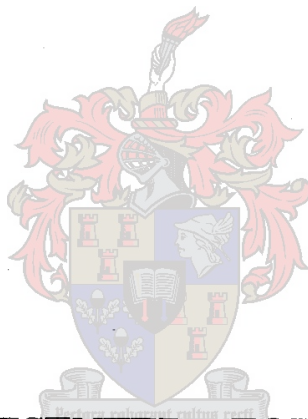


**EFFECTIVE DECISION-MAKING WITHIN A
LARGE LOCAL AUTHORITY**

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30 NOVEMBER 1994

EFFECTIVE DECISION-MAKING WITHIN A LARGE LOCAL AUTHORITY

DECLARATION

I, the undersigned, hereby declare that the work contained in this dissertation is my own original work and has not previously in its entirety or in part been submitted at any university for a degree.

SIGNATURE:

DATE: 30 NOVEMBER 1994

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SAMEVATTING

Besluitneming, synde die proses om een van verskillende alternatiewe te kies, is die belangrikste funksie in enige onderneming, hetsy in die privaat- of openbare sektor. Plaaslike regering vind plaas in 'n unieke en dinamiese politiese, ekonomiese, sosiale en tegnologiese omgewing waarbinne dienste aan die gemeenskap gelewer word deur die omskepping van hulpbronne. Die omskeppingsproses steun op 'n reeks besluitnemingsprosesse om die voortsetting daarvan te verseker.

Die besluitnemer in plaaslike regering staar voortdurend hoër eise vir basiese gemeenskapsdienste in die gesig van 'n uiteenlopende bevolking met toenemende en verskillende behoeftes, verwagtinge en belange. Grondwetlike hervorming het ook 'n invloed op plaaslike regering, deurdat dit verteenwoordigend moet wees van die gemeenskap wat dit bedien om as wettig erken te word.

Hierdie eksterne en interne faktore sal die besluitnemers, wie se sukses sal afhang daarvan of hulle die algemene welsyn van die gemeenskap kan verbeter, beïnvloed. Gesien in die lig van die feite hierbo vermeld, is dit duidelik dat besluitneming in die openbare sektor meer ingewekeld is, deurdat ander waardes ook in ag geneem moet word.

Verskeie besluitnemingsmodelle en tegnieke is voorgestel om die besluitnemer te help om die beste keuse te maak. Die proses word na verwys as optimalisering. Die modelle en tegnieke kan egter nie verseker dat die beplande resultaat van die besluit behaal word nie, as gevolg van die dinamiese en veranderende omgewing waarbinne plaaslike regering funksioneer. Hierdie onsekerheid lei daartoe dat besluitnemers neig om besluite te maak wat die heersende omstandighede op enige spesifieke tydstip bevredig, wat nie noodwendig effektief is nie.

Daar was geen poging om die besluitnemer te voorsien van neergelegde standaarde of reëls wat hom, individueel of gesamentlik, van hulp sou wees om 'n meer effektiewe besluit te neem nie. Ten einde die besluitnemer van hulp te wees om 'n meer effektiewe besluit te neem, probeer hierdie ondersoek kwantitatief vasstel watter standaarde of maatstawwe toegepas behoort te word om die hoofdoel, synde de verbetering van die algemene welsyn van die gemeenskap, te bereik. Die ondersoek sal ook poog om die uiteenlopende belange, behoeftes, waardes en waarnemings van die gemeenskap, sowel as die subjektiewe vooroordeel en gewaarwordinge van die besluitnemers, in ag te neem. Die doel van hierdie studie/navorsing is om vas te stel wat die moontlikheid van meer effektiewe besluitneming is, deur die toepassing van geskikte normatiewe maatstawwe teen die agtergrond van 'n oop omgewing, soos hierbo uiteengesit. 'n Gevallestudie benadering is gevolg, waar twee werklike besluite geïdentifiseer en evalueer is in ooreenstemming met etlike toepaslike normatiewe maatstawwe. Die evaluering is gedoen deur die besluitnemers self (synde 'n uigesoekte plaaslike regering) sowel as drie verteenwoordigende kontrole groepe binne die breër gemeenskap van die gekose plaaslike regering. Die resultate is kwantitatief bereken deur die toepassing van 'n geskikte statistiese model, wat feitlike en waardebepalings kon meet, om die omvang van die toepassing van die normatiewe maatstawwe vas te stel. Die resultate is ontwikkel van die terugvoering ontvang van die vier deelnemende groepe. Die analise en gevolgtrekking is gegrond op die eindresultate wat uit die evaluering van die twee betrokke gevallestudies vloei.

SYNOPSIS

Decision-making, the process of choosing between alternatives, is the single most important function within any organisation whether it be in the private or public sector. Local government is located in a unique dynamic political, economic, social and technological environment and provides services to the community within this environment through the transformation of resources. The transformation process relies on a series of decision-making processes to ensure the continuation of this transformation process.

The decision-maker in local government is faced with ever-increasing demands for basic collective services with a diverse population with different and increasing needs, expectations and interests. Constitutional reform has also made an impact on local government as it will have to be representative of the community which it serves for legitimacy purposes.

These external and internal influences will impact on the decision-makers whose success will be dependent upon whether they are able to improve the general welfare of the community. In view of the scenario sketched above it is clear that decision making is more complex in the public sector environment as it is value-laden.

Various decision-making models and techniques have been propagated to assist the decision-maker in the search for the best alternative. This process is referred to as optimisation. These models and techniques do not however, ensure that the envisaged outcome of the decision will be achieved because of the dynamic and changing environment within which local government is located. In view of this uncertainty there has been a tendency for decision-makers to make decisions which satisfy the circumstances prevailing at that particular point in time (satisficing) which is not always effective.

No attempt has been made to provide the decision-maker with a set of norms or rules to be applied which could be of assistance either individually or collectively to arrive at a more effective decision. In order to assist the decision-maker to arrive at a more effective decision, this research attempts to ascertain quantitatively which norms or criteria should be applied so as to achieve the prime purpose of the mission which is to improve the general welfare of the community. The research will also attempt to take into account the diverse interests, needs, values and perceptions of the community as well as the subjective bias and perceptions of the decision-makers themselves.

The purpose of this study/research is to determine the increased possibility of more effective decision-making through the application of applicable normative criteria against the background of an open systems environment, as sketched above. A case study approach was adopted whereby two actual decisions were identified and evaluated according to selected applicable normative criteria. The evaluation was undertaken by the decision-makers themselves (i.e. selected local authority) as well as three representative control groups within the wider community of the selected local authority. The results were computed quantitatively through the application of an appropriate selected statistical model which could measure factual and value-laden judgements, as to the extent of application of these normative criteria. The results were developed from the responses received from the actual four participatory groups. The analysis and conclusions will be based on the quantified results arising from the evaluation of the two decision-cases in question.

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CHAPTER 1

INTRODUCTION

1. BACKGROUND TO STUDY

Decision-making involves the simple, basic process whereby the decision-maker evaluates the extent of the problem and then undertakes to select and apply the best alternative option in accordance with his or her own evaluation criteria to satisfy or solve the difficulty. The same process is followed in public sector institutions and private organisations. In both institutions, particularly in South Africa, the issues have become more complex in scope and impact with the alternatives becoming more numerous and difficult to define.

In the changing political, economic and social environment, the decision-maker in the public sector is now faced with ever-increasing demands for basic collective services and with a diverse population with different needs, expectations and interests. This scenario is compounded by the reduction of scarce resources and the inability of the productive economic sector to maintain the constant supply of revenue through wealth and personal taxation in order to finance these much-needed services.

Constitutional reform has raised the expectations of the community to such an extent that public institutions have to re-examine old, existing policies within their various administrations in order to accommodate strategies to implement affirmative action and change management policies. At local government level these external and internal influences have a direct impact on decision-making which is manifested by the requests and demands from the community, as well as from the human resources within the organisation.

In order to assist the decision-maker in this complex scenario as sketched above, whether individually or collectively, various techniques have been propagated so that the best alternative(s) may be selected. This process is referred to as optimisation as opposed to decision-making which merely satisfies (satisfices) the circumstances within which the decision is taken. In other words, these techniques attempt to assist the decision-maker to achieve the objective(s) by taking cognisance of all those factors which could influence the end-result. As mentioned above, the process followed is the same in the private sector, with the exception being that the objective in the private sector is profit, whereas in the public sector the decision-maker is faced with a number of objectives which compound the dilemma. Despite the availability of techniques that could be utilised by the decision-maker in the public sector, no attempt has been made to provide the decision-maker with a set of norms or rules to be applied which could assist him or her individually or collectively to arrive at a more effective decision.

2. STATEMENT OF THE PROBLEM

Public decision-making is usually under the close scrutiny of the public and the media as it affects the everyday life of the community which it serves and is, therefore, often criticised. This criticism is generally well-founded. However, in order to determine whether a decision is effective in the public sector is not always easy as it is measured in accordance with a number of factors; the primary one being to improve the general welfare of the community. In contrast, within the private sector the success of the decision is determined by an increase in the profit margins and a greater return on investments. Certain sections of the community may regard the decision as being good and other sections of the same community may be opposed to it which thus exacerbates this problem. Furthermore, a decision may be regarded as being effective within the present circumstances, but may at a later stage be regarded as being ineffective due to unforeseen changes within the environment. The converse may also be true; a bad decision may be regarded as a good decision over a period of time due

to changes in the environment. Therefore, to measure the effectiveness of a decision within the public sector is difficult due to unforeseen contingencies and subjectivity prevailing in various sectors of the community based on their own value systems and biased perceptions. The decision-maker may also have a particular bias for or against the actual objective of the decision.

In view of the foregoing, and the various factors which the decision-maker is confronted with in the decision-making process, Ballard (1991 :1) contends that the decision-maker, especially at the local government level due to its continuous interaction with the members of the community, relies on the traditional process of decision-making, which entails:

- the disregard of the contextual circumstances prevailing within and outside the institution within which the decision is taken, viz. the closed systems approach;
- the reliance on precedent or otherwise referred to as the incrementalist approach; and
- the reliance on prescribed procedures and the provisions contained in all the applicable legislation so as to simplify the problem which is defined as bounded rationality.

Despite the difficulties in public decision-making as submitted by Ballard (1991) above, the following characteristics of the public sector must also be taken into account which highlight the difference(s) between public and private sector institutions. These are summarised hereunder:

- the size and complexity of the public sector institution increases the possibility of fragmentation, overlapping and duplication of powers and duties;
- the politics of public decisions which the public administrators and politicians must be sensitive to such as outside pressure from the public and special interest groups; and inside pressure from trade unions;
- the immeasurability of the service component of the public service when compared to the private sector because the private sector institutions have a bottom-line, namely profit, whereas the public sector does not have a bottom-line which makes it difficult to measure effectiveness and efficiency; and
- finally the bureaucratic form of the public sector institution which may slow down the decision-making process through the adherence to prescribed procedure, size and complexity of the institution.

In order to assist the decision-maker to arrive at the most effective decision, an attempt is now made to ascertain what norms or criteria should be applied so as to achieve the prime purpose or the mission which is ultimately to improve the general welfare of the community.

3. PURPOSE OF STUDY

The purpose of the study is to determine whether the normative criteria, as identified by Ballard (1991) for effective decision-making, when applied, will increase the possibility of more effective decision-making despite the factors discussed above and summarised hereunder:

- the prevailing contextual circumstances predominating outside and within the public institution;

- the subjective variables which influence any institution which operate within a political environment;
- the shortcomings of the traditional approach adopted by the decision-makers in public sector institutions; and
- the characteristics which are unique to public sector institutions.

The research and/or study is an attempt to quantify the extent or degree of application of these normative criteria and to relate it to the extent or degree of effectiveness achieved when making the actual decision. In other words, the hypothesis would be based on the assumption that the greater the extent of application of the normative criteria, the greater the extent of achievement of the objective of the decision.

In view of this explanation, the following hypothesis was formulated:

There is an increased possibility of more effective decision-making through the application of applicable normative criteria against the background of an open systems environment.

4. DELIMITATION OF STUDY

This study has been conducted at the third tier of government, namely local government, due to its closer proximity to the community which it serves as opposed to the higher tiers of government. The research was limited to one local authority within this tier of government. The reason for this limitation is that the provision of services does not take place in a specific, constant and fully-determined environment, as it is continuously influenced by the various dimensions found within that environment. Decision-making will, therefore, vary from one municipal area to another, which will cause the findings found in a specific municipal area not to be generally applicable to all municipal areas.

Bellville City Council was selected as the case study as it is one of the largest municipalities in the Western Cape region in terms of the formula stipulated (classification/grading) in terms of the provisions contained in the *Remuneration of Town Clerks Act, 1984* (Act 115 of 1984). The five largest municipalities being Cape Town, Bellville, Paarl, Milnerton and Parow.

5. METHOD OF RESEARCH

Quantitative analysis was the method of research adopted in order to prove or disprove the hypothesis defined above. The reason for this method of research was based on the practical situation with which the decision-maker is continuously faced. For example, available information is usually limited, distorted and often a muddling occurs between facts, values and opinions. The analysis undertaken is to separate fact from value and opinions and not to discard one in favour of the other.

Two methods of analysis could be adopted in order to achieve the foregoing, namely quantitative and qualitative. The qualitative analysis, according to McKenna (1980 : 7), is based on the experience and judgement of the analyst, whereas the quantitative approach is based on mathematical techniques.

In order to facilitate the analysis of an actual decision-case, it was necessary for a model to be developed which reflected the relevant features of a real decision-case so as to evaluate the application of the normative criteria. A further benefit of this approach mentioned above is to separate value judgements from factual judgements.

The statistical model could also be validated against identified research control groups by means of a gap analysis. Fortunately, unlike quantitative models in decision-making, the actual outcome of the decision is already known which will provide a further validation of the developed model.

However, the developed quantitative model is not a decision-making model to be applied by decision-makers to optimise the results or outcome of a particular decision, but must be regarded as an analytical model in an attempt to prove that certain criteria should always be applied in order to achieve effective decision-making as opposed to decisions which are taken to satisfy the circumstances prevailing at the time.

According to McKenna (1980 : 7), a quantitative model may be defined as a representation of a decision situation that is a medium for analysis. McKenna (1980 : 7) contends that no model can be a precise replica of the actual situation and that it may assume many forms from a verbal description to a technical mathematical investigation. The benefits of utilising a quantitative model, as submitted by McKenna (1980 : 8), are, *inter alia*:

- the supply of a focal point for a discussion, generally leading to a better understanding;
- the provision of a framework for empirical assessment and improvement; and
- the fostering of the use of more technical analysis, when appropriate.

6. SELECTION OF QUANTITATIVE MODEL FOR ANALYSIS

The research in this thesis is based largely upon the concepts from the field of Multiple Criteria Decision-making (MCDM). The reason for the selection of this adapted model for analysis was that due to the nature of the research undertaken, this technique had as its fundamental aim the provision of support for decision-making in the presence of conflicting objectives, particularly where these objectives included less tangible issues such as legitimacy (Stewart & Scott, 1993 : 2).

Stewart & Scott (1993 : 3) comment that the evaluation of most real world decision scenarios is inevitably a hierarchical process. In keeping with this approach, the identified normative criteria formed the first level in the hierarchy with these criteria further divided into sub-criteria which formed the next level of the hierarchy. Stewart & Scott (1993 : 3) put forward an evaluation methodology which is designed to encompass both subjective and objective assessments on tangible and intangible criteria, and which incorporates two distinct steps, viz:

- an elementary evaluation of an option (council decision in this case) in terms of each criterion/sub-criterion
- an aggregation of these elementary evaluations into an overall evaluation of the option/decision taken.

The technique known as SMART (Simple Multi Attribute Rating Technique) is employed to perform the above steps, on the basis that it is simple, transparent and easily understood. The elementary evaluations are done on a comparative basis using what is referred to as a "thermometer" scale, where the worst option is placed at 0 and the best at 100. In this case the hypothetical option of "non-application of or total disregard for the normative criterion in question" was placed at 0 and the (also hypothetical) option of "full application of the normative criterion" at 100. The decision-makers were then required to place the actual decision taken by the council somewhere in between these two hypothetical extremes, in such a way that the physical distance between, say, the worst possible decision that could be taken (score 0) and the actual decision taken (scored x) represents the perceived improvements (in terms of the criterion in question) in moving from the worst possible to the actual decision taken. The aggregation step is based on a simple weighted sum of scores on each criterion. The weights on each criterion/sub-criterion are assessed as the relative importance of each criterion/sub-criterion in the context of the relevant decision case.

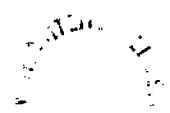
7. POSSIBILITY VERSUS PROBABILITY CONCEPTS

According to Lapin (1975 : 2), a probability is a numerical value that measures the uncertainty that a particular event will occur. Lapin (1975 : 2) explains further that the probability of an event occurring ordinarily represents the proportion of times under identical circumstances that the event can be expected to occur.

In view of the explanation submitted by Lapin (1975) ,it is clear that this research was not conducted in accordance with the theory of probability for the following reasons:

- due to the dynamic macro-environment within which local government operates this does not provide for identical circumstances every time the same decision is taken; and
- the outcome of the decision-case being researched is already known, whether positive or negative, which will prevent the decision-makers from making the same mistake or which could provide a precedent should the decision have been successful. This is contrary to the theory of probability which attempts to measure uncertainty.

Therefore, the adapted quantitative model utilised for this research was not an attempt to determine the probability of effective decision-making, but rather to determine the possibility of more effective decision-making. In other words, to determine whether effective decision-making was capable of being achieved if all the identified normative criteria were applied.



8. FIELD OF STUDY

The research undertaken was a continuation of previous research undertaken in partial fulfilment of the requirements for the Degree of Master of Public Administration which was submitted to the University of Stellenbosch in 1991. The purpose of this previous research was to determine whether traditional decision-making, as it exists today in a large local authority, was still feasible in an open systems environment.

The field of study consists of eight components. The first component was to obtain two actual decision-cases for evaluation which reflected the two extremes in decision-making, *viz.* objective vs. subjective values.

The second component was to either develop or select an existing statistical model for evaluation purposes. The Multiple Criteria Decision-making (MCDM) model was selected and applied with certain adaptations. This same model was used in actual research by the Department of Statistical Sciences, University of Cape Town (1993) which was aimed at providing a justifiable basis for systematically incorporating multiple goals and perspectives into water management in South Africa.

The third component consisted of selecting the decision-making local authority and the research control groups operating within the area of jurisdiction of the local authority concerned, so as to evaluate the selected decision-cases against the selected statistical model.

The fourth component was to obtain acceptance of the normative criteria to be applied with the four selected research control groups. The fifth component consisted of determining the application and extent of application of the applicable normative criteria, in terms of the statistical method referred to above, with each of the four research control groups separately. This was undertaken through a series of workshops.

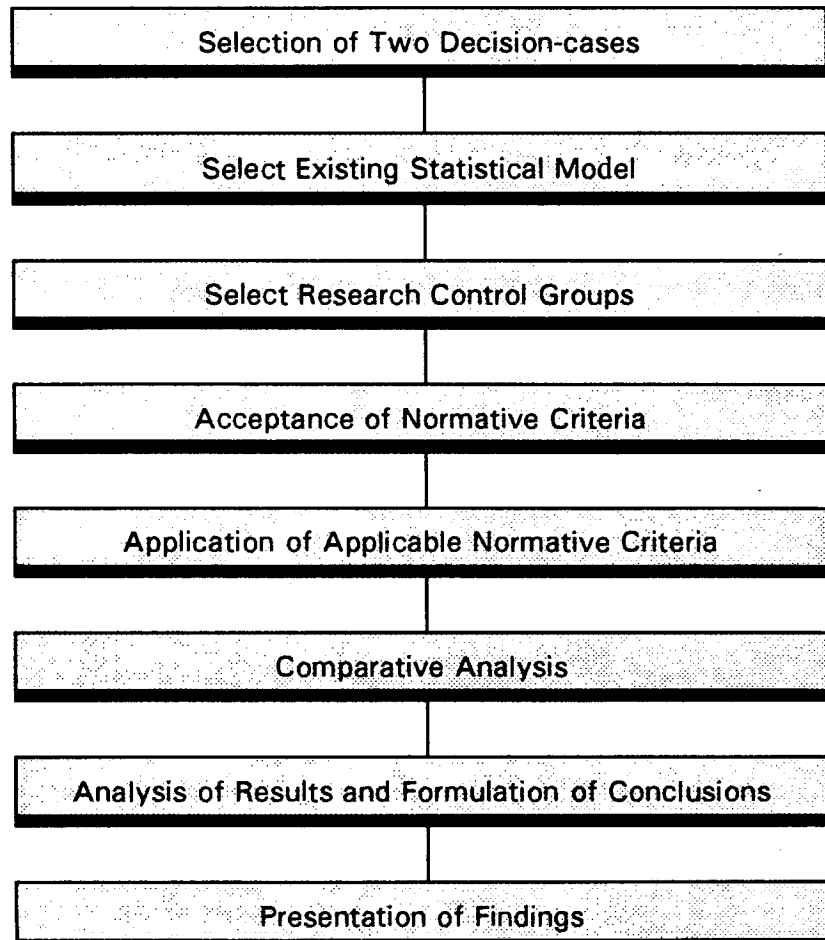
The sixth component included the step whereby the results of the evaluation of each of the four selected research groups were compared by means of a gap-analysis. The second step within this component was to determine whether each of the four research control groups applied the same quantitative basis for evaluation and scoring of the sub-criteria for the purposes of validity.

The seventh component included the analysis of the results and the formulation of conclusions based on the study undertaken.

The eighth component consists of reporting the findings of the quantitative research.

The whole field of study is schematically presented hereunder in Figure 1.

Figure 1
FIELD OF STUDY



9. ASSUMPTIONS AND LIMITATIONS

The following assumptions have been compiled and are submitted in order to further delimitate the field of research and to reduce possible variables so as to facilitate the quantitative study.

9.1 Assumptions

9.1.1 Local government operates in an open system

Due to the historical development and nature of local government in its provision of services to the community, it is assumed that it operates within an open system, in that it is sensitive to the needs, wishes, expectations and demands of the community. It is further assumed that it attempts to be adaptive and flexible in order to accommodate the influences and effects of the various dimensions prevailing in this macro-environment so as to satisfy the needs of the community which it serves. Furthermore, local government will not survive as a closed system that operates independently from its environment.

9.1.2 Applicable normative criteria for decision-making

The identified decision-cases have been evaluated against three identified and defined normative criteria with their associated sub-criteria. This study does not however, attempt to prescribe that these criteria are the only criteria necessary and applicable for effective decision-making.

The assumption that these criteria are essential for decision-making is based on the research by Ballard (1991 : 11 - 20) on the historical origins and development of local government where two considerations were identified. Firstly, the maintenance of the philosophy of democracy; and secondly, the effective achievement of the purpose of local government, namely to improve the general welfare of the community.

The third consideration was based on the discussion that local government operates in an open systems environment, refer to paragraph 9.1.1 above and also Chapter 4, where the decision-makers in order to make effective decisions, need information regarding the various dimensions operating within the macro-environment. Arising from the discussion in Chapter 5 on values and norms, an additional perspective was provided to this consideration whereby information will be needed by the decision-makers regarding the prevailing values and norms within the community.

9.2 Limitations

The study will not attempt to define the role and relationship between the elected political representatives or councillors and the appointed public officials as prescribed by the *Cape Municipal Ordinance, 1974*.

All references to municipal ordinances will be to the *Cape Municipal Ordinance, 1974*, as it is the only ordinance applicable to the selected local authority which is located in the Western Cape.

The study will not attempt to determine the specifications and requirements which are regarded as necessary to make suitable decisions by the decision-makers.

The study will also not attempt to sketch the actual influence and effect of the macro-environment on local government.

Finally, the study will not attempt to propose or pre-empt the transitional constitutional reform taking place with regard to local government restructuring in terms of the provisions contained in the *Local Government Transition Act, 1993* (Act 209 of 1993).

10. DEFINITIONS OF TERMS AND CONCEPTS

The definition of the following terms and concept is provided hereunder as it is used frequently throughout the study by the researcher.

10.1 General welfare

The primary objective of local government is to improve the general welfare of the community within the area over which it exercises jurisdiction. The general welfare, according to Meiring (1989 : 4), includes the quantitative and qualitative aspects impacting on the lives of the inhabitants of the community.

Meiring (1989 : 4) also states that the general welfare does not only include economic enhancement and material gains, but also the cultural and spiritual enhancement of the community. The meaning of the general welfare of the community will differ from one community to another as it is based on the values of that particular community.

10.2 Normative criteria

The *Oxford Guide to the English Language* (1985) defines a criterion as a "standard of judgement" and norm as a "standard". These definitions, when applied to this study may be explained as the "rules" which must be complied with in order to arrive at an effective decision by the relevant decision-makers.

11. PLAN OF THE STUDY

The study consists of two parts. The first part is a theoretical exposition of local government decision-making so as to provide an understanding of the nature and philosophy of local government, the present constitutional reform arrangements relating to local government, the placement of local government in the macro-environment, and local government decision-making. This theoretical exposition is

based on the information drawn from published text books, official publications, magazine articles, reports, official documentation, statutory legislation, ordinances and interviews.

The first part of the study provides the contextual framework for the preparation of the second part of the study which describes the actual quantitative research undertaken which includes the description of the process, explanation of the adopted methodology, explanation of the research results, research analysis and conclusions, as well as the presentation of the findings.

In Chapter 2, the nature of local government is discussed so as to ascertain its influence on decision-making strategies and processes.

Chapter 3 attempts to sketch the restructuring attempts by the national government to democratise local government and the implications of the transitional statutory legislation relating to local government reform, especially with regard to local government autonomy and the relations between local government and the two higher tiers of government.

Chapter 4 deals with the placement of local government within the macro-environment in terms of the open systems model. This includes a description of the dimensions within the external environment that influence the community located in the intermediate environment. An explanation of the intermediate environment in terms of its composition is provided, based on the statutory and non-statutory demarcation. This Chapter also examines the micro-environment in terms of the local government structure which supports the decision-making process when transforming the resources from the intermediate environment into essential, emergency and community services.

The first part of Chapter 5 deals with the definition and process of decision-making and an evaluation of the various decision-making models available to the decision-maker, as well as an evaluation of individual decision-making versus group decision-making. The second part of this Chapter deals with the nature of decision-making within local government.

The objective of Chapter 6 is to provide an explanation of the quantitative approach to assess the set hypothesis.

Chapters 7 and 8 discuss the four selected research control groups; namely Bellville City Council, Bellville Federation of Ratepayers' Association, the Civic Association of Bellville, and the Proteaville Management Committee.

Chapter 9 provides the analysis and conclusions of the quantitative research undertaken in order to solve this hypothesis. An explanation of the scoring and the final results of each of the identified research control groups, in terms of the four stages of the research, will also be provided.

Chapter 10 provides the summary and conclusion of this study.

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CHAPTER 2

NATURE OF LOCAL GOVERNMENT IN SOUTH AFRICA

1. INTRODUCTION

In the Republic of South Africa the provision of essential and emergency services by all three tiers of government (national, provincial and local) has increased since 1910 due to the natural expansion of all the communities. This was also as a direct result of the government expanding its area of responsibility, as well as centralising and regulating the national resources and economic activity. However, the increase in the provision of these services has not satisfied the actual demand for these services, especially within some sectors of the community. This unsatisfactory state of affairs has hampered socio-economic and socio-political development.

Against this background, greater emphasis has been placed on local government which is considered by all stakeholders in the interim phase of constitutional development as being the forum to solve primary and related community problems. In view of this development, local government has become a highly politicised and sensitive issue.

Furthermore, bleak scenarios have been sketched in the political, economic and social dimensions as manifested in the macro-environment. The influence and effect of these scenarios on local/regional government levels during this transitional phase will place pressure on the resources, administrative infrastructure and decision-makers.

The degree of success with which local government can pro-actively integrate with this dynamic environment so as to anticipate, prepare and absorb these trends and influences within the environment, and still achieve its stated mission to provide essential, emergency and community services, depends on the flexibility of the organisational structure, expertise and qualifications of the decision-makers, the speed and accuracy of the decisions made, and the reliability and validity of these decisions.

In view of the aforementioned, it is necessary to examine the nature of local government so that the effectiveness of decision-making can be measured successfully. In analysing the nature of local government, attention will be focused on the larger local authorities which have been graded eight and above in terms of the *Remuneration of Town Clerks Act, 1984* (Act 115 of 1984), as they are the most developed at present.

This chapter will attempt to explain the nature of local government in South Africa by concentrating on the following aspects :

- reviewing the development of local government;
- identifying local government in terms of this historical development;
- explaining the role of local government; and
- discussing the effects on local government of a unitary and federal form of government or system, in terms of the present constitutional reform.

2. BRIEF REVIEW OF THE DEVELOPMENT OF LOCAL GOVERNMENT

Ballard's (1991 : 12) research on the development of local government in South Africa, especially in the twentieth century, confirms the views of the various writers on the subject that it can be directly related to the evolution of the British system of government. However, this system inherited from Britain has been further influenced by practices and customs brought across by the settlers from the Netherlands as South Africa was first settled by Whites in 1652 when Jan van Riebeeck established a refreshment station for passing company ships which were bound eastward.

In order to administer this settlement and eventual colony effectively, a system of local government and administration was developed, implemented and maintained. Craythorne (1993 : 1) points out that some form of local administration was needed. In order to satisfy this need, a system of *landdrosten* and *heemraden* was introduced by the Dutch settlers in the period 1682 - 1685. Craythorne (1993 : 1) explains the role of the *landdrosten* as the person's whose primary functions included judicial, police, civil and military functions, while the *heemraden* were burghers appointed by the governor. Together these officials constituted a college which decided issues by majority vote, and these colleges were the forerunners of the old divisional councils of the Cape.

From this small beginning, the South African system of local government developed with the British influence emanating from the First and Second British occupations. According to Craythorne (1993 : 2) the second British occupation of 1806 saw South African developments controlled by Britain until the Union of South Africa was established on 31 May 1910.

According to Cloete (1988 : 3), the four colonies of South Africa (Cape of Good Hope, Natal, Transvaal and Orange Free State) had by 31 May 1910 similar governmental and administrative institutions and practices, with each of the four colonies having its own system of local government and administration. Cloete (1988 : 83) states that these systems differed only in detail because all of them were modelled on the system developed in the Cape of Good Hope after 1836. The differences according to Baxter (1984 : 140), were based on:

- racial grouping; and
- provincial variations.

A significant development, according to Van Rooyen (1987 : 1), was the ascendance to power of the National Party in 1948. The National Party amended the existing policy at local government level to accentuate the differentiation of systems according to race or population groups. This was enforced for a period of 45 years. An example of this policy was the implementation of the Management Committee system for Coloureds, the Local Affairs Committee system for Indians in Natal, and Urban Black Councils [*Urban Black Councils Act*, 1961 (Act 79 of 1961)] and Community Councils [*Community Councils Act*, 1977 (Act 125 of 1977)] throughout the country.

The approach of the National Party, according to Van Rooyen (1987 : 3), was characterised by the following:

- a continuation of the system of local government representative of the "White" population group under the control of the four Provincial Authorities; and
- the development of new local government institutions for the Black, Coloured and Indian population groups.

In the early 1980's there were a number of developments initiated in the field of local government which were preceded by a number of investigations. Van Rooyen (1987 : 4) lists these investigations, together with the findings of the Schlebusch Commission and the President's Council regarding the adoption of constitutional structures in South Africa, as the culmination to the acceptance of the *Republic of South Africa Constitution Act, 1983* (Act 110 of 1983), being the erstwhile South African Constitution before the *Republic of South Africa Constitution Act, 1993* (Act 200 of 1993) was promulgated.

As a result of the aforementioned, a number of changes were affected during the 1980's which had a marked influence at the local government level, namely:

- the creation of Regional Services Councils;
- the abolition of the four Provincial Councils with the retention of an adapted form of provincial administration;
- the abolition of influx control as part of the new urbanisation strategy, and the granting of freehold rights;
- the establishment of the new tricameral Parliament in which Whites, Coloureds and Indians sat in separate houses;
- the centralisation of specific legislation on matters such as traffic, fire, training, professionalisation of Town Clerks and municipal accountants; and
- the centralisation of control over municipal remuneration packages through the establishment of a local government industrial council board.

Craythorne (1993 : 32) states that the effect of constitutional reform on local government after 1983 was heralded by a wave of violence and anarchy which swept through South Africa as these reforms excluded Blacks from all levels of government except from local government, the national states, and the self-governing territories.

With Mr F W de Klerk assuming the office of the State President, there were, according to Craythorne (1993 : 33), since 1990 significant legislative changes with regard to the purging from the statute books of apartheid legislation. Craythorne (1993 : 33) submits the following list of repealed legislation to support these legislative changes which were undertaken:

- *Discriminatory Legislation Regarding Public Amenities Repeal Act, 1990 (Act 100 of 1990);*
- *Population Registration Repeal Act, 1991 (Act 114 of 1991);* and
- *Abolition of Racially Based Land Measures Act, 1991 (Act 108 of 1991).*

According to Craythorne (1993 : 33) these repeals should not be understated as they set the scene for negotiations for the national election held in April 1994.

In terms of this historical development, an attempt is now made to determine the identity of local government so as to ascertain the envisaged role and implications of the constitutional reform taking place in local government.

3. IDENTIFYING LOCAL GOVERNMENT

Ranney (1975 : 473) states that local communities are significant elements of every modern nation as most have their own governments authorised in various ways and within various limits to make and enforce rules for their particular jurisdictions. Ranney (1975 : 473) also refers to notable theorists on democracy who have argued that the health of democracy depends on the preservation of the special identities of local communities and that the maintenance of strong local self-government should be a prime goal of all national governments who wish to be fully democratic.

Heymans & Töttemeyer (1989 : 2) define local government as follows:

"... a decentralised representative institution with general and specific powers devolved on it in respect of an identified restricted geographical area within a state."

The same authors maintain that the criteria for a viable local authority in a democratic context are universal. According to Heymans & Töttemeyer (1989 : 2) the major considerations for sustainable local authorities are:

- the size of the population in a given area;
- an electorate;
- legitimate leaders to represent the community;
- clear areas of jurisdiction;
- provision of services and facilities; and
- the availability of financial resources.

