AFRICA UNIVERSITY
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A STUDY OF CITIZEN ENGAGEMENT MECHANISMS IN JUBA CITY, SOUTH SUDAN

BY

KIZITO CANDIDO

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Abstract

The study sought to explore the citizen engagement mechanisms in Juba City, South Sudan. Since the breakaway of South Sudan from Sudan in 2011 there have been complaints that the local authority of the capital city Juba were not involving the residents of Juba in the running of the affairs of the city and this was being attributed to the deterioration of service delivery in the city. The study also sought to assess the citizen engagement mechanisms as a tool for local government democratic and sustainable service delivery. The study used questionnaires, interview schedule and document analysis schedule to collect data from the participants who among others comprised of the mayor, the councilors, residents and members of the civic society. It was found out that the council does not have deliberate citizen engagement tools for mobilizing the views of the residents and this was attributed to the view that the management of the council does not value the inputs from the residents. The study also revealed that respondents were not satisfied with their level of involvement in the affairs of Juba City Council. The hindrances to residents' engagement included political environment which is not conducive due to the effects of the war and political polarization. Central government's interference in the affairs of the local authorities is another aspect that makes it difficult for the council to independently engage the residents. In the light of the above findings the major recommendations are: expansion of engagement platforms, capacity building of city leadership and council management on the benefits of citizen engagement as well as how to engage citizens in the affairs of the council. Furthermore, for the council to ensure holding of free and fair local government elections to enable the residents to allow for effective citizen engagement even at top leadership level of the city.

Keywords: Citizen engagement, devolution, participatory democracy, local government

Declaration Page

I declare that this dissertation is my original work except where sources have been cited and acknowledged. The work has never been submitted nor will it ever be submitted to another University for the award of a Degree.

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Students Full Name   Student's Signature (Date)

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Main Supervisor's Full Name   Main Supervisor's Signature (Date)

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Dedication

I dedicate this work to my late father Mr. Candido Ali Wako and my late step mother

Margareta Dawa

List of Acronyms and Abbreviations

AU   African Union

AWEPA   Association of European Parliamentarians with Africa

LGA   Local Government Act

JCC   Juba City Council

WB   World Bank,

UN   United Nations

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CHAPTER 1: INTRODUCTION

1.1 Introduction

Republic of South Sudan is a landlocked country in northeastern Africa that gained its independence from Sudan on the 9th of July 2011(Kimenyi, 2012). This followed a referendum that passed with 98.83% of the votes. The capital of South Sudan is Juba and the country is bordered by Sudan to the north, Ethiopia to the east, Kenya to the southeast, Uganda to the south, the Democratic Republic of the Congo to the southwest, and the Central African Republic to the west. South Sudan includes the vast swamp region of the Sudd, formed by the White Nile which is locally known as the Bahr al Jabal. The territory of South Sudan comprises the areas that constituted the former Southern Provinces of Bahr-El-Ghazal, Equatorial and Upper Nile as they stood on January 1, 1956. In size, the area of Southern Sudan is 250,000 square miles (or 640,000 square kilometer) and covers one third of Sudan (Kimenyi, 2012). It has a population of approximately 10 million people.   The people of South Sudan are predominantly Nilotic (80%), while Bantus and Sudanic ethnic groups constitute about 20% of the population. Southern Sudan is an "all embracing homeland for its people and others who are multi-ethnic, multi-cultural, multi-lingual, multi-religious and multi-racial entity where such diversities peacefully co-exist."

The economy of Southern Sudan is largely a subsistence economy predominated by the agricultural sector, followed by trade and commerce and it has many niches of national resources such as oil and minerals. According to the World Bank (2014), the average population lives on less than one Unites States dollar a day. This gives a clear indication of the level of poverty and inadequacy in basic services delivered to the people.   The 39 years of civil war in the Sudan (1955-1972, 1983-2005 and 2013-to-date) have caused

enormous social, economic, cultural, infrastructure and environmental destructions, particularly in Southern Sudan. The various types of local government systems set up since the formal independence in1956 were never stable due to frequent changes of administrations and types of governments.

When it comes to the governance system of South Sudan, decentralization is the guiding principle. Its territory consists of ten States (Northern Bahr el Ghazal, Western Bahr el Ghazal, Warrap, Lakes, Western Equatoria, Central Equatoria, Eastern Equatoria, Jonglei, Upper Nile, and Unity) with an approximate population of one million people per state. Each State is divided into 7 to 10 local government authorities given a population range of 100,000 to 150,000 people per local authority, in accordance with a local government legislation due for enactment by the Southern Sudan Legislative Assembly. The total number and the boundaries of each local government authority is determined according to a criteria approved by the Southern Legislature.

1.2 Brief background to the local government system in South Sudan

Local government refers to the provision and maintenance of public services and infrastructure at local levels utilizing funds generated from the local community, in addition to grants and loans from central Government, and other sources (Wekwete, 2006, p.3). According to Dollery and Wallis (2001,p.14) local government refers to specific institutions or entities created by national constitutions (Brazil, Denmark, France, India, Italy, Japan, Sweden), by state constitutions (Australia, the United States), by ordinary

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legislation of a higher level of central government (New Zealand, the United Kingdom, most countries), by provincial or state legislation (Canada, Pakistan), or by executive order (China) to deliver a range of specified services to a relatively small geographically delineated area. Emerging from the above definitions is the idea that local government refers to the establishment of participatory and democratically elected structures that can identify with the needs of the people at grassroots level and ensure the translation of those needs into the actual programs and projects and maintenance of essential services. Local governance is a broader concept which encompasses the direct and indirect roles of formal institutions of local government and government hierarchies, as well as the roles of informal norms, networks, community organizations, and neighborhood associations in pursuing collective action by defining the framework for citizen-citizen and citizen-state interactions, collective decision making, and delivery of local public services (Bailey 1999, p.21). Emerging from the above definitions is also the notion that good local governance is not just about providing a range of local services but also creating space for democratic participation and civic dialogue, thus facilitating outcomes that enrich the quality of life of residents. It is against this background that this research interrogates the mechanisms of citizen engagement being used by Juba City fathers.

South Sudan has a rudimentary system of local government that evolved from many different models from 1821 to 2006 (Goss 2001, p.33). Local government councils in South Sudan grew from two provinces, namely Equatoria and Upper Nile (1821), which were later subdivided into three by splitting Equatoria into Equatoria and Bahr EL Ghazal provinces, and further split in 1976 into six provinces, Jonglei, Upper Nile, Bahr El Ghazal, Lakes, Western and Eastern Equatoria. The same provinces were amalgamated in

1983 into three regions, Equatoria, Bahr El Ghazal and Upper Nile, and subdivided again in 1994 into ten States. All this period, sadly, witnessed the over-centralization of authority, powers, and service delivery by the central government in Khartoum, and the under-development of Southern Sudan (UNDP 2009, p.44).

Sudanese people from both the North and the South lived under a highly centralized system of direct rule for 130 years under the two colonial regimes of the Turko-Egyptian rule (1821-1898) and the Anglo-Egyptian rule (1899-1955) (Goss 2011). They experienced different forms of decentralization for 55 years before and during the Sudan post-independence period (1951-2006). During the same period, Sudan experienced a protracted civil war that devastated the South and its inhabitants, rendering the concept of decentralization meaningless as national experience to be proud of, except for the wealth of knowledge gained in the variety of forms of decentralized government. Until 1975, Southern Sudan had 24 local government councils, of which 21 were rural councils and 3 were town councils (Goss, 2011). These councils were simply administrative units of provinces exercising de-concentrated and delegated powers to maintain law and collect revenue on behalf of the provincial authorities.

In 1981, these local government councils were divided into 48 area councils, to which local government power authority was devolved, and thus became the level of government the closest to the people (Goss, 2011, p. 12). Between 1983 and 2005, these local councils proliferated to the present number of 79. During the same period of time, power and authority were withdrawn from garrison town councils and given to States under the 2003 Local Government Act. The ones in the SPLM/A liberated areas were maintained without

any legal status due to the war situation. Whichever option for decentralization of authority and power the Government of Southern Sudan opts for, will be rendered meaningless as long as these previous experiences are not taken into account in the processes of designing a new system of local government and a new legislation for Southern Sudan.

The Local Government Commission, headed by a Chairman and supported by Board members, is responsible for overseeing the local government systems in the Republic of South Sudan (GOSS, 2014). The Republic of South Sudan is comprised of three provinces Bahl el Ghazal, Equatoria and Greater Upper Nile, which are subdivided into 10 States and 86 counties (localities) (Kimenyi, 2012; Maps of World, 2014). The local government tiers consist of County, Payam (district) and Boma (village) in rural areas, and city, municipal and town councils in urban areas. Each local government has two organs: the urban council and the rural council (AWEPA, 2012).

The Association of European Parliamentarians with Africa (AWEPA) in cooperation with South Sudan's Legislative Assembly (SSLA) and State Assemblies are working on capacity building programs to contribute to achieving meaningful participatory leadership, good governance, accountability and improved service delivery in South Sudan through an effective legislature since 2007 (AWEPA, 2012). The Local Government Act (LGA) 2009 sets the objectives for promotion of self-governance, enhancement of the participation of people and communities in maintaining law and order, promotion of democratic, transparent and accountable local government, encouragement of communities and community based organizations in local governance, and promotion of dialogue among local governments (AWEPA, 2012). The ICSS (2011) has laid a

foundation for a decentralized government, and transfer of power, authority and responsibilities to local governments, and there is an ongoing discussion on an anticipated new Constitution (AWEPA, 2012).

The most serious constraint to implementing a decentralized system of governance in South Sudan is the lack of administrative capacity at the national, state and local levels (Kimenyi, 2012). There is lack of trained personnel to manage the public sector and to work in local capacity development. There is also a lack of equitable sharing of natural resource revenues among entities for essential services and for strengthening decentralized local government (Kimenyi, 2012). There are very few institutions of local government outside the capital, Juba and in a few of the oil producing areas (World Bank, 2013). In light of the constraints mentioned above this research sought to find out the mechanisms local authorities are using in order to engage the residents/citizens.

Juba became the world's newest national capital city on 9 July 2011 when South Sudan formally became independent from the Republic of the Sudan (Kimenyi, 2012) and it is the largest city of South Sudan. It also serves as the capital of Central Equatoria, one of the ten states of South Sudan. The city is situated on the White Nile and functions as the seat and metropolis of Juba County. Juba itself was established in 1922 as a small town by a number of Greek traders who were mostly supplying the British Army at the time. Although their number never exceeded 2,000 inhabitants, the Greeks contributed in what is today visible structures downtown Juba Market area as well as the Greek Quarters, a small suburb which today is called Hai Jalaba (AWEPA, 2012). Examples of the development by the Greeks are public buildings such as the beautiful stone buildings of

Ivory Bank, Notos Lounge, the old Sudan Airways Building, Paradise Hotel, Nile Commercial Bank and Buffalo Commercial Bank, among others.

According to Juma John (2011) Juba is led by a city council headed by a Mayor. The current council was formed in March 2011and a ministerial committee to keep Juba clean and sanitary was also created by gubernatorial decree at the same time. Prior to March 2011, the area now administered by Juba City Council was divided into Juba, Kator, and Munikipayams. This study sought to investigate the mechanisms Juba City Council is employing in its effort to engage the citizens.

1.3 Statement of the Problem

The City of Juba has a well-established organizational structure and it is documented that it uses democratic principles in its local governance including citizen engagement in the public affairs of the city (Local Government Act, 2013, p.12). To date little is known about the citizen engagement mechanisms Juba local authority has been using during the period 2011 to 2015 in promoting citizens' involvement in the public life of the city. In addition, effectiveness of the city's citizen engagement mechanisms has not been explored. Therefore, this study sought to investigate the citizen engagement mechanisms of Juba City and the extent to which they have been effective in promoting and sustaining the lives of the citizens.

