

EVALUATION OF WATER SERVICE RENDERING IN THE AMATHOLE

DISTRICT MUNICIPALITY,

by

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## DECLARATION

I, ABNER ZAMINDAWO MQOLO hereby declare that unless specifically indicated to the contrary, this dissertation is the result of my own work. Further more, I declare that the material contained in it has not been submitted to this or any other university in fulfillment or partial fulfillment of the requirements for another degree.

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## ABSTRACT

The rural areas of Amathole district municipality continue to experience difficulty in accessing water services. The people experience problems despite the fact that the Amathole district municipality, since 2003 has been made a water service authority in its municipal area, which consists of eight local municipalities, namely; Mquma, Mbashe, Nkonkobe, Amahlathi, Great Kei, Ngqushwa, Nxuba, and Buffalo City. With the water service authority powers devolved from national government to the district municipalities the intention was to speed service delivery. This study investigates the causes of the delays in water service delivery experienced in rural areas of this district municipality. The Buffalo City local municipality is excluded in the study because Buffalo City has as well been given the responsibility of being the water service authority in its municipal area. This study used the questionnaires as data collection tool, and it was distributed to these respondents; chief officials, councilors, and citizens. Due to vastness of the target population sampling was used to reduce the bulkiness of the data. The questionnaire content is based on the phases of the systems theory to see if the policy making processes of the Amathole district municipality are carried out in accordance with the systems theory.

The study has found that the citizens are not adequately involved in all the policy processes including the policy analysis and evaluation.

This has been found to be a contributory factor in the ineffectiveness of the municipality water service delivery.

The spheres of government that operate in silos compromised policy analysis and evaluation of the municipality, and disjuncture of the delivery programs of the spheres and state enterprises caused a huge service delivery challenges for this municipality.

The study has confirmed that the Amathole district municipality is experiencing problems, delays, and challenges that make it to be ineffective as a water service authority.

## **CHAPTER ONE**

### **INTRODUCTION AND GENERAL ORIENTATION**

#### **1.1 INTRODUCTION**

Water provision to citizens can be seen as an essential service because no person can survive without water. In any state or municipality the demand for water by towns, cities, industry and agriculture grows continuously, and it is predicted that the demand for water will outstrip the supply in the near future. Municipal authorities are increasingly confronted with challenges to increase the supply of water to citizens and to make effective use of existing water resources. No public service can be rendered without suitable governing and administrative arrangements, and it is thus essential that from a Public Administration perspective the challenges be addressed by the making, implementation, and analysis and evaluation of policy for water provision.

The purpose of this study is to evaluate the rendering of water services in the Amathole District area, which is one of the water services authorities in the Province of the Eastern Cape. The chapter will discuss the following aims: Problem statement, research questions, objectives, hypothesis, necessity, study plan, and limitations of the study. Finally, specific words and terms used in the study will be described and explained to prevent misunderstanding.

## **1.2 BACKGROUND TO THE STUDY**

Prior to 1994 the provision of water services was a functional area of the then National government. Even after 1994 water services became a competency of the Department of Water Affairs and Forestry (DWAF). The Apartheid government's focus was primarily only to the white people, the African people in rural areas were almost forgotten, hence the backlog.

The rendering of water services has however, devolved during July 2003 to the local sphere of government. In the Province of the Eastern Cape with its 45 municipalities and 6 district municipalities, only the district municipalities and Buffalo City local municipality have the devolved powers and thus became water service authorities. Amathole District municipality is one such municipality with the devolved powers to provide water services to the seven local municipalities in the area of the district. These municipalities are, Mbashe, Mnquma, Great Kei, Amahlathi, Nkonkobe, Nxuba and Ngqushwa. The choice of only the district municipalities and Buffalo City local municipality was based on both, financial, technical, and infrastructural capacity. The water service authorities are expected to deliver water services economical, efficient, and effective. Cloete (1998:145) writes that every policy will be found to have advantages and disadvantages. Therefore every policy must remain subject to continual analysis and evaluation. The analysis and evaluation will establish whether the policy is economical,

efficient and effective. Bayat & Meyer (1994:291) write that policy analysis as an activity is said to have developed in response to the dire need for better policy making and improved decision making in the policy process, as a result of the increased demand for knowledge in policy making and as a means to use and discern information applicable to certain policy issues. The public money should be used judiciously to have the desired impact on the citizen's lives towards attaining the general welfare. Cloete (1998:145) writes that a policy is usually made to meet the needs of the moment. This emphasizes the need for a continual policy analysis and evaluation. The intention of the devolution of water services to local sphere of government was to accelerate water provision to the citizens, especially to the rural areas and informal settlements. It was hoped that the local sphere of government; due to its closer proximity to the people will be better placed to fast track and unlock any bottlenecks that block water service delivery to the public. The study will show whether speedy water service delivery is attainable, and suggest possible mechanisms that will hopefully improve public service delivery.

From 2003 to date the neglect is conspicuous in rural areas of Amathole municipality. Consumable water is a scarce resource; people use water from rivers for domestic use. There is a need for speedy and quality improvement in the rendering of water service in the municipal area.

Water shortage in Amathole District seems to be a perpetual phenomenon; this situation becomes complicated in the dry winter months. In 2009 the Amathole Municipal area has been declared as a disaster area due to severe scarcity of water in the rural areas and the

small rural towns of the District (City Press, 2009-09-18,4 : 6). The three spheres of government; National, Provincial, and the local spheres are presently cooperating to address and alleviate the suffering of the people by delivering temporal measures, like carting water to the citizens to at least have the minimum resource to sustain life. The winter months will pass and the wet season will bring rains, the people will return to their old ways of getting water from rivers and dams. This will be a relief to both the government and the citizens, as government will save the always inadequate money and the citizens will again use water as they need. The obverse side is that the citizens will be exposed to diseases like cholera and dysentery. Bayat & Meyer (1994:295) write that policy analysis is aimed at solving the problems of the society. This study seeks to investigate the challenges encountered in the water service delivery, it will also demonstrate whether the Amathole District Municipality is doing its function as water service authority optimally to address the service demands of the citizens, and if not, the study will identify the gaps in the water service policy of the municipality.

### **1.3 PROBLEM STATEMENT**

The problem is the scarcity of clean water in the rural areas of Amathole District Municipality. The rural citizens are left with no other option than to make use of alternative sources which are sometimes unhealthy. The risk of absence of purified water could result to hazardous diseases, such as a Cholera outbreak. This problem is prevalent in the former Black states of Transkei and Ciskei. People in remote rural areas of Transkei in particular continue to walk long distances approximately five kilometers to



fetch water from the rivers for domestic purposes. The sight of a woman carrying and balancing a 15 liters bucket on the head is unbearable. The water they use is neither clean nor healthy.

In several rural communities, water pipes have been laid and water taps installed for almost three years but no water is obtainable. The water projects only raised people's hopes: no impact is made in the living standards of the society. Instead of helping the projects have frustration to the citizens. Given the suffering of the people in such rural areas, the means and ways to identify the cause of the slow delivery of water services in Amathole District Municipality have to be made and possible workable solutions advanced to help the Amathole District Municipality to deliver services in an improved way.

The problem statement will be formulated into two questions:

- What causes the slow delivery of water services in the Amathole District Municipality to remote rural areas? ; and
- What could be done to improve water provision to rural areas to meet the standard and target of the National government?

## **1.4 RESEARCH QUESTIONS**

The questions this study seeks to answer are:

- What are the quality and usefulness of the water services rendered in the Amathole District Municipal area?
- What are the reasons and causes for the problems that exist in the rendering of water services?
- Why do these problems and causes exist? and
- How can these problems and causes be solved to ensure adequate and safe water provision to the citizens?

## **1.5 OBJECTIVES OF THE STUDY**

Three objectives have been identified for this study, namely to:

- Determine and evaluate the effectiveness of the rendering of water services to the citizens in the Amathole District Municipal area.

- Investigate and evaluate the reasons and causes for the deceleration of water services provision in the Amathole District Municipality area; and
- Where possible, make recommendations for the improvement of the rendering of water services in the above municipalities.

## **1.6 HYPOTHESIS OF THE STUDY**

The study evaluates the provision of water services in the Amathole District Municipal area and the following hypothesis will be investigated:

The rendering of water services is inadequate or non-existent in specific rural areas of Amathole District area, to satisfy human needs effectively and that this situation could be harmful to human beings.

## **1.7 NECESSITY OF THE STUDY**

Water is an essential element of life; therefore its provision sustains human and animal life. Water availability is the primary resource that forms the bases for citizen's good life, irrespective of a person's wealth, water is wanted for survival. Its unavailability poses a difficult challenge mostly to the poor people. This study is an effort to provide the Amathole District municipality with researched reasons to its water service rendering that appears to be very slow. The findings of the study will enable the municipality to speed

up the service delivery before the citizens frustration boils out to devastating protests that have become common in the country. Service delivery protests can be avoided, therefore this study is necessary as it will suggest scientifically tested options for the municipality's role-player's to use its money on water service rendering in an economical, efficient, and effective manner.

The municipal office bearers as elected politicians need to perform optimally in a fixed term period of just five, with limited resources and therefore need not do trial and error in delivery projects. The backlog in service delivery mostly in African societies because of the racist regimes means the office bearers have no luxury of time, they are expected to deliver quality service in the best possible shortest period. This study seeks to help reduce the office bearer's water service delivery challenges. In the same way chief officials in the municipality are appointed to speed up service delivery as their appointment contracts are performance based. This study will assist the chief officials to perform as expected by the employers.

Policy processes are vital in all public administration. Service delivery success is dependent on honest and total application of the policy processes like policy making, policy implementation, and policy analysis and evaluation. Policy analysis and evaluation is often ignored by policymakers and policy implementers. This often results in failed and delayed projects that eat up huge monies without effectively addressing the suffering of the citizens. This study focuses exactly to this missing link; policy analysis and evaluation to ensure speedy delivery of water services to the citizens of the municipal

area. The study therefore is essential as it will save the municipality both time and money and build the needed trust of the citizens to the municipality. Happy citizens assist the municipality by paying for delivered services. The study is essential to the councilors in pursuit of qualitative service delivery, the industry in the area of study, students of Public Administration, and the National and Provincial policy makers.

### **1.8 LIMITATIONS OF THE STUDY**

Amathole District municipality area is a vast area that can never be covered by a single study at once. This study needs finances to complete as it encompasses the whole Amathole District Municipal area. The researcher is the sole financier of the study due to lack of sponsors. Money therefore is an obvious limitation.

- Political tension in Mquma local council will be a hindrance to the speedy completion of the study. The researcher will have tough time addressing the unnecessary paranoia from the officials and office bearers of the focus municipality. The meeting with the both officials and office bearers will be organized to dispel all the fears and wrong perceptions that the study is witch hunt to expose failures of certain people. Transparency will be the key to get the required understanding and cooperation.
- Time is a challenge in this study. The study must be completed by the end December 2009. To overcome the challenge the researcher need to employ and train data collectors to do the data collection within a week.

The fact that this study is a Public service matter makes it to be attractive to respondents. The need for service delivery more especially water services will encourage people to participate. The office bearers need solutions to improve service delivery in the Eastern Cape in general and in particular in Amathole District Municipality, these are the strengths of the study. People need water, cooperation is guaranteed.

## **1.9 STUDY PLAN**

A study plan has a dual purpose. Firstly, to enable the researcher to organize the theoretical and empirical information into specific chapters, sections and sub-sections in an orderly sense. Secondly, a study plan seeks to direct the reader by indicating what can be expected in each chapter. To investigate the topic of an evaluation of municipal water provision as a scientific study, two main components are usually dealt with, namely a theoretical construction and an empirical testing. Municipal water provision is policy implementation which follows policy making and the evaluation of water services can also be seen as belonging to the third step in the policy process, namely policy analysis and evaluation ( Meiring,2001:51). Against this background, hypothesis formulation and verification will be done by using the classical approach.

Chapter one provides an introduction to the study and describes and explains the background, problem statement, research questions, objectives, necessity, study plan, limitations of the study, and the definition of words and terms used in the study.

Chapter two provides a theoretical base and framework for the policy process in Public Administration. Each of the three main steps of the policy process, namely policy-making, policy implementation, and policy analysis and evaluation is described and explained. The systems approach as a research method is finally described and explained. Chapter three outlines the research methodology, define the research techniques and focus the questionnaires, as data collecting instruments, and the analysis techniques are explained.

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

Chapter five is the concluding chapter and will summarize the findings and deductions made in the preceding chapters. Specific shortcomings and problem areas in the provision of water services will be explained and recommendations to solve such problems will be provided.

## **1.10 DEFINITION OF TERMS**

For the purposes of this study the following terms, Public Administration, municipality, policy, policy making, policy implementation, policy analysis and evaluation are defined as sub items to avoid ambiguity.

### **1.10.1 Public Administration.**

By Public Administration is meant both the study and the practice of administering the rendering of services in the public institutions and to the public. It encompasses all the making of the decisions, the actual decisions, plans and execution processes of such decisions in the public domain to improve the living conditions of the citizens. Coetzee (1988a:16) writes that public administration is concerned with the execution of the rules, laws, and regulations of the government of a country. For the purpose of this study Public Administration is understood as an inclusive term that includes policy making, policy implementation and policy analysis and evaluation

### **1.10.2 Municipality**

By Municipality is meant both the governing and executive authority of the council in a municipal area as demarcated by the relevant laws of the country, where a municipality is recognized as a level or sphere of government. The aim creating municipalities is to enhance effective and efficient service delivery to the citizens (Gildenhuys, 1997: 09).

### **1.10.3 Policy**

By policy is meant the statement of intent, the decisions of the policy-makers as to what need to be done, how, where, and when will it be done in order to improve the living conditions of the citizens towards the attaining the general welfare ( Meiring, 2001 : 60)



#### **1.10.4 Policy making**

Policy making means the brainstorming of ideas by policy makers to arrive at an agreed upon decision that harmonizes the so often divergent views, in order to have a clear roadmap in effort to assist and deliver services that have the desired impact on the lives of the citizens ( Meiring, 2001: 61).

#### **1.10.5 Policy implementation**

Policy implementation can be described as actions, execution of policy to achieve the desired results. The implementation of a public policy is meant to change the circumstances of a particular target group as stipulated in the policy statement. Policy implementation is a collective effort of several actors including the implementing agents, officials, beneficiaries, analysts and evaluators (Du Toit and van der Waladt, 1999 : 17).

#### **1.10.6 Policy Analysis and Evaluation**

Bayat & Meyer (1994: 304) write that policy analysis and evaluation means the identification of the conflicting values, development of creating alternatives, and defining possible future consequences of various policy actions and building strategies for successful policy implementation. This means gathering information and requisite knowledge for improved policy implementation that enhances service delivery. In this

study policy analysis and evaluation is understood as a significant tool to provide knowledge to all the stakeholders about the policy and on process and after the event assessment of the impact of the policy to the targeted citizens.

## **1.11 CONCLUSION**

It can be concluded that the Amathole District Municipality faces challenges in the area of water services provision in its rural areas. This conclusion is made by the researcher because of the identified areas in Amathole District Municipality that have over the years used dams and unprotected rivers to get water for domestic purposes. These purposes include drinking. This poses the citizens to health risks. This study therefore seeks to avoid such likely occurrences.