These criteria submitted by Heymans & Töttemeyer have been formalised as they are encompassed in the Minister's criteria detailed in section 17A of the *Promotion of Local Government Affairs Act*, 1983 (Act 91 of 1983), which the Administrator must take into account whenever exercising a power conferred upon him by or under any law to:

- establish or dissolve a local authority;
- determine or alter the area of jurisdiction of a local authority; or
- classify local authorities or any category of local authority according to grades.

It is clear according to Carpenter (1987 : 432) that local government may be described as government by local representative authorities vested with powers which are exercised in a strictly prescribed and controlled manner.

Therefore, local government and administration takes place within the limits laid down by the provisions of acts of Parliament and provincial ordinances. Local authorities are, therefore, obliged to perform the functions prescribed for them by the acts of Parliament, especially in a unitary state (Cloete, 1988 : 254).

Prior to the promulgation of the legislation in January 1994 relating to the constitutional reform taking place in South Africa, the laid down procedure was that in each province the relevant Administrator-in-Executive Committee would pass a general ordinance on local government and administration. In the Cape Province it is the *Municipal Ordinance*, 1974 and the provisions of this ordinance will receive attention in this thesis. These ordinances provide for the creation of local authorities and also specify the functions and duties to be performed by the local authorities concerned. Furthermore, on these specific matters local authorities may

make by-laws, subject to the approval of the Administrator, to supplement the provisions of the relevant provincial ordinances, and provide for the manner and extent to which the local authorities may expedite these matters (Cloete, 1988 : 254).

In terms of this legislative hierarchy, local authorities in the Cape form a legal entity with the following powers and functions as stated in section 3 of the *Municipal Ordinance*, 1974 which reads as follows:

"The inhabitants of every municipal area shall under the name assigned to it be a body corporate with perpetual succession and shall, subject to the provisions of this ordinance or any other law, by such name be capable in law of suing and be sued, of purchasing, holding and alienating land, of entering into contracts and generally of doing and performing such acts and things as bodies corporate may by law do and perform."

In terms of section 3 of the *Municipal Ordinance* (O.20 of 1974) quoted above, Craythorne (1993 : 7) states that in legal terms, each local authority exists to govern and represent its community. Craythorne (1993 : 7) writes further that the members of each community form a corporation or legal entity which is governed and represented by a local authority.

In addition to corporate status and perpetual succession, Craythorne (1993 : 8) submits the following powers which are conferred on local authorities to:

- sue or be sued under its corporate name;
- purchase, hold and alienate land;
- enter into contracts; and

- do and perform such acts and things as bodies corporate may by law do and perform.

As local authorities should represent the community which they serve, they should thus also be regarded as political institutions which are entitled to perform legislative and governmental functions in addition to the supervision of the administrative/ executive activities of their officials. Craythorne (1993 : 10) refers to the legislative functions performed by the local authorities as the right to govern, which he defines as the power to exercise authority. This also implies the power to:

- compel citizens to pay taxes;
- pass legislation and to enforce that legislation either directly or indirectly;
- take decisions which can affect the rights of other persons, and to exercise discretion in answer to requests or petitions;
- employ staff and to direct their efforts; and
- allocate resources and to determine priorities in a budget which it has approved.

In addition to their legislative functions, Cloete (1988 : 255) states that local authorities are also required to perform governmental functions in that they have to:

- "(i) give directions to their officials about the manner in which provisions of the relevant legislation, ordinances and by-laws have to be carried out; and
- (ii) supervise the activities of the municipal officials to ensure that the councillors are able to render account to their voters..."

Local government has been identified as a legal, separate, corporate entity with the power to govern and represent the community which it serves. Furthermore, local authorities are subordinate bodies with the purpose of providing, maintaining and regulating local essential, emergency and community services.

4. ROLE OF LOCAL GOVERNMENT

Local government has been identified as a decentralised, representative institution within a particular geographical area with the power to exercise legislative and governmental functions. Furthermore, Craythorne (1993 : 8) describes local government as having a legal framework with corporate status and perpetual succession.

In terms of this description, local government in a unitary state is usually subordinate to the central government, but nevertheless has been granted the necessary authority to render services of a local nature within specific geographical areas, so as to improve the general welfare of the community it serves.

To enable local government to fulfil this role efficiently and effectively, Hanekom (1989 : 18) argues that there should be local autonomy which is equated with self-government; indeed, a deeply rooted democratic principle.

However, irrespective of the degree of autonomy accorded to local government through the process of decentralisation from central government to local government, this will not affect its contribution towards the maintenance of the general welfare of the community.

The contribution of local government towards the achievement of improving the general welfare of the community has been summarised by Hanekom (1989 : 18) as follows:

- local authorities are essential links between the community and the government; therefore, they are in a more favourable position to understand and address the problems of the community;
- local authorities facilitate greater community participation as they represent a smaller number of people than central government;
- local authorities are the cornerstones in the structure of a democratic system as they are involved with those matters with which the members of the community identify;
- local authorities are useful training grounds for future leaders and also serve to educate voters in the execution of their civic duties;
- local authorities favour both individualism and diversity; they are also active and energetic growth points for the idea of self-government; and
- local authorities are adaptable enough to be significant areas for experimenting with new ideas, policies and methods.

5. IMPLICATION OF A UNITARY AND FEDERAL FORM OR SYSTEM OF GOVERNMENT ON LOCAL GOVERNMENT

Mynhardt (1988 : 15) states that a federal constitution should always be written so as to avoid conflict between the central government and its constituent units. In order to determine the form of government or system adopted by a government, it is necessary to refer to the contents of the constitution of that particular country. A constitution need not always be a written document, although it is advisable that it be written so as to avoid confusion and subsequent conflict, as identified by Mynhardt (1988 : 15) above. In some countries such as Great Britain the constitution is

unwritten and consists of various documents, recorded and unrecorded decisions, as well as conventions which are adhered to and upheld by the government.

In practice it is difficult to determine whether a form of government in operation is either unitary, federal or a confederation, as there are no clear boundaries between the three systems. The interpretation of the provisions of the prevailing constitution will assist in determining the degree and extent of decentralisation from the central government to its constituent units.

South Africa has existed as a unitary state since 1909 with the principle of parliamentary sovereignty deeply embedded in constitutional law. In terms of this principle, no other person or body had the authority to over-rule or set aside legislation passed by Parliament, nor could Parliament bind its successors, in that they could not make or unmake the law.

In terms of the aforementioned, local authorities must provide services in terms of legislation which affects them and in accordance with the provisions of the various provincial ordinances, whether such legislation is valid or not. This top down approach ensures that the policies of the central government are uniformly implemented and administered by the executive institutions at the local government level.

In terms of the federal system or form of government, the legislature is divided between the federal government and its constituent units with the constituent units being given greater autonomy and authority to administer themselves. This is deemed to be the bottom up approach. The federal government will thus be concerned with issues of national importance, for example, state security and foreign affairs.

Local authorities within the constituent units are directly controlled by the constituent federal authority. The local authorities will thus be directly responsible to these federal units for the actualisation of policies which will be unique to that particular unit and not as in the case of a unitary form of government where local authorities are directly responsible (in some cases) to the central government.

It is clear that in terms of a unitary form of government, greater emphasis will be placed on the development and implementation of procedural measures to ensure that the formulated policies are carried out as intended. This bigger bureaucracy will also slow down the responsiveness of the local authorities to react to the needs of the communities because of these procedural restrictions.

The question now raised is whether local government will be more effective, efficient and economical in the provision of its services if released from the guardianship of the higher two tiers of government in terms of the federal system. The extent of the devolution of powers from the national government to the regional and local levels will no doubt determine the degree of federalism and autonomy.

The success of local government in achieving the aforementioned will ultimately depend on the availability of resources, expertise, skills and qualifications at the legislative and executive levels, as well as the level of development of the technical and administrative infrastructure, especially in those regions where there are no large business and economic centres.

6. SUMMARY AND CONCLUSIONS

The development of local government in South Africa has undergone various stages which have influenced the decision-making processes, especially since 1910. The unitary form of government based on the British Westminster system vested the central government level with extensive legislative powers and centralised policy and

decision-making. Furthermore, the Westminster system is based squarely on the principles of democracy which imply complete representation of the community. In the South African context, local government developed according to racial differentiation, representative mainly of the White population group.

Local authorities were regarded as executing agents of the policies of the central government as they neither had any real decision-making autonomy or discretion, nor were they fully representative of the communities which they served as certain racial and population groups were excluded from the policy and decision-making processes.

As local government is identified as a subordinate body governed by local representative authorities with the legal power to govern and represent the community which it serves, and to provide, maintain and regulate services to these same communities directly, emphasis has increasingly been placed on local government in the constitutional restructuring process.

Therefore, in order to democratise local government and to make it more responsive to the actual needs of the whole community, various investigations were conducted during the early 1980's which resulted in the promulgation of legislation which conferred greater powers and autonomy on local government and purged the statute books of all apartheid legislation.

In the last phase of the restructuring of local government, prior to the promulgation of the *Republic of South Africa Constitution Act, 1993*, and the *Local Government Transition Act, 1993* various forms or systems of government were evaluated to best suit the South African context, as well as to protect minorities. The present constitutional reform of local government will be discussed in greater detail in Chapter 3.

It is clear from evaluating the different forms of government that a true federation is closely aligned to the extent to which the powers are devolved from the national government to its constituent units. This system will devolve greater autonomy to these constituent units.

To demarcate the exact boundaries between unitary, federal and confederal forms of government usually depends on the extent to which the powers have been decentralised. The implications for local government are that within a federal state decision-making would not be hampered by procedural controls which would make it more flexible and acceptable to the community which it serves. This would, however, be dependent on the application of suitable guidelines and the availability of decision-making skills and expertise.

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| <i>Local Government Transition Act, 1993</i> | Act 209 of 1993 |

CHAPTER 3

CURRENT CONSTITUTIONAL ARRANGEMENTS FOR LOCAL GOVERNMENT

1. INTRODUCTION

In terms of the current constitutional reform, greater emphasis has been placed on local government which is regarded by all the national stakeholders as the key to the successful implementation of the *Republic of South Africa Constitution Act, 1993*, as local government has the power to govern and represent the community which it serves.

In terms of this constitutional reform, another attempt has been made to restructure local government on the premise of greater autonomous powers and compliance with the principles of democracy. To enable local government to achieve greater autonomy will depend on the degree of decentralisation and delegation from central government. The compliance with the principles of democracy will depend on the method and degree of public representation and participation.

This chapter will focus on the restructuring attempts by the national government to democratise local government. The success of the national government's strategy since 1983 to grant greater autonomy and thereby democratise local government will also be analysed in accordance with the relations between local government and the two higher tiers of government.

The implications of the new *Republic of South Africa Constitution Act, 1993*, and the *Local Government Transition Act, 1993*, will also be included in the discussion, as the aim of this chapter will be to define the powers and envisaged role of local government as it exists at present, especially with regard to decision-making.

2. **BACKGROUND TO THE CONSTITUTIONAL REFORM VIS-A-VIS LOCAL GOVERNMENT**

According to the author, it is clear that in all the attempts at constitutional reform by the national government, considerable emphasis had been placed on local government for the following reasons:

- without a sound local government system, there cannot be a solid foundation for a true democracy;
- it is acknowledged that local government is closer to the community which it serves and more directly involved with the development, provision and maintenance of emergency, essential and social services;
- a sound democratic local government system will legitimise the policies of the national government in the eyes of the community it serves; and
- local government should be autonomous so that it can easily react and respond to the needs of the community.

Heymans points out that the national government's attempt to broaden democracy commenced in the 1960's when an awareness developed between the various racial and ethnic groups which led to a re-evaluation of the earlier apartheid policy. Heymans (1989 : 35) further writes that in 1977 the national government unsuccessfully proposed a system of three parliaments for those classified as Whites, Coloureds and Indians. Each parliament was to have its own executive arm and area of jurisdiction.

The initiative to reform the constitution was taken by the Schlebusch Commission which proposed the formation of the President's Council for Whites, Coloureds and Indians. The idea of a separate council for Blacks was rejected. According to Heymans (1989 : 35) two of the President's Council reports laid the foundation for the enactment of the *Republic of South Africa Constitution Act, 1983*.

The 1983 constitution attempted to provide local government with greater autonomy through the devolution of extensive powers and functions to the lower levels of government with minimal control. Cameron (1988 : 52) questioned the practical application of this strategy as this 1983 constitution made provision for the tricameral system, based on racial grounds, which had exclusive rights over matters defined as 'own affairs', with local government falling within the latter classification.

According to Craythorne (1993 : 32), the biggest error of the 1983 reforms was the exclusion of Blacks from all levels of government except from local government, the national states and the self-governing territories. Furthermore, some significant factors in the macro-environment also influenced the political process, namely the economy and violence. Both these factors progressively worsened and began to interact with each other. The declining economy deepened poverty and contributed to violence. An analysis of the macro-environment published in *The Argus* of 23 February 1994 (1994 (a) : 2) revealed the following factors:

- unemployment had been rising steadily since 1975, from 9 000 000 to over 10 000 000 in 1992;
- job-creation investment had dropped sharply as reflected by the gross domestic fixed investment which had decreased from R 30 billion in 1980 to approximately R 20 billion in 1992;

- prices had tripled as the price of a basket of goods that cost R100 in 1985 had increased to R 260,00 in 1994;
- growing government expenditure was placing a greater burden on the taxpayer as reflected by the government debt as a percentage of the South Africa's economic production which has increased from approximately 30% in 1983 to nearly 50% in 1993; and
- ongoing political conflict had resulted in an increase in political deaths from 1 800 in 1990 to 3 500 in 1992.

In view of the foregoing, various investigations were conducted according to Craythorne (1993 : 32), into developing new or alternative systems of local government. The most prominent investigations were conducted by:

- a technical committee appointed in 1986 by the Council for the Co-ordination of Local Government Affairs;
- the University of the Western Cape; and
- the Government and the South African National Civics Organisation (SANCO) which established a Local Government Negotiating Forum in 1993 to negotiate about a number of salient issues.

It was clear from the findings of the various investigations that a new system of local government could only be achieved through negotiation. However, this could not be achieved because of certain legal impediments. The *Interim Measures for Local Government Act*, 1991 (Act 128 of 1991), was an attempt to remove these legal constraints and to facilitate the process of reform through:

- the establishment of negotiating forums by local government bodies;
- the framing of either agreements or sets of enactments by the above bodies;
and
- the validation of those agreements or enactments by proclamation in the *Official Government Gazette*.

This legislation was severely criticised on the basis that it was being utilised as a vehicle to retain racism and to restructure local government without prior negotiation.

The *Provincial and Local Authority Affairs Amendment Act, 1992* (Act 134 of 1992), empowered the Administrator, after consultation with the local government bodies concerned, to demarcate an area to be known as a joint administrative area. According to Craythorne (1993 : 49) section 28 of this *Provincial and Local Authority Affairs Amendment Act, 1992* made no reference to joint administrative arrangements, but merely provided for the apportionment of revenue and expenditure in respect of the performance of a function or the rendering of a service. Section 29 of the same *Provincial and Local Authority Affairs Amendment Act, 1992*, provided for the establishment of the Advisory Commission on Financial Aspects regarding Local Government Affairs. Craythorne (1993 : 49) criticised this provision as he held it to be another centralisation attempt by the Department of Finance in order to procure every possible tax source within South Africa.

In view of the foregoing, it was imperative that the central government commence with the negotiation process with all interested parties and at the same time repeal all the apartheid legislation as listed in Chapter 2 of this thesis. The end result of these negotiations led to the promulgation of the new constitution Act, 1993, and the Act pertaining to local government, namely the *Local Government Transition Act, 1993*.

3. **RELATIONS BETWEEN LOCAL GOVERNMENT AND HIGHER TIERS OF GOVERNMENT SINCE 1983**

The relations between local government and the provincial and central government can be evaluated according to the constitutional reform strategies of the central government (as discussed above), and can be divided into two phases.

The first phase commenced with the promulgation of the *Republic of South Africa Constitution Act, 1983*, and the second phase coincides with the promulgation of the interim *Republic of South Africa Constitution Act, 1993*. The implications for local government in terms of the provisions of these two Acts are discussed hereunder.

3.1 **The *Republic of South Africa Constitution Act, 1983***

As South Africa existed in a unitary form of government and local government occupies the third level in the institutional hierarchy of South African public institutions, local authorities are perceived as being the agents for the implementation of the policies of the central government. This affects the legitimacy of local government, especially when viewed against the background of the development of local government which was always based on racial groupings.

The *Republic of South Africa Constitution Act, 1983*, was, according to Cloete (1988 : 239), passed by Parliament to bring about a new constitutional dispensation for the Republic of South Africa. Cloete (1988 : 240) further points out that section 14 and schedule I of the *Republic of South Africa Constitution Act, 1983*, provided for local government matters for Whites, Indians and Coloureds to be known as "own affairs" to be dealt with by each of the three respective Houses of Parliament subject to such general laws as could be passed by Parliament.

Section 14 and schedule I of the *Republic of South Constitution Act*, 1983, provided that each of the three separate Houses of Parliament for each of its own population group had to provide for

"Local government within any area declared by or under any general law as a local government area for or under any general law as a local government area for the population group in matters to be administered on the local government level on a joint basis, and excluding -

- (a) any matter assigned to local authorities by or under general law; and
- (b) the exercise by any local authority, otherwise than in accordance with general policy determined by the State President acting as provided in section 19(1)(b) of Act 110 of 1983, of any power to raise loans".

The administrations of the three Houses did not, according to Cloete (1988 : 240), take over local government affairs from the provincial authorities immediately. This only happened when the provincial councils were abolished by the *Provincial Government Act*, 1986 (Act 69 of 1986). However, the provincial government still continued to regulate municipal government affairs.

The actual aim of this *Republic of South Africa Constitution Act*, 1983, was to commence with the reform process through the maximum devolution of power and decentralisation of administration to the local level, as well as minimal administrative control over local government. This reform process was, however, based on race groups and, therefore, held in certain sectors of the community to be the entrenchment of the existing apartheid policy.

In terms of the foregoing, the central government still had extensive powers and functions while the provincial government exercised a supervisory role over the affairs of the local authorities. The autonomy of local authorities was limited. For

example, approval for the development of housing schemes, and the application for housing loans to proceed with the development of such housing schemes, had to be furnished to the national housing commission in terms of the provisions of the *Housing Act*, 1966 (Act 4 of 1966). A further example of provincial control was that all amendments to the town planning scheme with regard to rezonings and property alienations by local authorities had to be approved by the Administrator in terms of the *Town Planning Ordinance*, 1985 (O.15 of 1985).

According to Ballard *et al*; (1990 : 9) the resulting effect of the ideology of separate development on the system of local government was a complex system of inter-authority relations with a fragmented system of control and a bloated bureaucracy. No less than four ministers, one for each chamber of Parliament, one for provincial affairs, and four provincial administrators were responsible for local government, while an extensive administrative machinery existed to exercise control over local authorities at provincial and central government levels.

Claassen (1986 : 31) argues that in order to try and rationalise the complexities of this system, and to eliminate the inevitable duplication of administrative institutions and services, Regional Services Councils were created in terms of the *Regional Services Councils Act*, 1985 (Act 109 of 1985), (hereafter referred to as RSC's) thus complicating local government even further. This was another attempt by central government to embody the principles of devolution of power through the provision of 21 functions to be performed by the regional services councils. Cameron (1989 : 52) points out that most of these functions were merely transferred from primary local authorities to these metropolitan councils with no significant impact.

Cameron (1989 : 52) further questioned whether there was greater autonomy given to local government to administer their own communities within their own areas of jurisdiction as the Administrator had the power to, *inter alia*, establish an RSC and decide which local authority could or could not participate therein.

3.2 *The Republic of South Africa Constitution Act, 1993*

Craythorne (1993 : 36) is of the opinion that during the negotiation process for the first and second tiers of government, two schools of thought were submitted. The first school argued for a strong centralised government. The basis for this argument was that because of the scale of the existing problems, it was essential that the resources were allocated from a central point, and that these problems were solved in as short a time as possible. The second school argued for federalism on the basis that the more centralised power is diffused, the less the likelihood of a dictatorship.

Craythorne (1993 : 37) continued to speculate on the issues to be negotiated, and proposed the following scenario:

- "(1) A Bill of Rights which overrides the constitution.
- (2) A constitution which entrenches the rights, powers and duties of national, regional and local government.
- (3) A bicameral Parliament.
- (4) Elected, deliberative bodies at all levels with the members elected on a non-racial basis.
- (5) A difference between the franchise for the election of members of Parliament and regional councils on the one hand, and for the election of local government councillors on the other hand."

A close examination of the new *Republic of South Africa Constitution Act, 1993*, has revealed in retrospect, that the issues above, as identified by Craythorne (1993), have been realised.

The relations between local government and the two higher tiers of government is unclear in terms of the provisions contained in the new *Republic of South Africa Constitution Act*, 1993. Firstly, section 174(3) of the new *Republic of South Africa Constitution Act*, 1993, stipulates that local government shall be autonomous and, within the limits prescribed by or under law, shall be entitled to regulate its own affairs.

Furthermore, section 174(4) of the *Republic of South Africa Constitution Act*, 1993, states that Parliament or a provincial legislature shall not encroach on the powers, functions and structure of a local authority to such an extent as to compromise the fundamental status, purpose and character of local government.

Literal interpretation of these two sections would imply that local government will be provided with the necessary authority, with full discretion and final decision-making powers, to provide those services as detailed in Schedule 2 of the *Local Government Transition Act*, 1993, for the maintenance and promotion of the well-being of all persons within its area of jurisdiction.

However, closer examination of the *Republic of South Africa Constitution Act*, 1993, contradicts the aforementioned as principle XIX contained in Schedule 4 states that the powers and functions of the national and provincial levels of government include the power to perform functions for the other levels of government on an agency or delegated basis. In other words, through the promulgation of the necessary legislation by the national or provincial government respectively, any service listed in schedule 2 of the *New Republic of South Africa Constitution Act*, could be *uplegated from the local government level to either the national or provincial government level.

*uplegated - the converse of delegation which implies the assignment of powers and duties from the lower to higher levels within the constitutional framework.

It would appear that the relationship between local government and the two higher tiers of government has not changed with the promulgation of the new constitutional reform legislation. The following provisions contained in the legislation in question confirms that only limited autonomy has been granted to local government, *viz.*:

- schedule 6 of the *Republic of South Africa Constitution Act, 1993*, provides the provinces with the legislative competence to make laws concerning local government; and
- schedule 2 of the *Local Government Transition Act, 1993*, provides the transitional metropolitan council (TMC) with the power to lend or borrow money subject to the approval of the Administrator (now Premier).

4. **PRESENT STATUS OF LOCAL GOVERNMENT**

As stated elsewhere, the restructuring of local government was based on providing greater autonomy to local authorities within the principles of democracy so that they may provide more effective and efficient services to their respective local communities. In order to commence with this restructuring, the *Local Government Transition Act, 1993*, was promulgated which provided for the creation of transitional metropolitan councils (TMC's) and transitional local councils (TLC's) in the pre-interim phase prior to the implementation of the final negotiated local government structures.

The pre-interim phase means the period commencing at the date of the commencement of the *Local Government Transition Act, 1993*, and ends with the commencement of the interim phase immediately after the elections at local government level are held. It is speculated that these elections will be held in

October 1995. The interim phase ends with the implementation of final arrangements at the local government level to be enacted by any competent legislature.

In terms of the *Local Government Transition Act*, 1993, the definition of local authorities envisaged by the latter legislation is wide, with three alternatives having been submitted:

- the establishment of any transitional local council (TLC) for a non-metropolitan area of local government;
- the establishment of any transitional metropolitan council (TMC) with transitional metropolitan substructures for a metropolitan area of local government; and
- the establishment of a local government co-ordinating committee consisting of the local government bodies within the area of a forum for a non-metropolitan area of local government and having certain specified powers and duties with the individual councils of the local government bodies retaining all other powers and duties within their area of jurisdiction.

Section 3 of the *Local Government Transition Act*, 1993, provides for the establishment of Provincial Committees for local government. These Committees will share power with Provincial Administrators (now Premiers) to oversee the local government transitional phase. Where cities and towns cannot agree on solutions - or refuse to co-operate - the Committees have wide powers to impose interim arrangements.

These arrangements include dismissing all the councillors, abolishing local authorities, and appointing local administrators. These arrangements were confirmed by the Local Government Minister, Tertius Delpont (*The Argus*, 1994 (b) : 6).

5. CONCLUSION

Despite all the restructuring attempts since the early 1960's by the national government, it would appear that local government will not have greater autonomy in terms of the newly enacted constitutional legislation than it previously had. The national and provincial levels of government have still retained control, although at the central government level to a lesser degree, as it appears that the responsibility for local authorities has been assigned to the provincial government.

As local government is in a transitional phase, it is premature to determine the exact degree of decentralisation from the provincial government to the local government level. According to the *Cape Times* dated 10 June 1994 the process of assigning powers from the central government level to the provinces has not been completed or finalised.

Although the powers and duties of the transitional metropolitan councils (TMC's) have been determined and are set out in Schedule 2 of the *Local Government Transition Act*, 1993, the actual discretionary decision-making *vis-à-vis* the provision of these services is unclear.

The purpose of this chapter was to sketch the constitutional arrangements for local government in South Africa, although this transitional phase has not yet been completed. This restructuring attempt as well as the placement of local government in the wider macro-environment will provide an understanding of the dynamics, from a macro- and micro- perspective in which local government decision-making takes place. An attempt is made in Chapter 5 to place local government in the macro-environment in terms of the general systems theory.

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| <i>Republic of South Africa Constitution Act, 1993</i> | Act 200 of 1993 |
| <i>Local Government Transition Act,</i> 1993 | Act 209 of 1993 |

CHAPTER 4

LOCATION OF LOCAL GOVERNMENT IN THE MACRO-ENVIRONMENT

1. INTRODUCTION

As indicated previously, the role of local government in South Africa is to improve the general welfare of the community which it serves through the provision of services. Furthermore, the needs of the local community are manifested by influences and stimuli emanating from a broader environment which implies that local government cannot operate within a vacuum.

In South Africa there are pressing social needs in areas such as housing, health and education. The current constitutional restructuring of local government, which is in its pre-interim phase, coupled with the central government's policy of deregulation and decentralisation of powers, has further exacerbated the impact on local government.

To enable local government to achieve its stated objectives, will largely depend on the degree of legitimacy it receives from the community, and its degree of integration with the environment in order to pro-actively anticipate, prepare and absorb these influences and trends.

In order to be acceptable, it is desirable that local government should be adequately representative of the community it serves, and sufficiently autonomous to be responsive and to react immediately to the unique needs of that community. The aim of the restructuring attempts by the central government since the early 1980's has been to achieve the aforementioned. The actual success of these attempts are questioned and these have been discussed in Chapter 3.

It is clear that the decision-making process cannot take place in isolation from the environment; therefore, this chapter will attempt to explain the interaction between the environment and local government in terms of the open systems model.

2. SYSTEMS APPROACH

According to Robbins (1990 : 10), it is generally accepted among organisational theorists that a systems perspective offers significant insights into the workings of an organisation. Robbins (1990 : 12) then proceeds to define a system as a set of inter-related and interdependent parts arranged in a manner that produces a unified whole. Hodge & Anthony (1988 : 7) write that the systems theory has also improved the appreciation of not only how the organisation functions, but also how it interacts with the environment.

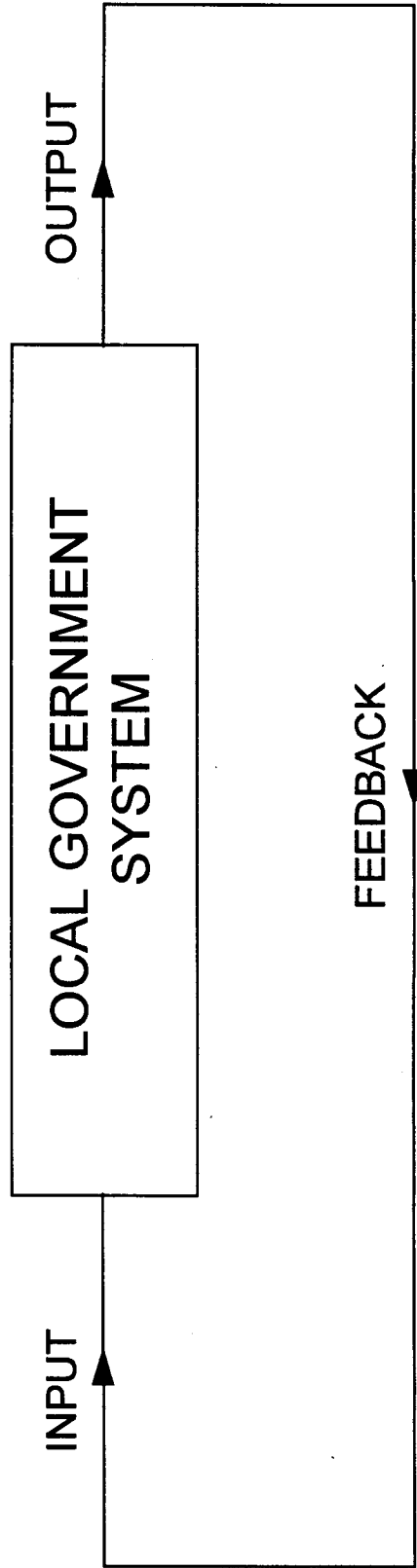
Robbins (1990 : 12) has classified systems as either closed or open. A closed system, in this context, ignores the effect of the environment, whereas the open system recognizes the dynamic interaction of the system with the environment.

The open systems model is used here to explain the location of local government within the environment in which it operates as an open, dynamic, multi-goal seeking and purposeful system. Hodge & Anthony (1988 : 58) write that all organisations fit this description whether they are public or private, profit or non-profit, business or government. Schwella (1986 : 45; Hodge & Anthony 1988 : 59) describe an open system as one which takes inputs from the environment, transforms them through operations into outputs, and receives feedback from the environment on its success or failure.

A commonly used diagram depicting the transformation of inputs is shown in Figure 2 overleaf

FIGURE 2

OPEN SYSTEM



In terms of the explanation submitted by Robbins (1990), local government may be seen as a sub-system which operates within a larger sub-system with which it continuously interacts, namely the environment. Furthermore, the systems approach thus makes it possible, as opposed to the other schools of thought, to examine how component parts within local government function together as a unit, and what the effect of the environmental dynamics are likely to have on local government.

When examining an auxiliary function such as decision-making within local government, it is clear that cognisance should be taken of the following components:

- the organisational structure;
- the experience and expertise of the members of the legislative and executive arms of government;
- the availability of resources;
- the requests, demands and actual needs of the community;
- the constraints placed on local government through legislation, procedures and cultural norms and values; and
- the types and nature of the environment within which local government operates.

All the above-listed components impact on each other and have to be taken into account when analysing local government in terms of the systems perspective. Local government can, therefore, not be seen as operating independently from its environment.

3. DEFINITION OF THE ENVIRONMENT

The environment within which local government operates may be defined broadly as everything outside the boundaries of local government over which it has no direct control (Robbins, 1980 : 149).

Hodge & Anthony (1988 : 68) submit a working model to conceptualise the interaction of an organisation with its environment by using the macro-intermediate-micro-environmental distinctions. This model will serve as a basis when attempting to explain the location and interaction of local government in the macro-environment.

Fox *et al*; (1991 : 19) point out that the environment influences the organisation constantly, and that it is only possible to observe these influences once it has been mediated through the intermediate environment.

Hodge & Anthony (1988 : 68) refer to the environment as the macro-environment and furnish a clear, simple and short definition of the macro-environment, as stated below:

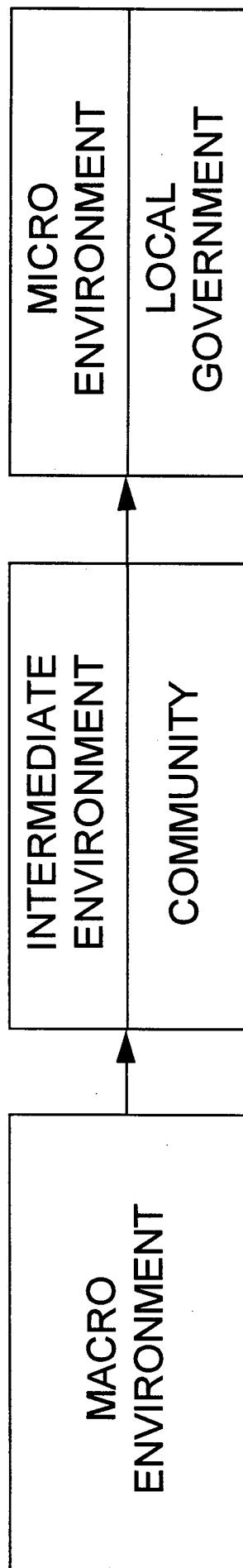
"The macro-environment is the general environment within which the organisation works".

The micro-environment, according to Hodge & Anthony (1988 : 68), refers to the organisation itself. The organisation for the purposes of this particular discussion, will be local government. The intermediate environment is the link between the macro-environment and local government (Hodge & Anthony, 1988 : 69). The intermediate environment is comprised of the community which local government serves and which also influences the availability of resources.

Figure 3, overleaf, depicts the interaction of these three environments:

FIGURE 3

MACRO-INTERMEDIATE-MICRO ENVIRONMENT



3.1 Macro-environment

Hodge & Anthony (1988 : 70) classify the macro-environment into seven major systems. It would appear that of the seven major systems submitted by Hodge & Anthony (1988), only the political, economic, social, cultural and technological components will be considered below, as they are the most applicable to local government.

3.1.1 Political environment

Hodge & Anthony (1988 : 97) write that all organisations are affected by the political system in the macro-environment. Furthermore, Hodge & Anthony (1988 : 97) explain this dimension by stating that, in order to exist, organisations must comply with certain legal procedures to begin an operation and must observe applicable legislation in the conduct of everyday affairs.

