly positively while 4.0% (3) indicated that the policy is reviewed after 2<sup>nd</sup> year and other respondents both 1.3 %(1) indicated that is evaluated after 3<sup>rd</sup> year and 4<sup>th</sup> year.

The following reasons were given:

- Respond to predicted future possibilities
- Assign resources and responsibility for implementation and to map resulting accountabilities
- Set direction for development plans and other matters

Answers were also negatively motivated as follows:

- Lack of consultation process in the formulation of policy
- Public notice is not given of the proposed policy
- No checks and balances

From above it can be deduced that as a municipal requirement the policy is supposed to be reviewed annual. This is supposed to be done in line with the budgetary cycle as the means of making the policy more effective and to foster a sense of ownership of stakeholder in Ndlambe local municipality is clear that it is done haphazardly.

Item 5:

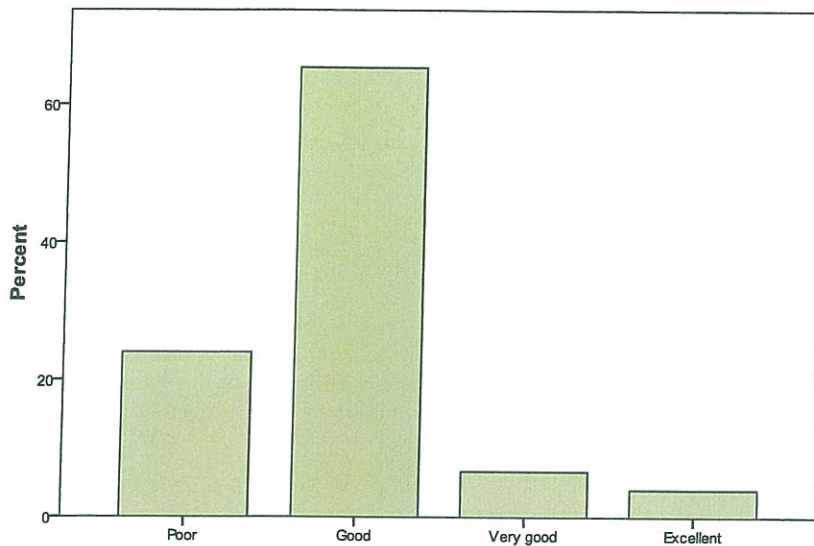
**Question: Views about the effectiveness of public accountability at the Ndlambe local municipality**

**TABLE: 4.11: EFFECTIVENESS OF PUBLIC ACCOUNTABILITY**

Categories	Post or Office			Total
	Citizens	Political office bearers	Chief officials	
	N (%)	N (%)	N (%)	N (%)
Poor	13 (72.2)	4 (22.2)	1 (5.6)	18 (24.0)
Good	19 (38.8)	12 (24.5)	18 (36.7)	49 (65.3)
Very good	0 (0)	3 (60.0)	2 (40.0)	5 (6.7)
Excellent	0 (0)	1 (33.3)	2 (66.7)	3 (4.0)
<b>Total</b>	<b>32 (42.7)</b>	<b>20 (26.7)</b>	<b>23 (30.7)</b>	<b>75 (100.0)</b>

Figure 6: Views about the effectiveness of public accountability at the Ndlambe Local Municipality

**FIGURE 4.2: PUBLIC ACCOUNTABILITY AT NDLAMBE LOCAL MUNICIPALITY**



Item: 6

Statement: Views about the effectiveness of public accountability at the Ndlambe local municipality. In five point hark scale the following categories were used by the respondents, poor, good, very good and excellent.

Answer: Twenty four point zero percent of respondents indicated poor while 65.3%(49) of the respondents indicated good, 6.7%(5) showed very good and finally 4.0%(3) indicated excellent. The above evidence shows that the majority 65.3%(49) of the respondents believed that public accountability is effective in Ndlambelocal municipality while 24.0%(18) viewed it as poor, respondents who viewed it as very good received 6.7%(5) however the minority 4.0%(3) viewed it as excellent. To justify their views the following positive reasons were given.

- Political office-bearers use the regular in-year reports, reviews and annual reports as the tool to ensure effective oversight.

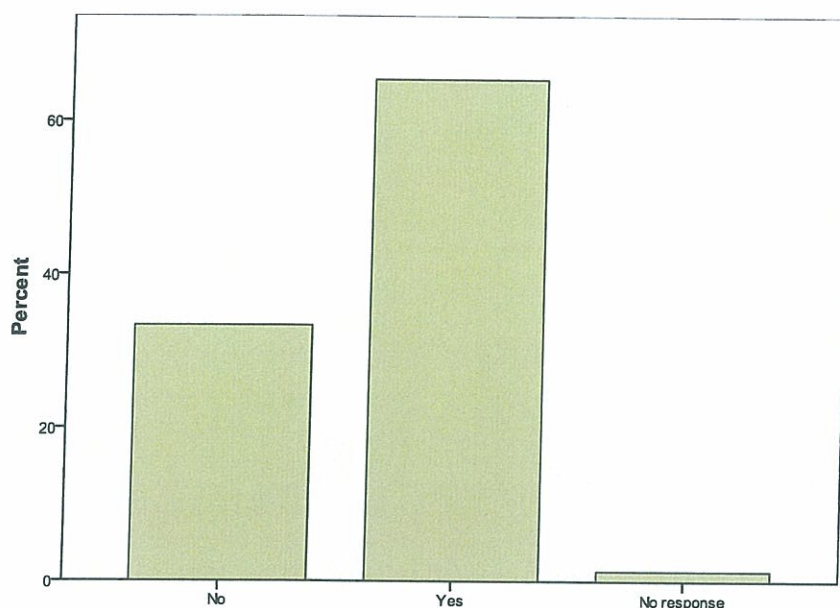
- Chief officials are held accountable for their performance by regular and consistent reporting to political office-bearers.
- Ongoing consultation and report backs to the citizens.

**Item : 6**

**Question: Are citizens aware of the housing standards that one should expect?**

**TABLE 4.12: AWARENESS OF CITIZENS OF HOUSING STANDARDS**

Categories	Post or Office			Total
	Citizens	Political office bearers	Chief officials	
	N (%)	N (%)	N (%)	N (%)
No	16 (64.0)	5 (20.0)	4 (16.0)	25 (33.3)
Yes	16 (32.7)	15 (30.6)	18 (36.7)	49 (65.3)
No response	0 (0)	0 (0)	1 (100.0)	1 (1.3)
<b>Total</b>	<b>32 (42.7)</b>	<b>20 (26.7)</b>	<b>23 (30.7)</b>	<b>75 (100.0)</b>

**FIGURE 4.3: AWARENESS OF CITIZENS OF HOUSING STANDARDS**

Item: 7

Question: Are citizens aware of the housing standards that one should expect?

Answer: The majority of the respondents 65.3%(49) indicated that citizens are aware whilst 33.3%(25) responded negatively by stating that citizens were not aware and 1.3%(1) there was no response. The respondents motivated their responses as follows:

- Constant communication between citizens and housing section in Ndlambe
- Ensuring that housing needs of Ndlambe are considered by national and provincial decision making process

Answers were also negatively motivated as follows:

- Limits on community participation
- The absence of a strong and shared direction and vision for planning
- Lack of administration capacities in housing section of Ndlambe
- Shortage of high quality management
- No participatory models developed

- Lack of understanding of the housing delivery process by the beneficiaries
- Representation of stakeholders in housing structures is often limited
- Long and unresponsive mechanism to address the plight of the poor

From above it can be seen that citizens participation in housing delivery process and the involvement of beneficiaries have been ignored in the name of speed and efficiency ignored in the name of speed and efficiency. Citizens are not consulted about the level, standard and quality of housing standards they can expect.

Item 7

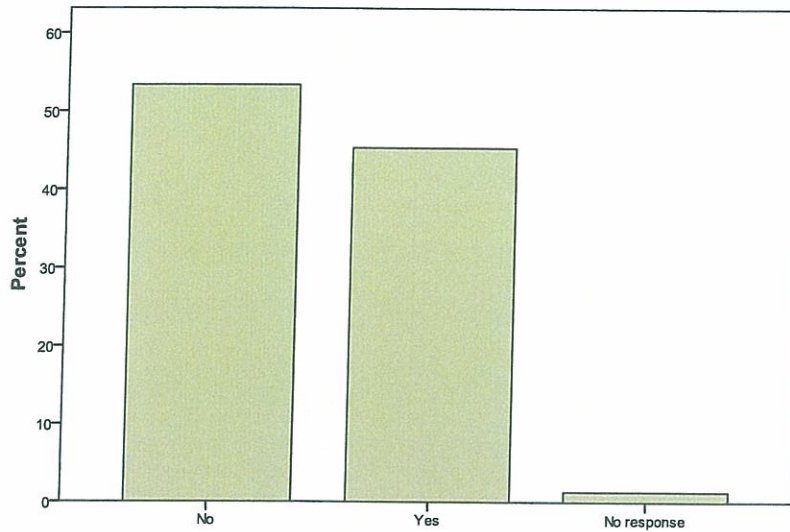
**Question: Does corruption influence the effective implementation of public accountability at your institution?**

**TABLE 4.13: INFLUENCE OF CORRUPTION ON IMPLEMENTATION OF PUBLIC ACCOUNTABILITY**

Categories	Post or Office			Total
	Citizens	Political office bearers	Chief officials	
	N (%)	N (%)	N (%)	N (%)
No	19 (47.5)	8 (20.0)	13 (32.5)	40 (53.3)
Yes	13 (38.2)	11 (32.4)	10 (29.4)	34 (45.3)
No response	0 (0)	1 (100.0)	0 (0)	1 (1.3)
<b>Total</b>	<b>32 (42.7)</b>	<b>20 (26.7)</b>	<b>23 (30.7)</b>	<b>75 (100.0)</b>

Figure 20: Does corruption influence the effective implementation of public accountability at your institution?

**FIGURE 4.4: INFLUENCE OF CORRUPTION ON THE IMPLEMENTATION OF PUBLIC ACCOUNTABILITY**



Item 8:

Question: Does corruption influence the effective implementation of public accountability at your institution?

Answer: The majority of respondents 53.3% (40) indicated no, whilst 45,3% answered positively by indicating that it does and we received no response from 1.3 % (1) of the respondents. The responses were as follows:

- Ndlambe local municipality is accountable and public administration is uncorrupted.
- There vigilance against corruptive misdeeds committed by citizens as well as public functionaries
- Promotion of sense of responsibility of all employees to prevent corruption malady

The minority of respondents answered positively by stating that:

- Tendering by chief officials and political office-bearers under the guide of relatives.
- Tendering by chief officials and of public accountability
- Corruption has been uncovered in Supply chain
- Chief officials and political office bearer don't disclose official information for personal gain

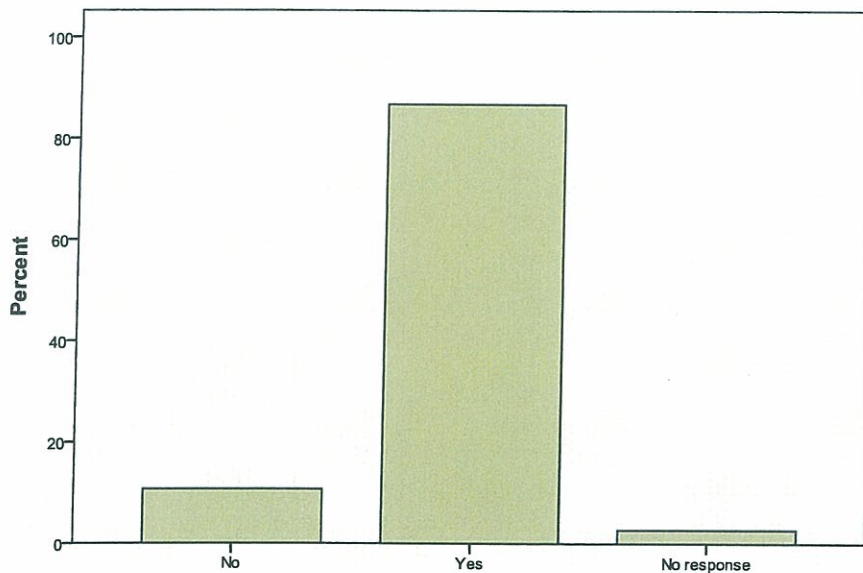
- Officials don't put the public interest first

From above it can be seen that there's a lack of commitment by public servants to adhere to the prescribed guidelines and public office bearers and officials don't exhibit ethical conduct. Basic value governing public administrations are not honoured.

