

**The impact of leadership and management capacity on municipal service delivery in Bushbuckridge local municipality.**

**By**

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## **Declaration**

I declare that the entirety of the work contained in this thesis is my own original work and I am the sole author thereof. This thesis has not previously in its entirety or in part been submitted at any university for a degree. Any information included in this thesis which was obtained from other authors has accordingly been acknowledged.

Joseph Qhinaphi Mhlaba

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## ACRONYMS

ACDP	: African Christian Democratic Party
AIC	: African Independent Congress
AG	: Auditor General
ANC	: African National Congress
APC	: African People's Convention
AZAPO	: Azanian People's Organization
BBCC	: Bushbuckridge Border Crisis Committee
BLA	: Black Local Authority
BLM	: Bushbuckridge Local Municipality
BRA	: Bushbuckridge Residents Association
CBO	: Community Based Organization
CDDR	: Commission for the Delimitation and Demarcation of Regions
CEO	: Chief Executive Officer
CFO	: Chief Financial Officer
CIP	: Councillor Induction Programme
COGTA	: Cooperative Governance and Traditional Affairs
COPE	: Congress of the People
CSI	: Corporate Social Investment
DA	: Democratic Alliance

DORA	: Division of Revenue Act
DPLG	: Department of Provincial and Local Government
EFF	: Economic Freedom Fighters
FF+	: Freedom Front Plus
GGLN	: Good Governance Learning Network
KPIs	: Key Performance Indicators
ID	: Independent Democrats
IDP	: Integrated Development Plan
IEC	: Independent Electoral Commission
IFP	: Inkatha Freedom Party
IGRFA	: Intergovernmental Relations Framework Act
MDB	: Municipal Demarcation Board
MEC	: Member of Executive Council
MF	: Minority Front
MFMA	: Municipal Finance Management Act
MIG	: Municipal Infrastructure Grant
MIS	: Management Information System
MMC	: Member of Mayoral Committee
MP	: Member of Parliament
NCOP	: National Council of Provinces
NFP	: National freedom Party

NRF	: National Revenue Fund
PAC	: Pan African Congress
PMS	: Performance Management System
PR	: Proportional Representation
PRF	: Provincial Revenue Fund
PWC	: Price Water House Coopers
RDP	: Reconstruction and Development Programme
RSA	: Republic of South Africa
SABC	: South Africa Broadcasting Corporation
SACCI	: South Africa Chamber of Commerce and Industry
SAI	: Supreme Audit Institution
SALGA	: South African Local Government Association
SCM	: Supply Chain Management
SOP	: Standard Operating Procedures
TAS	: Turnaround Strategy
UCDP	: United Christian Democratic Party
UDM	: United Democratic Movement
WLA	: White Local Authorities

## **ABSTRACT**

This thesis is about an investigation of the impact of leadership and on service delivery in Bushbuckridge local municipality in Mpumalanga province. This study looked at the internal and external factors that affect service delivery in Bushbuckridge Local municipality (BLM). Bushbuckridge local municipality has had some service delivery challenges over the years which affected its ability to deliver services. In 2013, BLM was placed under administration in terms of section 139 (5) (a) of the constitution of the republic of South Africa due to the collapse of service delivery.

Local government is one of the arms of government located closest to the citizens and constitutionally tasked with the responsibility of delivering basic services to the citizens. Failure to deliver these services has a direct impact on the day to day lives of citizens. Poor service delivery or the lack of it thereof has often triggered service delivery protests. This study is therefore an effort to look at how municipal officials, councillors and ward committee members' leadership and management capacity contribute to poor service delivery in Bushbuckridge local municipality.

To explore the challenges affecting service in BLM the following research questions were used:

- Do ward councillors; proportional councillors; and municipal officials; have the appropriate skills to execute their work effectively?
- Do the municipal officials have an understanding of the underlying factors affecting service delivery in Bushbuckridge local municipality?
- What organizational/institutional factors affect service delivery in Bushbuckridge local municipality?
- How do environmental factors affect the delivery of services in Bushbuckridge local municipality?

- How effective are the ward committees as a platform for public participation in the affairs of local government?
- How does the leadership capacity of ward committees impact on their contribution to service delivery?
- What is the link between leadership, management capacity and service delivery?

This study was conducted using mixed research methods where qualitative and quantitative data was collected. Data was collected using a face to face method by the researcher using a paper based data collection tool. A total of 67 Participants from the Bushbuckridge local municipality were enrolled into the study. The quantitative data was analysed using Stata, while the qualitative data was analysed using Atlas.ti.

The quantitative results have been presented in the form of graphs, pie charts and tables while qualitative results have been presented according to themes where similar responses have been grouped together. The findings are discussed in chapter six to establish the relationship with the research questions of this study. A number of conclusions based on findings are drawn in chapter seven which is the final chapter of this thesis.



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## **1. CHAPTER ONE**

### **1.1 Introduction**

This thesis is about Bushbuckridge local municipality, its leadership and management capacity to deliver services to the citizens. This research looked at how internal and external factors impact the delivery of services in this municipality. Internal factors of an institution could include organizational resources, processes and support structures available to accomplish its goal, human, technological, financial and physical resources.

The external factors that affect the functioning of an institution may include the following categories: sociological, political, economic and technological Factors. Management of these factors determines the success and failure of any institution. It requires managers and leaders who can identify specific factors relevant to their context and come up with mechanisms to manage them.

Local government is the sphere of government located closest to the people and has been tasked with the responsibility of providing many basic services. Due to its location in the three spheres of government (National, Provincial, and Local) local government has been in the spot-light for many years. Local government deals with the day to day needs of the citizens. Failure to deliver the basic services such as water, housing, electricity, and road infrastructure has often resulted in service delivery protests. Some of the public protests have been accompanied by violence where lives have been lost and damage done to properties.

The service delivery protests have also seen some local government councillors being targeted as they are seen to be failing to deliver services. These service delivery protests are raising questions concerning local government's ability to deliver services as stipulated in the constitution. The protests are further fueled by promises of political parties which are made when campaigning for election.

Historically, Local government in the apartheid era was not resourced enough to meet the basic needs such as water, waste removal, road infrastructure and housing for black people in the country. The change of political system from apartheid to democracy created hope for better living conditions through improved delivery of services. The dawn of democracy in South Africa came with huge expectations for better services.

The hope and expectation for a better life was also fueled by the promises made by political parties. Some political parties went to the extent of coming up with election slogans which made promises to the citizens. One such slogan was from the African National Congress (ANC) which ultimately won the first elections and has subsequently won all 5 national elections and is a dominate party even in local government. Their campaign slogan was "A better life for all" (African National Congress, 1994). Consequently, the citizens expected changes in their living conditions. They expected to get access to clean water, electricity, improvement in road infrastructure, and access to job opportunities.

When the expected change was not realized, citizens were disappointed and resorted to public protests. South Africa has had a history of protests, inspired by strong social movements which were aimed at bringing down the apartheid government. Post 1994, protests transitioned and focused on service delivery. Service delivery protests have been characterized by mass meetings, petitions, barricading roads, burning of tyres, looting of

businesses mostly owned by foreign nationals, destruction of buildings, and confrontations with the police (Mbazira, 2013).

Although some public protests are for political reasons, they are mostly caused by deep discontent with the delivery of service and the ineffectiveness of the available channels of participatory democracy (Mbazira, 2013). These protests are a clear demonstration that the delivery of services has not met the expectations of the majority of South African citizens. It has become inexcusable for the failure of local government to deliver services such as water.

Despite creating an arm of government (Local government) with constitutional powers and locate it closer to citizens of the country, it seems this arrangement did not yield the intended efficiency and effectiveness that was envisaged. A number of interventions have been introduced by government to change the situation, but the wheels of change are not turning as fast as government and the public would like them to. Twenty two years into democracy, “a better life for all” slogan has remained a distant dream for many poor people South African more special those in rural municipalities like Bushbuckridge. Many citizens have lost hope of ever realizing a better life.

## **1.2 Discussion of terms**

### **1.2.1 Leadership**

Leadership is a process where a leader influences others to accomplish an objective and directs the organization in a way that makes it more cohesive and coherent (Sharma and Jain, 2013). This definition is similar to Northouse's (2007:3) and Ricketts (2009:1)

Leadership is a process whereby an individual influences a group of individuals to achieve a common goal.

Ricketts (2009:1) further argues that while there are a variety of leadership definitions in the public domain. Some specific components that are central to the majority of the leadership definitions are that leadership:

- Is a process
- Involves influence
- Occurs in a group context, and Involves goal attainment.

Winston and Patterson (2006:7) in their study of leadership came up with an integrative leadership definition “A leader is one or more people who selects, equips, trains, and influences one or more follower(s) who have diverse gifts, abilities, and skills and focuses the follower(s) to the organization’s mission and objectives causing the follower(s) to willingly and enthusiastically expend spiritual, emotional, and physical energy in a concerted coordinated effort to achieve the organizational mission and objectives”.

Winston and Patterson (2006:7) further argue that a leader achieves this influence by humbly conveying a prophetic vision of the future in clear terms that resonates with the follower(s) beliefs and values in such a way that the follower(s) can understand and interpret the future into present-time action steps. In this process, the leader presents a vision in contrast to the status quo of the organization and through the use of critical thinking skills, insight, intuition, and the use of both persuasive rhetoric and interpersonal communication including both active listening and positive discourse, facilitates and draws forth the opinions and beliefs of the followers such that the followers move through ambiguity toward clarity of understanding and shared insight that results in influencing the follower(s) to see and accept the future state of the organization as a desirable condition worth committing personal and corporate resources toward its achievement.

### **1.2.2 Management**

Management is defined as an organizational process that involves strategic planning, objectives setting, resources management, using financial and human resources to achieve organizational objectives, and measuring outcomes. Management also includes keeping records and information for use in future. The functions of management are not exclusively confined to managers and supervisors. Any organizational member organization has some management and reporting functions as part of their job responsibilities (Hissom, 2009).

Management is to exercise executive, administrative, and supervisory direction of a group of people or an organization (Ricketts, 2009:2).

### **1.2.3 Service delivery**

Chen et al (2014), write in a blog article that service delivery is a phrase commonly used in South Africa to describe the distribution of basic services to citizens such as housing, electricity, water, sanitation, road infrastructure, and land.

Crous (2004:574) described service delivery as the “implementation of laws and the actual provision of services and products that constitutes governance. Government programmes contribute towards an enhanced quality of life for all. This denotes that the outcomes of public administration are aimed at service delivery and the improvement of the general welfare of the people”.

World Meteorological Organization International (2014:13) describes service delivery as a product or activity that meets the needs of a user or can be applied by a user. To be effective, services should possess these attributes:

- **Available and timely:** on the time and space scales required by the user;
- **Dependable and reliable:** delivered on time and according to the required user specification;
- **Usable:** presented in user specific formats so that the client can fully understand;
- **Useful:** able to respond appropriately to user needs;
- **Credible:** for the user to confidently apply for it to be provided ;
- **Authentic:** guaranteed to be accepted by stakeholders in the given decision contexts;
- **Responsive and flexible:** adaptable to the evolving user needs;
- **Sustainable:** affordable and consistent over time; and,
- **Expandable:** to be applicable to different kinds of services.

The World Meteorological Organization International's strategy for service delivery and implementation plan (2014:13) further stipulates that "service delivery is a continuous, cyclical process for developing and delivering user-focused services. The strategy describes service delivery in four stages:

**Stage 1: User engagement and developing partnerships:** identifying users and understanding their needs.

**Stage 2: Service design and development:** the process, involving users, providers, suppliers and partners, of creating, designing and developing services and ensuring that user needs are met.

**Stage 3: Delivery of services:** producing, disseminating and communicating data, products and information (i.e., services) that are fit for purpose and relevant to user needs.



**Stage 4: Evaluation and improvement:** collecting user feedback and performance metrics to continuously evaluate and improve products and services.

### **1.3 South African Local Government**

Local government is the arm of government that has been charged with the responsibility of delivering basic services to the citizens of the country. The Republic of South Africa constitution describes a municipality as the local sphere of government which consists of municipalities, which must be established for the whole of the territory of the Republic.

The Constitution further stipulates that there are three categories of Municipalities, which are: Metropolitan Municipality (Category A), Local municipality (Category B), and District municipality (Category C). Across all categories of municipalities, there are a total of 257 municipalities in South Africa, (Cooperative Governance and Traditional Affairs Department, 2014).

Being the local sphere of government, it is where most citizens of South Africa interface with government. Due to its proximity to the citizens, local government has therefore been tasked with the responsibility of providing basic services as stipulated in section 84 (1) of the municipal structures act which include amongst others, clean drinking water, sanitation, electricity, waste removal and roads (Municipal Structures Act, 1998). Municipalities have struggled to deliver these basic services and have often triggered protests. Service delivery protests have often turned violent and caused damage to essential facilities that are meant for the benefit of the same communities.

There is an acknowledgement by government that local government is facing serious service delivery challenges, hence the establishment of the Back to Basics programme in 2014 by the Cooperative Governance and Traditional Affairs (COGTA) department.

This programme is aimed at building a responsive, caring and accountable local government (Cooperative Governance and Traditional Affairs, 2014:1).

It is against this background that the researcher undertook a study to assess the impact of leadership and management capacity to deliver services in Bushbuckridge local municipality in the Mpumalanga province of South Africa. This research specifically assessed the leadership and management capacity at individual, institutional and environmental levels. Government can introduce as many strategies as possible, but if there is no capacity in municipalities to implement those strategies, the interventions are bound to fail like the other initiatives introduced in the past.

It is envisaged that the findings of this research could make a contribution in understanding local government service delivery challenges in Bushbuckridge local municipality.

#### **1.4 Leadership and service delivery in local government**

According to Schmidt (2010:6) “effective leadership is a crucial ingredient in achieving organisational success”. Leadership is an important area requiring attention within the South African municipal context. Schmidt (2010:7) further argued that “leading and learning are identified in the 1998 White Paper on Local Government as one of the four characteristics of developmental local government”.

Although leadership has been identified as a key developmental characteristic of local government, leadership interventions at provincial or organised local government level have been fragmented and unplanned in focus. “Leadership or the lack thereof has not been a strong feature of the analysis of the problems of governance or service delivery by municipalities” (Schmidt, 2010:7).

Addressing municipal weaknesses in South Africa have often focused on technical deficiencies in local government. Consequently, interventions have focused on technical and legal support with less attention paid to leadership, which is the focus of this study (Schmidt, 2010).

### **1.5 Management and service delivery in local government**

The public servants are expected to properly lead in their assigned role with the flexibility to adjust to the ever changing environment. Public servants are expected to be competent managers and leaders who are able to contribute towards the improvement of the effectiveness and efficiency of public sector service delivery (Kruger, 2009).

In order to provide basic services, local government employees must show “adequacy; or have the necessary ability, authority, skills and knowledge that would amount to a person having the capability to accomplish the task and mandate assigned to them” (Kruger, 2009:611).

### **1.6 Bushbuckridge Local municipality**

Bushbuckridge local municipality was previously under Bohlabela District Municipality which comprised Bushbuckridge local municipality, Thaba Chweu local municipality and Maruleng local municipality. Bohlabela district was located in Northern Province now Limpopo province. As new boundaries for provinces were being defined in 1993 at CODESA, the Commission for the Delimitation and Demarcation of Regions (CDDR) recommended the inclusion of Bushbuckridge in the Northern Province (Limpopo) against residents’ preference for Mpumalanga. Given such resistance, the 1993 Interim Constitution considered Bushbuckridge as an “affected area” with the prerogative to

petition for the organization of a local referendum to decide on its provincial location (Mavungu, 2011:18).

However, ANC leaders discouraged the use of local referenda in affected areas promising residents that the ANC-dominated Government would effect their inclusion into their preferred Mpumalanga province. This promise did not materialize causing residents to embark on disruptive and violent protest culminating in a Court action in late 1997. After the Court failure, the resistance campaign subsided partly because the ANC had instructed its members to pull out from the Bushbuckridge Border Crisis Committee (BBCC). In December 2005 when cross boundary municipalities were disestablished across South Africa, Bushbuckridge was finally included in Mpumalanga as long wished by the majority of its residents. It took 11 years and, a protracted and violent conflict and its associated consequences for the ANC-led Government to accede to the wishes of affected residents (Mavungu, 2011).

BLM is now one of the five local municipalities of Ehlanzeni District Municipality in Mpumalanga. In the east Bushbuckridge local municipality borders Kruger National Park, in the south borders Mbombela local municipality, municipality in the Maruleng local North and Thaba Chweu local municipality in the West. This Municipal is a link to Limpopo Province and offers a passage to major tourism attraction points in Mpumalanga and some parts of Limpopo Province.

Bushbuckridge Local Municipality consists of 135 settlements/ villages. The villages have been divided into 37 groups to form wards. According to the local government electoral system each ward should be represented by a ward councillor. With 37 wards, the municipality has 37 elected ward councillors and 37 proportional representation councillors allocated according to the proportion of votes gained during the elections. The table below shows the allocation councillors in 2011 -2016 and 2016-2021 local government terms.

Bushbuckridge local municipality is predominantly rural with very limited job opportunities. A large portion of the land in the municipality belongs to the traditional leadership. As of 2011, only 11.9% of households have access to piped water inside dwelling/institution and 29.5% have water in their yard. One in five households (21.0%) does not have access to piped water (StatsSA, 2011).

The shortage of water in Bushbuckridge was further confirmed on the 2nd of March 2016. It was reported by SABC in the evening news bulletin that some villages in the Bushbuckridge area are without access to drinking water. This was revealed in a legislature interaction with members of the public by Mpumalanga provincial government sitting in Acornhoek (SABC news, 2016). This is a sign of the municipality's inability to deliver basic services to the citizens. The inability of the municipality to deliver water was also another reason that the municipality was placed under administration in 2013 in terms of section 139 (5) (a) of the Constitution of the Republic of South Africa.

### **1.7 Bushbuckridge council composition 2011- 2016 and 2016 – 2021**

Bushbuckridge local municipality has been under the leadership of the African National Congress since the dawn of democracy. There has been very limited pressure from opposition parties in this region for some years. However, in 2011 a new political formation called Bushbuckridge Residents Association (BRA) contested elections and won one ward from the ANC. BRA also won 6 Proportional Representation places and they had 7 seats in the council with the ward councillor included. BRA became an official opposition party in their first local government election attempt (Independent Electoral Commission, 2011).

BRA has shown some significant growth in the August 2016 local government elections. As show in the table 1.7 below, BRA increased their share of wards from 1 ward to 5

wards. They retained their 1 ward and won 4 more wards which were previously won by the ANC. In 2011-2016, the municipality had 37 wards and there are now 38 wards. The ANC has seen a decline in the number of council seats. In 2011 elections they won 55 seats and in 2016 they won 53 which is a combination of ward and PR councillors. This is a decline by 2 seats. This may seem insignificant but may be very encouraging to smaller opposition parties as there is an increase of opposition parties' seats from 19 seats in 2011 23 seats in 2016. The 2016 elections have also seen the disappearance of ACDP, PAC, COPE and independent candidates in BLM council as none of them won a seat. EFF in its first local government elections attempt has won 4 council seats.

**Table 1.7: Councillors in Bushbuckridge Municipality**

<b>Party</b>	<b>Number of Council seats (2011-2016)</b>	<b>Number of Council seats (2016-2021)</b>
African Christian Democratic Party (ACDP)	1	0
African National Congress (ANC)	55	53
African People's Convention (APC)	3	2
Bushbuckridge Residents Association (BRA)	7	14
Congress of the people (COPE)	3	0
Democratic alliance (DA)	3	3
Economic Freedom Fighters	-	4
Independent candidate	1	0
Pan African Congress (PAC)	1	0
<b>Total</b>	<b>74</b>	<b>76</b>

Table created by the author

## 1.8 Problem statement

The Bushbuckridge municipality was placed under administration on 24 April 2013 in terms of Section 139 (5) (a) of the Constitution of the Republic of South Africa. “If a municipality, as a result of a crisis in its financial affairs, is in serious or persistent material breach of its obligations to provide basic services or to meet its financial commitments, or admits that it is unable to meet its obligations or financial commitments, the relevant provincial executive must:

- (a) Impose a recovery plan aimed at securing the municipality’s ability to meet its obligations to provide basic services or its financial commitments, which-
  - (i) Is to be prepared in accordance with national legislation; and
  - (ii) Binds the municipality in the exercise of its legislative and executive authority, but only to the extent necessary to solve the crisis in its financial affairs”.

The recovery plan in Bushbuckridge did not include dissolving the municipal council but the executive power was taken away from the council. The Municipal Manager and the Chief Financial Officer (CFO) were released from their positions and replaced with new officials. An administrator was also appointed to support the municipality’s recovery plan and was granted executive powers over the finances of the municipality.

The MEC for COGTA in Mpumalanga in a media statement indicated that the municipality was no longer able to discharge its responsibility of providing its communities with services as required in terms of its constitutional mandate (Skhosana, 2013). This situation was considered sufficient to trigger a need for the section 139 (5) (a) to be applied.

The MEC in his media statement indicated that one of the problems facing the municipality was its inability to deliver water to its citizens. He also indicated that the municipality was not able to generate revenue to complement the equitable share allocation to deliver the broader basic services to the citizens of the municipality. He indicated that the municipality is dependent on grant funding as 81% of the revenue budget is made up of Equitable Share and the Municipal Infrastructure Grant, (Skhosana, 2013).

The reliance on municipal grant funding demonstrates that the municipality is not able to generate enough revenue locally. This situation may be caused by the socio-economic status of the municipality or the policies governing local government. The reliance on municipal grants affects the municipality's ability to complement its budget to deliver basic services.

A recent COGTA review of South Africa's 278 municipalities revealed that local government is still some way from transformed municipal practices. The review established four groups of municipalities: "7% doing well, 30% reasonably functional, 32% almost dysfunctional and 31% dysfunctional" (Cooperative Governance and Traditional Affairs, 2014:6).

Among others reasons for challenges affecting municipalities, the review found that there is "endemic corruption, dysfunctional councils, no structured community engagement and participation, and poor financial management leading to continuous negative audit outcomes" (COGTA, 2014:6).

President Jacob Zuma in his address to the National Council of Provinces (NCOP) on the 26th of November said "While the lives of millions have improved meaningfully, there are many others who are still waiting, who still need to see their lives changing for the



better. They want water, electricity, housing, roads and decent schools near their homes. They want municipalities that function better and which are caring and responsive. We have confirmed that political instability and weaknesses in governance are two of the primary causes of poor service delivery at municipal level.” (President Jacob Zuma NCOP address, 2015).

Although this was a national address, the facts apply to specific municipalities. This inability of local government to deliver services also affects human beings on the ground. There are communities in many municipalities including Bushbuckridge local municipality who are still waiting for clean water access as per government policies for many years. Some road conditions in rural areas are very appalling which affects the movement of citizens. This also affects government’s ability to deliver services such as ambulance services to rural communities.