1.4 Research Objectives
The study sought to achieve the following objectives;

a. To identify citizen engagement mechanisms Juba City Council uses to promote
   people's involvement in the public life of the city.

b. To assess the mechanisms used by Juba City Council to involve citizens in decision making.

c. To identify the initiatives which citizens are using to contribute towards the Juba governance system.

d. To propose strategies of engaging citizens in decision making.

1.5 Research Questions

The proposed study endeavored to answer the following questions;

a. What are the citizen engagement mechanisms Juba City Council uses to promote people's involvement in public life of the city?

b. What are the mechanisms being used by Juba City Council to involve citizens in decision making?

c. What are the citizens' initiatives to contribute towards the Juba governance system?

d. What are the strategies of engaging citizens in decision making that Juba City Council can employ?

1.6 Hypothesis

The study was guided by the hypothesis which read, "Juba Council has some citizen engagement mechanisms in place to enable citizens to contribute to the decision making process but they are not effective". These mechanisms are according to the Act of parliament governing local governance in South Sudan.

1.7 Delimitations

The study was restricted to the city of Juba focusing on the mechanisms of citizen engagement mechanisms being used by the council in decision making. The study

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interrogated the various pieces of local governance legislation in South Sudan and the extent of Juba's compliance. Selected citizens of Juba, the local authority leadership, management and staff participated in the study.

1.8 Limitations
Research in social science is difficult for many reasons. Perhaps the most challenging factor in this instance is that some Juba citizens required to participate in the study were not accessible because of political instability in the country. In other words as a result of the war that has ravaged South Sudan, the respondents were suspicious and would not volunteer information easily. The researcher had to make use of reference letters from the Ministry of Local Affairs to get the cooperation of the participants.

In addition the resources required by the researcher to undertake the study in South Sudan while residing and working in Zimbabwe were difficult to mobilize and so was the time to go to Juba to collect data. However, efforts were made to innovatively come up with remedies to the challenges that would be encountered. Thus the researcher borrowed from friends and family members and a research assistant was engaged in Juba and completed the data collection process under the guidance of the researcher.

CHAPTER 2: REVIEW OF RELATED LITERATURE

2.1 Introduction

This chapter covers the theoretical framework which informed the study related literature that was reviewed by the researcher and this includes the reasons for reviewing literature when carrying out the study. The review dwelt on what constitutes local government, the meaning of citizen engagement, the approaches used in citizen engagement, challenges encountered in the process of engaging citizens among many other sub-topics.

2.2 Theoretical Framework

The study was informed by the theory of participatory democracy.

Participatory democracy is a process of collective decision making that combines elements from both direct and representative democracy (Osborne, 2000). This means that citizens have the power to decide on policy proposals and politicians play the role of policy implementation. The theory espouses the notion that facilitating citizen participation in decision-making processes can augment electoral democracy as this builds trust and confidence and through managing or resolving disputes that cannot be arbitrated by elections alone (Dollery and Wallis, 2011,p. 14) .

According to Putnam (2004, p. 45) involving citizens in community policy-making, as is found in the theory, improves information flow, accountability, and in the process; gives a voice to those most directly affected by public policy. Fundamentally, participation is intrinsic to the core meaning of democracy and is essential for good governance. Democracy theorist Robert Dahl emphasizes the notion of "effective participation" i.e., citizens having an adequate and equal opportunity to express their preferences, place questions on the agenda, and articulate reasons for endorsing one outcome over another.

One practical outcome of participation is the creation of "social capital". Social capital is the trust and confidence that is developed when people or government and civil work towards a common good in life with no conflict (Putnam, 2004 and Sithole, 2014). Thus, social capital is the basis of legitimacy for official government institutions and is necessary for effective and efficient governance. Without social capital, the trust and confidence reduce, then progress of government efforts can be hindered; in the long run, communities without trust are dysfunctional and in the worst scenarios violence among contending social forces can erupt (Dollery and Wallis (2001,p.14).

2.3 Functions of local government

According to Cogan & Sharpe (1986. p. 283), councils achieve their goals and fulfill the following functions:

   a. **Planning and monitoring**

Local governments set the overall direction for their municipalities through long-term planning. Examples include council plans, financial plans, municipal strategic statements and other strategic plans. Setting the vision, and then ensuring that it is achieved is one of the most important roles of local government.

   b. **Service delivery**

Local government is responsible for managing and delivering a range of quality services to their communities, such as public health and recreational facilities, local road maintenance, and public libraries.

c. Lawmaking & enforcement

Local governments legislate and make decisions in areas over which they have legislative authority. Local laws are not allowed to replicate or be inconsistent with state and federal laws or the operative planning scheme.

The laws made by local governments are called local laws and cover issues such as the activities permitted on public land, animal management, and use of infrastructure.

Local governments are also responsible for enforcing local laws and other legislation over which they have authority. The activities of local governments are guided by policies. Developing and implementing these policies are key functions.

d. Citizen engagement

Governments across the world, especially at the local level, are experimenting with different ways to engage citizens in decision-making (Smith 2005, p. 11). The nature and purpose of these initiatives varies greatly but they are united in so far as they aspire to deepen the ways in which ordinary people can effectively participate in and influence policies which directly affect their lives (Fung and Wright 2003, p. 5).

This means that citizen participation is a process which provides individuals an opportunity to influence public decisions and has long been a component of the

democratic decision-making process. The roots of citizen participation can be traced to ancient Greece and Colonial New England (Cogan & Sharpe, 1986 p. 241). Before the 1960s, governmental processes and procedures were designed to facilitate "external" participation. In the United States of America citizen participation was institutionalized in the mid-1960s with President Lyndon Johnson's Great Society programs (Cogan & Sharpe, 1986 p. 283).

Public involvement is means to ensure that citizens have a direct voice in public decisions (Mize, 1972, p.151). The terms "citizen" and "public," and "involvement" and "participation" are often used interchangeably. While both are generally used to indicate a process through which citizens have a voice in public policy decisions, both have distinctively different meanings and convey little insight into the process they seek to describe. Mize reveals that the term citizen participation and its relationship to public decision-making has evolved without a general consensus regarding either it is meaning nor it is consequences (Mize, 1972, p.163).

There are tangible benefits that can be derived from an effective citizen involvement program (Cogan and Sharpe, 1986, p. 284) identify five benefits of citizen participation to the planning process:

    a. Information and ideas on public issues;

    b. Public Support for planning decisions;

    c. Avoidance of protracted conflicts and costly delays;

    d. Reservoir of good will which can carry over to future decisions; and

    e. Spirit of cooperation and trust between the agency and the public.

All of these benefits are important to the Juba City Council in its planning efforts, particularly the last three.

2.4 Defining Citizen Engagement

To put it simply, citizens of a community are "engaged" when they play an effective role in decision-making (Yang, 2006). That means they are actively involved in defining the issues, identifying solutions, and developing priorities for action and resources. According to Reid, (2000) citizen engagement entails that local leaders need to broaden their list of responsibilities to include roles as facilitator, supporter, collaborator, and empowerer of local community members. This change requires letting go of some of the traditional reins of power and trusting that citizens can and will effectively engage in the issues. Apparently, the result is a partnership that is nearly always healthy for a community.

From the above definitions one can glean that citizen engagement involves increasing citizens' knowledge about a community issue, encouraging citizens to apply that knowledge, using that knowledge to improve the community, creating opportunities for citizens to engage each other and ensuring that these opportunities are regular and on-going. The significance of engagement is encapsulated in these emerging notions.

2.5 Reasons for engaging citizens in the affairs if the local authority

There are multiple reasons for creating platforms that enable the members of the public to engage in the affairs of the local authority. When citizen participation programs are implemented effectively, more citizens are brought into the decision-making process, making government more responsive and effective (Carter and Beaulieu, 1992).

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Concurring Yankelovich, (1991) observes that at the heart of citizen engagement is the belief that local governments, community organizations and public agencies make better decisions and have greater positive impact on their communities when they increase the frequency, diversity, and level of engagement of community residents. Thus, government works best when citizens are directly engaged in policymaking and public service delivery. This explains why interest in citizen engagement programs for effective development has gained momentum.

Yankelovich (1991) and Yang (2006) concur on the following summary of benefits for engaging citizens in the affairs of the local authority:

a) Increase the likelihood that projects or solutions will be widely accepted. Citizens who participate in these processes show significant commitment to help make the projects happen:-

b) Create more effective solutions. Drawing on local knowledge from a diverse group creates solutions that are practical and effective:-

c) Improve citizens' knowledge and skills in problem solving. Participants learn about the issues in-depth. Greater knowledge allows them to see multiple sides of the problem. Citizens can practice communication and decision-making skills:-

d) Empower and integrate people from different backgrounds. Groups that feel ignored can gain greater control over their lives and their community. When people from different areas of the community work together, they often find that they have much in common:-

e) Create local networks of community members. The more people who know what is going on and who are willing to work toward a goal, the more likely a community is to be successful in reaching its goals:-

f) Create several opportunities for discussing concerns. Regular, on-going discussions allow people to express concerns before problems become too big or out of control:- and

g) Increase trust in community organizations and local governance. Working together improves communication and understanding. Knowing what local government and community leaders can and cannot do may reduce future conflict. Being involved shows citizens they can make positive changes in their communities. It should also be noted that the process of change can be frustrating and slow, and limited by laws and administrative rules.

As can be inferred from the above discourse the arguments in favor of enhancing citizen participation frequently focus on the benefits of the process itself. Nelson and Wright (1995), for example, emphasize the participation process as a transformative tool for social change. In addition, citizen involvement is intended to produce better decisions and thus more efficiency benefits to the rest of society (Beierle, 1999 and Thomas, 1995).

2.6 Citizen engagement mechanism

Fung and Wright (2003, p 5) list the following mechanism which local councils can employ to engage the communities in the everyday management of a local authority.

a. **Provide an Easy-to-Use Platform for Innovation and Engagement**

When it comes to interacting with government, citizens should be empowered and engagement should be easy. They should be able to quickly retrieve data, submit forms and find the information they need.

b. **Empower Citizens**

Give some authority and power in the decision-making process to citizens closest to the issues think neighborhood groups, councils and/or community activists as they can provide insights on funding allocations and cultural issues, and help develop community partnerships.

c. **Develop a Comprehensive Communications Strategy**

For citizen engagement to truly work, government must create a comprehensive communications strategy that includes reaching out and broadcasting to citizens on a routine basis via email, SMS, social media, advertisements, door to door, at in-person events or hosting informational sessions.

d. **Provide Incentives**

For citizen engagement to really work, there needs to be incentives for both citizens and government employees, and how to incentivize is a decision that requires a manager to invest the time to focus on what will motivate the team while also aligning with budgetary and legal restrictions.

e. **Provide Sufficient Staffing, Resources and Success Metrics**

Clear goals, objectives and measurements must be identified to track citizen engagement initiatives and proper staffing and resources must be allocated to the initiative. Retaining a sense of fairness as to how resources are allocated across a city is also essential.

The other areas that will be reviewed include Participation, Public Life, Local government council, Councilors, Local authority, Centralize system, Decentralization, Provincial authority, Legislation, Participatory leadership, Good governance, Service delivery, Accountability, Self- governance, Community based organization, Democratic Principle, Effectiveness of local governance systems among many others.

2.7 How to develop a Citizen Engagement Plan

Citizen participation is a tool to help the community make better decisions. Citizen engagement involves the development of a plan which is made up of many steps and opportunities for participation from across the community (Nelson and Wright 1995). Further, Nelson and Wright (1995) assert that a plan will help identify why citizen participation is necessary, what it is people hope to achieve, and the processes used to get there. According to the U.S. Environmental Protection Agency (1990) a good citizen engagement plan comprises of the following strategic elements:-

First Step: Define the Issue

It is often helpful to frame the problem as an issue for which the community needs to discuss alternatives, solutions, and consequences. Examples include oneth opportunities (rather than oneth curfews), economic development (rather than the proposed "big-box" store), or environmental quality (rather than the proposed landfill). This allows multiple community groups to define the issue and identify a wider range of solutions. Framing an issue in positive or neutral terms sets the right one from the start.