Item 8:

Question: Are Ward Councillors reporting back to their respective constituencies after council has taken a decision on housing services?

**FIGURE 4.5: COUNCILLORS REPORTING BACK TO CONSTITUENCIES**



Item: 9

Question: Are Ward Councillors reporting back to their respective constituencies after council has taken a decision on housing services.

Answer: The majority of respondents 86.7% (65) answered positively while 10.7% (8) answered negatively and 2.7% (2) no response was received. To justify their response the following reasons were given:

Negative response:

- Lack of access to information
- Lack of capacity by all stakeholders to participate fully
- Poor links with civil society

Positive responses:

- Citizens are taken on board when it comes to housing issues
- Citizens are empowered to fulfill their potential as parties in Ndlambe Municipality in housing matters
- Deepen democracy beyond the representative dimension into a more participatory systems
- Ward councilors are more responsive to citizens needs and aspirations

From above it can be deduced that ward councilors give practical meaning and substance to the basic political commitment, that the “People shall govern”. They form a bridge by facilitating proper communication between council and citizens they represents.

In five point mark scale the following categories were used by the respondents: Unknown, poor, satisfactory, good and no response.

Fifty three point three percent -53.3% (40) indicated poor, 18,7% (14) was satisfactory, 14,7% (11) indicated good whilst 10,7% (8) was unknown and 27% (21) we received no response.

The following reasons were given:

- Lines of control, monitoring and quality are not clear and simple
- Regular reporting mechanism are not in place and the governance structures has not mandate of the beneficiaries

- Lower levels of transparency and trust exist due to the complex structure
- Failure of official housing institutions to mobilize or leverage private sector support and funding.

An interview was conducted to one of the beneficiaries, she said that her home “leaks during wet weather”. Another beneficiary said the contractor did not finish building the toilets, while the bricks at the front door of the house were loose. “ I am scared that one day this house will fall while I’m inside she said.”From above it can be seen that contractor and sub-contractor have built houses that either have no roofs or were built incorrectly and pose a danger to the beneficiaries.

Item 9:

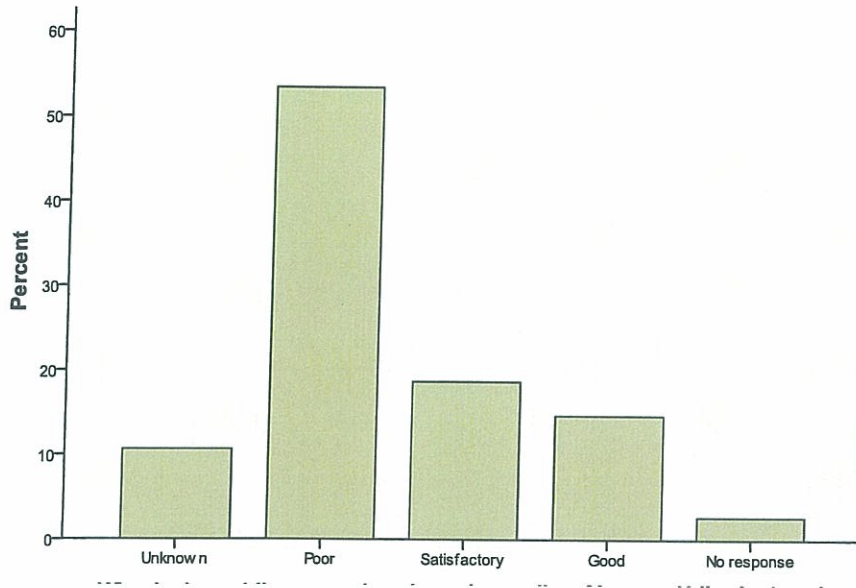
**Question: What is the public perception about the quality of houses Ndlambe Local Municipality is providing to its citizens?**

**TABLE 4.14: PUBLIC PERCEPTION ABOUT QUALITY OF HOUSING IN NDLAMBE LOCAL MUNICIPALITY**

Categories	Post or Office			Total
	Citizens	Political office bearers	Chief officials	
	N (%)	N (%)	N (%)	N (%)
Unknown	1 (12.5)	3 (37.5)	4 (50.0)	8 (10.7)
Poor	22 (55.0)	7 (17.5)	11 (27.5)	40 (53.3)
Satisfactory	4 (28.6)	6 (42.9)	4 (28.6)	14 (18.7)
Good	5 (45.5)	3 (27.3)	3 (27.3)	11 (14.7)
No response	0 (0)	1 (50.0)	1 (50.0)	2 (2.7)
<b>Total</b>	<b>32 (42.7)</b>	<b>20 (26.7)</b>	<b>23 (30.7)</b>	<b>75 (100.0)</b>

Figure 28: What is the public perception about the quality of houses Ndlambe Local Municipality is providing to its citizens?

FIGURE 4.6: PUBLIC PERCEPTION ABOUT QUALITY OF HOUSING AT NDLAMBE LOCAL MUNICIPALITY



Item: 10

Question: What is the public perception about the quality of houses Ndlambe Local Municipality is providing to its citizens.

Answer: In a five point Likert scale the following categories were used by the respondents: unknown poor, satisfactory, good and no response. The responses were as follows.

Fifty three point three percent (40) indicated poor, 18,7% was satisfactory, 14:7(11) indicated good whilst 10.7%(8) was unknown and 2.7% (2) were received no response.

The following reasons were given:

- Lines of control monitoring and quality are not clear and simple
- Regular reporting mechanisms are not in place and the governance structures has no mandate or the beneficiaries

- lower levels of transparency and trust exist due to the complex structures
- Failure of officials housing institutions to mobilise or leverage private sector support and funding.

An interview was conducted to one of the beneficiaries, she said that her home “leaks during wet weather”. Another beneficiary said the contractor did not finish building the toilet, while the bricks at the front door of the house were loose. “I’m scared that one day this house will fall while I’m inside” she said.

From above it can be seen that contractors and subcontractors have built houses that either have no roofs or were built incorrectly and pose a danger to the beneficiaries.

#### **4.4 CONCLUSION**

The significance point of emphasis on the “public” in public administration is that the citizens play fundamental roles in the policy implementation process. Contemporary democratic rights empower citizens to play a meaningful role. Citizen participation in Ndlambe local municipality is however, marked by apathy and a lack of interest. Consultation process in terms of policy formulation and review is done to a limited degree just to ensure compliance. It does not offer citizens a genuine opportunity to have a say in the policies that affect them, and this in turn compromises the quality of policy making. More often than not policies are not properly “joined up” across the departments and council finds it difficult to meet the needs of the local municipality.

The age distribution details of the respondent show that in Ndlambe council those who are thirty four and less are in the minority and those who are senior in terms of large are majority. In terms gender especially when it comes to officials the majority in Ndlambe local

municipality are males, the opposite is true when it comes to councillors the majority of councillors in Ndlambe local municipality are women. This improving gender representation in Ndlambe is not just making up numbers but a deliberate act of gender empowerment informed by historical imperative of creating a truly representative, democratic and equal society.

The years of service of respondents plays an important role in terms of the understanding of the powers and functions of Ndlambe local municipality. It assists both chief officials and political office-bearers to better manage the municipality in an effective and efficient mode. The percentages of the sample from a home language perspective shows that , in Ndlambe Xhosa speaking people are in the majority in the Ndlambe local municipality in terms of employment. Academic qualifications of respondents plays a role in helping Ndlambe local municipality to improve the efficiency and effectiveness of service delivery and to a limited extent to assist council in both meeting their fiscal challenges and finding better ways to manage public expenditure and render account.

The findings on public accountability as a strategy shows that when reliable control standards and measures have been clearly outlined performance is likely to occur and everybody is bound to account for his or her activities. There's no evidence that Ndlambe local municipality has ever attempted to develop a formal policy on accountability. It is evident that citizens in Ndlambe are not formally contributing to the quality of performances and decisions about actions to be taken in public matters. It is self evident that the majority of citizens of Ndlambe are not involved in finding the best solutions to achieve sustainable development. Absence of accountability policy framework shows that political office-bearers

and chief officials find comfort to keep citizens at a distance and bring them on board when it is suitable for them.

Negative view of municipal officials on public accountability indicates that officials tend to conceal information that is going to expose them and put this information in a green paper of which the public has no access to whilst is (confidential) the matter is of public interest. They view public accountability as a matter of forcing them to divulge secret information. The risk of misconduct or unethical behaviour are high when officials have a negative view of public accountability. The findings on the regular evaluation of public accountable policy shows that, at the time of adoption of IDP and budget, policies are supposed to have been reviewed by consulting the citizens as part of deeping democracy beyond the representative dimension annually, not all policies are ready during this budgetary cycle. This show pace of service delivery and of promoting a service of togetherness is resulting in citizens losing faith in Ndlambe local municipality (rates boycott is the case at point).

Effectiveness of public accountability findings show that chief officials are held accountable for their performance by regular and consistent reporting to councillors through the formal structures within the municipality, Councillors are using the regular in year reports, and annual reports as the tool to ensure effective oversight. The challenge though is to improve the efficiency and effectiveness through the best use of management practices. The findings on the awareness of housing standards show that, there's a live relationship between Ndlambe housing officials and members of the public hence they are kept well informed of standard of house which is fourty square metres and ceiling on top. The minority view finding(s) show that there's a lack of administrative capacities in housing section of Ndlambe local municipality. Beneficiaries are not consulted about the level, and quality of housing

standards they can expect, hence government has come up with a rectifying programme to rebuild houses that are leaking and shoddy.

The findings on the influence of corruption on implementation of public accountability indicates that corruption is poised through corruption prevention strategy by ensuring that Ndlambe employees are vigilant against corruptive misleads and are reporting such deeds. The minority of respondents show that tendering process are manipulated and corruption has been uncovered in the supply chain. Ward councillors providing feedback to citizens, the evidence indicates that ward councillors act as representatives of the community they serve and they work to improve the lives of all citizens in their wards. There's regular consultation and report backs to their wards. Ongoing consultation and ensuring that the public is kept informed of council decisions in an honest and open way contributes towards government accountability and provides an impetus for ward councillors to be re-elected into office.