As local government is a public organisation, it is, according to Fox *et al;* (1991 : 19), profoundly influenced by national power structures and processes such as political parties, pressure and interest groups, political policies, laws, by-laws and regulations, as well as by the political and executive authorities.

3.1.2 Economic environment

Hodge & Anthony (1988 : 71) clearly define the economic system in the macro-environment as the manner in which society creates and distributes wealth. Hodge & Anthony (1988 : 72) further accurately explain the economic systems of organisations as that major part which is concerned with the availability of resources for the organisation. Hodge & Anthony (1988 : 71) also include the conditions within which the organisation exists. The climate and natural resources of the geographic area in which the organisation operates influence the type and use of many of its physical resources. The availability of these resources influence the manner in which the organisation operates.

Also to be included in the economic environment, according to Fox *et al;* (1991 : 19), is the structure of the economy, patterns of economic growth, inflationary trends, rates of exchange, balance of payment trends, and savings and investment tendencies. Local government, when determining the formulae for property rates, consumer tariffs, and user-charges, will have to take cognisance of these factors and trends.

3.1.3 Social environment

Fox *et al;* (1991 : 20) explain the social environment as patterns of interaction, or interacting social roles and institutions within a particular society. Fox *et al;* (1991 : 20) state further that this environment includes demographic features of the population, urbanisation, housing, education, training, and human development.

In South Africa these trends are clearly manifested in the actual needs of the community, and it is in this particular area where local government will be faced with the greatest challenges in order to satisfy these pressing needs.

3.1.4 Cultural environment

According to Hodge & Anthony (1988 : 20), the cultural system of a society is the society's basis of beliefs, attitudes and role definitions and interactions. They further explain the cultural environment as including the family, the religious system, and the educational system. These institutions re-define and build upon the cultural values, norms and role models of the particular society or community. It is imperative that when local government assesses the needs and demands of the community, cognisance be taken of the prevailing norms and values of that particular community and how to best satisfy those needs.

3.1.5 Technological environment

Hodge & Anthony (1988 : 66) view technology as the use of machinery and processes to produce and distribute goods and services. It is the state of the art and science employed in the production of goods and services.

Factors identified for analysis in the technological environment include: the nature of technology; trends in technological development; and the natural and social impact on the uses of technology.

4. INTERMEDIATE ENVIRONMENT

As indicated in the explanation of the systems approach in paragraph 2, the intermediate environment links the organisation with the macro-environment. In terms of a local government perspective, the intermediate environment is comprised of the community. The community will thus manifest the influences and trends in the macro-environment as demands or requests.

Furthermore, the intermediate environment, according to Fox *et al*; (1991 : 21), will influence the availability of resources to local government. Resources are essential for local government to transform them into much-needed services and products for distribution to the community. Resources may be identified as financial income in the form of property rates, consumer tariffs, user-charges, the employment of human resources from within the community, and the purchase of raw materials, machinery and equipment.

Fox *et al*; (1991 : 21) have conceptualised the immediate environment which they refer to as the specific environment in terms of regulators, suppliers, consumers and competitors. For the purposes of this research, the whole community will represent the intermediate environment with the focus on statutory and non-statutory representative bodies as well as public sector institutions which have the necessary authority to exercise a regulatory function. These public sector institutions fall within the definition of regulators as described by Fox *et al*; (1991 : 21).

4.1 Statutory bodies

The statutory bodies referred to above are defined for the purposes of this thesis as those bodies which have been created in terms of the provisions contained in particular legislation. Examples of statutory bodies are registered political parties, local boards for Blacks, and the establishment of Indian and Coloured management committees.

In terms of the provisions contained in the *Electoral Act*, 1993 (Act 90 of 1993), political parties must be registered in order to nominate candidates to participate in the national and municipal elections. In the past, municipal elections were not conducted openly according to political party strategies and policies, although certain nominated councillor candidates were members of a particular political party and adhered to the policies of that particular political party. The forthcoming municipal elections scheduled for the end of 1995 will be conducted on the basis of political party policies for all racial groups, whereas municipal elections were previously held for whites only within the demarcated group area, i.e. in terms of the *Group Areas Act*, 1966 (Act 36 of 1966). Elections were also held in non-white (Coloured and Indian) demarcated group areas for representation on the respective management committees.

As indicated in Chapter 2, management committees previously fulfilled an advisory role and were not directly included through direct representation in the decision-making process at the local government level, not even on those matters which directly affected them. However, according to Bekker (1989 : 29), in keeping with the national government's emphasis on the devolution of political power since the promulgation of the 1983 constitution, the powers of black local government had been increased under the *Black Local Authorities Act*, 1982 (Act 102 of 1982), and the *Black Communities Development Act*, 1984 (Act 36 of 1984). Bekker (1989 : 29) writes further that Coloured and Indian management committees had been given the capacity to become autonomous and to undertake any local government function, in terms of the *Promotion of Local Government Affairs Act*, 1983 (Act 91 of 1983).

4.2 Non-statutory bodies

Non-statutory bodies comprise of interest and pressure groups within the community of which the relevant ratepayers' associations are an appropriate example. Ranney (1975 : 240) describes a pressure group as resembling a political party which endorses candidates to participate in elections and which issues campaign propaganda, and raises money to achieve specific objectives. In other words, Ranney (1975 : 240) distinguishes a pressure group from a political party as a body which is concerned with what government does as opposed to a political party which is concerned with who holds office. Ranney (1975 : 232) distinguishes between three main types of pressure groups, namely:

- categoric groups; for example, consumer bodies;
- interest groups which promote common values and interests - for example, the Black consciousness movement; and
- organised interest groups which organise and promote their own interests.

A ratepayers' association would fall within the category of an interest group, although the normal practices of a pressure group do not usually include nominating candidates as its own official candidates, whereas a ratepayers' association would nominate from its own members a candidate for local government elections. Local government must take cognisance of the views and opinions expressed by non-statutory bodies within the decision-making process so that they may give effect to the decisions made which is a significant characteristic of democracy.

4.3 Public sector institutions

As explained in the discussion of the Intermediate Environment in paragraph 4, public sector institutions fall within the broad ambit of regulators as described by Fox *et al;* (1991 : 21) who write that regulators are usually vested with some form of authority to provide enforceable rules by which the organisations within their sphere of authority have to abide. Fox *et al;* (1991 : 21) proceed with this explanation by stating that within the public sector and the governmental context, the authority, coercive powers and sanctioning capacity are usually formally defined and described in statutory provisions.

Fox *et al;* (1991 : 21) submit examples of societal institutions that exercise a regulatory function over public organisations and which are found within the legislative, judicial and executive governmental structures. These examples, according to Fox *et al;* (1991 : 21), are parliaments, the law courts, and the political executive arm which constantly regulate the actions of public organisations within their sphere of jurisdiction.

As local government has been identified in Chapter 2 as a subordinate representative body, it is thus bound by the enabling acts and ordinances of the two higher tiers of government. The extent of decision-making discretion within local government will be restricted by this legislation, moreso in a unitary state, and it will be compelled to operate within the provisions of the relevant legislation. Failure by local government to comply will result in various sanctions, e.g. diminishing the supply of funds.

5. MICRO-ENVIRONMENT

The micro-environment, according to Hodge & Anthony (1988 : 63), may be made up of the three major sub-systems:

- the goal and work system;

- the structure, communication and authority; and
- the human factor system.

Hodge & Anthony (1988 : 63) explain the three major sub-systems as follows. Firstly, the goal and work system of the organisation comprises of the primary mission, the specific objectives, and the types of work undertaken to accomplish the mission and objectives.

The structure, communication and authority system is concerned with the way an organisation allocates decision-making authority throughout its network. The concepts such as organisational design, delegation and control are primary considerations within the organisation to achieve effectiveness.

Finally, the human factor system is the network of interpersonal relationships and behavioural patterns within the organisation; these patterns are both formal and informal.

The micro-environment is, therefore, the mechanism for the transformation of resources from the environment into distributable products or services through the utilisation of the three sub-systems as identified by Hodge & Anthony (1988 : 68).

As the micro-environment represents the organisation, it is accepted that a series of decision-making processes must take place throughout the organisation in order to facilitate the transformation of resources from the environment into distributable products and services.

The components within each sub-system, as explained above, are present within each level of the organisation. Each sub-system becomes more complex in the higher levels of the organisation which ultimately affects the decision-making processes. In order to facilitate the evaluation of decision-making within the micro-environment of local government, it will be necessary to classify all the activities relating to decision-making into four levels.

The four levels are based on the policy-making model advocated by Cloete (1980 : 72) who points out that policy-making takes place at four levels within the organisation, namely:

- the political level;
- the executive level;
- the administrative level; and
- the operational level.

It is accepted that there is a distinction between policy-making and decision-making, although not always clear as there is a degree of overlapping in practice, as policy is a product of a series of decisions taken. This tends to "blur" the boundaries between the two concepts. (Refer to Chapter 5 for further elucidation).

These four policy levels within the local government structure are explained as follows:

- the political level represents the elected political office-bearers who make policy and are directly accountable to the community for all decisions made in respect of that policy;
- the executive level represents the senior public officials within local government which will include the Town Clerk and his departmental heads who act as advisers to the political level and initiate new policies and changes to existing policies;

- the administrative level represents those public officials who occupy middle-management levels and are primarily responsible for formulating policies and monitoring the results of existing policies and also make decisions with regard to the implementation of those decisions taken at the political and executive levels; and
- the operational level represents the public officials at the lower levels of the hierarchy who are responsible for those decisions which are necessary to ensure that the actual work is undertaken so that the objectives of the decisions taken at the three higher levels are achieved.

6. **RELATIONS BETWEEN LOCAL GOVERNMENT AND THE ENVIRONMENT**

In terms of the open systems model, the community which local government and/or the micro-environment serves through the provision of services is influenced by trends operating in various dimensions within the macro-environment. The community or the intermediate environment consisting of statutory bodies, non-statutory bodies and public institutions reflect these influences as demands and requests directed at local government. The community also provides local government with much-needed resources referred to as inputs to be transformed into services and products which are referred to as outputs. In order to achieve the aforementioned, a series of decisions have to be taken at the various hierarchical levels of the local government structure.

In order to ensure that the outputs of the local government structure achieve the desired effect, it is essential that the results are monitored by means of a feedback mechanism. According to Hodge & Anthony (1988 : 58), the operation of the transformation process, as well as its results, provides feedback to the system so that changes may be made to the inputs and/or the transformation process in order to adapt the outputs. The community who uses the outputs (services and products) can generate the feedback or it can be generated from within the local government organisation by the decision-makers themselves as they proceed to monitor the results of their decisions.

The location of local government within the macro-environment in terms of the open systems model is conceptually illustrated as Figure 4 overleaf.

7. CONCLUSION

Local government functions within a unique environment, where the members of the community have their own unique needs and expectations which are in turn influenced by the tendencies prevailing within the major dimensions of the macro-environment such as the political, economical, social, technological, and cultural environments.

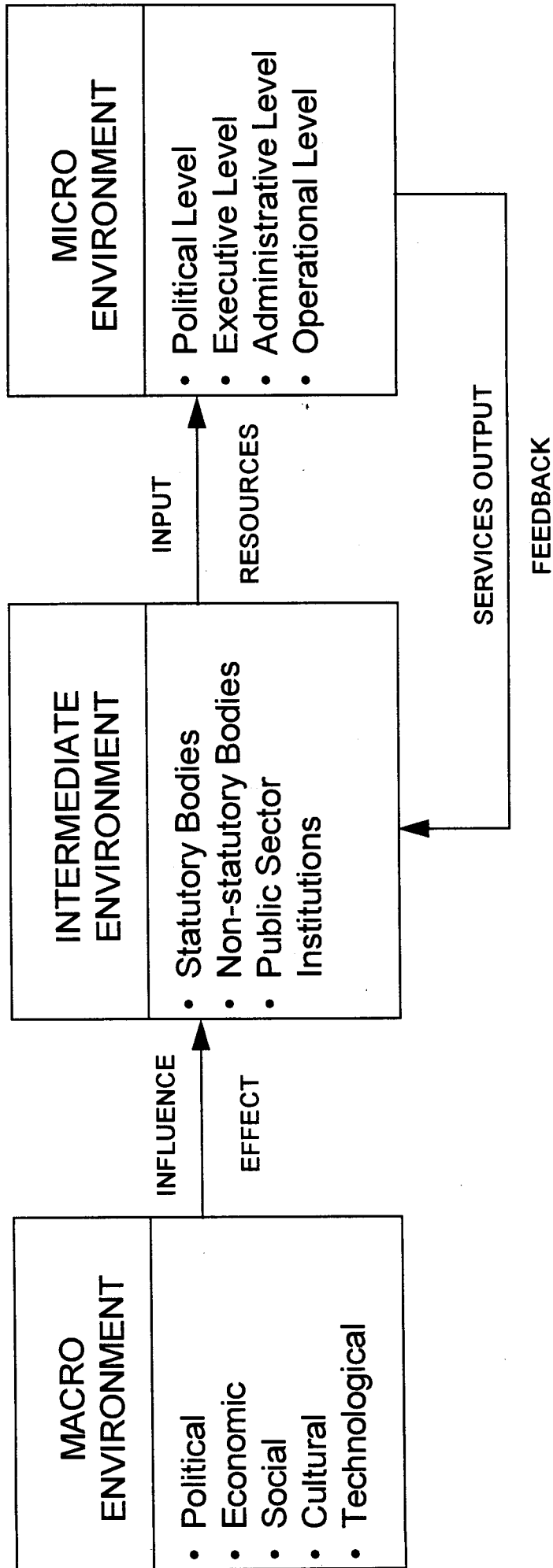
All the identified components within the macro-, intermediate- and micro-environments, although separate elements, are inter-dependent and influence the decision-making process collectively. The systems approach is a theoretical approach to examine how component parts of local government function together as a unit and what the effect of the environment is likely to have on the performance of local authorities. This approach is more suitable than the static classical and behaviourists approach, whose focus is primarily on the micro components of the organisation itself.

If the purpose and role of local government is closely examined, it is apparent that decision-making within local government is complex because it cannot be seen as operating independently from the environment. Decision-makers at all the hierarchical levels of the local government structure should in terms of the open systems concept (model) be sensitive to the effects and influences of the macro-environment and the needs of the community.

An attempt will be made in Chapter 5 to explain the general theory of decision-making which continuously takes place in local government.

FIGURE 4

PLACEMENT OF LOCAL GOVERNMENT WITHIN AN OPEN SYSTEM



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CHAPTER 5

GENERAL DECISION-MAKING THEORY IN LOCAL GOVERNMENT

1. INTRODUCTION

Decision-making takes place at every level within the organisational hierarchy of local government as every single individual within the organisation has to make decisions in the performance of his or her work whether of a routine or non-routine nature. These decisions may be taken singularly by the individuals themselves, or within a group context.

At the time when a decision is taken, it is difficult to determine whether the decision is good or bad, correct or incorrect given the particular circumstances. A decision-maker will usually not have at his or her disposal guidelines as to how to make decisions, especially because of the ever-changing environment within which he or she operates. A decision taken may be deemed to be good at that particular point in time, but due to the changing circumstances may at a later stage be deemed to be a bad decision. The converse may also be true in that a decision taken at a particular point in time may be deemed to be bad, but due to altered circumstances ultimately may be a good decision.

It should also be pointed out that within the local government context, local authorities will be bound by legislative constraints and will have no alternative but to make decisions in accordance with the provisions contained in the enabling legislation to which it is bound.

As already indicated previously, decision-making is one of the most complex processes within any managerial process as there are usually no set procedural guidelines to assist the decision-maker, especially in complex situations where immediate action is required at a strategic level. At the lower levels of the organisation, especially at the operational level, however, the decision-making process is simpler as the majority of the decisions are mainly routine and in accordance with prescribed policy.

A number of decision-making models have been proposed in order to assist the decision-maker to arrive at the most correct decision, but despite the advantages propagated, each model also reflects certain shortcomings. Decision-makers within local government do not consciously apply a particular decision-making model and almost always attempt to take the best decision to achieve a particular objective or to solve a particular problem.

The first part of this chapter will deal with the definition and process of decision-making and an evaluation of the various decision-making models available to the decision-maker as well as an evaluation of individual decision-making versus group decision-making. This will include a short description of the various available aids to improve decision-making. The second part of this chapter will deal with the nature of decision-making within local government.

2. DEFINITION AND PROCESS OF DECISION-MAKING

Before proceeding with the definition and process of decision-making, it is necessary that a distinction be made between policy-making and decision-making. Schwella (1985 : 78) states that policy-making may be seen as:

- a series of integrated decisions taken after liaison between the members of the legislature and public officials;

- the granting of authority; and
- the transformation of certain needs of the public into objectives which the relevant public institutions strive to achieve.

Despite the complexity of decision-making, there appears to be no difficulty in defining decision-making, as writers such as Robbins (1980 : 65), Gortner (1981 : 194) and Hanekom & Thornhill (1983 : 63) agree that the definition boils down to the basic concept of choosing between alternatives.

The choice between alternatives is a process which takes place in the form of a number of steps. Gortner (1981 : 194) states that this process varies from the three-step models of Dewey & Simon, to more elaborate five-step models developed by Elbing. The steps proposed in the rational model are generally appropriate for decision situations, and according to McKenna (1980 : 4) are as follows :

- defining the problem;
- searching for alternatives;
- evaluating alternatives; and
- selecting an alternative.

Ballard (1991 : 39) states that it is sometimes assumed that the basis of all decision-making processes are rational and that only the rational aspects in decision-making should be concentrated upon. This assumption has been supported by writers such as Robbins (1980 : 168) who is of the opinion that a rational person is aware of the available possibilities and is in a position to determine the consequences thereof and to make a free choice in terms of his or her value judgements. Furthermore, Schwella (1985 : 79) points out that although these steps represent a reasonable

rational and conscious approach to the choice between alternatives, it is not always consciously carried out as the decision-makers probably follow this approach on intuition.

Fox *et al;* (1990 : 40) point out that Baybrooke & Lindblom dispute the foregoing and hold the view that democratic decision-making is characterised by incremental decision-making. This is referred to as disjointed incrementalism. According to Fox *et al;* (1990 : 40) the latter seeks to transform decision-making strategy to fit into the situation of limited cognitive and resource abilities, information collection and computation.

The incremental approach, according to McKenna (1980 : 6), has been proposed as an alternative model. He explains this approach whereby the decision-maker includes in the list of possible alternatives only those which are incremental modifications of current activities. McKenna (1980 : 6) then questions whether this is, in fact, a different decision-making model, or whether it is the application of conservatism to the search for alternatives.

Henry (1975 : 99) submits Simon's notion of decision-making which disputes the model of rational decision-making and argues that virtually all decisions in organisations are only "satisficing" decisions; that is, decisions which do not maximise; they only satisfy and suffice, or combined "satisfice." According to Henry (1975 : 90), Simon supports the view that the relevant decision-making body does not use a systematic model of advantages and disadvantages, but rather studies all the possibilities one by one until it satisfies the minimum standards which are regarded as satisfactory.

3. **DECISION-MAKING MODELS**

Arising from the discussion on the definition and process of decision-making, it is clear, according to Hanekom & Thornhill (1983 : 78 and 79), that decision-making models can be arranged into two groups, *viz.* the rational and the non-rational or heuristic models of decision-making.

However, the incremental model could be placed at the midpoint on the continuum between the rational and non-rational decision-making models.

The rational, incremental and non-rational decision-making models are discussed below under separate headings.

3.1 **Rational model**

Hanekom & Thornhill (1983 : 78) define rational decision-making as a cold, calculated process excluding intuition, emotions, and sentiments, in which only the "hard" facts are taken into account when a choice is made among alternatives.

Hanekom & Thornhill (1983 : 78) submit the following phases in rational decision-making:

- determination and description of problem or goal;
- collection and analysis of data;
- development of alternative solutions;
- evaluation of alternative solutions;

- selection of the best alternative;
- analysis of the results of the decision; and
- implementation of the decision.

3.2 Incremental model

Hanekom & Thornhill (1983 : 79) explain the basis of this model "as the view or proposed situation differs only marginally from the existing situation and requires a decision affecting only the marginal difference". It is, therefore, accepted that the existing condition or policies are adequate and by relying on the existing conditions or policies, the decision-maker approaches each problem or goal in an incremental fashion.

Hanekom & Thornhill (1983 : 79) further conclude that the advantage of this model is that it obviates original thinking, speeds up decision-making, and is relatively inexpensive in comparison with rational comprehensive decision-making. The shortcoming is the acceptance of the adequacy of existing policies thereby emphasising the conservative approach. This negates the opportunity for creative thinking.

3.3 Heuristic model

Hanekom & Thornhill (1983 : 80) describe this model as a process where past experience is evaluated and a solution sought by trial and error - a sort of groping (the process of "muddling through") for agreement and consensus seldom arrived at by logic. Hanekom & Thornhill (1983 : 80) state further that this model is flexible as the purpose is continuously analysed and re-interpreted. As this model is more flexible than rational decision-making, a subjective decision-maker can distort facts

to the extent that decisions reflect purposes far-removed from reality, and simply represent the views of the decision-maker. It is further argued that human values, intuition and subjectivity enter into the process.

4. **INDIVIDUAL DECISION-MAKING VERSUS GROUP DECISION-MAKING**

At the beginning of this chapter it was stated that decision-making takes place at every level within the organisational hierarchy of local government as every single individual within the organisation has to make decisions in the performance of his or her work, whether of a routine or non-routine nature. These decisions may be taken singularly by the individuals themselves, or within a group context.

Individual decision-making, which is normally programmed and of a routine nature, takes place at the lower levels of the hierarchy. In contrast, Gortner (1986 : 197) defines non-programmed decisions as those that have a key impact on the organisation and are usually handled by administrators at the higher levels in the organisation.

The individual and group decision-making concepts are discussed on the basis of comparing the advantages and disadvantages of each according to the analysis undertaken by Fox *et al*; (1991 : 143 - 144).

4.1 **Individual decision-making**

Fox *et al*; (1991 : 134) have included in their discussion on individual decision-making the different types of managerial decision-making styles as submitted by Schein, which are primarily based on the research findings of Vroom & Yetton (1973):

"- You solve the problem or make the decision yourself, using information available to you at that time.

- You obtain the necessary information from your subordinates, then decide on the solution yourself.
- You share the problem with the relevant subordinates individually, without bringing them together as a group. Then you make the decision, which may or may not reflect the influence of subordinates.
- You share the problem with your subordinates as a group, collectively obtaining their ideas and suggestions. Then you make the decision, which may or may not reflect the influence of subordinates.
- You share the problem with your subordinates as a group. Together you generate and evaluate alternatives and try to reach consensus on a solution. Your role is much like a chairman. You do not attempt to influence the group to adopt your solution and you are willing to accept and implement any solution that has the support of the entire group."

4.2 Group decision-making

Schwella (1985 : 84) points out that most high-level decisions are undertaken by groups such as councils and committees within the local government context. Fox *et al*; (1991 : 143) point out that the quality of the decision taken depends on the inherent interaction within the group.

Fox *et al*; (1991 : 143) further argue that individual and group decisions each have their own strengths and weaknesses and that neither of the two is ideal for all situations. They have submitted the following list of the most significant advantages that group decision-making has over individual decision-making:

- it presents more complete information and knowledge;

- it increases the acceptance of the solution, in that the more people who participate in the decision-making process, the greater the acceptance of that decision; and
- it increases legitimacy, as it is consistent with the ideals of democracy and is, therefore, recognised as being more legitimate than decisions made by a single person.

Fox *et al*; (1991 : 144) also submit the following drawbacks of group decision-making:

- it is time-consuming as it takes time to arrange meetings, and groups take more time to arrive at solutions than in the case of an individual;
- members of the group may be pressured to conform so that they may be accepted and be regarded as an asset, thereby obviating outright disagreement; and
- as group members share responsibility, it is impossible to establish who is responsible for the final outcome which thus induces ambiguous responsibility.

5. AIDS IN DECISION-MAKING

In each decision-making model there are various aids which could be utilised by decision-makers in order to place the process on an objective basis by quantifying all the identified variables to facilitate the selection of the best alternative.

Irrespective of the type of decision-making model adopted by the decision-makers, Schwella (1985 : 84) is of the opinion that some decision-making aids are more suited to the higher levels of the organisation where decision-making is unprogrammed. He is further of the opinion that other decision-making aids will be best suited to the lower levels within the organisation where the decisions are programmed and more routine.

Robbins (1980 : 71 and 74) defines programmed decisions as those decisions which are repetitive and routine. Gortner (1986 : 196 - 197) further defines programmed decisions as those decisions which do not have to be remade and which are subjugated to the lower levels of the organisation. In contrast, Gortner (1986 : 197) defines non-programmed decisions as those that have a key impact on the organisation and are usually handled by administrators at the higher levels of the organisation. Furthermore, these decisions require an analysis that cannot be based on prior circumstances; therefore, they include a certain degree of risk or uncertainty.

Schwella (1985 : 84) points out that as most high-level decisions are undertaken by groups such as councils and committees, the following aids are available for effective decision-making; namely: brainstorming, synectics and the nominal group technique, as individually expounded hereunder.

Brainstorming is a technique whereby a number of persons take turns to generate a host of ideas without critical discussion regarding a particular problem for a specific period of time. Alternative solutions are generated and noted for later discussion and analysis.

Synectics as a technique is based on the concept of using analogies to assist in the two processes of making the strange familiar, and making the familiar strange so that a common understanding may be developed of the subject under discussion. Thereafter, the solutions are usually developed on the basis that the familiar is made strange, for during this period those involved in the decision-making process make a conscious effort to look at the problem from a completely different point of view.

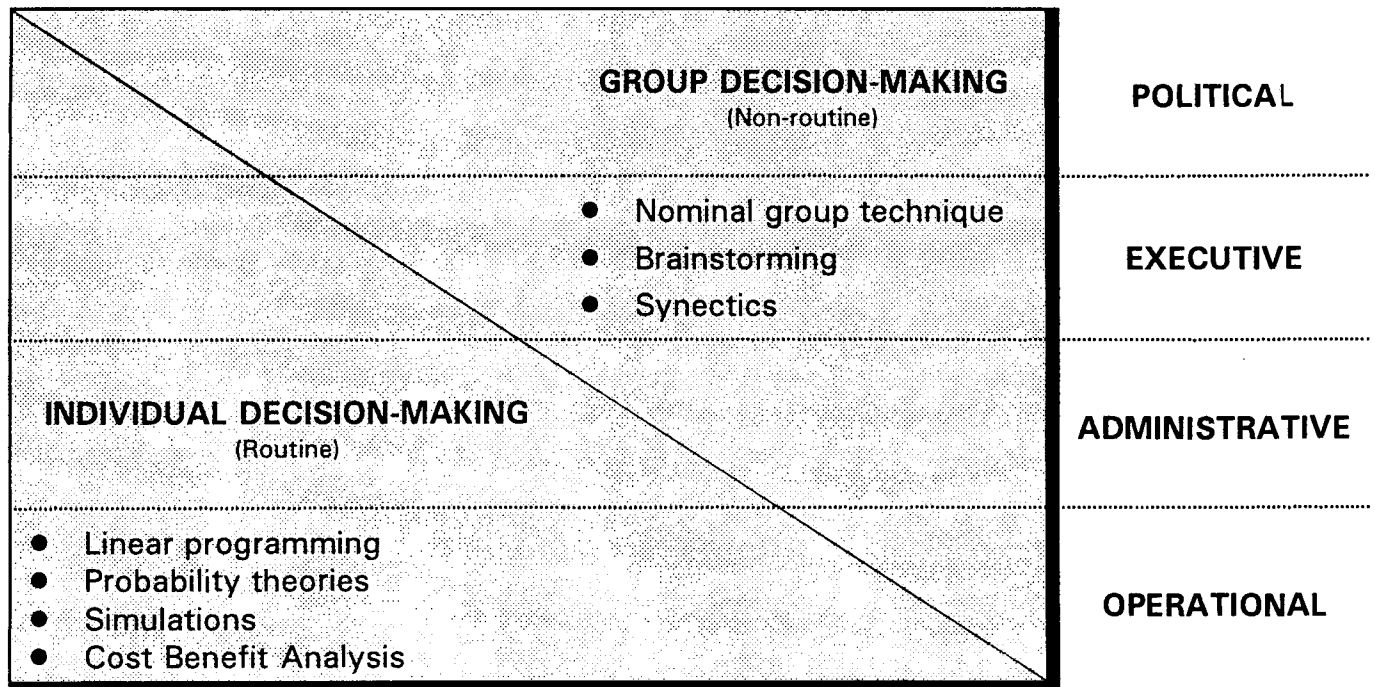
Finally, the *nominal group technique* restricts discussion or interpersonal communication during the decision-making process. The members meet as a group and each member presents one idea at a time to the group. The group then discusses the ideas in order to clarify and evaluate them. Each one of the members of the group then silently and independently ranks the ideas in order of preference. The final decision is determined by the idea obtaining the highest aggregate ranking.

Schwella (1985 : 87) proceeds with the above by pointing out that after the policy objectives have been set, the executive action to implement this policy must be undertaken through a series of decisions. These decisions are taken at the lower levels and as indicated previously, they are more programmed and less influenced by political factors as well as being better suited for the use of quantitative decision-making aids.

Decisions taken at the lower levels of the organisational hierarchy have a number of decision-making aids which may be utilised; for example, linear programming, probability theories, simulations, and cost-benefit analysis. These methods will not be discussed in detail here as the emphasis of this thesis is focused on group decision-making.

As policy-making may be defined as a series of decisions taken at any particular level in the hierarchy, these levels of policy-making as propagated by Cloete (1980) are schematically presented in Figure 5, overleaf, which portrays the location of group decision-making and individual decision-making within those levels, as well as the decision-making aids best suited to those levels.

Figure 5
LEVELS OF DECISION-MAKING



6. NATURE OF DECISION-MAKING WITHIN LOCAL GOVERNMENT

The general theory of decision-making, as discussed above, is applicable to most organisations in the private and public sectors which thus includes local government.

However, due to the uniqueness of the environment in which local government is placed, the constitutional framework in which it operates, as well as the nature of its main objective to improve the general welfare of the community, it is necessary to extend the general discussion of decision-making to decision-making in local government so as to facilitate the evaluation of decision-making.

Furthermore, the maintenance of the tenets of democracy, as well as the continued justification for its existence, are two essential characteristics which must always be taken into account throughout the decision-making process at the local government level.

In order to understand the above principles, the following aspects must be taken into account in local government decision-making:

- the role of democracy in decision-making;
- participation within the parameters of democracy;
- the role of the participants in the decision-making process;
- the influence of values and norms in decision-making; and
- the role of the perceptions of all the participants.

6.1 Role of democracy in decision-making

Democracy, as mentioned previously, should be an integral part of the local government system, especially with regard to decision-making as it enables all interested parties to participate in the decision-making activities.

Hanekom & Thornhill (1983 : 132) state that democracy is a prerequisite for any public activity, as it must not only be taken into consideration to guarantee the acceptance of policies, but also to ensure the co-operation of the community when the success of executive actions depends on persuasion and co-operation.

Craythorne (1979 : 30) attempts to determine the extent of democracy which exists at local government level, but concedes that there are a number of practical problems, such as the inhabitant's knowledge of public affairs, the role of opposition or criticism, and uniformity and accountability.

Craythorne (1979 : 31) summarises the foregoing by stating that democracy in local government embraces:

- a basis of elected representation;
- a concern for the needs of all citizens, whether or not they have a vote;
- the right of all citizens to appeal against administrative decisions; and
- the right of all citizens to submit requests to those who govern them.

If all these points are accommodated, then it is natural to assume that the rights and views of all concerned persons will be taken into account in the decision-making process. Further advantages to be derived will be that more objective and acceptable decisions will be formulated which will assist in the achievement of the ultimate objective(s), such as improving the general welfare of the community.

The achievement and maintenance of the principles of democracy throughout the decision-making process is based on the concept of participation which is now discussed in paragraph 6.2.

6.2 Participation

Within the parameters of Ranney's (1971 : 76) definition of democracy, Cole (1974 : 2) states that as a philosophical idea, participation is a product of two schools of academic thought *viz.* the sociological view concerned primarily with the effect of the loss of community on society as a whole; and the political science view concerned mainly with the effects of non-participation on the individual's psychological and educational development.

Collins (1974 : 12) continues to distinguish between two types of participation:

- direct participation, for example referenda and public meetings; and
- indirect participation through political representation and the exercise of the right to vote.

The *Journal for Studies in Comparative Local Government* (1970), submits the purpose of public participation as being twofold. Firstly, the publication states that participation is a means for:

- collecting information;
- facilitating policy determination;
- promoting communication between the residents and the local authority; and
- facilitating the acceptance of the activities of the authority.

Secondly, the abovementioned publication states that participation is an objective for:

- expanding local democracy, self-government and citizenship; and
- promoting community development.

According to Todes & Watson (1987 : 94-98) there are nine significant factors which determine the viability and effectiveness of community-based participation. These factors are listed hereunder:

1. the free availability of information from the local authority and permission to attend council meetings;
2. the range of functions on which the participatory structure is consulted is severely limited and confined to less important functions;
3. the use of participation as a means of social control or as a strategy of legitimation;
4. the local authorities may give participatory structures financial support where their motive for participation has been that of social control and to manipulate the organisation;
5. the extent to which people feel they will make material gains from their involvement, will be the function of both the "breadth of activities" which the organisation involves itself in and the extent of the resources at its disposal;
6. the participatory structures may be set-up in order to establish control over the community through the mechanism by which the office-bearers are chosen;
7. the representative nature of the community-based participatory structure is an important factor as, for example, the consequence of middle-class dominance means that a significant percentage of the community remains unrepresented and unconsulted;
8. the interest of the people in the community to be sustained on a long-term basis, which depends on the expectations surrounding participation exercises and the gains which could be made from the involvement in them; and

9. the success of community-based organisations on the one hand depends on the local authority support in its initial stages, but on the other hand, the curtailing or limiting of support to these organisations may lead to their demise."

Community-based participation, as expounded by Todes & Watson (1987 : 94-98), could be conducted within the mode of party politics, but it has certain definite advantages as well as detrimental consequences in relation to the factors determining the viability and effectiveness of community-based participation.