Municipalities are confronted with massive backlog in infrastructural development. The demand for essential services is mounting to proportions that require both public and private institutions to be economical, efficient, and effective. This coupled with inadequate financial and other resources, necessitates that thorough policy analysis and evaluation is done. This will enable the service provider, in this study the Amathole District municipality, to know the challenges as they appear and advance possible solutions to curb the unnecessary expenditure on fruitless projects. This study will establish clearly whether the policy analysis is valuable in service delivery. To find out that relationship the nature of policy analysis and evaluation by the Amathole District Municipality will be explored to see if there can be causes identified that decelerates water services provision in the municipality.

## **CHAPTER TWO**

### **REVIEW OF LITERATURE; ON THE NATURE AND PLACE OF POLICY ANALYSIS AND EVALUATION WITHIN MUNICIPAL POLICY PROCESS.**

#### **2.1 INTRODUCTION**

The evaluation of phenomena, actions and processes in public sector commences with the public policy process which is one of six administrative processes. The public policy process consists of three main steps, namely: policy making, policy implementation, and analysis and evaluation. The rendering of water services is evaluated within this theoretical framework. Water provision as an essential public service is the output of and made possible by policy implementation.

The purpose of the chapter is to describe the nature and place of policy analysis and evaluation within a theoretical framework of Public Administration. The literature reviewed provides understanding of concepts and policy processes, and set clear boundaries for the field of study. This makes it possible to compile the questionnaires to be used to test the theory empirically as explained in chapter three.

The following aims have been set to describe and explain the nature and place of policy analysis and evaluation in the policy process. Firstly, the policy process is described and

explained to give clear understanding of the interlinked, interrelated and interdependent relationship of the public policy processes and its three main steps: secondly, the relevance and importance of analysis and evaluation of policy is reviewed and lastly the gaps in policy analysis and evaluation are identified for purposes of improvement. This assisted in identifying gaps when the policies are reviewed to weigh up the impact made by the implementation.

The chapter reviews the following matters;

- An overview and discussion of public policy process
- An overview of policy analysis and evaluation.
- Systems approach to the evaluation of water services.

Thirdly, the systems approach will be described and explained, because the systems approach will be used in this study to analyze and evaluate water provision to municipal communities. Lastly the role of the district municipality as water service authority will be explained.

## **2.2 NATURE AND PLACE OF PUBLIC POLICY PROCESS (AN OVERVIEW) IN PUBLIC ADMINISTRATION**

Public Administration is seen as a branch of political science and the product the expansion of contemporary governmental functions in post-industrial society. (Rodee *et al.* 1967:14 and Hanekom and Thornhill, 1983:239. However, Administration as a field of

study is a term about which there is virtually no agreement between academics (Marais, 1989:1770. Hanekom *et al.* 1987:67 write that “ Public Administration scientists have as yet not come any closer to the formulation of a macro-perceptual theory of public administration. Apart from the fact that the meaning has changed over time, it is accepted that Cloete, (1985:1) writes that to obtain clarity about what public administration is, a study should be made of the work of administrators because public administration is work and all work consists of carrying out processes. The term administration will thus be used in this study in a narrow sense, that of those processes and functions that are required to execute the policy and to achieve specific predetermined objectives, for example to render water services.

A public policy process entails three key characteristics of the concept where a policy is a statement of intention, what is it that the policy makers wish to achieve. It is an expression of a general purpose of a desired state of affairs. Mutahaba and Balogun (1992:45) write that policy contains specific proposals, decisions, authority, and programs and above all, it delineates accountability and responsibility. Secondly, the policy should be public. This being public is interpreted broadly to even include the private sector as they all public and private persons operate in public domain. This means that policy making should be all inclusive of all interested parties, there should be appropriate and proper consultation and accountability.

Community should be part of putting up proposals, reach decisions and appoint authority to ensure the efficient and effective implementation of the policy to improve their lives.

Without the public involvement in the policy making the failure of the exercise is guaranteed.

Meiring (2001:60) writes that a policy is a statement of intent, a decision or roadmap of policy makers. It is what policy makers want to achieve and how will they achieved it. In this regard, policy evaluation will therefore assess the impact of the policy on the environment. Whether the policy has achieved what it was designed to achieve; has the policy addressed the identified problem in the environment or community. The evaluation will determine whether the policy implementation agents kept the roadmap.

Policy making therefore is purpose oriented and objective pursuant. Then if policy making is as this writer explains, there is undoubtedly a need for policy analysis and evaluation so that bad practices are not repeated whilst improvement is effected on good policy implementation.

In Public Administration the main objective is delivery of services to the public. Policy makers therefore make the declaration to achieve the objective. A policy therefore should always be time bound as needs of the public services are not static, they change. According to Yin (1982:37) there is a need to understand why policy implementation succeeded or failed. Policy evaluation according to Yin (1982:39) contributes to the reformation of policy as well as informing the adjustment of implementation strategies. This position is strongly supported by Mutahaba and Balogun (1992:43) who explain that, often when the goals and objectives of public policy are not achieved, policy-makers seldom take time to analyze the true causes of its failure. This means that even where new policies are promulgated, the methods used in implementing them remain the same.

To repeat the same methods of the failed project may result in dismal outcomes. Therefore it is imperative that both success and failure of policy making and policy implementation is assessed.

What is lacking, in the contribution of these writers is preventative and punitive measures to the implementing agencies or officials to reduce the risk of failure. When objectives are not achieved the public funds are already spent, therefore evaluation will not bring the funds back and peoples lives are badly affected, offenders need to be punished to discourage mediocrity. Policy should according to Dye (1981:95) be specific, measurable, realizable and time bound, he also writes that no longer do we assume that once we pass a law, establish a bureaucracy and spend money the purpose of the acts will be achieved and the results will be what we expected them to be.

The warning by this writer is that the policy processes in its entirety should be implemented otherwise the projects will fail to give desired goals.

It can be deduced that rendering of water services is made continuously possible through the policy process; therefore all the policy processes should be carried out. These processes include policy analysis and evaluation.

### **2.3 ANALYSIS AND EVALUATION AS A POLICY FUNCTION**

Policy analysis and evaluation complete the policy process; they form the last part and most important function in the policy process. Policy analysis and evaluation are

preceded by processes like policy formulation, policy making and policy implementation. The two processes seemed synonymous although reality shows distinctiveness of them. These are two interdependent and interlinked processes. Analysis leads to evaluation and evaluation leads to better understanding and knowledge of the policy. This will be greatly discussed in the following subheadings. Public administration's main objective is the delivery of services to the public (where the word public is inclusive of both public and private) therefore analysis and evaluation form part of the administrative as shown by the literature reviewed in this chapter.

Meiring (2001:48) writes that there are six administrative means required to obtain any objective; namely: policy, money, organizational structures, personnel, procedures and control measures and standards required to perform any work. These means are adapted from six administrative functions which are classified by Cloete (1985:91) as policy making, organizing, staffing, financing, determining of procedures, and controlling. These writers place policy making as an initial function of Public administration. Other functions are not reduced to nothingness but the policy process determines the success level of the project. This does not necessarily mean that good policies will automatically bring the desired services to the public. There are other important administrative functions like finance, personnel, work procedures and controls. Botes (1973:15) explains the enabling characteristics of administration as that which is neither lorry driving, nor dam building, not letter writing, but that administration is necessary to make lorry driving, dam building and letter writing possible.



It is clear that the provision of water services is also made possible by the administrative enabling functions. It thus follows that water services are not only made possible through administrative functions but also enabling functions as explained. It is a prerequisite in any work situation that steps be taken, that processes be followed to ensure that services rendered are effective and efficient as possible (Anderson 1984:76).

Within the above theoretical framework, the topic of the study can be put within perspective and within the policy process because the evaluation of water services is firstly a policy matter and secondly part of policy analysis and evaluation which is one of the main steps in the policy process (Meiring 2001:79).

The purpose of policy analysis and evaluation lies in the question of whether or not the unique amalgamation of means or resources, activities and role determined tasks that comprises a particular policy and service seem to lead to the achievement of the predetermined objectives effectively and efficiently (Morris and Fitts-Gibson 1976:169).

In the context of this study the aim is to determine whether or not water services do meet these requirements.

Van der Waldt *et al.* (2002:179) classify policy process into three categories, namely:

- Policy making;
- Policy implementation; and
- Analysis and evaluation.

This study focuses on policy analysis and policy evaluation as means to ensure effective and efficient rendering of public services.

### **2.3.1 Policy Analysis explained**

With policy analysis is meant the process of breaking down the policy into smallest units for easy understanding so that its constituent parts are isolated for an in-depth study.

Van der Waldt *et al.* (2002:194) write that policy analysis is the activity of creating knowledge of the policy making process. In creating such knowledge, policy analysts investigate causes, consequences and performance of public policies and programs. Bayat and Meyer (1994:291) expand the definition by putting in the basic requirement for policy analysis, that policy analysis as an activity is said to have developed in response to the dire need for better policy making and improved decision making in the policy process, as a result of the increased demand for knowledge in policy making and as a means to use and discern information applicable to certain policy issues. It can be deduced therefore that the purpose of the analysis is to empower the public with relevant knowledge of the policy process. This information makes it possible to monitor implementation of the policy and to base the evaluation on. Something not known cannot be measured therefore policy analysis is essential if evaluation will be made. To compound and illustrate more reason for existence of policy analysis, Meiring (2001:79) writes that policy analysis and evaluation refers to analysis of and determining the value of, all policy phenomena and activities necessary to provide public services on sustainable basis.

It can be deduced that the policy analysis is the foundation for effective policy implementation and evaluation. This study focuses on the analysis and evaluation of the policy. The evaluation as a policy process is discussed in the next subtitle.

### **2.3.2 Policy Evaluation explained**

Evaluation means the checking and determination of the worth or value of something. Policy, therefore, as means to service delivery should be evaluated.

Meiring (2001:80) writes that an evaluation could be seen as an assessment of the value or a value appraisal. To evaluate thus means to determine the value of something.

Public administration function is the delivery of services to the public, evaluation is therefore an exercise to assess the value of the policy. Is the policy effective? Is it making a desired impact on people's lives or society? The policy makers through the policy process need to know the impact of their decision. That knowledge is only possible through evaluation. Van der Waldt (2002:191) expands that after a public policy has been implemented, it is necessary to determine whether the policy has indeed had the effects intended by the policy maker and also whether it has had any unintended consequences; either positive or negative in nature.

It can be deduced that from these writers that policy evaluation takes place after the implementation has been done to ascertain if the policy has achieved the intended objective. This after the event evaluation is useful only to avoid repetition of failure but has little value to the current project. This is a gap in the literature reviewed. Continuous

evaluation can bring shortcomings to the fore whilst the implementation is in progress so as to affect corrective measures. Dye (1998:338) writes that policy evaluation is the assessment of the overall effectiveness of a national program in achieving its objectives. Policy evaluation therefore, could be both formative (continuous) and summative (at the end) of the policy implementation. It is an assessment of whether the objectives of the policy are achieved. When the evaluation is continuous –chances of improvement are more than in summative one. Evaluation's aim is to ensure effectiveness of the program or policy with the aim of repeating the successful policy or improve on it as per the changing needs of the society. Cloete (2000:212) provides further reasons for policy evaluation, namely:

- To learn lessons from the policy/project/program for a future review, design or implementation strategies.
- To provide political and financial accountability.
- To advocate policy causes more effectively.

The lessons worth more when they can save the current project, this is so because the environmental factors differ from one area to another. The biggest challenge is the utilization of the evaluation results. The continuation of failure of projects points to the fact that the policy processes are not evaluated or the evaluation findings are not utilized.

Meiring (2001:83) adds that policy analysis and evaluation has a right of existence in that these activities endeavor to ensure that policy is adapted to changing circumstances and that continuity is ensured in the rendering of services.

With policy evaluation properly done, lessons will be learnt, no similar or same mistakes will be repeated, resources in general and finances in particular will be well utilized and accounted for. The expenditure incurred will be effective in addressing the problem as desired by the policy makers.

Without the policy evaluation errors can never be detected but repeated and there will be no improvement in the standard and quality of services rendered. Policy analysis and evaluation can also be seen as a system, consisting of specific part- the steps to be carried out. Such a system can be discussed as follows:

#### **2.4 SYSTEMS APPROACH TO POLICY ANALYSIS AND EVALUATION.**

Systems approach as a model of analysis and evaluation regards the operations in an institution as systems that are interlinked working jointly to achieve a similar purpose. Cloete (2000:215) write that evaluators tend to view the public sector as s system. A system is a whole, the component parts of which are dependent upon each other. In its simplest form, a system consists of input, conversion, and output. Public policy occurs at various levels and therefore, there is a need for coordination of systems for effective achievement of the objectives. The policy happens not in vacuum but in specific environment and affects in a number of ways the people. According to Craythorne (2003:255) public planning ensures coordination and productivity. This means for policy process to succeed, especial the Public administration process, the stakeholders in their variety must be involved in the process. This involvement should begin with planning.

Service delivery is public administration that involves both the elected and appointed personnel and therefore for effective impact services rendering, there should be joint planning. Planning means to decide what is to be done, how will it be done, who will do it with what and when will the work be done? Planning will therefore be followed by implementation, measurement, report and review of the effectiveness or impact. Planning begins the cycle of processes that results in improvement of service delivery.

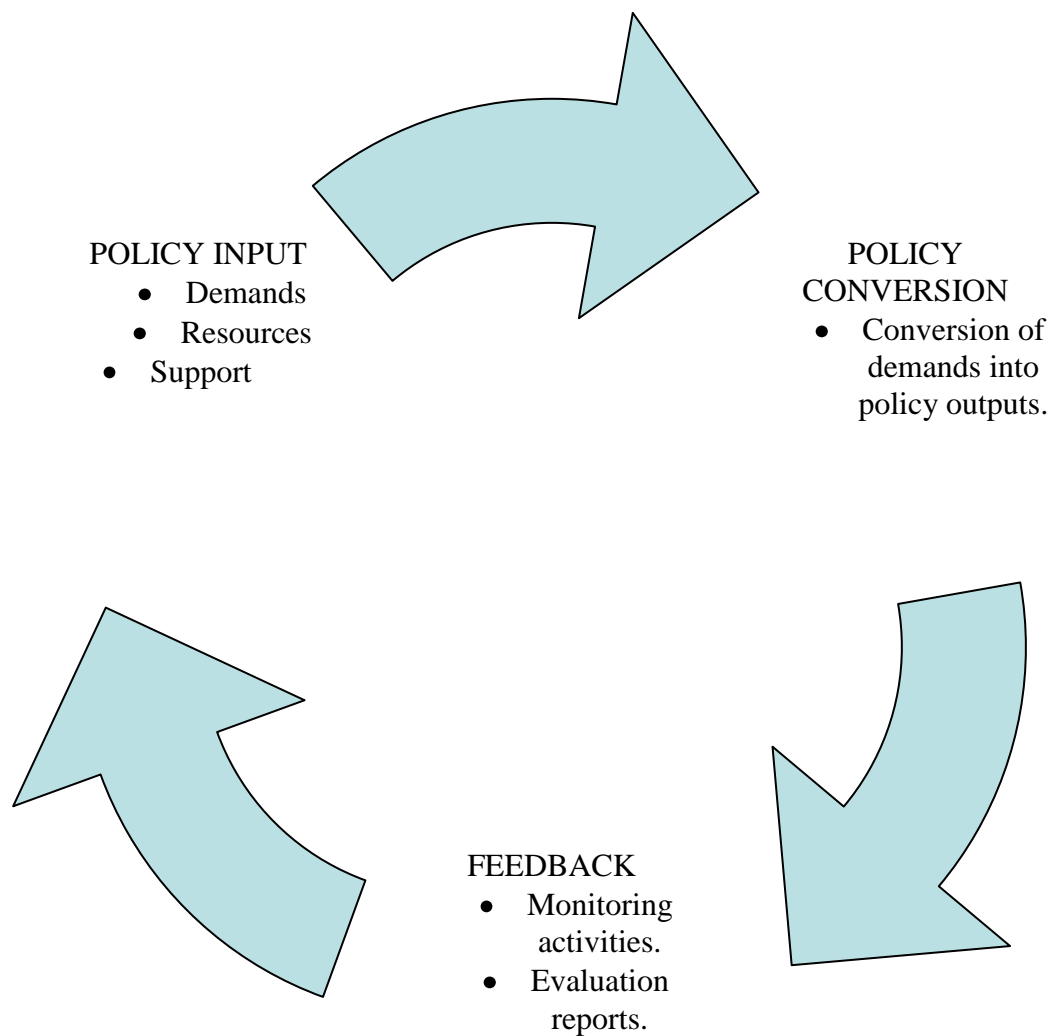
For various processes to gel a systematic approach should be used so that no confrontation and conflict will hamper the service delivery. Van der Waldt and Du Toit (2003:206) define coordination as a process which ensures that the activities of public managers and public institutions do not overlap and that all institutions and functionaries work together to achieve the objectives set by legislation. This is very simplistic and utopian, societies are complex, people live in diversity they can never see things the same way. As much as coordination is necessary for projects to proceed, coordination only comes when the stakeholders have reached a compromise position for the sake of development. When there is cooperation the envisaged coordination of events will happen and the process gets moving. Societies are political charged it is therefore much common to find that the development project is stuck because of political differences in the community. This is as the result of political office bearers who politicize development projects.