The findings of public perception about quality of housing is evident by the fact that there is a lower levels of transparency which leads to service delivery protest. These service delivery protest about quality of houses, maladministration, nepotism, fraud corruption and the failure of councillors and administration to listen to residents. The reflects a far more fundamental alienation of people from our democracy. It suggests an acute sense of marginalization and social exclusion. There is certainly a marked absence of communication between councillors and residents in so far as housing matters and quality is concerned. The subcontractors and contractors have built houses in Ndlambe with windows that don't open roof that is leaking, cracks in the house and toilets that are not flushing. In conclusion it can be stated that public accountability principles is not applied effectively in the provision of housing at the Ndlambe local municipality.

## CHAPTER FIVE

### FINDINGS, CONCLUSION AND RECOMMENDATIONS

#### 5.1 INTRODUCTION

Local authorities are intended to be democratic institutions which should be responsive to the real needs and justified expectations of the citizens and subject to public accountability.

The study dealt with an evaluation of the accountability principle in the rendering of municipal housing services in the Ndlambe local municipality. Accountability was described as the duty to answer and report to a higher authority, functionary or institution, about the results obtained with the performance of one or more specific functions. Public accountability requires

- demanding accountability, i.e. asking someone to explain something; and
- rendering account, i.e. the act of explaining.

This chapter deals with the findings of the evaluation. This chapter reports back on what have done in chapters one to four in terms of the following demographic details of citizens, political office bearers and chief officials as respondents, evaluation of public accountability in housing services. Problems experienced in the implementation of public accountability in housing services, solutions for the solving of public accountability and measures to ensure effective public accountability.

The concept of “public” of the chapter firstly is to find out whether evidence shows that the problem investigated in the study namely: The inability of the Ndlambe local municipality to satisfy the growing demand for sufficient and adequate housing effectively, is influenced negatively by a lack of proper public accountability has been investigated and what are the findings. Secondly whether it was proved that the effective rendering of housing services at the Ndlambe local municipality is hindered negatively by the lack of proper public

accountability between role players and scientific evidence showing that will be provided. Thirdly this will provide solutions to the challenges of public accountability in the Ndlambe local municipality in the provision of effective housing services. Hence, detailed expositions on the findings of the study are discussed in the ensuing paragraphs.

## **5.2 FINDINGS OF THE STUDY**

Chapter one served as an introduction and general orientation to the study. The chapter described and explained the problem as the inability of the Ndlambe local municipality to satisfy the growing demand for sufficient and adequate housing effectively, is influenced negatively by a lack of proper public accountability. The hypothesis of the study was described as the effective rendering of housing services at the Ndlambe local municipality is hampered negatively by the lack of proper public accountability between role-players. To facilitate the research, to identify the core theoretical concepts and to investigate the problem identified, the focus was subdivided into four research objectives which were analysed in the five chapters. A background to the study and the existence was provided and it was found that the

- housing situation, namely a lack of sufficient and suitable housing due to a long backlog, has a long historical background in South Africa;
- transition to democracy in 1994 meant that the African National Congress (ANC) led government, inherited the problem of providing adequate housing to the poor and disadvantage people; and
- in addressing the inherited inequalities caused by successive previous governments, is a timeous and challenging task for the current governments in the three spheres of government.

The chapter also explained the de-limitation of the study as the Ndlambe local municipality. The significance of the study is to be found in the importance of providing house to the poor and disadvantage people and to determine whether or not public accountability plays a positive role in an ever-increasing need for housing.

Chapter two provided a theoretical framework for public accountability in Public Administration. The purpose was to provide a theoretical and legislative framework for the empirical testing. The chapter dealt with the following topics:

- The Nature and Place of Public Accountability in Public Administration.
- Accountability to ensure effective municipal housing service rendering.

It was found that:

- Public accountability is an essential guideline to effective public administration and thus service rendering.
- Various legislative measures described the role of councilors and chief officials clearly to ensure effective services rendering.
- All municipal service rendering require the demand and rendering of accountability.
- Accountability offers a multitude of benefits to both councilors and officials for example it improves the quality of service rendering and bring stability within the municipality.
- Delegation of authority cannot be separated from public accountability.

In chapter four the research methodology and research design was dealt with. The purpose of the chapter was to describe and explain the manner in which the research was to be conducted and how data would be collected, to describe and explain the methods for the collecting of data to investigate and determine whether or not the study problem and hypothesis is real and

true. Permission to conduct the study was obtained from the Municipal Manager of the Ndlambe local municipality. . Various instruments were used for the collection of the data such as questionnaires, literature study and interviews. The questionnaires were self administrated because they are less experience to distribute; give respondents greater confidence in their anonymity ; and respondents are on their own (independent) without any assistance from the interviewer. The literature study was used based on two supplementary phases, a theory construction phase based on a literature study and a theory testing phase based on an empirical study; and the interviews were used in this study as a useful tool for qualitative collection of data because they give room for flexibility; and the real experiences of the respondents on the depth of subject matter is obtained.

The population is the total number of councilors officials and citizens of Ndlambe local municipality. The sample was taken from the population of Ndlambe local municipality consisted of the following political office-bearers, municipal chief officials and community members. Then the data collection procedure was vividly outlined and response rate was explained, 80% for both political office bearers and citizens and 100% for chief officials.

Chapter three deals with the analysis and interpretation of the research data collected. The purpose was to analysis, interpret and evaluate the data collected to assess whether or not the stated problem of the inability of the Ndlambe local municipality to satisfy the growing demand for sufficient and adequate housing is influenced negatively by lack of proper public accountability. The hypothesis in this study is going to prove that the effective rendering of housing services at the Ndlambe local municipality is hindered negatively by the lack of proper public accountability among role –players, is real and true. This chapter was divided into section for the aim of analysis and proper context of the research data:

- Demographic details of respondents
- Data on municipal officials having a negative view of public accountability
- Data on the awareness of citizen
- Perceptions of citizens about the quality of houses
- Data on the feedback of ward councilors to citizens
- The effectiveness of public accountability policy

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

In this study it is found that the home language of the majority of respondents in Ndlambe area is isiXhosa, which is a reflection of population dynamics and demographic details of Ndlambe municipal area. This dynamic manifest itself in the employment of people in Ndlambe local municipality statistic indicates that the majority of people employed are those of Xhosa speaking, other races are also proportional represented. Gender distribution of the respondents were males in particularly for citizens and chief officials, which is an indication of inequality of women and men in terms of leadership position in our communities and institution of government (chief officials), surprisingly at a political level women are in the majority with a small margin of (1,3%) and is a good start for the empowerment of women.

The academic qualifications of respondents reflects that officials in Ndlambe local municipality are highly qualified with degrees and post graduate degrees which is highly recommendable giving an impression that chief officials are able to deal with the

developmental mandate of local government. The study also show that the majority of both citizens and political office bearers have grade 12 to certain extent this may affect the quality of decision making process and new approaches to planning require relatively highly skilled political office-bearers and wide awake citizens so as to circumvent the manipulation of politicians by well educated officials. Local government is over-regulated it needs political office bearers and citizens who are wide awake and vigilant. The age of the respondents in this study indicates that the respondents demonstrated a high level of maturity thinking and soberness in terms of responding to questions and the information was freely provided without any fear of being prejudice. The study also reflect that the experience of all role players young generation with new ideas are not well represented in council.

It was clearly stated in this study that the years of service of respondents especially of chief officials is good omen taking into account the five key performance areas of municipalities, in ensuring that plans are being implemented, that they are having the desired development impact, and that resources are being used efficiently.

The analysis of the research data on the evaluation of public accountability in municipal housing services proved that: public accountability is one of the most important part of democracy in which each political office bearers and chief officials is subjected to. Each of them must render account in public of his or her activities, in an effective and efficient way.

This study shows that the two steps that are required for effective accountability are deliberately ignored by the chief officials and political office bearers, that of demanding accountability and to rendering account. No evidence of formal appropriate mechanisms and procedures have been developed to create an enabling environment for local communities to

participate in the affairs of the municipality in an transparent and fair mode. Respondents cited the lack of effective community consultation strategy, no formal policy an accountability, no empowerment of citizens and poor links with civil society only for malicious purpose. Political office-bearers fail to exercise an important oversight responsibilities of monitoring and evaluating the resulting outcomes. Chief officials who are responsibility from his or her subordinates are doing that with no particular order or plan, and not in organized way. Personal observation shows that this creates chaos in the municipality, supervisions a challenge. Through chief officials are well educated the capacity to execute and implement public accountability processes are lacking. The chief officials, political office-bearers and municipal stakeholders all accept that they should display a sense of responsibility when performing their official duties and be able to account for their acts in public. This is the best way to political stabilize the municipality for the effective rendering of housing services. Public accountability is not effective execute in the Ndlambe local municipality.

In this study the research analysis data on the awareness of citizens on the housing standards proved that,

- Citizens and beneficiaries are not aware of the housing standard such as minimum forty square meters, plastering of the house outside and inside and inside, ceiling flushing toilets and dividing halls, there standards are written down black and white and are known by both chief officials and political office bearers, citizens are kept on the dark because of lack of capacity and carelessness of political office-bearers.
- Limits on community participation.

- The absence of a strong and shared direction and vision for planning of housing which is an indicative of lack of capacity monitoring and evaluation of capacity of sub-contractors
- Lack of administration capacities in housing section of Ndlambe local municipality which negatively hindered the effective provision of houses in Ndlambe.
- The housing plan for Ndlambe local municipality is not part of the integrated development plan

The research data analysis on public perception about quality of housing in Ndlambe local municipality proved that:

- All houses that were built in Ndlambe local municipality form part of a programme called rectification programme, because they were structurally programmed, because they were structurally damaged and unfit for human habitation, thus posing a threat to the health and safety of the individual. Reasons being that of lack of supervision by Ndlambe building inspectors, created this kind of unwanted houses.
- Lack of capacity in the provincial department of housing in managing even this rectification programme
- Manipulation of tendering processes where contractors with no experience in building are given contracts
- Failure of Ndlambe local municipality to invite private sector to assist where there is no capacity.

The research data on the analysis and evaluation of the effective provision of housing services in Ndlambe local municipality, it was proved that:

- Access to and representation of citizens or housing beneficiaries to Ndlambe's housing steering committee do not 'permit' the voice of homeless to shape its outcomes substantially.
- Lack of a people-centered housing delivery process, prioritizing the needs of the poor and previously disadvantage.
- Lack of a partnerships between the state, private sector and communities.
- Red tape and unnecessary bureaucratic processes impact n the pace and rate of delivery, given the political imperative to effect rapid material improvement in the living conditions of improve riches majority.
- Houses are being built in areas that are not viable socially, and economically integrate communities, areas that do not allow convenient access to economic opportunities, as well as health, education and social amenities.
- The municipal personnel responsible for housing service in Ndlambe lacks capacity not well capacities and skilled.
- Engagements between the municipality and civil society on the housing question have been limited.
- The effective provision of housing service in Ndlambe is being frustrated and hindered by nature of engagement, poor stakeholder relationship and management. These affect negatively the meaningful and lasting improvements in the quality of life of the poor.

### **5.3 CONCLUDING REMARKS**

Local municipalities are compelled by law to ensure that they provide mechanisms for citizens to participate in the affairs of their local government and provide democratic and

accountable government and administration for local communities. The challenge facing municipalities is to ensure that the mechanisms introduced are effective and efficient and that they actively encourage meaningful public accountability and participation. It is evident that, in Ndlambe local municipality the failure to implement effective rendering of housing services is attributed to a number of factors like, lack of capacity in the administration, failure of the chief officials to set direction for housing development plans control measures are not used to check the work of the subordinates and failure to demand account for any irregularity in so far as housing is concerned from the subordinates.