In South Africa, water is a human right, thus government introduced a number of measures to ensure that everyone has access to at least the basic level of services at no cost. In terms of the free basic water policy introduced in 2000, municipalities are mandated to facilitate this process are obligated to provide at least 6000l of water to each household (25l per person) for free. This is especially to ensure that even those who cannot afford to pay for services are able to receive them. In facilitating this process, municipalities receive annual grants as government support to ensure that even small municipalities are able to provide such services as required (Mothetha, Nkuna & Mema, 2013).

According to the Department of Water Affairs and Forestry (2004) basic water supply was defined as a standpipe supplying 25 litres per capita per day within 200m of the household and with a minimum flow of 10 litres per second. As things stand in Bushbuckridge, very few people access water as per the description above.

This study is therefore an attempt to get to the bottom of some of the underlying leadership factors affecting the delivery of services at Bushbuckridge local municipality. Leadership at political, administrative and all other structures of the municipality is a very critical in local government. National, provincial, municipal level, and community levels need to play their roles effectively for successful delivery of services. Any lack of leadership in any of these areas can adversely affect the delivery of services in local government.

### **1.9 Significance of the study**

Local government is currently faced with service delivery challenges. Judging by the number of service delivery protests being reported, it is evident that many citizens have run out of patience. A twenty year review (1994 – 2014) of local government by the presidency has revealed six challenges currently confronting local government: governance, accountability, capacity and skills shortages, financial constraints, service delivery constraints, and changing demographics in municipalities, (The Presidency, 2014:10).

A COGTA report (2014) notes there is a slow or inadequate response to challenges affecting service delivery which are in turn linked to the collapse of confidence in government institutions and councillors on the part of communities. The report also notes that there is social distance by public representatives from the reality on the ground.

With the background of Bushbuckridge local municipality being placed under administration from April 2013 to December 2014 because of management and leadership failures, this study attempts to investigate further to establish factors behind poor service delivery in this municipality. This will be achieved by including in the study population a comprehensive sample which cuts across all human resource personnel

involved in the delivery of services for the municipality. The sample includes, municipal officials, councillors, and ward committee members.

### **1.10 Constitutional challenges and failure to deliver services**

Failure by local government to deliver services is in conflict with the Bill of Rights contained in the Constitution of the Republic of South Africa. Some of the rights that are directly linked to local government stipulated in RSA constitution (1996) are:

- An environment that is not harmful to the health and well-being of the citizens;
- Access to sufficient food and water; and social security, including, if they are unable to support themselves and their dependents, appropriate social assistance;
- Everyone is equal before the law and have the right to equal protection and benefit of the law;
- Everyone has inherent dignity and the right to have their dignity respected and protected;
- Everyone has the right to have access to adequate housing; and
- Everyone has the right to administrative action that is lawful, reasonable and procedurally fair.

Failure to deliver these services raises constitutional challenges for the government. Due to its proximity to the community, local government is strategically positioned to ensure that the state fulfils its constitutional responsibility of providing basic services to citizens.

### **1.11 Aim of the research**

The aim of this research is to critically assess the leadership and management capacity of the municipal officials, councillors and ward committee members in order to identify

internal and external factors which affect the capacity of Bushbuckridge local municipality to deliver services to its citizens.

### **1.12 The research objectives**

1. To establish if the political office bearers, municipal officials, proportional and ward councillors have the appropriate skills to execute their work effectively;
2. To establish if the municipal officials have a good understanding of the underlying factors affecting service delivery in the municipality;
3. To establish how organization/institutional factors affect service delivery in the municipality;
4. To investigate how environmental factors affect the delivery of services in the municipality;
5. To investigate how the municipality uses the ward committees as a platform for public participation;
6. To investigate the leadership capacity of ward committee members and their contribution to service delivery; and
7. To investigate if the collapse of service delivery in the municipality is as a result of poor leadership and management.

### **1.13 The research methodology**

For this study the researcher used a mixed method which was qualitative and quantitative. The premise for the mixed methodology is that it permits a more comprehensive utilization of data than do separate quantitative and qualitative data collection and analysis.

Quantitative research is built on the measurement of a quantity or amount. The results of quantitative research are basically a number or a set of numbers. The results are often

presented in the form of tables and graphs. Quantitative research explores the what, where and when of decision making. (Rajasekar et al, 2013).

Qualitative research is concerned with qualitative phenomena. Qualitative research is descriptive, non-numerical, applies reasoning and uses words. Its aim is to get meaning, description and feeling of the situation. It investigates the why and how of decision making, (Rajasekar et al, 2013). Schwandt, (2015:256) writes, “qualitative data is data in the form of words, including ethnography, case study research, naturalistic inquiry, ethnomethodology, life- history methodology, and narrative enquiry. To call a research activity qualitative inquiry broadly means that it aims at understanding the meaning of human activities”.

As per the description above, one can note that the two methods have their strengths and limitations. The combination of quantitative and qualitative methods improves the research by ensuring that the limitations of one method are balanced by the strengths of the other method. Research methodology is discussed in detail in chapter 3 of this thesis.

### **1.14 Research questions**

1. Do ward councillors; proportional councillors; and municipal officials; have the appropriate skills to execute their work effectively?
2. Do the municipal officials have an understanding of the underlying factors affecting service delivery in Bushbuckridge local municipality?
3. What organization/institutional factors affect service delivery in Bushbuckridge local municipality?
4. How do environmental factors affect the delivery of services in Bushbuckridge local municipality?

5. How effective are the ward committees as a platform for public participation in the affairs of local government?
6. How does the leadership capacity of ward committees impact their contribution to service delivery?
7. What is the link between leadership, management capacity and service delivery?

### **1.15 Delimitation of the study**

The delimitations are those characteristics that limit the scope and define the boundaries of the study. The delimitations are characteristics that are in the researcher's control. Delimiting factors include the choice of objectives, the research questions, variables of interest, theoretical perspectives that the researcher adopts, and the population the researcher chooses to investigate (Simon, 2011).

The delimitations of this study will be officials, councillors and ward committee members in Bushbuckridge Local Municipality. The delimitation of this study will be only municipal officials, councillors and ward committee members currently associated with the municipality. Only current municipal officials, councillors and ward committee members form part of the study population.

### **1.16 Structure of thesis chapters**

#### **Chapter 1: Introduction**

The first chapter serves as an introduction to the problem being studied. It outlines the problem statement, aims of the research, objectives of the research, significance of the research, literature review overview, and the sequence of chapters in this thesis.

## **Chapter two: Leadership and management: a literature review**

This chapter is comprised of relevant literature related to leadership, and management. This chapter also focuses on relevant theories of management and leadership, and relates them to service delivery in local government.

## **Chapter three: Local government and service delivery**

This chapter explains the research problem, background of municipal service delivery in South Africa, the legislative framework of local government, underlying factors to service delivery, and comparison of South African local government system with other developing countries in the world.

## **Chapter four: Research methodology**

This chapter contains information on how the research was designed. This includes sampling and sampling types, data collection instruments, data analysis, and measures put in place to ensure credibility of the findings of this research, as well as the type of research methodology this research uses (qualitative and quantitative).

## **Chapter five: Results and Analysis**

This chapter presents findings of the research in the form of tables, graphs charts, and qualitative results. The results are also accompanied by interpretation of the findings of the research.

## **Chapter six: Discussion**

This chapter offers summaries of the responses to the research questions posed in Chapter 1, discusses the appropriateness of the theoretical framework adopted and specific aspects of the research findings, clarifies the limitations of the study's findings, and suggests avenues for future research.

## **Chapter seven: Conclusions and recommendations**

The concluding chapter summarises the major findings that can be drawn from the information presented in the report. This chapter also provides some recommendations about legislative and policy changes as well as further research areas that can be explored by the researcher and by others.

## **Conclusions**

The focus of this chapter was to give an overview of the research study conducted to assess the impact of leadership and management in the delivery of municipal services in Bushbuckridge Local Municipality. This chapter introduced the research problem and the methodologies used in conducting this research.

This chapter also described the aims, objectives, research questions, literature review outline, and the delimitation of the study. Lastly, this chapter outlined the sequencing of the chapters of this thesis.



## **CHAPTER TWO: LEADERSHIP AND MANAGEMENT**

### **2.1 Introduction**

This chapter comprises relevant literature on leadership, management and service delivery. Successful organizations are the result of effective leadership and management. Leadership and management may not mean the same thing but they are interrelated. An organization will always reflect the values and beliefs of its leadership and management since they are the ones shaping the cultural traits of the organization (Popa, 2012:123). Successful organizations have to ensure that personnel with relevant skills and competences are employed and continuously enhance their capacity. They also invest resources in building strong leadership and management.

Leadership is understood “as different to management although they are related. Management relies more on planning, organisational and communication skills. Leadership relies on management skills too, but more so in qualities such as integrity, honesty, humility, courage, commitment, sincerity, passion, confidence, a positive attitude, wisdom, determination, compassion and sensitivity. Some people are born more naturally to leadership than others. But everyone can develop leadership ability. And everyone is called on to take on leadership responsibilities of some sort. Leadership is about individual skills but it is also an institutional capacity” (Schmidt, 2010:6).

## 2.2 Leadership and service delivery

### 2.2.1 Definitions of leadership

Jones and George (2009:497) describe leadership as a “process by which a person exerts influence over other people and inspires, motivates, and directs their activities to help achieve group or organizational goals. When leaders are effective, the influence they exert over others helps a group or an organization achieves its performance goals”.

**Leadership** “is the ability to influence, inspire and motivate others to achieve or even go beyond their goals. It is also the ability to anticipate and respond to change. Leadership is not only synonymous with a position of authority, but it can also be informal and be held at many levels” (United Nations Development Programme, 2009:14).

**Leadership** is a major way in which people change the minds of others and move organizations forward to accomplish identified goals (International Association of Analytical Psychology, 2009).

Schmidt (2010:6) describes **Leadership** as being “about individual skills but it is also an institutional capacity that goes beyond individuals”.

**Leadership** has to do with deciding what needs to be done. It is about providing a vision for the institution. Organizations depend upon capable leadership to guide them through unprecedented changes; (Pasmore, 2014). Equally, local government relies on its leaders to provide a vision towards enhancing the delivery of services to the citizens.

### 2.2.2 Four factors of leadership

Sharma and Jain (2013: 10-11) identified “four major factors in leadership which are discussed below:

1. **Leader:** a leader “must have an honest understanding of who they are, what they know, and what they can do. Also, note that it is the followers, not the leader or someone else who determines if the leader is successful. If they do not trust or lack confidence in their leader, then they will be uninspired. To be successful a leader has to convince his/her followers, not himself/herself or their superiors, that s/he is worthy of being followed”.
2. **Followers:** “Different people require different styles of leadership. For example, a new recruit requires more supervision than an experienced employee does. A person who lacks motivation requires a different approach than one with a high degree of motivation. A leader must know his/her people. The fundamental starting point is having a good understanding of human nature, such as needs, emotions, and motivation”.
3. **Communication:** “A leader leads through two-way communication. Much of it is nonverbal. For instance, when a leader sets an example, which communicates to the followers that s/he would not ask them to perform anything that the leader would not be willing to do. What and how the leader communicates either build or harm the relationship with employees”.
4. **Situation:** “All situations are different, and what a leaders does in one situation will not always work in another. Leaders must use their judgment to decide the best course of action and the leadership style needed for each situation. For example, a leader may need to confront an employee for inappropriate behavior,

but if the confrontation is too late or too early, too harsh or too weak, then the results may prove ineffective. A leader must also note that the situation normally has a greater effect on a leader's action than his or her traits. This is because while traits may have an impressive stability over a period of time, they have little consistency across situations”.

The four factors described above are key to effective leadership. A lack of any of these factors could affect the ability of a leader to steer the organization to the desired direction.

### **2.3 Leadership and service delivery in local government**

Maxwell (1993:1) argues that the “effectiveness of the leader’s work will never rise above the leader’s ability to lead and influence others. A leader cannot produce consistently on a level higher than their leadership. In other words, the leader’s leadership skills determine the level of their success and those who work around them”.

Leadership has a direct influence on the ability of any establishment to deliver goods and services. The life and success of any organization depends heavily on the effectiveness of its leadership. The International Association for Analytical Psychology (2009) in a PowerPoint presentation at an administrative professional week event argued that leadership transforms potential into reality and brings new ideas when the old ones lose their relevancy.

Odumeru & Ifeanyi (2013:355) argued that “leadership is one of the most important aspects of management. This is because leadership is a major factor which contributes immensely to the general well-being of organisations and nations. Organisations such as General Electric and Chrysler had been turned around from the brink of bankruptcy to

become two of the world's most profitable organisations through the effective leadership of Jack Welch and Lee Iacocca”.

Leadership in local government is very challenging due to the fact that every five years there are elections and changes in political leaders. The changes in political leadership sometimes come with changes in senior management of the municipality. The changes are often necessitated by the fact that people are deployed to senior positions based on their political connections or political factional alignment. Consistent delivery of quality services requires stable management and leadership at the highest level of the institution. Changes in local government leadership often affect the delivery of services.

(Schmidt, 2010:16) argued that “a critical task of local government leadership is to drive the transformation of municipalities to ensure that they are representative of the population, committed to the ideals of the constitution and the vision of developmental local governance, capacitated to drive delivery and responsive to the needs of the people, particularly the poorest that goes beyond individuals”. It is therefore imperative that people deployed to these positions (political and administrative) have the required skills to lead effectively.

When exploring factors affecting service delivery in local government, problems of governance have not been a strong feature. Most often, service delivery challenges have been attributed to technical factors. Hence, government interventions in local government have always focused on technical support. Schmidt (2010:7) argued that “since the year 2000, an emphasis was placed on intensive regulation of the core planning, management, budgeting and financial management processes of the municipality. Yet, many of the major governance and delivery challenges stem not so much from technical deficiencies but from failures in the softer leadership realm where values, vision, commitment, motivation, energy, innovation, learning, relationships and trust come into play”.

The question that arises is why is government responding with technical intervention when the problem is with leadership? Firstly, Visser (2010:8) argued that, “one reason may relate to its politically sensitive nature. To point to failures of leadership at municipal level is to put a spotlight on political leadership and the functioning of political parties. It could be argued that the intense factionalism and partisanship within parties and between parties over the past years has resulted in a political climate that is not conducive to a frank and open discussion about the quality of municipal leadership and how this can be improved and developed”.

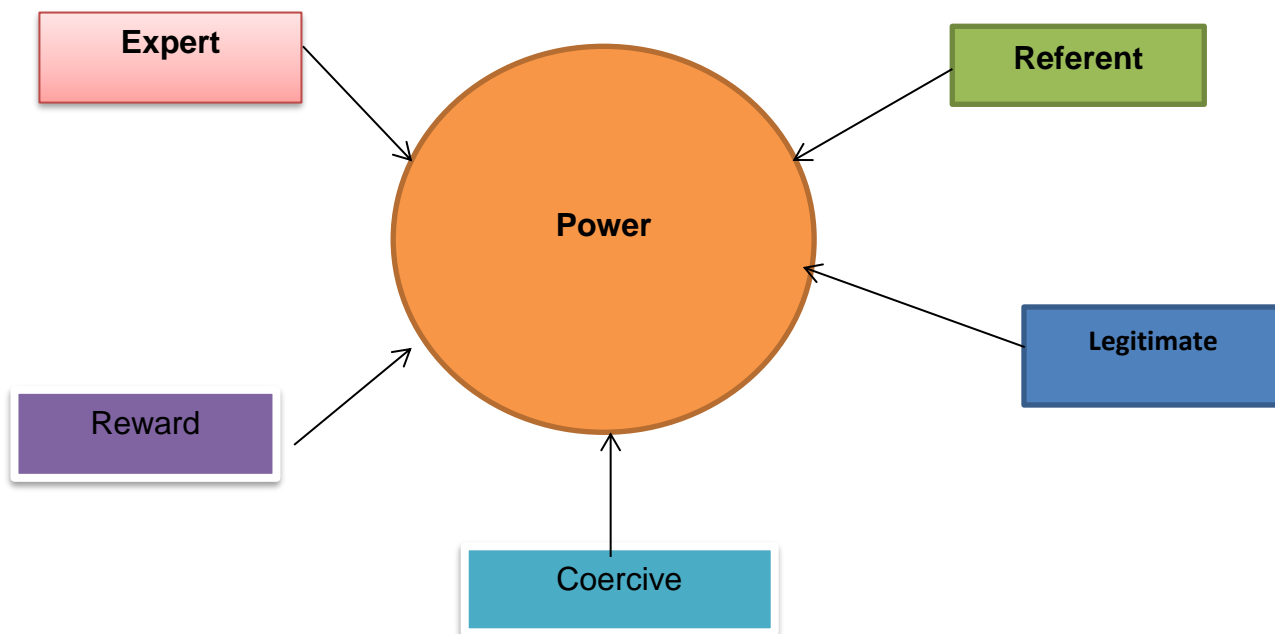
Secondly, the relationship between political leadership and administrative leadership often affects the functioning of municipalities. “This is often marked by major conflict, mistrust and an inability to find an effective way of working together when the two groups can make sense of their different views and approaches and find common ground for leading the municipality” (Visser, 2010:12). For municipalities to function effectively, the political leadership and administrative leadership must strive towards finding cohesion amongst themselves.

Thirdly, there is political interference in municipal council decision making processes. There is evidence to suggest that some regional political structures are closely involved in some of the decision-making of municipalities. Visser (2010:55) argued that “there is growing concern around the inappropriate relationship between regional party structures and municipalities. There are reports of instances where regional political party structures seek to operate municipalities by remote control. Regional political party structures should focus on recruitment and deployment of suitable candidates for political office in municipalities, ensuring and overseeing the ethics among their cadres and providing overall strategic guidance in the form of party political programmes. Instead, they often seem to focus their attention on two aspects: staff appointments and tender manipulation”.

## 2.4 Power and leadership

Power is an essential component of an effective leadership as it affects the people around and get them to act in a particular manner. Jones and George (2009:500) argued that” there are several types of power and they identified them as: legitimate, rewards, coercive, expert, and referent power. Effective leaders take steps to ensure that they have sufficient levels of each type and that they use the power they have in beneficial ways”.

**Figure 2.4: Source of leadership power**



Jones and George (2009:500) argued that “people want to be guided by leaders they respect & Adapted from Jones and George (2009) on. To gain respect, they must be ethical. A sense of direction is achieved by conveying a strong vision of the future”.

**Legitimate power:** “is the authority a leader has by virtue of their position in an organization’s hierarchy. This power comes solely from the position the superior holds in an organization. Personal leadership style influences how a leader exercises legitimate

power” (Jones and George, 2009: 501). Maxwell (1993:5) refers to this power as “the basic entry level to leadership. The only influence the leader has is that which comes with the title. He argues that people who stay at this level get into territorial rights, protocol, tradition, and organizational charts”. Though these things need to be observed in an organization, they however become negative if they serve as the basis for authority and influence.

Maxwell (1993:5) further argues that “real leadership is more than having authority; it is more than having the technical training and following the proper procedures. He says real leadership is being the person others will gladly and confidently follow. He argued that leadership is about influence, nothing more and nothing less”.

Legitimate power is the one power that dominates local government. The most common instance when legitimate power affects service delivery is when people deployed to political positions in municipalities are not holding senior position in their political parties. Leadership in local government often comes from regional leadership in bigger political parties such as ANC, DA and EFF. Often the regional chairperson becomes a Mayor of the Municipality. There are instances when the regional chairperson serves in the highest structures of the party such as the legislation in the province or some national positions. The chairperson and the regional leadership still holds power in the region and decide what happens in their region. This situation then affects the decentralization of power to people occupying positions in local government.

This phenomenon was also noted by Picard and Mogale (2015) where they argued that decentralized government is difficult because it is seen as a threat to national leaders. Rather than devolving power, politicians at higher level prefer to de-concentrate power to loyal candidates/comrades at the lower level. Those delegated into leadership positions



may not have the power to act in the people's best interest but people who deployed them to those positions.

**Reward power:** Jones and George (2009:501) describe reward power as “the ability of a leader to give or withhold tangible rewards (pay raises, bonuses, and choice of job assignments) and intangible rewards (verbal praise, a pat on the back, and respect)”. Being able to give or withhold rewards based on performance is a major source of power that allows managers to have a highly motivated workforce. Reward power can also be used to the detriment of an institution if not applied properly

For example, a person who holds political power has bargaining powers to persuade people in certain positions to do certain things which may not be in the best interest of the constituency they represent. For example someone in the provincial leadership can give instructions to someone in local government, or someone in national government can issue instructions to province and local. For a person to continue enjoying the benefits of their position s/he will have to comply or risk being removed from the position.

**Coercive power:** Jones and George (2009:501) described coercive power as “the ability of a leader to punish others. This power comes from forced actions and potential for punishment. Punishment can range from verbal reprimands to reductions in a pay or working hours to actual dismissal”. In political leadership, non-compliance to senior leadership instructions may lead to the person/s recalled from the positions they hold or face being not considered for future deployment. This is a challenge facing many political leaders and can affect service delivery

**Expert power:** Jones and George (2009:501) described expert power to be “based on the special knowledge, skills, and expertise that a leader possesses. It comes from the

leader possessing superior subject knowledge. The nature of expert power varies, depending on the leader's level in the hierarchy. First level and middle managers often have technical expertise relevant to the tasks that their subordinates perform. Their expert power gives them considerable influence over subordinates".

The expert power is lacking in local government. The service delivery protests the country in witnessing is for the lack of this power. Expert power is often ignored in local government. Expert power may increase efficiency in local government. There are so many projects that have failed due to lack of expert power or by ignoring the advice of experts.

**Referent power:** "is more informal than the other kinds of power. Referent power is a function of the personal characteristics of a leader; it is the power that comes from subordinates' and co-workers' respect, admiration, and loyalty" (Jones and George, 2009:503). Leaders who are likeable and whom subordinates wish to use as a role model are especially likely to possess referent power. In referent power, subordinates identify with the leader and are willingly respect that leader.

Maxwell (1993:7) describes this power/authority as permission. He argues that "leadership is getting people to work for you when they are not obliged to do so. He argues that people do not care how much you know until they know how much you care". He says leadership begins with the heart, not the head. This power may seem less important, but people will follow a leader whom they like and they will freely support his/her vision.

Sharma and Jain (2013:311) write that "when people are deciding if they respect you as a leader, they do not think about your attributes, rather, they observe what you do so that they can know who you really are. They use this observation to tell if you are an

honourable and trusted leader or a self-serving person who misuses authority to look good and get promoted”.