As regards the advantages and disadvantages associated with party politics at local government level, Van Zyl (1987 : 11) has identified that a challenge exists for the councillors and the officials to maximise the advantages and to minimise the disadvantages. Van Zyl (1987 : 11) lists the following disadvantages of party-political involvement in local government:

- interests of the voters are less important than those of the party;
- party-political confrontations and debates at council meetings which are of no or little interest to the residents;
- formation of groups (cliques); and
- disassociation of the opposition to resolutions passed by the majority party.

The advantages of party-political involvement listed by Van Zyl (1987 : 11) include:

- greater involvement by voters;
- improved co-ordination and co-operation;

- improved discipline and order within the council;
- improved training of candidates and councillors; and
- improved communication between the council and the voter.

6.3 Role of participants

Participation in the decision-making process at local government level includes three participatory groups, namely: the elected representatives/councillors, appointed officials, and members of the community. This section will give attention to the role of elected representatives/councillors and appointed officials only, as they strive to improve the general welfare of the community through the satisfying of community needs.

6.3.1 Elected representatives/councillors

Du Toit (1985 : 23), refers to municipal elections where a particular candidate draws more votes than the opposing candidate and is deemed to be the winner of the election. He questions the fact as to who is really represented by the representative and what is he representing. He is of the opinion that these questions can be answered by examining the different interpretations of the concept "representation".

Du Toit, (1985 : 23) submits three styles of representation. Firstly, the representative is seen as a delegate where he or she reflects the characteristics, demands and wishes of all the people whom he or she represents. In terms of this interpretation, the representative is seen as an agent or messenger of his or her ward.

The second style is where the representative acts on behalf of the voters by giving his or her attention to their demands and wishes, but not directly. He or she is instead permitted to use own initiative to promote the interests of the community. In this particular case he or she is referred to as a trustee.

Finally, the third style is a combination of the two above styles. Often referred to as "politicos" "... Politicos are political representatives who fight for approval of the bread-and-butter legislation favoured by their constituents, while taking forceful, independent stands on issues that do not directly engage the "pocket book" interests of those constituents" (Du Toit 1985 : 23). The idea of this style is to combine the benefits of the first two styles and to permit the representative to assume a leadership role within the community.

Irrespective of the role or style the elected representative may decide to adopt, De Jager (1985 : 35) contends that individual councillors do not possess general powers to bind their council through their actions when representing their ward. De Jager (1985 : 35) further states that the council is also restricted from delegating any of its powers or authority to an individual councillor to act on its behalf when representing his or her ward or the voters. The councillor does, however, possess certain legal rights or powers, and is entitled to:

- freedom of speech;
- free access to records;
- full participation at meetings; and
- remuneration for services rendered.

In view of these rights and powers listed above, De Jager (1985 : 36) writes that a number of duties exercised by a councillor are based on the exercise of his or her unbiased discretion, and that he or she should prevent against substituting the values of the community for his or her own personal values and should rather concentrate on promoting the welfare of his or her electorate.

6.3.2 Officials

Cloete (1980 : 26) states that political office-bearers should know the theory and practice of government, and that administrators should know the theory and practice of public administration. This statement is not incorrect, but it is now accepted that the political functions and the administrative functions cannot be separated, especially in practice. This is in keeping with the age-old politics - administration dichotomy.

Meiring (1989 : 104) supports the view that politics and administration play a continuous role in both the formation and execution of decisions.

Traditionally, officials were expected to adapt to the changes within the local government environment in conjunction with the changes in the political environment, and also to ensure that the councillors have the necessary and correct information to make the most correct decision.

Meiring (1989 : 106) states that with the increasing complexity of local governance and administration, there has been a shift in functions undertaken by councillors and officials. Officials in (top) executive positions are becoming more involved with regulatory and other related aspects regarding decision-making. In this regard, the regulatory function(s) of decision-making includes the solving of conflict, allocation of values and the delegation of authority.

In view of the aforementioned, decisions taken by officials are not done so in isolation or independently from the decisions taken by councillors. Meiring (1989 : 107) states that the official duties of the councillors within a political environment and the decisions taken by officials, have a reciprocal influence on the welfare of the citizens within the community.

The officials are also expected to choose between alternative methods of action, which also means a choice between values. The consequences of such a decision may also cause conflict within the community.

Finally, the official is expected to be aware of the needs of the community and that these needs should receive a higher priority than the continued existence of a post, department or local authority to whom he or she is attached. Co-operation between councillors and officials with regard to the identification of values exist, and both the councillors and officials must be involved in the gathering of factual information and the value judgements pertaining to decision-making.

6.4 Influence of values and norms

All three participatory groups in the decision-making process, of which two already have been discussed, hold and express certain values and norms. The values and norms of the community should receive priority over the values and norms of the elected representatives/councillors and the appointed officials, if effective decision-making is to take place.

Gortner (1986 : 47) has given attention to values and norms. He states that there are three types of norms, namely: the law, rules of custom and moral precepts which become intertwined with a public institution and those with whom the institution must deal. In view of the foregoing, Gortner (1986 : 48) writes that "if a public agency can align itself with important norms in society it can strengthen itself in the political world".

Gortner (1986 : 49) points out that the norms and ideals that are expressed by a public institution are important. Gortner (1986 : 49) contends further "... any public officials must know which norms are accepted by the important groups surrounding the body. It is essential to maintain the proper balance between commitment and flexibility so that the public bureaucracy can maintain the support of these groups within the political system that give the body the chance to succeed" (Gortner 1986 : 49).

Cloete & Hanekom (1985 : 96) are of the opinion that when public policy is being formulated, a study of the role of values should be included. This statement is also applicable to decision-making as policy-making comprises a series of decision-making processes.

Cloete & Hanekom (1985 : 96) state that there are numerous values to be analysed; for example, values of political parties, personal values, religious values, and values legitimised by law and custom. Every person has his or her own values which shape his or her judgements, and which will seldom make it possible to satisfy the values of all the individuals. Therefore, compromises will have to be made.

In practice, local government must, during the decision-making process, try to reconcile all the value judgements prevailing within the community as voiced (expressed) by the elected representatives. It must be accepted that the values identified will usually be embodied in the decisions taken by local government.

6.5 Role of perceptions of all participants

Local government functions in a unique environment where the members of the community have unique needs, interests and expectations. As shown in the decision-making process, local government is influenced by the environment and the environment is in turn influenced through the formulation of policies to improve the general welfare of the community.

Meiring (1989 : 76) agrees that the environmental factors are a complex matter, especially with regard to the question as to "what" should be done, as it will depend on the perceptions of the participants, namely the councillors, the officials and the members of the community. The satisfaction of needs will depend on the consensus reached between the respective participants. Meiring (1989 : 77) is of the opinion that these considerations will depend on the answers to the following questions:

- what do the members of the community need?
- what is the perception of the members of the community with regard to what should be done?
- what do the members of the community expect to receive?

The environmental factors not only influence the needs of the members of the community, but also influence the norms and values of the community. Against this background, the individual will develop his or her own perception with regard to what is necessary.

In practice, local government is confronted with conflicting and competitive demands for the satisfaction of needs. In this regard consideration must be given to the different groups within the community who each have their own unique needs and strive to have these varied needs satisfied.

As mentioned elsewhere, the different environmental factors which influence decision-making make the search for consensus within the local government environment more complex.

Meiring (1989 : 81) contends that effective and efficient decision-making will depend on the degree of consensus achieved between the relevant participants. Meiring (1981 : 81) states that the extent of the consensus will indicate the degree of reconciliation which is possible and will also provide a basis for action.

Meiring (1989 : 82) has proposed the following diagram (shown in Figure 6 overleaf), which portrays the perceptions of the participants at the local government level.

7. SUMMARY AND CONCLUSION

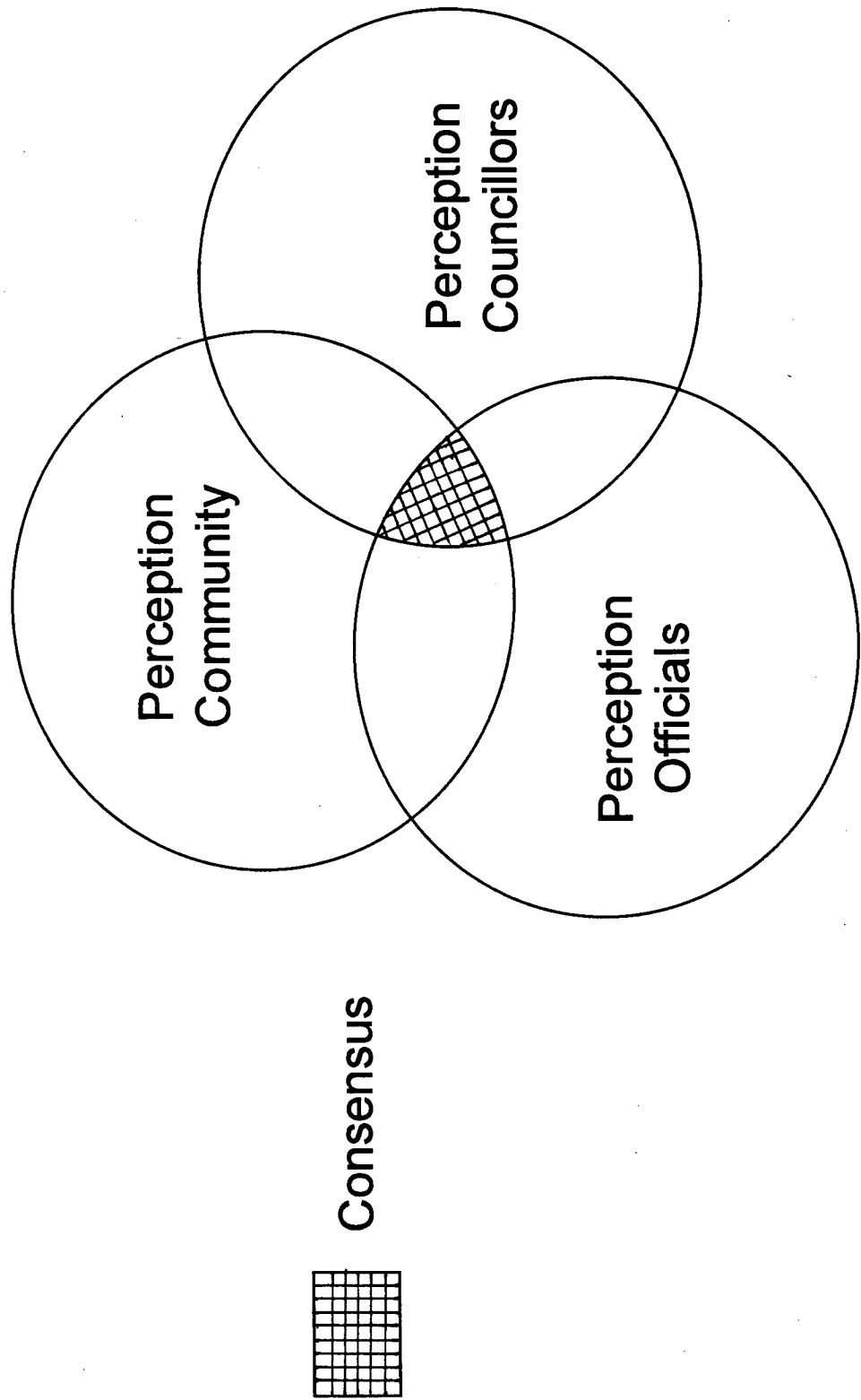
In the decision-making process a rational approach cannot normally be used to solve all the assignments with a value dimension; it could, however, minimize the irrational element and facilitate objective measurement and calculation.

Decision-making models are, in effect, a representation of reality and contribute towards the search for alternatives and more successful decision-making. A significant advantage of decision-making models is that they can signal problems or difficulties timeously so as to avoid a full-scale commitment of resources to a particular course of action and thereby obviate wastage.

A further dimension to this decision-making process is the role of democracy, especially at the local level, which is a prerequisite for effective decision-making to enable all interested and affected parties to participate in the consultative process. It is, therefore, essential that provision be made for free, effective and full participation by all.

FIGURE 6

PERCEPTIONS ON LOCAL GOVERNMENT LEVEL



The norms and values of the community, as well as the perceptions experienced by all the participants, definitely influence the decision-making process. In order to overcome these subjective tendencies successfully, all participants should strive for consensus when attempting to reconcile these values and norms whilst not losing sight of the ongoing and changing dimensions in the environment.

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CHAPTER 6

QUANTITATIVE RESEARCH ON DECISION-MAKING

1. INTRODUCTION

In terms of the general explanation of decision-making in Chapter 5, it is clear that decision-making at local government level is a significant, continuous auxiliary function which is necessary to underpin the generic administrative functions. Decision-making may also be seen as an aid, which is implicit to and inseparable from the comprehensive (umbrella) administrative process, namely management. As decision-making is an integral part of the administrative process, the effectiveness of local authorities are often evaluated on their ability in this area.

To assist the decision-makers in making the most correct decision, various decision-making models and aids have been proposed as part and parcel of the democratic philosophy so that all interested and affected parties may participate in this process.

However, the perceptions of the community, as well as the norms and values of all the participants, do influence the process. In order to overcome these subjective tendencies successfully, it is clear that all participants should strive for consensus when attempting to reconcile these values and norms without losing sight of the overall objective which is to improve the general welfare of the community.

Based on this theoretical overview of decision-making, research was undertaken by Ballard (1991)* to determine the current effectiveness of decision-making at the local government level. The objective of the research was to determine whether traditional decision-making as defined by the said author (1991 : 7) was still feasible

* *See MPA thesis - H H Ballard - Feasibility of Traditional Decision-making within a Large Local Authority, 1991, University of Stellenbosch*

in a changing, dynamic environment. Based on the findings of this qualitative analysis, it was concluded that traditional decision-making is in certain instances successful and thus feasible if all the applicable normative criteria were applied.

In view of this qualitative previous research on the feasibility of traditional decision-making in local government undertaken by Ballard (1991), the following questions were raised as to whether:

- effective decision-making could still be achieved without applying all the applicable normative criteria; and
- the extent to which effective decision-making is achieved, is in relation to the extent to which the applicable normative criteria are applied.

In order to answer these two questions, a quantitative model had to be developed as well as an approach which would quantify the findings for objective analysis, bearing in mind the subjective nature of decision-making.

The objective of this chapter is to provide an explanation of the research approach adopted to achieve the aforementioned, *viz.*:

- review of previous research;
- purpose of research;
- explanation of methodology;
- selection and application of methodology for quantitative evaluation;

- explanation of normative criteria;
- workshop format;
- discussion of selected decision-cases; and
- basis for quantitative evaluation.

2. REVIEW OF PREVIOUS RESEARCH

As indicated in the introduction, the purpose of the previous research was to determine whether traditional decision-making, as it exists today in a large local authority, was still feasible in a large local authority.

The research was limited to one large local authority. The reason for this limitation was that the provision of services does not take place in a specific, fixed environment as it is continuously influenced by the various dimensions found within that environment. Therefore, decision-making will vary from one municipal area to another as the environment within which each local authority operates is unique to that particular local authority. In view of this factor, the findings formulated in one specific municipal area will not be generally applicable to all the other municipal areas.

The field of study consisted of two components. The first component was a theoretical construction based on a literature search. This literature search was undertaken to identify and define all the normative criteria regarded as necessary for effective and more successful decision-making.

The second component was the actual theoretical testing, which required the selection of actual decisions from the case study. In each selected decision case an attempt was made to ascertain whether the normative criteria were applied in the decision-making process.

The theoretical testing was based on the examination of the official minutes of the Council (i.e. Bellville City Council), supporting correspondence and documentation, and the conducting of unstructured interviews with the relevant key officials who participated in the decision-making process.

The interviews conducted with the relevant officials were directed towards obtaining the following information:

- the external macro-environment prevailing at the time the decision was taken;
- the actual need(s) of the community;
- the context within which the decision was taken (internal perception);
- the identification of all the constraints; for example, legislation, policy restrictions and resistance from pressure and interest groups;
- the impact on the community;
- the success of the decision evaluated on the basis of the achievement of the objective of the local authority and whether the decision was upheld and not rescinded prior to the implementation thereof; and
- the real outcome.

The interview format was unstructured and, therefore, not fixed for all the decision-cases. The interview was conducted according to the nature and type of decision case selected with the objective of obtaining sufficient information for each of the points detailed above.

3. **PURPOSE OF CURRENT RESEARCH**

The aim of this research is to continue with the previous research undertaken, with the ultimate objective of determining the increased possibility of more effective decision-making within a large local authority through the application and extent of application of the applicable normative criteria. In other words, the researcher will attempt to determine whether the normative criteria were applied and to what extent. The assumption being that the greater the application of the normative criteria, the greater the possibility for a more effective decision.

In view of the aforementioned, the problem hypothesis is stated as:

"There is an increased possibility of more effective decision-making through the application of applicable normative criteria against the background of an open systems environment".

4. **EXPLANATION OF METHODOLOGY**

The approach adopted for the study was the historico-analytical approach. The research was conducted in four stages, as listed and detailed hereunder.

4.1 **First stage : Acceptance of normative criteria**

The normative criteria were validated through the face validation procedure. During this stage, the identified normative criteria were presented and explained to the participants of the four research control groups. Collective consensus was obtained from the key decision-makers being the councillors and senior officials of the City Council of Bellville. Collective consensus was also obtained from the representatives of the three selected research control groups within the community, *viz.*:

- the Bellville Federation of Ratepayers' Association;
- the Proteaville Management Committee; and
- the Civic Association of Bellville.

Bellville City Council will be discussed in Chapter 7 and the three remaining research control groups will be discussed in Chapter 8.

4.2 Second stage : Application of quantitative model

The representatives of the four research control groups were requested to determine whether the normative criteria were applied in the selected decision-cases through the theoretical testing technique.

In order to determine the extent of application of the normative criteria in the selected decision-cases, it was necessary to select a quantitative model which would include and combine factual information and value judgements. Once the evaluation of the decision-case had been completed, the total score would reflect the measure of the effectiveness of the decision-case in terms of the application and extent of application of the normative criteria.

The total score of the four research control groups for each decision-case was then compared and analysed.

4.3 Third Stage : Comparative analysis

This stage was conducted in a joint workshop where the participants were representatives from three of the four research control groups. The Civic Association of Bellville refused to participate in this forum as they did not wish to be in the presence of the representatives from the Bellville City Council as they regarded this public institution to be racist and undemocratic.

The purpose of this final workshop was to hone or refine the results through questioning the basis on which the various groups conducted their evaluation and scores. This was undertaken to ensure that there were no discrepancies between the various groups and that each group based their scores on the same factual information at their disposal. A gap analysis was undertaken between the final scores of the three control test groups in order to further refine the quantitative model.

4.4 **Fourth stage : Formulating conclusions and presentation of findings**

The format of this research is based on the research methodology explained above with the findings and conclusions presented at the end of each stage.
(See Chapter 9).

5. **SELECTION AND APPLICATION OF METHODOLOGY FOR QUANTITATIVE EVALUATION**

As indicated in paragraph 4.2 above, it was necessary, due to the subjective nature of decision-making, to select a quantitative model which would include and combine factual information and value judgements. Furthermore, once the total evaluation of a particular decision-case had been completed, the total score would reflect the measure of the effectiveness of the decision in terms of the application and extent of application of the normative criteria.

To achieve a total score for a particular decision-case, the following process was developed which had to be followed by all the respondents:

- Each identified normative criterion was subdivided into a number of sub-criteria (an explanation of the normative criteria is provided in paragraph 6) whereby the respondents were requested to score the extent of application of each normative sub-criterion in respect of each decision case between 0 and 100 based on the factual information provided by the researcher.

- In the second step, the respondents were requested to place a value on each of the sub-criteria comprising the normative criterion in relation to each other from 0 to 100 with regard to its importance to that particular decision-case being evaluated.
- In the third step, the respondents were requested to place a value on each of the three identified normative criteria from 0 to 100 in terms of its importance in respect of the same decision case.

The computed scores were calculated by utilising an additive model based on a weighted average.

An example of the calculation is explained hereunder. (Refer to [Figure 10](#), page 162 (*legitimacy* criterion) on which the example of the calculation is based).

| | | LEGITIMACY | | | |
|--------|--|------------|-----------|--------------|------------|
| | | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS |
| SCORE | | 25 | 75 | 50 | 100 |
| WEIGHT | | 40 | 100 | 20 | 60 |

The weighted average of score assigned to each sub-criterion is determined first. In the case of the sub-criterion, *democracy* the relative weight is calculated as follows:

$$: \frac{\text{weight for democracy}}{\text{sum of weights assigned to all criteria}} \times \text{score}$$

$$: \frac{40}{220} \times 25$$

The weighted sum of scores is calculated as:

$$\frac{40}{220} (25) + \frac{100}{220} (75) + \frac{20}{220} 50 + \frac{60}{220} (100)$$

The calculated weighted average score for the criterion *legitimacy* = 70.

6. EXPLANATION OF NORMATIVE CRITERIA

Ballard (1991 : 64) submits two significant considerations as being cardinal for effective decision-making based on the historical origins and development of local government. Firstly, the maintenance of democratic principles so that all persons may participate; and secondly, the effective achievement of the purpose of local government, namely to improve the general welfare of the community.

Ballard (1991 : 65) further contends that decision-makers will require information regarding the prevailing values and norms within the community as well as information to determine whether the effectiveness consideration has been achieved, namely to improve the general welfare of the community. Further information will also be required by the decision-makers to determine the cost implications and potential benefits to be received in order to satisfy the efficiency consideration.

Arising from the literature search and investigation into the above considerations, Ballard (1991 : 65) identified the following normative criteria as being essential for effective decision-making, *viz.*:

- the legitimacy criterion;
- the effectiveness and efficiency criteria; and

- the sufficient information criterion.

Each of these normative criteria will be explained hereunder, as well as the factors/sub-criteria necessary for their successful application.

6.1 Legitimacy criterion

Fox *et al*; (1990 : 143) reiterate that one of the guiding principles of public administration is the adherence to the aims of democracy. Easton (1979 : 278) contends that legitimacy is the acceptance of an organisation by the people as to whether they can identify with it and whether it gives expression to their values, needs and expectations. Easton (1979 : 278) further writes that the establishment of a sense of legitimacy is probably the single most effective device for regulating support in favour of the authorities.

Esterhuysen (1987 : 314) indicates that there are three dimensions of legitimacy as already identified by Easton, namely:

- justification of ideology and values;
- satisfying the needs and expectations of the people; and
- the trust and confidence people have in the personnel of the organisation.

Based on the definition of legitimacy and the dimensions submitted by Esterhuysen (1987), the legitimacy criterion in decision-making can be tested against three factors:

- whether the principles of democracy as propagated by, for example, Ranney (1971 : 76) have been complied with;

- whether the decision is acceptable to the majority of the members within the community; in other words, the success achieved in reconciling the different values of the community;
- acceptance of the decision within the local authority by the officials, especially on the administrative and operational levels within the organisation, as they will be responsible for implementing the decision;

A fourth factor was included in the legitimacy criterion at the request of the participants who represented the City Council of Bellville, namely the acceptance of the decision by the decision-makers themselves who occupy the political level of the organisation. (Refer to Annexure "C").

The addition of this factor was based on the view submitted by the decision-makers that there are occasions where the decision-makers are forced to make a particular decision, although they do not necessarily agree with the decision taken.

The following circumstances are listed hereunder, where a decision-maker is bound to make a specific decision:

- forced to comply with the provisions contained in the appropriate legislation;
- internal political pressures;
- intra- and inter-government relations with the other two tiers of government;
and
- external influences prevailing in the macro environment, especially within the political dimension.

Botes (1988 : 179) avers that legitimacy and acceptance are closely linked. Legitimacy in decision-making means that elected municipal councils could determine their own fate. The continued existence of local government is dependent upon its ability to satisfy its political aspirations, and depends on its power and authority which is also closely linked to the legitimacy criterion.

6.2 Effectiveness and efficiency criteria

In the public sector environment, especially at the local government level, the performance of the local body is traditionally evaluated in terms of its degree of effectiveness and efficiency, as it is a non-profit-making organisation.

The decision-maker within the local government tier strives to achieve the effectiveness and efficiency criteria throughout the decision-making process. Epstein (1984 : 11) defines effectiveness in local government as the degree to which services are responsive to the needs and desires of the community. Effectiveness includes both the quantity and quality aspects of the service. In other words, has the decision achieved the objective(s) to the satisfaction of all concerned?

Epstein (1984 : 11) refers to efficiency as the ratio of the quantity of service provided to the cost required to produce this service. Efficiency relates to the cost of the activity decided upon in order to achieve the ultimate objective. Economic considerations cannot be ignored in decision-making as each expenditure on resources should bring an accompanying positive result. Local authorities cannot continue to exist over a period of time if they continue to deplete scarce resources as this will eventually place an unnecessary burden on the ratepayers.

For effectiveness and efficiency to be included as criteria for successful decision-making in local government, it should encompass:

- validity with regard to the ultimate achievement of the mission or objective of the local authority;
- cost justification; and
- accrual of economic and other benefits.

Hodge & Anthony (1988 : 147) state that an organisation can be effective without being efficient, or may be efficient without being effective. An example of the former is where a local authority, as a result of community pressure and outcry, built a city hall which is not fully utilised, but nevertheless is a facility which caters for the cultural needs of the community. The efficiency factor is not achieved because of the maintenance and administrative costs necessary to fund all those activities that are essential to maintain the facility in the event of it being needed for a cultural event.

6.3 Sufficient information criterion

In any decision-making situation, sufficient and accurate information as well as the availability of technical knowledge concerning the particular matter, will facilitate effective decision-making. Van Wyk (1990 : 14) writes that in order to deal with a problem effectively, it is essential that the problem be approached in a systematic and logical manner. Van Wyk (1990 : 14) avers further that all sources should be referred to, interviews should be conducted with all the participants concerned, and the advice of authoritative and knowledgeable persons within that particular field should be requested. The validity of all facts obtained should also be tested prior to formulating the decision. This approach will minimize risk and assist in reaching the most correct decision.

The approach explained above could be applied to those situations where the decision-maker is confronted with novel problems for which there are no established, routine procedures and where sufficient time is unavailable. This approach is not favoured by Schwella *et al*; (1990 : 142), as they claim that the emphasis will be placed on previous experience and not on creativity. According to these aforementioned writers, the tendency will be towards satisficing rather than optimising (optimisation), which will lead to solutions that are unlikely to stray much from the *status quo*.

In situations where an immediate decision is required and time is limited, the above approach cannot be applied. It would appear that in this type of situation the decision-maker will still rely on previous experience and intuition, and will still tend to emphasise approaches that are relatively familiar when selecting a suitable alternative. However, Van Wyk (1990 : 14) points out that the more complete and accurate the information, the more effective decision-making will become.

7. WORKSHOP FORMAT

Two workshops were conducted for each of the four groups. The aim of the first workshop was to explain and orientate the participants to the theory of decision-making, and to the objective(s) and approach of the research undertaken. The first workshop assumed the following format:

- introduction and welcome;
- explanation of the theory of decision-making;
- explanation of the research already undertaken;
- elucidation of the aim of the research;

- discussion of Bellville City Council and selected research control groups;
- importance of the study;
- clarification of the normative criteria identified for decision-making;
- group validation of the normative criteria; and
- explanation of the two decision-cases to be used for the research.

The objective of the second workshop was to determine the extent of application of the normative and sub-criteria in a particular decision case based on the responses of all the participants. A response would only be recorded if there was general consensus within the group. In the case of a split decision, a majority vote would be recorded.

The format of the second workshop was as follows:

- the group scoring the extent of application of each applicable normative sub-criterion (if applicable);
- the group determining the value of each sub-criterion based on the importance relative to each other in terms of the context of the particular decision-case;
- the group determining the value of each of the three primary normative criteria based on the importance relative to each other in terms of the context of the particular decision-case; and
- the total score per decision case was then computed and reported to the group.

8. EXPLANATORY DISCUSSION OF DECISION-CASES

To achieve the set objective of the research, two decision-cases were selected by the respondents for analysis. These two decision-cases were regarded as being controversial and received full coverage in the media. Certain groups within the community were at the time opposed to the decisions taken on the basis that the interests and general welfare of the community were being inadequately catered for.

These two cases were selected from the six decision-cases presented on the following basis. Firstly, the decisions were well-documented in the Council records which facilitated research. Secondly, all the participatory groups, namely the community, the elected representatives, and the officials were granted an opportunity to express their views based on their own values and norms which were also recorded fully and addressed. In other words, the conflicting views of all the participatory groups were recorded and could be evaluated. Finally, the real success of the decision(s) could be determined as the results of the actual outcome could be assessed through the scrutiny of supporting documentation and the responses recorded during the actual workshops.

Each decision-case will be discussed briefly in terms of its background and the context in which it was taken.

8.1 Application for a residential permit

8.1.1 Background

On 1990-12-11 the Director : Administration reported to Council (Folio 3561) that the then Department of Local Government, Housing and Works : House of Representatives had received an application from a certain Mr Barker, a Coloured person, for a permit in terms of section 20 of the *Group Areas Act*, 1966, to purchase and inhabit a property situated at No. 10, 3rd Avenue, Boston, Bellville.

The Council resolved that the Department of Local Government, Housing and Works : House of Representatives be advised that it could not see its way clear to recommending the approval of the application.

According to the report submitted by the Director : Administration to the Council on 1990-12-11 (Folio 3561), the Council's motivation for the decision was based on two factors, viz.:

- the Council had previously decided not to approve applications of this nature until the *Group Areas Act*, 1966, had been repealed; and
- the Council had to be consistent in its actions in this regard, as it had previously not approved similar applications.

According to the Director : Administration (Interview, May, 1991) it would also appear that the relevant Ward Councillor applied pressure on the Council as reflected by the wishes of the people he was representing, notably that the application not be approved.

Mr Barker appealed against the decision to the Ministerial Representative who rejected the appeal. The appeal was subsequently upheld on the intervention of the Minister for Welfare, Housing and Works : House of Assembly.

The Director : Administration stated (Interview, May, 1991) that there were sections of the White community who supported the decision, and sections who rejected the decision. The Council received two letters from Messrs J Raubenheimer (27 December 1990) and J K Hansen (27 December 1990) opposing the decision. The Council received unfavourable criticism in the press (*Die Burger* 22 December 1990) as a result of this decision and its failure to adapt to the changing political climate.

8.1.2 Decision in context

Constitutional changes to accommodate all groups as well as negotiations between the central government and all other political parties, interest groups and stakeholders towards a peaceful "New South Africa" were in full progress at the time the decision was taken.

This culminated in the repeal of all racially-based legislation over a period of time, with the *Group Areas Act*, 1966, being the last Act to be repealed after the Barker case, through the promulgation of the *Abolition of Racially Based Land Measures Act*, 1991 (Act 108 of 1991), as published in the *Government Gazette* No. 13341, dated 28 June 1991.

In view of the above, the Council did not have to contend with any economic or legislative constraints and only had to exercise its discretionary power. The wishes and desires of the members within the community had to be taken into account; however, constantly bearing in mind the fact that the Council ostensibly was supposed to represent the interests of all constituencies, White and Coloured, despite the fact that there was no officially elected councillor or representative representing the Coloured community. The only constraint which the Council had to contend with was the wishes of the ratepayers of that particular ward.

8.2 Investment of R15 Million

8.2.1 Background

In a letter to the Auditor-General (Bellville 1989 : 1), the Director : Financial Management advised that the Council in 1986 agreed to borrow money for capital expenditure over a period of two years, and also to take advantage of the current low interest rates. As not all the money could be spent at once, the portion not immediately required was invested forthwith, so as to yield the highest possible return.

An amount of R15 million was invested with a Bank, which in turn re-invested the money with an Insurance Company. The investment with an Insurance Company was regarded as illegal as it was not in accordance with the provisions of the *Municipal Ordinance, 1974*. Furthermore, allegations of insider trading were also levelled at the Council as one of the Councillors was also an investment broker (agent) for the Insurance Company in question.

8.2.2 Decision in context

It is necessary to note that at the time the decision was made by the Bellville City Council, public bodies such as central government departments as well as a certain large local authority had been accused of maladministration and corruption plus unethical conduct. This had caused the State President to announce, in his opening speech in Parliament on 2 February 1990, that he had appointed a Commission of Inquiry under the leadership of Justice LTC Harms into certain alleged murders. In March 1990, the Management Committee of the Johannesburg City Council requested the Administrator of the Transvaal Provincial Administration to appoint a Commission of Inquiry to investigate and report on irregularities in the Security Department of Johannesburg City Council. Against this background, the activities of Bellville City Council were being scrutinised.

The Director : Financial Management indicated in an interview (May, 1991) that a letter to the press from a concerned ratepayer, which was published in *Die Burger* on 11 October, 1990, had alleged that the Council and certain officials had a personal vested interest in the target investment, namely the Insurance Company. The matter was then given further attention by the Bellville Federation of Ratepayers' Association, in a letter dated 14 November 1988 addressed to the Mayor of Bellville City Council, requesting an explanation.

The allegations made had proved to be correct as a city councillor did have a vested personal interest in the target investment and received personal financial gain. He did not declare this vested interest with the Council and subsequently received a financial reward. According to a press report which was published in *Die Burger* on Friday, 14 December 1990, the particular councillor was subsequently found guilty of negligence for failing to declare his personal financial gain, but not guilty of corruption by the magistrate's court. He was fined R100,00.

In the same interview (May, 1991) the Director : Financial Management intimated that the only consideration was to obtain moneys for capital expenditure, and to invest the remaining portion not immediately taken up to the best advantage of the Council. The Council borrowed the capital at 14% and invested the money at 17%. The Consolidated Capital Development and Loans Fund interest rate at that time was only 16%. In view of the aforementioned, the investment made by the Council generated a greater financial return than it would have had if it invested the money elsewhere.

The Auditor-General in November 1988 queried this investment on two grounds, viz.:

- investment in an Insurance Company; and
- loss of interest on investments.