It is vital to make sure that the scope of the problem is appropriate and feasible. Tasks that are too broad and vague are likely to fail (Skocpol, and Fiorina, 1999). Such goals as "bringing prosperity to all of Jonglei County" are probably not realistic. Creating a program to encourage entrepreneurship and support existing small businesses is more likely to attract people and more likely to bear fruit. Emerging from the above is the idea that tasks that are too narrow are unlikely to attract the interest of a wide variety of people hence. Thomas (1995) advises that if there is a small problem that needs to be addressed quickly, by all means, engage willing citizens. There is therefore, need to keep the effort proportionate to the problem.

Second Step: Identify the Purpose and Degree of Citizen Engagement

There is need to the question, Why there is need to get people involved in oner project (Schafft, and Greenwood 2003)? Thus there is need to identify what one want to

accomplish by getting people involved. This will entail coming up with goals at the outset. Schafft, and Greenwood (2003) advises that one needs to come up with answers to address critical issues such as:-

a. Whether there is a need to inform people about a project, or help them understand a problem or opportunity.

b. Whether there is a need to get a public feedback about a project, program or decision:-This may require the application of tools such as Delphi techniques, and roundtable discussions (focus groups).

c. Whether there is need to directly deal with citizens throughout the decision-making process, drawing on their expertise to make recommendations. Primary tools to engage the public include dialogue sessions, citizen juries, public issues forums, and charities.

d. Whether there is need to create long-term partnerships among participants and community groups that will implement the solutions they create. Primary tools for this goal include study circles and community task forces. Any one of these approaches might be appropriate. Apparently, the best method depends on the issue at hand, oner organization's goals, the stage in the process, the stakeholders involved (all those that can affect or will be affected by the decisions); and legal and administrative restrictions.

The above questions indicate the importance of determining the purpose and ways in which citizens in a local community can be engaged so as to improve service delivery. These are very critical issues that need to be addressed if participatory governance at local government level is to be achieved.

Many public agencies require public comment periods and/or public hearings for proposals and rule changes (Schafft and Greenwood, 2003). There may be a need to consult with organizations' by-laws and administrative policies as one develops the plan. One may identify multiple purposes for encouraging community participation in oner project. In this case, one might devise a multi-step plan that uses different levels of involvement at each stage.

Engagement efforts that take less time given the importance of the topic or which seem to seek limited citizen input on controversial ideas will lose credibility and, ultimately, community support (Reid, 2000). This may lead to alarmed citizens during the final stages of a project and may lead to disgruntled citizens who attend meetings to derail a process that is nearly complete. Even if such a project is completed on schedule, the project will likely be seen as "ramrodded" through the process. The group that initiated and carried out the project is likely to see its credibility damaged and future projects viewed with immediate suspicion (Lukensmeyer and Kamensky, 2006). At this stage, it is a good idea to develop a project team to plan the engagement process. The team would have responsibilities inclusive of selecting tools for citizen participation, identifying and recruiting participants, publicizing the effort, developing background information, designing benchmarks and criteria for evaluation, reporting the outcomes of the process; and making recommendations based on the outcomes.

This team should represent a diverse group of citizens and organizations the same types of people that one would like to see participating in the process.

Third Step: Identify Tools for Engaging Citizens

There are a number of tools that one can use to engage citizens in oner project. In this section, the tools are arranged according to the following goals: to inform, to consult, to engage and to collaborate (Lukensmeyer and Kamensky 2006; Reid, 2000). Interviews and surveys are methods for identifying and prioritizing issues within a community. The information provides decision-makers with broad-based, reliable, and valid data to craft policies and programs and gauge the impact of these policies and programs on community groups. According to Pruitt and Rubin, (1986) this information could be used to describe the demographic characteristics of local residents, assess citizens' priority areas related to issues, problems, and opportunities, provide citizens a platform to voice their opinions; assess relative support for policy or program initiatives; and evaluate and assess the impact of current programs, policies, and services provided in the community.

An example might be regularly surveying program participants to gather impact data that can be shared with funding agencies. Another example is a community-wide human services needs assessment, which identifies the type of social services needed in the community.

There are two main approaches to gathering data from community residents that we cover here: key contact interviews and surveys.

Key contact interviews are discussions with individuals who have first-hand knowledge of and experience in the community or organization (Pruitt and Rubin, 1986). The individual's interviewed can offer their insight into how the community or organization

works, the primary issues of concern, and potential opportunities for growth and change. Key contact interviews are especially useful for getting in-depth information from a limited number of experts, particularly about sensitive or pressing topics. Key contacts are members of the community who have had professional training, who possess personal knowledge and experience, who have access to resources, or hold prominent positions in the community (Pruitt and Rubin, 1986). Key contacts may include elected officials, leaders of public service organizations, agency administrators, service agency professionals or influential individuals within community or nonprofit organizations. For example, if one is studying environmental issues in the area, key contacts might include leaders of local environmental groups, land use planning officials, county conservation district officials, health agency administrators, and natural science teachers in the school district. Often, a snowball technique is used, in which key contacts are asked to identify other individuals with important information on the topic. Those additional individuals also are asked to provide information.

The purpose of surveys is to systematically collect data from a set of community residents. Information is gathered through a carefully designed questionnaire.

Pruitt and Rubin (1986) proffer the idea that surveys can be used to learn more about a community such as demographic characteristics, including as age, sex, income, education, access to community resources. Furthermore, health care and/or insurance, work sites, exercise and recreational opportunities, transportation options, opinions, attitudes, or beliefs about community issues or policies. Also, behaviors in relation to community services or programs such as the use of recycling facilities and visits to parks/recreation centers.

Surveys can also help to evaluate how specific programs or services are used. Conducting a survey that gives useful, valid information requires careful attention to selection of people to survey, how questions are asked, how the survey is distributed, and how the survey data is analyzed (Lukensmeyer, and Kamensky 2006).

Selecting people to survey: First, define the specific group of people to be included in the survey (Melo and Baiocchi 2006).For example, if one wants to know how people evaluated county health services, then there is need to talk with the users of that service. One need to clearly define which services and what it means to be a 'user' (i.e., one visit versus regular client, one service versus multiple, etc.).

In some situations, one will be able to find, recruit, and survey all the individuals need. For example, one might be able to recruit the 50 people who participated in a community exercise program in the last year (Lukensmeyer, and Kamensky 2006). However, in most situations, it may not be possible to have enough money to contact everyone in this population. Instead, one has to select a sample, or a small portion, of the entire population. A good sample accurately represents the whole population. This allows one to assume that the patterns seen in the survey findings are a representation of the patterns one would have seen if the entire population had been surveyed.

Generally, random samples are the best way to ensure that the sample represents the population. Random sampling ensures that each person has an equal probability of being selected for the survey (Melo and Baiocchi. 2006). Approaches not based on random

sampling are appropriate when trying to contact a hard-to-reach population, or when trying to reach an "unofficial" group (such as community leaders).Non-random selection techniques include snowball sampling (asking each person to identify additional people) and convenience sampling (contacting people at allocation they are likely to be, such as a store) (Lukensmeyer, and Kamensky 2006).Once people required in the study have been identified, then there is a need to develop a contact list of them. It may be possible to use existing lists (such as registered program participants), or to work with other organizations to develop a list (such as through tax records or telephone books) or buy a list from a business that specializes in survey research (Melo and Baiocchi. 2006). No matter what source is used, be sure to think about who is not on the list. For example, tax records will not include renters, and telephone books can be very out-of-date and do not include unpublished numbers or cell phone numbers (Lukensmeyer, and Kamensky 2006).

Asking good questions: Here are a few guidelines for writing good survey questions. Lukensmeyer and Torres (2006) prescribe the following questions that seek answers on be straightforward and easy to understand for everyone surveyed, ask about only one issue, be short and specific, use Standard English (or other language appropriate to the sample), avoid biased words and should not guide the reader to a particular or preferred answer, offer a balanced viewpoint (ask about both positives and negatives), have answer categories that include all possible answers and do not overlap; and invite people to answer.

On the format of the survey Leatherman and Howell (2000) write that the surveys should be formatted attractively, clearly printed, well organized, and easy to complete, as short

as possible ask only those questions related to goals and objectives at hand, organized logically with simple, non-threatening questions in the beginning.

Distributing the survey: Surveys can be distributed in multiple ways, each with their own advantages and disadvantages. According to Lukensmeyer and Torres (2006) some of the most common distribution methods include:

a) Mail: these are cost-effective, reaching a large group for a relatively low-cost per contact. However, they are not cheap: postage, printing, stuffing envelopes and tracking returns all take time and money. Mail methods may not work for some potential respondents, such as those with low reading/writing skills.

b) Hand out: surveys are handed out to a group of people attending an event or location. The surveys can be collected on site, mailed back, or collected at a later date. The number of events may limit the total sample size, and the sample may not be representative.

c) Drop-off/pick-up: teams of volunteers visit different parts of the community over several days, dropping off the surveys in the morning and picking them up later that day. A return envelope may also be provided for those not at home during the pick-up time.

d) Telephone: a well-trained interviewer establishes rapport, answers questions, and keeps the survey short. However, the sample may not be representative because it may be difficult to get a complete and accurate telephone list and would exclude those who do not have telephones in their homes. Telephone surveys can be very expensive to conduct because of personnel and telephone costs.

e) Face-to-face: this works well for populations that would not be able to respond to other approaches, such as those without telephones or who cannot read. However, this approach takes significant time and money, and results in a small sample size.

f) Electronic (web, email): web and email surveys are convenient for participants and make data entry very easy. Electronic surveys will not work for those who do not have access to a computer and the Internet, or without the computer skills needed to complete the survey.

Analyzing the data: Specific analyses will depend on the survey, but statistics most often used percentages and averages. These statistics can be calculated using basic spreadsheet software (such as Microsoft Excel). Some examples might include the percentage of people who participate in programs, or who would like to participate in programs if they were offered. One can develop prioritized lists of actions that municipal officials can implement. For instance, survey data can indicates the level of interest consumers have in buying locally produced food, or the average amount that consumers spend when they go to the farmers' market. Reports from quality surveys can be very powerful and provide important information to guide decision making.

Public Hearings

Public hearings are formal meetings at which individuals present official statements, their personal positions, or the positions of their organizations (Andrews et al, 2006). These types of hearings are often required when an agency or organization is creating or changing policies or rules. Public hearings offer the opportunity for statements to be included as part of the legal proceedings.

Public hearings are useful forums for hearing the range of community opinions about an issue. Typical public hearings consist of formal testimony and statements by individuals and organizations. Other options exist, however, that can increase the interaction among participants and officials (Andrews et al, 2006). For example, moderated small group discussions (such as the nominal group process described below) can be used to solicit input. Notes can be taken of these discussions and can be included in the formal record. Instead of one large meeting, several small meetings could be held at various times and locations, or with specific affected groups.

a. **Nominal Group Process**

The nominal group process is a good method to use when one wants to brainstorm, gather ideas, and prioritize issues. This process works best when a larger group of people is first brought together to discuss a community issue or problem. Participants then break into small groups of about six to 10 people. Each small group is given a question and the group members spend a few minutes writing down their ideas. After everyone has a chance to think about the question, they share their ideas with each other, each taking a turn, until all ideas are listed. A moderator or note-taker keeps track of all the ideas mentioned. A good moderator enhances this process by: seeking input from all members of the group; making sure no-one dominates the discussion; keeping the group focused on the subject at hand; and staying within established timeframes.