**Table 2.5: Levels of leadership**

<b>Levels of leadership</b>	<b>Description</b>
<b>Level 1: Position leadership</b>	<p><b>Rights:</b> People follow because they have to.</p> <p><b>NOTE:</b> A leader’s influence will not extend beyond the lines of his/her job description.</p>
<b>Level 2: Permission leadership</b>	<p><b>Relationship:</b> People follow because they want.</p> <p><b>NOTE:</b> People will follow a leader beyond the stated authority. This level allows work to be fun. There is a caution though that staying at this level without rising will cause highly motivated people to become restless.</p>
<b>Level 3: Production leadership</b>	<p><b>Results:</b> People follow because of what the leader has done.</p> <p><b>NOTE:</b> This is where success is sensed by most people. They like the leader and what the leader is doing. At this level problems are fixed with very little effort because of the momentum.</p>
<b>Level 4: People development</b>	<p><b>Reproduction:</b> People follow because what the leaders has done for them.</p> <p><b>NOTE:</b> This is where long range growth occurs. The leader’s commitment to develop leaders will ensure ongoing growth to the organization and to the people. A leader needs to do whatever he/she can to achieve and stay on this level.</p>
<b>Level 5: Personhood leadership</b>	<p><b>Respect:</b> People follow because of who the leader is and what the leader represents.</p> <p><b>NOTE:</b> This step is reserved for leaders who have spent years growing people and organizations. Few make it here. Those who do are bigger than life.</p>

Table developed by the author and content from John Maxwell’s book (1993:12)

## **2.5 Leadership theories**

Bolden et al, (2003:6) argued that “leadership literature reveals an evolving series of schools of thought from “Great Man” and “Trait” theories to “Transformational” leadership”. Early theories focus on the characteristics and behaviour of successful leaders, later theories consider the role of followers and the contextual nature of leadership”.

### **2.5.1 Great Man Theory (1840s)**

The great man theory of leadership became popular during the 19th-century. The mythology behind some of the world's most famous leaders such as Abraham Lincoln, Julius Caesar, Mahatma Gandhi and Alexander the Great helped contribute to the notion that great leaders are born and not made. In many examples, it seems as if the right man for the job seems to emerge almost magically to take control of a situation and lead a group of people into safety or success (Cherry, 2016).

Bolden et al (2003:6), writes that there was a “belief that leaders are exceptional people, born with innate qualities, destined to lead. The term 'man' was intentional since until the latter part of the twentieth century leadership was thought of as a concept which is primarily male, military and Western. The Great man Theory did not consider women in leadership roles”.

Van Wagner (2008:2) writes that “the Great Man Theories assume that the capacity for leadership is inherent – that great leaders are born, not made. These theories often portray great leaders as heroic, mythic, and destined to rise to leadership when needed.

The term “Great Man” was used because, at the time, leadership was thought of primarily as a male quality, especially in terms of military leadership”.

Historian Thomas Carlyle also had a major influence on this theory of leadership. According to Carlyle, effective leaders are those gifted with divine inspiration and the right characteristics. Some of the earliest research on leadership looked at people who were already successful leaders. These individuals often included aristocratic rulers who achieved their position through birthright. Because people of a lesser social status had fewer opportunities to practice and achieve leadership roles, it contributed to the idea that leadership is an inherent ability (Cherry, 2016).

One shortcoming about the great man theory of leadership is the fact is not everyone who possesses the natural leadership qualities who actually become great leaders. If leadership was based on natural leadership qualities, the implication is that everyone with these qualities would ultimately be in leadership roles. Leadership is a complex subject which cannot be confined to inborn qualities. Multiple factors influence how successful a leader may be in a given position. These factors include characteristics of the group, the leader in power and the situation (Cherry, 2016). A cohesion in these factors could project a good leader contrary to the great man theory.

### **2.5.2 Trait Theory (1930s – 1940s)**

The Trait theory emerged from the “Great Man” theory as a way of identifying the key characteristics of successful leaders. The focus of the trait theory is on the beliefs and values; personality; need for achievement; orientation to power; gender; confidence; mental, physical, and emotional attributes. It was believed that through this approach critical leadership traits could be isolated and that people with such traits could then be recruited, selected, and installed into leadership positions. Being aligned to the great man

theory, it was believed that people born with right traits could become best leaders (Bolden et al, 2003).

Van Wagner (2008) writes that trait theory assumes that people inherit certain traits and qualities that make them suitable for leadership roles. In trait theories, specific behavioural characteristics and personalities are used to identify potential leaders.

Zaccaro (2007:8) writes that “early in the leadership scientific research tradition, traits were understood to be innate or inheritable qualities of the individual. He argued that early researchers considered leader traits to be immutable properties that were present at the birth of a future leader”.

The Shortcoming with the trait theory lies in the fact that although many traits associated with leadership were identified, researches later on could not find consistent traits. The absence of certain traits in a person could not necessarily mean that the person could not be regarded as a leader (Bolden et al, 2003). Van Wagner (2008) also cast some doubts on the trait theories. He argued that if specific traits are key leadership features, what explanation do we provide for people who possess these qualities yet they are not in leadership positions.

### **2.5.3 Behavioural Theory (1940s – 1950s)**

Behaviour theories are based on categories of behaviour and leadership types. Behaviour theory focuses on what effective and efficient leaders do. Van Wagner (2008:2) writes that “behavioural theories of leadership are based upon the belief that great leaders are made, not born. Rooted in behaviourism, this leadership theory focuses on the actions of

leaders, not on mental qualities or internal states. According to this theory, anyone can learn to become a leader through teaching and observation”.

Bolden et al, (2003) described behavioural theory as a leadership theory that considers the observable actions and reactions of leaders and followers in a given situation. The behavioural theory was a continuation of criticisms on the trait theory. This theory focused on measuring behavior. The trait theory assumes that good leaders are born with certain traits while behavioural theory says anyone can become a leader as personal traits are irrelevant in determining a good leader.

#### **2.5.4 Contingency Theory and Situational Leadership (1960s)**

Bolden et al (2003:8) argued that “what works for a leader in one situation may not work in another. It has been argued by numerous researchers that no one leadership style is right for every manager under all circumstances. Instead, contingency-situational theories were developed to indicate that the style to be used is contingent upon such factors as the situation, the people, the task, the organisation, and other environmental variables”.

Van Wagner (2008:3) argued that “contingency theories of leadership focus on particular variables related to the environment that might determine which particular style of leadership is best suited for the situation. According to this theory, no one leadership style is best in all situations. Success depends upon a number of variables, including the leadership style, qualities of the followers, and aspects of the situation. The situational theories propose that leaders choose the best course of action based upon situational variable. Different styles of leadership may be more appropriate for certain types of decision-making”.

The contingency theory assumes that being successful in one situation does not guarantee a leader success in a different situation. A successful leader in a certain situation may fail dismally if placed in a situation with complete different conditions. The behavioural theory contends that the behavior and action of leaders depends on the situation and the followers they have in the institution.

### **2.5.5 Participative theory**

Bell and Mjoli (2014:452) described participative leadership “as a process of making joint decisions or at least sharing influence in decision making by the superior and subordinates”. This leadership style is important because it solicits different ideas from team members and leads ownership of decision made. Participative leadership style takes into account the contribution of others. In this leadership style, leaders promote the contribution and participation of team members in the decision-making process (Van Wagner 2008).

Likert (1967) describes participative as a form of leadership that “involves the use of various decision procedures that allow other people some influence over the leader's decisions. Other terms commonly used to refer to aspects of participative leadership include consultation, joint decision making, power sharing, decentralization, empowerment, and democratic management. Participative leadership can be regarded as a distinct type of behaviour, although it may be used in conjunction with specific task and relations behaviors”.

The benefit of a participative leadership has been expressed by Timmerman (2012:57), he argued that participative leadership “improves commitment and increasing collaboration, which leads to better quality decisions and a more successful business or organization”. Participative leadership is not a panacea though, improving productivity



and efficiency often requires directive leadership, and making unpopular decisions that keep the organization moving in the right direction. Timmerman (2012:57) identifies the following benefits in participative leadership:

- People perform better in a participative environment;
- Groups and teams led by empowering leaders perform better;
- A participative leadership style improves the innovative behaviour of employees;
- Group decisions lead to better quality decisions, which are also executed faster;
- Participation is one of the levers that creates higher employee satisfaction;
- Participation leads to a higher intrinsic motivation; and
- Participation leads to an increased feeling of justice and fairness.

#### **2.5.6 Transactional Leadership theory (1970s)**

McCleskey (2014:122) argued that transactional leadership is style that is rooted on “the exchanges that occur between leaders and followers. The exchanges allow leaders to accomplish their performance objectives, complete required tasks, maintain the current organizational situation, motivate followers through contractual agreement, direct behavior of followers toward achievement of established goals, emphasize extrinsic rewards, avoid unnecessary risks, and focus on improve organizational efficiency. Transactional leadership allows followers to fulfill their own self-interest, minimize workplace anxiety, and concentrate on clear organizational objectives such as increased quality, customer service, reduced costs, and increased production”.

Covey (2007:6) writes that “transactional leadership strives to motivate followers by appealing to their self-interest. Transactional leaders apply reward and punishment strategies to gain compliance from their followers”. While Odumeri and Ifeanyi, (2013) argued that transactional leadership assumes that people are motivated strictly by punishment and reward. Transactional Leadership focuses on the role of leader,

organisation, and group performance; it is a leadership style in which the leader promotes compliance of his followers through both rewards and reprimands.

Leaders using the transactional approach are not looking to influence the future; but are looking to merely keep the status quo. These leaders pay attention to followers' work in order to find faults and nonconformities. In emergencies and crisis situations, transactional leadership is effective, as well as when projects need to be carried out in a specific manner (Odumeri and Ifeanyi, 2013).

Judge and Piccolo (2004:755) argued that “the difference between transformational and transactional leadership is in terms of what leaders and followers offer each other. Transformational leaders offer a purpose that transcends short-term goals and focuses on higher order inherent needs. Conversely, transactional leaders focus on the exchange of resources. If transformational leadership results in followers identifying with the needs of the leader, the transactional leader gives followers something they want in exchange for something the leader wants”.

### **Criticisms of transactional leadership**

The transactional leadership has also had its own fair share of criticism. McCleskey (2014:122) argued that “transactional leadership practices lead followers to short-term relationships of exchange with their leader. Relationships of this nature tend toward shallow, temporary exchanges of gratification and often create resentments between the participants. Furthermore, a number of scholars criticize transactional leadership theory because it utilizes a one-size-fits-all universal approach to leadership theory construction that disregards situational and contextual factors related organizational challenges”.

### **2.5.7 Transformational Leadership**

Transformational leadership was introduced by Burns during his study political leadership. Burns (1978:20) described transformational leadership “as not a set of specific behaviors, but an ongoing process by which leaders and followers raise one another to higher levels of morality and motivation”. Covey (2007:4) writes that “transformational leaders offer a purpose that transcends short-term goals and focuses on higher order inherent needs. Transformational leaders increase the bar by appealing to higher ideals and values of followers. By so doing, they may model the values themselves and use charismatic methods to attract people to the values and to the leader”.

Odumeru and Ifeanyi (2013:356) write that “a transformational leader is a person who stimulates and inspires (transforms) followers to achieve extraordinary outcomes. He/she pay attention to the concern and developmental needs of individual followers; they change followers’ awareness of issues by helping them to look at old problems in a new way ; and they are able to arouse, excite and inspire followers to put out extra effort to achieve group goals’.

Covey (2007:4) writes that “Burns was influenced by Abraham Maslow’s Theory of Human Needs. This theory recognizes that people have a variety of needs, and the extent to which they will perform effectively in the workplace will be affected by the extent to which these needs are satisfied. Transformational Leadership fits into the higher levels, as it requires a high level of self-esteem and self-actualization to be an authentic transformational leader”.

Covey (2007) identifies four components of transformational leadership:

1. **“Charisma or idealized influence:** It is the degree to which a leader behaves in commendable ways that cause followers to identify with the leader. Charismatic leaders exhibit convictions, take stands and appeal to followers on an emotional level. This is about the leader possessing a clear set of values and demonstrating them in every action, and providing a role model for their followers. Genuine trust must be built between leaders and followers. Trust in both leader and follower is built on a solid moral and ethical foundation”.
2. **“Inspirational motivation:** Is the degree to which the leader articulates a vision that is appealing and inspiring to followers. Leaders with inspirational motivation challenge followers with high standards, communicate optimism about future goals, and provide meaning for the task at hand. Followers need to have a strong sense of purpose if they are to be motivated to act. It is also important that this visionary aspect of leadership be supported by communication skills that allow the leader to articulate his or her vision with precision and power in a compelling and persuasive way”.
3. **“Intellectual stimulation:** is the degree, to which the leader challenges assumptions, takes risks and solicits followers' ideas. Leaders with this trait stimulate and encourage creativity in their followers. The leader's vision provides the outline for followers to see how they connect to the leader, the organization, each other, and the goal”.
4. **“Individualized consideration or individualized attention:** is the degree to which the leader attends to each follower's needs, acts as a mentor or coach to the follower and listens to the follower's concerns and needs. This also incorporates the need to respect and celebrate the individual contribution that each follower can make to the team (it is the diversity of the team that gives it its true

strength). This approach does not only educate the next generation of leaders, but also fulfils the individuals' need for self-actualization, self-fulfillment, and self-worth. It also naturally propels followers to further achievement and growth".

### **Weaknesses of Transformational leadership**

Odumeru and Ifeanyi (2013:356) identified seven major weaknesses of transformational leadership:

1. "The ambiguity underlying its influences and processes. The theory fails to explain the interacting variables between transformational leadership and positive work outcomes. The theory would be stronger if the essential influence processes were identified more clearly and used to explain how each type of behaviour affects each type of mediating variable and outcome".
2. "The major interest is to explain a leader's direct influence over individual followers, not leader influence on group or organisational processes. Examples of relevant group-level processes include:
  - how well the work is organised to utilize personnel and resources;
  - how well inter-related group activities are coordinated;
  - the amount of member agreement about objectives and priorities;
  - mutual trust and cooperation among members;
  - the extent of member identification with the group;
  - member confidence in the capacity of the group to attain its objectives; the procurement and efficient use of resources; and
  - external coordination with other parts of the organization and outsiders.

How leaders influence these group processes is not explained very well by the transformational leadership theories. Organisational processes also receive insufficient attention in most theories of transformational leadership".

3. "The theoretical rationale for differentiating among behaviours is not clearly explained. For example, intellectual stimulation is operationally defined as causing a subordinate to question traditional beliefs, to look at problems in a different way, and to find innovative solutions for problems. The content is diverse and ambiguous. There is not a clear description of what the leader actually says or does to influence the cognitive processes or behaviour of subordinates".
4. "Odumeru and Ifeanyi identified omission of several transformational behaviours from the original transformational leadership theory which empirical evidence has shown to be relevant. Some of them include inspiring (infusing the work with meaning), developing (enhancing follower skills and self-confidence), and empowering (providing significant voice and discretion to followers)".
5. "Insufficient specification of situational variables in Transformational leadership. A fundamental assumption of transformational leadership theory is that the underlying leadership processes and outcomes are essentially the same in all situations".
6. "The theory does not explicitly identify any situation where transformational leadership is detrimental. Several studies have shown that transformational leadership can have detrimental effects on both followers and the organisation. Transformational leadership is biased in favour of top managements, owners and managers. Followers can be transformed to such a high level of emotional involvement in the work over time that they become stressed and burned out".
7. "Like most leadership theories, transformational leadership theory assumes the heroic leadership stereotype. Effective performance by an individual, group, or organization is assumed to depend on leadership by an individual with the skills to find the right path and motivate others to take it. In most versions of transformational leadership theory, it is a basic postulate that an effective

leader will influence followers to make self-sacrifices and exert exceptional effort”.

## **2.6 Management and its impact on service delivery**

Management plays an important role in the success of any organization. Any organization, be it business, political, cultural or social require management to direct efforts towards achieving the goals of the organization. In some circles the word management is used interchangeably with leadership. It is therefore important to provide the differences between management and leadership. Kotter (1990:3) writes “that management works towards order and stability. Order and stability lead to consistency, which leads of organizational smooth and efficient running operations which is a goal of management”.

The role of management is therefore to guide organization/s towards goal accomplishment. If Management ensures that all activities are designed effectively and efficiently, the production of each individual worker will contribute to the attainment of the organizational goals. Attaining a defined organizational goal means all individual tasked with management responsibilities must be single-mindedly focused on achieving the goal/s. Having good management in local government will result in a public service driven by people capable of and committed to delivering high quality public services to the people.

**Management** is described as “an art of getting things done through and with the people in formally organized groups. It is an art of creating an environment in which people can perform and individuals and can co-operate towards attainment of group goals” (Management Study Guide, 2016:15).

Jones and George (2009:5) describe management as the “planning, organizing, leading, and controlling of human and other resources to achieve organizational goals efficiently and effectively”.

### **2.6.1 The importance of management in service delivery**

Any institution depends on its resources to continue functioning. The more efficient and effectively resources are utilized, the greater the impact of the services being delivered. Management of institutions decide on how, when, why, and on what to use the valuable resources. Although some decisions of management in local government are not final until council approval, the role of management in this arm of government cannot be overlooked. The IDP put before the council must be well crafted to meet the needs of the municipality.

The local government management team decides on the priorities and allocates resources. When the priorities have been identified and approval by the municipal council, the management will lead the team towards attainment of those priorities. They decide what needs to be done and how best to do it in a way that demonstrates efficiency and effectiveness.

Local government has in many instances been reported to be not efficient in the way they use resources. An example of how two municipalities (Tshwane and Emalahleni) dealt with issues pertaining to procurement of cars for the mayors. It was reported on the 7<sup>th</sup> of August 2016 that Mr. Solly Msimanga the new Mayor of Tshwane after the local government election of the 3<sup>rd</sup> of August 2016, rejected 10 New BMW cars that were bought by the previous ANC government for the mayoral committee members. It was reported that the cars will be given to Metro Police department's new anti-hijack unit (Eyewitness News, 2016).



The action of the Mayor in Tshwane was different from Emalahleni Municipality. On the 7<sup>th</sup> of August 2016 the media reported that R1.5 Million was approved by the municipality to buy a new car for the new Mayor. It was reported that the cash for the car comes from a budget that was meant for service delivery and was rolled over into the new financial year (Citizen, 2016). The two municipalities dealt with a similar issue in a different way.

Naidoo, (2005:118) writes that public service in South Africa “continues to suffer from a lack of management capacity, with many managers lacking the ability to delegate, effectively make decisions, and innovatively solve problems that block development and service delivery”.

To demonstrate the importance of management in an organization, Karam (2011:43-46) identified the following areas which management contributes:

**“It helps in Achieving Group Goals:** Management makes group efforts more effective. The group as a whole cannot realize its objectives unless and until there is mutual co-operation and co-ordination among the members of the group”.

**“Optimum Utilization of Resources:** Management concentrates on achieving the objectives of the organization. The available resources of production are put to use in such a way that all sorts of wastage and inefficiencies are reduced to a minimum”.

**“Minimization of Costs:** In the modern era of intense competition, every business enterprise must minimize the cost of production and distribution. Only those concerns can survive in the market, which can produce goods of better quality at the minimum cost. A study of the principles of management helps in knowing certain techniques used for reducing costs”.

Government institutions are often found to have incurred wasteful expenditure by the Auditor General. Financial resources in local government are limited and it is important that the cost of procuring services and goods are kept as low as possible while maintaining quality. Minimizing cost could be achieved by enforcing compliance to procurement procedures of the municipality as well national treasury guidelines.

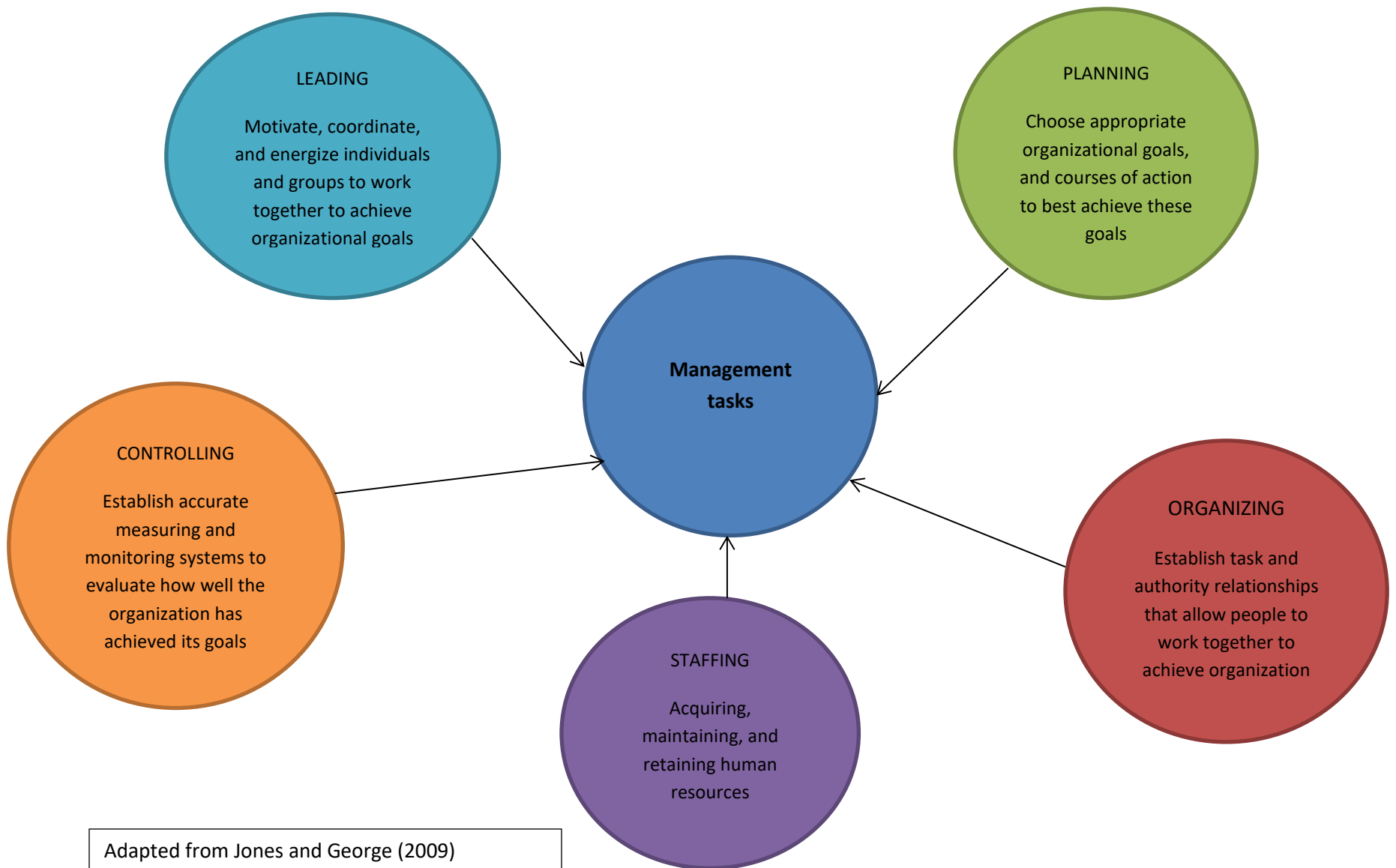
### **2.6.2 Management tasks in an organization**

Any institution requires management to steer the organization towards the desired direction. Karam, (2011:43) writes that “management is concerned with acquiring maximum production with a minimum effort. Management is essential wherever group efforts are required to be directed towards achievement of common goals. In this management conscious age, the significance of management can hardly be over emphasized. It is said that, anything minus management amounts to nothing”.