The Director : Financial Management was able to show, in a letter dated 3 February 1989, addressed to the Auditor-General (Bellville 6/16/1/1 X 6/11/2), that the investment was made directly with the Bank and that the Council was unaware of the subsequent reinvestment with an Insurance Company. Section 2(1)(a) of *Local Authorities (Investment of Funds), Ordinance, 1935* (O. 23 of 1935), specially permitted the Council to invest the money with that particular Bank in question.

The Director : Financial Management was also able to explain in the same letter that there existed no opportunities in the financial market where one could borrow money at a cheaper rate than one could invest it. In this regard, there was a loss of interest only until the internal advances for capital expenditure were made. At the moment of taking up an internal advance, the interest rate earned would have been exactly equal to the interest rate paid.

According to the Director : Financial management (May, 1991) these explanations submitted by his office were accepted by the Auditor-General.

9. BASIS FOR QUANTITATIVE EVALUATION

In order to assist the groups to determine the extent or degree of application of each sub-criterion on a scale from 0 to 100, the two extremities had to be defined or plotted so as to provide an adequate guide. A score of 0 would reflect no application and a score of 100 would reflect full application. The benchmarks between these two defined points to assist the participants in their scoring on the "thermometer" scale are explained in Annexure "A".

10. SUMMARY AND CONCLUSION

This chapter has attempted to provide an explanation of the approach, methodology and techniques adopted in order to evaluate quantitatively.

It is accepted that variables such as personal bias and subjectivity based on personal perceptions cannot be entirely isolated and fully controlled within the evaluation process. In order to reduce these subjective variables a further attempt was made to refine the model scores with the four identified research control groups collectively.

The research undertaken was based on previous research with certain adaptations. Extracts of this previous research have been included in this chapter so as to provide a clearer understanding of the background as well as fixing the basis on which the quantitative evaluation was undertaken with the four research control groups. A more detailed explanation of the four research control groups will be provided in Chapters 7 and 8.

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CHAPTER 7

SELECTED LOCAL AUTHORITY FOR RESEARCH: BELLVILLE CITY COUNCIL

1. INTRODUCTION

To achieve the purpose of this thesis, namely to determine the possibility of more effective decision-making in a large local authority, it was necessary to choose a large local authority from which decision-cases could be selected for analysis. The objective of this chapter is to provide an exposition of the selected local authority, so that the selected decision-cases may be seen in context. The selected local authority is Bellville City Council as it complied with the following criteria in order to facilitate the research:

- a firm and established organisational and functional structure;
- approved and tested powers of delegation within the organisation;
- established levels of decision-making and authority;
- established policy with regard to strategic and operational planning; and
- a well administered archive registry reference system.

Bellville City Council will be discussed in terms of:

- its placement (location) within the country's constitutional framework;
- historical background;
- organisational and functional development since 1980; and

- future strategies.

2. CONSTITUTIONAL FRAMEWORK

The Republic of South Africa is a sovereign state with three levels of government, *viz.* central, provincial (regional) and local. The powers on central government level are divided into legislative, executive and judicial institutions. On the provincial and local government levels the authority is divided between legislative and executive institutions. The institutions on each of the three governmental levels play a significant role in the policy-making and decision-making processes.

The *Republic of South Africa Constitution Act, 1993*, provides the constitutional framework within which the legislative, executive and judicial institutions are established and within which their functions are carried out. The Constitution is thus a collection of "legal rules" in terms of which South Africa is regulated and administered on each of these three levels.

Previously, the *Provincial Government Act, 1986*, stipulated that provincial authorities should regulate municipal matters. In terms of this Act, local authorities were subject to the authority of the provincial authorities. The provincial authorities of each of the four (former) provinces in South Africa with the passing of time drafted a series of ordinances to control local matters such as:

- the registration of townships;
- the composition, authority and activities of councils;
- personnel; and
- the financial arrangements of local authorities.

It is clear from the constitutional structure presented above that local government was a manifestation of devolution (political decentralisation) with some degree of decision-making and executive autonomy. However, due to its subordinate position within the constitutional hierarchy, it was never vested with full or total autonomy. It served more of an agency function than anything else.

Despite this subordinate status of local government, Van Rooyen (1985 : 9) pointed out that it was still empowered to carry out specified services which were essential for the maintenance of an orderly society, in accordance with:

- autonomous decisions made by their own elected council acting as a policy-making body; and
- policy laid down by a higher-level governmental institution.

It would appear that this framework has not altered substantially since the promulgation of the new reform legislation such as the *Republic of South Africa Constitution, 1993* (Act 200 of 1993), and the *Local Government Transition Act, 1993*, with regard to the intergovernmental relations between local government and the two higher tiers of government. The limited autonomy granted to local government in terms of this new legislation has already been critically examined in Chapter 3.

3. HISTORICAL BACKGROUND TO BELLVILLE CITY COUNCIL

Strydom (1981 : 45) writes that the two forerunners of municipal government in Bellville were the Bellville Protection and Vigilance Association [1918-1922], and the Village Management Board (VMB) [1922-1940]. The difference between the two was that the Protection and Vigilance Association had no standing in law, while the VMB was a statutory body. According to Strydom (1981 : 45) both did extremely useful work, the former in its private capacity and the latter as an integral part of the machinery of local

government in the Cape Province. The VMB prepared the way for a statutory local authority in Bellville.

Strydom (1981 : 57) states that the Provincial Secretary, in a letter dated 29th July 1940 to the Village Management Board, advised that the Administrator had announced that the Village Management Board of Bellville would cease to exist and that the Municipal Council would take its place.

In 1979 the *City of Bellville Private Ordinance, 1979*, was promulgated which provided that the Town of Bellville be known as the City of Bellville and that the Council shall be called the City Council of Bellville.

According to Strydom (1981 : 105), the first town plan for Bellville was approved in 1948 and revised in 1958. The total surface area of the municipal area of jurisdiction is 6 000 ha, of which 2 650 ha had been developed in 1979. Approximately 751 ha is unavailable for development purposes.

Strydom (1981 : 107) further mentions that in 1955 it was reported in the *Cape Times* that the valuation stood at over R10 million, and in 1979 *Die Burger* reported that the rateable value was calculated at R500 million. At present the municipal property valuations for the municipal area of Bellville are being finalised and it is estimated that this figure will increase dramatically, partly as a result of all the development which has taken place between 1979 and 1994.

Strydom (1981 : 106) writes that the first factory in Bellville was established in 1880 for filtering and bottling mineral water, but the major industrial breakthrough came in the early fifties, when the Municipal Council acquired a large area of Crown Land in Bellville South and developed this into an industrial township with railway siding facilities. The total Bellville area zoned for industrial purposes is 462 ha.

Over the years the City Council of Bellville has established a firm and viable infrastructure for the provision and maintenance of all essential, emergency and cultural services to the community which in turn has fostered and encouraged industrial, commercial and residential development within the municipal area.

4. POLITICAL, ORGANISATIONAL AND FUNCTIONAL DEVELOPMENT SINCE 1980

The City Council of Bellville is composed of twelve elected Councillors. The Council not only has legislative powers, but also executive authority. The capacity of the Council is not limited to the making of policy and bye-laws, but it may also decide on executive matters such as the appointment of senior personnel.

The three Standing Committees of the Council consist of elected councillors of the Council. The former have been convened in accordance with functional and not geographical specifications. The three Standing Committees are as follows:

- the committee for environmental affairs;
- the committee for financial and personnel affairs; and
- the committee for technical services.

These Standing Committees meet monthly to consider aspects of the Council's work and make recommendations to the full Council. The membership of the Standing Committees comprise the same twelve elected councillors. The chairman of each Standing Committee is elected annually by a Council caucus consisting of the same Council members. The qualifications or criteria for chairmanship are not set or applied formally. The election process within the Council caucus is conducted by means of a secret ballot. The portfolios of these Standing Committees are presented schematically

in Figure 7. According to Meiring (1989 : 48), the system of using various committees is referred to as the multiple committee system.

The approved Powers of Delegation have also made provision for the Council to establish the following Special Committees in terms of section 59 of the Cape *Municipal Ordinance*, 1974.

An Advisory Committee, to which the Council may refer any related matter for investigation and report, has been established by the Council for the Tygerberg Nature Reserve and assists with the administration of the Tygerberg Nature Reserve. The Special Committee for Personnel Matters considers and submits recommendations to the Committee for Financial and Personnel Affairs concerning all personnel matters. Finally, the Special Committee for Land Transactions considers and submits recommendations to the Technical Services Committee concerning all price negotiations regarding property deals in which the Council is involved.

The Council and its committee structures, detailing the relevant portfolios of responsibility, are schematically depicted in Figure 7 below:

Figure 7
THE COUNCIL AND STANDING COMMITTEE STRUCTURE
BELLVILLE CITY COUNCIL

| COMMITTEE FOR ENVIRONMENTAL AFFAIRS | COMMITTEE FOR FINANCIAL AND PERSONNEL AFFAIRS | COMMITTEE FOR TECHNICAL SERVICES |
|---|---|--|
| <ul style="list-style-type: none"> - Public Health - Housing - Proteaville - Fire - Traffic - Security - Markets - Licensing Ordinance - Civil Defence - Public Entertainment - Squatter Control | <ul style="list-style-type: none"> - Buildings, facilities under the control of no other committee - Public Relations - Protection of Environment - Personnel matters - Legal matters - Library Services - Bye-laws - Tenders <p>ADVISORY COMMITTEE Tygerberg Nature Reserve</p> <p>SPECIAL COMMITTEE FOR PERSONNEL MATTERS</p> | <ul style="list-style-type: none"> - Land-Usage Ordinance - Building Control & Encroachments - Municipal Services - Parking areas - Squatting - Public open space <p>SPECIAL COMMITTEE FOR LAND TRANSACTIONS</p> |

The administration of all the emergency, essential and cultural services, and other applicable functions are controlled and co-ordinated by the Executive Management Committee consisting of the relevant heads of the directorates under the chairmanship of the Town Clerk. This Committee was convened and commissioned officially for the first time in 1981.

The Executive Management Committee was appointed by the Council and has derived its powers from the Council; it can only act within the limits of delegated authority; that is, within the prescribed policy, directives and wishes of the Council.

The Executive Management Committee possesses delegated decision-making powers and also refers matters for which it has no delegated power for consideration/approval to the various Standing Committees of the Council, or to the Council itself.

Since its proclamation as a city in 1979, the scope of activities or functions undertaken by the Bellville City Council has shown a dramatic increase; this largely coincides with the increased residential and commercial development within the municipal area up to 1993.

This organisational and functional growth is reflected in the personnel growth trends, (Bellville, O&W, 1991), where the total number of actual posts (salaried & wages) of 994 units in 1980, increased to 1408 units in the 1989/90 financial year. This reflects an increase of approximately 29%. However, since 1990/91 the personnel compliment has remained static, at approximately 1400 units (Bellville, Personnel Department, 1994).

The City Council of Bellville provides the following emergency, essential and cultural services:

- civil defence;

- traffic services;
- fire-brigade services;
- water reticulation;
- sewerage purification and reticulation;
- parks and recreational facilities;
- cleansing services;
- road maintenance;
- library services;
- building control; and
- electrical distribution and reticulation

The provision and maintenance of these services is supported by the following staff functions:

- financial management services (income and expenditure etc.);
- administration (property transactions, committee secretariat services etc.);
- personnel (selection, recruitment, maintenance etc.);
- mechanical workshop; and

- electrical workshop.

From 1980 Bellville City Council underwent major changes in its organisational structure as certain functions/services became more specialised, or were established or absorbed from other institutions. This had a major impact on the organisation itself and also the community for instance:

- the continued development of the personnel function since 1980 into a fully-fledged Management Services Directorate for the provision of organisation and work study, training and development, and data processing services;
- the establishment of a Town Planning function in 1983 to assist the Town Clerk in the administration of the *Land-Use Planning Ordinance*, 1985 (O.15 of 1985);
- the establishment of a Security Services Branch in 1983 for the protection of all council property against vandalism, theft and destruction;
- the establishment of a Valuations Branch in 1985 to administer the *Valuations Ordinance*, 1944 (O.26 of 1944);
- the establishment of a Civil Defence function in 1986 in terms of the provisions of the *Civil Defence Act*, 1977 (Act 67 of 1977);
- the establishment of an Internal Audit Branch and a Management Accounting Branch in 1988 and 1989 respectively in the Directorate : Financial Management;
- the take-over of the electricity distribution function from Eskom in 1989; and
- the assumption of the motor vehicle registration and licensing function(s) from the Cape Provincial Administration in 1991.

In view of this growth in functions, it became necessary to continuously streamline the functional structures and to redefine the decision-making hierarchy in order to provide all these services effectively and efficiently. An example of revising the functional structure was the reallocation of the Fire, Traffic and Security Services to the portfolio of the Director : Administration in 1989.

The approval of the Powers of Delegation by the Director of Local Government of the Cape Province in August 1984 firmly established the division and allocation of the powers, duties, and activities of the Council and its Standing Committees on the proviso that:

- it is not a matter which only the Council can decide upon, as per legislation; or
- it is not a matter which has been delegated to the Town Clerk.

The organisational and functional structure detailing the primary functions of the City Council of Bellville is schematically presented in Annexure "B" (attached).

In order to illustrate the growth of the City Council of Bellville, the trends of two factors were selected from the resources profile since 1980; namely its human resource trends and the actual operating and capital expenditure trends. These two trends are illustrated in Figure 8 and Figure 9 respectively.

Figure 8
HUMAN RESOURCE GROWTH TREND

| | | | | | | | | | |
|------|------|-------|-------|-------|-------|-------|-------|-------|------|
| YEAR | YEAR | YEAR | YEAR | YEAR | YEAR | YEAR | YEAR | YEAR | YEAR |
| 80 | 81 | 82/83 | 83/84 | 84/85 | 85/86 | 86/87 | 87/88 | 88/89 | 89 |
| 994 | 1008 | 1023 | 1042 | 1110 | 1190 | 1165 | 1200 | 1224 | 1408 |
| YEAR | YEAR | YEAR | YEAR | YEAR | | | | | |
| 90 | 91* | 92 | 93 | 94 | | | | | |
| 1422 | 1516 | 1494 | 1474 | 1487 | | | | | |

* Takeover of motor vehicle registrations

Figure 9

ACTUAL EXPENDITURE TRENDS

| | YEAR 86/87 | YEAR 87/88 | YEAR 88/89+ | YEAR 89/90 | YEAR 90/91 |
|-----------|---------------|---------------|----------------|---------------|---------------|
| | R | R | R | R | R |
| Operating | 43 035 143 | 45 560 230 | 74 014 568 | 126 422 930 | 144 863 142 |
| Capital | 6 747 932 | 10 218 048 | 13 388 339 | 17 567 290 | 22 173 507 |
| | YEAR 91/92 | YEAR 92/93 | YEAR 93/94 | YEAR 94/95 | |
| | R | R | R | R | |
| Operating | 168 662 914 | 191 509 605 | 218 624 989 | 240 366 420 | |
| Capital | 36 711 519 | 26 093 534 | 42 333 117 | 57 351 580 | |

+ Electrical Distribution takeover

** Budget figures

As indicated above, the personnel growth of the City Council of Bellville remained constant from 1989/90 to 1993/94, as opposed to the 29,4% increase from 1980 to 1989/90. The reason for this is twofold:

- firstly, the Bellville City Council did not establish or assume any additional primary function or service since 1990; and
- secondly, there has been since 1990 a lack of clarity regarding the future structure, role, functions and powers of local government within the new constitutional dispensation.

The operating and capital expenditure trends since the 1986/87 fiscal year have increased in accordance with the inflation rate. The Council has thus been able to manage its expenditure within these limits which is attributable mainly to the annual restrictions imposed by the Ministry of Finance on municipal capital and operating expenditure trends.

5. FUTURE STRATEGIES

In order to facilitate effective decision-making in the City Council of Bellville, strategies were identified to anticipate the changes and trends in the macro-environment and to judge possible future needs of the inhabitants of the community. A major advantage of this approach was to direct the organisation and its resources towards these strategies, so that decision-making would take place on a pro-active basis instead of a reactive basis.

To achieve the aforementioned ideal, the Council and all the members of the Executive Management Committee in February 1989 formulated the following mission which would give direction towards the attainment of the ultimate purpose of the Council, i.e. to improve the general welfare of the community:

"The mission of the Bellville City Council is to ensure through efficient management the good quality of life of the community of Bellville, and to establish a pleasant environment, of which all can be proud, and to which all can gladly make a positive contribution".

To achieve this aforesaid mission, the Council and Executive Management Committee at the same forum held in February 1989, identified the following strategic objectives for the years 1990 and 1991. These objectives were subsequently approved by Council, viz.:

- measurement of productivity;
- a pro-active approach to constitutional changes;
- marketing of Bellville and its services;
- utilising the potential within Bellville;

- privatisation;
- improvement of horizontal and vertical communication within the organisation; and
- providing aid to the surrounding local authorities.

The attainment of these objectives were regularly monitored through the formulation of action plans with due dates and allocated responsibilities.

In 1991 it appeared that further developmental possibilities within the Bellville municipal area were limited. The concept of regional local bodies appeared to be the only alternative in respect of further development, either towards the north or south, which would include accommodating smaller local authorities within its administration which had no or rather limited resources. However, in terms of the subsequent reform legislation, Bellville may have to assume responsibility and provide services to the more impoverished areas such as Khayelitsha. This matter is still subject to debate as the boundaries for the transitional local councils (TLC's) have not as yet been finally demarcated by the Demarcation Board which was established in terms of the *Local Government Transition Act, 1993*.

However, with the promulgation of the *Local Government Transition Act, 1993*, the strategic focus of Bellville City Council shifted towards its position or placement within the constitutional reform process and its envisaged role within this process. During September 1994 the management team of Bellville City Council, through the formation of a forum comprising of councillors and members of the Executive Management Committee, evaluated its existing situation rather than formulating strategic objectives which might be inapplicable or unacceptable to the new transitional local council (TLC).

The questions that were raised by this Forum, which in their opinion should receive the necessary attention in terms of the transitional reform process, are listed hereunder:

- is the present organisational structure functionally correct in terms of its present strategy?
- what philosophical aspects should be included in the management of the organisation?
- how effective is the present management model of the City Council of Bellville?
- what is the individual employee's contribution/output in terms of service and product?
and
- what is the relationship between individual employees, and could it facilitate or negate individual work performance?

6. SUMMARY AND CONCLUSION

The continued growth of the City Council of Bellville has been stymied over the last four years by the reform process and the current restructuring of local government. The management team of the City Council of Bellville has embarked on situational analysis in order to be strategically positioned once the restructuring has been completed.

The demands placed on the decision-makers and the decision-making process within the Council is weighty in terms of the current reform process because emphasis will be placed on change management programmes, affirmative action programmes, performance audits and managerial styles.

These demands imposed on the decision-making process have been further compounded by factors such as increased urbanisation, an uncertain political climate at local government level, as well as increasing social demands from the growing under-privileged (disadvantaged) communities. It is clear that large local authorities like Bellville City Council with established decision-making mechanisms will have to assist regional and central government to ameliorate a hitherto bleak scenario.

The selected local authority, Bellville City Council has been fully explained as a research control group. The three remaining identified research control groups are explained in Chapter 8.

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| <i>Land-Use Planning Ordinance,</i> 1985 | O.15 of 1985 |
| <i>Provincial Government Act,</i> 1986 | Act 69 of 1986 |
| <i>Civil Defence Act,</i> 1977 | Act 67 of 1977 |
| <i>Republic of South Africa Constitution Act,</i> 1983 | Act 110 of 1983 |
| <i>Republic of South Africa Constitution Act,</i> 1993 | Act 200 of 1993 |
| <i>Local Government Transition Act,</i> 1993 | Act 209 of 1993 |

CHAPTER 8

SELECTED RESEARCH CONTROL GROUPS

1. INTRODUCTION

The responses in respect of the selected decision-cases received from the participants representing Bellville City Council and the identified control groups who represented the wider community within the municipal jurisdiction of the Bellville City Council were evaluated against the quantitative model. The three groups which were identified represented divergent views on concepts such as governance and the manner in which the municipal area of Bellville was being administered.

As the identified decision-cases were taken by the decision-makers (councillors and senior officials) within the Bellville City Council, the possibility of subjective bias influencing their own evaluation(s) existed. In order to counteract any possible subjectivity, the results were compared and evaluated against the three research control groups.

In an attempt to obtain full representation of the wider community within Bellville, the following three research control groups were identified:

- the Civic Association of Bellville;
- the Proteaville Management Committee; and
- the Bellville Federation of Ratepayers' Association.

All three bodies represent the extremities on the continuum with regard to political ideologies, views on governance, and the administration and maintenance of the services presently provided by the City Council of Bellville. Furthermore, the Proteaville Management Committee may be regarded as a statutory body, whereas

the remaining two associations are regarded as non-statutory bodies. This classification is the same classification presently used in the negotiating forums for the transitional restructuring of local government (See Act 209 of 1993; also refer to Chapter 4 for further details).

The three test control groups will be discussed in terms of:

- historical background and establishment;
- philosophy, mission and objectives; and
- role within the community.

This discussion will serve to place the decision-cases in proper context in terms of the views and comments received from the wider community.

2. CIVIC ASSOCIATION OF BELLVILLE

The Civic Association of Bellville is a non-statutory body affiliated to a national political body known as the New Unity Movement. The Association is also affiliated to the local Federation of Cape Civic Associations. The historical background and philosophy of this Association is entrenched in that of the New Unity Movement. Therefore, to clearly understand the identity and role of this Association, it is necessary to include a brief overview of the New Unity Movement.

2.1 Historical background and establishment of New Unity Movement

According to the *New Unity Movement Bulletin* (1987 : 4), the Movement was formed in 1943 based on a marxist ideology and formally launched in 1945 as the Non-European Unity Movement. The policy of the New Unity Movement is based

on non-collaboration and the emancipation of the oppressed from political oppression and economic exploitation.

In order to achieve the above objectives, a ten-point programme was established and approved in December 1945 at a conference of the Non-European Unity Movement (*New Unity Movement Bulletin* : 1987). The New Unity Movement was subsequently constituted in April 1985. At the same time the ten-point programme was reviewed. The programme is subjoined hereunder for clarity:

- "1. The franchise, that is the right of every man and woman over the age of 18 to elect, and be elected to a new democratic Parliament and to all other levels of government, both regional and local.
2. The right to work; freedom of occupation; living wages and just benefits for all workers.
3. Compulsory, free and uniform education for all children up to matriculation, with free meals, free books and school equipment.
4. Adequate housing and the provision of free, comprehensive medical care for all.
5. Inviolability of person, of one's home and privacy; freedom of movement.
6. Full equality of rights for all citizens without distinction of 'race', colour or sex.
7. Revision of the land question for the benefit of all.
8. Freedom of speech, press, meetings and association.

9. Non-discriminatory civil and criminal codes of laws in accordance with the democratic principles expressed above.
10. A just progressive system of taxation in accordance with the democratic principles expressed above."

Seven points of the ten-point programme have been accommodated in Chapters 2 and 3 of the new *Republic of South Africa Constitution Act*, 1993, dealing with Citizenship and Franchise and Fundamental Rights. The social issues contained in this programme dealing with health, housing and education have been partially accommodated in the Reconstruction and Development Programme (RDP) policy of the African National Congress (1994) which was adopted by the Government of National Unity during 1994. As indicated, these social issues have been partially accommodated; for example, the point on the provision of free, comprehensive medical care for all is included in the RDP policy document (1994 : 46), but provides only for free health care for all children under six years of age, and for all homeless children at government clinics and health centres.

The compilers of the ten-point programme in 1943 displayed great foresight and understanding of fundamental human rights and the social needs of the populace which were only put in place 41 years after its formulation. Due to the Movement's continued adherence to its policy of non-collaboration, the New Unity Movement did not participate in the first fully democratic elections held in April 1994 as it opposed the negotiation process that was conducted by the old régime and the liberation movements prior to these national elections. The New Unity Movement conducted a 'no vote' campaign before and during these elections. This philosophy, ideology and approach of the New Unity Movement has been adopted by the Civic Association of Bellville.

The Civic Association of Bellville *Newsletter* (1988 : 5) sketches an historical overview of the Civic Association of Bellville which provides that it was first known as the Glenhaven Civic Association when established in 1967 to cater for the interests and needs of the residents of Glenhaven. Glenhaven is a residential area in Proteaville which is within the municipal jurisdiction of the City Council of Bellville. An attempt was made to join it with the Bellville Ratepayers' Association, but this attempt was aborted due to the ratepayers' insistence on working with the Management Committee.

This same *Newsletter* (1988 : 5) further states that as Glenhaven expanded, the need for the Association waned and it was then decided to change the name of the Association to its present name, *viz.* the Civic Association of Bellville, as there appeared to be a greater need amongst all the inhabitants within the greater Bellville area instead of only catering for sectional interests.

The membership of the Civic Association of Bellville is unknown and most of the work undertaken by the Association in terms of its structure and nature is voluntary. The nucleus of the membership is contained in the Executive consisting of five persons.

2.2 Philosophy, mission and objectives

As mentioned in paragraph 2.1. above, the philosophy and ideology of the New Unity Movement was adopted and followed by the Civic Association of Bellville. The policy direction of the Association according to the same *Newsletter* (1988 : 5) is as follows:

- to unify all the residents of Bellville;

- to unify all the oppressed in South Africa based on the principle of non-collaboration; and
- to develop and conduct a minimum programme as a prerequisite for unity.

The Association during the 1970's joined the Federation of Cape Civic Association's so as to formulate general policies on various issues. This Association also on a broader level collaborated with other neighbouring civic associations on issues such as, for example, the bread price increase, the tricameral parliamentary system, and the educational crisis.

2.3 Role within the community

The Association has made its presence felt within the community through regular house visits to canvass support for various topical community issues that it had decided to approach the authorities about. One of the issues that was taken up with the City Council of Bellville was the housing shortage that was being experienced in the residential area of Proteaville. Another recent initiative undertaken by the Association has been the monitoring of the air pollution within the Proteaville area which is located directly adjacent to an industrial area (i.e. Sacks Circle). This included the conducting of a research survey in collaboration with the University of Cape Town to determine the source, nature and extent of the problem.

3. Proteaville Management Committee

In Chapter 4 management committees were classified as statutory bodies as they were established in terms of the provisions contained in specific legislation. In this particular case, the applicable legislation was the *Group Areas Act, 1966*, subsequently repealed, which provided for the establishment of consultative and management committees.

The discussion on the historical background, establishment, philosophy and role within the community will be based on an explanation of the objective and provisions contained in the applicable legislation.

3.1 Historical background and establishment

Areas like Proteaville, previously referred to as Bellville-South, which were populated by so-called Coloureds, were administered by the municipal authorities in whose area of jurisdiction they fell. In the case of Proteaville, it fell within the jurisdiction of the City Council of Bellville. Cloete (1988 : 244) points out that the Coloureds in the Cape Province who were resident in municipal areas, whether within or outside their own group areas, could be registered along with the Whites as voters for the election of councillors to the municipal councils.

This state of affairs, according to Cloete (1988 : 244), was unacceptable to the Government in terms of their policy of separate development as applied after 1948. The *Group Areas Act*, 1966, created group areas for occupation by the different racial groups and for the establishment of management committees by the respective provincial councils through the passing of ordinance(s). In the Cape Province the *Local Authorities (Development According to Community) Ordinance*, 1963 (O. 6 of 1963) was passed.

Cloete (1988 : 245) points out that in terms of the *Group Areas Act*, 1966, the Minister charged with group areas could establish a management committee for a group area populated by Coloureds. Cloete (1988 : 254) then continues to detail the procedure to be followed as provided for in the relevant provincial ordinances where a management committee had not been established for a particular group area. The group area is further defined by Cloete (1988 : 254) as that part of a White municipality or separate urban area populated by Coloureds.

The procedure stipulated that the Administrator of the particular province could after consultation with the relevant White local authority in whose area of jurisdiction the group area was situated, establish a consultative or management committee for such a group area.

In terms of Provincial Notice No. 461 of 1964 published on 26 July 1964, in the *Provincial Gazette*, the Administrator, with the approval of the Minister of Community Development, in accordance with the above statutory procedure and in terms of the provisions of section 2(1) of Ordinance 6 of 1963, established a management committee for the Coloured group area known as Proteaville situated in the area of jurisdiction of the municipality of Bellville. This management committee is referred to as the Proteaville Management Committee.

Proteaville consists of three wards, with each ward represented by two members. The six members in question were nominated and elected unopposed on the 26th October 1988. Thus the Proteaville Management Committee comprises of six members, of which three form a quorum at meetings in terms of the provisions of section 4 of Ordinance 6 of 1963.

3.2 Philosophy, mission and objectives

The philosophy, mission and objectives of the Proteaville Management Committee emerge from the provisions of the relevant legislation. According to Cloete (1988 : 245), a management committee served as an advisory body to the relevant local authority. Cloete stipulates (1988 : 245) further that a management committee could be given some of the powers and functions of the controlling White local authority. In this manner, the White local authorities could assist the committees to develop into fully-fledged local authorities.

It appears that the principle objective of the aforementioned legislation was to enable the Coloureds resident in the group areas to become acquainted with municipal government and administration. The Proteaville Management Committee will continue to act in an advisory capacity to the City Council of Bellville up until the proposed local government elections are held in 1995. As from 1991, the members of the Management Committee were permitted to attend full Bellville City Council meetings and to participate in debates, but were accorded no voting powers.

The primary factor which prevented Proteaville from developing into a full local authority was the lack of financial resources to finance and administer the services within the area. Proteaville has a small commercial area and a limited privately owned property base on which to levy property rates. The Proteaville industrial area (i.e. Sacks Circle) was not included in the registered consolidated area for Bellville-South in terms of the Government Proclamation, 1958 (No. 13 of 1958) as published in the *Government Gazette* No. 13 of 1958 on 31 January 1958. This area could have provided a valuable additional source of income in the form of property rates.

3.3 Role within the community

The total population of Proteaville has been estimated at 35 000 which represents approximately 31% of the total population resident within the municipal area of jurisdiction of the City Council of Bellville. In view of this statistic, the Management Committee is deemed to be representative of nearly one-third of the population of Bellville. This assertion is, however, misleading as management committees have seldom enjoyed the full support of the communities for which they were established. This contention was confirmed in an interview held on 31 October 1994 with the Chief Administrative Officer of Bellville City Council who indicated that the Proteaville Voters' Roll only had 110 persons registered as voters in 1988.

The opposition displayed toward the management committee system was based on the notion of separate local authorities according to racial demarcation. The Coloured leaders and communities desired an integrated local government system with full franchise rights.

As indicated elsewhere, the Proteaville Management Committee continues to operate in an advisory capacity regarding the needs of the community. All proposals, including the annual financial budget of the Proteaville Management Committee, have to be submitted to the Bellville City Council for consideration and approval prior to its implementation. Despite its advisory role, the Management Committee was delegated certain administrative powers; for example, the administration of the waiting list for council-owned rented accommodation which included the discretion to allocate the accommodation in accordance with the criteria contained in the provisions of the *Housing Act*, 1966.

4. **BELLVILLE FEDERATION OF RATEPAYERS' ASSOCIATION**

Craythorne (1993 : 83) states that it is more often the rule rather than the exception for members of the public to organise themselves into voluntary associations for general or special purposes. Craythorne (1993 : 83) writes further that within local government, the best known are agglomerations of ratepayers' or civic associations.

Ratepayers' associations tend to be confined to a particular ward, and tend to be parochial in their interests. According to Craythorne (1993 : 83), despite the length of time that they have existed in South Africa, a surprisingly small amount of research has been conducted on the aims and effectiveness of ratepayers' and civic associations.

Craythorne (1993 : 85) is firmly of the opinion that ratepayers' associations do perform a valuable role, especially where they are active and representative, by imposing a measure of accountability on councillors. A further view submitted by

Craythorne (1993 : 85) to overcome the disadvantages of parochialism and fragmentation is to form a federation of ratepayers' associations in which broad fields of policy and needs can be discussed. Craythorne does, however, point out that the views of the federation should be carefully evaluated and that more objective methods for establishing needs should be considered because of the disparate interests involved.

Finally, Craythorne (1993 : 86) agrees that ratepayers' associations may have limited value, but submits that they should never be entirely dismissed as they provide a valuable source of information regarding the needs of the community and that their participation should be welcomed, especially because of the prevailing public apathy toward local government. However, they should not be seen as a governing body or the sole source of information.

Against this generic discussion on ratepayers' associations, the Bellville Federation of Ratepayers' Association will be discussed.

4.1 Historical background and establishment

Due to a lack of documentary sources, an interview was conducted with the Chief Administrative Officer of the City Council of Bellville on 31 October 1994 regarding the historical background and establishment of the Bellville Federation of Ratepayers' Association.

The Chief Administrative Officer (October, 1994) advised that in the mid 1950's there existed in Bellville two ratepayers' associations and one civic association. The two ratepayers' associations were confined to the only two wards in existence made up of predominantly afrikaans-speaking members. The civic association was not confined to any particular ward, but represented the Whites resident in Proteaville, the commercial sector, and the english-speaking people resident in Boston.

In 1961 after South Africa was declared a Republic, the civic association no longer played a dominant role in municipal affairs and died a natural death in 1974. The various ratepayers' associations absorbed the members of the civic association(s).

At the same time the Federation commenced with its membership comprising of the chairpersons of the various ward ratepayers' associations. The Federation would reorganise in accordance with the development of the City of Bellville as the number of wards increased.

At present there are six wards with the chairperson of each ward ratepayers' association serving on the Federation. The members elect from its membership a chairperson annually. A secretary is normally nominated and serves on a voluntary basis.

4.2 **Philosophy, mission and objectives**

Before proceeding with this discussion, it is necessary to place in context the general aims and objectives of ratepayers' associations as submitted by Craythorne (1993 : 84), *viz.*:

- "(1) exerting pressure for the allocation of resources to the ward concerned;
- (2) monitoring the performance of the municipal administration in respect of the way it renders services in the ward, or, to put it more bluntly, making complaints about inadequate or defective service; and
- (3) participating in the electoral process by supporting electoral candidates."