The note-taker from each small group then reports back to the larger group. This larger group then prioritizes the ideas. There are a few different techniques that can be used to prioritize, but most often participants vote to pick the ideas that have the highest priority for action. This prioritized list is then presented to the sponsoring organization. Because the nominal group process uses small group discussions, it encourages the participation of

those who may not feel comfortable talking in larger groups. It can be used multiple times, to gather ideas from different groups within the community.

b. Delphi Technique

The Delphi technique, like the nominal group process, is used to generate and prioritize ideas (Barker, et al 1987). Thus the Delphi technique does not require face-to-face meetings, so it is particularly useful to gather ideas from a large group or from people who cannot travel to a central location (such as people without transportation or who are spread out geographically). Instead, participants are given a series of surveys they can complete in their own time. This makes the technique unsuitable for the study of citizen engagement in Juba since all the respondents reside in Juba.

The basic idea of the Delphi technique is to give participants a chance to first give their ideas then react to the ideas of all the other participants in the process Barker, et al (ibid). First, select a group of people to participate. Depending on the issue one wants to learn about, these could be key contacts (people with knowledge of and experience in the community), members of a specific set of organizations, or a diverse set of community residents (Carter and Beaulieu 1992). All of these people are given a survey that asks them to list ideas about community problems, causes, and potential solutions. Then a report is written that summarizes all of the ideas gathered from the survey. This report is sent to the same set of people as the first survey, along with another survey. This second survey asks participants to react to the ideas outlined in the report and to prioritize the action steps (Lukensmeyer and Torres 2006).Based on the information from both surveys, another

report is written and shared with all participants as well as the sponsoring organization or group.

c. Roundtable Discussions

Focus groups are facilitated discussions with a small group of people (8-10) (Andrews et al, 2006). Focus groups are a powerful way to collect ideas, opinions, experiences, or beliefs about community issues. Focus groups allow for in-depth discussion of an issue, and the opportunity to clarify ideas and statements. Often, discussions between participants can yield new insights, beyond individual perspectives. Focus group participants are selected because they have some knowledge and experience with the issue. For example, focus group discussions about oneth opportunities in the community might include teachers and school district personnel, coaches or teachers in extra-curricular activities (arts, sports, music, science), parks and recreation officials, local nonprofit groups and oneth (Lukensmeyer and Torres, 2006).It is also important to make sure that the mix of people within a focus group will lead to good discussion, and that people feel comfortable sharing their thoughts. Generally, people within each focus group should be similar in background (such as age, ethnicity, or economic status) or have experience with the issue (Andrews et al, 2006). For the focus groups on oneth opportunities, it would be particularly important to have separate groups for the oneth participants, who may not feel comfortable talking in a group with adults.

Generally it is a good rule of thumb to conduct two to three focus groups for each different type of group. It is best to have more than one to ensure that the focus groups cover the range of themes and discussions within the population (Andrews et al, 2006). The more

focus group discussions one can afford, the greater the chances of capturing discussions that accurately reflect the most common views. For example, one would want to conduct two to three focus groups with adults on oneth opportunities in the community, and two to three focus groups with the oneth.

Facilitators in focus groups use a discussion guide. This guide is a script that covers the introduction of all the participants, the purpose of the focus group, the ground rules for discussion, the focus group questions, and the closing statements. The discussion guide should be the same across all the focus groups (Lukensmeyer and Torres, 2006). The main goal of facilitators is to make sure that the environment allows everyone to feel comfortable sharing their experiences and thoughts. This means that a good facilitator will enforce the ground rules, which often include: giving everyone the chance to speak, not making judgments about others' experiences, avoiding personal attacks, and listening to each other. The facilitators' responsibilities also include asking questions, clarifying any statements that might be unclear, intervening if discussions become heated, and keeping the group on time and on task.

d. Public Issues Forums

Public issues forums bring together a group of citizens to explore an issue of local or regional interest, such as land use, transportation, health care access, and economic growth (Andrews et al, 2006). The idea behind this approach is that most people may not have had the opportunity to learn and form an opinion about the issue. The forum approach allows each person to learn and think about the issue through moderated small group discussions with other community members who may have differing viewpoints.

Policymakers use this information to guide decision making. The size and duration of issues forums vary; they can be single small or large community meetings, or on-going meetings that occur regularly in a public building or someone's home. Participants self-select, they are not chosen by an external group (although how participants are invited will influence the composition of the group) (Andrews et al, 2006).Prior to the forum, each participant is given a neutral issue discussion guide that presents the overall problem and then three to four broad approaches. During the forum, small groups of participants discuss the issue, what appeals to them or concerns them about the potential approaches, and the costs, consequences and trade-offs of the approaches. The results of the forum are shared with policymakers.

Generally, multiple community organizations partner to plan issues forums and recruit participants. They also ensure that the discussion guide is nonpartisan and complete. This group also oversees the selection and training of moderators for the forum discussions.

e. Citizens Panels

Citizens panels bring together a random sample of 12 to24 people, often called a "jury," who represent the community (Knutson and Kowitz, 1977).The end result of a citizen panel is a set of guidelines, preferred options, and recommendations for decision makers. The jury is given a charge, usually in the form of a question or series of questions. Participants then have the opportunity to read background materials and hear testimony from and question experts on the issue. Moderated small group discussions consider multiple points of view on the issue, and the group ultimately reach a consensus on the best course of action. The panels present their recommendations at a public hearing. Juries

can be held within a short time period (about one week) or spread out over a series of months.

A core element of the citizen's panel is the random selection of jury members. Recruitment starts with a telephone survey that asks about opinions and attitudes on the issue as well as demographic information. Individuals who indicate interest are added to the jury pool (Knutson and Kowitz, 1977). Jurors are selected from the jury pool randomly to represent the diversity within the community.

f. Charrettes

Charrettes are community workshops that draw together a set of community members to develop a vision for the community's land use and design (Carter and Beaulieu, 1992). Thus, professional facilitators host the meeting, and create opportunities for structured discussion about participants' preferences for the laonet of the community. Charrettes are usually intensive and interactive, taking place over a short period of time (often two to three days or a short series of evening sessions).

Charrettes use a mix of techniques, such as background material, expert presentations, on-site visits, hypothetical case studies, and photographs and maps (Carter and Beaulieu 1992). Through the process, participants develop their set of preferences and expectations for the community's design and land use and engage in problem-solving exercises that help them think through the options and trade-offs. The result of a charrette is usually a framework or guiding document for planners, community development practitioners, and

local officials as they make decisions about community investments, economic growth and development, and allowable land uses.

g. Study Circles

Study circles are small groups of diverse citizens (8 to 12 people) meeting multiple times to discuss an issue of local concern (Carter and Beaulieu 1992). Study circles can occur individually or as part of a community-wide project in which multiple groups meet during the same time period. These community-wide projects end in an "action forum," where all study circle participants come together to discuss their findings and develop an action strategy to address the community problem.

Individuals are recruited and assigned to study circles so that each circle is diverse and representative of the community. Because study circles meet several times, participants build relationships of trust and common concerns. The study circle process creates an environment in which individuals can have constructive, respectful conversations (Carter and Beaulieu 1992). Trained facilitators moderate the discussions, and help the group establish agreed-upon ground rules. Study circle participants share multiple viewpoints about the issue, examine potential solutions, and identify preferred approaches. The community-wide public meeting, where the circles present their findings and recommendations, are often used to develop community taskforces or action teams around the issues identified by the circles.

h. Community Task Forces

A task force is a group of community volunteers that engages in multiple stages of a community improvement project, including defining the issues, gathering information, creating recommendations, developing action steps, and implementing action steps. Generally, community task forces are given a charge, such as addressing community concerns like economic growth, racism, crime, education, health care, or land use.

Task forces often have a 'kick-off' event, such as a forum or public meeting, to give the group their charge and recruit additional members. One common activity of taskforces is to conduct their own research to learn about the issue, such as by holding focus groups, conducting listening sessions, or administering surveys. As with most approaches, participant diversity is crucial. It is also essential that organizations that would be called on to implement recommendations be represented within the task force. By bringing representatives of community organizations and agencies together, it is easier to coordinate both new and on-going activities.

i.   **Electronic Methods of Deliberation**

Increasing numbers of businesses, households, and organizations have access to the Internet and email. Online access allows people to engage a larger portion of the public, in multiple ways, in discussions concerning community issues. Websites, discussion boards, list serves, bulletin boards, and video-teleconferencing provide avenues for individuals to access background materials and engage with experts and other participants (sometimes from far away) to offer suggestions, give recommendations, discuss options, and identify preferences. Electronic access can also help participants overcome barriers to participation, such as geographic location or availability.

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For example, online community dialogues allow participants to discuss a set of issues over a period of a few weeks. The sponsoring organization provides panelists and moderators to maintain the conversation. Participants respond to questions or potential recommendations offered by the panelists each day. The result is a set of prioritized issues and policy recommendations that can be used by decision-makers within the sponsoring organization.

Because not everyone has access, electronic methods are often matched with or offered as an alternative to face-to-face participation methods. For example, participants can read notes from face-to-face meetings on a website or bulletin board, and have the opportunity to provide additional thoughts or feedback through a moderated discussion list. Electronic communication methods, such as email updates and e-newsletters, are particularly important for keeping in touch with participants and sharing information and announcements.

j. Getting Help to Use These Techniques

Many of these approaches may seem daunting. Several of them involve large investments of time and resources – perhaps more than the organization can afford.

The Additional Resources section at the end of the guide lists several sources for a review. In addition, there are a number of local and state wide agencies, associations, and offices that may be able to assist one's organization or link to other available resources (Pruitt and Rubin, 1986).

Another good option includes colleges and universities (e.g. Juba International University) in the local area. Faculty and students are often looking for opportunities to work with community groups. Often, the public relations department of a college or university will be able to connect an individual with the appropriate department, professor or on-campus organization.

Finally, one might consider hiring a consultant if one needs specialized expertise. Because consultants are experts in their field, they bring knowledge, training, and experience to assist an organization as it decides among the options.

Fourth Step: Identify Individuals and Groups That Need To Be Involved

Who needs to be part of the project in order to accomplish the goals? Each person brings a set of skills, viewpoints, experiences, resources, and networks to projects. One needs to identify what the project needs, what it already has, what it is missing, and who can fill in these missing pieces. Identify groups and individuals that will represent the diversity of a community, especially those who may traditionally be underrepresented in community efforts (Pruitt and Rubin, 1986). It's particularly important to include stakeholders those people who can influence how a decision is implemented, and who may be affected by the decision. It is crucial to include all stakeholders in the process from the beginning. They can help make things happen (or stop them from happening), and provide important information about the potential impacts of oner group's decisions.

The kinds of groups and individuals one might consider include those that are more "established" as community leaders, such as government and other political officials,

business representatives, news media members, realtors and developers, and representatives from community and non-profit organizations. These individuals have significant experience with community affairs, and can often bring important skills and resources to the project (Pruitt and Rubin, 1986). They may be "gatekeepers" to additional resources and information, such as government bodies and grants.

Another place to look is existing community groups, such as those organized around neighborhood, environment, health, humanitarian, and education issues. It is also necessary to include those groups in the community that are often overlooked. These might include (depending on oner community): women, minorities, retirees, oneth, newcomers, immigrants, and those with low income.

Other good but uncommon groups to tap are those who have disagreed with or opposed one in the past (Reid, 2000). Some municipal officials who have had to handle opposition and criticism point out that those who care enough to oppose one by definition care about the same issues one do. Thus, it might be to one's advantage to seek those people. This is assuming that their opposition to one's ideas is not so vehement that a person will not be able to work together. Generally, more people will become involved if an issue directly affects them. Residents of a community might fear that a proposed change will harm them, their families or their property values. Others might not like the direction in which issues are headed. One can help these people by giving them an outlet for productive action. If one decide to recruit from issue-interested citizens, it is important to bring them in early so they can help formulate the solution to the matter that concerns them (Reid, 2000).Without "ownership" of the issue and solution, they will lack motivation to help

resolve the matter and will likely lose interest in not only the issue but also the organization.

i. Get Ready to Recruit

Before one starts working to bring in volunteers, it's important that the organization and the process be clear (Reid, 2000).For example, is it clear which committee handles what? Do the names of committees clearly describe what they do? Think of this analogy: Have one ever tried to call own county office and been baffled by the variety of departments and what each does? Does dog licensing fall under the Juba City Council police department or the county treasurer's department? The problem is the same for those who are interested in working with the organization.