Management determines the life of the organization. It ensures that the organization performs to expectation; they also ensure that the organization achieves its purpose and goals. To do this, managers in an organization perform certain roles and duties, which this include organizing, controlling, directing, coordinating and leading. The managers are able to carry on these duties effectively and efficiently if they possess certain skills which may include Interpersonal Skills, Conceptual Skills, People Skills, and Technical Skills (Kehinde and Somoye, 2011:34).

Jones and George (2009:9) identified four tasks that management fulfills in a business or an organization. The tasks are: “planning, organizing, leading and controlling”. These tasks are elaborated more in the figure below. The fifth staffing task in figure below is taken from Robert Burke’s book (2010). These tasks are central to the success of the institution.

**Figure 2.6.2: Five tasks of management**



**2.6.2.1 Planning:** To perform planning tasks, managers identify and select appropriate organizational goals and course of action; develop strategies about how to achieve high performance. Three steps are involved in planning, i.e.

- (i) Deciding which goals the organization will pursue;
- (ii) Deciding on what strategies to adopt to attain those goals; and
- (iii) Deciding how to allocate organizational resources to pursue the strategies that attain those goals.

**2.6.2.2 Organizing:** It is a function in which the synchronization and combination of human, physical, financial, and information resources takes place for the achievement of the results. Organizing function is essential because it facilitates administration as well as the functioning of the organization (Satyendra, 2015).

**2.6.2.3 Leading:** Leading involves clearly articulating the organizational vision for the employees to accomplish, and they energize and enable employees so that everyone understands the part they play in achieving organizational goals. Leadership involves managers using the power, personality, influence, persuasion, and communication skills to coordinate people and groups so that their activities and efforts are in harmony.

**2.6.2.4 Controlling:** Jones and George (2009) describe controlling as a process which involves evaluating how well an organization has achieved its goals and to take any corrective actions needed to maintain or improve performance.

**2.6.2.5 Staffing:** is a critical organizational function which consists of the process of acquiring, deploying, and retaining a workforce of sufficient quantity and quality to create positive impacts on the effectiveness of the organization (Satyenrda, 2015).

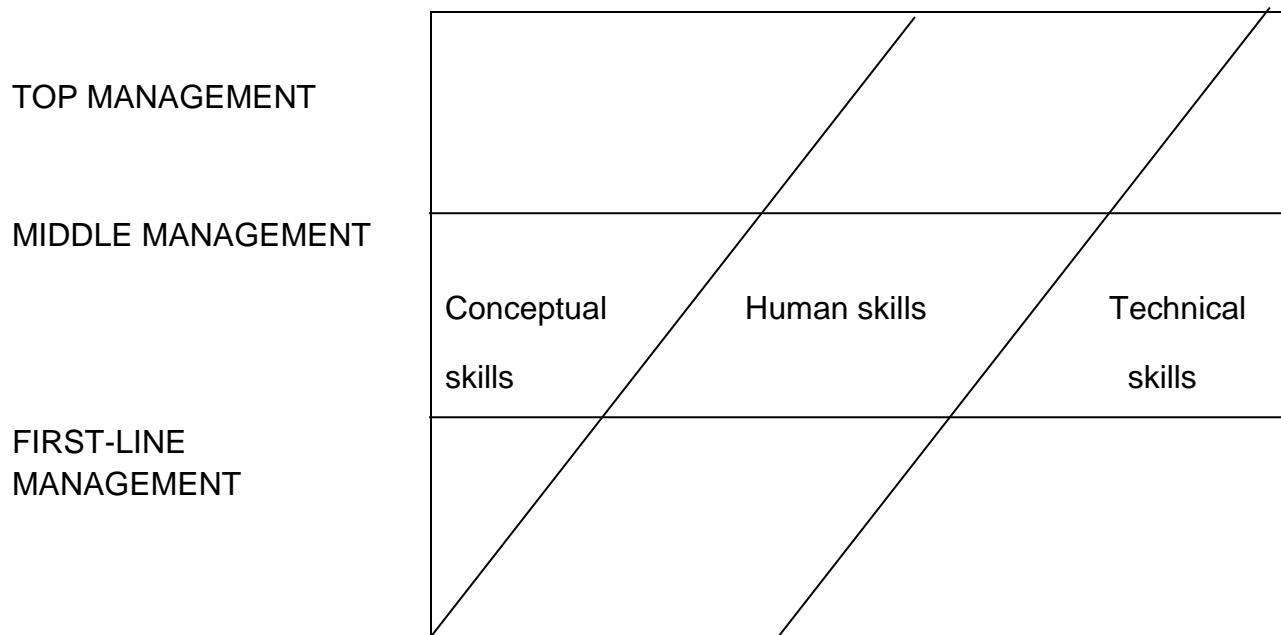
### **2.6.3 Skills or competences required for person to serve in management positions**

Management plays a critical role in the success of an institution be it private or public. It is therefore important that all persons operating at management level possess certain skills to enable them to function effectively and efficiently at the relevant management level.

Jones and George (2009) identified 3 sets of managerial skills which an individual charged with management responsibility should possess. These 3 skills were also mentioned by Robert Katz (1974) in his article about Skills of an Effective Administrator in Harvard Business thought about the relationship of managerial skills (competencies) and hierarchical management levels.

In the article Robert Katz described skills or competences as eligibility or ability to perform an activity, situation or a profession. Skill or competence therefore means the ability to handle a job, be able to exercise it, be in some field qualified, have the necessary knowledge, and skills. The 3 managerial skills are conceptual, human and technical skills. The degree to which these skills are required varies or changes from levels of management. Figure 5 below demonstrate how each skill is required depending on the management level.

**Figure 2.6.3: Management skills**



Adapted from Robert Katz (1974)

Figure 2.6.3 above illustrates that top management would require more conceptual skills and less technical skills. The first level management requires less of conceptual skills and more technical skills. The diagram however shows that regardless of one's level of management, they must have some level of competence in all 3 managerial skills.

### **(i) Conceptual skills**

Conceptual skills are demonstrated in the ability to analyze and diagnose a situation and to distinguish between cause and effect (Jones and George, 2009). Conceptual skill is the ability to picture the company/institution as a whole. It includes amongst others, Analytical, Creative and Initiative skills. Conceptual skills help the manager in organization to identify the causes of the problems and not the symptoms. These skills

enables managers to solve problems for the benefit of the organisation. They help managers to fix goals for the whole organisation and to plan for every situation (Akrani, 2011).

## **(ii) Human skills**

Human skills include the ability to understand, alter, lead, and control the behaviour of other individuals and groups. Human skills are also called Interpersonal skills. These skills help managers to understand, communicate and work with others. Human Skills also help managers to lead, motivate and develop team spirit. Human skills are essential for managers at all levels of management since they all interact and work with people (Akrani, 2011).

## **(iii) Technical skills**

Technical skills are the job-specific skills required to perform a particular type of work or occupation at a high level. Technical skills are abilities of an employee to perform a given job. Technical skills help managers and employees to use different machines and tools to perform an assigned task. These skills also help them to use various procedures and techniques. As demonstrated in figure 2.6.3 above, the low-level managers require more technical skills compared to middle management and top management because they are in charge of the actual operations.

Technical skills are at the centre of service delivery in local government. This was noted by Picard and Mogale (2015:5) in their “Limits of democratic governance in South Africa book” that Many African countries have been unable to raise adequate revenue, unable to recruit skilled personnel, and unable to maintain faith in government’s ability to deliver

services. South Africa's future depends on generating revenue and recruiting skilled professionals for urban and rural local governments.

Picard and Mogale (2015) also share the experience of England when they introduced local government. They reported that in England, at the beginning of the twentieth century, democratic local government led to major programmes of gas and water linkages, housing projects, slum clearance, establishment of art galleries, parks, public baths, and sewage and sanitation projects. Local government reform proved to be a core part of the political remedy to poverty and despotism in Europe, and similar results have occurred in other parts of the world.

Picard and Mogale (2015:11) also reported that this success was made possible by recruiting skilled people such as engineers and accountants who generally carried out their duties with honesty. Local government careers attracted some of most-talented members of the middle class. The situation in South Africa may be different as it is widely reported that appointment at local government is mainly to reward those politically connected. This then affected the possibility of getting the right candidates for the positions.

#### **2.6.4 The evolution of management theory**

Management has evolved over the years. Before the first management theory there was no agreed best way of managing work processes. Consequently, managers applied different principles of management to organize and control work activities. Management evolution occurred as managers and researchers were looking for better ways to perform the principal management tasks: planning, organizing, leading, and controlling human and other organizational resources (Jones and George, 2009).

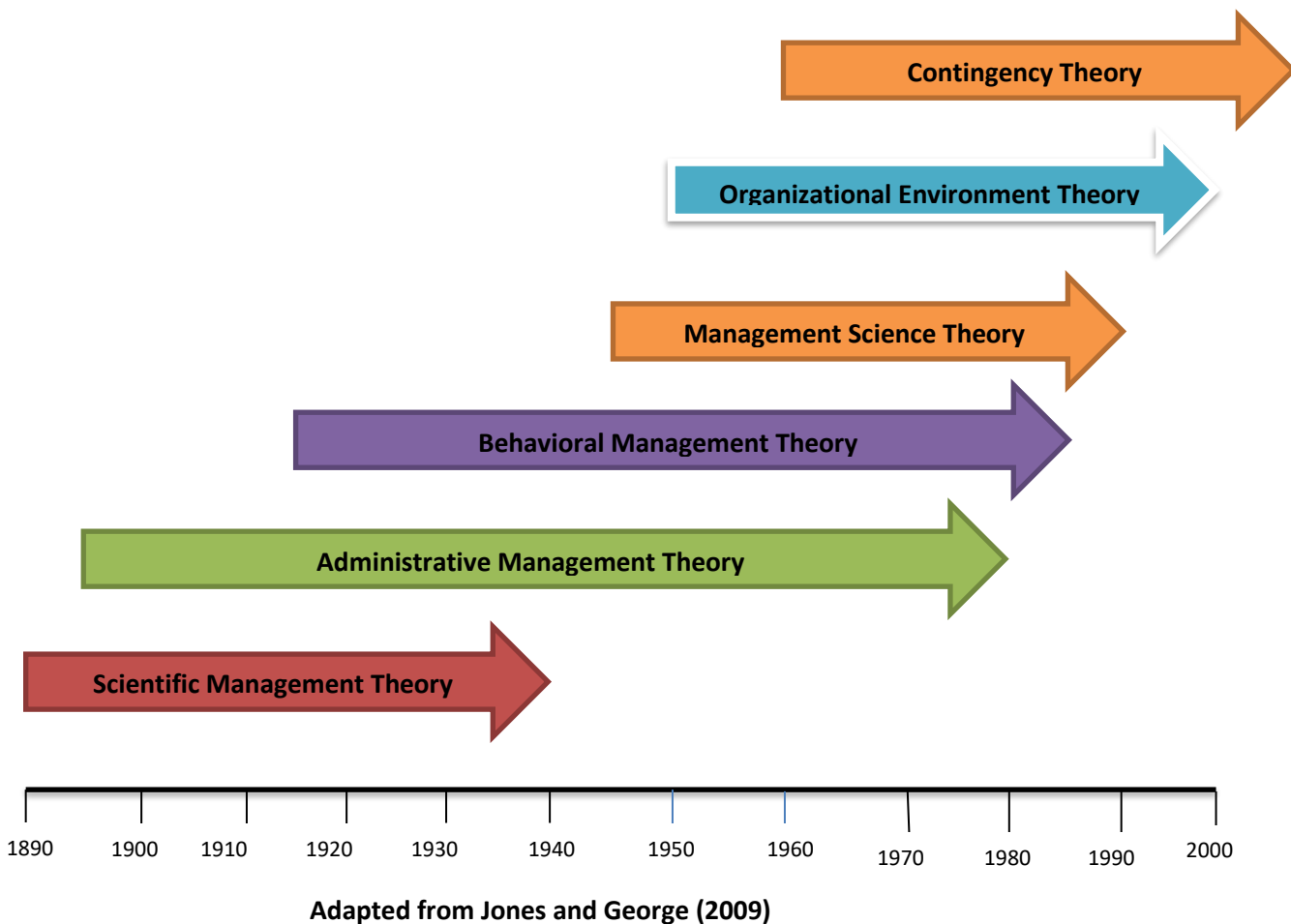


Karam (2011:52) writes that centuries ago there was a widespread belief that the management process consisted of hidden tricks, mysterious clues and intuitive knowledge that could be mastered only by a few divinely gifted people. Moreover, the businessmen were very much afraid that through the study of management their tricks and secrets would be exposed. The advent of the industrial revolution and the introduction of large scale mechanized production and the resultant growth of trade, industry and commerce necessitated the study of management. In the beginning there were two classical schools of management thought. These were the scientific management school and the organizational school. Later on, the behavioural school and the quantitative school came into existence. These four schools merged into integration school which led to the contemporary school of management thought.

The section will explore the following management theories:

1. **Scientific management theory:** focuses on matching people and tasks to maximize efficiency;
2. **Administrative management theory:** focuses on identifying the principles that will lead to the creation of the most efficient system of organization and management;
3. **Behavioural management theory:** focuses on how managers should lead and control their workforces to increase performance;
4. **Management science theory:** focuses on developing rigorous analytical and quantitative techniques to help managers measure and control organizational performance; and
5. **Organizational environment theory:** Focus on the theories developed to help explain how the external environment affects the way organizations and managers operate.

**Figure 2.6.4: The evolution of management theory**



#### **2.6.4.1 Scientific management theory**

Frederick W. Taylor is credited with defining the techniques of scientific management. Taylor defined scientific management as, a type of management concerned with knowing exactly what you want men to do and then see in that they do it in the best and cheapest way (Karam, 2011:75). Jones and George (2009:43) writes that Taylor defined the scientific management theory as the systematic study of relationships between people and tasks for the purpose of redesigning the work process to increase efficiency.

Taylor's strongest positive legacy was the concept of breaking a complex task down into a number of subtasks, and optimizing the performance of the subtasks; hence, his stop-watch measured time trials. However, many critics, both historical and contemporary, have pointed out that Taylor's theories tend to "dehumanize" the workers (Olum, 2004:12).

#### **2.6.4.2 Administrative Management Theory**

The administrative and management theory is credited to Max Weber, a German Professor and Henry Fayol, a French manager who conceptualized a model of management. Administrative management is a study of how to create an organizational structure and control system that leads to high efficiency and effectiveness. Weber then created the concept of bureaucracy.

Karam (2011:57) administrative management as a management style that places emphasis on the development of management principles for managing the complete organization.

In an effort to help German manage its growing industrial enterprises at a time when it was striving to become a world power. Max Weber (1864 – 1920) developed the principles of bureaucracy. Bureaucracy is a formal system of organization and administration designed to ensure efficiency and effectiveness (Jones and George 2009:49).

The specification of positions and the use of rules and SOPs to regulate how tasks are performed make it easier for managers to organize and control the work of subordinates (Jones and George, 2009:50).

#### **2.6.4.3 Behavioural Management Theory**

The behavioural management theory is concerned with how managers should conduct themselves to motivate employees and encourage them to perform at high levels and be committed to the achievement of organizational goals (Jones and George, 2009:55). Karam (2011:62) writes that the school of behavioural management theory is involved in recognition of the importance of human behaviour in an organization.

Karam (2011) writes about four major contributors to the behavioural management theory, i.e. Robert Owen (1771-1858); Hugo Munsterberg (1863-1916); George Elton Mayo (1880-1949); and Mary Parker Follett (1868-1933).

**Robert Owen (1771-1858)** believed that employees' performance was influenced by the total environment in which they worked. Robert Owen worked for the building up of a spirit of co-operation between the workers and their managers. He suggested that proper treatment of workers pays dividends and is an important part of every manager's job.

**Hugo Munsterberg (1863-1916)** argued for the study of scientific study of human behaviour to identify the general patterns and to explain individual differences. The concern for the human side of business led many in the field to consider Munsterberg to be the father of industrial psychology. Munsterberg suggested the use of psychological tests to improve the of selection employees, the value of learning theory in the development of training methods, and the study of human behaviour to decide what techniques are most effective for motivating workers.

**George Elton Mayo (1880-1949)** Mayo discussed in detail the factors that cause a change in human behaviour. He concluded that the catalyst of increase in the productivity

of workers is not a single factor like changing working hours or rest pauses but a combination of several other factors such as: considerate supervision; giving autonomy to the workers; allowing the formation of small cohesive groups of workers; creating conditions which encourage and support the growth of these groups, and cooperation between workers; and management lead to increase in productivity.

**Mary Parker Follett (1868-1933)** is regarded as the mother of management thought (Jones and George 2009). She believed that groups were the mechanisms through which people could combine their differing talents for the greater good of the organization, which she defined as the community in which managers and subordinates could work in harmony. Managers and workers should view themselves as partners and as a part of common group. She was convicted that the traditional and artificial distinction between the managers who give the orders and the workers who take the orders obscured their natural relationships.

#### **2.6.4.4 Management Science Theory**

Jones and George (2009) write that management science theory is a contemporary approach to management that focuses on the use of rigorous quantitative techniques to help managers make maximum use of organizational resources to produce goods and services. Karam (2011:82) describe Management science theory as an approach to management that applies mathematical exploration to decision-making. It involves the use of highly sophisticated techniques, statistical tools and multifaceted models. Jones and George (2009) view Management science theory as an extension of science management theory developed by Taylor.

#### **2.6.4.5 Organizational Environment Theory**

Organizational environment is the set of forces and conditions that operate beyond boundaries of an organization but affect a manager's ability to attain and utilize resources. Resources in the organizational environment include the raw materials and skilled people that an organization requires goods and services, as well as the support of grounds, including customers who buy these goods and services and provide the organization with financial resources (Jones and George, 2009: 61).

#### **2.6.4.6 Contingency Theory**

The contingency theory emerged in the 1960s and is credited to Tom Burns and G.M Stalker in Britain and Paul Lawrance and Jay Lorsch in the United States. They examined the relationship between organization and environment. Their conclusion was that managers must keep the functioning of an organization in harmony with the needs of its members and the external forces. Management is situational and lies in identifying the important variables in a situation (Karam, 2011:89).

In contingency theory there is no one best way to organize. The organizational structures and the control systems that managers choose depend on are contingent on characteristics of the external space in which the organization operates (Jones and George, 2009: 62). Karam (2011:89) writes that the basic theme of the contingency approach is that organizations have to cope with different situations and ways. Management must keep the functioning of their organization in harmony with the needs of its members and the external forces.

According to contingency theory, the characteristics of the environment affect an organization's ability to obtain resources, and to maximize the likelihood of gaining access

to them. Managers must allow an organization's departments to organize and control their activities in ways most likely to allow them to obtain resources; given the constraints of the particular environment they face (Jones and George, 2009: 62).

Karam (2011:89) identifies the following as the main features of the contingency theory approach which are also applicable to local government:

- Management is completely situational. The application and effectiveness of any techniques is contingent on the situation facing the institution.
- Management action is contingent on certain action outside the system or sub-system.
- Management should, therefore, match or fit its approach to the requirements of the particular situation. To be effective management policies and practices must respond to environmental fluctuations.
- Organizational action should be based on the behaviour of action outside the system so that organization should be integrated with the environment.
- Management should understand that there are many ways to manage. Therefore, they must not consider management principles and techniques to be universal.

## **2.7 Local government and management theories**

Local government is a dynamic public service which requires more than one approach to management. There is no one management theory described above that can exclusively address the management needs of local government. A combination of the theories is required.

**Scientific management theory and management science theory:** as noted earlier above, Jones and George viewed the management science as an extension of the scientific management theory. It makes sense to discuss them together. Efficiency is one of the biggest challenges confronting local government in South Africa. One of the findings of dominant findings of the Auditor General is fruitless expenditure in local government. Section 1 of the PFMA defines fruitless and wasteful expenditure as “expenditure which was made in vain and would have been avoided had reasonable care been exercised” (PFMA, 1999).

The Scientific management theory concerned with knowing exactly what needs to be done and doing it in the best and cheapest way, this theory becomes relevant to local government. If applied this theory can create cost efficiency in how local government use the scarce resources.

**Administrative Management Theory:** this theory is about creating management structures to facilitate the operations of an institution. Theory is also relevant and important in local government. However, if bureaucracies are not managed well, many problems can result. Sometimes managers allow rules and Standards Operating Procedures (SOPs) to become cumbersome and in the process decision making is slow and inefficient and organizations are unable to change. When manager rely too much on rules to solve problems and not enough on their skills and judgement, their behaviour becomes inflexible (Jones and George, 2009:50).

**Behavioural management theory:** this theory deals with how managers motivate and encourage employees to perform at high levels and be committed to the achievement of organizational. This theory could only be achieved in local government when competent people are employed at management level capable of motivating and encouraging employees to perform well. In local government, this theory needs to be applied in the whole chain from local municipality to provincial COGTA.



**Organizational environmental theory and contingency theory:** these two theories are related as they both take into account the environment with which an institution operates. The organizational environment as described earlier will always determine how well an institution such as local government performs. The competitiveness of local government against the private sector and other government branches will always play a role in attracting competent and skilled personnel. Some municipalities are so rural that most skilled personnel would not want to work there. When local government is not able to attract skilled personnel, its ability to deliver services is affected. There is therefore a need to establish means of addressing this challenge to assist municipalities in this environment.

## **2.8 Summary**

This chapter focused on reviewing literature related to leadership and management, as well as leadership and management theories. Definitions of leadership and management were explored. Amongst many definitions covered in this chapter Leadership is the ability to influence, inspire and motivate others to achieve or even go beyond their goals (United Nations Development Programme, 2009:14). Management has been defined as an art of getting things done through people in formally organized groups (Management Study Guide, 2016).

On leadership it is noted that it has a direct influence to the ability of any establishment to deliver goods and services. Effective leadership is a key factor in the life and success of any organization. Leadership transforms potential into reality and brings new paradigms when the old ones lose their effectiveness (International Association for Analytical Psychology, 2009).