If the environmental factors are the opposite of what is discussed here the implementation will be, all systems go. The systems ensure coordination which leads to productivity. Systems approach seeks to suggest that there is a greater need for systems to

work as well oiled machine for services to be delivered. The systems approach is reviewed in the next paragraph.

Fox *et al* (1991:31) demonstrate the systematic approach to policy making.

FIGURE1. SYSTEMS APPROACH



In this diagram the demands of the people and decisions are the inputs in the policy process. These demands need to be converted to processes to implement the demands to deliverables. Then the product of the converted input becomes the output.

The policy analysis and evaluation as process comes in when a policy is being formulated, demands addressed, and available resources looked into. Analysis as knowledge generation process, enable everyone involved to understand exactly what ingredients will be converted, what input is put in, and what output to expect. The issuing of political statements and documents are subjected to scrutiny by analysts and evaluators as all the activities are monitored.

The evaluated reports give direction as to whether the policy process should be repeated or improved to give effect to better production service delivery. Diagram 1 gives a clear understanding of what is entailed in systems approach. The systems approach shown by Fox *et al* in this subtitle succeeds in giving a model of evaluation. The model succeeds in showing what should be in an ideal situation, in a utopian society. In simply manner this system suggests that there must be a careful consideration of the input, because the quality of input has a great influence to the quality of the product. No amount of conversion can change poor quality input to good quality output. There is a gap in this approach, the societal impact brought about by individual or group indifference towards development in society is entirely left out. Secondly the impact of people, their always divergent attitudes is eliminated as a factor in the service delivery. People unlike operated machines will never work as a system. Evaluation of public policy should take this into consideration that human nature makes people highly unreliable for them to be evaluated



using the systems model, but the effectiveness of the peoples actions in service delivery are better understood when evaluated using the systems model approach. The study is about evaluating the policy process not humans therefore the systems approach will be utilized.

Each policy is made for a specific reason. In Public administration the reason or purpose of a policy is to develop the environment or to prevent it from being harmed by people (Jenkins 1978:822) and ( Nachmias 1979:346). Although the nature and scope of public service, such as water provision, can be determined, the rendering of such service will have a specific influence on the environment and its inhabitants. The improvement in the environment, the change or the effort towards attainment of the general welfare is the ultimate objective of policy.

#### **2.4.1 Analysis and Evaluation of Water Needs**

- Analysis of needs means that the policy makers and policy implementers need to have a clear knowledge of the needs of the people. This knowledge is obtained through direct consultation and interaction with the citizens. The analysis will harmonize and prioritize the needs so that the general welfare is put before the individual interests as public finances are forever inadequate.
- Evaluation will be a test to see and weigh the impact the policy implementation makes to the lives of the citizens

The needs of the society or community need to be analyzed and evaluated. The citizens need are various, it should be established if water needs are prime to the citizens. This helps in ensuring that the delivered service brings satisfaction to the citizens. Literature reviewed in this chapter has established that the quality of input determines the quality of the output. The needs then become the input to be converted to outputs. Anderson (1994:245) writes that the evaluation should determine if the needs of the people are achieved or not. This clearly demonstrates the importance of the needs. The evaluation of such needs therefore is imperative. Dye (1998:338) also writes that evaluation is the assessment of overall effectiveness of national program. The challenge is the effective arriving to the all accepted needs as people's needs are various and mostly conflicting. Harmonization therefore should precede the evaluation so as to create smoothness in the implementation process and successful delivery of services.

According to Thornhill (1985:108) a social policy involves formulating goals and objectives for future action in respect of social institutions and resources. A social policy is thus formulated to meet the needs of society. Examples of social policy include, policies of – population control, adult education, housing provision, water and sanitation services. Government collects and uses the taxpayer's money. It is therefore a duty of government to deliver services to the society that pays the taxes. The problem is that the state's funds are always insufficient to satisfy all the societal needs as such needs are complex, various and ever changing. No government will ever satisfy every individual's needs in society, therefore the society /community's needs should be ordered in a priority list. In South Africa, Integrated Development

Plans (IDP's) are used by municipalities to prioritize such community needs against available funds.

This means that the society's needs need to be analyzed and evaluated. Analysis will give better understanding of the needs, and evaluation of the needs will provide both the society and government with possible spin-offs of such needs. When needs are adequately analyzed and evaluated the government will realize that the provision of one service can address another societal problem.

In the context of the evaluation of water service delivery, the need for water is both a basic life need as well as an economic need. For example, water provision enhances both plant and animal farming which are economic development initiatives. Meiring (2001:86) writes that to ensure an effective rendering of applicable services, it is required that the needs of the community, the role of the government in satisfying such needs and the satisfaction or perceptions of the inhabitants concerning a specific service, be analyzed and evaluated. The analysis and evaluation of needs may help the government to be on par with developments. Community needs are continual changing so the public policy should be adaptive to the changing needs of the society (Meiring 2001:87).

The development projects fail to adhere to this requirement that the people's needs should be the focus. The officials and implementing agents take advantage of the illiteracy of the people and decide for them, the out put of such decision may not have the desired impact to the society. It is of critical importance that the project is itself evaluated to assess its relevance to the peoples needs.

This study investigates if the responding communities have identified the water service as their priority need, and find out if the policy implementation and resultant output has the desired impact to the improvement of their living standard.

#### **2.4.2 Analysis and Evaluation of Processes for Water Provision**

Service delivery of any kind is a process and not an event. It is a process that takes time to fulfill and consists of various steps that are interrelated and interlinked. These steps should be followed cautiously as skipping one may lead to problems. As shown in the systems approach, service delivery has a chain of steps from input to output. The processes include the main conversion of inputs to outputs, therefore, analysis of the processes, and its evaluation is very important. House (1994:79) writes that the evaluation process should demonstrate the societal involvement. This means the process of development should also develop the locals so that when the implementing agent leaves, the skill's transfer makes the people capable to convert other needs to output with little outside help. To this point Cousins and Whitmore (1998:67) write that evaluation of process must incorporate the assessment of the level of participatory evaluation.

The problem here is that participatory evaluation of process by locals is subjective and no consensus can be easily reached because of the innate differences of the individuals. In water provision some people demand that they have water taps inside their yards, so that they have water borne toilets inside the houses. This is a luxury to

rural areas and very expensive to the government. The intention of the policy makers is the provision of basic water to the citizens. The provision of water should be discussed and analyzed in the presence and active participation of the citizens who will be beneficial's of the project. Success of this evaluation therefore is impossible unless the locals are represented by trained people. The analysis gives information as to what processes are needed, and evaluation assists in assessing the standard of each process and its contribution to the final product.

Meiring (2001:87) writes that rendering of any service and thus to implement any policy, requires the execution of various political, administrative, and operational processes. Due to the variety of processes involved in service delivery, disharmony and non cooperation may result if due processes of analysis and evaluation are not properly undertaken. The different operatives – politicians, administrators and implementing agents come from different backgrounds with different perspectives, therefore, sharing of information is imperative. Failure to do the processes analysis may result into a dangerous political-administrative dichotomy strain where separation of roles and responsibilities are muddled. Politicians due to political pressure for service delivery, unwittingly take over the roles of administrators. Such scenario will result in the policy process stagnating. Implementing agents will be frustrated as there will be unnecessary bottle necks that will block funding. Meiring (2001:87) further stresses that, a change in one process will usually leads to a change in other processes as well. If the financing process is delayed or money misused the whole other processes will not happen. There will be no appointment of personnel, no

work procedures will be determined and no control of anything as there will be nothing to control.

Analysis and evaluation of processes is indeed essential for service delivery. In the context of the topic- the evaluation of water service delivery like in any other projects the analysis will indicate quite before the implementation in an orderly manner the steps that will ensure the attainment of the objective. Water service delivery is somewhat technical; therefore, processes that will even indicate the availability of the required resources, the machinery needed and all other necessities become known when the processes are analyzed. It is through process analysis that funding needed is known.

When process analysis and evaluation is not done or improperly done it is common to find water taps in place and water pipes dug in but not a single droplet of water flows at the completion of the project. The objective of the policy makers is therefore not attained but huge sums of money are paid out to contractors. This study therefore investigate whether the water provision processes are analyzed and evaluated properly, if there are any gaps such gaps are identified and assessed to see if its impact is not the cause of the slow delivery of water service

### **2.4.3 Analysis and Evaluation of Programs in Water Provision**

Policy inputs as reflected in diagram 1 of this chapter should be converted to policy outputs. The conversion in a systematic manner happens only when the requisite programs are set and implemented to achieve the objectives. This implies that, to have a good policy and no programs to implement it will render no change in the people's lives. Policy should be interpreted into various, manageable tasks or programs for easy implementation. Meiring (2001:88) writes that the analysis and evaluation of programs takes place in order to establish whether or not a specific program corresponds with the objective of the policy, the applicability and suitability of such objectives, the degree to which the objectives succeed in satisfying the needs of those served, and whether or not the services are rendered effectively.

The inference is that the programs adopted for a specific project implementation need continuous assessment to see if they contribute to the attainment of the objective. This assessment could save government time and money for programs will either be continued or discontinued depending on its success rate prognosis. The analysis and evaluation of programs will also inform the government to improve on the program or keep the momentum or increase funding if needs be. For an example in a water service rendering policy, the will programs like surveying program, building water purifying stations and other water works, building of power plant and erection of windmills and boreholes. Analysis and evaluation of, say for instance, survey of water sources will inform the government whether the program will be

successful or not, whether the water source is reachable and quantities of the resource, whether big machinery is needed or just human power will be equal to the task. This information also determines funding needed. Service delivery to the public is always hindered by insufficient funds available at the state coffers. Therefore programs should be such that the objectives are attained efficiently and effectively. Contractors have their eyes only to the money, if not properly checked the government and service consumers will be robbed. Analysis and evaluation of programs should help in determining the efficiency of a program, comparison of programs, and ensuring that the program is time conscious. Meiring (2001:90) emphasizes the importance of time in implementation of policy, he writes that time is yardstick to measure the effectiveness of a program and thus a service. Policy implementation depends on the effectiveness of the programs used, and therefore, service delivery will be hampered if programs in place are ineffective.

Edwards (1980:148) identifies four main factors that affect policy implementation; including – communication, resources, dispositions of the implementers and bureaucratic structure. The author explains that it is important to assess the influence of these factors on programs of policy implementation. Thus the perception is that these four factors are critical and can pose a major challenge in implementation of policy. On communication Bressers *et al.* (2000:13) explain that the implementation process is characterized by the interactions amongst government officials and between them and target group as well as relevant service providers. The position is that where there is no knowledge of programs and processes, and no effective



communication, problems in the delivery of service may arise. This may point to failure in policy making initial stages where transparency and participation of all is begun. Analysis and evaluation of programs is the continuation of all the requisite processes in policy making.

The need for analysis and evaluation of programs in policy analysis and evaluation can never be overemphasized.

It can therefore be deduced that a proper analysis and evaluation of policy as the project proceeds enhance service delivery. The programs should be agreed upon and be implemented accordingly to implement the policy. The analysis and evaluation of program for the implementation of water provision by the water service authority will be investigated to find if there is any causal link to the slow service delivery of water in the municipality under investigation.

#### **2.4.4 Analysis and Evaluation of Policy Results (Outputs and Impact).**

The success of policy is determined by its results- the outcomes. It is the results that the people need and not all other processes. In water project the people will only be satisfied when they get water of good quality in a sustainable manner.

Meiring (2001:90) diagrammatical shows the policy activities and policy results

TABLE 1 SYSTEMS APPROACH

POLICY	ACTIVITIES	POLICY	RESULTS	
Phenomena	Inputs	Processes	Outputs	Impacts
Water service delivery.	Resources <i>e.g.</i> Funding Recruitment of personnel purchasing of material.	Policy making and policy implementation.	Delivery of tapped water to rural areas of the Amathole district municipality	Water accessibility improves or deteriorates.

Table 1 illustrates that analysis of results should follow policy implementation. Prior to policy implementation policy makers must indicate what objectives they wish to achieve and inputs they make should be relevant to the objectives. This means the quality and quantity of the product is determined by both the input and conversion process. The analysis of results then is the breaking down of the achieved objectives and comparing them with the initial decision of the policy maker.

Meiring (2001:90) writes that the result of a specific policy is usually, in the making of the policy, not fully known or determinable. Craythorne (2003:262) seems to support Meiring when he writes that the chance of meaningful return on a reasonable research effort in the area of public-sector productivity analysis is slim at best;

expenditure analysis cannot deal directly with the efficiency of government operations. With that said though; analysis of results after policy implementation is essential. This analysis will give information to all the stakeholders as to what product their efforts resulted to. The analysis of results means a cost-benefit analysis. If the government funds have been used it is imperative to weigh up the results against the funds. For an example if R30 million have been used for waste collection the result of such expenditure should be measured in terms of environmental health received. If the same amount as in table 1 has been used to provide water to rural areas of Amathole municipality, the quality and quantity of water delivered and satisfaction of the citizens will be determined by analysis of results. The study investigates if the question of quality is taken care of, so that the lives of the people are not put at risk.

There should be a clear relationship between the input and the output; the output will make an impact in the environment. Meiring (2001:91) writes that the relationship that exists between the user of a service and the service itself will always lead to evaluation of this service. Citizens themselves evaluate the service they get as users, sometimes because of the bad state of the service the users stop using it. If for example the piped water is brackish the citizens will not use such water for consumption.

Meiring (2001:93) writes that the making, implementation, analysis and evaluation of policy all require the participation of a variety of functionaries. In this way it is possible to ensure that values and facts are defined and reconcilable with each other

so that a policy will be introduced which will further the general welfare and guarantee the most profitable use of all resources. Therefore, it will not assist to look to the policy process in piecemeal manner; the whole policy process should be looked at, as each process leads to another and often overlaps to another. According to Yin (1982:37) we should address, "... the need to understand why policy implementation succeeded or failed".

The inference is that there should be analysis and evaluation of results for success or failure of policy implementation is only measurable through results.