In view of the foregoing, the Federation has historically achieved the aforementioned objectives and is an effective pressure group which has achieved some success not for any particular ward in question, but for all the residents

within the Bellville municipal area which is in keeping with the philosophy of the Federation that it represents all the wards within the Bellville municipal area.

The Federation was established to form a united front on matters that were of common or general interest to all the member wards. As indicated above, the Federation would approach the Council on broad policy issues and not on any particular matter which was specific to only one specific member ward. A specific related ward matter would be taken up with the Council by the relevant ward ratepayers' association.

4.3 Role within the community

The Bellville Federation of Ratepayers' Association has achieved a fair amount of success, especially with regard to holding the Council accountable for its decisions and actions. Two examples of the aforementioned are the take-over of the electrical reticulation system from Eskom, and the investment of R15 million by the City Council of Bellville.

In the former example, the Federation opposed the take-over of the electrical reticulation from Eskom on three grounds, namely:

- the possible use of the income generated from the electricity distribution for purposes other than for the provision and maintenance of electricity (i.e. for cross-subsidisation);
- the establishment of a technical and administrative infrastructure to provide and maintain these services would be an overwhelming drain on the resources of the local authority; and
- finally, the Federation alleged that the primary motivation for the take-over was to promote individual interests of the officials and not the general

welfare of the community as it would impact on the grading of the local authority which in turn would influence the remuneration structure in terms of the *Remuneration of the Town Clerks Act*, 1984 [Ballard 1991 : 98-99].

Although the City Council of Bellville was successful in its take-over, the Town Clerk and the councillors were forced to explain and present the take-over proposal in the press as well as at public meetings organised by the Federation.

In the latter instance of investment, the Federation was successful in bringing to the attention of the Auditor-General the proposed investment and also to the public at large that a particular councillor had received a direct financial benefit (kickback) arising from the investment which was unethical and contrary to the accepted code of conduct for councillors. This case is dealt with in greater detail in Chapter 6.

The Council was able to answer all the queries raised by the Auditor-General satisfactorily, but the councillor in question was found guilty of negligence, and not corruption, *vis-à-vis* his role in the investment. He was fined R100,00.

In view of the abovementioned, it is clear that the role played by the Federation cannot be under-estimated as it has ensured that the Council remains accountable for its actions and that it has also exercised its civic duty to ensure that there is clean and open public administration.

5. SUMMARY AND CONCLUSION

Arising from the discussion of the three research control groups, it is clear that they are diverse and represent different viewpoints, especially with regard to political ideologies, philosophy, mission, objectives and roles being undertaken within the community. All three groups do, however, have a common denominator and that is to improve the general welfare of the community.

The Civic Association of Bellville, with its policy of non-collaboration does not officially recognise the City Council of Bellville because it regards the Council as being undemocratic and racist. The Proteaville Management Committee has virtually no support within the community and is perceived as being a collaborator of the erstwhile Nationalist government, especially with regard to the latter's policy of separate development. The Bellville Federation of Ratepayers' Association, although successful in achieving its civic aims as discussed in paragraph 4.3 above, was also perceived by the wider community as being a supporter of the National Party policies as it nominated from its own membership persons to stand for Council in the municipal elections. This action by implication confirmed the view that it supported the policies of the previous régime.

In terms of the research undertaken, the three research control groups satisfy the purpose for which they were selected. Despite their parochialism, their diversity nevertheless ensures objectivity when comparing the results between the three research control groups.

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CHAPTER 9

ANALYSIS AND CONCLUSIONS OF RESEARCH FINDINGS OF SELECTED DECISION-CASES

1. INTRODUCTION

The analysis and conclusions of the quantitative research undertaken in order to prove the hypothesis will be discussed in accordance with the four stages in which the research was conducted. The four stages were explained in paragraph 4 of Chapter 6.

In order to facilitate the analysis, the two selected decision-cases will be evaluated against the normative criteria of the four selected research control groups separately. The results of each separate evaluation will be furnished with the conclusions which have been drawn from the comparative analysis at the end of this chapter. A resumé of the minutes of the workshops held with each of the four research control groups in respect of stages one, two and three are attached as Annexure "C". This resumé will also include an explanation of the scoring and the final results of each of the identified groups as these were recorded in detail at each of the workshops held.

The analysis and conclusions drawn are based extensively on the inputs received during these workshops from the participants who represented the four research control groups.

The actual scores and the amended scores (displayed in brackets) of the application and extent of application of the applicable normative criteria for each decision-case will be presented schematically in a schedule attached as Annexure "D".

The relevance of the research findings for local government will also be presented in this chapter.

2. ANALYSIS OF QUANTITATIVE RESEARCH

A general analysis of each decision-case was undertaken. This analysis was conducted before the comparative evaluation of the joint workshop which was undertaken in stage three.

2.1 Decision-case 1 : application of residential permit

An analysis of decision-case 1, based on the evaluation undertaken by each of the four research control groups, is provided hereunder:

2.1.1 Bellville City Council

Due to the nature of this particular decision-case, especially against the background of the political climate prevailing at the time, conflicting interests within the community were evoked. Bellville City Council and similar institutions are, according to Cloete (1991 : 31), created to resolve these conflicts and to eliminate some of the factors causing them. The conflicting interests within the community are based on different value systems and varying perceptions which are subjective and tend to distort the factual situation.

In order to end or conciliate differences and eliminate conflicts generally leads to activities which, according to Cloete (1991 : 31), are collectively known as politics. The City Council of Bellville made a political decision which was value-laden in order to 'satisfice' all the parties concerned based on the precedent used in previous, similar cases.

The Council disregarded all the information presented to it and failed to react pro-actively to the changing political dimension within the macro-environment. In addition, there was non-compliance with the principles contained in the rules of natural justice.

Although the background to the decision and the factual context within which the decision was taken was explained to the Council, the Council representatives proceeded to evaluate the decision-case in accordance with their own set of facts and/or values. The scoring of the extent of application of the sub-criteria was based on the Council's justification for taking the particular decision. The reasons for this justification are detailed in Annexure "C".

The Council allocated to the three criteria, namely legitimacy, effectiveness and efficiency, and sufficient information the following weights in terms of their importance in relation to each other in respect of the decision-case:

- legitimacy 100;
- effectiveness and efficiency 70; and
- sufficient information 90.

The overall score for this decision-case is computed at 83. The quantitative scores are schematically presented in the table shown as Figure 10 overleaf.

2.1.2 **Bellville Federation of Ratepayers' Association**

The Federation supported the decision taken by the Council to not recommend the granting of a residential permit to the applicant, Mr Barker. The Federation did not evaluate the legitimacy criterion strictly in accordance with the evaluation rules and, therefore, scored it higher than the Council for reasons

MODEL SCORES AFTER INDIVIDUAL WORKSHOP (BEFORE JOINT WORKSHOP)
Decision Case 1 : Application for Residential Permit

BELLVILLE CITY COUNCIL

FIGURE 10

| | LEGITIMACY | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO | |
|------------------------|------------|-----------|--------------|----------------------------|----------|-------------|-----------------|------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | | COST JUST. |
| SCORE | 25 | 75 | 50 | 100 | 80 | 80 | N/A | 100 |
| WEIGHT | 40 | 100 | 20 | 60 | 20 | 100 | N/A | |
| COMPUTED SCORE | | | | | | | | 80 |
| WEIGHT | | | | | | | | 70 |
| COMPUTED OVERALL SCORE | | | | | | | | = 83 |

already submitted. The Federation, however, accepted that the Council adopted a decision that was contrary to the recommendation of the Director: Administration and did not fully apply the facts submitted when making the decision. Its stance on this criterion was in contrast to the position adopted by the Council which attempted to defend the decision taken.

The Federation allocated to the three criteria legitimacy, effectiveness and efficiency, and sufficient information the following weights in terms of their importance in relation to each other in respect of the decision-case:

- legitimacy 100;
- effectiveness and efficiency 80;
- sufficient information 90.

The overall score for this decision-case is computed at 46. The model scores of the individual workshop held with the Federation are schematically presented in the table shown as Figure 11 overleaf.

2.1.3 **Proteaville Management Committee**

The Management Committee was critical of the decision taken by the Council as borne out by the results of the workshop and the overall computed score of nine. The extent of application of the applicable normative criteria was relatively low and in some cases, according to the Management Committee, there was no application.

MODEL SCORES AFTER INDIVIDUAL WORKSHOP (BEFORE JOINT WORKSHOP)
Decision Case 1 : Application for Residential Permit

BELLVILLE FEDERATION OF RATEPAYERS' ASSOCIATION

FIGURE 11

| | LEGITIMACY | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO | |
|------------------------|------------|-----------|--------------|----------------------------|----------|-------------|-----------------|------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | | COST JUST. |
| SCORE | 70 | 75 | 70 | 100 | 60 | 60 | N/A | 0 |
| WEIGHT | 70 | 100 | 50 | 70 | 30 | 100 | N/A | |
| COMPUTED SCORE | | | | | | | | 90 |
| WEIGHT | | | | | | | | 80 |
| COMPUTED OVERALL SCORE | = 46 | | | | | | | |

The weights allocated to the three criteria by the Management Committee with regard to its relative importance to the decision-case in question are submitted below:

- legitimacy 100;
- effectiveness and efficiency 75; and
- sufficient information 80.

The model scores, after the individual workshop held with the Proteaville Management Committee, are reflected in the table shown as Figure 12 overleaf.

2.1.4 Civic Association of Bellville

According to the results of the evaluation undertaken by the Civic Association, only two normative sub-criteria were applied. Despite the diverse and contrasting philosophies of the Civic Association and the Management Committee whereby the former adopted a policy of non-collaboration and the latter was regarded as a collaborator by a part of the community, the overall computed score was similar. The Management Committee scored nine as opposed to the Civic Association's six. The basis of evaluation of the normative criteria was also similar.

The Civic Association allocated the following weights to the three criteria listed below :

- legitimacy 100;
- effectiveness and efficiency 50; and

MODEL SCORES AFTER INDIVIDUAL WORKSHOP (BEFORE JOINT WORKSHOP)
 Decision Case 1 : Application for Residential Permit

FIGURE 12

PROTEAVILLE MANAGEMENT COMMITTEE

| | LEGITIMACY | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO | |
|------------------------|------------|-----------|--------------|----------------------------|----------|-------------|-----------------|------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | | COST JUST. |
| SCORE | 0 | 30 | 0 | 50 | 0 | 0 | 5 | |
| WEIGHT | 85 | 100 | 50 | 50 | 45 | 100 | N/A | |
| COMPUTED SCORE | | 19 | | | | 0 | | |
| WEIGHT | | 100 | | | | 75 | | |
| COMPUTED OVERALL SCORE | = 9 | | | | | | | |

- sufficient information 80.

The model score after the individual workshop held with the Civic Association of Bellville is schematically presented in the table shown as Figure 13 overleaf.

2.2 **Decision-case 2 : investment of R15 million**

An analysis of decision-case 2 in respect of each of the four research control groups is provided hereunder.

2.2.1 **Bellville City Council**

The extent of application of the effectiveness and efficiency criteria and sufficient information criterion were fully applied. Analysis of the legitimacy criterion revealed that the extent of application of two of the four sub-criteria were applied. However, for the reasons already explained in Annexure "C", the Council was of the view that the *principles of democracy and acceptance within the community* were not fully applied.

In retrospect, it would appear that the routine decision taken by the Council in compliance with set, accepted procedure caused unforeseen consequences and negative publicity through the actions of a particular councillor. This influenced the Council in its evaluation of the *acceptance in the community* sub-criterion, although it had full delegated power(s) to take the decision without having to advertise its procedure.

The Council allocated to the three criteria, namely legitimacy, effectiveness and efficiency, and sufficient information the following weights in terms of their importance in relation to each other in respect of the decision-case:

- legitimacy 80;

MODEL SCORES AFTER INDIVIDUAL WORKSHOP (BEFORE JOINT WORKSHOP)
Decision Case 1 : Application for Residential Permit

FIGURE 13

CIVIC ASSOCIATION OF BELLVILLE

| | LEGITIMACY | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|------------|------------------------|------------|----------------------------|-------------|------------|-----------------|
| | DEMOCRACY | COMMUNITY ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | COST JUST. | |
| SCORE | 0 | 40 | 0 | 77 | 0 | 0 | 0 |
| WEIGHT | 100 | 100 | 50 | 0 | 30 | 100 | N/A |
| COMPUTED SCORE | 16 | | | | 0 | | 80 |
| WEIGHT | 100 | | | | 50 | | |
| COMPUTED OVERALL SCORE | = 6 | | | | | | |

- effectiveness and efficiency 100; and
- sufficient information 100.

The overall score for this decision-case is computed at 93. The quantitative scores are schematically presented in the table shown as Figure 14 overleaf.

2.2.2 **Bellville Federation of Ratepayers' Association**

The results of the evaluation undertaken by the Federation were similar to the model developed by the Council. The only difference appeared in the scoring of the *principles of democracy* sub-criterion.

The Federation allocated to the three criteria legitimacy, effectiveness and efficiency, and sufficient information the following weights in terms of their importance in relation to each other in respect of the decision-case:

- legitimacy 70;
- effectiveness and efficiency 100; and
- sufficient information 85.

The overall computed score for this decision-case is computed at 89 which reflects the similarity with the evaluation undertaken by both the Council and the Federation. The model scores of the Federation are schematically presented in the table shown as Figure 15 on page 171.

MODEL SCORES AFTER INDIVIDUAL WORKSHOP (BEFORE JOINT WORKSHOP)
Decision Case 1 : Application for Residential Permit

FIGURE 14

BELLVILLE CITY COUNCIL

| | LEGITIMACY | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|------------|-----------|--------------|----------------------------|----------|-------------|-----------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | |
| SCORE | 25 | 30 | 90 | 100 | 100 | 100 | 100 |
| WEIGHT | 20 | 40 | 80 | 100 | 100 | 100 | 100 |
| COMPUTED SCORE | 78 | | | | 100 | | 100 |
| WEIGHT | 80 | | | | 100 | | 100 |
| COMPUTED OVERALL SCORE | = 93 | | | | | | |

MODEL SCORES AFTER INDIVIDUAL WORKSHOP (BEFORE JOINT WORKSHOP)
Decision Case 1 : Application for Residential Permit

FIGURE 15

BELLVILLE FEDERATION OF RATEPAYERS' ASSOCIATION

| | LEGITIMACY | | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|------------|-----------|--------------|------------|----------------------------|-------------|------------|-----------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | COST JUST. | |
| SCORE | 70 | 0 | 100 | 100 | 90 | 100 | N/A | 100 |
| WEIGHT | 85 | 85 | 95 | 100 | 100 | 100 | | |
| COMPUTED SCORE | 69 | | | | | | | |
| WEIGHT | 70 | | | | | | | |
| COMPUTED OVERALL SCORE | = 89 | | | | | | | |

2.2.3 **Proteaville Management Committee**

The results of the Management Committee's evaluation are similar to that of the Council and the Ratepayers' Association when comparing the computed overall score. In the evaluation of the sub-criteria *principles of democracy* and *acceptance within the community*, the results differ between the three groups. Each group redefined their basis when determining the extent of application of these two sub-criteria. Except for the two sub-criteria in question, the remaining sub-criteria were, according to the Management Committee, fully complied with.

The allocation of the weights to the three identified criteria, with regard to their importance to the decision-case in relation to each other, were indicated as follows:

- legitimacy 60;
- effectiveness and efficiency 100; and
- sufficient information 90.

The model scores after the individual workshop held with the Proteaville Management Committee are reflected in the table shown as Figure 16 overleaf.

2.2.4 **Civic Association of Bellville**

The Civic Association placed greater emphasis on the legitimacy criterion, especially the sub-criteria; *principles of democracy* and *acceptance within the community*. This is supported by their weight allocation regarding their relative importance which was recorded as 100. This may be ascribed to the

MODEL SCORES AFTER INDIVIDUAL WORKSHOP (BEFORE JOINT WORKSHOP)
Decision Case 1 : Application for Residential Permit

PROTEAVILLE MANAGEMENT COMMITTEE FIGURE

FIGURE 16

| | LEGITIMACY | | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|------------|-----------|--------------|------------|----------------------------|-------------|------------|-----------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | COST JUST. | |
| SCORE | 0 | 30 | 100 | 100 | 100 | 75 | 100 | 100 |
| WEIGHT | 85 | 70 | 100 | 100 | 100 | 85 | 100 | |
| COMPUTED SCORE | 62 | | | | | | | |
| WEIGHT | 60 | | | | | | | |
| COMPUTED OVERALL SCORE | = 87 | | | | | | | |

political philosophy and ideology of the Association to which they adhere. It was also apparent that in terms of those criteria which were quantifiable and not subjected to any bias, the Civic Association adopted the same basis for evaluation as the other control groups, despite their divergent ideologies, membership framework, and approach to civic issues. The overall computed score is 61.

The Civic Association allocated to the three identified criteria legitimacy, effectiveness and efficiency, and sufficient information the following weights:

- legitimacy 100;
- effectiveness and efficiency 80; and
- sufficient information 50.

The model scores of the evaluation undertaken by the Civic Association of Bellville at the separate workshop are reflected in the table shown as Figure 17 overleaf.

3. **CONCLUSIONS BASED ON A COMPARATIVE ANALYSIS (JOINT WORKSHOP)**

The two decision-cases selected for this quantitative research tested two extremes; firstly the subjective nature of decision-making which is based on values and perceptions where the end-results are not quantifiable; and secondly, the tangible results that could be achieved which are uninfluenced by subjective bias and can be quantified.

MODEL SCORES AFTER INDIVIDUAL WORKSHOP (BEFORE JOINT WORKSHOP)
Decision Case 1 : Application for Residential Permit

FIGURE 17

CIVIC ASSOCIATION OF BELLVILLE FIGURE

| | LEGITIMACY | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO | |
|------------------------|------------|-----------|--------------|----------------------------|----------|-------------|-----------------|------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | | COST JUST. |
| SCORE | 0 | 65 | 100 | 100 | 75 | 30 | 100 | 90 |
| WEIGHT | 100 | 100 | 50 | 0 | 80 | 100 | 75 | |
| COMPUTED SCORE | | 46 | | | | 64 | | 50 |
| WEIGHT | | 100 | | | | 80 | | |
| COMPUTED OVERALL SCORE | = 61 | | | | | | | |

Decision-case 1 is applicable to the former description and decision-case 2 is applicable to the latter description. The results of decision-case 1 show a distinct deviation in the overall score between the individual workshop and the joint workshop of the Proteaville Management Committee. At the joint workshop the representatives of the Management Committee deviated from its original position on the two sub-criteria, *acceptance within the community* and *acceptance by the decision-makers* to that of the position adopted by the City Council of Bellville. The Management Committee displayed a degree of subservience to the views expressed by the City Council of Bellville.

The Federation of Ratepayers' Association agreed to re-examine the score applied to the *principles of democracy* sub-criterion and to apply the basis for scoring this sub-criterion as prescribed in Chapter 6. Although the score was reduced by the Federation, it continued to support the Council for the decision taken.

The amended overall scores are schematically presented in Figure 18 below.

Figure 18

DECISION-CASE 1

AMENDED OVERALL SCORES

| City Council of Bellville | Federation of Ratepayers' Assoc | Proteaville Manag. Committee | Civic Association of Bellville |
|---------------------------|---------------------------------|------------------------------|--------------------------------|
| 79 | 60 | 42 | *6 |

* Civic Association of Bellville unrepresented at joint workshop.

An evaluation of the amended overall scores do not facilitate the formulation of firm conclusions, except to reflect the diverse and conflicting interests within the community which is based on value judgements.

A comparative evaluation of the overall results of the participatory groups reveal that in decision-case 2 the decision taken by the City Council of Bellville was supported by all the research control groups within the community despite their diverse interests. This may be ascribed to the quantified benefit which the Council accrued as a result of the decision, despite the initial criticism of the decision at the time when it was taken.

The amended overall scores for decision-case 2 are schematically presented in Figure 19 below.

Figure 19
DECISION-CASE 2
AMENDED OVERALL SCORES

| City Council of Bellville | Federation of Ratepayers' Assoc | Proteaville Manag. Committee | Civic Association of Bellville |
|---------------------------|---------------------------------|------------------------------|--------------------------------|
| 93 | 89 | 87 | *61 |

* Civic Association of Bellville unrepresented at joint workshop.

4. RELEVANCE OF RESEARCH FINDINGS FOR LOCAL GOVERNMENT

The research is an attempt to quantify decision-making despite the subjective variables prevailing throughout the decision-making process. In this attempt to quantify decision-making a further attempt is made to provide the decision-makers within local government with a set of norms or rules to be applied which could facilitate more effective decision-making.

Although the research was not able to substantiate the hypothesis a contribution was made to the auxiliary function of decision-making within local government. As the research was conducted against the background of an open systems environment, the research output resulted in the development and provision of

a conceptual framework or model for the community to hold the local government institution accountable for its actions. The identified and defined normative criteria serve as a useful basis for the community to question the actions and decisions taken by the local authority concerned. Accountability is an important principle or tenet which has to be respected by all political office-bearers or councillors and public officials when conducting public matters (Cloete, 1991 : 56). Accountability according to Cloete (1991 : 56) is the public justification or submission of reasons for the decisions taken by the decision-makers.

The same conceptual framework or model could also serve as a useful aid for the decision-makers themselves, especially when attempting to promote the welfare of the community. Cloete (1991 : 63) when proceeding with the discussion on the steps to ensure accountability argues that every action which includes decision-making of the political office bearer and official should be of value to the citizens. The decision-maker should therefore take cognisance of all the values with which the members of the community hold dear. The developed normative criteria through its application will enable the decision-maker to view and analyse the effect and consequences of their actions from every angle in a systematic and structured manner. This can be achieved by testing whether each applicable criterion is being adhered to or complied with during the decision-making process and thereby ensuring that the most effective decision is being made. Accountability will be manifested and any ulterior motive of the decision-makers will be negated.

The identified and defined normative criteria which constitute the framework for testing the actions of the decision-makers may also be utilised to ensure that the decision-makers adhere to the principles of the *Rule of Law* which is an important element of democracy in the practice of municipal administration. This framework will assist in the facilitation of external control over the actions

of the local authority concerned by both the members of the community and regulators. For administrative purposes Cloete (1991 : 70) defines the *Rule of Law* as follows:

- "(a) the executive institutions should not be allowed to exercise discretionary powers that are too wide and unrestrained, nor should they be allowed to act in an arbitrary manner;
- (b) all citizens should be equal in the eyes of the law and should be treated equally in terms of the law; and
- (c) the courts should function independently of the legislature and the executive, and judges and magistrates should act as independent guardians to ensure that the rights and freedom of the individuals are respected."

Furthermore, as an extension to the foregoing, this framework will also enable any interested party to test whether the code of conduct applicable to municipal officials within local government is being complied with in terms of the principles of Administrative Law. These legal rules according to Cloete (1991 : 74) require that:

- "(i) a public functionary should not exceed his powers under the law (i.e. whatever he does should be *intra vires* and not *ultra vires*),
- (ii) the functionary should act only if he has the power or authority to do so,
- (iii) there should be justifiable reason for the act or decision (it should not be arbitrary), i.e. *bona fide* instead of *mala fide*, and

(iv) *audi alteram partem* (listen to the other party) should apply".

Cloete (1991 : 74) explains these rules as manifestations of values of the community which have been made enforceable by law.

Finally, the research was able to prove that the possibility of effective decision-making is increased through the application of the identified normative criteria where the end result is quantifiable and is not influenced by subjective values and bias. This will entail that in practice local authorities who are engaged in capital projects whether it be for the acquisition or alienation of movable or immovable assets or for the development, construction and maintenance of capital works may utilise the developed framework to ensure a more effective decision. In order to ensure the successful application of this framework it is essential that the sufficient information criterion be fully complied with.

The sufficient information criterion will entail that the decision-makers obtain sufficient information regarding the values of the members of the community before proceeding with the project as well as undertaking feasibility studies and cost-benefit analysis, etc. In other words the developed framework is a useful aid for strategic decision-making which requires a rational objective approach. The same framework will not be suitable for application in those circumstances which require an immediate decision where no information is readily available, as human values, subjectivity and intuition enter into the process. For example, the use of force by municipal police to prevent a riot or to protect public property.

In view of the foregoing discussion, the relevance of the research to local government may be summarised as follows:

- the developed framework comprising of identified and defined normative criteria provide the community and all other interested parties with a useful aid to test the actions of local government decision-makers with regard to the compliance with the principles of public accountability;
- the same developed framework may serve as an aid to the decision-makers themselves to check whether in fact their public actions which includes decision-making will through the application of the normative criteria be of value to the citizens and thereby promote the general welfare of the community;
- the same process may be adopted as an external control mechanism for the general public and regulators to ensure that the decision-makers adhere to the principles of the *Rule of Law* which is an important element of democracy in municipal administration;
- the application of the identified normative criteria will provide any interested person with an objective model to test whether the legal rules contained in the principles of Administrative Law are adhered to by the municipal officials; and
- finally, the research was able to prove that in practice the possibility of effective decision-making is increased through the application of the identified applicable normative criteria where the end result is quantifiable and is not influenced by subjective values and bias. This normative framework is especially applicable to strategic decision-making in local government which requires a rational objective approach.

5. SUMMARY AND CONCLUSION

The decisions fall within the category of group decision-making which is normally non-routine by nature. As explained in Chapter 5, there are decision-making aids which assist in facilitating and making the decision-making process easier, such as, *inter alia*, brainstorming and nominal group techniques. These aids were not utilised in these selected decision-cases.

The conclusions drawn from the analysis indicate that with regard to decision-case 1, all the normative sub-criteria were not fully applied, except in one or two instances, according to the evaluation undertaken by the research control groups. In this instance the outcome of this decision was unsuccessful as it did not achieve its stated objective. It was also subsequently revoked. The actual outcome of this decision is not reflected in the overall amended scores of the City Council of Bellville and the Federation of Ratepayers' Association which are relatively high as they tried to justify the basis for the decision.

In decision-case 2 the evaluation revealed that the majority of sub-criteria, according to the research control groups, were fully applied. This decision was regarded as being successful by all the groups due to the actual generation of additional revenue as a result of the decision. This is reflected by the similarity of the amended overall scores.

The relevance of these research findings prove that in practice the possibility of effective decision-making is increased through the application of the identified applicable normative criteria where the end result is quantifiable and is not influenced by subjective values and bias. This normative framework is especially applicable to strategic decision-making in local government which requires a rational objective approach.

The summary and conclusions of the complete study will be provided in Chapter 10 which will also include the problem areas encountered.

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CHAPTER 10

SUMMARY AND CONCLUSION

1. SUMMARY

The researcher stated the hypothesis, demarcated the field of study and research, and investigated it in the following way.

The text was divided into two components :

- The first component provided a theoretical exposition of local government decision-making which included the nature and extent of local government, the current constitutional arrangements for local government, the placement of local government in the macro-environment, and local government decision-making theory.
- The second component comprised of the explanation of the quantitative research, the four selected research control groups, and an analysis and conclusions of the research findings of the two selected decision-cases.

The research will now be summarised in brief :

1.1 Nature and current constitutional arrangements for local government

The development of local government in South Africa has progressed through various stages which has influenced the decision-making processes, especially since 1910. The nature and development of local government is covered in Chapter 2 which explains the unitary form of government based on the British Westminster system

where the central government level is vested with extensive legislative powers and with centralised policy- and decision-making authority.

As local government is identified as a subordinate body governed by local representative authorities with the power to govern and represent the community which it serves, various investigations were conducted during the early 1980's to democratise local government and to make it more responsive to the needs of the community. These attempts resulted in the promulgation of legislation which conferred greater powers and autonomy on local government and purged the statute books of all apartheid legislation. The restructuring of local government culminated in the promulgation of the *Republic of South Africa Constitution Act, 1993*, and the *Local Government Transition Act, 1993*.

Despite all the restructuring attempts by the national government, it is argued in Chapter 3 that it would appear that local government will not have greater autonomy in terms of the newly enacted constitutional legislation than it previously had. As local government is in its transitional phase, it is concluded that it is too premature to determine the exact degree of decentralisation from the provincial to the local government level.

1.2 Location of local government in the macro-environment

Local government functions within a unique environment, where the members of the community have their own unique needs and expectations which are in turn influenced by the prevailing dimensions of the macro-environment such as the political, economical, social, technological and cultural aspects. All the identified components within the macro-, intermediate- and environments are explained in Chapter 3.

Chapter 3 also propagates the systems model as a more suitable theoretical approach to examining how component parts of a local government system function together as a unit and what the effect of the environment is likely to have on the performance of local authorities especially with regard to decision-making.

1.3 General decision-making theory in local government

A description of the general theory of decision-making in Chapter 5 consists of two parts. The first part gives attention to decision-making theory which covers the following elements:

- definition and process;
- evaluation of decision-making models available to the decision-maker;
- decision-making aids which attempt to place the process on an objective basis by quantifying all identified variables to facilitate the selection of the best alternative; and
- evaluation of individual decision-making versus group decision-making.

Due to the uniqueness of the environment in which local government is placed, the constitutional framework in which it operates as well as the nature of its main objective to improve the general welfare of the community, part two, therefore, examines the nature and implications of decision-making at local government level, according to three perspectives discussed briefly hereunder.

Firstly, democracy at local government level as a prerequisite for effective decision-making to enable all interested parties to participate in the process and that provision be made for free, effective and full participation by all.

Secondly, due to the changing, dynamic environment in which local government operates, a need for greater co-operation between the elected representatives and the appointed officials exists.

Lastly, it is accepted that the norms and values of the community, as well as the perceptions experienced by all the participants do influence the decision-making process. In order to overcome these subjective tendencies successfully, it is felt that all participants should strive for consensus when attempting to reconcile these values and norms, but without losing sight of the ongoing and changing dimensions in the environment.

1.4. Explanation of the quantitative research and the selected research control groups

Chapter 6 provides an explanation of the approach, methodology and techniques adopted by the researcher in order to evaluate decision-making quantitatively with the four selected research control groups. This Chapter also explains the attempt to reduce subjective variables such as personal bias and subjectivity based on personal perceptions which are difficult to control in the evaluation process.

To achieve the purpose of this thesis, namely to determine the possibility of more effective decision-making in a large local authority, it was necessary to select a large local authority from which decision-cases could be selected for analysis. Chapter 7 provides an exposition of the selected local authority, so that the selected decision-cases could be seen in context. The selected local authority is Bellville City Council as it complied with the following criteria in order to facilitate the research, *viz*:

- a firm and established organisational and functional structure;
- approved and tested powers of delegation within the organisation;

- established levels of decision-making and authority;
- established policy with regard to strategic and operational planning; and
- a well-administered archive registry reference system.

As the identified decision-cases were taken by the decision-makers (councillors and senior officials) within the Bellville City Council, the possibility of subjective bias influencing their own evaluation(s) existed. In order to counteract any possible subjectivity, the results were compared and evaluated against three research control groups.

In an attempt to obtain full representation of the wider community within Bellville, the following three research control groups were identified, viz:

- the Civic Association of Bellville;
- the Proteaville Management Committee; and
- the Bellville Federation of Ratepayers' Association.

Chapter 8 provides a discussion of these three research control groups in terms of :

- historical background and establishment;
- philosophy, mission and objectives; and
- role within the community.

Arising from the discussion of these three bodies in Chapter 8, it became apparent that an objective comparative analysis could be achieved as they represent the extremities on the continuum with regard to political ideologies, views on governance, and the administration and maintenance of the services presently provided by the City Council of Bellville.

1.5 Analysis and conclusions of research findings of selected decision-cases

Chapter 9 details the analysis and conclusions of the quantitative research undertaken in order to solve the hypothesis in accordance with the four stages in which the research was conducted. This Chapter also provides the results of each evaluation held with each of the four selected research control groups separately. An analysis of the results have been provided with the conclusions which have been drawn from the comparative analysis.

The conclusion drawn from the analysis of decision-case 1 indicate that all the normative criteria were not fully applied except in one or two instances according to the evaluation undertaken by the research control groups. The actual outcome of the decision was unsuccessful and did not achieve its stated objective, as it was subsequently repealed. This actual outcome of the decision was not reflected in the overall amended scores of the City Council of Bellville and the Federation of Ratepayers' Association. The results of these two groups when tested against the actual outcome was contradictory. Furthermore, the results of the evaluation of these two groups did not agree with the results of the remaining two groups.

In decision-case 2 the evaluation revealed that the majority of the sub-criteria according to the research control groups were fully applied. This decision was regarded as being successful by all the groups due to the generation of additional income as a result of the decision. This is reflected by the similarity of the amended overall scores. These results when tested with the actual outcome confirmed that the objective of the decision was achieved when implemented.

2. CONCLUSION

The hypothesis set for this research as stated in Chapter 1 is to determine the increased possibility of effective decision-making within a large local authority through the application of applicable normative criteria. The conclusion drawn from the analysis of the results of the research control groups show that effective decision-making is possible where all the applicable normative criteria have been applied or have been applied to a large extent. This is only possible if no subjective factors entered and influenced the process and the end-result is quantifiable with the results of the remaining two groups.

The research did not prove that in those decision-cases where the applicable normative criteria are not applied or have been applied to a lesser extent the actual outcome of the decision is not deemed to be effective. The research did not substantiate this hypothesis as the results of the four research control groups reflected opposite extremes. This may be ascribed to subjective factors which entered and influenced the decision-making process and where the end-result is not quantifiable.

Arising from the findings referred to above, it may be concluded that objective evaluation of past decisions is unsuited to this type of research especially if the actual outcome of the decision is deemed to be bad. However, SELF-Evaluation of whether or not the normative criteria were applied is clearly very difficult, as people feel an understandable need to justify their actions and may well shift the goal posts in order to do so. This is more problematic in decision-cases which are not readily quantifiable.

The quantitative model when applied could not negate (ignore) the power relationships between the four research control groups as is borne out by the drastic change in the scoring of the application of the normative criteria by the Proteaville Management Committee at the joint workshop. The representatives of the Management Committee amended their scores as a result of the influence of the City Council of Bellville. This narrowed the gap between the overall scores between the two groups in question.