On management, it was established that management is the life of the organization. The Management ensures that the organization performs to expectation; they also ensure that the organization achieves its purpose and goals. To do this, managers in an organization perform certain roles and duties, this include organizing, controlling, directing, coordinating and leading. The managers are able to carry on these duties effectively and efficiently if they possess certain skills which may include interpersonal skill, Conceptual Skills, People Skills, and Technical Skills (Kehinde and Somoye, 2011:34).

The following management theories were discussed: Scientific Management Theory; Administrative Management Theory; Behavioural Management Theory; Management Science Theory; and Organizational Environment Theory.

## **CHAPTER THREE: LOCAL GOVERNMENT AND SERVICE DELIVERY**

### **3.1 Introduction**

Local government is defined as a sphere of government located close to communities and well-placed to appropriately respond to local needs, interests and expectations of communities they serve (Koma, 2011). Van der Waladt (2006) asserts that local government is at the coalface of public service delivery. This view is also articulated by Thornhill (2008:492), he states that local government is often the first point of contact between an individual and a government institution. Masehela, Mamogale and Makhado (2012:345), argue that local government makes concrete decisions about the provision of services for the advancement of disadvantaged communities. Decisions taken at local government, of course, affect the lives and livelihoods of individual citizens, organisations and private businesses.

Nkuna and Nematanzhela (2012:357) argued that local government is involved in delivering broad range of services that materially affect the lives of the inhabitants residing within its area of jurisdiction. In the context of their everyday lives it is the only level of government that has constant impact on the physical and human social environment within which humans live. The manner in which people go about their daily lives is directly impacted by local government. For example, if each morning one takes a shower, it is usually local government that is in charge of providing the water.

Creating local government was about decentralizing planning, decision making, and administrative authority from the national government and placed it closer to the citizens of the country (Picard and Mogale, 2015). Globally, devolution of power and responsibility to the local sphere is linked with the need for promoting local democracy and good governance. The decentralization of the service delivery power to the lowest sphere of

government is therefore done to promote community participation and involvement in service delivery (Madzivhandila and Asha, 2012:370)

In the South African context, the rationale behind decentralization of service delivery planning and implementation to the local level of governance mainly includes addressing inequality, the empowerment of communities, improved living conditions, greater access to resources and opportunities, and alleviating poverty, especially in rural areas. Furthermore, decentralization allows the use of locally available resources because it provides a base for mobilizing material, financial and human resources, which will enhance the provision of services to local communities. Again, local government creates a platform for critical decisions about the allocation of scarce resources for the maximization of health and well-being of the citizens (Madzivhandila and Asha, 2012:371).

Being the local sphere of government, when citizens think of government and its ability to deliver services, they judge it based on the ability of this sphere. All other spheres work towards assisting this local sphere to be responsive to the basic needs of its citizens. Consequently, when the local arm of government is not able to deliver services, the other spheres of government are also affected as they are part of the system.

With local government being the first point of contact with government by citizens, it becomes imperative that it is properly resourced to carry out all functions and responsibilities as prescribed in the constitution and all related legislative acts. This arm of government must have adequate capacity at human resource level, institutional, financial, material, and technological levels. Leadership and management at district, provincial and national levels must be adequately structured to provide strategic and technical support to local government.

Local government is a constitutional matter in South Africa and is referred to as the third sphere of government. Having allocated mandates for the other spheres of government which are provincial and national, the local government sphere has also been allocated responsibilities and functions. Section 152 of the Republic of South African constitution, lists the following mandates for local government:

1. “The objects of local government are:
  - (a) To provide democratic and accountable government for local communities;
  - (b) To ensure the provision of services to communities in a sustainable manner;
  - (c) To promote social and economic development;
  - (d) To promote a safe and healthy environment; and
  - (e) To encourage the involvement of communities and community organizations in the matters of local government”.
2. A municipality must strive, within its financial and administrative capacity, to achieve the objects set out in subsection (1) above.

Taking into account that local government is at the coalface of service delivery, a strong leadership that is able to cope with the demand and change inherent in this sphere of government is required. Meyer and Cloete, (2006:305) argued that strong, coherent and transformative political and executive leadership is needed to steer the implementation process in the right direction to achieve organisational objectives, supported and coordinated by committed administrative support services whose actions do not have contradictory results on service delivery.

To ensure that there is adequate capacity in the areas identified above, there must be a concerted effort to have the caliber of personnel with the necessary skills and competencies. Competent personal should possess adequate skills to build a responsive, caring and accountable local government system. However, the reality on the ground is

sometimes to the contrary where cadres are deployed to positions for which they do not have the required skills and competencies. It must be pointed out that cadre deployment is not a bad idea provided the cadres being deployed have the required skills and competences.

At national and provincial spheres, the government attempts to deploy cadres with relevant skills and competencies. They also ensure that senior management at national and provincial normally have the required academic background to be in those positions. The problem in local government is when cadres are deployed without the necessary skills and consequently collapsing service delivery.

The political and administrative components of the municipality should have skills, competences and knowledge that befit the imperatives of a developmental system of local government. Thus, skills and knowledge acquisition should top the agenda of municipalities in an endeavor to achieve municipal strategic vision and objectives (Maserumule, 2008:441).

Confronting capacity challenges affecting local government requires strong leadership and management at both political and administrative levels to cooperatively work together to build this institution. This can only be possible if there is political will to change how local government operates. There have been a number of strategies developed aimed at improving how municipalities operate. These strategies were successful in some municipalities while in others there was little or no improvement.

A number of interventions have been conducted by government to change the situation, but the wheels of change are not turning as fast as government and the public would like.

The planning process of services to be delivered in a certain local municipality is another area which creates an expectation which in most cases is not delivered.

The development of an Integrated Development Plan (IDP) involves community participation where they identify needs. Upon completion of this process, the communities expect their municipality to identify what is practically possible from their list of needs to deliver based on their budget and other resources. When the municipality doesn't deliver, the communities take to the streets to demonstrate their unhappiness about the status quo.

Having decentralized planning and the delivery of basic services to local government, the political authority was also decentralized. The political leadership of local government is expected to be comprised of leaders who are residents of the municipality. The political leaders at this level also have legislative authority to make government decisions. The political leadership at this level is presumed to be in touch with the reality on the ground as they are also directly affected by the same service delivery challenges affecting the communities in the municipality's jurisdiction.

The other assumption on local political leadership is that they have the confidence of the people who voted them into office. The citizens have continuously voted into office certain political parties based on their historical background. The reality on the ground now is that citizens have increasingly lost confidence in political leadership's ability to deliver services. Booysen (2015:32) writes, "The ANC is as strong as its bond with the people of South Africa. This is where the final endorsement are vested, even if the contemporary ANC often acts as if it is autonomous and the leaders a force of their own. The people are famed for their patience with their ANC. They acknowledge that 'Rome was not built in a day'. They recognize the enormity of the task of recovery from the legacies of

apartheid and colonialism. They know their leaders face enormous challenges, by far not all of their own making. Yet there are signs that patience and tolerance are running thin”.

The confidence and the patience of the citizens in relation to the ANC which has been the dominating political party in local government since the dawn of democracy took another turn in the local government elections on the 3<sup>rd</sup> of August 2016. The ANC lost 2 metros in full to opposition parties which formed coalition administrations. In one metro (Ekurhuleni in Gauteng) the ANC had to enter into coalition to stay in power. Booysen (2015:175) wrote about the decline of ANC support specifically in the metros. “The ANC barely sustained its majority status in four of the eight metros, three in Gauteng. The ANC was losing its hold in these condensed urbanized centres and political economic heartland” (Booyesen, 2015:175). This observation became a reality in the last local government election conducted on the 3<sup>rd</sup> of August 2016.

In the preamble of the White paper on Reconstruction and Development (1994:4), the former President Mandela wrote, “Our people have elected us because they want change, and change is what they will get. Our people have high expectations which are legitimate. While the Government cannot meet all these needs overnight, we must put firmly into place the concrete goals, time frame and strategies to achieve this change”.

For many years, South African citizens waited for service delivery from local government. The most used excuse for poor or lack of services was to blame it on apartheid. With over 22 years of democracy in South Africa, this excuse does not work anymore. There has also been an admission by government that local government is faced with serious challenges. Below is one formal admission by the President of South Africa Jacob Zuma about challenges facing local government.



In his National Council of Provinces (NCOP) speech on the 26th of November 2015, President Jacob Zuma said “We are coming close to the end of the current term of local government, the sphere that is closest to the people. While the lives of millions have improved meaningfully, there are many citizens who are still waiting, who still need to see their lives changing for the better. They want water, housing, electricity, roads and decent schools near their homes. They want municipalities that function better and which are caring and responsive”, (Presidency, 2015).

The challenges with local government were also noted by Picard and Mogale (2015). They noted that at the end of the Mbeki presidency, the situation within the local sphere public services appeared to get worse, and under Jacob Zuma South African subnational governments continued to face significant capacity challenges, unfunded mandates, and budgetary deficits as well as increased detachment of local government officials from the concerns of good governance.

The admission by the head of state that there are challenges facing local government is sufficient enough to conclude that local government is currently facing capacity challenges to deliver services. It can be concluded that the government of South Africa has not been able in some municipalities to build an effective and efficient service delivery vehicle capable of delivering quality services. Though a lot has been done to deal with the challenges, it looks like more still need to be done.

The President in his NCOP address has further identified the primary causes of poor service delivery. He identified political instability and weaknesses in governance as the two of the primary causes of poor service delivery at municipal level, (Presidency, 2015). This revelation was not new as it was one of the findings in the COGTA assessment of state of local government in 2009.

COGTA report (2009:10) titled “*National of Local Government Assessment*” found that party political factionalism and polarization of interests, and the subsequent creation of new political alliances and elites, has indeed contributed to the progressive deterioration of municipal functionality. The report further illustrate how the political / administrative interface has resulted in factionalism on a scale that, in some areas, it is akin to a battle over access to state resources rather than any ideological or policy differences.

There are therefore questions which need to be answered:

- Is the local government system in its current format the right vehicle to delivery basic services to the public?
- Is the current human resources structure of the municipality well equipped to deliver services?
- Are there some measures in place to hold accountable the people who are tasked with the responsibility of services in municipalities?
- If a municipality hasn’t received clean audits for a number of years, what corrective measures are in place?
- Based on the admission by the president that there is political instability in local government which hampers service delivery, does the political structure in local government capable of playing tits political role to aid service delivery?

This thesis attempts to answer some of these in an effort of establishing the underlying factors affecting service delivery in the South African local government system.

Corruption has been another factor identified to be hindering service delivery in local government. Corruption is a universal problem and is harmful to development. Thornhill, (2012:140) defines corruption as, offering or granting, directly or indirectly to a public official or any other person, of any goods of monetary value, or other benefit, such as a

gift, favour, promise or advantage for himself or herself or for any other person or entity, in exchange for any acts or omission in the performance of his/her public functions.

Munzhedzi, (2016:1) defines corruption as an abuse of official power with intent for personal advantage. The most common types of corruption include bribery, fraud and the misappropriation of economic wealth. Business Tech (2015) in a press release on the 22nd of September 2015 reported that local government was declared the most corrupt institution in South Africa by Corruption Watch. In the press release Business Tech also quotes the spokesperson of Corruption Watch Bongi Mlangeni saying they have received many reports about maladministration, mismanagement of public funds and abuse of resources by officials in local government.

COGTA's assessment also notes that lack of values, principles or ethics in these cases indicates that there are officials and public representatives for whom public service is not a concern, but accruing wealth at the expense of poor communities is their priority (COGTA, 2009:10).

In exploring the factors that enable corruption to thrive Munzhedzi, (2016:2) argues that the greater management autonomy for public servants leads to excessive discretion and creates opportunities for fraud and corruption as public managers are freed from traditional budgetary control measures.

The current corruption situation is not resulting from a lack of measures in place to deal with the corruption in local government. When COGTA was still called Provincial and Local Government, a Local Government Anti-Corruption Strategy was developed. This strategy was aimed at dealing with corruption in this sphere of government. What seems to be an issue could be the political willingness to deal with the matter.

Munzhedzi, (2016:2) remarks that to prevent corruption successfully requires public official's discretion to be limited and clarified, monopoly power to be reduced and transparency to be increased. Even though accounting officers of government institutions are mandated to take effective and appropriate disciplinary steps against any official in the public service institutions who contravenes the financial prescripts, there seem to be little success in rooting out corruption.

Ngwakwe (2012:315) argues that corruption in public financial management may be linked to a lack of budgetary transparency. Lack of transparency in public budgeting may be the starting point for public financial manipulation by officials. Unfortunately, institutional boards or councils that should act as custodians seem to lack financial skills capacity to assess budgets and expenses prepared by authorities of concerned institutions. Under such conditions, boards and/or councils are reduced to mere rubber stamps that sometimes, inadvertently, approve corrupt financial management.

The situation described by Ngwakwe above may be even worse in local government where academic qualifications are not required as a prerequisite to stand for election in local government. Low education limits the ability of the elected political leaders to deal with corruption effectively.

Government institutions through their accounting officers have not been successfully executing their role of dealing with corruption as prescribed in related legislation. The safest route which government has often taken is the temporary measures provided by the constitution which is to take-over the administrative responsibility in an effort to address the capacity deficiencies identified by government investigations or the Auditor-General and the public protector.

One conclusion that seems to be common in local government is that some people are deployed to key administrative positions not on merit but by political connections. Politically connected incompetent people are often deployed to public positions, which lead to poor public services.

Incompetent and unqualified people are unable to deliver services efficiently and effectively. Competency and ethical standards are critical for an effective and efficient public service (Areff, 2012). With people driving local government without required skills adversely affect the delivery of services. Most often municipalities would resort to outsourcing services though there are people employed to deliver those services. Outsourcing exerts pressure on the budgets of the municipalities. Consequently, the budget to deliver services is adversely affected.

### **3.2 Local Government in the South African context**

Local governance has its historical origins in the extension of voting rights to local governments in Europe, which were granted wide powers of administration, financed by taxes. Local government became an instrument of reform, and public servants generally carried out their duties with honesty (Picard and Mogale, 2015). (Sikander: 2015:173) argued that the modern local governments are the creation of western and traditional cultures. Among the western patterns, the English pattern has been a source of inspiration for most of the English speaking countries and others that have come under their influence.

Cramer (2004:13) argues that local government fosters social and economic betterment at the local level. Cramer argues that local government decentralization serves to ease overload, congestion of administrative functions at a central government. The decentralization of government therefore ensures that decisions are made faster for the

benefit of the beneficiaries on the ground at the lowest and closest level of government to the citizens.

Brown (2015:49) writes that local government is the sphere of government that interacts closest with the communities, responsible for the services and infrastructure so essential to the people's well-being, and tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability. The local state is thus primarily to be seen as a system which is mainly concerned with working with local citizens and communities to find sustainable ways to meet their needs and improve the qualities of their lives.

The constitution stipulates that municipalities have the right to govern, on their own initiative, the local government affairs of their communities, subject to national and provincial legislation, as provided for in the Constitution. To affirm the legal standing of local government, the constitution indicates that, national or a provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions (Constitution of the Republic of South Africa, 1996).

Based on the legislative mandate given to local government, it is evident that it plays an important role not only in promoting democratic values but also in accelerating the pace of development. Being elective in nature, they have allowed effective participation and involvement of the local people in the development of local areas. Development whether social, political or economic, becomes meaningful and real when it stems from the lowest levels (Sikander, 2015:171).

Local government strengthens democracy in a country as it provides means for citizens to exercise some control over their local affairs and express their will especially when they

are disaffected with the policies of the central government. Local government is an institution, which deals with matters concerning the people living in the particular locality. Local government represents the microscopic interests of the locality leading to the broader concept of welfare and happiness of its people. The higher tiers of government e.g. Parliament decides the matters to be of local importance, whereas implemented by provincial governments. However, local government should be administered by local bodies, which are controlled by the central government (Sikander, 2015:171).

### **3.3 Elections in South Africa**

Elections in South Africa are managed by an Independent Electoral Commission (IEC). South Africa has two types of elections: National and provincial elections are held every 5 years. Voters vote for a political party, not individuals. The political party then gets a share of seats in Parliament in direct proportion to the number of votes it got in the election. Each party then decides on members to fill the seats it has won. This is called a proportional representation (PR) voting system.

The Independent Electoral Commission (2016), in its website describes the South Africa local government election system as different from the national proportional representation system where voters vote for a political party, not individuals. The political parties get a share of seats in Parliament in direct proportion to the number of votes it received in the election.

Each party then decides on members to fill the seats it has won. The IEC describes the electoral system on local government as a mixed or hybrid system. The system uses both a constituency based system (wards) and proportional representation. In a constituency based system; voters in each ward (constituency) elect an individual candidate to represent them in the municipal council. The person who wins the majority of votes in

each constituency becomes a ward councillor and a member of the municipal council. The councillor can be representing a certain registered political party; or can stand as an independent candidate or represent a local association. The constituency electoral system expects elected members to be accountable to their constituencies (municipal wards).

The second category of councillors is that of proportional councillors (PR). Voters in a large area vote for political parties. A political party chooses the people who will become its Proportional councillors. In this system council seats are awarded to parties in proportion to the votes obtained in the election. If political party A gets 60 percent of the votes, it gets 60 percent of the available seats; if political party B gets 40 percent of the votes, it gets 40 percent of the available seats in the municipal council (Donovan & Smith, 1994).

PR councillors are more directly accountable to the political party/ association that put them on the list. From the pool of PR councillors, the party that has received more votes which are over 50%, identifies another cadre of councillors who will occupy fulltime political positions. The fulltime positions include: Mayor, Council speaker, Chief Whip, and members of mayoral committee (MMCs). MMCs become the political heads of the different municipal departments. For metropolitan municipalities, voters cast 2 ballots during the elections in each ward:

- Metropolitan council ward, and
- Metropolitan proportional representation.

In all local municipalities, the voters cast 3 ballots in each ward:

- Local council ward;
- Local council proportional representation; and
- District council proportional representation.



According to the Independent Electoral Commission (IEC), for voters to be eligible to vote in local government elections they need to be registered as voters. A voter only has to register once, unless he or she moves within South Africa or voting district boundaries change. A registered voter in local government elections is only eligible to vote in the voting station at which they are registered.

The table below shows the voting trends since the dawn of democracy in both national and provincial elections, and Municipality local government in 1994. In the last 3 August 2016 local government elections the opposition parties increased their support in some ANC traditional strongholds.

**Table 3.3: National and local government elections (1994-2016)**

Party	1994 National elections	1996 local gov elections	1999 National elections	2000 Local gov elections	2004 National elections	2006 Local gov elections	2009 National elections	2011 Local gov elections	2014 National elections	2016 Local gov elections
<b>African Christian Democratic Party</b>	1.2	1.4	0.8	0.4	1.6	1.2	0.8	0.6	0.6	0.42
<b>AGANG</b>									0.5	0.78%
<b>African Independent Congress</b>									0.3	
<b>Africa National Congress</b>	62.6	58	66.4	59.4	69.9	67.7	65.9	62.9	62.2	53.91%
<b>Azanian People's Organization</b>			0.2	0.3	0.3	0.3	0.2	0.4	0.1	#
<b>Bushbuckridge Resident Association</b>										#
<b>Congress of the People</b>							7.4	2.2	0.7	0.44%
<b>Democratic Alliance</b>	22.1	21.5	17	22.1	12.4	13.9	16.7	32.1	22.2	26.9%
<b>Economic Freedom Fighters</b>									6.4	8.19%
<b>Freedom Front Plus</b>	2.2	2.7	0.8	0.1	1	1	0.8	0.4	0.6	0.77
<b>Independent Democrats</b>						1.7	1.4	0.9	-	-
<b>Inkatha Freedom Party</b>	10.5	8.7	8.6	9.1	7	8.4	4.6	3.6	2.4	4.25%
<b>Minority Front</b>		0.4	0.3	0.3	0.4	0.3	0.3	0.4	0.1	
<b>National Freedom Party</b>								2.4	1.6	-
<b>Pan African Congress</b>	1.3	0.7	1.2	1.2	0.7	1.2	0.3	0.4	0.2	#

<b>United Christian Democratic Party</b>			0.8	1	0.8	0.8	0.4	0.2	0.1	#
<b>United Democratic Movement</b>			3.4	2.6	2.3	1.98	0.9	0.6	1	0.56%

Adapted from Booyesen, (2015:177) and Independent electoral commissions for 2016 local government elections

Key: ■ Means didn't contest the local government elections

# Percentage may have been reported under other.

### **3.4 Election promises by political parties**

Political marketing /campaigning has become a strategic function of political parties to win voters' hearts. The success of a political party in elections depends much on their effort to win over the general public. These efforts are demonstrated in the way they plan and conduct their election campaigns. Some political parties in South Africa base their campaign messages on their service delivery record while others rely on their involvement in the liberation struggle of South Africa.

As demonstrated in the table above, most political parties who were strongly involved in the liberation struggle are gradually seeing a decline in the election support. ANC is the former liberation political party which has remained stronger though a decline has been observed in the last 2 national and local government elections. On the strength of the ANC Booysen (2015:32) writes, the ANC is as strong as its bond with the people of South Africa. This is where the final endorsements are vested, even if the contemporary ANC often acts as if it is autonomous and the leaders a force of their own.

Political parties prepare and present their manifestos which are normally a list of promises to the public so as to entice them to vote for the party. Depending on the type of election political parties coin their messages accordingly. The analysis of the 2016, manifestos of the bigger 3 political parties (ANC, DA and EFF) and BRA in Bushbuckridge which is of interest to this study, has established that the following key themes were included:

- Business environment, job creation and investment;
- Housing
- Community support/Community services for BRA
- Public transport;
- Receptive & caring local Government;
- Health;

- Children and youth;
- Officials of the municipality;
- Service delivery;
- Safe & Clean public spaces/Crime for the BRA;
- Building trust and Honesty in Local Government;
- Managing urbanization and social cohesion;
- Duties of Councillors.

The manifestos have covered a whole range of promises but what always remains is the translation of these promises into practice. The general public is beginning to focus on service delivery track records. In the August 2016 local government elections a party like DA has used its service delivery history in the municipalities they led. Their message has been where they are in government: they have improved service delivery; and upheld ethical conduct; and have had clean audits from the Auditor General. Judging by their performance in the last local government elections, it looks like their message resonated well with the voters.

What also emerged in the last local government election was using the national issues to discredit certain political parties' ability to change the current service delivery challenges. The scandals such as Nkandla project and the president's link with the Gupta family were used extensively to paint the ANC as a corrupt political party which does not care about the well-being of ordinary citizens.