## **2.5 TRANSFORMATION OF DISTRICT MUNICIPALITIES INTO WATER SERVICES AUTHORITIES**

Prior to 1994 the provision of water services was a functional area of the then National government. Even after 1994 water services became a competency of the Department of Water Affairs and Forestry (DWAF). The rendering of water services has however, devolved during 2003 to the local sphere of government. The intention of the devolution of powers to the local sphere of government was to accelerate water services, especially to the rural area and the informal settlements that were created as a result of urbanization.

*The constitution of the Republic of South Africa*, 1996 section 152(i) (b) and (d) as amended (Henceforth referred to as the constitution) states that the objects of local government are:

- To ensure the provision of services to communities in a sustainable manner; and
- To improve a safe and healthy environment.

Section 27(i) (b) of the constitution, states that everyone has the right to have access to sufficient food and water. Water services provision is in the Bill of Rights (Chapter 2, Constitution, to show how imperative and important this service is.

To give effect to the prescriptions of the constitution, *the Water Services Act*, 1997 (Act 108 of 1997) was passed. Section 2 states amongst its main objects that it aims to provide for-

- (a) The right of access to basic water supply and the right to basic sanitation necessary to secure sufficient water and an environment not harmful to human health or well-being.

Section 3 (3) also states that every water services authority must, in its water services development plan, provide for measures to realize these rights stated in section 2. Whether the municipality concerned has its water service development plan or not will be the subject of the investigation.

(S.A.1997:28) states that the final step in improving service delivery is to check whether services have met the standards that were set, to announce the results to customers and to explain the reasons where the service has fallen short of what was promised. These results not only complete the accountability loop, but will provide valuable insights to

guide further efforts to improve services in the future. This legislation reinforces the importance of analysis and evaluation in service delivery.

## **2.6 CONCLUSION**

Literature reviewed in this chapter have put it beyond any reasonable doubt that for service delivery to be effective, it is not enough to have resources only, but also the means. The resources ought to be put in conjunction with means, the means to utilize the resources effectively. It is means and resources that ensure service delivery. To the means this review focused on policy analysis and evaluation. This has been undertaken to find out whether the analysis and evaluation of policy cannot be done away with or perhaps in expediting the service delivery, could one skip the time consuming policy analysis and evaluation? It has been cleared here that the policy processes are interlinked and overlapping. The discovery here is that in Public administration there are no short cuts, all the generic administrative functions come into play in whatever public project. The policy making process is the first of the generic functions as listed by Cloete. Although there is no specific reason attached to the position of policy making in the list of generic administrative functions, logic suggests that it should precede all other functions.

It has been shown in the literature review that policy implementation means the conversion of inputs or demands to outputs or services desired by the public. The quality of the output is both dependent to the quality of input and the process of implementation. The very important aspect is the result of the output, what impact does it make to society? It is where most public administrations fail; they fail to assess the impact made by the output of the implemented policy. The analysis and evaluation of policy process is

essential when Public administration wants to make a positive change in people's lives. It is through policy analysis and evaluation that policy remains relevant to people's needs that are continually changing, the government also is in a position to improve or discontinue policies that bear no effective result. The people's satisfaction with the impact the policy makes, ensures political stability. This study is enhanced by this review of related literature as guidelines of analysis and evaluation are provided.

It can thus be concluded that the Public administration processes should be affected in totality if service delivery is to succeed. To neglect them result in stagnation of progress. There should always be check and balances that come up through analysis and evaluation. This review has shown that analysis and evaluation as a policy process needs careful undertaking and observation as they are key to the success of the policy.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY AND DESIGN**

#### **3.1 INTRODUCTION**

The literature reviewed in chapter two provided a conceptual or theoretical framework and relevant legislations for the rendering of water services. This chapter deals with research methodology and design of this study. Research methodology deals with how research should be planned and executed (Mouton and Marais, 1990:15). Research methodology therefore means the planning of the actual structure and what direction will the study take in order to achieve the intended objectives. It is a plan of action and how the plan of action will be carried out. This implies that research methodology is focused on the method, tools and techniques to be used that will assist in achieving the objectives of the study and answering the questions the researcher seeks to address.

Mouton and Marais (1990:15) explain that research methodology also includes selecting a theory or model which would be most suitable for the investigation of a subject. The term –selection, here implies that careful consideration has to be taken on choosing the method as the outcomes or results of the study hinge directly on the method used. Selection of the method therefore, should be made such that the limitations of the study are realized and the results add value to both the public, government and the academics. Rubin & Rubin (1995:79) write that a research design is a blueprint and a detailed plan of



conducting research from the beginning until the end. An informed decision has to be made as to which research method to follow. It can be deduced therefore that the method explains how data is collected. The explanation of the method enhances trustworthiness and reliability of the findings. The method explains how data was collected.

The purpose of this chapter is to describe and explain the manner in which the research design and methodology were applied in the execution of the research project. The following aims have been set: Firstly, the permission to conduct the research is explained. Secondly, the delimitation / scope of the study, is explained with special reference to the historical background of the Amathole District Municipality and the towns that are situated within the area of the district Municipality. Thirdly, the research design is explained, with special reference to the research approach, strategy, target population and sample details. Fourthly, the research methodology is explained, with special reference to the questionnaires used as data collection instrument, data collection and data analysis. Fifthly, the demographic details of the respondent are explained. Lastly, the adherence to ethical consideration is reported.

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

The research was undertaken in the Amathole district municipality (ADM), and the eight local municipalities in the area of the district. Written permission to conduct the research was obtained from the Amathole District Municipality's Municipal Manager. The ADM

is the water service authority in the entire Amathole municipal area. The letter granting the requested permission is attached as supplement at the end of the mini-dissertation.

### **3.3 DELIMITATION**

The Amathole District Municipality is situated in the Province of the Eastern Cape. Within this vast area eight local municipalities are found. Buffalo City Municipality was be excluded in this study, because it is also a water service authority. The study was carried in the seven local municipalities and the district municipality. In each municipality, the Municipal Manager, the Executive Mayor/ mayor, the infrastructure / water services portfolio head, the MEC's of the departments- Local government and Traditional Affairs, and Health were the key respondents together with the selected citizens.

#### **3.3.1 The Survey Area**

The scope was delimited to the ADM, and the seven local municipalities listed below:

- Amahlathi local Municipality, comprising the towns of Stutterheim, Cathcart, Keiskammahoek and Kei Road, and numerous peri-urban and rural settlements;
- Mbashe local Municipality, comprising of towns of Dutywa, Elliotdale and Willowvale, and numerous peri-urban and rural settlements;

- Mnquma local Municipality, comprising of towns of Butterworth, Ngqamakwe and Centane, and numerous peri – urban and rural settlements;
- Nkonkobe local Municipality, comprising the towns of Alice, Fort Beaufort and Middledrift, the smaller towns of Hogsback and Seymour, and numerous peri-urban and rural settlements;
- Ngqushwa local Municipality, comprising the town of Peddie, the coastal town of Hamburg, and numerous peri- urban and rural settlements;
- Great Kei local Municipality, comprising the town of Komga, the small coastal towns of Kei Mouth, Haga-Haga, Morgan’s Bay, and Chintsa, and a number of rural settlements;
- Nxuba local Municipality, comprising the towns of Bedford and Adelaide, and surrounding rural areas;
- Buffalo City local Municipality, comprising the city of East London, the main town of King William’s Town, the provincial capital town of Bhisho, and nearby industrial centre of Dimbaza, and numerous peri-urban and rural settlements. This municipality due to its financial capacity and population size has been accorded the mandate to be water services authority.

### **3.3.2 Historical Background**

Amathole District Municipality was established in 2000. Before then it was known as the Amatola Regional council. After the first local government elections of 2000, it became the Amathole District Municipality named after mountain ranges in the area. These

mountain ranges are of historical significance in the area as wars of colonial resistance were fought in the area and these mountains were used by the Amakhosa as a fortress. Amathole District Municipality occupies the central coastal portion of the Province of the Eastern Cape, bordered by the Eastern Cape districts of Cacadu, Chris Hani, and O.R. Tambo, respectively to the west, north and east. The ADM includes former Cape Provincial area, Transkei, and Ciskei homelands (South African Local Government Association, 2006:52).

The Amathole District Municipality (ADM) is one of the six district municipalities in the Province of the Eastern Cape, with its head office in East London. The following table shows the detail of this municipality

TABLE 2: DETAILS OF AMATHOLE DISTRICT MUNICIPALITY (2008)

Population	1 895 553
Employees	889
Capital Budget	R890 217 171
Operating Budget	R646 734 171
Executive Mayor	Councillor S.S. Somyo
Municipal Manager	Mr. V. Mlokothe
Number of councillors	73

(ADM ANNUAL REPORT 2008/2009: 346)

### **3.4 RESEARCH DESIGN AND 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. It is therefore imperative to adopt a clear method so that the findings are believed and accepted. The methodology for this research is discussed under the following sub headings.

#### **3.4.1 Research Approach**

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. Two main components of data collection and processing are important to ensure effective scientific research, namely a theory construction component, based on a literature study and a theory testing component, the empirical research. (Meiring, 1987: 45 writes in this regard that all branches of knowledge depend on the same basic procedures of observation, conceptual reflection and verification. Hypothesis formulation and verification is thus an integral part of scientific research. A hypothesis is an empirically testable version of a proposition that

has not yet been tested or verified with empirical evidence. It is used in deductive theorizing and can be restated as a prediction (Newman, 2006: 58).

In this study hypothesis formulation and verification was done by using the classical approach (Baily, 1982:53), in combination with approaches such as the systems approach where four stages were used in collection and evaluation of data, namely the input, processing/ conversion, output and impact phases, and the quantitative approach. All information was described and explained, and suitable deductions made (Newman, 2006: 35).

The empirical data was statistically analyzed. The classical approach consists of three main stages. Stage one, which takes place entirely on the conceptual level and consists of concept and proposition construction. Stage two bridges the gap between the concept and empirical levels. It consists of devising ways to measure the concepts empirically. Stage three entails the verification of the hypothesis (Baily, 1982:53).

### **3.4.2 Research Strategy**

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

- Questionnaires
- Interviews
- Observations
- Documentary analysis ( Henning, *et al*, 2004: 33)

It can be deduced that various data collection instruments exists, but for the purpose of this study questionnaires, documents and available literature on the topic were used.

### **3.4.3 Target Population.**

The first step in the identification of respondents is to specify the group of persons or things to approach. The objects of study are called units of analysis. The sum total of units of analysis is called the population (Baily, 1982: 85).

Brynard and Hanekom(1997:43) write that the population refers to objects, subjects, phenomena, cases, events and activities, which the researcher would like to study to identify data.

The total population in study was the people living in the Amathole District Municipal area which includes all the people living in the eight local municipalities under study. A total population, due to its size, for example the population of Amathole District Municipality is too big to conduct an objective study for the purpose of this mini-dissertation.

Newman (2006: 224) writes that a target population is required and target group is a specific pool of people to be studied. Bless and Higson- Smith (1995:87) explain; that a

target group is a set of elements that the researcher focus upon and to which the results obtained by testing the sample should be generalized. This study is therefore targeted at the selected councilors, officials, and citizens of the District Municipality and the seven local municipalities.

It can be deduced that population is a group of potential respondents, the number of which have to be reduced into a sample of the whole. The population depends on the research project.

#### **3.4.4 Research Design**

Hofstee (2006:120) writes that the research design provides a theoretical background to the methods to be used in the research. Therefore a research design is the basic plan which guides the data collection and analysis phases of the study. It specifies the type of data to be collected, the sources of data and the data collection procedure.

Powell (1999:21) explains a research design as a sequence of events which connects the procedures for collecting the empirical data to the initial research questions on the one hand, and to the subsequent data collection, analysis and conclusions on the other. This encapsulates the actual practical aspects of how the study is conducted in order to answer the questions the research seeks to address.

The deduction is that the design is the plan, the master plan of the research that dictates the arrival to the conclusion.



### **3.4.5 Sampling Details**

By sampling is meant any pre- determined portion of the target population to act as representatives of the population. A sample always implies the simultaneous existence of a larger population which the sample is a smaller section or a set of individuals selected from a target population (De Vos, *et al*, 2005: 193 and Newman, 2006: 219). The basic requirement and characteristic of a sample is that it should be representative of the population from which it is taken (Basley and Clover, 1988: 95). One of the popular scientific methods used in assessing the views of the people is by taking a sample of the community that reflects the general view of the total population. In order for a sample to be considered as reliable, it must consist of a reasonable number of respondents. Therefore, this means that sampling involved the logistics of identifying the respondents to be used. Three samples were used in this study, and three separate questionnaires were distributed to the identified respondents. Hence in this study 60 respondents were used. The purposive sampling technique was used which (Marshall and Rossman 1995:55) explain as being characterized by identifying access points or settings where subjects could be more easily reached and by selecting especially knowledgeable subjects. Purposive sampling was chosen specifically to target the people who are concerned with water service delivery. Understandably, that water or lack of it impacts across the population irrespective of age, race or gender but to have the purposive sampling saves time and addresses the problem. Struwing and Stead (2001:123) write that purposive sampling is concerned with providing a sample of information-rich participants. This

sampling is the best in collecting reliable data. The objective of collecting data is to get reliable data to ensure quality of the findings.

#### 3.4.5.1 Selection of Sample

The selection of a sample is based on two requirements, namely the respondents must be:

- The recipients of water services, and or
- Actively involved as a municipal councilor or official in the rendering of water services.

The role- players in the local sphere of government are classified into three main categories, namely- the councilors, officials, and citizens. Three samples were purposefully selected from the population of the study. The first sample consisted of 32 respondents, made up of the Executive mayor or mayor, Municipal manager, Portfolio chairperson of infrastructure or water services committee, and Director of Health services of the Amathole District municipality together with the seven municipalities that receive water service provision from the ADM. The second sample consisted of 24 respondents, representing the citizens of the Amathole District municipality, randomly selected from the Post Office telephone book, and purposefully selection of school Principals, religious ministers, business managers and managers of regional offices of government departments completed the sample. The third sample consisted of four respondents, the Provincial Members of the Executive Councils (MEC's) of Local Government and Traditional Affairs, and Health departments together with their respective

Superintendent-Generals. The sample was arrived at by focusing on the purpose and validity of the results of the study.

In total 60 questionnaires were distributed to the sampled respondents.

### **3.4.6 Questionnaire Details**

Hofstee (2006:132) writes that questionnaires are a form of structured interviewing, where all respondents are asked the same questions and are often offered the same options in answering them( yes/no, ranked on a scale, etc.). According to Bless and Higson (2000:156) a questionnaire is an instrument of data collection consisting of a standardized series of questions relating to the research topic to be answered in writing by participants. For purposes of this study questionnaires are the chosen data collection tool. Questionnaires were chosen because they allow for a measure of quantification of data. Each respondent in each sample was given the same set of questions, phrased in the same way. Questions tend to be more reliable than interviews because when anonymous they encourage honesty. Questionnaires are also more economical in terms of time. For the purpose of this study the questionnaires are be structured, with open-ended and closed questions.

- Open-ended questions are a type of survey research questions in which respondents are free to offer any answer they wish, to the question. Such questions are unstructured and often referred to as free- response questions (Newman, 2006: 286 + Bailey, 1982: 123).

- Closed –ended questions or fixed alternatives, questions require only that the respondent read the questions and mark the appropriate answer (Bailey, 1982: 198)

Cohen, *et al.* (2000: 248) write that “ between a complete open questionnaire that is akin to an open invitation to write what one wants and a totally closed completely structured questionnaire, there is a powerful tool of the semi-structured questionnaire” Thus in this study the questionnaires were structured into both.