The second important housekeeping item is strong leadership. People want to work with organizations that have leaders who can be understood and respected. If one's leadership is too diffused, or if there are no clear leaders, it is quite possible that many people will interpret to mean lack of clear objectives or that no one is in control. In general, people like to be led by a real, live human being and not a committee (Reid, 2000). In some instances, many volunteers believe that the leader is the organization.

ii. Remove Participation Barriers

Once one has identified who should participate in the study, the individual has to remove barriers to their participation. Ensure that one have multiple meeting dates/times and locations, to accommodate all types of participants. One might consider arranging transportation for those without access to cars or who cannot drive (Schafft, and

Greenwood 2003). If lack of child care is a potential barrier, arrange for on-site child care. One might also provide opportunities for those who could not attend the meetings in person to follow the progress of the group and submit comments, by providing an on-line community website with a calendar of events, municipal news, and a discussion forum. Some people may not feel comfortable because of social barriers, such as knowledge of the issue, comfort level with the group, language differences, or skills in community processes. One might consider hosting an orientation meeting for participants to learn about the group, the issues at hand, and the processes before the group officially meets.

Fifth Step: Develop a Plan for Recruiting and Retaining Participants

A plan for recruiting participants needs to identify who will be invited, how they will be contacted, and who will be responsible for inviting each group or individual (Schafft, and Greenwood, 2003).Recruitment generally occurs through "connectors" and "persuaders." Connectors are those who link people across multiple organizations and groups. These are the people who seem to know someone from every group, and can provide access to potential participants from that group.

Persuaders are those who have credibility within the groups they are trying to reach (Schafft, and Greenwood 2003). These individuals can speak to the legitimacy of one's organization's efforts, and the contribution that potential participants could make in representing their group.

Sixth Step: Create a Positive Environment for Citizen Engagement

To encourage continued participation, one must continue offering worthwhile experiences and opportunities. Part of this is organizing and running effective and efficient meetings

and resolving any conflict fairly and efficiently (Schafft, and Greenwood 2003). Another important part is making sure that the participants feel comfortable talking about and sharing their ideas during meetings and that their ideas are seriously considered.

2.8 Making Meetings Work

Community decisions can rarely be made without meetings. Meetings that are structured and conducted efficiently will provide the best opportunity for useful public participation. Poorly organized and run meetings make participants feel as if they wasted their time, and they are not likely to return.

Chaotic meetings also usually fail to accomplish their goals and reflect badly on the sponsoring organization.

The most important work for a meeting occurs beforehand by preparing the goals, objectives and agenda, and assigning individual responsibilities. Schafft, and Greenwood (2003) lists the following considerations to make meetings work:

a. Only hold a meeting if necessary. Ask onerself: Can the goal be accomplished another way, perhaps by a conference call or exchange of emails?

b. Establish meeting objectives. This will set the focus of the meeting and a standard by which the success of the meeting can be measured. Objectives should stress tangible outcomes (such as a written timeline of events) not the processes used to achieve the outcome (discussion of the timeline contents).

c. Create an agenda that lists topics for discussion, a presenter or discussion leader for each topic and the time allotted for each topic.

d. Circulate meeting information to all participants prior to the meeting, including meeting objectives, meeting agenda, location/date/time, background information and assigned items for preparation.

e. Encourage participants to be at the meeting.

f. Consider inviting a neutral person to facilitate if the discussion could be sensitive or controversial.

During the meeting, it is essential that participants feel there is respect for all participants and their input. Meetings must start on time so as not to punish those who are punctual. This also sets the stage for how serious one are about making the meeting effective. Stay on schedule, and stay on the topic at hand (Schafft, and Greenwood 2003). Meeting participants need to arrive on time, be prepared by having read the materials, participate in a constructive manner, and be respectful of other participants' time and thoughts.

2.9 Citizen Engagement and Democracy

Citizen participation in public affairs 'seems to hold a sacrosanct role in the political culture of democratic countries (Day 1997, 1). The enthusiasm for incorporating a role for citizens into democratic decision-making is not limited to the Central Government but also to the local government (for example, Nylen 2002, Trenam 2000, Buchy and Race 2001, OECD 2001). A central tenet to the enthusiasm accorded to citizen participation is the belief that citizen involvement in a democracy will produce more public-preference decision-making on the part of the administrators and a better appreciation of one's larger community on the part of the public (Stivers 1990, Oldfield 1990, Box 1998). King and

Stivers (1998) suggest that improved citizen participation could stem the deterioration in public trust evidenced by widespread hostility toward government entities. Indeed, the debate swirling around citizen participation is no longer 'representative government vs. citizen participation', but what type of citizen participation process is best (e.g., Konisky and Beierle 2001).

All citizens should be able to participate actively in the local democratic process. According to Fung (2001:41) local democracy gives citizens the freedom to participate in making decisions that are locally appropriate and serve the needs of the local community. Local democracy simply means rule by the people, giving people a say in the decisions that affect their lives and access to resources that are theirs. The UNECA Executive secretary as cited in Makumbe (1996) observed that the democratization of the development process, by which we mean the empowerment of the people, their involvement in decision making, in the implementation process is a "condition sine qua non" for socio-economic recovery and transformation. This simply means that the involvement of people in decision making results in the democratization of the development process.

2.10 Summary

In this chapter the researcher reviewed literature related to the mechanisms for engaging the citizens in the affairs of the local authority. It has been noted that there are various mechanisms which local authorities can employ in order to enable the citizens to participate in the affairs of the city. In the next chapter the researcher presents the methodology which was employed in this study.

CHAPTER 3: METHODOLOGY

3.1 Introduction

This chapter presents the methodology of the study in which various methods to be used in sampling, gathering, presenting and analysing data are discussed.

3.2 Research Design

The study adopted a mixed method approach, defined by Johnson and Onweugbuzie (2004, p.17-18) "as the class of research where the researcher mixes or combines qualitative and quantitative research methods in a single study."

Study Area

The study was carried out in Juba City Council in South Sudan. Juba City Council is the capital city of South Sudan. It comprises of low, medium and high density settlements.

3.3 Target Population

Target population according to Burns and Grove (1997) and Bell (1990) is "the entire aggregation of respondents or subjects that meet the designated set of criteria." In this study the target population comprised of Juba residents, JCC City leadership, government officials in the Ministry of Local Government, Governance and policy implementation academics, and residents' representatives. The population of Juba is 1 342 600 people, according to the 2011 census. Of these 1 342 600 almost 960 000 are children below the age of 18 years.

3.4 Sampling Procedure

To Peil (1982) and Boyce and Neale (2006) sampling "is the selection of a part of the

population small enough to represent the whole." In this study the researcher used both non-probability and probability sampling techniques in the selection of units of analysis.

3.4.1 Probability Sampling

Probability sampling techniques used in this study are cluster sampling, systematic sampling and simple random sampling. Cluster sampling was used to select residential areas (hereinafter referred to as enumeration areas or EAs) where interviews were conducted with residents through a self-administered questionnaire. In this respect, the researcher grouped the EAs into clusters, namely low density cluster, medium density cluster and high density cluster. Simple random sampling was used to select EAs from these clusters where the researcher administered the questionnaires to the residents.

Systematic sampling technique was used to select households from which the researcher conducted interviews with residents. In this study the researcher used a 5/10 interval pattern to select a household. This means that the researcher selected the 5th household for the first interview after counting houses on both right and left sides from the starting point. After doing the first interview, the researcher continued on the same direction and this time selected the 10th household from the 5th one where the first interview was conducted.

3.4.2 Non Probability Sampling

Purposive sampling was used to select the respondent mainly because the researcher was targeting the landlords only since they are the one mainly interested in how the city is governed. This is in line with the definition of this sampling according to Babbie (2010) who views it as:

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> The selection of a sample basing on the knowledge of a population, its elements, and the purpose of the study. It is a non-probability sampling method in which the units to be observed are selected on the basis of the researcher's judgment about which ones will be most useful or representative (Babbie, 2010, p.193).

In light of the above definition of purposive sampling, the researcher also used it to select respondents who were interviewed as key informants. Thus, the researcher purposively selected the Chamber Secretary, Town Clerk and the Mayor of JCC, local governance academics, high ranked officials in the residents' associations and the Ministry of Urban Planning and Development courtesy of their unique knowledge of the phenomenon under investigation. The usage of this technique was mainly due to the fact that some units of analysis were deemed more useful and possessed the much needed unique information in the area under study than others. Further, snow-balling sampling was also used to interview other key informants whom the researcher knew through other key informants.

The researcher's sample had 95 respondents.

3.5 Methods of Data Collection

Burns and Grove (1997, p.383) define data collection as "the systematic way of gathering data which is relevant to the research objectives, purpose or questions." Both qualitative and quantitative methods were used to collect data. This helped the researcher to overcome the deficiencies found in one method (Denzin 1970, p.297).

3.5.1 Documentary search

To Scott (1990: 123) a document is an artefact which has as its central feature an inscribed text. Mogalakwe (2006, p.22) describes it "as the technique used to categorise, investigate, interpret and identify the limitations of physical sources most commonly written documents whether in the private or the public domain." Thus, a series of textbooks,

articles, resolutions, policy documents, ministerial policy statements, internet sources, reports, newspapers and journals to do with contextual variables citizen engagement were scrutinized. To Scott (1990, p.56) cited in Mogalakwe (2006.p.3)

> Documentary sources provide what Scott (1990) characterises as *mediate access* as opposed to *proximate access*. Mediate or indirect access becomes necessary if past behaviour must be inferred from its material traces, and documents are the visible signs of what happened at some previous time. This is in contradistinction to proximate or direct access whereby the researcher and his sources are contemporaneous or co-present and the researcher is a direct witness of the occurrences or activities.

Also this method of data collection was especially important for providing a rich vein for analysis (Hammersley and Atkinson 1995, p.173) by comparing the findings found in the fieldwork with those of other authorities.

3.5.2 Key Informant Interviews

To Scott (1990, p.54) "a key informant interview is a loosely structured conversation with people who have specialized knowledge about the topic one wish to understand." To this end, the researcher used an "open-ended discovery-oriented" approach (Guion et al 2011:1) which was conducted through face-to-face with the key informants. This method was used to respond to the research objective of examining the nature, scope and magnitude of the contextual variables affecting the citizen engagement in Juba City. A semi-structured key informant guide was used to solicit information from key informants. The mayor, council management and councillors were purposively selected courtesy of

their unique knowledge about citizen engagement processes. The sample size of key informants in this study is 10.

This method was chosen mainly due to the fact that it has the opportunity for greater flexibility in eliciting and soliciting information. In addition, the researcher had the opportunity to observe both the subject and the total situation to which he was responding. There was also a chance of repeating or rephrasing and posing probing questions to make sure that they are understood or of asking further questions in order to clarify the meaning. However, the method has its inherent weaknesses. It was prone to bias because respondents were aware that they are being interviewed, hence they behave not in their natural settings. Further, it was difficult to generalize findings to the larger population using key informant interviews because the researcher did not interview many of them. To circumvent these weaknesses, the researcher cross-validated the data gathered using this method by other data collection methods.