### **3.5 Division of functions and powers between district and local municipalities**

Section 84 of the Municipal Structures Act 117 of 1998 stipulates the functions and powers between district and local municipalities as:

- (a) Integrated development planning for the district municipality as a whole, including a framework for integrated development plans of all municipalities in the area of the district municipality.
- (b) Potable water supply systems.
- (c) Bulk supply of electricity, which includes for the purposes of such supply, the transmission, distribution and, where applicable, the generation of electricity.
- (d) Domestic waste-water and sewage disposal systems.
- (e) Solid waste disposal sites, in so far as it relates to:
  - i. the determination of a waste disposal strategy;
  - ii. the regulation of waste disposal;
  - iii. the establishment, operation and control of waste disposal sites, bulk waste transfer facilities and waste disposal facilities for more than one local municipality in the district.
- (f) Municipal roads which form an integral part of a road transport system for the area of the district municipality as a whole.
- (g) Regulation of passenger transport services.
- (h) Municipal airports serving the area of the district municipality as a whole.
- (i) Municipal health services.
- (j) Fire-fighting services serving the area of the district municipality as a whole,
- (k) The establishment; conduct; and control of fresh produce markets and abattoirs serving the area of a major proportion of the municipalities in the district.
- (l) The establishment; conduct; and control of cemeteries and crematoria serving the area of a major proportion of municipalities in the district.
- (m) Promotion of local tourism for the area of the district municipality.
- (n) Municipal public works relating to any of the above functions or any other functions assigned to the district municipality.

- (o) The receipt, allocation and, if applicable, the distribution of grants made to the district municipality.
- (p) The imposition and collection of taxes, levies and duties as related to the above functions or as may be assigned to the district municipality in terms of national legislation.

The division of responsibilities in local government as demonstrated above does not represent a uniform approach to who delivers what services between local and district municipalities. There is little sector-specific policy which informs the way these functions were allocated between local and district municipalities. However, it is evident that the lawmakers had in mind district municipalities which should perform the major local government service delivery functions: water supply, electricity, sanitation, and district roads (Palmer, 2011).

In an effort to provide legislative guidance, the Municipal Structures Act stipulates that the MEC for local government in a province may, subject to the other provisions of this section, adjust the division of functions and powers between a district and a local municipality. This clause does not offer much in terms of providing concrete clarity on who is responsible for what services.

With this lack of clarity both levels of local government continue to struggle in the delivery of services. If any of the 2 layers can deliver these services, one may ask the thinking around establishing 2 institutions that can perform the same functions? Except for few functions, most of the functions above could be solely allocated to a local municipality. This would then provide role clarification between local municipality and district municipality.

The responsibilities and functions of district municipalities in local government have been clearly described in section 83 sub-section 3 of the Municipal Structures Act. There is therefore no reason for creating ambiguity in section 84 by lumping together the functions of local and district municipalities. The District municipality could be left to deliver the functions stipulated in section 83. Section 83 indicates that a district municipality must seek to achieve the integrated, sustainable and equitable social and economic development of its area as a whole by:

- (a) Ensuring integrated development planning for the district as a whole;
- (b) Promoting bulk infrastructural development and services for the district as a whole;
- (c) Building the capacity of local municipalities in its area to perform their functions and exercise their powers where such capacity is lacking; and
- (d) Promoting the equitable distribution of resources between the local municipalities in its area to ensure appropriate levels of municipal services..

Capacity at local government is at the centre of service delivery challenges. The provision in section 83 (3) (c) of Municipal Structures Act in the paragraph above means legislatively there is a provision to deal with capacity issues at local municipalities. For the district to be able to deliver according to section 83 of the Municipal Structures Act, it must be technically well resourced to be able to support capacity related needs of the municipalities in their jurisdiction.

In the same spirit of bringing government closer to the people government can also bring support needed by local municipalities closer through the districts. Repositioning the district municipalities to focus on building the capacity of local municipalities within its jurisdiction to perform their functions can go a long way in addressing the current capacity gap at this level.



### **3.6 Local government as part of public services and development**

Local government services are part of government's public service. A public is a service which is provided by government to people living within its jurisdiction, either directly or by financing provision of services. The Public Service is responsible for management practices which are based on norms and standards and best practice both locally and internationally. Organisational Productivity is measured by the quality and quantity of these management and administrative practices and performance against delivery to citizens (Department of Public Service and Administration, 2013:12).

Local government in South Africa is a vehicle through which government delivers specific assigned public services to the citizens. To build a capable local government system requires good management, a commitment to high performance, an uncompromising focus on ethics and a willingness to learn from experience (National Planning Commission, 2013:59). A capable local government system also requires a professional public service that serves government, but is sufficiently autonomous to be insulated from political patronage. This requires a clearer separation between the roles of the political principals and the administrative officials (National Planning Commission, 2013:410)

Public service leaders are expected to function with limited resources and continually find creative ways of tackling challenges. One challenge confronting the public service is that they are a service with no competition. The public/citizens do not have any choice and there is no alternative. The fact that there is no alternative may have caused public sector employees to be complacent. Local government as a means to deliver basic public services plays a critical role in the economic development of the country. For example, if the services delivered fail to meet certain standards, a country can lose its competitiveness, lose its direct investments and can lose its talented individuals to the private sector or other countries (brain drain.) While the choices are not always this simple, the repercussions and ramifications of a non-performing public sector are great

in its impact and implications for the nation, its people, and the economy. If the risks are greater, the investments therein have to be more astute. By this argument, the skills set required in delivering a public sector service have to be far more demanding than that which one would demand from the private sector (Commonwealth Association for Public Administration and Management 2009: 9).

Leadership in the public sector is critical to good public governance, including good planning, efficiency, transparency, and accountability. Public sector leaders also face different challenges from the private sector, and perhaps call on different competencies. Public sector leaders are confronted with the challenge to deliver public services efficiently in accordance with the authorized procedures, processes, and rules. Without many of the incentives available in the private sector, it can be a challenge for public sector senior leaders to motivate their employees. What is more, they may struggle with how to establish a positive working atmosphere that inspires people to deliver quality public services (McCarthy, 2015).

Public sector senior leaders should be more oriented toward strategic leadership, which is one of the important aspects of leadership behaviour. Because the public sector presents unique conditions and challenges, it is crucial to identify employees who possess these crucial qualities. Once potential leaders are identified, they need to be developed and supported. This includes engaging in formal and informal mentoring and training activities. For example, employees with high-potential could be paired with senior employees for mentorship and coaching. The day to day activities in a work environment also offer opportunities to introduce employees to leadership situations. Formal training programs could involve future leaders learning skills and gaining knowledge in teamwork, managing conflict and organizational change, diversity and communication (McCarthy, 2015).

The public sector has an impact on how the private sector operates. Without a functioning, effective and efficient public sector, the private sector will not reach its full potential. Services delivered by the public sector enables the private sector to function well and consequently create jobs and business. Currently the standards of the public sector are benchmarked in some countries to those of the private sector (Commonwealth Association for Public Administration and Management, 2015)

The private sector has a defined customer profile, while the customer profiles of the public sector spans the spectrum, from youth to adults, to the elderly, to the homeless, from locals to foreigners, from professionals to academics, and farmers. To be able to manage such a range of customer profiles, the public sector must have the skills and leadership to handle and interact with people from all walks of life, in any situation under any circumstances (Commonwealth Association for Public Administration and Management, 2015).

To be able to deliver services for a diverse customer profile, the fundamental personal qualities of those who deliver the service becomes imperative and vital. It is no longer adequate to have the 'best talent' and modern systems. The leadership in the public service must be a combination of personal qualities, strength of character, operating in a well enabled environment (Hassan, 2015:10). Public service needs strong managers/leaders as their role is often more difficult than that of managers/leaders in the private sector at equivalent levels. The fact is that most of the problems governments deal with are complicated and require creative and innovative leaders

The work of public servants must be grounded in a deep understanding of public sector values and public sector principles. Public servants are required to put the collective interest above their individual interest in all things and all circumstances. Public servants should display the behaviour expected of public organizations: by providing advice based on accurate facts and evidence rather than personal preferences; acting with courage in

abiding within the rule of law; and respecting conventions and traditions and the spirit of them when encouraging reform (Bourgon, 2015:14).

Public organizations should be expected to show a strong commitment to improving their performance and making government more productive, efficient and effective. They do so for public sector reasons: to ensure that taxpayers' money is used to the fullest to achieve maximum possible results; and out of respect for citizens who deserve to be treated with respect, fairness and dignity (Bourgon, 2015:14).

Well-performing public organizations give special attention to service delivery, user satisfaction and the need for continuous improvements. They focus on sound governance that incorporates other sectors and actors. Within their means and their capacity, they make use of the power of modern information and communication technologies to reduce costs, reduce the number of intermediaries (and therefore the risks of corruption), reduce delays, and to open up new channels of communication between government and citizens. These factors contribute to building the organizational capacity of public institutions (Bourgon, 2015:14).

### **3.6.1 Public service leadership qualities**

Public service is a special service as it impacts on all other services, be it public and private. Personnel facilitating the delivery of local government services which is part of public service are required to possess certain qualities. Caverley (2015:16) writes about a top 10 list of public service leadership qualities which also apply to South Africa local government.

1. **Astute strategist:** A responsive public service requires leaders who can manage complex situations involving multiple interests, perspectives and implications. Generalists are more valuable now than specialists, with well-rounded backgrounds and strong analytical skills. Real leaders possess good judgment and a proactive, strategic approach that involves building support and seizing opportunities for change.
2. **Empathetic facilitator:** Public service collaboration requires leaders who are skilled at mobilizing employees and breaking down silos to achieve common goals. Though, leading in a horizontal environment may be less about competencies and more about accepting shared power and appreciating different viewpoints. Leaders in public service need empathy to understand what motivate others and humility to embrace collaboration both inside and outside government.
3. **Pragmatic ‘technophile’:** To build a responsive government, the public service needs leaders who embrace innovation, develop technological fluency and build organizational capacity. Astute leaders are practical and strategic about new technology, and weigh costs against benefits to ensure the greatest return on investment. Appreciating and acknowledging these tradeoffs, they can best determine how to leverage technology to adapt to changing needs.
4. **Catalyzing agent:** flexible, enterprising thinkers committed to achieving outcomes, regardless of the obstacles ahead are needed to establish a fluid public service needs. Faced with multiple barriers to change, strong leaders determine what is feasible and plant the seeds for buy-in. Agile leaders rally support around a shared vision with the ability to build trust, establish respect and empower others.
5. **Prudent manager:** Business intelligence has become more important for public sector leaders in the climate of austerity. Effective and efficient leaders balance out the tension between managing budgets and supporting innovation. These

leaders are pragmatic and proactive in developing smarter business strategies to maximize talent, resources, partnerships and opportunities across and outside government for sustainable impact.

6. **Persuasive entrepreneur:** A public service that is innovative needs creative thinkers and lifelong learners driven by a desire to do things better. Innovative leaders consistently seek new avenues for improvement by asking questions and exploring what's possible. They creatively explore means to break down complex ideas and convince others of the best course of action. They comprehend the issues, are passionate about their vision and resonate with their audience.
7. **Shrewd diplomat:** Today's public service demands more political insight. Leaders need to comprehend the interplay among public perceptions, stakeholder positions and government priorities. Excelling at negotiating both inside and outside government, and be adaptable to political and media scrutiny is key in public service. It also requires a more preemptive, practical approach to limit unnecessary risks and contain potential crises.
8. **Fearless adviser:** Public service leaders must be open to speak frankly about the issues, provide honest, nonpartisan advice and have the courage to make tough decisions. Nonetheless, they need to know when to push for change and when to step back. Resilient leaders demonstrate integrity and help build a healthy organizational culture based on trust and respect.
9. **Passionate talent scout:** Public service leaders need to be involved in rebranding the public service, recruitment and developing future capable leaders. Acquisition of talent is not just for HR anymore. Forward thinking leaders care about their work and convey that passion to others, inspiring interest through broad outreach and instilling pride through meaningful engagement. They build a workforce with complementary skills and expertise, harnessing all types of diversities and different perspectives.

**10. Inspirational team captain:** Public service leaders need to nurture a healthy workplace environment, be accessible and demonstrate that employee engagement is of high priority. Lead by example, challenge the status quo and encourage risk-taking. The emotional intelligence, attitude and likeability of good leaders are shaped by empathy, authenticity, self-awareness and a genuine concern for the wellbeing of others.

### **3.7 Evolution of local government in South Africa**

#### **3.7.1 The apartheid era local government arrangements**

The Apartheid system left a deep imprint on local government that may take many years to eradicate. Koma (2012:54) supports this assertion when he said “apartheid has left its imprint on South Africa’s human settlements and municipal institutions”. This is evident as one travels across the country: from urban to rural areas, from commercial farmland to ex-bantustan areas, from affluent suburbs to sprawling informal settlements. These disparities are characterized by significant differences in levels of economic activity and poverty, access to capital and social infrastructure and patterns of land settlement and ownership (Fast & Kallis, 2008).

This is the reality currently confronting local government. The concentration of resources in certain areas by the apartheid government continues to affect local government. For example most rural municipalities are not able to generate income through local revenue collection. The infrastructure in rural municipalities is in a state that does not create conducive conditions for local economic growth.

When the National Party was elected to power in 1948, it used its dominance in the governmental system to fulfil Afrikaner ethnic/racial goals. Simultaneously, it systemically abolished every trace of black participation in the central political system.

The term apartheid soon developed from a political motto into a harsh, systematic programme of social engineering (Fast & Kallis, 2008). The National Party government applied apartheid regulations which marginalized certain groups of people and deprived them of certain rights. The following is selection of the relevant apartheid laws enacted by the then government to perpetuate its racist agenda:

#### **3.7.1.1 Group Areas Act of 1950**

The Group Areas Act was enacted to group people according to the colour of their skin. This Act was enforced by creating different residential areas for different racial groups. In some areas non-whites were forcibly removed from their residential areas to make way for white people. For example, February 11, 1966, the apartheid government declared Cape Town's District Six a whites-only area under the Group Areas Act of 1950. From 1968, over 60 000 of its inhabitants were forcibly removed to the Cape Flats, over twenty five kilometers away (South African History Archive, 2010). The presence of other racial groups in white areas was restricted. Access to the restricted whites only areas required a non-white to carry a pass as a form of identification.

The Act had an impact on revenue generation ability for many non-white local government structures since there was a restriction on business to bring profitable developments in certain areas. Through spatial separation, influx control, and a policy of “own management for own areas”, apartheid aimed to limit the extent to which wealthy white municipalities would bear the financial burden of servicing disadvantaged black areas, (Koma, 2012:53).



### **3.7.1.2 Bantu Authorities Act of 1951**

The homelands system was the heart of the National Party (NP) government's policy of territorial and political separation based on race. Before the NP's election victory in 1948, legislation had been enacted to lay the foundation for the development of the homelands. The legislations included the 1913 and 1936 Land Acts. The Bantu Authorities Act was enacted in the early 1950s, increasing the powers of traditional authorities in preparation for self-governance, and in 1959, the Promotion of Bantu Self-Government Act provided the legislative basis for the future homelands (O'Malley, 2006).

### **3.7.1.3 Natives Laws Amendment Act of 1952**

This Act limited the rights of Africans to live in urban developed areas. The Act provided that any Black person who wanted to move to another area had to register at a labour bureau. Blacks people were prohibited from moving to any area where it was unlikely they would find employment. Blacks people could remain in a white town for up to 72 hours without requiring a permit but that the burden of proof over how long they had been there rested with that black person and agitators could be deported from any troubled area without recourse to the courts.

### **3.7.1.4 Bantu Education Act of 1953**

The Bantu Education Act 47 of 1953 was a South African segregation law which legalized several aspects of the apartheid education system. Its major provision was enforcing racially separated educational facilities. The Bantu education policy was that education should stand with both feet in the Reserves and have its roots in the spirit and being of Bantu society.

The designers of Bantu education believed that there was no place for a black person in the European community (white community) above the level of certain forms of labour. It was believed by the then government that there was no need to subject black people to a school system which drew them away from their own community and misled him by showing them the 'green pastures of European society in which they were not allowed to graze' (Tabata, 1979:12).

This segregation in education had and still has an impact in local government as most black people were not skilled in engineering and technical fields when they took over government in 1994. This affected the ability of many municipalities to deliver services and mostly rely on the private sector to deliver these services.

#### **2.6.1.5 Reservation of Separate Amenities Act 49 of 1953**

The Reservation of Separate Amenities Act enforced the segregation of all public facilities in South Africa along racial lines. The segregation included all forms of transport, buildings and facilities that were open to the public. The aim of the Act was to minimize any form of contact between white people and other racial groups. Under this Act, signs indicating areas that were for Europeans (White people) only or Non-Europeans (Black, Indians and coloured people) only were common.

The Act also stated that facilities provided for the different races need not be equal, with the result that the white areas were always of a better standard and more convenient than for the other racial groups (Reservation of Separate Amenities Act, 1953).

All the laws described above are at the centre of infrastructural disparities currently facing local government in South Africa. Some municipalities such as metropolitans are

generally able to move the developmental agenda faster than others due to enabling infrastructure at their disposal. For most rural municipalities the developmental agenda to be realized, there is a need for strong leadership and management across all levels of government to plan and implement programmes that will lift rural municipalities.

### **3.8 Revenue generation during the apartheid system**

Historically, most local government revenue in urban South Africa was self-generated, largely through property taxes and the delivery of services to residents and businesses. White municipalities benefited from this as they had small populations to serve and large concentrations of economic resources to tax. Apartheid regulations barred most retail and industrial developments in black areas (Fast & Kallis, 2008). This limited the ability of local authorities in black areas to generate revenue and provide proper services to the citizens.

When the apartheid system was eradicated, some new municipalities inherited areas which had vast under-developed areas. The under development also affected the skills base from which the new local government could recruit suitable candidates to run the business of local government. Some municipalities such as metropolitans inherited an infrastructure that was of high quality to enable them to deliver services. The metropolitan municipalities are more able to fulfil their developmental responsibility as they inherited large concentrations of economic resources to tax.

### **3.9 Collapse of the apartheid local government system**

The apartheid local government system collapsed with the demise of national apartheid government. Internal and external pressure increased and forced the South African apartheid government to transform. Internally, the uprising gathered momentum, as civic associations and other community bodies exerted pressure for regime change.

Local government system pre 1994 was effectively established in the early 1920s with periodic reforms in an attempt to make the racially discriminatory system more palatable, but with minimal success. The local government system at the time made provision for race-based municipal authorities. White municipal areas were governed and administered by White Local Authorities (WLAs) that were fully-fledged municipal institutions with a political council and, administration to carry out the functions of the council and taxation powers (Nyalunga, 2006, Fast and Kallis, 2008).

Coloured and Indian areas were governed by management Boards and Local Affairs Committee. These institutions relied on the administration of WLAs and/or provincial administration to provide services on its behalf. African communities fell under the authority/jurisdiction of the Black Local Authorities (BLA) (Nyalunga, 2006).

The fall of apartheid left South Africa with many service delivery challenges to deal with. The colonial and apartheid policies left the majority of South Africans living in a highly unequal society in which poverty and social dislocation had profound and traumatic effects on the social fabric of the citizens. Consequently, the democratically elected government inherited a system which was aimed at providing quality services for a privileged racially defined group. The apartheid system excluded the majority of black South Africans from owning land in urban areas; employment, education, health and other basic services (Nyalunga, 2006, Fast and Kallis, 2008).

### **3.10 Local government arrangement after apartheid**

In post-apartheid South Africa, access to effective public services is no longer seen as an advantage enjoyed by only a privileged few, but as a legitimate right of all citizens, (Pretorius and Schurink, 2007). The constitution prescribes that municipalities must be established for the whole territory of the Republic.

Reforms in local government have not been unfolding episodes in a smooth, uninterrupted process. Local institutions and policy were shaped less by original design than by changing political and economic realities in the country, competing national policy objectives, often by strategic miscalculations, and by competition in the ruling party (Powell, 2012).

The transformation of local government was part of the interim constitution as chapter 10 speaks of the establishment, role and functions of local government, (Interim Constitution of the Republic of South Africa, 1993). Subsequently, the Local Government Transition Act 209 of 1993 was passed in February 1994. This Act was passed to provide interim measures with a view to promoting the restructuring of local government and establishment of bodies to drive this transformation (Local Government Transition Act, 1993).

The transformational processes posed significant challenges as efficient and effective services had to be maintained or introduced in cases where services were non-existent or sub-standard, (Thornhill, 2008). Consequently, the major change introduced at this stage was to allow local authorities, established along racial lines, to negotiate with one another and jointly administer and manage certain services. Thus, it became possible to redistribute financial resources amongst local authorities in the same geographical area and to utilize existing infrastructure and expertise, to deliver services (Thornhill, 2008).

This arrangement of establishing local government looked like a better option as it enabled service delivery to continue while new legislative frameworks were crafted to guide and reposition local government. However, some municipalities could not benefit from this arrangement as there was very little to share amongst them. The capacity challenges for rural municipalities seem to have started from the onset when democratic local government was established in 1996.

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

After the end of the apartheid government, the new democratic government developed a white paper which was to guide the development of democratic local government. It establishes the basis for the development of a democratic local government system, which is committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way.

The white paper defined developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (Powell, 2012). From the start, local government policy and institutions were overloaded with competing national priorities. Powell (2012: 15-16) identifies 5 competing national objectives:

- First, the Constitution and Reconstruction and Development Programme (RDP) gave local government a broad mandate to meet basic needs and redistribute capital spending for poor communities.
- Secondly, intergovernmental fiscal policy would now consistently discipline local government policy in line with macro-economic goals. In practice this meant a

contraction of expenditure on service delivery and stronger central control over all policy-making, progressively shifting the real levers of policy control to the National Treasury.

- Thirdly, by the time the white paper was adopted it was already accepted that redistribution would be a national, as well as a local, responsibility, and the abolition of the Regional Services Council levy was on the cards (abolished in 2003).
- Fourthly, the design of the local government equitable share was predicated on the assumption that local government raised 90 percent of its own revenue and only 10 percent would be subsidized through the intergovernmental grant system (Department of Finance, 1998:23). This resulted in the underfunding of municipal service delivery, an issue that emerged sharply at the ANC's debriefing after the 2011 local government elections.
- Fifthly, the annul in 1996 of the Profession of Towns Clerks Act, which had regulated the appointment of qualified professionals as municipal managers, effectively left the qualifications and competences of municipal managers unregulated until the National Treasury introduced regulations in 2007.

The net effect of these developments was that at the same time that municipal boundaries were expanding to include under-serviced rural populations and townships and national policy was giving local government a massive developmental mandate through which the new sphere was being asked 'to do more with less resources' and a disintegrating skills base (Powell, 2012:16).