#### 3.4.6.1 Questionnaire Content

The questionnaire content is structured to encompass the elements of the systems theory, so that the water service rendering policy of Amathole district municipality is evaluated and analyzed. The questionnaire content is detailed hereunder:

QUESTIONNAIRE ONE: Questionnaire to Municipal political office- bearers, and chief officials.

Questionnaire one deals with the following sections:

- Explanation of terms used in the questionnaire
- Personal details of the respondents
- Problems with the rendering of water services
- Legislative requirements for municipal water services
- Analysis and evaluation of water services rendering.

## QUESTIONNAIRE TWO: Questionnaire to Provincial political office-bearers, and chief officials

Questionnaire two deals with the following sections:

- Explanation of terms used in the questionnaire
- Personal details of the respondents
- Problems with the rendering of water services
- Legislative requirements for municipal water services
- Analysis and evaluation of water services rendering

## QUESTIONNAIRE THREE: Questionnaire to Municipal stakeholders/ citizens

Questionnaire three deals with these sections like the preceding questionnaires:

- Explanation of terms used in the questionnaire
- Personal details of the respondents
- Problems with the rendering of water services
- Legislative requirements for municipal water services
- Analysis and evaluation of water services rendering

Different ways were used in the questionnaires to ask questions and obtain information.

- Some questions were – yes/no, with or without respondent required to motivate or comment.
- Some questions dealt with the extent of agreement or disagreement, on a five point scale on a particular issue.

- The majority of questions required that the respondent provide comments or motivation for answers provided to questions.

#### 3.4.6.2 Distribution of Questionnaires

Questionnaire one:

Questionnaire one was hand delivered by the researcher to Amathole District Municipality, Mnquma, Mbashe, and Great Kei local municipalities. To Nkonkobe, Amahlathi, Ngqushwa, and Nxuba local municipalities, questionnaires were hand delivered by hired data collectors. The questionnaires were delivered and collected within five days.

Questionnaire two:

These questions were sent by fax mail to the respondents. The return period was five days.

Questionnaire three:

Questionnaires to the citizens of Mnquma, Mbashe, and Great Kei were hand distributed and collected by the researcher. This work took the researcher three days to complete. The four hired data collectors hand distributed and collected the data from Nkonkobe, Amahlathi, Ngqushwa, and Nxuba local municipalities to the randomly and purposefully

selected respondents. Each data collector dealt with the sample of citizens of one local municipality. The distribution was completed within two days.

The total data collection period was fixed to seven days.

### 3.4.6.3 Response Rate

The questionnaires issued out did not attract hundred percent responses. The response rate refers to the percentage of valid responses received as against the total number issued and delivered.

The questionnaire statistical details can be set out as follows

TABLE 3: QUESTIONNAIRES USED AND RECEIVED.

Questionnaires	Issued	Received Back	Not returned	Return %
Municipal chief officials & chief office – bearers	32	21	11	66.00%
Municipal Citizens	24	21	04	88.00%
Provincial office bearers	04	04	-	100%

& Provincial chief officials				
Total	60	45	15	75.00%

Newman (2006:295) writes that “... the failure to get a valid response from every sampled respondent weakens a survey. Barbie (1973:165) writes that a response figure of at least 50.00% should be sufficient for analysis of the questionnaires, a figure of 60.00% can be seen as “good” and a figure of 70.00% as “very good”

It can be deduced that the response should be at least 50.00% for the study to be of any significance.

This study received a response rate of 75.00% which is a very good figure.

### **3.4.7 Personal Details of Respondents**

TABLE 4 RESPONDENTS DETAILS IN PERCENTAGES

The purpose of the following table is to give the reader a clear picture of the kind of respondents that were used in the study. The respondents were drawn from the municipal citizens as the expected users of the water services, the officials as the employed executors of the policy, and the politicians as the policy makers and monitors of the policy implementation to ensure that the services rendered have a meaningful impact on the citizen’s general welfare.



Details	Citizens	Officials	Politicians
1. Age	15-25 years ( 62.00% ) 26-35 years (23.00%) 36-65 years (35.00%)	26-33 years (10.00%) 34-41 years (19.00%) 42-49 years (52.00%) 50-57 years (19.00%)	41-50 years (50.00%) 51-60 years (50.00%)
2. Sex	Female (71.00%) Male (29.00%)	Female (19.00%) Male (81.00%)	Female (25.00%) Male (75.00%)
3. Marital status	Single (76.00%) Married (29.00%)	Single (24.00%) Married (71.00%) Widowed (05.00%)	Married (100.00%)
3. Education	Grade 8-10 (38.00%) Grade 11-12 (38.00%) Diploma (14.00%) Degree (10.00%)	Grade 11-12 (19.00%) Diploma (19.00%) Degree (43.00%) Postgraduate (19.00%)	Degree (75.00%) Postgraduate (25.00%)
4. Home language	Isixhosa (100.00%)	Isixhosa (90.00%) Afrikaans (05.00%) English (05.00%)	Isixhosa (100.00%)

5. Employment post	Unemployed (90.00%) Professionals (10.00%)	Municipal managers (29.00%) Departmental Heads (33.00%) Mayoral committee (38.00%)	Member of Executive committee (50.00%) Superintendent-General (50.00%)
6. Experience in local government	None	1-5 years (14.00%) 6-10 years (76.00%) 11-20 years (10.00%)	6-10 years (100.00%)

From the above table it can be deduced that the Amathole district municipality has educated officials who can deliver the required services. The age of the officials is a worrying fact; more than 70.00% of the officials within the next 15 years will retire. Employee turn over at this big rate negatively affect the service delivery capacity of the municipality.

### 3.4.8 Data Analysis

Data analysis is a process which includes the coding, presentation, and analysis of the research results. Mouton (2001:108) describes data as the breaking up of the data into

manageable themes, patterns, trends and relationships. Rubin and Rubin (1995:226-227) describe data analysis as a process in a qualitative research which begins as the collection of data progresses. This does not leave out the quantitative research as the dividing line between qualitative and quantitative researches is very thin. Huberman and Miles (1994:114) define data analysis as three linked sub processes: data reduction, data display, and conclusion drawing and verification. They describe data reduction in terms of data selection and condensation.

The data analysis involved the examination and interpretation of content, information obtained by data collectors to derive meaning. These derived meanings were then interpreted, analysed and used to address the research questions of the study. The special focus was placed on the content interpretation. Content analysis means the examination of text and the meaning it holds. Denzin and Lincoln (2000:15) explain that content analysis allows for 'thick description' in the analysis of data. Deduction is that serious and careful consideration is essential in data analysis. The thick description therefore helps in avoiding personal bias and selecting and sifting to set aside perceptions. Data was then scanned, coded and categorized in order to see whether there were emerging patterns, relationships, themes and critical issues which will allow for a comprehensive analysis and interpretation of data. The emerging themes were then coded. This coding involved assigning a symbol as a way of summarizing the information collected. Numbers or letters can be used for coding and categorizing of information. This allowed for easier comprehensive discussion and analysis of results. Holliday (2001:100) writes that in content analysis, the raw data is analyzed, interpreted and then presented in a descriptive manner to give meaning to the situation researched.

Firstly, statistical analysis technique was applied to the data. This showed the quantity of completed water service projects in the Amathole district municipality. The statistic has indicated in percentages the level of people who access water services. Secondly, the quality of the services was analyzed because quality alone is not enough in people's development. The researcher was looking for impact that the absence of or the presence of the services make in the people's lives. The satisfaction was measured in terms of percentages.

### **3.5 LIMITATIONS TO THE STUDY**

The limitations can be discussed as follows

- The due date for the submission of the completed mini- dissertation, the 01 December 2009 has come so soon putting pressure to the researcher to efficiently and speedily conclude the research.
- Work pressure, the researcher was studying part time and employed as a teacher. The period of the fieldwork coincided with matriculation examinations. With the value attached by the state to these examinations the researcher had to display good time management and ability to multi-task.

Despite these hurdles, the researcher met the deadline, and produced a mini – dissertation of standard.

### **3.6 ETHICAL CONSIDERATIONS**

According to the Oxford Advanced Learners Dictionary (1995: 395) ethics is a system of moral principles or rules of behavior or conduct. To be ethical is to conform to accepted professional practices. 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 implies therefore that in the course of the research the following ethical guidelines and practices were to be strictly adhered to and the respondents were duly informed of the following ethical considerations that were to be observed:

- Anonymity. The name and personal details of the respondents were not be disclosed.
- Plagiarism. All sources of information used were acknowledged to avoid plagiarism.
- Coercion. Respondents were not coerced to divulge any confidential information.
- Honesty. The researcher at all times and under all circumstances reported the truth with honesty and never presented the truth in a biased manner.
- Freedom of choice. Respondents were given freedom of choice in participating in the research through informed consent. Respondents were

free to withdraw at any time from participation( Hanekom and Thornhill, 1997:4 and Salkind, 1997:41)

### **3.7 CONCLUSION**

Permission to conduct research has been requested and obtained to the Municipal Manager of Amathole District Municipality (the ADM is a water service authority tasked to provide water services in all the seven local municipalities in the municipal area of the district). This exclude the Buffalo city municipality because the this municipality is recognized as the water service authority in its municipal area which includes the East London city and King Williamstown town and the farms and rural areas in the respective surround. The permission has been easily obtained from the municipal manager of Amathole District municipality only. This decision is made because the local municipalities have no authority to any water services in their areas and therefore could not authorize the study. Amathole Municipal Manager gave the permission for this study without any hassles.

The study was carried in the Amathole District Municipality, and the seven local municipalities of Amathole district municipality, namely: Mbashe, Mnquma, Great Kei, Amahlathi, Nkonkobe, Ngqushwa, and Nxuba. On carrying out the research, ethical considerations were observed to ensure that the findings are of value and have meaningful impact to the service delivery in the municipal area.

The research design has been explained, and suits the objectives of the study.

The research methodology has been explained. This method is suitable to investigate and prove the study hypothesis. The main data collection tool used was the questionnaires. Three questionnaires were used. Questionnaire one was sent to chief office bearers, and chief officials of the municipalities under study. Questionnaire two was sent to the citizens, and questionnaire three was sent to the Provincial Members of the executive committee and Superintendent-Generals of both Local Government and Traditional Affairs, and Health departments.

It can thus be concluded that this chapter presents the methodology that was used effectively and efficiently to prove the hypothesis of the study and attain the research objective.

The next chapter focuses on the presentation, analysis and discussion of the information gathered from the questionnaires.

## **CHAPTER 4**

### **DATA ANALYSIS AND EVALUATION**

#### **4.1. INTRODUCTION**

The evaluation of the impact of the rendering of water services in the Amathole district municipality area and the problem of a scarcity of clean water, the problem of a scarcity of clean and a lack of services necessitated this study with a hypothesis that the rendering of water services is inadequate or non-existent in specific areas, unable to satisfy human needs effectively and that this situation could be harmful to human beings living in these areas. The research was conducted in the whole municipal area of the Amathole district municipality.

An evaluation of the impact of public services is fundamental to improvement of municipal services because the nature and extent of municipality is crucial in the promotion of the general welfare. Rodee, *et al*; (1967:196) write "... the promotion of the of the general welfare is greatest happiness of the greatest number". The emphasis is for this reason placed on the use and usefulness of a service such as the provision of water to promote the general welfare. The interest of a community and the promotion of the general welfare is thus the ultimate goal of any government.

Contemporary science recognizes that there are facts independent of theory that organizes them. Research must also, even if only implicitly, presume a theoretical concept that



organizes the study (Rein, 1983:236). The systems theory (Dye, 1984:46) can be used to evaluate the rendering of water provision services. A system can be thought of as an organized whole made up of parts which are connected and directed to some purpose (Terry, 1977:27). Systems are thus basic to human activities. The systems theory has essential phases or components and takes place in a specific environment. Each system has an input, processes, and an output (Dye, 1984:41). However, Meiring (2001:84) refers also to the impact as a fourth phase of the systems theory.

The study dealt with the above four phases in sections of this chapter. The data collected was divided between the sections of the chapter.

The quantitative data analysis was used to evaluate the water service rendering in the Amathole district municipality. This data analysis was chosen because the data collected was to be arranged and assess to find out if the citizens of the municipality have adequate access to water. The analysis of data was premised on deductive analysis, which methodologically is ideal for a quantitative research. The data was coded by categorizing and breaking it into broad sections to make sense of the accumulated information. The data was thus collected, recorded and systematically arranged for interpretation.

## **4.2 QUANTITATIVE DATA ANALYSIS**

By quantitative analysis is meant the manipulation of numeric data through statistical procedures for the purposes of describing phenomena or assessing the magnitude and reliability of relationships among them (Polit and Hungler, 1993: 444). As indicated in chapter three, questionnaires were distributed to 60 respondents and that a response rate of 75 % was achieved.

### **4.3 QUALITATIVE DATA ANALYSIS**

By qualitative analysis is meant the organization and interpretation of nonnumeric narrative data for the purpose of discovering important underlying dimensions and patterns of relationships (Polit and Hungler, 1993:444).

This section outlines the responses of the respondents

#### **4.3.1 The Role Played by Citizens in Policy Input**

The first phase of the systems theory has it that the citizens should make demands and inputs in policy making, so that such demands are converted to the outputs. The citizens are therefore supposed to be actively involved in making the inputs and debating and prioritizing their demands so that they can be converted in the implementation phase of the systems theory. The following questions and responses are presented to give a clear view of what happens in the policy making process before the implementation.

Question: Do the citizens take part in policy initiation process?

Answer: The majority of the citizens (90.00%) indicated that the citizens are not involved in all the policy making processes from initiation to policy evaluation. The minority of the citizens (10.00%) had a different view as they claimed that the citizens are involved in the initiation of the policy. However, the officials all agreed (100.00%) that the citizens take part in all the policy making processes. Meiring, (2001:09) writes that policy making is aimed at developing the environment and development means

change. The deduction that can be made is that the citizens and officials have different view to the policy processes. That the majority of the citizens are not happy with the role given to them is indicative that they will be withdrawn throughout the policy making, and this may lead to problems in service delivery as citizens are living in the environment that is being developed. The change that is being made should make a desirable improvement to the citizen's general wellbeing.

Question: How do the citizens make their demands to the municipality?

Answer: The majority of the citizens (100.00%) have indicated that they make demands to the meetings of the ward. The officials also agree at the same rate (100.00%) that the citizens meet at the ward meetings and make their demands. Ward meetings are normally presided over by the ward councilor of that particular ward and the officials and office bearers do not attend the ward meetings. The limitation here is that the various wards will make their demands without knowing the budget of the municipality. The officials who have the expert knowledge of the municipality funds and technical skills should advise and guide the community demands in the policy initiation. It can be deduced that there is a lack of cooperation between the citizens and the officials of the municipality. This lack of cooperation may impact to the nature of services delivered. The Provincial departments of Health, and Local government and Traditional affairs indicated that they are not involved in water service delivery policy formulation as water services are outside the Provincial competency.

The deduction here is that the citizens are not adequately involved in the initial stages of the policy making. This is a major shortcoming in the policy process of the Amathole District municipality. The policy making's objective is to deliver desired services to the citizens in order to have a positive impact to their standard of living. The citizens therefore are better placed to be able to input and make their demands to the policy makers and be part of the process as it begins.

The fact that the citizens are not given enough chances to input to the policy making, they are not making the demands, then, the system that the municipality uses to deliver services to the citizens is defective. The officials and office bearers decide on the inputs and demands for the citizens with no mandate to do so. This may impact negatively to water service delivery in the municipality under the study.