3.5.3 Survey Questionnaire

Punch (1998) notes that:

> Survey questionnaires seek a wide range of information and with some conceptual framework of independent, control and dependent variables. It is likely therefore that the questionnaire will seek factual information (background, biographical information, knowledge and behavioural information) and will also include measures of attitude, values, opinions or beliefs. The questionnaire collects quantitative data which helps the researcher to determine and quantify the magnitude of a need, problem, challenge or risk from the respondents (Punch 1998, p.102).

To this extent, this method was used to survey the magnitude, nature and scope of each and every contextual issue on the engagement of citizens in Juba. Also this method was used to survey the suitability of strategies currently being used by JCC. The questions

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were rated on Likert scale of low level (1-5) and high level (6-10). The researcher administered the questionnaires to Juba residents who were drawn from all residential clusters in Juba City that is from low, medium and high density suburbs.

This technique was selected because it has the following advantages: Claire (1959, p.238) postulates that "the impersonal nature of a questionnaire, its standardised wording, its standardised order of questions, its standardised instructions for recording responses ensures some uniformity from one measurement situation to another." This made data analysis easy through SPSS. Further, questionnaires may place less pressure on the subjects for immediate responses. When respondents are given ample time for filling out the questionnaire, they can consider each point carefully rather than replying with the first thought that comes to mind, as often happens under the social pressure of long silence in an interview (ibid). However, Cohen et al (2000, p.173) cites some limitations of surveys. They note that respondents in most cases will be aware that they are being studied and this can result in biased data. They further postulate that sometimes the data collected tends to be relatively superficial because survey questionnaires rarely probe deeply into complexities and intricacies of the phenomenon understudy. To mitigate these challenges, the researcher triangulated the data collected using this method with other methods discussed above in order to cross-validate the internal and external reliability and validity of data.

The researcher distributed 66 questionnaires to the employees of Juba City Council. The group targeted was made up of senior council employees from the position of a supervisor. These were respondents who worked with the people on a day to day basis and therefore were deemed to be aware of the citizen engagement mechanisms used in decision making.

3.5.4 Focus Group Discussions

In this study the researcher collected data from the citizens through the use of focus group discussions. These were deemed necessary as they would enable the researcher to access many respondents at a time. The groups were made up of 19 residents and the researcher accessed three such groups and documented the issues that were deliberated at those group discussions. It was challenging to arrange and have these groups hence the researcher had to be content with 3 groups instead of the envisaged 5. The groups, however, generated a lot of invaluable data for the study.

3.6 Data Analysis

Yin (1994, p.41) defines data analysis as consisting of examining, categorizing, tabulating, or otherwise recombining the evidence to address the initial propositions of a study." In this respect, data collected through documentary search were analysed through content analysis and those collected through key informant interviews were analysed thematically through thematic analysis. Quantitative data gathered through survey questionnaires were analysed through descriptive statistics.

3.6.1 Content Analysis

Content analysis is the study of recorded human communications, such as books, websites, and paintings and laws (Babbie 2010, p.156). When analysing secondary data, the study was be guided by Harold Lasswell's basic question; "who says what, to whom, how and with what effect?" (Lasswell 1965, p.12).Thus, the researcher used this method to analyse data drawn from artefacts of social communications such as books, articles, journals, reports, newspapers among other primary and secondary data sources.

3.6.2 Thematic Analysis

To Rice and Ezzy (1999, p.258) thematic analysis "involves the identification of themes through careful reading and re-reading of data." thus, data gathered through key informant interviews were be grouped into themes emerging from the findings. The themes focused on factors that affect engagement of citizens.

3.6.3 Descriptive Statistics

To Babbie (2010, p.467) "descriptive statistics is a medium for describing large amounts of data in a way that is manageable and understandable to make the data useful in answering a research objective." Thus, quantitative data collected through surveys were analysed using descriptive statistics. On this, Jaggi (2012) notes that:

> Descriptive statistics gives numerical and graphic procedures to summarise a collection of data into a clear and understandable way. There are basically two methods that the researcher will use under descriptive statistics, namely numerical and graphical. Numerically, the researcher will calculate measures of central tendency that are mean, mode and median. Pie charts and other types of graphs such as simple bar graphs and histograms may be used under graphical presentations (Jaggi, 2012, p.18).

To this end, this method was made easier through the use SPSS. Thus, data entry processes was done at the data view and variable view of the SPSS in which the answers provided by the respondents were coded and entered as numerical values. The data was then processed using graphs such as bar graphs, histograms and pie charts. Frequencies, percentages, variance, standard deviation, mean and skewedness' were used to generalise the views of residents interviewed. The main advantage of this technique is that it is accurate, reliable and fast. Thus, it increases both internal and external validity and reliability of data.

3.7 Ethical Considerations

Pera and Van Tonder (1996, p.4) define ethics as a code of conduct or behaviour considered correct in research. Thus, ethics define the rule of the game in the conduct of research. The researcher first got authorization letter from the Juba City Council through the Department of Human Resources Department. The letter helped the researcher to enter into the EAs and designated organizations. Before conducting any interview the researcher sought first the consent from the respondents which was based on voluntary participation. The researcher did this by first explain the purpose of the research, in this case the academic purpose of the study, and then asked respondents to participate willingly. The researcher also respected privacy, anonymity and confidentiality of respondents. This was done through assigning pseudonyms and occupations instead of real names of the participants to those who refused to be named in the study.

3.8 Summary

The chapter presented the methodology of the study by discussing the sampling, data collection and data analysis techniques used. Measures to mitigate shortcomings of each technique were also presented. The next chapter focuses on the presentation of the study findings.

CHAPTER 4: DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 Introduction

In this chapter the researcher presented and analyzed the study findings in line with the research objectives. The data were obtained from the current mayor of the Juba City, former mayor, councilors, council management and selected residents. Three instruments were used to collect the data namely; questionnaire, focus group discussion guide, and face-to-face interview guide. The presentation of the study findings is done according to the research objectives which guided the construction of the data collection tools.

Response rate

Firstly, the researcher prepared and distributed 66 questionnaires and 54 were returned fully answered, thus making the research to realize 82 % response rate. The questionnaires were distributed a sample of managers in the council from the post of Director to the heads of sections as they are the people responsible for superintending over the implementation of council resolutions and have to deal with the members of the public who come to the council making various complaints, so they represent the policy makers (councilors).

Secondly, the researcher sought to gather data from 10 focus groups comprising of 15 members but due to logistical challenges was able to collect from six groups only (60% response rate). The researcher had to target residents coming for council meetings at the Council head office in the Central Business District (CBD) or visit the wards where the councilors were having the outreach meetings.

Thirdly, the researcher managed to interview the current mayor, the former mayor of the city of Juba and nine councilors out of a target of 12 councilors (75%). This was a

homogenous group as it comprised of the policy makers and a former policy maker in

local governance systems.

Response rate

Data Collection Instruments	Target number of respondents	Response Rate	Males	Females
Questionnaire (council management)	66	54 (82%)	42 (78%)	12 (22%)
Focus group discussion with residents	10 groups	6 groups (60%)	36	62
Key informant interviews (counselors, mayor and former mayor)	12	9 (75%)	6 (66.6%)	3 (33.3%)

Table 1 Response rate

4.2 Demographic Data
4.2.1 Age Range

Eleven (20%) of the management fell in the age range $18 - 27$ years, while $28 - 37$

indicated sixteen (30%), $38 - 47$ were found to be twenty (37%) and lastly, above 48 were

seven (13%).

4.2.2 Sex

The management team at the council has more 42 (78%) men and a paltry 12 (22%)

women.

4.2.3 Post Secondary Educational Achievements

Of the 54 respondents seven (13%) hold second degrees, 33 (61%) first degrees and 10 (19%) secondary certificate and four (7%) did not have any post-secondary qualification.

4.2.4 Position in the council

Five (9%) of the respondents hold the position of a Director of Department, nine (17%) are heads of sections and the rest 40 (74%) are supervisors.

4.2.5 Length of Service in the Council

The majority of the respondents 34 (63%) have been with the council for a period ranging from one to three years, 4 (7%) less than one year, 10 (19%) 4-6 years and six (11%) more than 6 years.

4.3 Findings

As mentioned in Section 4.1 of this chapter the study findings presented under each specific objective of the study.

4.3.1 Citizen Engagement Mechanisms Juba City Council uses

This objective sought to find out the mechanism the council had put in place in order to ensure that the residents of Juba participated in the affairs of the city.

a. Engagement mechanisms according to the council management

The study found out that fifty (93%) of the respondents to the questionnaire said that Juba City Council councilors do not meet residents at least once every month while four (7%) expressed that the councilors meet the residents regularly. This means the use of residents meetings as a vehicle for engaging citizens is rarely used by the councilors.

Forty-five (83 %) of the residents agreed that the citizens can walk into any council offices to air their views or grievances while (nine) 17% expressed that it was not true that

residents could just walk into any council office and speak out their grievance or complaint. Apparently, the offices of the council are accessible.

Fifty-four (100%) respondents said that Juba City Council makes use of the suggestion boxes to solicit the views of the residents with regards to the governance of the city. Probably the question to ask is how many of the citizens make use of suggestion boxes as a platform for engaging the council.

Response	Respondents	Frequency
Yes	47	87%
No	7	13%
Total	54	100%

Table 2 Presence of residential association

47 (87%) of the respondents responded yes to the question on the presents of a residents association whose mandate is to represent the residents of Juba City, seven (13%) responded that Juba City did not have a residents association.

b. Engagement mechanism according to the residents

From the focus group interviews conducted by the researcher it became apparent that the residents know no other method except demonstrations and protests as they boldly asserts, "the only way the councilors and council management understood were demonstrations and protests". It was also noted that some of the respondents preferred to write to the Citizen newspaper complaining about the situation in their areas of residence. The debate which ensued in the course of the focus group dwell on the effectiveness of the newspaper, with some of the members saying that the papers reached many while others said the

papers reached a substantial number of the elite and that the authorities did not respond to the newspaper reports as they were deemed unofficial. Apparently, this made the newspaper a mechanism for citizen engagement.

c. Engagement mechanism in Juba according to the mayor, former mayor and councilors

All the forty nine interviewees (100%) mentioned the budget consultations as the main method employed by the council to engage the residents. This was said to be consistent with the dictates of the Section 21 of the constitution of the country of the Republic of South Sudan which says, "residents have to be consulted when the city/towns budgets are being made". It was also mentioned that the council employed an open-door-policy in order to respond to the needs of the residents and that the mayor was responsible for ensuring that the council office were receptive to the residents. One of the interviewees noted that there was a suggestion box in the council head office premises in which the residents could deposit their written suggestions. This could be accessed only by those who visited the head office. With regards to the use of the internet it was said that the council was yet to come up with a network system that residents would use to get in touch with the residents. Councilors said that they held meetings with the residents in their wards for purposes of gathering views from them on the way forward with regards to development in their wards. Also mentioned was the issue of council meeting which the councilors said was the platform for deliberating the affairs of the city, with the councilors representing the residents.

Concurring with the residents the former mayor said that the residents' popular method of engagement was demonstrations. While the current mayor appreciated the use of visits by

some members of the public he also noted that there was more use of demonstrations and protests which tended to balloon petty issues into big issues. Some of the councilors said that some of the members of the made telephone calls or visited the councilors at their houses and some even went to the extent of threatening the councilors. Asked of incidences the councilors said this was often done if one had his/her water disconnected due to non-payment or there was a water outage.

4.3.2 Effectiveness of the citizen engagement mechanisms.

By soliciting the views of the council management, the residents and policy makers in council the objective sought to assess the effectiveness of the citizen engagement mechanisms being used by Juba City Council.

a. Council Management views on effectiveness of citizen engagement mechanism

The study findings revealed that 37 (69%) of the respondents were not satisfied with their degree of involvement in the affairs of Juba City Council despite their being among the management of the Council, 14 (26%) were satisfied with their level of participation in the governance of the affairs of Juba City and three (5%) were neither satisfied nor dissatisfied.