In this study it was found that the stated problem, that is the inability of the Ndlambe local municipality to satisfy the growing demand for sufficient and adequate housing effectively, is influenced negatively by a lack of proper public accountability by both chief officials and political office bearers which results in poor housing delivery services, is real and yet remain unresolved the reason for the perpetual existence of the problem has been found to be firstly, secondly a lack of a plan to bring citizens on board when it comes to housing services in the Ndlambe local municipality and that of empowering citizens to fulfill their potential with Ndlambe. Thirdly failure to strengthen governance in the Ndlambe local municipality. Failure of co-ordination and management of housing development projects in the Ndlambe local municipality, serious financial, administrative and technical capacity constraints to co-ordinate integrated housing development and the whole issue of understanding whilst the backlog is increasing.

It is evident that the stated and tested hypothesis, is the effective rendering of housing services at the Ndlambe local municipality is hindered negatively by the lack of proper public accountability between role players in the Ndlambe local municipality resulting in poor

service delivery in the provision of quality houses is also true and valid. The hypothesis is true and valid because the convincing evidence proved and confirmed that firstly, Ndlambe local municipality officials have a negative view of public accountability, no evidence of public accountability strategy, citizens are not aware of housing standards, no proper reporting back to the constituencies and public perception about quality of houses in Ndlambe local municipality is very poor.

In conclusion it is proved that the effective rendering of housing services at the Ndlambe local municipality is hindered negatively by the lack of proper public accountability between role players

#### **5.4 RECOMMENDATIONS**

It is recommended that

- Ndlambe local municipality must develop public participation framework which embraces all opinions and views expressed by the citizens. The municipality must identify and recognize existing networks, structures, organizations and institutions and mobilize them for communication purposes.
- The Ndlambe community consists of diverse individuals and groups in terms of race, gender, religion, ethnicity, language, age economic status and sexual orientation. The public participation framework will have to acknowledge that, and understand these differences and ensure that mechanisms are in place to solicit, and evaluate views from diverse, groups and individuals. Specific attention will have to be given to women, the disabled and the youth and children.

- The capacity of communities in Ndlambe local municipality will have to be developed to ensure that they have a clear understanding of the purpose of accountability and public participation and the role that they are required to play. The capacity framework to be developed must empower communities to participate in the affairs of Ndlambe local municipality, and in so doing promote transparency, openness, sincerity and accountability. Funding should be made available in each financial year and be allocated for training of ward committee on their roles and the community on local governance.
  
- Mechanism will have to be developed to ensure that the outputs of public participation are integrated into the planning and decision making processes of the municipality such as decisions in respect of service delivery, IDP, the setting of performance target and budget. It will have to ensure that ward based planning integrate with the IDP process, in so far as housing service are concerned. The discipline of executive or implementation will have to be applied when it comes to eight principles adopted by government and Ndlambe local municipality to improve the levels of service delivery in communities by holding public servants to account. These are

- Consultation
- Setting service standards
- Increasing access
- Ensuring courtesy
- Providing information
- Openness and transparency

- Redress
  - Value for money
- 
- Improve communication strategy and design a strong and effective marketing process that will bring the municipality closer to its community. Undertake quality community survey. To keep up to date with how the community is feeling about housing development and to show the municipality interest in the community. Address the need to develop strong and positive accountability at the highest levels.
  - Develop better public accountability processes in housing services and encourage councilors and officials to be visible, approachable and active in their respective communities. Perhaps even ensure that councilors and officials are always very up - to date on all municipal processes.
  - Improve community response turnaround as well as become more constructive and creative around accountability in housing services and participation strategies.
  - To design and implement a monitoring too to ensure progress reporting and delivery targets are met in so far as housing is concerned.
  - Involve the community in setting indicators and targets in housing in particular
  - To create a capacity within government to respond in a coordinated and sustainable manner to this challenge
  - Ndlambe Municipality must identify those who qualify for indigent and screen them to prevent corruption and conduct advocacy and awareness raising campaigns for local

communities so that they may understand the plight of those living in squatter and informal settlements.

For Ndlambe local municipality to move from rhetoric to practice requires chief officials and political office bearers in particular to be supportive of community creativity and innovation.

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# NDLAMBE MUNICIPALITY

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Ref.

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1 June 2009

**Mr Vukile Balura**  
c/o Ndlambe Municipality  
P.O. Box 13  
PORT ALFRED  
6170

Dear Sir

**RE: REQUEST TO CONDUCT RESEARCH**

This serves to confirm that you Mr Vukile Balura have been given a permission to conduct a research on Ndlambe Local Municipality on the Evaluation of Public accountability principle in housing services in the Ndlambe Local Municipality.

Yours faithfully

  
**R. DUMEZWENI**  
**MUNICIPAL MANAGER**

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Ndlambe Municipality incorporating Port Alfred, Bathurst, Kenton-On-Sea, Boesmansriviermond, Alexandria, Seafield, Bokries, Cannon Rocks, and surrounding Rural areas

# Port Alfred Ratepayers' & Residents' Association

P O Box 29  
Port Alfred, 6170

Tuesday, 18 May 2010

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PRE E-MAIL & HAND DELIVERY

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Ndlambe Municipality  
P O Box 13  
PORT ALFRED  
6170

Dear Sirs

## **NDLAMBE BUDGETARY PROCESS: 2010/2011**

### **1. PREAMBLE**

- 1.1 The Budget is the mechanism that translates plans into action. This requires Council to approve a credible budget with realistic revenue and expenditure estimates. In accomplishing this objective, councillors must take a longer-term view that will make financial stability possible in the municipality. Council must budget for the maintenance and replacement of operating equipment to ensure sustainable service delivery.
  - 1.2 *"Sustainable local government is built on the basis of balanced budgets, as unfunded deficits are not allowed. Municipalities will have to take full responsibility for their actions and should not expect national or provincial government to bail out badly managed municipalities. Prioritising the level of service delivery and ensuring costs that are affordable to ratepayers as well as the continuation of routine maintenance will guarantee the sustainability of the service offered by the municipality. (Treasury Circular)"*
  - 1.3 It is the Municipal Manager's responsibility to prepare the Service Delivery and Budget Implementation Plan ("SDBIP") and Councillors are obliged to scrutinize and monitor performance on the Budget and through quarterly performance reports tabled by the mayor.
  - 1.4 Through consultative processes, municipal goals and functioning are in the public domain. Local Government is there to serve the people and to accept responsibility for growth and development of its area of jurisdiction. We are living in difficult financial times from which nobody can escape and the hardest hit are the poor and those living on fixed incomes. The municipal budget should not be viewed in isolation as low-income earners in Ndlambe are suffering disproportionately from the fallout of non-business like fiscal policies.
- ### **2. BACKGROUND TO THE SERVICE DELIVERY AND BUDGET IMPLEMENTATION PLAN ("SDBIP")**
- 2.1 The SDBIP is detailed plan approved by the mayor of a municipality for implementing the municipality's delivery of services and executing its annual budget. It must include projections for each month of revenue to be collected, by source, and operational and capital expenditure, by vote, and service delivery targets and performance Indicators for each quarter.
  - 2.2 The information required on revenue is necessary because if the municipality is clearly not collecting as much revenue as anticipated in the first or second quarter (for example), it should be taking steps to ensure that it lowers its expenditure targets (through "an adjustments budget") or improves its revenue-collection performance.
  - 2.3 Similarly, if expenditure is happening more slowly than expected, for example through under spending, the municipally needs to improve its capacity to deliver services or ensure that it is making its payments sooner and on time.

- 2.4 The information required on revenue and expenditure will allow the mayor to assess the municipality's budget performance, using monthly and mid-year reports submitted by the municipal manager
- 2.5 Determining the service delivery performance is much harder, and may occur with a lag one month. This is different from financial information, which should be available within 10 days after the end of each month.
- 2.6 The SDBIP must also provide a mechanism to project and monitor inputs, outputs and outcomes for each senior manager (by department) by vote. Service delivery levels and standards for each ward or designated area must also be shown.
- 2.7 While the SDBIP is effectively a one-year detailed plan, it could easily be extended to cover multiple years.

### **3. REQUIREMENTS FOR THE PREPARATION AND IMPLEMENTATION OF THE SDBIP**

3.1 Annexure 2 to the Municipal Finance Management Act ("MFMA") stipulates that:  
In May –

- (a) Public hearings on the budget and council debate are to take place (closing date for submissions 2 May).
- (b) Mayor responds to submissions and tables amendments for consideration by council.
- (c) Council considers approval of the budget at least 30 days prior to the start of the budget year (1 July).

3.2 The next step is:

In June –

- (a) Council approves annual budget before start of the year
- (b) Mayor approves SDBIP and annual performance agreements of senior managers at the latest within 28 days of the approval of the budget by council and preferably before the start of the financial year. These must be linked to each other and to measurable objectives approved in the budget.
- (c) Mayor publishes SDBIP and annual performance agreements and provides to council and the MEC for local government in the province.

### **4. CONTENTS OF ANNUAL BUDGETS AND SUPPORTING DOCUMENTS**

- 4.1 Under Section 17(3) of the Act. When an annual budget is tabled in terms of section 16(2) of the MFMA, it must be accompanied by a substantial number of documents as well as measurable performance objectives for revenue from each source and for each vote in the budget, taking into account the municipality's integrated development plan. Also to be included are details of the cost to the municipality of councillors and senior managers. In fact there are 13 clauses in this section listing the requirements many of which have not been given effect to. The Mayor annually has to approve performance contracts for the municipal manager and senior staff to be read in conjunction with the IDP, budget and SDBIP.
- 4.2 The MFMA requires the mayor to table the budget before council by 31 March and that the months of April and May should be used to accommodate public and government comment and any revisions if necessary. The budget tables must be credible and balanced.
- 4.3 The municipality must consider the views of any individual or institution that made submissions on the budget. The mayor must be given an opportunity to respond to the submissions, and if necessary to revise the budget and table amendments for consideration by council. Here we can refer to the oft quoted but much neglected Batho Pele principles- "consultation, service standards, information, openness and transparency". Councils are required to give effect to these principles.
- 4.4 If the municipality does not approve a budget, including the revenue raising measures necessary to give effect to the budget, the council must reconsider the budget and vote thereon.

- 4.5 If after all this the council still fails to approve a budget, the provincial executive of the province must intervene in the municipality and take appropriate steps to ensure that a budget is approved. The measures that the province could consider are:
- (a) Dissolving the council
  - (b) Appointing an administrator until a newly elected council has been declared elected and
  - (c) Approving a temporary budget to provide for the continued functioning of the municipality.

## **5. FUNDING OF EXPENDITURE**

- 5.1 Section 18(1) of the MFMA requires: An annual budget may only be funded from:
- (a) Realistically anticipated revenues to be collected;
  - (b) Cash-backed accumulated funds from previous years' surpluses not committed
- (2) Revenue projections in the budget must be realistic, taking into account –
- (a) Projected revenue for the current year based on collection levels to date; and
  - (b) Actual revenue collected in previous financial years
- 5.2 Capital Projects
- (2) Before approving a capital project in terms of subsection (1)(b), the council of a municipality must consider –
- (a) The projected cost covering all financial years until the project is operational and
  - (b) The future operational costs and revenue on the project, including municipal tax and tariff implications.