A further conclusion drawn from the research is that there is no absolute scale of values for less tangible aspects within the community, for example legitimacy. The scores on legitimacy could only be scored relative to the particular group's perception or own reference framework. An example of this conclusion is that the Federation of Ratepayers' Association insisted that the principles of democracy were fully complied with as the political and constitutional system prevailing at the time was prescribed by legislation and, therefore, no alternative was available to the decision-makers.

A further conclusion drawn from the analysis is that when groups are requested to evaluate themselves, the model does not provide a mechanism to force people to evaluate the case in terms of the agreed upon criteria, but it does provide a clear means of showing up when people are not playing by the rules. Attention should thus be paid to the whole process of evaluation and not just the end figure. It would be dangerous to condense the whole exercise of evaluation into a "magic number", as it can be seen that this number can in fact be meaningless and blatantly misleading.

The researcher finally concluded that due to the factors discussed above, the hypothesis could not be proved, as there was a tendency by the decision-makers (i.e. Bellville City Council) to accommodate dominant tendencies and influences within the external and internal environment (satisficing) when evaluating the decision-case as well as to justify the reasons for the outcome of the decision on factor set and defined by the decision-makers themselves (i.e. bounded rationality).

The researcher was able to conclude that the quantitative research undertaken did realise the following outcomes which could be taken into account in future research on decision-making:

- the quantitative model utilised for this research was able to record how value judgements differ and to capture the different points of view of diverse groups quantitatively, which could provide a basis for further evaluation;

- the allocation of weights by the four research control groups as to the relative importance of the normative criteria in relation to each other in respect of the particular decision-case being evaluated were similar which confirmed the importance of these normative criteria in public decision-making;
- the groups also accepted that the application of the normative criteria could possibly increase effective decision-making, although the researcher was unable to prove this hypothesis in the actual quantitative evaluation;
- the provision of applicable normative criteria as guidelines to the decision-makers does not ensure effective decision-making because of conflicting values, perceptions and judgements;
- the quantitative model utilised for this research provides a useful mechanism to all interested persons/parties for holding public institutions accountable for their actions; and finally
- the quantitative model provides a forum and a process for defining areas of conflict and for working towards consensus and conciliation.

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ANNEXURE A

Basis for Quantitative Evaluation

ANNEXURE "A"

BASIS FOR QUANTITATIVE EVALUATION

1. **Legitimacy**
- 1.1 **Principles of democracy**
- 1.1.1 **Full application or a score of 100**

Full application of this criterion would reflect total compliance with the four principles contained in Ranney's (1971 : 76) definition of democracy - namely popular sovereignty, political equality, popular consultation and majority rule.

In order to score this sub-criterion accurately, it is necessary to understand the various principles contained in the definition. The principle of *popular sovereignty* requires that the ultimate power to make popular decisions must be vested in all the people rather than in part of them or one of them.

The second principle of democratic government is political equality, which requires that each adult citizen must have the same opportunity as every other adult citizen to participate in the decision-making process. The rules of natural justice are also included in this principle as regards the exercising of a discretion which affects the rights of an individual. This includes the all-embracing *audi alteram partem* principle which means "to hear the other side".

The principle of *popular consultation* consists of two requirements. Firstly, there must be some kind of constitutional machinery through which public officials learn what public policies the people wish to adopt and enforce. The second requirement regarding implementation is complied with as officials are bound by their Code(s) of Conduct to implement all policies, whether they approve of them or not.

The fourth principle which is included in Ranney's (1971 : 76) definition is the concept of *majority rule* which is self-explanatory. This definition of democracy in terms of this study would be applicable to the whole community which falls within the municipal boundaries of jurisdiction of the City Council of Bellville. Due to this application, the points on the scale had to be redefined for the following reasons:

It was generally agreed that each principle would acquire a value of 25 and should all four principles be applied then it would be deemed that this criterion was fully complied with. This criterion should then attain a total score of 100. However, all persons resident in Proteaville are not registered on the municipal voters' roll and are, therefore, disqualified from voting and having a representative on the full Council. Therefore, this sub-criterion, principles of democracy, could rarely be fully complied with.

1.1.2 Non-application or a score of 0

A score of 0 would be attained if all four principles were not complied with. In view of the above discussion, it would appear that in terms of the strict application of the principles of democracy, this sub-criterion would always score a 0 as Bellville City Council is regarded as an undemocratic public institution.

1.2 Acceptance within the community

1.2.1 Full-application or a score of 100

Acceptance within the community criterion was found difficult to quantify without a survey being conducted throughout the community. In view of this factor and the time constraints, it was decided to determine the extent of application on a similar aggregate as explained above and based on the population breakdown. The total population for the Bellville municipal area has been estimated at 110 000 of which 35 000 are so-called Coloureds and 75 000 are White.

In addition to the aforementioned, it was decided that in order to refine the score even further, it would be ascertained as to whether the Proteaville Management Committee was in favour of the decision, and which wards or councillors were in favour or opposed to that particular decision. In other words, the rest of the Bellville municipal area, excluding Proteaville, would be aggregated according to the six wards. Each ward would, therefore, represent 12 500 White inhabitants.

1.2.2 Non-application or a score of 0

A score of 0 will be scored if it can be ascertained that the whole community within the jurisdiction of the City Council of Bellville was not in favour of the decision, i.e. opposed to it. The same basis would be applied as detailed above.

1.3 Acceptance within the organisation

1.3.1 Full-application or a score of 100

The same practical problem experienced in the acceptance of the community criterion was experienced in this criterion in order to determine the extent of application. The obvious method of determining this score would be to conduct a survey of all the personnel throughout the organisation.

However, it is clear that not all the personnel would be fully informed concerning a particular decision, especially those personnel who occupy positions at the lower levels of the hierarchy. In order to assist in the scoring of this criterion, it would have to be ascertained which of the six Directors were in favour or opposed to the particular decision. The six Directors would be deemed to represent the six directorates within the Bellville City Council. In order to support this analysis, the reports and comments submitted by the Directors would be scrutinised where and if applicable.

For example, if two of the Directors were in favour of a particular decision, then it will be deemed that one-third of the members of the organisation are in favour of the decision, and a score of 33 will be recorded.

1.3.2 Non-application or a score of 0

In this particular instance a score of 0 would be recorded if it was deemed that none of the Directors were in favour of the particular decision.

1.4 Acceptance by the decision-makers

1.4.1 Full-application or a score of 100

To determine the extent of application of this criterion, a similar basis as applied for the criterion acceptance within the organisation will be utilised. In this particular instance, the number of votes taken in favour of a particular resolution will be taken into account. For example, should three of the twelve Councillors be in favour of the decision taken, then it may be assumed that the extent to which the decision was accepted by the decision-makers is 25.

Should a split decision be recorded, and the Mayor is obliged to exercise his or her casting vote, then the score will be recorded as 50. In other words, a majority vote will be recorded as a score of 100. Should a recommendation not be adopted, or where a motion submitted by a councillor is turned down by the full Council, then the score will be recorded as 0.

1.4.2 Non-application or a score of 0

A non-application of this criterion records a 0 where all the councillors present do not accept a recommendation.

In instances where the Council is coerced to take a particular decision because of external influences from the political environment such as limitations placed on decision-making through legal compliance as well as inter-governmental constraints, this will have no affect on the method of scoring which will be based on the number of votes cast.

2. Effectiveness and efficiency

2.1 Achievement of mission

2.1.1 Full application or a score of 100

A score of 100 will be recorded against this mission criterion if consensus is achieved by all the participants that the decision taken does contribute towards the achievement of the mission of the City Council of Bellville as stated fully hereunder:

"The mission of the Bellville City Council is to ensure through efficient management, the good quality of life of the community of Bellville and to establish a pleasant environment of which all can be proud, and to which all can gladly make a positive contribution".

The scoring on this mission criterion will be based on a subjective evaluation by the respondents and not on an objective basis as the mission is unquantifiable.

2.1.2 Non-application or score of 0

As indicated above, a score of 0 will be recorded against the mission criterion if consensus is achieved by all the participants that the decision taken does not achieve the mission detailed in 2.1.1 above. The same reason mentioned above is also applicable in this instance.

2.2 Accrual of financial and other benefits

2.2.1 Full-application and a score of 100

This criterion consists of two elements, namely financial benefits and other benefits.

Firstly, the first element is concerned with those decisions where financial benefits accrue to the City Council and indirectly to the community. If the decision should achieve any financial benefits, irrespective of the amount, then a score of 100 will be recorded against this element of the criterion.

Secondly, the second element of this criterion identified as other benefits will reflect a contribution towards the good public image of the City Council or cultivate political gain which refers to those aspects which are not of a financial nature. This portion of the criterion (other benefits) cannot be quantified and the score will largely be based on the subjective responses of the participants involved.

In view of the above breakdown, one score will still have to be recorded which will encompass both elements. In order to achieve the aforementioned, both elements will be weighted at a value of 50. Should both elements be fully complied with, then a score of 100 will be recorded against the criterion. If one of the elements should be inapplicable, and the remaining element according to the group has been fully complied with, then a score of 100 will be recorded or any other applicable score from 100 downwards.

2.2.2 Non-application or a score of 0

A score of 0 will be recorded against this criterion should both elements not be complied with.

2.3 Cost-justification

2.3.1 Full-application or a score of 100

The cost-justification criterion refers to the improvement of productivity within the organisation. In other words, the decision taken by the Council was based on a cost-benefit analysis which in turn improved the productivity of the Council.

In certain instances it will be difficult to determine the actual productivity improvement and, therefore, the score for this cost-justification criterion will be based on the subjective response of the relevant group as to whether there has been in their opinion any increase with regard to the quantity of service provided in relation to the cost required to produce this service.

2.3.2 Non-application or a score of 0

A non-application of this cost-justification criterion will record a score of 0 if the group is of the opinion that no cost-benefit analysis had been undertaken and that there was no improvement in the productivity as a result of the decision taken.

3. Sufficient information

3.1 Full-application or a score of 100

A score of 100 will be recorded if the members of the relevant group are of the opinion that the Council was presented with the correct facts in an objective manner which was fully utilised to make the decision. The extent to which the information is utilised will depend on the subjective evaluation of the participants in the workshop.

3.2 **Non-application or a score of 0**

A score of 0 will be recorded if the Council refrains from utilising the information presented to it in order to make a decision. The same score will also be recorded against this criterion even for the following reasons:

- the non-availability of the information; and
- the manner in which the information is presented to the Council which influenced the Council to adopt a particular stance or perception which does not reflect the actual situation.

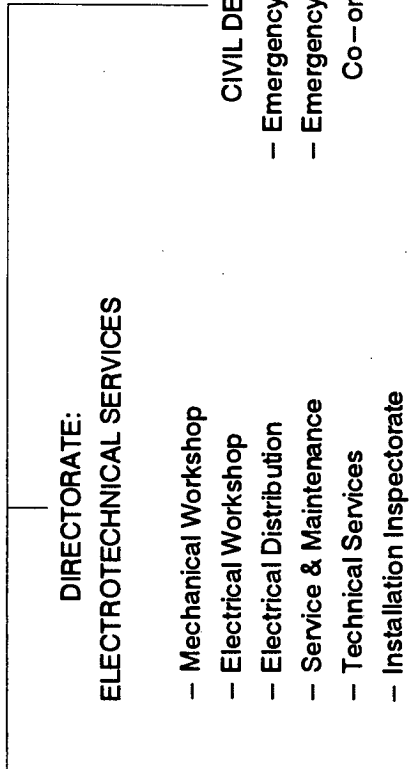
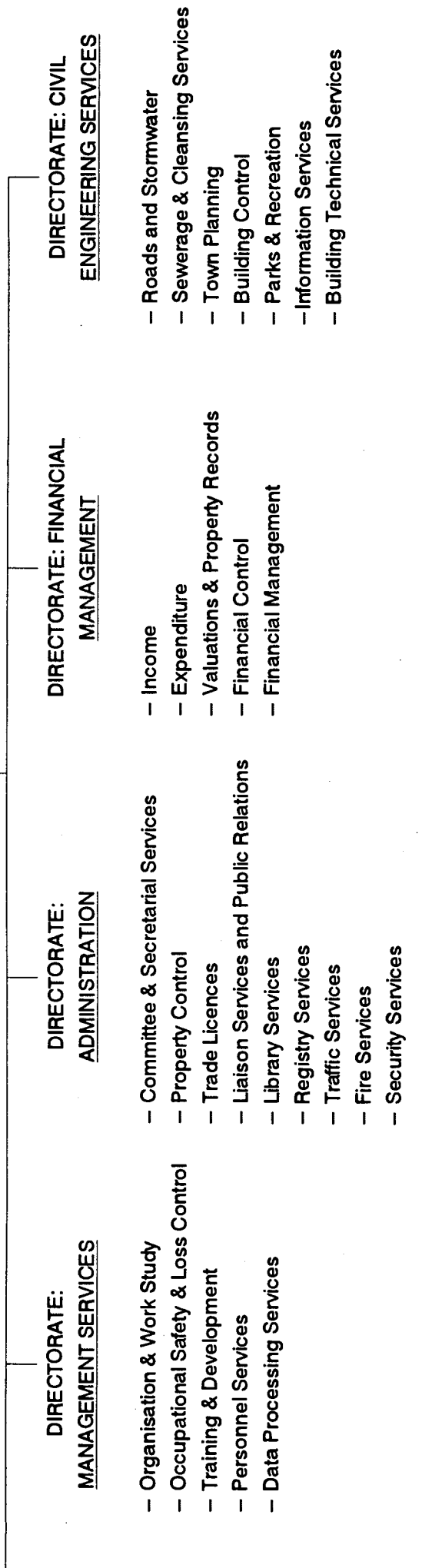
ANNEXURE B

Organisation Functional Structure

ORGANISATION FUNCTIONAL STRUCTURE

EXECUTIVE MANAGEMENT

TOWN CLERK



ANNEXURE C

Resume of Minutes of Workshops Held with the Research Control Groups

RESUME OF MINUTES OF WORKSHOPS HELD WITH THE RESEARCH CONTROL GROUPS

1. **First Stage : Acceptance of Normative Criteria**

As indicated previously the normative criteria were evaluated through the face validation procedure. During this stage an attempt was made to obtain collective consensus from all the representatives of the identified participatory bodies.

This first workshop conducted with all the participatory bodies was based on the undermentioned format wherein the facilitator proceeded to explain the following matters:

- theory of decision-making;
- research already undertaken;
- purpose of the present research;
- Bellville City Council and the four research control groups;
- importance of study; and
- the identified normative criteria.

The group was then requested to consider and comment on the normative criteria presented and to agree collectively that the identified normative criteria were applicable. The groups were also encouraged during this validation phase to either eliminate or add criteria or sub-criteria with supporting motivation. The responses of each group are discussed hereunder.

1.1 City Council of Bellville

The representatives of the City Council of Bellville proposed that the following variables be taken into consideration when evaluating the application of the normative criteria, by all the participatory groups:

- the speed at which the decision was taken;
- coercion, i.e. where the Council is forced to take a particular decision because of external influences within the political environment; and
- constraints placed on decision-makers through legal compliance and intra- and inter-governmental relations.

The Council was further of the opinion that when evaluating the sufficient information criterion, the following considerations also to be taken into account:

- the extent to which the information was utilised;
- the manner in which the information was presented to the decision-makers for decision-making; and
- the availability of information.

In view of the foregoing discussion, the group in collaboration with the researcher agreed that under the legitimacy criterion an additional sub-criterion should be included, namely *acceptance by the decision-makers*.

The inclusion of this sub-criterion was based on the view that there are occasions where the decision-makers are forced to make a particular decision, although they

do not necessarily agree with the decision taken. In this particular case the decision-makers were bound by the factors mentioned above, for example:

- forced to comply with the provisions contained in the appropriate legislation;
- internal political pressures;
- intra- and inter-governmental relations with the other two tiers of government;
and
- external influences prevailing in the macro-environment, especially within the political dimension.

The Council unanimously accepted all the normative criteria presented, including the additional sub-criterion.

The names and designations of all the participants who represented the City Council of Bellville, as well as a resumé of the first workshop held on 29 July 1993, is attached as Annexure C.1.

1.2 **Bellville Federation of Ratepayers' Association**

The Federation adopted all the normative criteria presented, including the amendment formulated by the City Council of Bellville at a workshop held on 20 October 1993.

The names of the participants who represented the Federation at the above workshop are attached as Annexure C.2.

1.3 **Proteaville Management Committee**

The Management Committee also adopted all the normative criteria presented which included the amendment formulated by the City Council of Bellville at a workshop held on 24 August 1993.

The names of the participants who represented the Management Committee as well as a resumé of the first workshop held on 24 August 1993 is attached as Annexure C.3.

1.4 **Civic Association of Bellville**

The Association, due to its specific nature and philosophy, adopted all the normative criteria with the amendment at its first workshop held on 27 September 1993, subject to the following reservation:

"that it rejected Bellville City Council as an undemocratic, illegitimate and unrepresentative public institution".

The Association expressed the view that continued participation in this research would contradict its stance on non-collaboration. The researcher then proceeded to explain the purpose and importance of the research and that the input received from the Association would be of importance for the purposes of objectivity during the development of the quantitative model. The researcher also explained that the research was conducted for academic purposes so as to make a positive contribution towards the development of the academic discipline of public management and administration and for no other underlying purpose.

The Association accordingly acceded to the request to grant a second workshop subject to the following conditions:

- that the Civic Association of Bellville reserve the right to request the researcher to withdraw all its contributions *in toto* at any point during the research; or
- that the Civic Association of Bellville reserve the right to permit the researcher to use only certain of its contributions, and subject to certain conditions being met which were still to be determined.

The names and designations of all the participants who represented the Civic Association of Bellville, as well a resumé of the first workshop held on 27 September 1993, are attached as Annexure C.4.

2. **Stage two : application of selective quantitative model**

The application of the selected quantitative model consisted of four components listed below:

- qualitative evaluation as to the application of the normative criteria;
- quantitative evaluation as to the extent of application of the normative criteria through the allocation of a score from 0 to 100;
- allocation of a weight to each sub-criterion from 0 to 100 regarding its importance in relation to each other with regard to the particular decision-case being evaluated; and
- allocation of a weight to each of the three identified normative criteria from 0 to 100 in terms of its importance in relation to each other in respect of the same decision case.

These four components were carried out simultaneously when evaluating the two selected decision-cases.

The basis for evaluating the two decision-cases according to the responses received is explained in paragraph 10 of Chapter 6 of this thesis. The actual quantitative evaluation of each decision case in respect of each research control group is discussed under separate headings.

2.1 City Council of Bellville

2.1.1 Evaluation of decision case 1 : application for a residential permit

This evaluation is based on the analysis of the three identified normative criteria, namely legitimacy, effectiveness and efficiency, and sufficient information.

2.1.1.1 Legitimacy criterion

The legitimacy criterion will be evaluated according to the accepted four sub-criteria, namely principles of democracy, acceptance within the community, acceptance within the organisation, and acceptance by the decision-makers.

2.1.1.1.1 Principles of democracy

Despite the explanation of the basis on which this sub-criterion should be evaluated, the Bellville City Council still scored this sub-criterion 25 as to its extent of application.

This score was based on the view that three of the four principles contained in Ranney's (1971 : 76) definition of democracy were inapplicable. The reasons for the non-application of these principles concurred with the results of Ballard's (1991 : 87 -88) normative evaluation. The Council was further of the view that

the fourth principle concerning popular consultation was applied as both requirements for this principle were complied with. The first principle that there must be some kind of institutional machinery through which the public officials learn what public policies the people wish to have adopted and enforced is in existence as the management committee and ratepayers' association system serves as the mechanism through which the community transmits their needs and requests to the City Council of Bellville. As indicated in Chapter 8 of this thesis, the Management Committee has relatively little support in certain segments of the community due to its lack of credibility and legitimacy.

The second requirement that the officials should implement the policies of the public institution whether they approve of it or not, was complied with as the officials of the City Council of Bellville implemented the decision of the Council despite it being contrary to the advice furnished to the Council by the officials. The Council allocated a weight of 40 to this sub-criterion in respect of its relative importance.

2.1.1.1.2 Acceptance within the community

During an interview held in May 1991, the Director : Administration stated that there were sections of the White community who supported the decision and that there were certain sections of the community who rejected the decision. In support of this statement, the Council received two letters from Messrs. J Raubenheimer (27 December 1990) and J K Hansen (27 December 1990) opposing the decision. The Council also received unfavourable criticism in the press (*Die Burger* : 22 December 1990) as a result of this decision and its failure to adapt to the changing political environment (Ballard 1991 : 86).

The Council representatives indicated that despite the unfavourable criticism directed at the Council, it was of the view that the majority of the wards were in favour of the decision and supported the objection lodged by ward two that the Council not support the granting of a residential permit in favour of Mr Barker. All the wards were represented by their respective councillors at that particular Council meeting. Furthermore, the council pointed out that most of the objectors resided outside the municipal jurisdiction of the City Council of Bellville.

The Council scored the application of this sub-criterion 75 which indicates that 75% (82 500 inhabitants) of the total population within the municipal jurisdiction of the City Council of Bellville supported the decision. This factor implies that those persons resident within Proteaville did not support the decision taken by the Council.

The researcher indicated that it was implied that prior to the council meeting dealing with the Barker case, the Council members had held a caucus meeting and that immediately at the subsequent council meeting, the council vote was split with the then Mayor, Alderman D W J van Schoor exercising his casting vote in favour of the eventual decision taken. The Council held that the scenario sketched above did not take place and that the decision taken was unanimous. This is supported by the official council minutes which do not reflect that the Mayor had exercised his casting vote (Council Minutes dated 11 December 1990, Folio 3561). The Council allocated a weight of 100 in respect of its relative importance.

2.1.1.1.3 Acceptance within the organisation

During his normative evaluation of this sub-criterion Ballard (1991 : 89) referred to the interview held with the Deputy-Director : Administration (July, 1990) who stated that the officials within the organisation did not support the Council's

decision on two grounds which were included in the report submitted to the Council for consideration. Firstly, the Council was advised that it was contrary to the new national policy on racial legislation as all racial legislation was being repealed. The *Group Areas Act*, 1966, was subsequently repealed by the *Abolition of Racially Based Land Measures Act*, 1991, after the decision was taken. Secondly, the Council did not exercise its discretion regarding the rights of a subordinate by failing to fully apply the rules of natural justice in that the reasons for the decision taken were not conveyed to Mr Barker.

The Council held that the report received from the Director : Administration did not reflect the views of every single official employed by the City Council of Bellville as there were officials at the lower levels within the organisational structure who supported the decision of the Council. These officials were of the view that the Council was bound by the provisions contained in the relevant enabling legislation which was not yet repealed. The Council allocated a weight of 20 in respect of its relative importance in respect of the decision-case. The Council scored this sub-criterion 50.

2.1.1.1.4 Acceptance by the decision-makers

The Mayor, councillor A P de V Kempen and the other councillors present at the workshop advised that all the decision-makers (councillors) were in favour of the decision as there was full consensus at the council meeting.

The representatives further advised that the Council when taking the decision considered the following circumstances prevailing at the time:

- the immediate interests and wishes of the ward in question which had to be accommodated; and

- the prevailing statutory legislation prohibited the Council from taking an alternative decision and that it acted in accordance with the *Group Areas Act, 1966*.

The Council accordingly scored this sub-criterion 100 and allocated a weight of 60 in respect of its relative importance in relation to the other three sub-criteria.

2.1.1.2 Effectiveness and efficiency criteria

The effectiveness and efficiency criteria will be evaluated according to three sub-criteria, namely achievement of objective, accrual of financial and other benefits, and cost justification.

2.1.1.2.1 Achievement of objective

In the explanation of the effectiveness and efficiency criteria in Chapter 6, it was stated that for these criteria to be included for successful decision-making it should encompass, *inter alia*, validity with regard to the ultimate achievement of the mission or objective of the local authority.

Based on the strict literal interpretation of the mission of the City Council of Bellville, it would appear that the decision did not violate the mission. It could be argued that the spirit of the mission was transgressed as the decision did not facilitate the establishment of "...a pleasant environment of which all can be proud,..."

The issue of 'efficient management' as contained in the mission may also be questioned as the Council failed to place itself in a pro-active position regarding the changes prevailing within the political environment, despite the State President's announcement in his opening speech in Parliament on 2 February 1990

Ballard (1991 : 90) was of the opinion that the decision did not achieve its objective, namely to delay the exercise of its discretion and to rely on precedent as the decision was subsequently reversed on appeal to a higher authority, in this instance the Minister for Welfare, Housing and Works.

The Council stated that compliance with the mission was not in question and that the objective was achieved in that it satisfied the interests of the broader community which it served. The Council scored the effectiveness and efficiency criteria 80. The Council also allocated a weight of 100 to these criteria.

2.1.1.2.2 Accrual of financial and other benefits

According to Ballard (1991 : 90), no financial benefits accrued to the Council except detrimental publicity which was harmful to its image as a progressive and modern city. The Council accepted that it was subjected to some negative publicity, but expressed the view that certain sections in the broader national community, especially within the conservative community, supported the Council for the decision taken.

The Council was also praised for satisfying the wishes of the particular ward, despite the external pressures that were being exerted. The Council scored this sub-criterion 80 and allocated it a weight of 20 with regard to its importance in relation to the other sub-criterion.

2.1.1.2.3 Cost justification

The cost justification criterion was inapplicable in this decision case and was not taken into account in the evaluation process.

2.1.1.3 Sufficient information

Based on the previous normative evaluation of this criterion, Ballard (1990 : 90) found that the Council had in 1990 during its strategic planning process recognised the changes in the political environment and attempted to define the effect and influence which the changes would have on the community and the local authority itself. Ballard (1991 : 90) stated that in order to prepare pro-actively for these changes, one of the strategic objectives formulated by the Council was "... to adopt a pro-active approach to constitutional changes". To achieve this objective, the following activities were identified:

- that the Mayor arrange periodic discussions with the Administrator so as to ascertain if any proposed constitutional/legislative changes would have a direct influence on the municipal area of Bellville;
- that the councillors inform all the ratepayers' associations of any possible constitutional changes; and
- that the Mayor, Deputy Mayor and Town Clerk hold periodic discussions with members of the Proteaville Management Committee and resident associations, regarding any possible constitutional changes (Ballard, 1991 : 91).

The Council was advised at this workshop that despite all the relevant information relating to the applicant and also the advice received from its officials, as well as its findings of its own analysis of the political environment, it still decided not to exercise its discretion and approve the application.

Against the background of the information furnished above, it would appear that the sufficient information criterion was not applied, although available.

On presentation of the foregoing information the Council representatives still re-affirmed their position on this decision-case, viz. that it took the decision in accordance with the facts at their disposal and within the statutory constraints applicable at the time. These may be summarised briefly as:

- consideration of the interests and wishes of the relevant ward;
- constraints contained within the provisions of the *Group Areas Act*, 1966, which had not yet been repealed; and
- although aware of the proposed constitutional changes, especially with regard to the repeal of discriminatory legislation, the Council despite consulting with the relevant Minister for Welfare, Housing and Works, was unsure as to when the applicable *Group Areas Act*, 1966, would be repealed and did not want to pre-empt the issue. This criterion did not comprise of any sub-criteria.

2.1.2 Evaluation of decision case 2 : investment of R 15 Million

The same evaluation process followed above is repeated for this decision-case which is based on the analysis of the three identified normative criteria, namely legitimacy, effectiveness and efficiency, and sufficient information.

2.1.2.1 Legitimacy criterion

The legitimacy criterion will be evaluated according to the accepted four sub-criteria, namely principles of democracy, acceptance within the community, acceptance within the organisation, and acceptance by the decision-makers.

2.1.2.1.1 Principles of democracy

The Council again adopted the same view as expressed in decision-case one in the evaluation of this sub-criterion, namely that three of the four principles contained in Ranney's (1971 : 76) definition of democracy were inapplicable. The reasons for this non-application are discussed hereunder.

The principle of popular sovereignty requires that the ultimate power to make political decisions must be vested in all the people rather than in part of them or in one of them. No ratepayer/resident in Proteaville is registered on the municipal voters' roll and is thereby disqualified from voting and having a representative on the full council. In view of this state of affairs, no resident in Proteaville can as yet participate directly in the decision-making process. It may be safely assumed that Mr Barker's interests were not being fully represented.

The second principle of democratic government is political equality which requires that each adult citizen must have the same opportunity as every other adult citizen to participate in the decision-making process. The same reason for non-application as submitted above is applicable.

The principle concerning majority rule is also inapplicable and is self-explanatory in that not all the persons resident in the Bellville municipal area as indicated above are registered on the municipal voters' roll. Majority rule is, therefore, exclusive with no provision made for all those persons resident in Proteaville to nominate and vote for any person to represent their interests through direct representation on the Bellville municipal council. In view of this explanation, the principle of majority rule cannot be adhered to throughout the community because of its exclusive application.

The reasons submitted for the non-application of these principles concur with the results of Ballard's (1991 : 87 - 88) normative evaluation.

The Council once again scored this sub-criterion 25 as it felt that the two requirements for the principle of popular consultation were complied with. The reasons on which this score are based are the same as those furnished by the Council when evaluating decision-case one.

The weight allocated by the Council to this sub-criterion regarding its importance to the decision-case in relation to the other sub-criteria is 20.

2.1.2.1.2 Acceptance within the community

The Council agreed that this decision was not well received by the community as there was a perception that certain councillors and appointed officials had a personal vested interest in the target investment, namely the Insurance Company. This perception unfortunately clouded the actual objective of the decision and the accrual of the financial benefits to the City Council of Bellville. The allegations made proved to be correct as a particular city councillor did have a personal vested interest in the target investment and received a personal financial gain which is contrary to the provisions contained in the Cape *Municipal Ordinance*, 1974.

Due to the negative reaction of certain individuals to the decision, the Council scored this sub-criterion 30 with regard to the extent of application and allocated a weight of 40 regarding its relative importance in relation to the other sub-criteria in this particular decision-case.

2.1.2.1.3 Acceptance within the organisation

During the normative evaluation, Ballard (1991 : 108) ascertained that the decision regarding the investment was made to obtain the best advantage for the Council in view of the current prevailing interest rates. Ballard (1991 : 108) points out that this decision was based on the recommendations submitted by the Director : Financial Management Services that the remaining capital loan not be utilised for capital expenditure by the Council, but should be invested with a particular Bank to obtain a maximum return on the investment.

It was pointed out by the Council that neither the officials nor the councillors were aware that the capital would be re-invested with an insurance company which was contrary to the provisions contained in the *Cape Municipal Ordinance*, 1974. The Council representatives were also unaware that a particular councillor would receive commission for his role in the re-investment of the capital in the Insurance Company.

The Council indicated that both the councillors and officials supported the investment on the grounds that it was in the best interests of the Council and scored this sub-criterion 90 as it could not be determined with certainty whether all the appointed officials within the City Council of Bellville supported the Director : Financial Management Service's recommendation. A weight allocation of 80 was accorded this sub-criterion with regard to its relative importance within this particular decision-case.

2.1.2.1.4 Acceptance by the decision-makers

When assessing this sub-criterion, the Council furnished the same views as recorded above when evaluating the acceptance within the organisation sub-criterion.

The councillors further advised that when the Council decided on the proposed investment, all were unanimous that the recommendation submitted by the Director : Financial Management Services be adopted. In view of these comments, the Council scored the extent of application of this sub-criterion at 100 and also allocated a weight of 100 with regard to its relative importance.

2.1.2.2 Effectiveness and efficiency criteria

The effectiveness and efficiency criteria will be evaluated according to three sub-criteria, namely achievement of objective, accrual of financial and other benefits, and cost justification.

2.1.2.2.1 Achievement of objective

The Council agreed with Ballard's (1991 : 109) findings that it succeeded in the achievement of its objective by maximising its resources through attempting to obtain a maximum return on its investment. In achieving this objective, it ensured that definite financial benefits would accrue to the Council and thus indirectly to the community. In achieving the mission of the City Council of Bellville, the Council was further of the view that it had exercised 'efficient management' to the ultimate benefit of the community.

The Council accordingly scored this sub-criterion 100 as regards the extent of application and weighted it 100 with regard to its relative importance.

2.1.2.2.2 Accrual of financial and other benefits

As discussed in paragraph 2.2.2.1, regarding the achievement of objective criterion, the Council was successful in maximising its return on the investment which served as the basis for the score of 100. The Council also weighted this sub-criterion at 100.

In the evaluation of this sub-criterion, the Council did not find it necessary to take into account the role played by a particular councillor in the re-investment of the capital, and who had undermined the credibility and ethical conduct of the administration of the City Council of Bellville.

2.1.2.2.3 Cost justification

The cost justification sub-criterion was considered by the Council on the basis that it had to consider the best alternative with regard to receiving a greater return on its investment. The Council was advised that the cost justification sub-criterion referred to the cost of the actual process undertaken to achieve the objective which was to increase the source(s) of revenue for the Council.

The Council submitted that the administrative costs incurred to raise the initial capital loan, as well as the costs incurred to subsequently re-invest the capital, was justified when compared with the revenue accrued as a result of the investment. The Council scored this sub-criterion 100 with regard to its application and also weighted it at 100 with regard to its relative importance.

2.1.2.3 Sufficient information criterion

Close examination of all the correspondence and documentation relating to this matter revealed that the officials had understood and followed the correct procedure when investing with the Bank in terms of the provisions contained in the *Cape Municipal Ordinance, 1974*, and the *Local Authorities (Investment of Funds) Ordinance, 1935*.

The officials within the Bellville City Council representative group advised the researcher that they had examined the financial capital market so as to determine the best return on the investment. The officials also advised that the procedural

implications, as well as all the alternative investment opportunities, were conveyed to the Council when the decision was made. In view of the aforementioned, it would appear that the sufficient information criterion was fully complied with and fully applied during the decision-making process.

The Council scored this criterion 100.

2.2 Bellville Federation of Ratepayers' Association

The results of the evaluation of the two decision-cases are explained hereunder.

2.2.1 Decision case 1 : application for a residential permit

The decision-case was evaluated according to the three identified normative criteria, namely legitimacy, effectiveness and efficiency, and sufficient information, as well as the applicable sub-criteria.