### 3.12 The legislative framework of democratic local government in South Africa

To establish local government in the democratic South Africa started with the development of legislative framework. The legislation enacted sought to redress the imbalances of the past. The legislation also provides guidelines on how to lead and manage the new local government system. The diagram below illustrates the current legislative framework for local government in South Africa.

**Figure 3.12: Local government legislative framework**

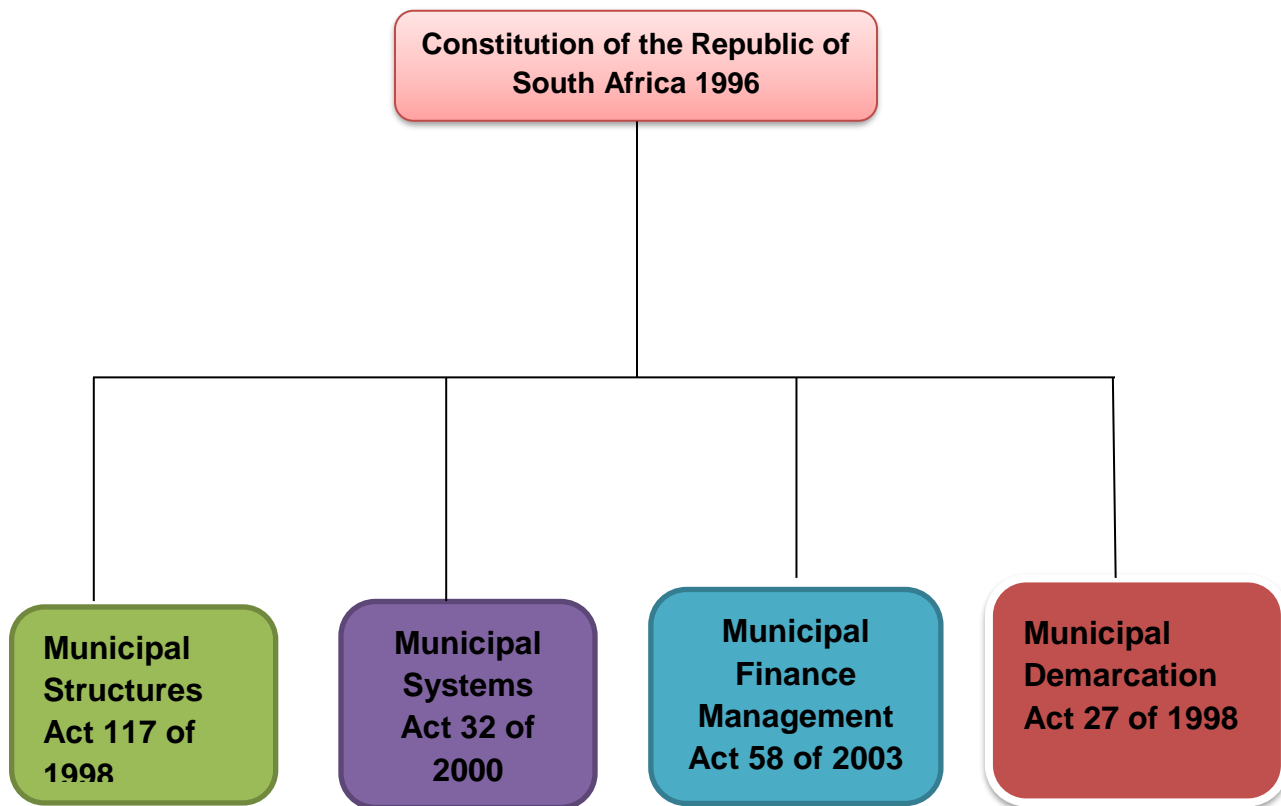


Figure devised by the author



### **3.12.1 The Republic of South Africa Constitution 1996**

The establishment of non-racial local government system in South Africa is contained in the constitution of the republic. Chapter 7 of the constitution outlines the functions and objectives of local government, (Constitution of the Republic of South Africa, 1996). The constitution described the status of local government as:

- The local sphere of government which consists of municipalities, which must be established for the whole of the territory of the Republic;
- The executive and legislative authority of a municipality is vested in its Municipal Council;
- A municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation, as provided for in the Constitution; and
- The national or a provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

The Constitution further placed a developmental responsibility to local government. In section 153 of the constitution it is stipulated that a municipality must:

- a) structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and
- b) to promote the social and economic development of the community; and participate in national and provincial development programmes.

### **3.12.2 Municipal Demarcation Act 27 of 1998**

The Municipal Demarcation Act 27 of 1998 was enacted to:

- To provide for criteria and procedures for the determination of municipal boundaries by an independent authority; and
- to provide for matters connected thereto.

The mandate of the Municipal Demarcation Board (MDB) is provided for in the Constitution of the Republic of South Africa (Sections 155 and 157); and the Local Government Municipal Demarcation Act, 1998.

The Municipal Demarcation Act (No. 27 of 1998) is the principal Act that governs the municipal demarcation processes in South Africa. The activities of the Municipal Demarcation Board (MDB) are also in accordance with other pieces of legislation, such as the Provincial Finance Management Act (No. 29 of 1999) and the Municipal Finance Management Act (No. 56 of 2003).

Since the end of apartheid, the number of local government structures has decreased. In 1995/96, 1262 local government structures were amalgamated into 843 local authorities (or municipalities). With the establishment of the Municipal Demarcation Board (MDB) in 1999, the number of municipalities was rationalized to 284 in preparation for the 2000 local government elections (Ncube, and Vacu, 2016:308). There are currently 257 municipalities consisting of 8 metropolitan municipalities, 44 district municipalities, and 205 local municipalities.

Over the past 18 years, concerns have been raised about the impact of demarcation (i.e. reconfiguring the size, number and types of municipalities) on municipal financial and

fiscal performance. The criteria used by the MDB to determine municipal boundaries have been questioned and even condemned for contributing to the establishment of financially unviable and unsustainable municipalities (Ncube, and Vacu, 2016:308). For example, although most demarcations have been politically motivated, at its 53rd national conference in 2013, the African National Congress (ANC, 2013) expressed its concern and resolved that:

The MDB should take into account the financial implications of its re-demarcation of municipalities; the challenge of unviable municipalities; the need for ward boundaries to break down racial barriers and a reduced rate of re-demarcations (Ncube, and Vacu, 2016:309).

The Department of Cooperative Governance and Traditional Affairs (COGTA) has expressed similar concerns and consequently established a task team to review the process of municipal demarcation as part of the preparations for the 2016 local government elections. The concerns of government are about challenges relating to the inner and outer boundaries of municipalities, cross-boundary municipalities, and the impact of demarcation decisions on the financial performance of municipalities, as well as the consequences of demarcation for the establishment of a truly developmental local government (Ncube, and Vacu, 2016:309).

Numerous factors affect municipal fiscal performance, including the lack of a tax base due to poverty and unemployment; backlogs; poor revenue systems and collection; service and payment boycotts; poor service delivery and budget planning; unfunded mandates; corruption; and skill, knowledge and experience deficits, as well as failure on the part of provincial and central governments to intervene to address these in a timely manner (Ncube, and Vacu, 2016:309).

### **3.12.3 Municipal Structures Act 117 of 1998**

The Municipal Structures Act provides for the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities:

- to establish criteria for determining the category of municipality to be established in an area;
- to define the types of municipality that may be established within each category;
- to provide for an appropriate division of functions and powers between categories of municipality;
- to regulate the internal systems, structures and office-bearers of municipalities;
- to provide for appropriate electoral systems; and
- to provide for matters in connection therewith.

### **3.12.4 Municipal Systems Act 32 of 2000**

The Municipal Systems Act provides for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality; to establish criteria for determining the category of municipality to be established in an area; to define the types of municipality that may be established within each category; to provide for an appropriate division of functions and powers between categories of municipality; to regulate the internal systems, structures and office-bearers of municipalities; to provide for appropriate electoral systems.

This Act also defines what basic municipal services are. It defines that a municipal service that is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety or the environment.

Section 73 (1) of the Act states that a municipality must give effect to the provisions of the constitution and

- (a) Give priority to the basic needs of the local community;
- (b) Promote the development of the local community; and
- (c) Ensure that all members of the local community have access to at least the minimum level of basic municipal services.

### **3.12.5 Municipal Finance Management Act 58 of 2003**

The Municipal Finance Management Act (MFMA) aims to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; to establish treasury norms and standards for the local sphere of government; and to provide for matters connected therewith. This act also provides grounds for provincial and national governments to provide capacity building support to local government. Section 34, sub-section 1- 3 of the Municipal Finance Management Act stipulates:

- (1) The national and provincial governments must by agreement assist municipalities in building the capacity of municipalities for efficient, effective and transparent financial management.
- (2) The national and provincial governments must support the efforts of municipalities to identify and resolve their financial problems.
- (3) When performing its monitoring function in terms of section 155(6) of the Constitution, a provincial government:

- (a) must share with a municipality the results of its monitoring to the extent that those results may assist the municipality in improving its financial management;
- (b) must, upon detecting any emerging or impending financial problems in a municipality, alert the municipality to those problems; and
- (c) may assist the municipality to avert or resolve financial problems.

The Act also provides guidance with regard to financial planning and management. For the purposes of this study only two key personnel's (The municipal mayor and the municipal manager) are discussed. Chapter 7 of the MFMA deals with the responsibilities of the mayor with regard to financial planning and management oversight. Section 52 of Municipal Finance Management Act stipulates that the mayor of the municipality:

- (a) must provide general political guidance over the fiscal and financial affairs of the municipality;
- (b) in providing such general political guidance, may monitor and, to the extent provided in this Act, oversee the exercise of responsibilities assigned in terms of this Act to the accounting officer and the chief financial officer, but may not interfere in the exercise of those responsibilities;
- (c) must take all reasonable steps to ensure that the municipality performs its constitutional and statutory functions within the limits of the municipality's approved budget;
- (d) must, within 30 days of the end of each quarter, submit a report to the council on the implementation of the budget and the financial state of affairs of the municipality; and
- (e) must exercise the other powers and perform the other duties assigned to the mayor in terms of this Act or delegated by the council to the mayor.

Chapter 7 of the MFMA deals with the responsibilities of the municipal manager with regard to financial planning and management oversight. Section 60 of the MFMA

specifies the municipal manager of a municipality as the accounting officer of the municipality.

The Act gives a mandate to the municipal manager to provide guidance and advice on compliance with this Act to the political structures, political office-bearers and officials of the municipality; and any municipal entity under the sole or shared control of the municipality. The Act stipulates that the municipal manager is mandated to perform these 5 key functions:

- (a) General financial management functions;
- (b) Asset and liability management;
- (c) Revenue management;
- (d) Expenditure management; and
- (e) Expenditure on staff benefits.

Compliance with the MFMA enhances the ability of the municipality to deliver basic services. It is therefore important that people deployed in these positions of the Mayor and the Municipal Manager have adequate financial management skills and the integrity to effectively and efficiently lead and manage the operations of the municipality. This Act played a central role in this study of Bushbuckridge local municipality.

### **3.13 South African Local Government Association and capacity building of local government councillors**

SALGA is a non-partisan body created to represent, protect, safeguard and promote the interests of local government. As a full partner in government, SALGA is expected to be an active participant in the various intergovernmental forums, to provide policy direction and substantive positions on numerous issues, and to communicate and defend all local government interests (SALGA, 2016:118). SALGA has the responsibility to build the capacity of councillors to enable them to fulfil their constitutional mandate.

The best known programme of SALGA is a one week long Councillor induction programme (CIP) provided to elected councillors. This induction programme covers a whole range of issues which is aimed at equipping councillors with the necessary knowledge to enable them to function effectively in their role. The 2016 councillor induction programme was a structured training with 10 modules. A content summary of the programme is detailed below.

**Module one:** deals with alignments to National Development Plan and alignment with back to basics of service delivery; as well as description of key concepts such as government, local government, developmental government and developmental for municipal councillors.

**Government** refers to a system of laws, institutions, and customs) and its custodians (elected politicians and appointed officials). Nowadays, officials are also referred to as bureaucrats, civil servants or public administrators (SALGA, 2016:31).



**A Developmental local government:** the establishment of a South African developmental state is based on the vision of the state and society working together to make sure there is social justice, economic growth and development (SALGA, 2016:35).

**A Developmental municipal councillor** is a strategic and forward thinker who is at the centre of developing solutions to the challenges that face a municipality. A councillor plays a role in ensuring that public service delivery and policy implementation happen quickly and reach the right beneficiaries. For this to happen, a councillor must set high standards and goals. These standards include training and education, accountability and quickly answering queries or complaints; client satisfaction; technical and other skills such as financial management and budgeting; ethical standards; and human resource development and management skills (SALGA, 2016:38).

## **Module two: Municipal governance**

This module covers the three spheres of cooperative governance which are national (parliament); Provincial (legislation); and Local (Municipal council). This module also covers the different municipal categories of municipalities. No sphere of government is subordinate to another, they all work together to deliver services to the citizens. In cooperative governance, all spheres of government must amongst other things:

- Provide effective, accountable and transparent government;
- Cooperate with one another and foster good relations;
- Consult and coordinate actions and legislation; and
- Avoid legal proceedings against one another (SALGA, 2016:48).

**Module three:** Policy and legislation. This module deals with all policies and legislation relevant to local government.

**Module four: Municipal role players and stakeholders.** This module identifies all stakeholders of the municipality (internally and externally to the municipality) and how they all fit together in the delivery of services.

**Module five: Municipal procedures and protocol.** Deals with council meetings; separation of power between political leadership and administration; delegation of authority; and collective bargaining.

**Module Six: municipal planning and strategy.** This module covers the planning process and strategies used for planning in local government.

**Module seven: Municipal finance.** This module deals with the following: Municipal manager; systems of delegation; budget and treasury office; planning, budgeting and implementation; capital expenditure; financial management and governance areas and functions; supply chain management; bid committees; contract management; unauthorized, irregular, fruitless and wasteful expenditure; risk management; role of auditor general and municipal public accounts committee.

**Module eight: municipal performance and accountability.** This module deals with organizational development; strategic human resource management; education and training; skills audit; target setting and key performance management system; understanding service level agreements and monitoring and evaluation.

**Module nine: The councilor as a skilled leader.** This module deals with leadership; communication; conflict management; problem-solving; and time management. A good municipal councillor has the following (SALGA, 2016:245);

- Someone who is honest and loyal to people;
- Someone who can speak well;
- Someone who can work with people from different political parties and people who think differently;
- Someone who has high morals and can say “No” to bribes and other wrong actions;
- Someone who is friendly and open;
- Someone who is a good listener; and
- Someone who is brave and will say and do the right thing no matter what.

**Module ten: The municipal councillor as an ethical leader.** This module focuses on Batho Pele principles; code of conduct for councillors; privileges and immunities; dereliction of duty; and conflict of interest.

### **Analysis of the Councillor Induction Programme**

This Councillor Induction Programme curriculum looks comprehensive enough to capacitate councilors. There is however one big challenge to note which may affect the effectiveness of the programme. The curriculum to be covered is too much in one week. One wonders how much detail is provided for each of these modules to ensure that councilors are sufficiently equipped with necessary skills to enable them to function effectively to facilitate the delivery of services in the local sphere of government.

With a mix of educational levels of the elected councillors, some with some primary education, some secondary, senior matric certificate and post matric qualifications, and one wonders how the educational needs of such a group could be met. Language barriers could be another challenge which can affect the effectiveness of this induction programme. Councillors with low education may be disadvantaged and consequently this will affect their ability to fulfill their constitutional and other obligations.

Some of the modules such as module nine seem not covered comprehensively enough. The module is “councillor as a skilled leader”. This module doesn’t cover how one can become a leader. There is no information provided in the induction material on how one becomes a leader and how they can sharpen their leadership skills to function effectively in their role. For example there is this statement made to describe municipal councillors “Municipal councillors are leaders who also have to be professional” (SALGA, 2016:245).

The material doesn’t provide any information on how one becomes a professional. Can a one week induction programme create a professional? For one to become a professional is not an event but a process. The assumption of this statement is that one becomes a leader by the mere fact that they are elected into leadership position. Some of the modules such as municipal finance (Module seven) may require a week on its own to ensure that it is sufficiently covered. There may be a need to review the duration of the induction programme if SALGA wants to see their effort making a difference in how local government councillors do their work.

### **3.14 Post-apartheid realities and local government**

When the new government came into office in 1994, it inherited a country with high levels of poverty, segregation, inequity, inequality, poverty and social dysfunctionality (Nyalunga, 2006). The new government had to reform previous legislation and policies to address these issues and established new transitional local structures. The legislation and policies were followed by establishing structures to facilitate the introduction of the new local government system.

Pre 1994 elections, service delivery was organised along racial lines. It was at the local government sphere where the impact of apartheid value system manifested itself most visibly, (Tsatsire, 2009). The new South African government had to correct the imbalances created by the apartheid regime.

The new system of local government consolidated in 2000 is founded on the assumption that all communities will receive the same standard of services. While much has been achieved in extending basic services to all communities, it remains clear that more still needs to be done in rural, townships and remote settlements (Human Science Research Council, 2005).

Pre-democratic government, there were about 1 100 fragmented local authorities spread across the country. These local authorities bore no similarity to one another as some were fully operational, some were token local authorities, some were advisory structures, and some urbanized communities which were administered by the so-called homeland or Bantustan governments, (Thornhill, 2008). One of the biggest challenges that faced the new local government system has been that of varying spatial locations of municipalities. For example, there are differing challenges in relation to rural and urban environments, availability of human resource capacity, degree of economic activity and overall institutional strength.

The state of local government study conducted by COGTA (2009:22) reported that some administrations are relatively stable and well-resourced, whilst others face huge infrastructure backlogs, the negative impacts of demographic change and prevailing apartheid-based socio-economic legacies. Some Local Municipalities are very vulnerable both from a revenue generation and from institutional development perspective. They are located in economically depressed areas and have difficulty in attracting and retaining skilled managers, professionals, and technicians.

Some of the local municipalities are seriously challenged to fulfil their obligations. They may be financially non-viable, articulate distress via heightened levels of community protests, and be particularly vulnerable to political control and poor institutional management and compliance (COGTA, 2009).

The differing municipal realities show the anomaly of enforcing a governance framework that applies uniformly to cities, small towns and remote rural areas when in reality they are very different places with different needs and capabilities. The assignment of powers and functions, and many other governance arrangements, such as integrated development planning and financial reporting, did not take into account the significant capacity and functional capacities of the different municipalities (COGTA, 2009).

There is a realization that the framework for functional responsibilities is not based on differing municipal realities. The unintended consequences for municipalities has in some instances, led to what may be defined as levels of municipal non-viability, both financially and in respect to functional performance, socio-economic vulnerability and ability to manage infrastructure development and investment (COGTA, 2009).

### **3.15 How government intervened to address challenges facing local government**

Local government was conceptualised as an important bridge to channel basic services to the citizens. But local government lacked the essential skills such as engineering, planning, financial and project management to fulfill the mandate. The economy was not producing these scarce skills (Presidency, 2008). Special short-term national measures were needed to boost the municipal skills base. Over the years government has tried different strategies to transform local government. Below are five strategies implemented since the dawn of democracy South Africa which are aimed at transforming local government.

#### **3.15.1 The Reconstruction and Development Programme**

The Reconstruction and Development Programme (RDP) was the African National Congress's (ANC) vision for social justice after apartheid and the guiding framework for

government policy in the first term of democratic system in South Africa. The RDP gave local government an expansive mandate to meet basic needs and promote people-centred government and outlined the key principles of democratic local government such as a single tax base, participatory government, cross-subsidization of service delivery, and writing off of the debts accrued by black local authorities (Powell, 2012).

### **3.15.2 Project Consolidate**

Project Consolidate was a two-year national intervention (2004-06) to support municipalities lacking the expertise to discharge their mandate to provide basic services. It also sought to address the fact that national and provincial departments were not fulfilling their constitutional duty to support municipalities. Project Consolidate deployed technical experts to 136 municipalities in rural areas or former homelands which had the highest backlogs in basic services and were economically depressed (Department of Provincial and Local Government, 2006a:1).

The Development Bank of Southern Africa introduced a similar programme, called Siyenza Manje, to support financial management and infrastructure planning. By April 2008, Project Consolidate and Siyenza Manje deployments totaled 1,124 in 268 municipalities (Department of Provincial and Local Government, 2009:215). It was difficult to measure the impact of these capacity-building measures. By putting a number to the municipalities under stress government had in effect announced and confirmed that there was a systemic crisis in local government.

Since then policy reform has been on a crisis footing. In practice, these interventions did little to improve the financial performance of municipalities, which is perhaps the most important indicator of the health of local government. In his audit report for 2009/2010, the Auditor-General found that despite the abundance of technical tools to support

municipalities' the results were only fractionally better than the previous year (Auditor-General, 2011a).

### **3.15.3 The Intergovernmental Relations Framework Act (Act No. 13 of 2005)**

The Intergovernmental Relations Framework Act (IGRFA) was introduced in 2005 to establish greater predictability in intergovernmental relations and to promote alignment of national, provincial and local plans and expenditures. The Act addressed three local government concerns.

- Firstly, to overcome the haphazard way in which departments had been consulting with local government, statutory membership in all key intergovernmental forums was conferred on organised local government.
- Secondly, the Act provided for direct representation of district executive mayors in provincial intergovernmental forums, to promote effective executive-to-executive engagements between these two spheres. Third, district intergovernmental forums were established to force cooperation between district and local executives, to overcome the tension and competition that typified relations between the two tiers.
- Thirdly, district intergovernmental forums were established to force cooperation between district and local executives, to overcome the tension and competition that typified relations between the two tiers.

The impact of the IGFRA is hard to measure, but the proposed institutions are established and operational, and since 2005 relations between the ANC national government and the DA controlled governments in the Western Cape and Cape Town have been transacted through the Act's machinery (Powell, 2012:19).



### **3.15.4 The Five-Year Strategic Agenda for Local Government 2006- 2011**

In January 2006, Cabinet adopted the Five-Year Strategic Agenda for the second term of local government of 2006-2011, following a comprehensive review of the first term of local government of 2000-2005 (Department of Provincial and Local Government, 2006b). The review found that the final phase of the transition had been too ambitious and pointed to the worrying mismatch between national policy objectives and local government's capacity to implement them. Poor policy coordination, overregulation of local government, and unsystematic support for municipalities were identified as contributing factors to municipal distress (Powell, 2012).

Powell (2012:19) argued that the review outlined three imperatives for the next five years.

- First, municipalities would have to improve their performance and their accountability to communities.
- Second, an unprecedented national capacity-building effort would be required to help local government to discharge its mandate.
- Third, more effective coordination of policy, and monitoring and supervision of local government were required. Over time, the objectives of the five year strategic agenda were systematically anchored in the plans and operations of municipalities, provinces and national sector departments as the guiding strategic framework. The five year strategic agenda would be replaced in 2009 by the Zuma government's turnaround strategy.