## **6. APPROVAL OF ANNUAL BUDGETS**

- 6.1 The MFMA 24(2): requires that an annual budget-
- (c) Must be approved together with the adoption of resolutions as may be necessary.
  - (iii) Must contain approved, measurable performance objectives for revenue from each vote in the budget; (At least 30 days before the start of the budget year)
- 6.2 Draft performance agreements should also be submitted with the draft SDBIP by 1 May, and then submitted for approval with the revised SDBIP within 14 days after the approval of the budget. The Mayor should therefore approve the final SDBIP and performance agreements simultaneously, and then make the SDBIP and performance agreements of the municipal manager and senior managers public within 14 days, before 1 July.
- 6.3 Section 53(1) of the MFMA requires that: The mayor of a municipality must –
- (c) Take all reasonable steps to ensure-
  - (ii) That the municipality's SDBIP is approved by the mayor within 28 days after the approval of the budget;
- And under Section (3) the mayor must ensure –
- (a) That the revenue and expenditure projections for each month and the service delivery targets and performance indicators for each quarter, as set out in the service delivery and budget implementation plan, are made public no later than 14 days after the approval of the service delivery and budget implementation plan; and
  - (b) That the performance agreements of the municipal manager, senior managers and any other categories of officials as may be prescribed, are made public no later than 14 days after the approval of the municipality's service delivery and budget implementation plan. Copies of such performance agreements must be submitted to the council and the MEC for local government in the province.

## **7. BUDGET IMPLEMENTATION**

- 7.1 Section 69(1) requires: The accounting officer of a municipality is responsible for implementing the municipality's approved budget, including taking all reasonable steps to ensure –
- (b) That revenue and expenditure are properly monitored

7.2 Section 69(3) requires: The accounting officer must no later than 14 days after the approval of an annual budget submit to the mayor-

(a) A draft SDBIP for the budget year, and

(b) Drafts of the annual performance agreements are required in terms of section 57(1b) of the Municipal Systems Act for the municipal manager and all senior managers.

## **8. OTHER ISSUES – AUDIT COMMITTEES**

8.1 The Act requires: Section 166(1) each municipality and each municipal entity must have an audit committee, subject to subsection (6).

8.2 The Act requires: Section 166(2) An audit committee is an Independent advisory body which must –

(a) Advise the municipal council, the political office-bearers, the accounting officer and the management staff of the municipality, or the board of directors, the accounting officer and the management staff of the municipal entity, on matters relating to

(i) Internal financial control and internal audits;

(ii) Risk management;

(iii) Accounting policies

(iv) The adequacy, reliability and accuracy of financial reporting and information;

(v) Performance management;

(vi) Effective governance;

(vii) Compliance with this Act, the annual Division of Revenue Act and any other applicable legislation;

(viii) Performance evaluation; and

(ix) Any other issues referred to it by the municipality entity;

(b) Review the annual financial statements to provide the council of the municipality or, in the case of a municipal entity, with an authoritative and credible view of the financial position of the municipality or municipal entity, its effectiveness and its overall level of compliance with this Act, the annual Division of Revenue Act and any other applicable legislation;

(d) carry out such investigations of the municipality, or in the case of a municipal entity, the council of the parent municipality or the board of directors of the entity, may request; and

(e) Perform such other functions as may be prescribed.

8.3 The situation regarding the proper functioning of the Ndlambe Audit Committee is not known and comment on its activities is requested.

## **9. OTHER ISSUES-INFORMATION TO BE PLACED ON WEBSITES OF MUNICIPALITIES**

9.1 The Act requires: Section 75(1): The accounting officer of a municipality must place on the website referred to in section 21A of the Municipal Systems Act the following documents of the Municipality:

(a) The annual and adjustments budgets and all budget-related documents;

(b) All budget-related policies;

(c) The annual report;

(d) All performance agreements required in terms of section 57(1) (b) of the Municipal Systems Act;

(e) All service delivery agreements;

(f) All long-term borrowing contracts;

(g) All supply chain management contracts above a prescribed value;

(h) An information statement containing a list of assets over a prescribed value that have been disposed of in terms of section 14(2) or (4) during the previous quarter;

(i) Contracts to which subsection (1) of section 33 apply, subject to subsection (3) of that section;

(j) Public-private partnership agreements referred to in section 120;

- (k) All quarterly reports tabled in the council in terms of section 52(d); and
  - (l) Any other documents that must be placed on the website in terms of this Act or any other applicable legislation, or as may be prescribed.
- (2) A document referred to in subsection (1) must be placed on the website not later than five days after its tabling in the council or on the date on which it must be made public, whichever occurs first.
- 10.1 It is submitted that the municipality is seriously deficient in many of the above requirements and comment is required.

## **10. MAJOR DEFICIENCIES OF THE CURRENT PROCESS**

- 10.1 Many deficiencies exist in the current SDBIP process and in compliance with the MFMA but the following have particular relevance at this time.
- 10.2 The Ndlambe SDBIP has not been disclosed and, if there is one, never implemented, hence non-compliance with section 54 of the MFMA.
- 10.3 The Budget available for public comment at this stage is neither balanced nor credible (refer 4.2 above).
- 10.4 Expenditure must be funded from reasonable estimates of revenue and cash backed surplus funds from previous years, and borrowings (for capital programmes only). The mayor needs to respond and confirm whether or not this is the case.
- 10.5 Omissions of information required on the municipal website too many to mention but especially all performance agreements required in terms of section 57(1) (b) of the Municipal Systems Act (refer para 9.1(d) above)

## **11. COMMENTS ON THE DRAFT NDLAMBE BUDGET 2010 – 2011 (as produced)**

In the interests of promoting a positive approach in the face of all the current deficiencies, the following comments are submitted on the Budget Information supplied.

## **12. OPERATING BUDGET**

### **12. Overall Comments**

- 12.1 The Budget documentation is extremely difficult to interpret and analyse due to the lack of detail. Totals only are shown which are of no use to the reader.
- 12.2 The totals for Income and Expenditure for the Prior Year (2009/2010) reflect a break-even situation at R170 300 000. How accurate is this the situation?
- 12.3 The Budget pages are unnumbered which makes reference and comment difficult. Proper numbering should be considered in the preparation of future Budget documentation.
- 12.4 The comments contained in this report will focus on macro issues only for the reason given in 1.1 above.

## **13. DETAILED COMMENTS**

- 13.1 The total Expenditure for the Budget year shows the following:

Total Income	R204 277 992
Total Expenditure	R212 344 273
Deficit	R8 066 281

- 13.2 Presumably this Deficit is to be recovered by an additional Rates increase.  
What will the final rates increase be as a %?

### **14. Community Protection Services**

- 14.1 Nature Conservation Environmental Compliance expenditure for the year R3 275 730 vs Revenue R2 549 400 – is this the Environmental Levy introduced in the current year included in these figures?

- 14.2 What is the difference between Disaster Management and Fire Protection?

### **15. Corporate Services**

Local Economic Development Expenditure R4 129 525 vs Revenue R2 500 000. Could the expenditure and revenue please be explained?

16. Infrastructural Development

Sewerage R12 045 687. Does this include the amount for upgrades of R12.5m approved in the current year? Also, how does this relate to the amount for sewerage shown in the Capital Expenditure Budget?

17. Financial Management

Valuations Expenditure – R1 365 000. In view of the disastrous valuation exercise undertaken last year what is included in this amount?

**18. CATEGORISED OPERATION BUDGET BY DIRECTORATE 2010 / 2011**

19. General Expenses

This category comprises 55% of Total Gross Expenses. What is included in this item and does it translate into action?

20. Salaries and Wages.

At R71 151 851 this represents 34% of Total Gross Expenditure. However, if one makes an adjustment in the reduction of Total Gross Expenditure for Infrastructure Development, Electricity where the main category of expenditure is overhead, (totalling R36 741 190) this percentage increases from 34% to 41%.

21. Repairs and Maintenance.

Of the amount of R212 344 273, being the total Gross Expenses, only R16 376 805 is to be spent on Repairs and Maintenance. For noting and subject to verification, the five Section 57 manager earn close to R5M collectively a third of the budget set aside for maintenance. It is understood that councillors allowances are included in General Expenses – the bill for the 18 councillors comes to about R4M per annum. Together with the Section 57 managers this totals more that 50% of that set aside for Repairs and Maintenance. This means that for every R4.25 spent on staff, R1 gets spent on maintenance. The guideline ratio is 1:1 The Director of Finance has in the past indicated that this figure should at least be in the range of 14 – 18% of Total Gross Expenses. At the budgeted level the expenditure is totally inadequate for this category of expense for the whole of Ndlambe.

22. Strike Action

Following the recent strike action, have negotiated increase been included in the Budget:

23. Productivity.

What action does the Municipality contemplate to improve productivity at all levels in the Budget Year?

24. Workforce Reduction.

In order to reduce the Wages Costs to Ndlambe, are there any plans to implement a carefully planned workforce reduction during the Budget Year?

25. Councillor's Allowances

Are councillors allowances included in Salaries and Wages? If not, where are they reflected?

26. Council General

An explanation is requested for the R20 599 905 included in this term, 50% of which is General Expenses.

**27. CAPITAL BUDGET 2010 / 2011**

28. Financial Management

Establish a system to develop and monitor asset register R750 000. Is it possible for this project to be completed in the Budget Year?

29. Corporate Services

Local Economic Development, DEDEA R1 200 000. Could the details of this please be provided?

### 30. Infrastructure Development

- 30.1 Reference INF7.1 Ndlambe Roads Rehabilitation R3 000 000. This looks completely inadequate considering the poor condition of the roads in the whole of Ndlambe. Could details please be supplied?
- 30.2 Reference INF4.3,4.1 Sewer Renovations and New Sewer Line – Total for three projects R21 608 914. Renovations Port Alfred and Alexandria sewerage. Does this expenditure include the amounts voted in the current financial year totalling R12 500 000?
- 30.3 Toyota Hilux Bakkies (2) total cost R200 000. This figure is totally inadequate for the cost of two vehicles. Depending on the model, these are around R160 00 each.
- 30.4 Workshop, Toyota LDV budgeted at R120 000 – again, totally inadequate.
- 30.5 INF 1.4 Rainwater Harvest, R1 000 000. Can this project possibly be completed in one year?
- 30.6 Bakkies (2) for Seafield. R120 000. At R60 000 each this figure is totally inadequate.
- 30.7 “Wepener to Treatment Works Pipeline” R600 000. Details please
- 30.8 Tractor and Trailer, Seafield and Bathurst. R250 000 each. Again, this funding is totally inadequate.

### 31. Community Protection Services

IWMP Implementation. Apart from the purchase of vehicles, and the closure and rehabilitation of the refuse site in Kenton On Sea, there appears to be no expenditure allocated for refuse sites. This area requires urgent attention.

### 32. Funding of Capital Budget

The total Capital Budget amounts to R45 493 435. The sources of funding of this amount include R16 939 521 from “Revolving Fund”. There is much confusion arising out of a lack of understanding of the composition and operation of this fund. A detail explanation is requested.

## **33. FORMAT AND STRUCTURE OF FINANCIAL REPORTING**

### 33.1 Reporting Format

The entire reporting format needs to be improved significantly to enable financial information for Budget and Actual to be interpreted intelligently. A revised breakdown of income, expenditure and Capital Projects by Ward is vital so that Councillors at that level are able to see exactly how the figures apply to them and their needs.