No respondent was satisfied with how Juba City Council was using internet to engage residents, seven respondents were satisfied, and four were neither satisfied nor dissatisfied while cumulatively 42 were dissatisfied.

Related to the issue of effective is the satisfaction of the citizens in their involvement in council affairs. The study found out that almost all the respondents 51 (94%) expressed

strong dissatisfaction with the way the council was using the rate payers' money while three (6%) were not sure of how they felt.

Table 3: Level of satisfaction of management with degree of involvement in council affairs.

Table 3 Level of satisfaction

Response	Respondents
Dissatisfaction	94%
Not sure	6%

b. Effectiveness of citizen engagement mechanisms according to the residents

The focus group discussion participants said, "not much had been achieved with regards to engaging the residents and this was attributed to the eruption of the civil war on the 15 of December 2013 and also that the country is quite new and still learning most of the issues to do with local government and governance issues". Success was said to have been noted in the area of engaging residents in the budgetary process, the use of meeting in wards by councilors and also that the offices of the council were kept open during working hours always ensured that the people could always be attended to whenever there was a need. It could be seen from the way the respondents responded that more could be done especially in the area of e-government.

c. Responses of councilors to effectiveness of citizen engagement initiatives

The interviewees mentioned many hindrances to residents' engagement and these included a political environment which is not conducive due to the effects of the war and political polarization. It was also stated that the Central government interference in the affairs of the local authorities made it difficult for the council to independently engage the residents. Asked how this was so interviewees said that the Central government reversed most of the decisions of the council despite their being consistent with the constitution and the enabling legislation, thus the Urban Councils Act. It was said that the Central government also made it difficult for the council to engage as it encouraged the people to demonstrate and even go to the extent of telling the residents not to vote for certain people seeking council public offices.

The current and former mayors said that the councilors were a major hindrances as they did not engage the residents in their wards and also that they were ignorant of the law regulating the governance of local authorities. The current mayor went on to say the biggest challenge to engagement was the illiterate councilors who need to be oriented first so that they appreciate their roles with regards to democratic engagement of the residents. Financial resources were also mentioned as a major hindrance as the council was finding it difficult to render services without adequate finances thus making it difficult to face angry residents all the time.

4.3.3 Citizens' initiatives to Juba City Council's governance system
This objective sought to identify the initiatives the citizens were using to involve themselves in the governance of Juba City

a. Responses from the council management

The findings gathered seemed to suggest that the only method which worked was to demonstrate or go to the Minister of Local Affairs because audience with either councilors or council management yielded no meaningful results. While a few others, especially, from low density areas said they sometimes petition the councilor it would appear the residents do not have a formal and effective way of engaging the council. Some of the respondents accused the council of not wanting to deal with the residents directly but through the newspaper. Asked if it was not possible for the residents to use the newspapers it was said that the papers was not affordable to many of the residents thus making the messages reach only a handful of the residents.

b. Findings from residents focus group interviews

It would appear the residents know no other method except demonstrations and protests as they boldly asserted that the only way the councilors and council management understood were demonstrations and protests. It was also noted that some of the respondents preferred to write to the newspaper complaining about the situation in their areas of residence. The debate which ensued in the course of the interviews dwell on the effectiveness of the newspaper, with some of the members saying that the papers reached many while others said the papers reached a handful of the elite and that the authorities did not respond to the newspaper reports as they were deemed unofficial.

c. Responses of the counselors to residents' citizen engagement initiatives

The former mayor said that the residents' popular method of engagement was demonstrations. While the current mayor appreciated the use of visits by some members of the public he also noted that there was more use of demonstrations and protests which

tended to balloon petty issues into big issues. Some of the councilors said that some of the members of the made telephone calls or visited the councilors at their houses and some even went to the extent of threatening the councilors. Asked of incidences the councilors said this was often done if one had his/her water disconnected due to non-payment or there was a water outage.

4.4 Challenges being faced by the Juba city Council in addressing the citizens' needs.

The objective wanted to find out the types of challenges the citizens were encountering in their endeavor to engage with the city fathers.

a. Challenges encountered by the residents according to council management

The respondents viewed bureaucracy as the number one challenge to meeting and engaging the council. It was said that the councilors avoided the residents and the council management locked their doors or had to make a resident wait forever to be attended to. Some of the challenges mentioned included ignorance on the part of both the councilors and the residents on the way forward with regards to engagement.

b. Hindrances to citizen engagement according to the citizens

The interviewees mentioned many hindrances to residents' engagement and these included a political environment which is not conducive due to the effects of the war and political polarization. It was also stated that the Central government interference in the affairs of the local authorities made it difficult for the council to independently engage the residents. Asked how this was so interviewees said that the Central government reversed

most of the decisions of the council despite their being consistent with the constitution and the enabling legislation, thus the Urban Councils Act. It was said that the Central government also made it difficult for the council to engage as it encouraged the people to demonstrate and even go to the extent of telling the residents not to vote for certain people seeking council public offices. The current and former mayors said that the councilors were a major hindrances as they did not engage the residents in their wards and also that they were ignorant of the law regulating the governance of local authorities. The current mayor went on to say the biggest challenge to engagement was the illiterate councilors who need to be oriented first so that they appreciate their roles with regards to democratic engagement of the residents. Financial resources were also mentioned as a major hindrance as the council was finding it difficult to render services without adequate finances thus making it difficult to face angry residents all the time.

Findings of the study revealed that 37 (69%) of the respondents were not satisfied with their degree of involvement in the affairs of Juba City Council despite their being among the management of the Council, 14 (26%) were satisfied with their level of participation in the governance of the affairs of Juba City and 3 (5%) were neither satisfied nor dissatisfied.

4.5 Issues related which emerged
a. Freeness and fairness of council elections for councilors and mayors

With regards to the freeness and fairness of the council elections one (1,9%) respondent was strongly satisfied six (11) were satisfied, three (5,6%) were neither satisfied nor dissatisfied while on the 10 (18,5%) and 34 (63%) dissatisfied and strongly dissatisfied

respectively. This may explain why the citizens regarded the governance system not to be participatory.

Response	Respondents	Frequency
Strongly satisfied	1	1,9%
Satisfied	6	11%
Neither satisfied nor dissatisfied	3	5,6 %
Dissatisfied	10	18,5%
Strongly dissatisfied	34	63%
Total	**54**	**100**

Table 4 Freeness and fairness of Council elections

b. **Employment of the South Sudan constitution in the governance of Juba City Council**

Two (2) of the respondents expressed strong satisfaction with how the city leaders of Juba adhered to the constitution of the Republic of south Sudan in the governance of local authorities, six were satisfied four were not sure while 22 were not satisfied and 20 were strongly dissatisfied.

c. **Violation of the Local Government Act by Juba City Council fathers**

16 (30%) respondents were satisfied with the council's compliance with the Local Government Act by Juba City Council, four (7 %) seemed not to have a view while 34 (63%) were not satisfied.

d. **Enabling environment to participation in the council elections**

All (54) the respondents agreed that there were hindrances to the participation of residents to the affairs of the council while a more than 50 % preferred not to show their preferences.

e. Impact of civil disturbances on the interfacing of the council and the residents

36 (67%) of the respondents disagreed that civil disturbances negatively impacted on the interfacing of the council with the residents, 10 (19%) were sure that civil disturbances indeed affected interactions between the council and residents while 8 (15%) were not sure.

f. Value of residents' involvement in the governance of the City of Juba

All the interviewees concurred that the involvement of residents was vital in the governance of the governance as it ensured that the residents had a say in how they were being governed. It was further emphasized that this involvement was provided for in the constitution of the Republic of South Sudan. One of the respondents said while it was important for the local authority to engage the residents it, however, was not easy as the residents were ignorant of how the council operated.

g. Success achieved in past engagement initiatives

The interviewees said that not much had been achieved with regards to engaging the residents and this was attributed to the eruption of the civil war on the 15 of December in 2013 and also that the Republic of south Sudan was an infant country still learning most of the issues to do with governance issues. Success was said to have been registered in the

area of engaging residents in the budgetary process, the use of meeting in wards by councilors and also that the offices of the council which were kept open always ensured that the people could always be attended to whenever there was a need. It could be seen from the way the respondents responded that more could be done especially in the area of e-governance.

h. **Relationship between the local and central government**

This study objective sought to find out how the relationship between the local government and the central government affected the engagement of citizens in the public life of Juba City Council.

i. **Council management views**

Of the 54 members of the council management, 26 strongly expressed dissatisfaction and 19 said they were dissatisfied how the central government was relating with the running of the affairs of Juba City Council, four were not sure and five were satisfied.

The various respondents described the relationship in various ways with the one of the interviewees (2%) saying that the relationship was being made bad by some Ministers. It was noted that while the mayor and former mayor perceived the Central government as interfering, the councilors seven out of nine saw nothing out of the ordinary. Asked why they considered the relationship between the council and the central government as normal the councilors said that the Minister was their boss who was responsible for directing the affairs of the council. Further probed if this was in line with the concept of devolution the response was that devolution was not possible as it let council administrators' abuse council offices and resources. It could be said that the relationship negatively affected the

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engagement of the residents in council affairs as it made them (residents) recipients of the results of the fight between the center and the periphery.

4.6 Discussion and Interpretation of findings

4.6.1 Ignorance of democratic inclusive governance systems

Lack of knowledge of democratic and inclusive governance could be attributed to the fact that the majority (87%) of the employees of Juba City Council do not possess higher tertiary qualifications as a majority of them indicated that the hold qualifications that are below a degree level, thus they hold diplomas. That the majority of employees have been working for the council for many years means that they have all presided over the current system and have done nothing to improve it, again proving that they do not know how or do not care.

4.6.2 Poor relations between residents and council officials

Residents' findings seem to suggest that the relations between the council and themselves are not good and that the council is not creating platforms for them to cultivate a fruitfully working relationship with the people and all this go a long in confirming that the governance system in place is less inclusive of all stakeholders.

Undemocratic local governance

The system of local governance practiced by Juba City Council is undemocratic as confirmed by the findings that the citizens are not satisfied with the degree of their involvement and that the representative democratic system is not being implemented since the councilors do not consult or meet the residents regularly

4.6.3 Dominant citizen engagement platforms

It would appear the citizens can be involved in the governance system of the local authority if they decided to visit the council offices as it was found out that the council practices open door policy and also via suggestion boxes. This however limits participation to only a handful of the stakeholders/residents. Platforms that are accessible to more people like the internet would be more ideal to spread participation.

4.6.4 Limited usage of internet related platforms

Modern day democratic systems are characterized by the employment of internet, holding of free and fair elections and the observation of a nation's constitution and laws. The situation in Juba suggests otherwise since findings suggest that there is limited usage of internet and the social networks that come with it. The hall mark of inclusivity being removal of hindrances to participation in elections it seems the situation in Juba is opposite.

4.6.5 Dissatisfaction of residents of the level of engagement

Residents are, generally, not satisfied with how the council affairs are being handled as they are left out of the governance equation. This was aggravated by the fact that the respondents are not satisfied with the way the council is using the public funds.

4.6.6 Council leadership awareness of its need to engage

On the positive it was noted that there is a residents association which in all fairness is a requirement if people are to be represented and that the leadership of the council is aware of its obligation to engage with the residents.

4.7 Summary

The thrust of the chapter has been to present and analyze the data that was collected from the respondents using the questionnaire and the interview schedules. Data presented and analyzed was collected from the residents, the council management and the councilors and the current and former mayor. In the next chapter findings are discussed, concluded upon and recommendations for improving the governance of local authorities in Republic of South Sudan are made.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter is a conclusion of the study. Specifically, it is the presentation of the following: (a) summary of findings, (b) conclusions, (c) implications of the study findings, (d) suggestions for future research; and (e) recommendations.