#### **4.3.2 The Role of the Citizens in Conversion of Demands**

The systems theory has it that the inputs need to be converted to the outputs that will have an impact in the lives of the people. The water service delivery is aimed at improving the lives of the citizens in their communities. Conversion of demands means the implementation of the policy. Policy implementation is only possible when funds are made available. This phase in the systems theory determines the quality of the output. The following questions were asked to obtain knowledge of the role the citizen's play in

their development and whether the citizens are involved in budget processes of their development.

Question: Does the municipality involve the citizens in budgetary processes for the community water service project?

Answer: The majority of citizens (71.00%) have indicated that the municipality does not involve them in budgetary processes. The minority (29.00%) claimed that the municipality involves them in budgeting for the development of their community. The majority of the officials (95.00%) claimed that the citizens are involved in budget processes, but fail to motivate their claim by advancing instances where the citizens are involved in budgeting for the project. The minority (05.00%) believed that citizens are not involved. The majority of office bearers (100.00%) indicated that the citizens are actively involved in budgeting for their project. The level of disagreement within the citizens is big; the citizens are not happy with the involvement.

It can be deduced that the citizens are left out in the financing of their demands. This will make it difficult for them to appreciate the problems encountered in the policy implementation as well as the value of the service rendered. The delivery of services is the Public Administration and such services are delivered using the public or taxpayer's money. Citizens are members of the public and therefore owners of the public money. It is therefore imperative that the citizens are involved in all the plans of utilizing the money.

Question: Does the municipality budgets for water service delivery?

Answer: The officials at a majority of 95.00% indicated that the municipality budgets for water service delivery, and motivated their answer as follows:

- 60.00% of the total municipality budget goes to water services.
- There is visible improvement in water services, the quality of water and its consistency has improved.

The minority 05.00% of officials were not sure whether the municipality budgets for water services or not. The citizens at an equal percentage 95.00% have indicated that the municipality is not budgeting for water services and motivated as follows:

- The majority of communities have waited for water service delivery since 2000
- In some communities the pipes were laid in for the past four years but there is no water coming out of the taps, this shows lack of budget.

The citizens are the beneficiaries of the water service policy; budget is a means towards achieving the service delivery objective which is to satisfy the needs of the citizens. If the citizens do not see any improvement in their general welfare they are justified to claim that the municipality does not budget for water services. It can therefore be deduced that the municipality's budget falls short of satisfying the citizen's needs.

Question: What role do the citizens play in the project implementation in the community?

Answer: The majority of the citizens (95.00%) have indicated that they are made laborers only with no managerial or decision making powers. This shocking revelation shows that the project implementers come up with their personnel to fill the managerial positions where decision making and policy analysis happens. The municipal officials and office bearers fail to make the project implementers understand the requirements of the community projects with regard to employing the local people in high positions. If then the citizens are only laborers as they claim, there is no skills transfer as required by the constitution in development of the communities. The remaining minority (05.00%) claimed that they partake in whatever position up to decision making positions. Contrary to the view of the citizens, officials with a majority of 75.00% claimed that the citizens are given every right to participate in all positions of power in the community projects. The officials further maintain that the recruitment strategy favors the community members, they are given first preference in all available positions, but because of rare skills needed in policy implementation local citizens fail to occupy managerial positions. The shortcoming is that the citizens are not given any in-service training to enable them to occupy the positions of power in the community water projects. Besides the mere delivery of water, which is very important, the community development also includes the development of the citizens as individuals by getting skills. The office bearers as elected people should focus to this aspect. The deduction that can be made is that there is a lack of communication between the citizens and the officials. The councillors who are supposed to close this gap seem aloof and unable to communicate with the citizens. This is a deduction made from the response from the councillors.

#### **4.3.3 The Nature of Service Rendered ( Output)**

Despite the absence of water services in most of the communities visited in this study, there are communities with visible water service infrastructure in place, and some communities with tap water delivered by the district municipality. The following questions were posed to such communities.

Question: Does the municipality deliver reliable, clean, and drinkable water in the community?

Answer: The majority of the citizens (80.00%) responded negatively, advancing a motivation that:

- The water availability is very unreliable
- The water become available at the wee hours of the night, this causes the citizens to sleep in the queue for water.

The minority (20.00%) indicated that they are happy with the availability of the water. This claim is not backed by any further explanation. The officials and office bearers at 100.00% praised the smoothness of the water service delivery. It can therefore be deduced that the service delivered does not satisfy the citizens. The service delivery objective is to improve the living conditions of the citizens. The living conditions include among others, the health and social conditions. Delivery of water should ensure that citizens enjoy clean and tested healthy water for all their needs more especial the domestic use that includes drinking and cooking. If then the water is not reliable



available, the objective is not achieved despite the use of public funds. Socially the conditions should improve such that water is reliably accessed to the walking distance of the citizens. Due to the unreliability of the water, the citizens continue to struggle to access water and continue to use unhealthy sources of water despite the fact that water projects have been completed in their communities.

Question: How often does the community experience water interruptions?

Answer: The majority of the citizens (80.00%) have indicated that the water interruptions are common. This means it is a common practice that people are without water most of the time. A minority (20.00%) indicated that interruptions are a rarity. From the above it can be deduced that the water service of Amathole district municipality is below the required standard. Many citizens remain without water in times of the need. The water service delivery objective is therefore not achieved. The minority seems to be different, they are satisfied as they claim that during interruptions that are even very rare, the municipality provides relief from such interruptions swiftly by trucking water to such areas, damages to the water systems are quickly repaired and water delivery promptly restored. The majority of the officials and office bearers (55.00%) indicated that the water service delivery is fraught with problems largely caused by the infrastructure decays, the poor quality of water pipes that continually burst. The minority (45.00%) indicated that interruptions are very rare in the municipality. It can therefore be deduced that the service rendered by the municipality does not satisfy the citizens. The officials also agree that the services are largely interrupted in the areas that they provide water.

The officials shift the blame to the infrastructural challenges. The decaying infrastructure is part of the water service policy they must implement.

#### **4.3.4 The Impact of Water Services to the Citizens**

The ultimate objective of policy making is to deliver quality services to the citizens that will have a meaningful impact to the living standard of the citizens. This study wanted to measure whether the water service delivery had any impact to the lives of the citizens.

Question: Does the water service delivery have an impact in people's lives?

Answer: The majority of the citizens (80.00%) have indicated that the water service has no impact in their lives. They motivated their response by the following reasons:

- The water flow is always not working
- The water that flows in many taps is brackish and therefore undrinkable

The other (20.00% ) of the citizens feel that the water service has a meaningful impact in their lives, and motivated that in their communities, health has improved as water is delivered efficiently and sustainable, agricultural development has grown in rural areas due to water service delivery. The officials and office bearers responded positively, saying that the policy implementation has changed the people's lives to the better. The objective of the policy is to change the conditions of the lives of the people. That objective is only attained when the people are satisfied with the output pf the policy. That

the majority of the citizens are not satisfied with the service, it can be deduced that, as per the systems theory the policy implementation has failed to convert the needs of the people to the outputs that have a desirable impact to the citizens.

#### **4.3.4.1 Analysis and Evaluation of Water Service Rendering**

Statement: Water service delivery is one of the key performance indicators of the District Municipality.

This aim of this statement was to see if all the citizens of the municipality, the officials and the office bearers realize the importance of water service delivery, whether the municipalities take into regard water service delivery when assessing the performance of their key personnel

Answer: The officials and office bearers with a total majority of 100.00% indicated that they understand the significance of water services in the municipality.

Question: Where does the community draw water for domestic purposes?

Answer: The majority (72.00%) has indicated that they either use rivers or fountains as source of water. The minority (28.00%) indicated that they get water from taps.

Question: How reliable is the source of water used in the community?

Answer: The majority (43.00%) indicated that the sources are unreliable, followed by a second majority (38.00%) that indicated that the water services are highly reliable, then the minority (19.00%) indicated that the water services are reliable. The deduction is that the reliability responded to in this question is the availability of water in the natural

sources that majority of the rural people used in the study used. The officials were not asked this question certainly because reliability can only be measured by the users.

Question: Does the water meet the minimum health standard according to your expectations?

Answer: The majority of the citizens (62.00%) indicated that the water they use does not meet the health standards. The response is appropriate if people use water from rivers and fountains. The minority (38.00%) indicated that the water they use meet the minimum health standard. The officials with a majority of 100.00% indicated that the water delivered by the municipality is tested and treated as per health prescripts. The deduction is that the municipality only takes care of the citizens who receive water from the municipality water network.

The majority is therefore not only struggles to get water but also is exposed to untreated water- borne diseases like cholera and dysentery. The Amathole district municipality is expected to deliver water services to the majority of the citizens. The deduction is that the water service delivery is lagging; the pace of delivery is low.

Question: Does the district municipality analyze and evaluate its water service policy implementation?

Answer: The citizens with a majority of 95.00% claimed that the district never analyzed its water service policy. The citizens continue to see themselves distant to the water service delivery service. From the first phase to the last phase of the systems theory the citizens play a key role together with other stakeholders like officials and office bearers.

They advance their position with a motivation that where water services are available they continue to be of poor quality and very unreliable. The remaining 05.00% maintains that the municipality analyzes and evaluates water service policy implementation. This minority has given no motivation for its stand.

However the 21 officials (100.00%) respondents affirmed that the district municipality analyze and evaluate its water service policy implementation. It can be deduced that the officials do the analysis and evaluation on their own, totally excluding the citizens and even fail to communicate findings of their analysis and evaluation to the citizens. The evaluation is done to find out if the project has succeeded in attaining its objective, namely the satisfaction of the citizens with the service rendered. It is often hard to get satisfaction of citizens with whatever service they receive if they were never involved in all the processes of the delivery service.

Question: Are local municipalities involved in the analysis and evaluation of water service's policy implementation?

Answer: The officials with a 100.00% majority have indicated that the local municipalities are involved in the analysis and evaluation of water service's policy implementation in their respective municipalities. The motivation they advance is that the South African *constitution, 1996*, states that different municipalities amongst themselves and the other spheres of government should promote cooperative governance. The working together of the district municipality and the local municipalities is further influenced by the following facts;

- The implementation of the district municipality's water service policy happens in the local municipalities boundaries.
- The beneficiaries of the water service policy are the citizens of the local municipalities.

The citizens were not asked this question because they may lack knowledge of what happens inside the municipality offices.

The deduction here; is that there is a healthy relationship between the district and local municipalities. This cooperative relation creates conducive atmosphere for service delivery

Question: Are the departments of Local government and Traditional affairs, and Health in the Eastern Cape involved in analysis and evaluation of municipal policy implementation and impact of water services?

Answer: The majority of the citizens (100.00%) have indicated that the Provincial departments are not involved in analysis and evaluation of water service delivery in municipalities. The motivation made is that the Provincial department officials are unable to assist even when requested by frustrated citizens; they refer the complaints of the citizens back to the municipality. The Provincial officials and office bearers with a majority (100.00%) indicated that they never involve themselves in municipal policy analysis and evaluation. The deduction that can be made is that the Provincial spheres and Local spheres operate in silos. This situation may negatively impact to service delivery.

Question: How often does the Amathole district municipality involve the citizens in water service analysis?

Answer: The majority of citizens (90.00%) indicated that the citizens are never involved in water service analysis and evaluation. The minority (10.00%) indicated that the municipality seldom involves the citizens in water service analysis and evaluation. However the officials and political office bearers have indicated with a (100.00% ) majority that citizens are involved in analysis and evaluation through questionnaire form that are distributed every year to get the inputs of citizens in analysis and evaluation of water services rendered.

The following statement was used in the questionnaire to see if the service delivery stakeholders have confidence in the Amathole district municipality water service delivery capacity to meet the National target of delivering water services to every household by end December 2010.

Statement: The Amathole district municipality will meet the National target of ensuring that every household have access to safe and clean piped drinking water reliable delivered to them by 2010.

Answer: 95.00% of citizens responded negatively, that the municipality will never achieve such target. They motivate their point by arguing that the 2010 target is to close, and that the municipality is experiencing problems in delivering water services. The minority of citizens (05.00%) are optimistic that the target will be met. This optimism is

not backed by any motivation. The officials and office bearers (councilors in this case) all agree that the target will not be met and motivate their opinion on the following:

- That Eskom has refused to connect many completed projects to the electricity for such projects to be operative.
- That the district municipal area is too vast to be covered with water services within a short space of time.
- The district budget is not enough to deliver water services to every household.

The finding is that the majority of both the citizens, officials and office bearers see that the municipality will not meet the target. The officials and office bearers advanced valid reasons for this inability that is beyond the competency of the municipality.

The deduction is that the district municipality needs Provincial and National finance and other support for it to succeed to deliver water services effectively and efficiently.

#### **4.4 CONCLUSION**

The involvement of the people in the analysis and evaluation of water service delivery in Amathole is not what it should be. The main objective of the Public service or any government institution is to serve the public or the citizens. Citizens receive the services from the Public institution. The Amathole district municipality is tasked to deliver water services to the citizens in its municipal area to make their lives better. The municipality's policy implementation should make a meaningful impact in the standard of living of the citizens therefore the consistent interaction with the citizens for the delivery of their



services is imperative. Citizen's demands are dynamic, they are certainly not static; the continued interaction and consultation with the citizens will ensure that the services rendered are desirable and relevant to the present needs of the citizens. For any service delivery to succeed citizens should be involved right from the start and throughout the policy making.

It has transpired in this study that Amathole District Municipality chief officials and office bearers use mainly desktop analysis and evaluation of the policy implementation. This method is mostly preferred by the officials for it is quick and easy but it too limited. It fails to appreciate the impact that the rendered services make to the citizens.

The question of funds has revealed a significant shortcoming. The Amathole district municipality (ADM) is mainly rural and underdeveloped. It requires huge monies for it to deliver water services effectively and efficiently. The Provincial government departments (Local government and Traditional Affairs, and Health) displayed less interest in assisting the district municipality. These departments do not involve themselves in any analysis and evaluation of Amathole district policy implementation to get the sense of whether Amathole district municipality is performing the mandate as required, whether the services that are delivered with the taxpayer's money make an impact to the citizens. These departments are self consumed with power and authority struggles, as to whether the Provinces have any role to play in service delivery in the municipalities. Amathole district municipality is as a result left alone to deliver water services with little funds from the Municipal Infrastructure grant from the National government.

Amathole district municipality has committed itself that it will meet the national target of making water accessible to all citizens by 2010, but this study has shown that even the officials and office bearers are realizing that it is impossible to achieve such an ambitious target. The progress made so far indicates to the contrary. The district needs assistance from both Province and National to beef up its finance and skills capacity to speed up the service delivery on water. The Amathole district municipality should be more focused to qualitative, effective, and efficient service delivery rather than pursuing the 2010 target.

## **CHAPTER FIVE**

### **CONCLUSION**

#### **5.1 INTRODUCTION**

The study has been carried and the collected data presented in the previous chapter. The presented data on its own, has not answered the problem that the researcher identified, this chapter with the information obtained enables the researcher to provide the answer and the solution to the problem. The purpose of this chapter; firstly is to provide a summary of what is contained in each chapter of the study. This is done to ensure linkage of purpose from the first chapter to the last chapter, secondly, the hypothesis of the study will be confirmed whether it is valid or not by testing it against the findings, thirdly, the concluding remarks will round up the researcher's argument, and lastly the recommendations will be provided for the municipality and the Provincial department of Local government and Traditional Affairs to speed up water service delivery in Amathole municipal area and in other municipalities where the water service delivery experiences similar challenges.