### 33.2 Motivation and Commitment

A revised structure as described above would ensure enthusiastic participation, “buy in “and commitment at Ward level resulting in vastly improved financial control.

## **34. SOLVENCY AND STATE OF THE MUNICIPAL FINANCES**

The Budget documentation gives no information regarding the state of the Ndlambe Municipal Finances and solvency at the end of the current financial year (or a best estimate thereof) and at the close of the Budget Year 2010 / 2011. This information is considered absolutely vital and must be made available.

*Issued by*

**Port Alfred Ratepayers and Residents Association**

**Chairman: M A Botha**

## **ISSUES HIGHLIGHTED PER WARD**

**VENUE: MARSELLE COMMUNITY HALL (WARD 3) 28 APRIL 2010**

**TIME: 17:00**

This meeting was attended by 122 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr S Funde
- Cllr E Khoathani
- Municipal Manager: Adv. R Dumezweni
- Director: Community Protection Services: Mr. S Mvunelwa
- Director: Corporate Services: Ms T Mali
- Deputy Director: Infrastructural Development: Mr. R Pote
- Deputy Director: Financial Management (Income): Mr. M Klaas
- Assistant Director: Housing: Mr. L Dyani
- Budget and Treasury Office: Ms N Matthews
- Budget and Treasury Office: Ms U Qinela
- Housing Clerk: Mr DM Coto
- Administrative Clerk: Ms P Tokwe
- IDP Manager: S Ngqele

**The issues that were highlighted in this meeting were inter alia:**

- Housing;
- Small Medium Micro Enterprise support;
- Roads;
- Sports fields;
- Sewerage;
- Water supply-bulk water supply;
- Water management including sanitation;
- Health care - inadequate clinics/ Primary Health Care (PHC) facilities;
  - inadequate patient vehicle/transport services e.g. ambulances;
  - challenge of shortage of qualified health practitioner (staff) e.g. unqualified nursing sisters;
  - no doctors especially for HIV/TB affected persons;
  - inadequate number of mobile/roving clinics;
  - challenge of maternal health care facilities and of infant mortality.
- Waste Management – establishment of solid waste disposal in Port Alfred;
  - by 2011 Ndlambe will have decreased waste by 40%;
  - recycling project;
  - refuse collection;
  - cleanliness and 'War against littering'.

**VENUE: NOLUKHANYO COMMUNITY HALL (WARD 5) 29 APRIL 2010**

**TIME: 14:00**

This meeting was attended by 88 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr Maphaphu
- Municipal Manager: Adv. R Dumezweni
- Director: Community Protection Services: Mr. S Mvunelwa
- LED Manager: Ms Q Mampana
- Assistant Director: Housing: Mr. L Dyani
- Manager: Environmental Conservation: Mr. F Fouche
- Communication Officer: Mr. KC Mbolekwa
- Budget and Treasury Office: Ms N Matthews
- Budget and Treasury Office: Ms U Qinela
- IDP Manager: S Ngqele

**The issues that were highlighted in this meeting were inter alia:**

- Housing delivery – greenfield for new housing development;
- Economic Development – job creation;
  - local employment;
  - skills development.
- Roads;
- Water- bulk water supply;
- Water management;
- Finalisation of the Spatial Development Framework (SDF);
- Waste Management;
- Health care;
- Sports and recreation;
- Electricity (Endlovini).

**VENUE: KUYASA COMBINED SCHOOL (WARD 6) 29 APRIL 2010**

**TIME: 17:00**

This meeting was attended by 94 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr S Tandani
- Cllr E Khoathani
- Municipal Manager: Adv. R Dumezweni
- Director: Community Protection Services: Mr. S Mvunelwa

- Director: Corporate Services: Ms T Mali
- Director: Infrastructural Development: Mr. X Masiza
- LED Manager: Ms Q Mampana
- Budget and Treasury Office: Ms N Matthews
- Budget and Treasury Office: Ms U Qinela
- IDP Manager: S Ngqele

**The issues that were highlighted in this meeting were inter alia:**

- Unemployment – unemployment creation projects;
- Housing;
- Water;
- Toilets;
- Electricity;
- Land for farming.

**VENUE: JAUKA HALL (WARD 8 &9) 3 MAY 2010**

**TIME: 17:00**

This meeting was attended by 51 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward 8 Councillor: Cllr D Mbumba
- Ward 9 Councillor: Cllr N Mani
- Municipal Manager: Adv. R Dumezweni
- Director: Community Protection Services: Mr. S Mvunelwa
- Director: Corporate Services: Ms T Mali
- Director: Infrastructural Development: Mr. X Masiza
- LED Manager: Ms Q Mampana
- Budget and Treasury Office: Ms N Matthews
- Budget and Treasury Office: Ms U Qinela
- Deputy Director: Financial Management (Income): Mr. M Klaas
- IDP Manager: S Ngqele

**The issues that were highlighted in this meeting were inter alia:**

- Housing – accelerate the delivery of houses in the Thornhill project;
- Employment creation projects;
- Sports fields;
- Roads;
- Land for subsistence farming;
- Quality of drinking water;
- Streetlights/ high mast lights in dark areas;
- Decent toilets.

**VENUE: COUNCIL CHAMBER: NDLAMBE KEY STAKEHOLDERS MEETING (ALL WARDS) 5 MAY 2010**

**TIME: 17:00**

This meeting was attended by 17 members of the stakeholder groups. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Cllr L Swanepoel
- Municipal Manager: Adv. R Dumezweni
- Director: Financial Management: Mr. H Dredge
- Deputy Director: Financial Management (Income): Mr. M Klaas
- Budget and Treasury Office: Ms N Matthews
- Budget and Treasury Office: Ms U Qinela
- IDP Manager: S Ngqele

This meeting focused mainly on the draft budget 2010/2011 which was presented by the Director: Financial Management, Mr. H Dredge.

**The issues that were highlighted in this meeting were inter alia:**

- Need to start building Public Private Partnerships in order to enhance service delivery;
- Start positioning Ndlambe as a rural municipality. This will assist in ensuring that both National and Provincial does not continue to treat Ndlambe in the same manner as other municipality but rather as a poor(i.e. under resourced) municipality;
- Encourage a performance driven culture within the institution through trade unions.

**VENUE: WENTZEL PARK HALL (WARD 2) 10 MAY 2010**

**TIME: 14:00**

This meeting was attended by 82 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr J Wentzel
- Director: Community Protection Services: Mr. S Mvunelwa
- Director: Corporate Services: Ms T Mali
- Director: Infrastructural Development/Acting Municipal Manager: Mr. X Masiza
- Deputy Director: Financial Management (Income): Mr. M Klaas
- IDP Manager: S Ngqele

**The issues that were highlighted in this meeting were inter alia:**

- Electricity (street lights);
- Farming – water for livestock (cattle);
- Land for farming;
- Health- only 1 nurse, only 1 doctor;
  - bigger clinic;
  - HIV/AIDS Centre
- Water accounts are too high every month;
- Houses are cracked;
- Tarred roads at Zinyoka;
- Unemployment.

**VENUE: KWANONKQUBELA HALL (WARD 1) 10 MAY 2010**

**TIME: 17:00**

This meeting was attended by 82 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr T Mayinje
- Cllr T Mateti
- Director: Infrastructural Development/Acting Municipal Manager: Mr. X Masiza
- Director: Community Protection Services: Mr. S Mvunelwa
- Director: Corporate Services: Ms T Mali
- Deputy Director: Financial Management (Income): Mr. M Klaas
- IDP Manager: S Ngqele

**The issues that were highlighted in this meeting were inter alia:**

- Cleaning of the cemetery;
- Maintenance of the sports fields;
- Housing;
- Youth Development;
- Roads.

**VENUE: EKUPHUMLENI HALL (WARD 4) 11 MAY 2010**

**TIME: 15:00**

This meeting was attended by 93 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr D Mnyungula
- Director: Infrastructural Development/Acting Municipal Manager: Mr. X Masiza
- Director: Community Protection Services: Mr. S Mvunelwa

- Deputy Director: Financial Management (Income): Mr. M Klaas
- Assistant Director: Housing: Mr. L Dyani
- Budget and Treasury Office: Ms N Matthews
- Budget and Treasury Office: Ms U Qinela
- Housing Clerk: Ms V Lawula
- IDP Manager: S Ngqele

**The issues that were highlighted in this meeting were inter alia:**

- Housing;
- Roads;
- Land for farming;
- Cemetery;
- Municipality to improve its communication with the communities;
- Sports fields;
- Youth Development opportunities.

**VENUE: CIVIC CENTRE (WARD 7) 11 MAY 2010**

**TIME: 17:00**

This meeting was attended by 77 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr L Swanepoel
- Director: Infrastructural Development/Acting Municipal Manager: Mr. X Masiza
- Director: Community Protection Services: Mr. S Mvunelwa
- Director: Financial Management: Mr. H Dredge
- Budget and Treasury Office: Ms N Matthews
- Budget and Treasury Office: Ms U Qinela
- IDP Manager: S Ngqele

This meeting focused mainly on the IDP and draft budget 2010/2011. Most of the discussions were on the draft budget 2010/2011 which was presented by the Director: Financial Management, Mr. H Dredge.

**The issues that were highlighted in this meeting were inter alia:**

- Lack of financial capacity crippling service delivery;
- Training of staff;
- Strengthening support for Ward Committees;
- Dependency on grant funding and huge debt (unpaid services and loans) must be broken;
- Staff and Ward Committees must function at optimum levels from top down and bottom up;

- Street sweepers should also strive for excellence;
- Water: dire need for a reliable bulk water supply;
- Infrastructure – sewerage capability and reticulation;
  - road network in the CBDs as well suburbs through Ndlambe;
  - absence of adequate storm water drainage in Ward 7 leading to court Action and flooding in the Central Business District (CBD);
- Cleanliness and 'War against littering: recycling should be strongly championed in all wards;
- Local Economic Development;
- Housing Delivery;
- Increase in service delivery footprint;
- Sports facilities

**VENUE: STATION HILL CRECHE (WARD 7) 13 MAY 2010**

**TIME: 18:00**

This meeting was attended by 77 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr L Swanepoel
- Cllr S Tandani
- Director: Infrastructural Development/Acting Municipal Manager: Mr. X Masiza
- Communications Officer: Mr. KC Mbolekwa
- Thornhill Beneficiary Administrator: Mr. Z Mgudwa
- IDP Manager: S Ngqele.

This meeting focused mainly on the delivery of houses at Thornhill. The Mayor, Cllr V Balura in his opening remarks indicated that the resurfacing of the Muisvogel road/street has already started as it was raised in the previous year. He also reported that the Municipality is employing people from all racial backgrounds as there was a complaint that people from Station Hill in particular coloured are not considered for employment at the Municipality.

The meeting sent out a clear message to the Municipality, that more houses must be built for the people of Station Hill.

**VENUE: KENTON-ON-SEA TOWN HALL (MEETING 2: WARD 4) 20 MAY 2010**

**TIME: 17:00**

This meeting was attended by 37 members of the community. The Ndlambe Local Municipality was represented by the following councillors and officials:

- Mayor: Cllr V Balura
- Ward Councillor: Cllr D Mnyungula
- Cllr G Fogarty
- Municipal Manager: Adv. R Dumezweni

- Director: Financial Management: Mr. H Dredge
- Director: Infrastructural Development: Mr. X Masiza
- Director: Community Protection Services: Mr. S Mvunelwa
- LED Manager: Ms Q Mampana
- IDP Manager: Mr S Ngqele

This meeting focused mainly on the draft budget 2010/2011. Most of the discussions were on the draft budget 2010/2011 which was presented by the Director: Financial Management, Mr. H Dredge.