2.2.1.1 Legitimacy

The legitimacy criterion was evaluated in accordance with the four sub-criteria, namely principles of democracy, acceptance within the organisation, acceptance within the community, and acceptance by the decision-makers.

2.2.1.1.1 Principles of democracy

During the evaluation of this criterion, the Federation adopted the stance that the Council had no alternative and was forced to make the decision it did as the politico-constitutional framework prevailing at the time was prescribed. The Council was obliged to operate within those constraints, whether it agreed with them or not.

The Federation agreed in principle that the principles of democracy were not complied with when applied to the whole community residing in the municipal area of Bellville. However, due to the scenario sketched in the paragraph above, the Federation insisted that the basis for the evaluation be qualified. In other words, the principles of democracy be applicable to the White community only with the exclusion of Proteaville. This basis of evaluation was unacceptable to the researcher, but the Federation was adamant that the evaluation be conducted on the basis stipulated above.

In view of the aforesaid, the Federation scored this criterion 70 on the basis that all four of the principles contained in the definition of democracy are applicable to the White community. The White community accordingly represents approximately 70% of the total population resident within the municipal boundaries of the City Council of Bellville.

The Federation held that the same four principles of democracy due to the prevailing constitutional framework are inapplicable to the remaining 30% of the population resident in Proteaville. The Federation also allocated a weight of 70 to this sub-criterion.

2.2.1.1.2 Acceptance within the community

The Federation, which represents all six wards within the municipal area of Bellville, advised that all the wards supported ward two which objected to the issuing of a residential permit. On the same basis as explained in the legitimacy paragraph above, the Federation scored this sub-criterion 75 which represents the six White wards. The Federation further assumed that the area of Proteaville did not support the decision. The Federation further allocated a weight of 100.

2.2.1.1.3 Acceptance within the organisation

The Federation adopted the same stance as the Council when evaluating the sub-criterion and scored it 70 on the basis that there were officials within the Council hierarchy who agreed with the Council's decision as it ignored external influences and attempted to satisfy the direct interests and wishes of the particular ward. The Council weighted this sub-criterion 50.

2.2.1.1.4 Acceptance by the decision-makers

As the councillors are the political representatives of the community or part thereof, this implies that they represent the interests of the wards at all Council meetings. In this particular decision-case, the decision-makers or political representatives did not accept the recommendation of the Director: Administration and unanimously concurred with the wishes of the relevant ward. The Federation accordingly scored this sub-criterion 100 and allocated a weight of 70.

2.2.1.2 Effectiveness and efficiency criteria

The effectiveness and efficiency criteria were evaluated in accordance with the following three sub-criteria, namely achievement of objective, accrual of financial and other benefits, and cost justification.

2.2.1.2.1 Achievement of objective

The Federation accepted that the spirit of the mission of the City Council of Bellville was not achieved, although the objective was achieved in that the wishes and interests of the ward were satisfied; however, the decision was subsequently repealed on appeal by the applicant. The Federation scored this sub-criterion 60 and allocated a weight of 100 in terms of its relative importance.

2.2.1.2.2 Accrual of financial and other benefits

Although no financial benefits accrued to the Council, the Federation was of the opinion that the Council's credibility was enhanced in that they ignored external pressure in order to satisfy the direct wishes of the ward and the community, despite the adverse publicity that it received in the media. The Council scored this sub-criterion 60 and allocated a weight of 30.

2.2.1.2.3 Cost justification

The cost justification sub-criterion is inapplicable to this decision-case and was, therefore, not evaluated.

2.2.1.3 Sufficient information

The Federation accepted that all the relevant information was furnished to the Council regarding the politico-constitutional and constitutional changes that were being implemented at the time the decision was taken. The Federation further agreed that the Council did not apply this information when making the decision and, therefore, scored this sub-criterion 0.

2.2.2 Decision case 2 : investment of R 15 million

This decision case was evaluated on the same basis listed above in accordance with the three identified normative criteria, namely legitimacy, effectiveness and efficiency, and sufficient information.

2.2.2.2.1 Legitimacy criterion

The legitimacy criterion was also evaluated in accordance with the four identified sub-criteria, namely principles of democracy, acceptance within the organisation, acceptance within the community, and acceptance by the decision-makers.

2.2.2.1.1 Principles of democracy

The Federation adopted the same view as that adopted in the evaluation of this sub-criterion in decision-case one and scored it 70. The weight allocated to this by the Federation was 85.

2.2.2.1.2 Acceptance within the community

The Federation expressed its objection to this investment. At the time the decision was taken by the Council it had directed a letter, dated 14 November 1988, addressed to the Mayor of the City Council of Bellville, requesting an explanation. Against this background, the Federation scored this sub-criterion 0 and allocated a weight of 85.

2.2.2.1.3 Acceptance within the organisation

The initial report regarding the investment was submitted by the Director : Financial Management, who indicated that the only consideration was to invest capital, which was not immediately taken up for the purposes envisaged, to the best advantage of the Council. The Federation was also advised that the members of the Executive Management Committee, which consisted of the Town Clerk and the five Directors, adopted the recommendation of the Director : Financial Management Services. On this basis, the Federation scored this sub-criterion 100 and allocated a weight of 100.

2.2.2.1.4 Acceptance by the decision-makers

The Federation understood that the decision taken by the Council was unanimous and accordingly scored this sub-criterion 100 and allocated a weight of 95.

2.2.2.2 Effectiveness and efficiency criteria

These criteria were evaluated in accordance with the three identified sub-criteria, namely achievement of objective, accrual of financial and other benefits, and cost justification.

2.2.2.2.1 Achievement of objective

The Federation indicated that as the Council achieved its objective to generate additional income for the City of Bellville, this directly contributed to the achievement of the mission, and to the quality of life of the community of Bellville which would improve with the accrual of these financial benefits.

The Federation scored this sub-criterion 100 and allocated a weight of 100.

2.2.2.2.2 Accrual of financial and other benefits

The Federation agreed that the Council received a financial benefit which was the ultimate objective for the decision but discounted the full application of this sub-criterion due to the negative publicity received in the media and from within the community with regard to the personal involvement of a councillor in the re-investment of the capital.

The Federation scored this sub-criterion 90 and allocated a weight of 100.

2.2.2.2.3 Cost justification

The Federation felt that the cost justification sub-criterion was inapplicable in this decision-case and, was therefore, not evaluated.

2.2.2.3 Sufficient information criterion

The Council was furnished with all the necessary information regarding the capital market on which the decision was based. The Federation scored this criterion 100.

2.2.3 Proteaville Management Committee

The results of the evaluation of the two decision-cases are explained hereunder.

2.2.3.1 Decision case 1 : application for a residential permit

The decision-case was evaluated according to the three identified normative criteria, namely legitimacy, effectiveness and efficiency, and sufficient information, as well as the applicable sub-criteria.

2.2.3.1.1 Legitimacy

The legitimacy criterion was also evaluated in accordance with the four identified sub-criteria, namely principles of democracy, acceptance within the community, acceptance within the organisation, and acceptance by the decision-makers.

2.2.3.1.1.1 Principles of democracy

The Management Committee held that the four principles contained in Ranneys (1971 : 76) definition were not complied with when applied to the whole community resident within the City Council of Bellville. The basis for this point of view is explained in Chapter 6 and Chapter 10 dealing with the basis for the quantitative evaluation. The Management Committee scored this sub-criterion 0 and allocated a weight of 85.

2.2.3.1.1.2 Acceptance within the community

Based on the negative response from the members of the White community, the Management Committee indicated that it felt that only ward two accepted the decision of the Council and accordingly scored this sub-criterion 30 and allocated a weight of 100.

2.2.3.1.1.3 Acceptance within the organisation

The Management Committee scored this sub-criterion 0 on the basis of the advice furnished to the Council by the Director : Administration which was not taken into account when the decision was made. The Management Committee was made aware of the fact that the report submitted by the Director : Administration did not reflect the view of all the officials within the organisation. However, the Management Committee still remained of the view that the final decision was unacceptable to all the officials within the organisation. The Management Committee weighted this sub-criterion 50.

2.2.3.1.1.4 Acceptance by the decision-makers

The Management Committee informed the researcher that it was of the opinion that the councillors held a caucus meeting to discuss the matter prior to the Council meeting at which the decision was taken. The Management Committee further informed the researcher that the vote was split with the Mayor, councillor D W J van Schoor exercising his casting vote against the issue of a residential permit in favour of Mr Barker. As indicated in paragraph 2.2.2.1.2, the official council minutes do not reflect that the Mayor had exercised his casting vote (Council Minutes dated 11 December 1990, Folio. 3561).

2.2.3.1.2 Effectiveness and efficiency criteria

The effectiveness and efficiency criteria were evaluated according to the three identified sub-criteria, namely achievement of objective, accrual of financial and other benefits, and sufficient information.

2.2.3.1.2.1 Achievement of objective

The Management Committee scored this sub-criterion 0 as the decision was not in keeping with the spirit of the mission, and the objective of the decision was not achieved as it was repealed by the relevant Minister for Welfare, Housing and Works on appeal. The Management Committee weighted this sub-criterion 45 in terms of its relative importance.

2.2.3.1.2.2 Accrual of financial and other benefits

No financial or other benefits accrued to the Council. The Council received adverse publicity and was seen to be not acting pro-actively in terms of the constitutional reform that was currently taking place. The Management Committee scored this sub-criterion 0 and weighted it 100.

2.2.3.1.2.3 Cost justification

The cost justification sub-criterion was disregarded as being applicable to the decision-case and was not included in the evaluation by the Management Committee.

2.2.3.1.3 Sufficient information criterion

Despite being furnished with all the relevant information and being advised of the ultimate consequences of the decision, the Council still continued to take a decision which was contrary to the aforementioned. The Management Committee scored this criterion five.

2.2.3.2 Decision case 2 : investment of R 15 million

The decision-case was evaluated in accordance with the three identified criteria, namely legitimacy, effectiveness and efficiency, and sufficient information.

2.2.3.2.1 Legitimacy

The legitimacy criterion was also evaluated in accordance with the four identified sub-criteria, namely principles of democracy, acceptance within the community, acceptance within the organisation, and acceptance by the decision-makers.

2.2.3.2.1.1 Principles of democracy

The Management Committee scored this sub-criterion 0 on the same basis as that used when evaluating the same sub-criterion in decision-case one. The weight allocated was 85.

2.2.3.2.1.2 Acceptance within the community

Once again the Management Committee used the same basis when evaluating the same sub-criterion in decision-case one. The Management Committee applied the same score, namely 30 and allocated a weight of 70 with regard to its relative importance.

2.2.3.2.1.3 Acceptance within the organisation

In the evaluation of this sub-criterion, the Management Committee adopted the same position as that adopted by the Federation of Ratepayers' Association that all the officials supported the recommendation submitted to the Council via the Executive Management Committee. The Management Committee scored this sub-criterion 100 and allocated a weight of 100.

2.2.3.2.1.4 Acceptance by the decision-makers

The Management Committee members who were present at the council meeting during the discussion of this matter agreed that all the decision-makers or councillors adopted the recommendation submitted by the Director : Financial Management Services regarding the investment of R 15 million with the Bank. They scored this sub-criterion 100 and allocated a weight of 100.

2.2.3.2.2 Effectiveness and efficiency criteria

The effectiveness and efficiency criteria were evaluated in accordance with the following sub-criteria, namely achievement of objective, accrual of financial and other benefits, and cost justification.

2.2.3.2.2.1 Achievement of objective

The Management Committee was unanimous that the mission of the City Council of Bellville was upheld as the quality of life of the community would be improved through additional financial resources. Furthermore, the Management Committee held that the objective of the decision was achieved in that additional revenue was accrued to the benefit of the Council. The Management Committee scored the extent of application 75 and not 100 due to the failure of the Council to respond adequately to the allegations of possible insider trading. A weight of 85 was allocated to this sub-criterion.

2.2.3.2.2.2 Accrual of financial and other benefits

As explained in the paragraph above, the Management Committee accepted that financial benefits did accrue to the Council as a result of the investment, despite the adverse criticism. The fact that a councillor was convicted for negligence in that he did not declare his vested interest did not deter the Management Committee which scored this sub-criterion 100 with a weight allocation of 100.

2.2.3.2.2.3 Cost justification

The Management Committee implied during the evaluation of this sub-criterion that there were administrative costs incurred regarding the raising of the capital loan and the investment thereof. These administrative costs were justified when compared to the return of interest on the investment. The Management Committee scored this sub-criterion 100 and allocated a weight of 100.

2.2.3.2.3 Sufficient information

The Management Committee agreed that the Council utilised all the information which was made available to it by the Director : Financial Management Services when making the decision and scored this criterion 100.

2.2.4 Civic Association of Bellville

The results of the evaluation of the two decision-cases by the Civic Association of Bellville are explained hereunder:

2.2.4.1 Decision case 1 : application of a residential permit

As with the other decision cases, this decision-case was evaluated according to the three identified normative criteria, namely legitimacy, effectiveness and efficiency, and sufficient information, as well as the applicable sub-criteria.

2.2.4.1.1 Legitimacy

The legitimacy criterion was evaluated according to the four accepted sub-criteria, namely the principles of democracy, acceptance within the community, acceptance within the organisation, and acceptance by the decision-makers.

2.2.4.1.1.1 Principles of democracy

The views expressed at the first workshop by the Civic Association of Bellville on the City Council of Bellville were reiterated at the second workshop and have been recorded in paragraph 1.4. of this chapter. Based on these views which are self-explanatory, the Civic Association scored this sub-criterion 0 and weighted it 100.

2.2.4.1.1.2 Acceptance within the community

The Civic Association based the extent of application of this sub-criterion on the racial split of the population resident within the municipal jurisdiction of the City Council of Bellville. In view of this split it was assumed that all those persons resident in Proteaville were not in favour of the decision taken by the Council. As the Federation of Ratepayers' Association did not oppose the objection lodged by ward two, the Civic Association further assumed that the Federation which represented approximately 68% of the persons resident in Bellville supported the decision taken by the Council.

The Civic Association accordingly scored this sub-criterion 40 as they took into account that not all the members of the White community supported the decision.

The Civic Association allocated a weight of 100 to this sub-criterion.

2.2.4.1.1.3 Acceptance within the organisation

The Civic Association scored this sub-criterion 0. This score was based on the fact that all officials are bound by their code of conduct to furnish the facts free of personal bias and that any decision taken by the Council be implemented whether they agree with it or not. In view of the facts submitted in terms of this decision-case, it did appear that the officials endeavoured to advise the Council of the implications of the decision taken. The Civic Association also allocated a weight of 100 to this sub-criterion.

2.2.4.1.1.4 Acceptance by the decision-makers

The Civic Association accepted that all the councillors supported the decision taken which according to the same Association only represents 70% of the population resident in the municipal jurisdiction of the City Council of Bellville.

The remaining 30% of the population does not have direct representation on the decision-making machinery, especially on matters which are of direct concern to them. This is in conflict with the principles of democracy as propagated by Ranney (1971 : 71). In view of the aforementioned, the Civic Association scored this sub-criterion 77 and allocated a weight of 0 as they did not regard this sub-criterion as being important in relation to the other sub-criteria.

2.2.4.1.2 Effectiveness and efficiency

The effectiveness and efficiency criteria were also evaluated by the Civic Association in accordance with the three identified sub-criteria, namely achievement of the objective, accrual of financial and other benefits, and cost justification.

2.2.4.1.2.1 Achievement of objective

The Civic Association intimated that the spirit of the mission was neither upheld nor was the objective of the decision achieved in that the decision was over-ruled by a higher authority on an appeal lodged by Mr Barker. The Civic Association scored this sub-criterion 0 and allocated a weight of 100.

2.2.4.1.2.2 Accrual of financial and other benefits

According to the Civic Association, no financial or other benefits accrued to the Council. The Civic Association also scored this sub-criterion 0 and allocated a weight of 30.

2.2.4.1.2.3 Cost justification

The Civic Association held that this sub-criterion was inapplicable to the decision-case being evaluated.

2.2.4.1.3 Sufficient information

The Civic Association accepted that all the information was furnished to the Council before the decision was taken and that the Council failed to take cognisance of this information. The Civic Association was, therefore, accordingly of the view that this sub-criterion was not applied at all and scored it 0.

2.2.4.2 Decision case 2 : investment of R 15 million

This decision-case was also evaluated in accordance with the three identified normative criteria, namely legitimacy, effectiveness and efficiency, and sufficient information.

2.2.4.2.1 Legitimacy

The legitimacy criterion was evaluated in accordance with the four accepted sub-criteria which are listed and discussed hereunder.

2.2.4.2.1.1 Principles of democracy

The same basis as applied in decision-case one was also applied in this sub-criterion and a score of 0 was recorded. A weight of 100 was allocated as the Civic Association regarded this sub-criterion as essential in every decision taken by a public sector institution.

2.2.4.2.1.2 Acceptance within the community

Once again the Civic Association applied the same basis for the evaluation of this sub-criterion as that applied in decision-case one and recorded a score of 65. The Civic Association also took into account the negative reaction and opposition of the Federation of Ratepayers' Association to the proposed investment as there were allegations of personal vested interests by certain councillors and officials. It also allocated a weight of 100 to this sub-criterion with regard to its relative importance.

2.2.4.2.1.3 Acceptance within the organisation

During the evaluation of this sub-criterion, the Civic Association agreed with the basis assumed by the other two test control groups and agreed that the recommendation submitted by the Director : Financial Management Services had the support of all the officials within the organisation. The Civic Association scored this sub-criterion 100 and allocated a weight of 50.

2.2.4.2.1.4 Acceptance by the decision-makers

The Civic Association once again adopted the same stance as the other two test control groups and agreed that there was full consensus between the councillors when adopting the recommendation submitted by the Director : Financial Management Services. On this basis the Civic Association scored this sub-criterion 100 and recorded a weight allocation of 0.

2.2.4.2.2 Effectiveness and efficiency

The effectiveness and efficiency criteria were evaluated in accordance with the three identified sub-criteria, namely achievement of objective, accrual of financial and other benefits, and cost justification.

2.2.4.2.2.1 Achievement of objective

The Civic Association once again referred to its stance on the City Council of Bellville and indicated that the mission could not be achieved as the Council was established in accordance with a racial ideology and was, therefore, illegitimate, undemocratic and unrepresentative. On these premises, the mission according to the Civic Association did not include the whole community resident within the municipal boundaries of the City Council of Bellville.

The Civic Association nevertheless agreed that the objective of the decision was achieved and that the Council was successful in obtaining additional revenue as a result of the investment. The Civic Association scored this sub-criterion 30 and allocated a weight of 100.

2.2.4.2.2.2 Accrual of financial and other benefits

The Civic Association did not dispute the fact that the Council had acquired a greater financial return as a result of the investment, but reduced the score from 100 to 75 as a result of the bad publicity the decision received in the media and the negative reaction of certain members within the community to the allegations of personal vested interests of councillors and officials.

2.2.4.2.2.3 Cost justification

The Civic Association took into account the administrative costs that were incurred to firstly raise the capital loan and secondly to evaluate the alternative sources of investment prior to the actual investment. The financial return gained by the Council as a result of the investment far outweighed these actual costs. The Civic Association accordingly scored this sub-criterion 75 and allocated a weight of 75.

2.2.4.2.3 Sufficient information

The Civic Association scored this sub-criterion 90 as it agreed that the Council applied this sub-criterion when making this decision as it took cognisance of the information submitted to it.

2.4 Third stage : comparative evaluation

The purpose of this stage was to compare the results as recorded from the responses received from the participants who represented the research control groups.

This process was undertaken to refine the quantitative scores through questioning the basis on which the various groups conducted their evaluation and scoring. As explained in paragraph 4.3. in Chapter 6, this stage was conducted in a joint workshop. The participants were representatives from the research control groups and two of the three research control groups. The Civic Association of Bellville refused to participate in this forum as they did not wish to be in the presence of the representatives from the Bellville City Council as they regarded this public institution to be racist and undemocratic.

The names of all the participants and the bodies they were representing are attached as Annexure C.5. The results of this joint workshop are discussed fully in terms of each decision-case and serve as the minutes of the proceedings. The actual scores and amended scores (displayed in brackets) for each decision-case of each of the participatory groups is detailed in a schedule marked as Annexure "D".

2.4.1 **Decision case 1 : application for a residential permit**

Arising from the discussion on the sub-criterion acceptance within the organisation, the case study (Bellville City Council) and the two representative bodies achieved consensus and agreed that it was inapplicable to the decision-case under discussion. The reason submitted by the participants was that the Council was bound by statutory legislation and could not take an alternative decision as it would have been *ultra vires* (contrary to the provisions contained in the now repealed *Group Areas Act, 1966*).

Therefore, whether the officials agreed with the decision or not was not considered as a sub-criterion to be taken into account in the evaluation as the Council was forced to take the decision it did because of the legislative constraints. The Council representatives further intimated that they were unprepared to pre-empt the situation by approving the residential permit prior to the repeal of the legislation in question.

2.2.4.1.1 **City Council of Bellville**

The representatives of the City Council of Bellville agreed to adjust their score on the achievement of objective sub-criterion from 80 to 60 on the basis proposed by the Federation. This was the only refinement to the quantitative model that the City Council of Bellville was prepared to make.

2.2.4.1.2 Federation of Ratepayers' Association

The Federation accepted the basis submitted by the City Council of Bellville on which the score of 25 was recorded for the principles of democracy sub-criterion. The Federation amended its score accordingly from 70 to 25.

2.2.4.1.3 Proteaville Management Committee

After considerable discussion, the Management Committee refined its model scores more drastically than the other two participatory groups and thereby closed the gap between the three participatory bodies in terms of their overall computed scores.

The Management Committee agreed with the Council and Federation on the basis adopted by them for scoring the sub-criteria; acceptance within the community and acceptance by the decision-makers. The Management Committee amended these scores as follows:

- acceptance within the community was amended from 30 to 70; and
- acceptance by the decision-makers was amended from 50 to 100.

The Management Committee representatives were unprepared to refine their score on the principles of democracy sub-criterion, despite the arguments submitted by the Council and the Federation.

The Management Committee agreed to adjust the scores on the sub-criterion achievement of objective and the criterion sufficient information, but not to the extent which was advocated by the two participatory bodies. Firstly, with regard to the achievement of objective sub-criterion the Management Committee agreed

that the Council had to achieve its first objective which was to satisfy the needs and wishes of the ward in question. However, according to the Management Committee, the needs and wishes of the broader community were excluded and not taken into account when making the decision. The Management Committee amended its score on this sub-criterion from 0 to 30.

Secondly, on the sufficient information criterion the Management Committee adopted the view that the Council did not fully apply this criterion when making the decision and ignored the advice furnished by the Director : Administration. As the Council based its decision on other factors such as the provisions contained in the *Group Areas Act, 1966* and to satisfy the needs and wishes of the ward, the Management Committee amended its score from 0 to 50 as it believed that the Council did not display sufficient foresight on the advice furnished by its own officials.

2.2.4.2 Decision case 2 : investment of R15 million

The only participatory body which was prepared to refine its individual scores was the Federation of Ratepayers' Association. The Federation assumed the same basis for scoring the two sub-criteria principles of democracy and cost justification as that utilised by the City Council of Bellville. The scores were amended as follows:

- principles of democracy from 70 to 25; and
- cost justification from inapplicable to a score of 100 with a weight allocation of 100.

ANNEXURE C.1

Bellville City Council PHD Research on Decision-making

RESUMÉ of the FIRST WORKSHOP on DECISION-MAKING held in Committee Room "A", Civic Centre, Voortrekker Road, Bellville on 29 July 1993 at 18h00.

WORKSHOP PARTICIPANTS

The Mayor, Councillor A P de V Kempen

Councillor, D Uys

Councillor, D G B le Roux

Councillor, G J Smith

Director Management Services, Mr J P B Pietersen

Director Administration, Mr I S de Villiers

The Assistant Director, Financial Management Services, R Heyneman

Deputy-Director Civil Engineering Services, Mr K Ketterer

The Chief Training and Development Officer, Ms E van der Berg

The Chief Organisation and Work Study Officer, Mr L Diedericks

The Chief Training Officer, E van der Berg

WORKSHOP FACILITATOR

H H Ballard

CONTENT

1. INTRODUCTION AND ORIENTATION

The workshop facilitator welcomed all the participants who were present and introduced himself. The facilitator then proceeded to explain the following items detailed on the workshop agenda:

- Theory of decision-making
- Research already undertaken
- Objective of the present research
- Bellville City Council as case study
- Importance of study and benefit to Bellville City Council; and
- Normative criteria identified for decision-making.

2. VALIDATION OF NORMATIVE CRITERIA

The meeting was of the view that the following elements should be included in the normative criteria identified from the research:

- The principles of democracy to be included under the legitimacy criterion
- Time as a factor should be considered as an additional criterion, i.e. the speed in which the decision was taken
- Coercion, i.e. where the Council is forced to take a particular decision because of external influences in the political environment
- The sufficient information criteria take the following considerations into account:
 - To what extent is the information utilised
 - the manner in which information is presented to Council for decision-making
 - The availability of information
 - Limitations placed on decision-making through legal compliance and inter-governmental constraints.

The meeting accepted all the normative criteria unanimously as explained and presented to them by the facilitator.

3. DATE OF NEXT WORKSHOP

The next workshop is scheduled for Monday, 11 October 1993 at 20h00.

4. CONCLUSION

The facilitator expressed his appreciation for the contributions made by all those present.

The workshop terminated at 19h15.

WORKSHOP FACILITATOR

ANNEXURE C.2

Bellville Federation of Ratepayers' Association

**PARTICIPANTS WHO WERE PRESENT AT THE
WORKSHOP HELD ON 20 OCTOBER 1993**

-
- | | | |
|--|---|-----------|
| <input type="checkbox"/> Mr J T Snyman (Chairperson) | : | Ward 6 |
| <input type="checkbox"/> Mr F R Rademeyer | : | Secretary |
| <input type="checkbox"/> Mr J J Mathee | : | Ward 1 |
| <input type="checkbox"/> Mr C J Nortier | : | Ward 2 |
| <input type="checkbox"/> Mr C J van Tonder | : | Ward 3 |
| <input type="checkbox"/> Mr A G Meyer | : | Ward 4 |
| <input type="checkbox"/> Mr J J L Viviers | : | Ward 5 |
-

ANNEXURE C.3

Proteaville Management Committee PHD Research on Decision-making

RESUMÉ of the FIRST WORKSHOP on DECISION-MAKING held in the offices of the Proteaville Management Committee, Bellville on 24 August 1993 at 17h00

WORKSHOP PARTICIPANTS

A C Louw (Chairperson)

Ms R Paarwater

A H Nichols

F B Louw

J Matroos

WORKSHOP FACILITATOR

H H Ballard

CONTENT

1. INTRODUCTION AND ORIENTATION

The workshop facilitator welcomed all the participants who were present and introduced himself. The facilitator then proceeded to explain the following items detailed on the workshop agenda:

- Theory of decision-making
- Research already undertaken
- Objective of the present research
- Bellville City Council as case study
- Importance of study
- Normative criteria identified for decision-making.

2. VALIDATION OF NORMATIVE CRITERIA

The meeting accepted all the normative criteria unanimously as explained and presented to them by the facilitator.

3. DATE OF NEXT WORKSHOP

The next workshop is scheduled for Tuesday, 5 October 1993 at 17h00.

4. CONCLUSION

The facilitator expressed his appreciation for all the contributions made by those present.

The workshop terminated at 19h30.

WORKSHOP FACILITATOR

ANNEXURE C.4

Civic Association of Bellville PHD Research on Decision-making

RESUME of the FIRST WORKSHOP on DECISION-MAKING held at 14 Aaron Figaji Road, Beroma, Bellville on 27 September 1993 at 20h00

WORKSHOP PARTICIPANTS

V Braam (Chairperson)

G Weber

C Jacobs

G Mc Crae

R Kleinsmith

WORKSHOP FACILITATOR

H H Ballard

CONTENT

1. INTRODUCTION AND ORIENTATION

The workshop facilitator welcomed all the participants who were present and introduced himself. The facilitator then proceeded to explain the following items detailed on the workshop agenda:

- Theory of decision-making
- Research already undertaken
- Objective of the present research
- Bellville City Council as case study
- Importance of study
- Normative criteria identified for decision-making.

2. VALIDATION OF NORMATIVE CRITERIA

The meeting accepted all the normative criteria unanimously as explained and presented to them by the facilitator.

3. QUALIFICATION

The Civic Organisation of Bellville resolved to place on record that it rejected Bellville City Council as a non-democratic, non-legitimate and non-representative public institution and further resolved that participation in this research would contradict its stance as detailed above.

4. PROVISIONAL DATE OF NEXT WORKSHOP

The meeting acceded to the request with reservation to grant a second workshop and agreed to schedule it provisionally for Monday, 4 October 1993 at 20h00 subject to the following conditions:

- That the Civic Organisation of Bellville reserve the right to request the researcher to withdraw all the contributions made in toto at any point during the process; or
- That the Civic Organisation of Bellville reserve the right to permit the researcher to use only certain contributions made, subject to certain conditions being met, which are still to be determined.

5. CONCLUSION

The facilitator expressed his appreciation for all the contributions made by those present.

The workshop terminated at 22h10.

WORKSHOP FACILITATOR

ANNEXURE D

Refined Model Scores After Joint Workshop

REFINED MODEL SCORES AFTER JOINT WORKSHOP
Decision Case 1 : Application for Residential Permit

ANNEXURE D

BELLVILLE CITY COUNCIL

| SCORE WEIGHT | LEGITIMACY | | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|------------|-----------|----------------|---------------|----------------------------|----------------|---------------|--------------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | COST JUST. | |
| | 25 40 | 75 100 | 50 (N/A) 20 | 100 60 | 80 20 | 80 (60) 100 | N/A N/A | |
| COMPUTED SCORE | 70 | | | | 80 | | | 90 |
| WEIGHT | 100 | | | | 70 | | | |
| COMPUTED OVERALL SCORE | = 83 (79) | | | | | | | |

BELLVILLE FEDERATION OF RATEPAYERS' ASSOCIATION

| SCORE WEIGHT | LEGITIMACY | | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|---------------|-----------|----------------|---------------|----------------------------|----------------|---------------|--------------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | COST JUST. | |
| | 70 (25) 70 | 75 100 | 70 (N/A) 50 | 100 70 | 60 30 | 60 100 | N/A N/A | |
| COMPUTED SCORE | 78 | | | | 60 | | | 90 |
| WEIGHT | 100 | | | | 80 | | | |
| COMPUTED OVERALL SCORE | = 46 (60) | | | | | | | |

REFINED SCORES DISPLAYED IN ()

PROTEAVILLE MANAGEMENT COMMITTEE

| | LEGITIMACY | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO | |
|------------------------|------------|-----------|--------------|----------------------------|----------|-------------|-----------------|------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | | COST JUST. |
| SCORE | 0 | 30 (70) | 0 (N/A) | 50 (100) | 0 | 0 (30) | N/A | 5 (50) |
| WEIGHT | 85 | 100 | 50 | 50 | 45 | 100 | N/A | |
| COMPUTED SCORE | | | | | | | | 80 |
| WEIGHT | | | | | | | | 75 |
| COMPUTED OVERALL SCORE | = 9 (42) | | | | | | | |

REFINED SCORES DISPLAYED IN ()

(Note: Civic Association of Bellville not represented at joint workshop)

REFINED MODEL SCORES AFTER JOINT WORKSHOP
Decision Case 2 : Investment of R15 Million

BELLVILLE CITY COUNCIL

| | LEGITIMACY | | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|--------------|-----------|--------------|------------|----------------------------|-------------|------------|-----------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | COST JUST. | |
| | SCORE WEIGHT | 25 | 30 | 90 | 100 | 100 | 100 | |
| COMPUTED SCORE WEIGHT | 20 | 40 | 80 | 100 | 100 | 100 | 100 | 100 |
| COMPUTED SCORE WEIGHT | 78 | | | | 100 | | | 100 |
| COMPUTED OVERALL SCORE | = 93 | | | | | | | |

BELLVILLE FEDERATION OF RATEPAYERS' ASSOCIATION

| | LEGITIMACY | | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|--------------|-----------|--------------|------------|----------------------------|-------------|------------|-----------------|
| | DEMOCRACY | COMMUNITY | ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | COST JUST. | |
| | SCORE WEIGHT | 25 | 0 | 100 | 100 | 90 | 100 | |
| COMPUTED SCORE WEIGHT | 85 | 85 | 95 | 100 | 100 | 100 | 100 | 85 |
| COMPUTED SCORE WEIGHT | 69 | | | | 95 | | | 85 |
| COMPUTED OVERALL SCORE | = 84 | | | | | | | |

REFINED SCORES DISPLAYED IN ()

PROTEAVILLE MANAGEMENT COMMITTEE

| | LEGITIMACY | | | EFFECTIVENESS & EFFICIENCY | | | SUFFICIENT INFO |
|------------------------|------------|------------------------|------------|----------------------------|-------------|------------|-----------------|
| | DEMOCRACY | COMMUNITY ORGANISATION | DEC MAKERS | BENEFITS | ACHIEVE OBJ | COST JUST. | |
| SCORE | 70 (25) | 0 | 100 | 100 | 100 | N/A (100) | 100 |
| WEIGHT | 85 | 85 | 95 | 100 | 100 | -(100) | |
| COMPUTED SCORE | | 62 | | | 92 | | 90 |
| WEIGHT | | 60 | | | 100 | | |
| COMPUTED OVERALL SCORE | = 89 (84) | | | | | | |

REFINED SCORES DISPLAYED IN ()

(Note: Civic Association of Bellville not represented at joint workshop)

ANNEXURE C.5

Participants of the Joint Workshop Held on 15 December 1993 in Committee Room "E", Civic Centre, Voortrekker Road, Bellville

City Council of Bellville:

Councillor D B G le Roux

Councillor G J Smith

Director Administration: Mr I S de Villiers

Proteaville Management Committee:

Mr A C Louw

Mr F B Louw

Bellville Ratepayers' Association:

Mr J T Snyman: Ward 6

Mr C J van Tonder: Ward 3

Mr A G Meyer: Ward 4

Mr F R Rademeyer: Ward 6

The Civic Association of Bellville did not participate.