5.2 Summary

From the study findings presented in the previous chapter the following summary is presented:

Juba City Council has more male management employees than female staff and the majority of them have diplomas as their post-secondary qualifications. The council has few and ineffective platforms for engaging the residents in the affairs of the city, with walk-in being considered the most preferred mechanism. The residents have a desire to be engaged in the affairs of the council and they often make efforts to be consulted. The management and council officials do not value the participation of the residents in the deliberation of the affairs of the council because they do not know the importance of citizen engagement for quality service delivery.

The council leadership seems to be ignorant of the various mechanism strategies at the disposal of the council. The relations between the council and the residents are characterized by suspicion on both sides. The council does not make use of the internet or social platforms to interact and engage with the residents.

The residents association is not effective in mobilizing the residents to push the council to engage the residents. The council consults the people when making the annual budgets

through meetings in wards via the councilors. Central government is accused of interfering in the affairs of the council and as such the relationship between the council and central government is not health.

5.3 Conclusions

The study concluded that the engagement mechanisms being employed by Juba City Council are not effective in ensuring the participation of the majority of the residents. This is attributable to various causes. The ways of engaging the citizens in the affairs of Juba are limited and as such not many of the residents take part in the affairs. Citizens do not initiate ways of participating apart from demonstrations and writing to papers. The councilors do not create a platform for the residents and them interact and share views on how to administer the affairs of the city so that service delivery improves. Relations between the people and the council are poor and so, are the relations between the council and the central government. All these factors contribute to the low level of participation of the citizens in the affairs of the city.

5.4 Implications

The implication of the low participation of citizens in the affairs of the city means that Juba misses the opportunity to understand the citizen's needs and ideas they have towards quality of service delivery. Related to this, policies are less likely to be responsive to the circumstances of the citizens. Furthermore, if the citizens are not consulted during policy formulation process, this reduces the chance for policy compliance.

5.5 Recommendations

In light of the drawbacks identified in the above conclusions the researcher made the following recommendations;

5.5.1 Introduce variety of engagement platforms

There is need to expand platforms for the residents to interact and engage with the local authorities by the Ministry of Local and Urban Affairs. There is need to make meetings with councilors mandatory and also to make extensive use of internet platform in order to open up the avenues for engagement, considering that connectivity in Juba is wide enough to allow a majority of the residents get connected and also that a majority of the people have phones that can be connected to the internet.

5.5.1 Develop capacity of city leadership and council management on the benefits of citizen engagement

The local council leadership should be trained on the benefits of involving the residents in the governance of the affairs of the city.

5.5.2 Constitutionalism

The observance of supreme law of the country and the legislation is paramount and the central government should facilitate its enforcement.

5.5.3 Free and fair local government elections

The body responsible for managing elections in South Sudan, the Sudan Election Agent (SEA) should ensure elections for councilors are free and fair to curtail political polarization.

5.5.4 Capacity building of resident's association leadership

It is recommended that the residents association should be capacitated through the convention of training workshops to increase their knowledge of rights to participate and bring to account the Juba City Council.

5.6 Suggestions for future research

This research suggests future research focusing on the role of the government in ensuring the participation of citizens in the affairs of their local authorities.

5.7 Chapter Summary

This chapter presented the conclusions that were gleaned from the findings presented in chapter four. The conclusions amounted to interpretations of the findings in light of the topic, thus how the two talked to one another. The researcher went on to propose some recommendations which the authorities can implement to improve the governance of local authorities in South Sudan in general and Juba in particular. Being the last chapter the conclusions and recommendations brought the research report/write-up to a logical end.

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APPENDICES

APPENDIX 1 Questionnaire

Objectives	Data Collection tools [*Tick indicate that the tool will be applied to address the objective*]			
	Interview guide	Document Analysis Guide	Focus Group Discussion Guide	Questionnaire
1.2.1 To identify citizen engagement mechanisms Juba City Council uses to promote people's involvement in the public life of the city.	✓		✓	✓
1.2.2 To assess effectiveness of the citizen engagement mechanisms being used.	✓		✓	✓
1.2.3 To determine citizens' initiatives to contribute towards the Juba governance system	✓		✓	✓
1.2.4 To establish the challenges being faced by the Juba city Council in addressing the citizens' needs.	✓		✓	✓
1.2.5 To examine the relationship between the local and central government on governing public life of Juba city.	✓		✓	✓

APPENDIX 2 Questionnaire for Management of Juba City Council

Data Collection Tool : Questionnaire for Management of Juba City Council	
Objective 1: To identify citizen engagement mechanisms Juba City Council uses to promote people's involvement in the public life of the city.	
1	The councilors of Juba City Council regularly hold at least a meeting with the citizens of Juba Yes No
2	The citizens of Juba can approach any council office and express their views or grievances Yes No
3	There is a suggestion system provided by the Juba City Council (e.g. Suggestion box) for citizens to make suggestions or contribute ideas Yes No
4	Juba residents can communicate with the council through the use of internet facilities such as blogs, face book and WhatsApp [ ] 5. Strongly agree [ ] 4. Agree [ ] 3. Neither agree nor Disagree [ ] 2. Disagree [ ] 1. Strongly disagree
5	The council is open with the citizens on how it uses the rate payer's money [ ] 5. Very satisfied [ ] 4. Satisfied [ ] 3. Neither Satisfied nor Dissatisfied [ ] 2. Dissatisfied [ ] 1. Very Dissatisfied
Objective 2: To assess effectiveness of the citizen engagement mechanisms being used.	
6	How satisfied are one with one involvement in the Juba City Council budgeting process? [ ] 5. Very satisfied [ ] 4. Satisfied [ ] 3. Neither Satisfied nor Dissatisfied [ ] 2. Dissatisfied [ ] 1. Very Dissatisfied

7	Council elections for councilors and the mayor are free and fair
	        [ ] 5. Very satisfied
	        [ ] 4. Satisfied
	        [ ] 3. Neither Satisfied nor Dissatisfied
	        [ ] 2. Dissatisfied
	        [ ] 1. Very Dissatisfied

8	The council is governed according to the constitution of the republic of South Sudan
	        [ ] 5. Very satisfied
	        [ ] 4. Satisfied
	        [ ] 3. Neither Satisfied nor Dissatisfied
	        [ ] 2. Dissatisfied
	        [ ] 1. Very Dissatisfied

9	The Local Government Act is not violated by Juba City Council
	        [ ] 5. Very satisfied
	        [ ] 4. Satisfied
	        [ ] 3. Neither Satisfied nor Dissatisfied
	        [ ] 2. Dissatisfied
	        [ ] 1. Very Dissatisfied

Objective 3: To determine citizens' initiatives to contribute towards the Juba governance system	

10	All citizens who want to take part in council elections do so without hindrance
	        [ ] 5. Very satisfied
	        [ ] 4. Satisfied
	        [ ] 3. Neither Satisfied nor Dissatisfied
	        [ ] 2. Dissatisfied
	        [ ] 1. Very Dissatisfied

11	The residents of Juba have a residents association representing them when dealing with the council Yes No
Objective 4: To establish the challenges being faced by the Juba city Council in addressing the citizens' needs.	

12	Civil disturbances hinder the interfacing of the council and the residents
	        [ ] 5. To a great extent
	        [ ] 4. To some extent
	        [ ] 3. Not at all

Objective 5: To examine the relationship between the local and central government.	

13	The Central Government does not interfere with the running of the affairs of Juba City Council
	      [ ] 5. Strongly agree
	      [ ] 4. agree
	      [ ] 3. Neither agree nor disagree
	      [ ] 2. Disagree
	      [ ] 1. Strongly disagree

Section A: Demographic Questions

1. Age range
   18-27   28-37   38-47   48-57   58-67   67 and above

2. Sex
   Male   Female

3. Highest educational qualifications
   First Degree   High Diploma   Master Degree   PhD
   ……………………………………………………………………………………………

4. Position in the council
   …………………………………………………………………………………………………
   ……….

5. Number of years working for the city council
   Less than 1 year   1-3 years   4-6 years   6 plus years

APPENDIX 3 Interview Guide for the Mayor and former Mayors

Data Collection Tool : Interview Schedule for the Mayor, Former Mayors and the councilors	
Objective 1: To identify citizen engagement mechanisms Juba City Council uses to promote people's involvement in the public life of the city.	
1	In which ways are the citizens/residents involved in the governance/management of the City of Juba?
2	What are the various mechanisms the council uses to engage the residents in the public life of the Juba City?
Objective 2: To establish effectiveness of the citizen engagement mechanisms being used.	
3	To what extent have the ways been successful in mobilizing the involvement of the residents (facilitator to discuss each mechanism cited in question 2 one at a time)?
Objective 3: To determine citizens' initiatives to contribute towards the Juba governance system	
4	Can one identify some initiatives that the residents have been using to get involved in the running of the city of Juba
Objective 4: To establish the challenges being faced by the Juba city Council in addressing the citizens' needs.	
5	What hindrances/challenges the council has faced in its efforts to involve residents in the governance of the city?
Objective 5: To examine the state of relationship between the local and central government.	
6	Lastly, briefly describe the relationship that exists between Central and local government? and.
7	How the relationship is impacting on the engagement of the residents in council affairs?

APPENDIX 4 Focus group discussion guide

Data Collection Tool : Focus group discussion schedule for the residents	
Objective 1: To identify citizen engagement mechanisms Juba City Council uses to promote people's involvement in the public life of the city.	
1	What are the ways one use to reach and interact with the council officials and councilors?
Objective 2: To establish effectiveness of the citizen engagement mechanisms being used.	
2	In one view does one engagement with the City Council influence the way council operate?
Objective 3: To determine citizens' initiatives to contribute towards the Juba governance system	
3	What initiatives do one, as residents, employ to make contributions to the management of the city?
Objective 4: To establish the challenges being faced by the Juba city Council in addressing the citizens' needs.	
4	What challenges do one encounter when one try to access council services?
5	What are the challenges that the council face in the course of interacting with one, the residents to respond to one needs?
Objective 5: To examine the state of relationship between the local and central government.	
6	Describe one relationship with one council

APPENDIX 5 Informed consent guide

My name is Kizito Candido, a final year student from AU. I am carrying out a study on Citizen engagement mechanisms in Juba, South-Sudan. I am kindly asking you to participate in this study by completing the questionnaire.

What you should know about the study:
Purpose of the study:
The purpose of the study is to find out how citizens in Juba have been engaged in the processes of decision making in areas that affect their wellbeing. You were selected for the study because You are believed to have the necessary information to inform the study.

Procedures and duration
If you decide to participate you will fill out he questionnaire .It is expected that this will take about 30 minutes to complete.

Risks and discomforts
The nature of this study is such that there are no direct risks as the questionnaire does nt require yoou to disclose your name.

Benefits and/or compensation
There shall be no benefits for participating the study. This means no money or any form of payment shall be made.

Confidentiality
To ensure confidentiality, no names are required on the questionniares.

Voluntary participation
Participation in this study is voluntary. If participant decides not to participate in this study, their decision will not affect their future relationship with the researcher or the University. If they chose to participate, they are free to withdraw their consent and to discontinue participation without penalty.

Offer to answer questions
Before you sign this form, please ask any questions on any aspect of this study that is unclear to you. You may take as much time as necessary to think it over.

Authorisation
If you have decided to participate in this study please sign this form in the space provide below as an indication that you have read and understood the information provided above and have agreed to participate.

---   ---------------------------------
Name of Research Participant (please print)   Date

Signature of Research Participant or legally authorised representative

If you have any questions concerning this study or consent form beyond those answered by the researcher including questions about the research, your rights as a research participant, or if you feel that you have been treated unfairly and would like to talk to someone other than the researcher, please feel free to contact the Africa University Research Ethics Committee on telephone (020) 60075 or 60026 extension 1156 email aurec@africau.edu

Name of Researcher –Kizito Candido

APPENDIX 6 AUREC approval letter