**The issues that were highlighted in this meeting were inter alia:**

- When rates are increased, the Municipality should in return deliver services efficiently and effectively to the communities;
- Roads are not tarred;
- No regular refuse removal;
- Address the 'under-budgeting' of the past;
- Municipal staff need to work more smarter and a performance culture should be instilled;
- Municipality to consider outsourcing some of its services;
- Municipality to consider partnership with communities more especially the experienced and retired individuals;
- Municipality to consider leasing some of its community halls;
- Municipality to attend to all correspondence received and respond timely.

**INTERPRETATION OF THE OUTCOMES OF THE INTEGRATED DEVELOPMENT PLAN (IDP) & BUDGET/MAYORAL IMBIZOS 2010/2011**

The table below shows priority areas raised at the Mayoral Imbizos 2010/2011 being categorised in accordance to the 5 National Key Performance Areas (KPAs) of the Local Government Strategic Agenda and most importantly the Spatial Development Framework (SDF) which is also considered when IDPs are assessed at a provincial level.

<b>BASIC SERVICE DELIVERY (KPA 1)</b>	
<b>Priority Area</b>	<b>No. of meetings raised (out of 11 meetings)</b>
Housing	9
Roads	9
Water	6
Sports facilities	6
Waste Management	5
Sewerage	4
Electricity	4
Health Care	3
<b>MUNICIPAL &amp; INSTITUTIONAL DEVELOPMENT &amp; TRANSFORMATION (KPA 2)</b>	
Performance Management & continuous training of municipal	3

staff	
<b>LOCAL ECONOMIC DEVELOPMENT (KPA 3)</b>	
Job creation	6
Land for farming	4
Small Medium Micro Enterprise (SMME) support	2
Partnerships with communities	2
Youth Development opportunities	2
<b>MUNICIPAL FINANCIAL VIABILITY &amp; MANAGEMENT (KPA 4)</b>	
Lack of financial capacity crippling service delivery, dependency on grant funding and huge debt must be broken	2
<b>GOOD GOVERNANCE &amp; PUBLIC PARTICIPATION (KPA 5)</b>	
Improve communication with the communities	2
Strengthen support for Ward Committees	1
<b>SPATIAL DEVELOPMENT FRAMEWORK (SDF)</b>	
Finalisation of the SDF	1

**EVALUATION OF THE PRINCIPLES OF PUBLIC ACCOUNTABILITY PRINCIPLES IN MUNICIPAL HOUSING SERVICES AT THE NDLAMBE LOCAL MUNICIPALITY**

**QUESTIONNAIRE 1(a) Political office bearers (b) chief officials (c) civil society.**

Page 1-2 are just examples, start from page 3 to answer questions

**1. PUBLIC ACCOUNTABILITY EXPLAINED**

It is generally accepted that every political office bearer and every public official should display a sense of responsibility when performing official duties, in other words, the official conduct must be above reproach so that it will be accountable in public usually in the meetings of the legislatures. (Cloete, 1981: 17)

**2. INSTRUCTIONS HOW TO COMPLETE 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 putting **X** on the correct option.

**Example 1**

Question: Public institutions exist to serve the interests of the citizens for the maintenance and the promotion of the general welfare?

Yes	No
-----	----

**ANSWER:**

In this case the respondent has indicated that in a democratic state public institutions should serve the interest of the citizens.

2.3 Some questions will require that you indicate, on a five point scale (marked 1 to 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 agree or disagree with the statement

**Example 2**

Statement: Municipalities must create conditions for local community to participate in the affairs of the municipality

Agree	disagree
-------	----------

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

2.5 Your own view/option (based on your practical experience) will also be asked. In such cases

Please write the required information in the space provided

**Example 3**

What is the main reason for shoddy work in Municipal housing services?

.....

.....

.....

.....

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 view/comments could be asked, to explain a specific question

**Example 4:**

In your view, should there be citizens participation in planning for their community (please motivate)

.....

.....

.....

.....

.....

Sample: THE SAMPLE WILL THEN BE

- POLITICAL OFFICE-BEARERS
  - Executive Mayor of the Cacadu district Municipality
  - Mayor of the Ndlambe Local Municipality
  - To members of the Executive Committee responsible for infrastructure or houses at Ndlambe Local Municipality
  - Two members of the Mayoral Committee responsible for infrastructure and houses at Cacadu District Municipality
  - Two members of the Ward Committees of Ndlambe Local Municipality
  - One member of SALGA

- CHIEF OFFICIALS

Municipal Manager of the Cacadu District Municipality  
 Municipal Manager of the Ndlambe Local Municipality  
 Two heads of departments responsible for infrastructure and houses at Ndlambe Local Municipality  
 Two heads of departments responsible for infrastructure and houses at Cacadu District Municipality

- STAKEHOLDERS (in the place of Municipal Citizens)

Two businesses  
 One Non-Governmental Organisation (NGO) in Ndlambe Local Municipality  
 Two churches in Ndlambe Local Municipality  
 Two ratepayers/civics in Ndlambe Local Municipality  
 One citizen in Ndlambe Local Municipality

- PROVINCE

Member of the Executive Committee (MEC) for housing in the Eastern Cape  
 Senior Manager in the Department of Housing  
 Director of Housing in Cacadu Department of housing in the Eastern Cape

### 3.1 EVALUATION OF PUBLIC ACCOUNTABILITY IN HOUSING SERVICES

#### 3.1.1 PLEASE INDICATE YOUR (POST OR OFFICE)

	PROVINCIAL POLITICAL OFFICE BEARERS		PROVINCIAL CHIEF OFFICIAL
	NGO REPRESENTATIVE		POLITICAL OFFICE BEARER
	LABOUR REPRESENTATIVE		CHURCH LEADER
	CITIZEN		WARD COUNCILLOR
	BUSINESS REPRESENTATIVE		MUNICIPAL CHIEF OFFICIAL
			OTHER

3.1.2 Public accountability is a strategy for the Ndlambe Local Municipality to hold every councillor and official responsible and accountable for his/her action taken

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

3.1.3 How does the Ndlambe municipal council ensures that its policy decisions are carried out effectively

3.1.4 How does the municipal chief officials ensure that public accountability is exercised over service rendering

3.1.5 How does the members of the public ensure that councillors and officials are held accountable to their actions

3.1.6 Does the Ndlambe Local Municipality have a specific policy in place to ensure effective accountability? (Demanding and rendering of account)

Yes	No
-----	----

(a) If no, please motivate your answer

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

(b) If yes, please provide details of such policy (please attach copy)

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

(c) What measures have been implemented at your institution to ensure effective accountability

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

(d) To what extent have the measures been successful

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

(e) Municipal officials have negative view of public accountability

Agree	disagree
-------	----------

If you agree, please motivate your answer

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

If you disagree, please motivate your answer

.....

.....

.....

.....

3.1.7 Are such accountability policy regularly evaluated and adapted to changing circumstances

(a) How often is the policy evaluated and adapted

Yearly	
Every 2 <sup>nd</sup> year	
Every 3 <sup>rd</sup> year	
Every 4 <sup>th</sup> year	
Every 5 <sup>th</sup> year	
Never	

(b) Does the Ndlambe Councillors consult the citizens when evaluating accountability policy?

Never	
Seldom	
Always	

(c) How does the Ndlambe Local Municipality liaise with citizens when evaluating public accountability

Questionnaires		Through Ward Councillor	
Ward Committee		Interest group/NGO	
Ratepayers Association		Political parties	
SALGA		OTHER	

3.1.5 What is your view about the effectiveness of public accountability at the Ndlambe Local Municipality

Poor	
Good	
Very Good	
Excellent	
Non-existent	
Do not know	

(a) How can public accountability be improved?

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

(b) What are the roles and responsibilities of citizens in ensuring effective public accountability

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

(c) How is the relationship between the citizens and Ndlambe Local Municipality councillors and chief officials?

Poor	
Good	
Very Good	
Excellent	
Non-existent	

(d) How can these relationships be improved

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

(e) Are citizens aware of the housing standards that one should expected?

Yes	No
-----	----

### 3.2 PROBLEMS BEING EXPERIENCED IN THE IMPLEMENTATION OF PUBLIC ACCOUNTABILITY IN HOUSING SERVICES

3.2.1 Does your institution, in your opinion, experience serious problems in implementing public accountability at the Ndlambe Local Municipality

Yes	No
-----	----

(a) If yes, please motivate your answer

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

(b) Please, name three such problems

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

(c) What would be the cause of such problems?

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

(d) What could be done to solve such problems?

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

3.2.2 Does the following factors influence the effective implementation of public accountability, at your institution?

(a) Corruption

Yes	No
-----	----

(b) Please motivate you answer

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

(c) Irresponsiveness of Councillors and officials

Yes	No
-----	----

Please motivate your answer

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

(d) Failure by Municipal Council

Yes	No
-----	----

Please motivate your answer

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

(e) Irresponsiveness

Yes	No
-----	----

Please motivate your answer

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

(f) Ignorance of citizens

Yes	No
-----	----

Please comment

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

### 3.3 RESPONSIBILITY OF MUNICIPAL ROLEPLAYERS IN PUBLIC ACCOUNTABILITY

3.3.1 Are Ward Councillors reporting back to their respective constituencies, after council has taken a decision on the housing services?

Yes	No
-----	----

(a) If no, why not?

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

3.3.2 How often do Ward Councillors call constituency meetings?

Unknown	
Monthly	
Quarterly	
Yearly	
Never	

3.3.3 Does the Ndlambe Local Municipality render account in the manner in which it performed housing services?

Yes	No
-----	----

(a) If yes, provide details for your answer

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

(b) If no, give reasons

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

3.3.4 Did the municipal council determined specific control measures and standards to be exercised by the council, chief officials and managers

Yes	No
-----	----

(a) If no, please motivate your answer

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

3.3.5 What role is being played by Ndlambe chief officials in promoting public accountability?

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

3.3.6 To your opinion, what is the public perception about the quality of houses Ndlambe Local Municipality is providing to its citizens

Unknown	
Poor	
Satisfactory	
Good	
Very good	

3.4 SOLUTIONA FOR THE SOLVING OF PUBLIC ACCOUNTABILITY PROBLEMS IN HOUSING SERVICES

3.4.1 What is the reaction of citizens when public accountability in housing matters is not properly exercised by councillors and officials?

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

3.4.2 Does Ndlambe Local Municipality affords its citizens and communities the opportunities to liaise with councillors and officials

Yes	No
-----	----

(a) Give reasons for your answer

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

3.4.3 How best can Ndlambe Municipality and provincial housing department solve the matter of public accountability in housing services.

.....

3.4.4 In your view is Ndlambe Municipality prioritizing the issues of public accountability in housing service effectively?

Yes	No
-----	----

(a) Please give reasons for your answer

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

### 3.5 MEASURES TO ENSURE EFFECTIVE PUBLIC ACCOUNTABILITY

3.5.1 What measures have been implemented at your institution to ensure effective accountability

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

3.5.2 To what extent have the measures been successful

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

3.5.3 Municipal officials have negative view of public accountability

Agree	disagree
-------	----------

(a) If you agree please motivate your answer

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

(b) If you disagree, please give details

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

(c) Are Ward Committee members involved in the planning process of houses in their wards?