In this study the investigation was carried out by using the systems theory. For the purpose of this study the systems theory is comprised of four phases, namely the input, the conversion, the output, and the impact of the policy. The object of using the systems theory was to find out if the policy making process in Amathole district municipality happen as a system that every key role-players play the relevant role in time. The findings

revealed a shortcoming in the manner the citizens are involved in the policy making process. The part played by citizens in policy analysis and evaluation is challenged, the study has shown.

Firstly, in the introduction chapter (chapter one) the researcher claimed that there is scarcity of clean water in rural areas of the Amathole District Municipality (ADM) that this municipality is unable to solve. The researcher has identified the problem to be critical in the former Bantustans (Transkei and Ciskei) where people are exposed to untreated water borne diseases like the deadly cholera. The researcher wanted to find out the contributing factors that cause the ADM to be slow in solving the scarcity of water service delivery in its area despite the loss of life associated with the absence of the treated water to communities. The researcher also promised to advance solutions or recommendations that may help the municipality and the government as a whole.

In chapter two the researcher reviewed related literature to get foundation for the study and to understand the topic of the study better. The reviewed literature maintains that for any Public administration service to be effective a policy for that particular service should be made by all the stakeholders involved including mostly the policy implementers (officials and councilors) and service recipients (the citizens). In the making and implementation and evaluation of the policy's impact to the environment a system theory should be used.

In chapter three the method to be used in the study was adopted with supporting reasons to base the choice of such method. The area to be covered by the research was delimited

to exclude the urban Buffalo city for it is also a water service authority. Ethical considerations to be respected and observed were highlighted.

In chapter four( the penultimate chapter) the findings of the questionnaires (data collection tools) were integrated; presented in contrast to each other and discussed in order to reach to convincing sub-conclusion of the chapter as this chapter effectively leads to final conclusion.

In this chapter (chapter five), findings from the study are given as per the phases of the systems theory. The focus is on the role of the citizens in the policy making process, because the study has found that the municipality is not observing the dictates of the systems theory in as far as the citizens role in policy making. The study has found this as an anomaly that compromises the service delivery in Amathole district municipality.

## **5.2 FINDINGS OF THE STUDY**

The study has been carried, through the use of questionnaires to the chief officials, political office-bearers, and the citizens. Chief officials and political office bearers by the skills and expertise they possess lead the policy making process. The citizens as beneficiaries of the policy the systems theory states that the citizens should be involved throughout the policy making process. The study has obtained the following findings as shown in these subheadings.

### **5.2.1 The Role of Citizens in Policy Initiation (Inputs)**

The systems theory explains that the citizens should initiate the policy process, by putting down the demands of the community to the policy makers, and by inputting in the decision making, in the creation of the roadmap of the policymakers. The policy can not be made without the input of the citizens whose lives will be affected when the policy is implemented. In this study, it has been found that the citizens in mostly rural areas of the Amathole district municipality are given a very little space to make their inputs in policy-making: they are made to meet on their own in the ward without able guidance of the officials and the office bearers. This is the key responsibility of the officials, to guide and inform the citizens about the policy that is being made. That the officials of the Amathole district municipality do not help the citizens understand the policy in its earliest stages is dereliction of duty. The inputs the citizens make in their ward meeting are never implemented. Officials and office bearers decide on the policy to be implemented, the manner of implementation and policy objectives with no involvement of the citizens.

The officials are not following the steps and phases of policy making as shown in the systems theory. The input of the citizens is not made as the departure point in the delivery of water services.

### **5.2.2 The Role of Citizens in Conversion phase or Policy Implementation**

Normally the citizens should be involved in policy implementation, as Bressers, Klok and O'Toole,( 2003:6) write that policy theory, empirical theory intended to explain and / or predict policy action, or action that emerges around a policy problem. Thus a perception is that the theory helps explain the action that takes place during implementation. In systems theory, the conversion of inputs leads to outputs that will have a meaningful impact.

It has been found that the citizens are only hired in menial jobs as laborers in the implementation phase. Decision making positions are filled by people from the outside of the affected communities. The citizen do not know the policy theory as they were not involved in policy making, it is therefore obvious that the citizens cannot understand the policy implementation. The inputs that are converted are not their inputs. The officials and office bearers in defense claim that the recruitment policy favors the local people, but the locals lack on the requisite skills for the policy implementation. The finding is that the officials never budgeted for the training of the local people so that they may occupy the positions of authority. This finding also means that the Amathole district municipality has no plans for the skills transfer in the completion of the project, and that the technical skill to repair the damaged infrastructure will remain with the municipality officials only. For a leak to be repaired the officials will be called from the town at a cost to the taxpayer.

### **5.2.3 The Nature of the Output and its Impact to the Citizens**

The object of the policy is to have a meaningful impact to the lives of the citizens. The policy is made to improve the lives of the people by changing or improving the environment. This is mainly possible when the citizens have taken a relevant role in policy making. The citizens are the relevant people to know if the policy implementation has improved their standard of life in their environment. The study has revealed that the citizens are not involved in all the policy making process, including the analysis and evaluation of the policy.

The output of the water service delivery is of poor standard, it has been found from this study. The water delivered to some communities is too brackish to be drunk. The municipality never tasted the water and hurriedly pumped it to the people. The water service is highly unreliable to such an extent that the output has not impacted positively towards the attainment of the general welfare of the citizens.

It has been found that the Amathole District municipality is reviewing, analyzing and evaluating its water service policy yearly. In this analysis and evaluation the officials and office bearers (councilors) meet with the ward committee of the affected community to discuss the policy implementation progress. This is more of a report back to the representatives of the project beneficiaries. This is a mere tokenism, where the officials want to record that they complied with project requirements. Local municipalities have agreed that they take part in the analysis and evaluation of policies that are implemented in their respective areas. This has been found to be so in this study. It is commendable.

The municipality has however confronted with serious budgetary challenges.



### **5.2.5 The Amathole District municipality's budgetary constraints**

This study has found that the Amathole District municipality (ADM) with an annual budget of R890 million is tasked to deliver water services to seven local municipalities. Water services in this case include the purchasing of expensive underground system, erection of the underground water networks, buying of water in some areas where Amatola water board owns the water, the purchasing and treatment of the water to the end users. The ADM budget is too little to have an impact to service delivery. It has been found that this shortage of money hampers service delivery in this municipality.

### **5.2.6 Analysis and Evaluation of Water Service Rendering**

It has been found that citizens are largely not involved in water services analysis and evaluation. Citizens have no voice either in the quality of services or the reliability of services they receive. Citizens feel that they are regarded as begging foreigners by the Amathole district municipality. They must just accept what they receive and be thankful. Non-participation of citizens to the analysis and evaluation of water service policy implementation renders the policy process in the non-existent. Citizens like officials and political office bearers are central to the success of the policy process. The objective of the policy making is to make a meaningful impact to the lives of the people. The citizens know better than anybody what their needs are. They are the ones who should say when their living has improved due to the service rendered. This study has found that for analysis and evaluation of an impact made by policy implementation citizens should be

given a center stage as individual beneficiaries and not be represented by people they even do not trust. The absence of citizens means the officials may rush through with the project targets without checking if it is effective, efficient and sustainable. Official's bonuses are linked to project targets achieved. This hampers service delivery as many projects are completed but no service is rendered by that project. Citizens continue to suffer despite the fact that the taxpayer's money has been paid.

#### **5.2.6 The Shortage of Funds for the Water Service Delivery in the municipality**

It has been found that the citizens appreciate the fact that the Amathole district municipality has no enough money for their demands to be met at once, but they would like to have a municipality which is able to explain its challenges to the people. This is a valid point, the municipality, by not responding to the people's demands and complaints; is giving the citizens a raw deal. The researcher believes that throwing money to the problem does not solve the problem. The municipality is at fault here, in fact; it augments the problem caused by the lack of funds.

#### **5.2.7 The Role played by Provincial Local government & Traditional Affairs, and Health departments.**

It has been found that the Provincial government especially the Local government & Traditional Affairs, and Health are completely not involved in an analysis and evaluation of services rendered by municipalities. This is so despite the Departments agreeing in the

research that they have noticed that the Amathole district municipality is faced with challenges in water service delivery in its area. The departments are contented with addressing the symptoms of the challenges rather than addressing the root cause of the problem. When the departments are further asked to explain their non-involvement, they blame the constitution which established the spheres of government with distinct functions. This claim does not hold water because South Africa is indivisible; spheres are created only for purposes of effective and efficient administration. The Provincial government is not assisting the struggling Amathole district municipality in water service delivery.

#### **5.2.8 Budgetary Constraints of the Amathole district municipality**

The Provincial respondents realize that the Amathole district municipality budget is insufficient and contrary to that realization they continue to owe the municipality huge amounts of moneys for service rendered by the municipality to them. These departments it has been found that they continue to budget below ten percent for the assistance of the Amathole district municipality.

### **5.2.9 The Impact of the Water Service Policy in Amathole district municipality.**

Mutahaba and Balogun (1992:45) write that policy is specific proposals, decisions, authority and programs and above all it delineates accountability and responsibility. The community Public administration stakeholders in the local sphere of government, in the municipality include the citizens, the municipal officials, and the office bearers or the councillors. The effective service delivery depends on the sound cooperation and consultation of the three stakeholders. The findings of this study have been clear on the fact that the citizens are excluded in the policy making process and the actual implementation of the project. The working together of the stakeholders would have ensured sound communication and better understanding of the challenges experienced in the water service delivery. It can therefore be concluded that the delivery of water services in Amathole district municipality is bound to be slow and not effective as long as the citizens are not involved. The citizens do not own the delivered services and sometimes choose not to use the services. This means the objectives are not achieved and the funds used become fruitless expenditure as there is no meaningful impact is made by the delivery of the service. The municipality must deliver desired services. Desirability or not is the decision to be made by the policy beneficiaries, in this case the citizens if the service delivery is to succeed.

Service delivery to the citizens can never be completed by the municipality alone: Public Private Partnership should be encouraged. The absence of partnership between the municipality has manifested itself in this study where the municipality has completed

water service projects but for the projects to be utilized they need electricity connection. The disjuncture between the municipality and the electricity utility agent-ESKOM made various completed projects to remain not usable. It can therefore be concluded that the lack of integration of programs between public and private institutions have delayed the delivery of water services in Amathole district municipality.

The actualization of the policy is dependent amongst other factors to the finances. Service delivery projects like water are social development initiatives. They are not commercial, even after the completion these projects remain a burden to the state to sustain. Huge moneys of the state should be used and there a transparent budgetary process should be done. For the majority of citizens claim they are not involved in budget processes of the municipality, it can be concluded that the municipality does not communicate effectively is budgetary processes and not welcoming enough of the citizens in their budget meetings. The level of unhappiness as displayed by the response of the citizens point to a serious community challenge that if not addressed immediately may boil over to social unrests. The Amathole district municipality is a huge area characterized by rural hinterland which is undeveloped which the municipality's budget is insufficient to develop immediately. The other spheres should also assist with funds.

The Amathole district municipality officials and office bearers are responsible and accountable to themselves. They neither account to the citizens nor to the Provincial government. The Provincial government only receives the annual report. This is an after the event reporting that brings no improvement to the implementation of the policy. It can be concluded therefore that without the checks and controls that come with the policy

analysis and evaluation, the Amathole district municipality water service rendering is hampered; it is either slow or ineffective. The scarcity of clean drinkable water in the rural areas of the Amathole district municipality is caused mainly by the following factors that need to be addressed speedily:

- Citizens non involvement in water service policy processes
- Citizens non involvement in budget processes
- Huge infrastructure backlog from previous regimes
- Insufficient budget allocation from National government
- Absence of total integration of development plans by all stakeholders like the Provincial government and other state enterprises like Eskom.
- The passiveness of local municipalities in water service delivery

There is no meaningful impact made by water service policy in Amathole district municipality, especially in the remote rural areas.

### **5.3 CONCLUDING REMARKS**

In this study it was found that the stated hypothesis, namely that the rendering of water services is inadequate or non-existent in specific rural areas of Amathole district municipality area, to satisfy human needs effectively and that this situation could be harmful to human beings was found to be valid and authentic because firstly the policy making process is found to be defective in that the citizens are not adequately involved in

the processes, secondly that the Amathole district municipality is not operating its delivery projects as in the systems theory, citizens are not informed of the programs that seek to improve conditions of living and their general welfare, and thirdly the municipality finances are inadequate to provide water services to the vast rural areas of Amathole district municipality, and lastly because it has been found that the municipality, the Provincial government, and other state enterprises like Eskom operate in a disintegrated manner, this disjointedness delays the delivery of essential services like water.

This study also found that the stated problem, namely that there is a scarcity of clean water in the rural areas of the Amathole district municipality is real and true because firstly the majority of the citizens of this municipality still get the water for domestic purposes, including for drinking purposes- from the rivers and fountains, secondly, it has been found that the municipality is experiencing problems connecting water engines to the electricity as Eskom controls the electricity supply as a monopoly. The problem has been found to be so prevalent in the remote rural areas that the government in both Provincial and National should take note of speedily before an avoidable disaster happens.

## 5.4 RECOMMENDATIONS

It is recommended therefore that:

- Citizens must be given enough roles to play to all policy processes of policy whose implementation will impact on their lives. Citizens are very central to analysis and evaluation of the impact of the policy implementation. Policy implementation as Bressers *et al*,( 2000:13) write is characterized by the interactions amongst government officials(implementing agents) and between them and the target group (citizens) as well as relevant service providers. The position is that where there is no interaction with the target group problems in service delivery may arise. Citizen's complaints must be responded to by officials.
- The Amathole district municipality backlog in infrastructural development should be seen as a national problem more especial in as far as water is concerned. A political solution is needed so that funds are made available to the municipality for it to be able address the political-infrastructure backlog.
- The Integrated Development Plan of the Amathole district municipality should incorporate all development plans in the municipal area, including development programs of state enterprises, private institutions and other government departments from both National and Provincial.
- The efficiency and effectiveness in utilization of state funds should be enforced. That the municipality has a number of completed projects, that remain un-operative shows that the Amathole district municipality is wasteful,



inefficient and ineffective. Amathole district municipality should have known before the policy implementation, if they analyzed their policy that for the water delivery in rural areas the projects need electricity connection. Therefore the buck stops with the municipality and not with Eskom.

- Local municipalities are the closest to the citizens. These municipalities need capacitating, monitoring and enough funding to deliver like anybody else the water services. Water services must be decentralized to the lowest government level to be effective.

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## APPENDICES

### QUESTIONNAIRE ONE: EVALUATION OF WATER SERVICE RENDERING IN THE AMATHOLE DISTRICT MUNICIPALITY (INCLUDING ALL LOCAL MUNICIPALITIES IN THE DISTRICT)

**TO: MUNICIPAL CHIEF OFFICE BEARERS, AND CHIEF OFFICIALS**

#### 1. EXPLANATION OF TERMS USED IN THE QUESTIONNAIRE.

- 1.1 Policy implementation means the implementation of municipal and or provincial executive policy on community development.
- 1.2 Policy analysis and evaluation refers to the systematic examination of the impact and effect of municipal executive policy on the lives of people in their communities.

#### 2. INSTRUCTIONS ON HOW TO COMPLETE THIS QUESTIONNAIRE

- 2.1 Read the following examples before filling in the details to the questionnaire. Where applicable, the questions should be answered by putting X to the correct option.

##### Example 1

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

Department	1
Municipal manager	2
Council	3 X

The respondent has chosen the council as the right option.