Yes	No
-----	----

If yes, how?

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

(d) Are ward submissions taken into serious account by the executive committee?

Yes	No
-----	----

If yes, give details

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

(e) Is the Ndlambe Local Municipality promotes democracy and empowerment in housing services

Yes	No
-----	----

3.5.4 Do councillors serve as a communication link between Ndlambe Local Municipality and community?

Yes	No
-----	----

(a) If yes, please give details

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

(b) If no, please comment

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

**EVALUATION OF THE PRINCIPLES OF PUBLIC ACCOUNTABILITY PRINCIPLES IN MUNICIPAL HOUSING SERVICES AT THE NDLAMBE LOCAL MUNICIPALITY**  
**QUESTIONNAIRE 1(a) Political office bearers (b) chief officials (c) civil society.**

Page 1-2 are just examples, start from page 3 to answer questions

**1. PUBLIC ACCOUNTABILITY EXPLAINED**

It is generally accepted that every political office bearer and every public official should display a sense of responsibility when performing official duties, in other words, the official conduct must be above reproach so that it will be accountable in public usually in the meetings of the legislatures. (Cloete, 1981: 17)

**2. INSTRUCTIONS HOW TO COMPLETE 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 putting **X** on the correct option.

**Example 1**

Question: Public institutions exist to serve the interests of the citizens for the maintenance and the promotion of the general welfare?

Yes	No
-----	----

**ANSWER:**

In this case the respondent has indicated that in a democratic state public institutions should serve the interest of the citizens.

2.3 Some questions will require that you indicate, on a five point scale (marked 1 to 5), the extent

To which you agree or disagree with the given statement.

The following meaning is attached to the figure:

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Statement: Municipalities must create conditions for local community to participate in the affairs of the municipality

Agree	disagree
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In this case the respondent indicated that he/she agrees with the statement

2.5 Your own view/option (based on your practical experience) will also be asked. In such cases

Please write the required information in the space provided

**Example 3**

What is the main reason for shoddy work in Municipal housing services?

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

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 view/comments could be asked, to explain a specific question

**Example 4:**

In your view, should there be citizens participation in planning for their community (please motivate)

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

Sample: THE SAMPLE WILL THEN BE

- POLITICAL OFFICE-BEARERS  
Executive Mayor of the Cacadu district Municipality  
Mayor of the Ndlambe Local Municipality  
To members of the Executive Committee responsible for infrastructure or houses at Ndlambe Local Municipality  
Two members of the Mayoral Committee responsible for infrastructure and houses at Cacadu District Municipality  
Two members of the Ward Committees of Ndlambe Local Municipality  
One member of SALGA

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Municipal Manager of the Cacadu District Municipality  
 Municipal Manager of the Ndlambe Local Municipality  
 Two heads of departments responsible for infrastructure and houses at Ndlambe Local Municipality  
 Two heads of departments responsible for infrastructure and houses at Cacadu District Municipality

- STAKEHOLDERS (in the place of Municipal Citizens)

Two businesses  
 One Non-Governmental Organisation (NGO) in Ndlambe Local Municipality  
 Two churches in Ndlambe Local Municipality  
 Two ratepayers/civics in Ndlambe Local Municipality  
 One citizen in Ndlambe Local Municipality

- PROVINCE

Member of the Executive Committee (MEC) for housing in the Eastern Cape  
 Senior Manager in the Department of Housing  
 Director of Housing in Cacadu Department of housing in the Eastern Cape

### 3.1 EVALUATION OF PUBLIC ACCOUNTABILITY IN HOUSING SERVICES

#### 3.1.1 PLEASE INDICATE YOUR (POST OR OFFICE)

	PROVINCIAL POLITICAL OFFICE BEARERS		PROVINCIAL CHIEF OFFICIAL
	NGO REPRESENTATIVE		POLITICAL OFFICE BEARER
	LABOUR REPRESENTATIVE		CHURCH LEADER
	CITIZEN		WARD COUNCILLOR
	BUSINESS REPRESENTATIVE		MUNICIPAL CHIEF OFFICIAL
			OTHER

3.1.2 Public accountability is a strategy for the Ndlambe Local Municipality to hold every councillor and official responsible and accountable for his/her action taken

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

3.1.3 How does the Ndlambe municipal council ensures that its policy decisions are carried out effectively

3.1.4 How does the municipal chief officials ensure that public accountability is exercised over service rendering

3.1.5 How does the members of the public ensure that councillors and officials are held accountable to their actions

3.1.6 Does the Ndlambe Local Municipality have a specific policy in place to ensure effective accountability? (Demanding and rendering of account)

Yes	No
-----	----

(a) If no, please motivate your answer

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

(b) If yes, please provide details of such policy (please attach copy)

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

(c) What measures have been implemented at your institution to ensure effective accountability

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

(d) To what extent have the measures been successful

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

(e) Municipal officials have negative view of public accountability

Agree	disagree
-------	----------

If you agree, please motivate your answer

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

If you disagree, please motivate your answer

.....

.....

.....

.....

3.1.7 Are such accountability policy regularly evaluated and adapted to changing circumstances

(a) How often is the policy evaluated and adapted

Yearly	
Every 2 <sup>nd</sup> year	
Every 3 <sup>rd</sup> year	
Every 4 <sup>th</sup> year	
Every 5 <sup>th</sup> year	
Never	

(b) Does the Ndlambe Councillors consult the citizens when evaluating accountability policy?

Never	
Seldom	
Always	

(c) How does the Ndlambe Local Municipality liaise with citizens when evaluating public accountability

Questionnaires		Through Ward Councillor	
Ward Committee		Interest group/NGO	
Ratepayers Association		Political parties	
SALGA		OTHER	

3.1.5 What is your view about the effectiveness of public accountability at the Ndlambe Local Municipality

Poor	
Good	
Very Good	
Excellent	
Non-existent	
Do not know	

(a) How can public accountability be improved?

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

(b) What are the roles and responsibilities of citizens in ensuring effective public accountability

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

(c) How is the relationship between the citizens and Ndlambe Local Municipality councillors and chief officials?

Poor	
Good	
Very Good	
Excellent	
Non-existent	

(d) How can these relationships be improved

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

(e) Are citizens aware of the housing standards that one should expected?

Yes	No
-----	----

### 3.2 PROBLEMS BEING EXPERIENCED IN THE IMPLEMENTATION OF PUBLIC ACCOUNTABILITY IN HOUSING SERVICES

3.2.1 Does your institution, in your opinion, experience serious problems in implementing public accountability at the Ndlambe Local Municipality

Yes	No
-----	----

(a) If yes, please motivate your answer

.....  
.....  
.....  
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(b) Please, name three such problems

.....  
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(c) What would be the cause of such problems?

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.....

(d) What could be done to solve such problems?

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

3.2.2 Does the following factors influence the effective implementation of public accountability, at your institution?

(a) Corruption

Yes	No
-----	----

(b) Please motivate you answer

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

(c) Irresponsiveness of Councillors and officials

Yes	No
-----	----

Please motivate your answer

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

(d) Failure by Municipal Council

Yes	No
-----	----

Please motivate your answer

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

(e) Irresponsiveness

Yes	No
-----	----

Please motivate your answer

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.....

(f) Ignorance of citizens

Yes	No
-----	----

Please comment

.....  
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.....

### 3.3 RESPONSIBILITY OF MUNICIPAL ROLEPLAYERS IN PUBLIC ACCOUNTABILITY

3.3.1 Are Ward Councillors reporting back to their respective constituencies, after council has taken a decision on the housing services?

Yes	No
-----	----

(a) If no, why not?

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

3.3.2 How often do Ward Councillors call constituency meetings?

Unknown	
Monthly	
Quarterly	
Yearly	
Never	

3.3.3 Does the Ndlambe Local Municipality render account in the manner in which it performed housing services?

Yes	No
-----	----

(a) If yes, provide details for your answer

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

(b) If no, give reasons

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

3.3.4 Did the municipal council determined specific control measures and standards to be exercised by the council, chief officials and managers

Yes	No
-----	----

(a) If no, please motivate your answer

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

3.3.5 What role is being played by Ndlambe chief officials in promoting public accountability?

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

3.3.6 To your opinion, what is the public perception about the quality of houses Ndlambe Local Municipality is providing to its citizens

Unknown	
Poor	
Satisfactory	
Good	
Very good	

### 3.4 SOLUTIONS FOR THE SOLVING OF PUBLIC ACCOUNTABILITY PROBLEMS IN HOUSING SERVICES

3.4.1 What is the reaction of citizens when public accountability in housing matters is not properly exercised by councillors and officials?

.....  
.....  
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Yes	No
-----	----

(a) Give reasons for your answer

.....  
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.....

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### 3.5 MEASURES TO ENSURE EFFECTIVE PUBLIC ACCOUNTABILITY

3.5.1 What measures have been implemented at your institution to ensure effective accountability

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Agree	disagree
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(a) If you agree please motivate your answer

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(c) Are Ward Committee members involved in the planning process of houses in their wards?

Yes	No
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If yes, how?

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If yes, give details

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(e) Is the Ndlambe Local Municipality promotes democracy and empowerment in housing services

Yes	No
-----	----

3.5.4 Do councillors serve as a communication link between Ndlambe Local Municipality and community?

Yes	No
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(a) If yes, please give details

.....  
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(b) If no, please comment

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**EVALUATION OF THE PRINCIPLES OF PUBLIC ACCOUNTABILITY PRINCIPLES IN MUNICIPAL HOUSING SERVICES AT THE NDLAMBE LOCAL MUNICIPALITY**

**QUESTIONNAIRE 1(a) Political office bearers (b) chief officials (c) civil society.**

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Yes	No
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(a) If no, please motivate your answer

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(d) To what extent have the measures been successful

.....  
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(e) Municipal officials have negative view of public accountability

Agree	disagree
-------	----------

If you agree, please motivate your answer

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Seldom	
Always	

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Questionnaires		Through Ward Councillor	
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3.1.5 What is your view about the effectiveness of public accountability at the Ndlambe Local Municipality

Poor	
Good	
Very Good	
Excellent	
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Do not know	

(a) How can public accountability be improved?

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(e) Are citizens aware of the housing standards that one should expected?

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Yes	No
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(b) Please motivate you answer

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(c) Irresponsiveness of Councillors and officials

Yes	No
-----	----

Please motivate your answer

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

(d) Failure by Municipal Council

Yes	No
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Please motivate your answer

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

(e) Irresponsiveness

Yes	No
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Please motivate your answer

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(f) Ignorance of citizens

Yes	No
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Please comment

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(a) If yes, provide details for your answer

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(b) If no, give reasons

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3.3.4 Did the municipal council determined specific control measures and standards to be exercised by the council, chief officials and managers

Yes	No
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(a) If no, please motivate your answer

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3.5.2 To what extent have the measures been successful

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.....  
.....

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Agree	disagree
-------	----------

(a) If you agree please motivate your answer

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

(b) If you disagree, please give details

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

(c) Are Ward Committee members involved in the planning process of houses in their wards?

Yes	No
-----	----

If yes, how?

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

(d) Are ward submissions taken into serious account by the executive committee?

Yes	No
-----	----

If yes, give details

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

(e) Is the Ndlambe Local Municipality promotes democracy and empowerment in housing services

Yes	No
-----	----

3.5.4 Do councillors serve as a communication link between Ndlambe Local Municipality and community?

Yes	No
-----	----

(a) If yes, please give details

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

(b) If no, please comment

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