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

The following meaning is attached:

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

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

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

#### Example 2

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

Agree	Disagree
-------	----------

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

2.5 Often a question will have a mere 'Yes /No'. However, you could be asked to motivate your answer.

2.6 Your views/ comments could be asked to explain a specific question.

### 3.1 PERSONAL DETAILS OF RESPONDENTS: GENERAL QUESTIONS

3.1.1 What office/ post do you hold?

Member of executive committee	1
Member of mayoral committee	2
Executive mayor/ mayor	3
Municipal manager	4
Head of Department	5

3.1.2 What is your gender?

Female	1
Male	2

3.1.3 What is your home language?

English	1
English& Afrikaans	2
Afrikaans	3
Isixhosa	4

#### 3.1.4 What is your age?

18-25 years	1
26-33 years	2
34-41 years	3
42-49 years	4
50-57 years	5
58-65 years	6

#### 3.1.5 What is your marital status?

Married	1
Single	2
Divorced	3
Widowed	4

#### 3.1.6 What are your educational qualifications?

Below matriculation	1
Matriculation	2
College diploma	3
University degree	4
Post graduate degree	5

#### 3.1.7 What is your experience in local government?

1-5 years	1
6-10 years	2
11-20 years	3
21-30 years	4
31-40 years	5

41 and more	6
-------------	---

#### 4 WATER SERVICE RELATED QUESTIONS

4.1 Water service delivery is one of the key performance indicators of the District municipality?

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

(a) Please motivate your answer

.....

.....

.....

.....

.....

4.1 Does the District budget for water service delivery?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

.....

.....

4.2 Does the budget have any significant impact to the improvement of water service delivery?

Very rare	1
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Rare	2
Sometimes	3
Often	4
Very often	5

4.3 How is the District helpful to the citizens of Amathole District municipality towards their attainment of water where none exists? Please explain.

.....

.....

.....

4.5 Is Amathole District Municipality in your opinion capable of being water service Authority?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

4.6 Is Amathole District Municipality budgeting enough for water provision?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

## 5 LEGISLATIVE REQUIREMENTS FOR MUNICIPAL WATER SERVICES

5.1 Are the existing legislations such as the *Water service act*, 1996, sufficient to ensure safe and sufficient water services to municipal citizens?

Yes	No
-----	----

If no, what are the shortcomings of the existing legislation?

.....

.....

.....  
.....

5.1 The Amathole District Municipality is responsible and striving to render efficient, affordable and sustainable water services to its citizens.

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

Please motivate your answer

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

5.2 Water provision in the Amathole District Municipality is always adequately provided to the citizens.

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

If, 'disagree' please motivate your answer

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

5.3 Water provision is not always available or of a clean healthy standard

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

If, 'agree' please motivate your answer

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

## 6 ANALYSIS AND EVALUATION OF WATER SERVICES BY DEPARTMENT AND MUNICIPALITIES.

6.1 According to your opinion, are citizens satisfied with water service delivery in the District?

Yes	1
No	2

(a) If yes, please motivate your answer



.....

.....

.....

(b) If no, what could be the reasons of this dissatisfaction? Mention any three possible reasons.

.....

.....

.....

(c) Suggest three possible solutions to address this dissatisfaction.

.....

.....

.....

6.2 Does the District analyze and evaluate its water service policy implementation?

Yes	1
No	2

(a) If yes, how often is that?

Yearly	1
Once in two years	2
Once in three years	3
Once in four years	4
Never	5

(b) How citizens take part in the analysis and evaluation?

Meetings	1
Questionnaires	2
Ward committee	3
Public open days	4
Reports	5

6.3 Are local municipalities involved in the analysis and evaluation of water service provision policy implementation?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

6.4 Is the Department involved in analysis and evaluation of municipal policy implementation and impact of water services?

Yes	1
No	2

(a) If yes, how often is this happening?

Quarterly	1
Yearly	2
Bi-annual	3
Once in three years	4
Once in four years	5

(b) If no, what assistance does the department give to poor performing municipalities? Please explain.

.....

.....

.....

6.5 Is the District municipality satisfied with the household access to piped water in the Municipal area?

Yes	1
No	2

(a) Please motivate your answer

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

(b) If no, what could be the challenges( name any 3 serious challenges)

- .....
- .....
- .....

(c) What possible solutions can you suggest?

- .....
- .....
- .....

6.6 The District will meet the National target of ensuring that every household has access to safe drinking piped water by 2010.

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

(a) Please motivate your answer

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

THANK YOU FOR YOUR TIME AND PATIENCE.

END OF THE QUESTIONNAIRE

UNIVERSITY OF FORT HARE

QUESTIONNAIRE TWO: EVALUATION OF WATER SERVICE RENDERING IN THE AMATHOLE DISTRICT MUNICIPALITY (INCLUDING ALL LOCAL AUTHORITIES).

**Questionnaire to Political Office-bearers and Chief officials of the Provincial Departments: Local Government and Traditional Affairs, and Health (Eastern Cape Province).**

1. Explanation of terms used in the questionnaire

- Policy implementation means the implementation of municipal executive policy on community development.
- Policy analysis refers to the systematic examination of the impact and effect of municipal executive policy on the lives of people in Mquma Local Municipality.

2. INSTRUCTIONS ON HOW TO COMPLETE THE QUESTIONNAIRE.

2.1 Read the following instructions carefully before filling in the details on the questionnaire. Where applicable, the questions should be answered by putting X to correct option.

Example 1: Who decides on the development policy of the municipality?

MAYOR	1
MUNICIPAL MANAGER	2
SPEAKER	3
COUNCIL	4 X

In this example the respondent has indicated that the council determines the development policy for the municipality.

2.2 Some questions will require that you indicate, on a five point scale (marked 1-5), the extent to which you agree or disagree with the given statement.  
The following meaning is attached to the figure:

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

Example 2

Strongly disagree	1
disagree	2
neutral	3
agree	4
Strongly agree	5

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

Example 3

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

Answer:

disagree	1 X
agree	2

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

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

Example 4

What is the main reason for the existence of municipalities?

.....

.....

.....

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

Example 5

In your view, should there be greater coordination of health and social development services at municipal levels? Please motivate your answer.

yes	1 X
no	2

In this case the respondent has chosen –yes. He/she is expected to give motivation.

Motivation.....

.....

.....

### 3.1 PERSONAL DETAILS

3.1.1 Please indicate your post

Member of the Executive council	1
Superintendent-General	2

3.1.2 What is your gender?

Female	1
Male	2

3.1.3 What is your home language?

English	1
English &	2

Afrikaans	
Afrikaans	3
Isixhosa	4
Other language	5

#### 3.1.4 What is your age?

18 - 25 years	1
26 - 33 years	2
34 – 41 years	3
42 – 49 years	4
50 – 57 years	5
58 -65 years	6

#### 3.1.5 What is your marital status?

Married	1
Single	2
Divorced	3
Widowed	4

#### 3.1.6 What are your educational qualifications?

Matriculation	1
College diploma	2
University degree	3
Post graduate degree	4

#### 3.1.7 What is your experience in Local government or Health service

4 years	1
5-10 years	2

11-15 years	3
16 years or more	4

### 3.2 DEPARTMENTAL ASSISTANCE TO MUNICIPALITIES

3.2.1 Water service delivery is an important function of your department?

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

3.2.2 Please list three important services rendered by your department to enhance service delivery performance of the Amathole District municipality.

- .....
- .....
- .....

3.2.3 How your Department helps municipalities with capacity building to enhance water service delivery?

.....

.....

.....

### 3.3 PROBLEMS EXPERIENCED IN WATER SERVICE DELIVERY IN AMATHOLE DISTRICT MUNICIPAL AREA

3.3.1 Does your Department know of any serious problems in the rendering of community water services in Amathole Municipal area?

yes	1
no	2

(a) If yes, please motivate your answer.

.....

.....

.....

(b) What would be the cause of these problems?

- .....
- .....
- .....

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

- .....



- .....  
 - .....  
 3.3.2 How does your Department intervenes in a municipal authority that fails to deliver water services?  
 .....  
 .....

3.3.3 If the majority of the citizens are of the opinion that water service delivery is not rendered properly, what would your committee or department do?  
 .....  
 .....

3.3.4 To your opinion, what is the public perception about the quality of community water services rendered by Amathole?

Unknown	1
Bad	2
Satisfactory	3
Good	4
Very good	5

3.3.5 Does your Provincial committee or department promote the quality of life of citizens in Amathole District municipal area?

Yes	1
No	2

3.3.6 To what extent have

3.3.7 Water service delivery objectives been met in 2009 in Amathole district municipality?  
 .....  
 .....

3.3.8 How much of the total budget of your Provincial department is allocated for water service rendering in Amathole district municipality?

10 %	1
11-30%	2
31-50%	3
51% & >	4

3.3.9 With the budget as it stands, will the municipality meet the national target of providing water to all households by 2010?

Most unlikely	1
Unlikely	2
Likely	3
Most likely	4

3.3.10 In percentages, rate how much of the ADM communities have clean running water?

10 -20 %	1
21-49%	2
50-60%	3
61% & >	4

3.3.11 How many projects are currently underway in the ADM as per the IDP?

10 -19%	1
20 -30%	2
31- 40%	3
41-50 % & >	4

#### 3.4 ANALYSIS AND EVALUATION OF WATER SERVICE RENDERING.

3.4.1 Are water service delivery policies of the Amathole District municipality regularly analyzed and evaluated by your department?

Yes	No
-----	----

(a) How often is that?

Yearly	1
Every second year	2

Every third year	3
Every fourth year	4
never	5

3.4.2 Do you consider, the analysis and evaluation of water services policies essential function of your department?

Yes	1
No	2

(a) Please motivate your answer.

.....

.....

.....

3.4.3 Do your committee/council and/ or chief officials determine the impact/ consequence of water service delivery policies on the welfare of citizens when analyzing and evaluating such policies?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

3.4.4 Do you consult citizens when analyzing and evaluating community water service policy?

Yes	1
No	2

(a) How do you consult the citizens?

.....

.....

.....

3.4.5 What is your view on the perceptions of citizens regarding the community water services they receive?

.....

.....

.....

(a) Are the majority of the citizens satisfied with the water services they receive?

satisfied	dissatisfied	Not certain
-----------	--------------	-------------

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

- .....
- .....
- .....

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

Questionnaires	1
Ward meetings	2
Ratepayers Association	3
Ward councillor	4
Political parties	5

3.4.6 Explain any challenges that may limit the delivery performance of the ADM in water services.

.....

.....

.....

3.4.7 What is the role of local municipalities in water service delivery?

No role	1
Armchair critics	2
spectators	3
Partners	4

### 3.5 IMPACT OF WATER SERVICE DELIVERY

3.5.1 Does your department consider seriously the impact of water services on the citizens?

Yes	1
No	2

(a) Please motivate your answer.

.....

.....

.....

3.5.2 Are citizens happy with the role your department plays in water service provision?

Yes	1
No	2

(a) Please motivate your answer.

.....

.....

.....

3.5.3 The provision of water by Amathole District Municipality does not satisfy communities.

Strongly disagree	1
Disagree	2
Neutral	3
Agree	4
Strongly	5

agree	
-------	--

(a) Please motivate your answer

.....

.....

.....

(b) Do the citizens easily access water in Amathole rural areas?

Yes	1
No	2

(c) Please motivate your answer

.....

.....

.....

3.5.4 Everyone in the local communities should have access to clean, and healthy water?

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

(a) Please motivate your answer

.....

.....

.....

3.5.5 Does Amathole District municipality, have sufficient water resources to provide water efficiently to all the citizens?

Yes	No
-----	----

Please explain your choice

.....

.....

.....

Are all water provision installations operating effectively in the municipalities?

Yes	No
-----	----

If 'Not' please explain what the department is doing to rectify the faults.

.....

.....

.....

3.5.6 Is the quality of water regularly tested and equipment tested?

Once in a lifetime	1
Very rare	2
Rare	3
Regularly	4
Most regularly	5

Please comment on the answer you have given.

.....

.....

.....

THANK YOU FOR YOUR TIME AND PATIENCE

END OF THE QUESTIONNAIRE

## UNIVERSITY OF FORT HARE

### QUESTIONNAIRE THREE: **Questionnaire to Municipal Stakeholders (citizens).**

#### 1. DEFINITION OF TERMS

1.1 Policy implementation means the implementation of municipal executive policy on community development.

1.2 Policy analysis and evaluation refers to the systematic examination of the impact and effect of municipal executive policy on the lives of the people in their communities.

1.3 ADM means the Amathole District Municipality.

1.4 IDP means the Integrated Development Program.

#### 2 INSTRUCTIONS ON HOW TO ANSWER THE QUESTIONNAIRE

2.1 Make a cross X where applicable to indicate your choice from the given alternatives. When requested give a brief personal response.

Example 1

Which of the three towns is the seat of MNQUMA municipality?

NGQAMAKWE	1	
CENTANE	2	
BUTTERWORTH	3	X

In this case the third option has been chosen as the correct response.

2.2 Some questions will have a mere –yes/no. However, you could be asked to motivate your answer.

#### 3 GENERAL QUESTIONS

3.1 Your age

..... years
----------------

3.2 Your sex

Female	1
Male	2

3.3 Your marital status



Single	1
Married	2
Divorced	3

### 3.4 Your educational qualification

Grades 8-10	1
Grades 11-12	2
College diploma	3
University degree	4

## 4 SPECIFIC QUESTIONS

### 4.1 RELIABILITY AND QUALITY OF DELIVERED WATER

#### 4.1.1 Where does this community draw domestic water?

Rivers	1
dams	2
fountains	3
taps	4

#### 4.1.2 How reliable is this source of water?

Highly unreliable	1
unreliable	2
Reliable	3
Highly reliable	4

#### 4.1.3 Does the water meet the minimum health standard according to your expectations?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

#### 4.1.4 How often does the community experience water interruptions?

Very often	1
Often	2
Rare	3
Very rare	4

(a) Explain briefly the difficulty experienced during water interruptions

.....

.....

.....

## 4.2 LEGISLATIVE REQUIREMENTS FOR MUNICIPAL WATER SERVICES

4.2.1 Have the community prioritized water service delivery in the ward IDP?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

4.2.2 How consistent has the community demanded water service delivery in its IDP?

Once	1
Twice	2
Thrice	3
For the past 4 years	4

4.2.3 Has the ADM responded to the community demand?

Yes	1
No	2

4.2.4 Has the water project begun?

Yes	1
-----	---

No	2
----	---

(a) Please motivate your answer

.....

.....

.....

4.2.4 Is the project complete?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

### 4.3 PROBLEM EXPERIENCED BY COMMUNITIES IN WATER SERVICE RENDERING.

4.3.1 Does your community experience water shortages?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

4.3.2 Does the community report water problems like-leakages to the Municipality?

yes	1
no	2

(a) Does the Municipality respond to such reports?

Yes	
No	

(b) Please motivate your answer

.....

.....

.....

.....

#### 4.4 COMMUNITY SATISFACTION WITH SERVICE RENDERED

4.4.1 How often the ADM involve the community members in water service analysis and evaluation?

not at all	1
seldom	2
often	3
always	4

4.4.2 Is the community satisfied with this involvement?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

4.4.3 Does the water service delivery have an impact in people's lives?

Yes	1
No	2

(a) If yes. Please explain the impact

.....

.....

.....

(b) If no, please explain your answer

.....

.....

.....

4.4.4 Do you see ADM meeting the 2010 deadline of providing water to all communities in its jurisdiction?

Yes	1
No	2

(a) Please motivate your answer

.....

.....

.....

THANK YOU FOR YOUR TIME AND PATIENCE