### **3.15.5 The national turnaround strategy for local government**

The Local Government Turnaround Strategy (TAS) emerged from COGTA's assessment of the state of local government in 2009 (COGTA, 2009a; COGTA, 2009c). The report found that while local government had contributed to democratisation, the system as a whole was 'showing signs of distress' (COGTA, 2009a:2).

Indicators of this distress included 'huge service delivery backlogs', a breakdown in municipal communication with and accountability to citizens, political interference in administration, corruption, fraud, bad management, increasing violent service delivery protests, factionalism in parties, and depleted municipal capacity (COGTA, 2009a:13).

These were symptoms of deeper systemic problems in local government and cooperative governance. In some cases 'accountable government and the rule of law had collapsed or were collapsing' due to corruption, profiteering, and mismanagement. The report was the most forthright admission yet by government that local government was in a state of crisis (COGTA, 2009a:9-10).

Following this report, the government adopted the TAS as an outcome in its five-year programme of action (Presidency, 2010). All municipalities were expected to adopt turnaround strategies as part of their IDPs. Three key priorities for TAS were improving access to basic services; deepening participatory democracy; and improving financial management and administrative capacity.

### **3.15.5.1 Improving access to basic services**

Government's goal is to achieve 'universal access to basic services for all households by 2014' (COGTA, 2009b).

### **3.15.5.2 Deepening public participation**

Legislation provides many avenues for public involvement in municipal planning, budgeting, service delivery, and performance evaluation. A variety of structures serve this goal (IDP Forums, ward committees, and service delivery improvement forums). Despite the existence of this formal machinery for participation, public protests, another kind of participation, have increased in number and frequency since 1994.

Deputy Minister of COGTA, Mr. Yunus Carrim, sounded an alarm in 2010 when he warned that 'the rage of sections of the protestors and the extent of violence and destruction they wreak' reflected 'a far more fundamental alienation of people from our democracy. It suggests an acute sense of marginalization and social exclusion' (Deputy Minister of COGTA, 2010). It was the first time that a government leader had publically drawn a direct political connection between the rise in violent protests and the failure of developmental local government.

In response to these protests, government has been considering ways to improve public participation by increasing the size of a ward committee (from 10 to 30 members) and reviewing the funding model for ward councillors (COGTA, 2011a). This response overlooks three factors.

- First, the increase in protest action is an indicator that protests have become a more effective way for communities to express grievances and make demands than formal avenues.

- Second, there is a mismatch between the public's low awareness of participatory structures (let alone actual participation) and the high expectations that policy-makers have for public participation.
- Third, government has no reliable measurement of the impact that public participation has on local governance beyond a simple head count of people attending meetings.

### **3.15.5.3 Improving financial management and administrative capacity**

The MFMA set high standards for financial reporting and accounting that few municipalities meet in practice. The Auditor-General's report for 2009/2010 showed the extent of the challenge as only 7 of the 278 municipalities received clean audits. Drawing on comparable findings from the Auditor-General's report for 2007/08, COGTA's state of local government report noted the worrying state of municipal financial management: 54 percent of municipalities in 2007/08 received qualified, disclaimers or adverse audit opinions and in 45 percent of cases 'unauthorized, fruitless and wasteful expenditure' had led to the qualifications (COGTA, 2009:73-74). The Turn-Around Strategy (TAS) set 2014 as the target for all municipalities to attain a clean audit.

Improving the quality of municipal administration is a key priority and will require, firstly, that competent professionals are appointed to senior management positions and, secondly, that municipal administration is insulated from undue party political influence. Parliament also passed the Municipal Systems Amendment Act (Act No. 7 of 2011) which, inter alia, prohibits office bearers of political parties from occupying management positions.

The Auditor General's report painted a bleak picture of financial management at local government. Despite the efforts of providing strategic direction to local government the management of this important institution in service delivery has not improved.

A key priority to the turnaround strategy was to appoint competent professionals at senior management. One assumes that senior management means directors and Municipal managers. However, can a municipal manager if not provided with a competent team perform at a level to change the situation in local government? Did the strategy again fail to understand that middle management also matters in service delivery? For effective service delivery, all people working for an institution must be competent to play their parts effectively and efficiently towards achieving the organizational goals.

**Table 3.15.5.3: Municipalities and clean audits in 2013-14 financial year**

<b>Province</b>	<b>Number of municipalities</b>	<b>Clean audits</b>	<b>Municipal entities with clean audits</b>
Eastern Cape	45	2	1
Free State	32	0	0
Gauteng	12	4	9
KwaZulu Natal	61	13	7
Limpopo	30	0	0
Mpumalanga	21	2	0
Northern Cape	32	2	No information provided
North West	23	0	0
Western Cape	30	17	1
<b>Total</b>	<b>278</b>	<b>40</b>	<b>18</b>

Sourced from Auditor General's 2012-14 audit report and StatsSA's list of municipalities

### **3.16 Bushbuckridge local municipality description and service delivery**

The Bushbuckridge local municipality has had a history of service delivery challenges over the years. Some challenges led to interventions by provincial COGTA department. The recent intervention was in 2013 as noted earlier in the problem statement in chapter one.

The shortage of water in Bushbuckridge was also reported by SABC on the 2nd of March 2016. The SABC in the evening news bulletin reported that some villages in the Bushbuckridge area are without access to drinking water. This was revealed in a legislature interaction with members of the public organized by the Mpumalanga provincial government sitting in Acornhoek a small town in the province (SABC news, 2016).

Section 139 (5) (a) RSA Constitution (1996) says: “If a municipality, as a result of a crisis in its financial affairs, is in serious or persistent material breach of its obligations to provide basic services or to meet its financial commitments, or admits that it is unable to meet its obligations or financial commitments, the relevant provincial executive must:

- (a) Impose a recovery plan aimed at securing the municipality’s ability to meet its obligations to provide basic services or its financial commitments, which-
  - I. Is to be prepared in accordance with national legislation; and
  - II. Binds the municipality in the exercise of its legislative and executive authority, but only to the extent necessary to solve the crisis in its financial affairs.

This section is also consistent with section 139 (1) (a) of the Municipal Finance Management Act (2003) “If a municipality, as a result of a crisis in its financial affairs, is

in serious or persistent material breach of its obligations to provide basic services or to meet its financial commitments, or admits that it is unable to meet its obligations or financial commitments, the provincial executive must promptly:

(a) request the Municipal Financial Recovery Service:

- (i) To determine the reasons for the crisis in its financial affairs;
- (iii) To assess the municipality's financial state;
- (iv) To prepare an appropriate recovery plan for the municipality;
- (v) To recommend appropriate changes to the municipality's budget and revenue-raising measures that will give effect to the recovery plan; and
- (vi) To submit to the MEC for finance in the province,
  - (a) the determination and assessment referred to in subparagraphs (i) and (ii) as a matter of urgency; and
  - (b) the recovery plan and recommendations referred to in subparagraphs (iii) and (iv) within a period, not to exceed 90 days, determined by the MEC for finance.

The recovery plan in Bushbuckridge local municipality did not include dissolving the municipal council but the executive power was taken away from the council. The Municipal Manager and the Chief Financial Officer (CFO) were released from their positions and replaced with new officials. An administrator was also appointed to support the municipality's recovery plan and was granted executive powers over the finances of the municipality.

When the MEC announced his decision to place Bushbuckridge municipality under administration of COGTA through a media statement, he indicated that the municipality

was no longer able to discharge its responsibility of providing its communities with services as required in terms of its constitutional mandate. The MEC said one of the problems facing Bushbuckridge local municipality was its inability to deliver water to its citizens.

The MEC also indicated that the municipality was not able to generate revenue to complement the equitable share allocation to deliver the broader basic services to the citizens of the municipality. He indicated that the municipality is dependent on grant funding as 81% of the revenue budget is made out of Equitable Share and Municipal Infrastructure Grant (Skhosana, 2013).

The reliance on grant funding demonstrates that the municipality is not able to generate revenue locally which then affects its ability to deliver basic services over and above what the grant allows to the municipality to perform.

The reality in this municipality is that it will still need to go a long way for it to graduate from only focusing on basic service delivery to being a developmental municipality as required by the constitution of the country. Developmental local government means a local government committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

It should target especially those members and groups within communities that are most often marginalized or excluded, such as women, disabled people and very poor people (Constitution of the Republic of South Africa, 1998).

A developmental municipality should be able to create a platform for social and economic development. For a municipality to be following a developmental agenda must be



financially viable and sustainable. Section 153 of SA constitution says a municipality must:

- (a) Structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and
- (b) Participate in national and provincial development programmes.

How does a municipality become developmental? The Education and Training Unit 2005) says a municipality is developmental if it is able to deliver on the following:

- **Provision of household infrastructure and services:** this includes services such as water, sanitation, local roads, storm water drainage, refuse collection and electricity. Not only are these services constitutional rights but they can help people to support their families, find jobs and develop their skills to start their own small businesses.
- **Creation of livable, integrated cities, towns and rural areas:** Apartheid planning has left deep scars on the way cities, towns and rural areas look. Cities and towns are racially segregated, with the poor often living in townships which are kilometres away from the business and industrial areas. The spatial integration of settlements is critical.

It will make areas economically more efficient since it will be easier and cheaper to provide services, reduce the costs of public transport for workers, and enable social development. Spatial integration is also central to nation building.

- **Local economic development:** Local government can play an important role in promoting job creation and boosting the local economy. By providing good quality cost-effective services and by making the local area a pleasant place to live and work in the municipality will have made a good start to sustainable local economic development.

Gwayi (2010:2) states that for local government to perform a developmental role in addressing inequalities and backlogs in social and economic infrastructures, financial resources, innovative and transformative management and leadership are required.

### **3.17 Financial management of Bushbuckridge local municipality and audits by the Auditor General**

The local government finances are governed according to the MFMA. The purpose of this act is to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; to establish treasury norms and standards for the local sphere of government; and to provide for matters connected therewith. To get a sense of the financial situation of any government institution it is necessary to look at the reports of the Auditor-general.

The AG conducts annual audits on all institutions of government and provides feedback to the institution that has been audited and all related authorities as prescribed by national legislation. For 3 successive financial years (2008–09 to 2010-11), the Bushbuckridge Local municipality received unqualified opinion of their financial position. From 2011-12 financial management of the Bushbuckridge local municipality has seen a decline. The Auditor - General (AG) has revealed challenges which are impacting negatively to the municipality's ability manage its finances.

**2011-2012 audit report:** Bushbuckridge local municipality was one of the seven municipalities which were reported overall regression in audit outcomes. Having received an unqualified report the previous year (2010-11), the annual financial statements of the municipality regressed into disclaimer status in 2011-12 (Auditor General, 2011-12). Disclaimer means the 'auditee' provided insufficient evidence in the form of documentation on which to base an audit opinion (Auditor - General website, 2016).

**2012-13 audit report:** The municipality received a disclaimer for the second time in succession. The AG reported that he was not able to obtain sufficient appropriate audit evidence to provide a basis for an audit opinion. The AG therefore did not express an opinion of the financial statements of the municipality (Auditor - General, 2012-13).

**2013-14 audit report:** The AG gave the municipality a qualified opinion. Qualified audit opinion means the financial statements contain material misstatements in specific amounts, or there is insufficient evidence to conclude that specific amounts included in the financial statements are not materially misstated (Auditor - General, 2013-14)

**2014-15 audit report:** In this report the AG gave the municipality a qualified opinion. A qualified opinion was obtained in the previous year which is a sign that the municipality has not done enough to improve its finances (Auditor General, 2014-15). Two qualified audits should have triggered some action but the audit outcome points to the contrary.

The findings of the AG on the municipality show weaknesses in the financial management systems of the municipality. Poor financial management of an institution has a direct impact on the business operation of that institution. Amongst the reasons that auditors come to a disclaimer or qualified opinion is that the financial statements and the supporting documents are not consistent with the established treasury norms and standards for the local sphere of government.

For four years running the Municipality did not get clean audits from the Auditor General (AG). This situation is not unique to BLM in Mpumalanga. Other local municipalities in the province experienced the same situation.

Consequently, in 2014 Mpumalanga's Premier Mr. David Mabuza summoned the municipal managers and mayors of five municipalities (Emalahleni, Msukaligwa, Bushbuckridge, Thaba Chweu and Mkhondo) to a special meeting where they were asked to motivate why their services should not be terminated after they received the disclaimers from the Auditor-General.

The Premier told both the municipal managers and mayors of these municipalities that they were at a "cross roads" and had "reached the end" with him while reminding them of their voluntary written commitments a year ago where they agreed that if they get the disclaimers from the audit outcomes, they should be released from duty (Mabuza, 2014).

A year later (2014 – 2015 financial year) after intervention by the Premier, Bushbuckridge local municipality received a qualified audit and the Municipal Manager and Chief Financial Officer were released from their jobs.

### **3.18 Public participation and legislative framework in local government**

#### **3.18.1 Public participation in local government**

Local government is regarded as the level of government closest to the people, the core of all the legislation that has been put in place is to find ways that ensures that citizens give input to the decisions that councils make. The purpose of all the pieces of legislation is to make sure that citizens participate fully in the decisions that affect them at local level.

In the National Policy Framework for Public Participation, the department of provincial and local government (DPLG 2007: 6) it is stated "This government is committed to a form of participation which is genuinely empowering, and not token consultation or

manipulation. This involves a range of activities including creating democratic representative structures (ward committees), assisting those structures to plan at local level (community-based planning), to implement and monitor those plans using a range of working groups and Community Based Organizations (CBOs), supporting community-based services, and to support these local structures.

In addition, the government looks to deepen the involvement of local communities in local governance by incorporating ward committees and the community at large in consultation around key municipal processes like integrated development planning (IDP), budget, performance management and service delivery. This applies in respect of implementation, monitoring and evaluation as well as planning.”

This framework presents an encouraging commitment from government. It shows the importance of community participation in the business of local government. In practice though evidence show that municipalities do not follow this framework. Clear evidence is that of public protests for service delivery. If communities were participating in the business of local government using the guidelines provided by this framework, the municipalities were going to gain the confidence of the communities.

The framework indicates that the form of participation should be genuinely empowering, and not token consultation or manipulation. The reality on the ground is that the only time municipalities consult communities is when they compile or review their integrated development plans. Some communities complain of having not seen their ward councillors for many months. Community participation will only be successful if there is commitment on the side of political leadership.

Consequently, ward committees have been established as an official platform from which communities could participate in planning and operations of the municipality. Section 72 (3) of the Municipal Structures Act, (1998) says: “The object of a ward committee is to enhance participatory democracy in local government.”

Citizen and community participation are essential for effective and accountable governance at local level. Engagement in public administration implies the involvement of citizens in decision-making process of the State through measures and/or institutional arrangements so as to increase their influence on public policies and programmes ensuring a more positive impact on their social and economic lives (Armstrong, 2013).

Structured and institutionalized models of participation generally work when citizens see them as legitimate and credible, where there is a political commitment to their implementation and they have legal status. When the public is involved and see the result of their involvement, they will gain confidence in the system and support it.

With the ward committee system in place, there is no justification why the communities are in the dark about developments in their ward or municipality at large. With the service delivery protests in South Africa, it is questionable if the ward committee system and ward councillors add any value in the delivery of services to the citizens and if ward councillors and ward committees are well resourced (financial, personnel, infrastructure) to deliver this mandate.

### 3.18.2 Public participation and legislation

- a. **The Constitution of the Republic of South Africa, 1996.** Chapter 7, Section 152 sets out the objectives of local government. Public participation is an imperative of two objectives, to:
- Provide democratic and accountable government for local communities; and
  - Encourage the involvement of communities and community organisations in the matters of local government.

To realize this vision, municipalities are encouraged to build local democracy by developing strategies and mechanisms to continuously engage with citizens, business and community groups. The White Paper requires active participation of citizens at four levels, as:

1. Voters
2. Participants in the policy process
3. Consumers and service-users
4. Partners in resource mobilization.

The White Paper further states that municipalities must represent the interests of the people in the community and work with all sections of the community to build a shared vision and to set goals for development. This is a serious mandate for local government. The question that arises is, do the municipalities and their structures represent the interest of the people or that of the political party they represent. The President of South Africa Mr. Jacob Zuma was once quoted as saying the party (ANC) comes first.

Though this may not be assumed to be a general approach politicians follow, the reality on the ground is that of putting political parties and self-interests ahead of the people's interests.

b. **Local Government: Municipal Structures Act, 1998.** Chapter 2, Section 19 of the Act requires a municipality to strive, within its capacity, to achieve the objectives set out in Section 152 of the Constitution, namely to:

- Develop mechanisms to consult the community and community organisations in performance of its functions and exercising its powers, and
- Annually review the needs of the community and municipal priorities and strategies for meeting those needs and involving the community in municipal processes.

Chapter 4 (Part 4) is the section of the Act that requires the establishment of ward committees. The objective is to enhance participatory democracy in local government. This chapter also provides that the ward councillor shall be the chairperson of the ward committee and obliges the municipal council to make rules regulating the procedure to elect members of the ward committees. The Act further provides:

- A framework for the powers and functions of ward committees;
- The term of office;
- Procedures for dealing with vacancies;
- A ruling on remuneration; and
- Procedures for dissolution of ward committees.

**Local Government: Municipal Systems Act, 2000.** Chapter 4 of this Act calls for municipalities to develop a culture of municipal governance that works hand-in-hand with formal representative government (that is elected leaders) with a system of participatory governance (that is community participation).



The Act also requires that municipalities develop mechanisms, processes and procedures for community participation. Section 5 (1) of the Act sets out rights and duties of Members of the local community and specifically outlines the citizen's right to:

- Contribute to the decision-making process of the municipality; and submit written or oral recommendations, representations and complaints to the municipal council or to another political structure or a political office bearer or the administration of the municipality;
  - Prompt responses to their written or oral communications, including complaints to the municipal council; and
  - Be informed of decisions of the municipal council, or another political structure or any political office bearer of the municipality, affecting their rights, property and reasonable expectations.
- c. **The Local Government: Municipal Systems Act (2000)** states that: A municipality through appropriate mechanisms, processes and procedures established in terms of Chapter 4, must involve the local community in the development, implementation and review of the municipality's performance management system, and, in particular, allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality.

Section 42 of the Act requires that a municipality:

- Develops a performance management system (PMS);
- Sets targets and indicators and monitors and reviews performance based on those indicators;

- Publishes an annual report on performance for the councillors, the staff, the public and other spheres of government;
- Conducts an internal audit on performance before tabling the above report;
- Has the annual performance report audited by the Auditor General;
- Include in their PMS the General Key Performance Indicators (KPIs) prescribed by the Minister and reports on these indicators; and
- Involve the community in setting indicators and targets and reviewing municipal performance.

### **3.18.3 Public participation and the reality on the ground**

It has been noted that in South Africa, municipalities are at the coalface of public service delivery or are the service delivery arm of central government because they are often the first point of contact between society and government (Thornhill, 2008:492). Public participation in local government is at the centre of service delivery. Public participation is also about maintaining good order at the local government level. In a nutshell, public participation is an important component for good governance and quality service delivery (Nyalunga, 2006). Brown (2015:49) argued that the purpose for local government is to encourage communities to be active and involved in managing their development, claiming their rights and exercising their responsibilities through the appropriate structures of community participation.

It is for this reason that SA government has created a formal platform for public participation on local government matters. Local government uses ward committees for the sole purpose of public participation. The ward committees can only fulfill their function provided there is commitment from all levels of government to support this institution.

There are various reasons why community members must be key actors in local development processes. However, the motives and rationale behind community participation in development differ due to divergent ideologies and practices by various development institutions. Different structures of community participation create platforms in which communities have a strong role in developing regeneration strategies and monitoring local services in a wide range of areas including employment, housing and health (Nyalunga 2006:374):.

The following are some of the reasons why community and community organisations must lead their local development initiatives:

- Participation helps government to address the basic needs of poor community members.
- Participation ensures an improved sense of ownership of community development projects and builds self-confidence by breaking the so-called 'dependency mentality'. It allows active involvement of various stakeholders such as government, developmental agencies, private sector organisations and NGOs to alleviate poverty.
- It is a vehicle for promoting and instilling a culture of good governance in local government.
- It enhances accountability and transparency in development projects at grass-roots level.

South African's civil society has become weak and has affected community participation in local government activities. Consequently, the interests of the majority of disadvantaged communities have not been brought to the agenda of local government. In this regard, Madonsela (2010) argues that community participation is associated with transformation towards deepening of democracy through active involvement of intended beneficiaries, especially people who were disadvantaged previously, in determining and

prioritizing needs, identifying strategies, and monitoring the delivery and outcomes of such strategies. This is where an effective civil society can play a significant role.

Madonsela (2010) stressed that local government requires appropriate structures in order to ensure effective community participation in development initiatives. Such appropriate structures should not only bring about service delivery, but should also rebuild local community's livelihoods which have been fundamentally destroyed by colonialism, separate development and the apartheid system. It should also be about community empowerment with regard to the restoration of community pride and involvement in local governance via participation.

The importance of community participation in planning and implementation of services and development has been widely recognised in government policies and practices in South Africa. Section 152 of the Constitution requires local municipalities to encourage the involvement of communities and community organisations in matters of local governance (Constitution of the Republic of South Africa, 1996). Moreover, the participation process becomes structured and institutionalized through the enactment of the Municipal Structures Act (Republic of South Africa, 1998a), which endorses the creation of municipal councils for which citizens may elect representatives, i.e. mayors and councillors.

Due to varying support from provinces and local government, some municipalities have good records of public participation and budgets are allocated to promote participation and also to provide support to legitimate participatory structures. Other municipalities have been struggling to promote community participation due to lack of human resources and institutional capacity (Nyalunga, 2006).

The reality is that local government is struggling in public participation. The rampant wave of service delivery protests witnessed in various municipalities is an indication of the weaknesses that are symptomatic of an ineffective public participation structures. There are numerous reasons why the ward committee system is not facilitating public participation as was initially envisaged. Some reasons affecting public participation in local government as identified by Friedman (2006) and Nyalunga (2006) include:

- The non-availability of ward councillors, especially those who work part time;
- Politicization of community participation which in turn mars the involvement of certain participatory structures and ordinary citizens that are not partisan;
- Not having all stakeholders represented in the ward development committee;
- Loss of confidence from local government by citizens;
- Regarding public participation as an event and not an on-going process;
- Lack of human resources to provide strategic direction to public participation; and
- Financial resources to support the operational activities of public participation.

### **3.19 The role of a ward councillor in a ward and a municipal council**

In the South African local government system there are two types of local government councillors. A ward councillor is elected by a specific geographically-defined ward in the municipality. The Proportional Representation councillor is elected through the party lists and therefore is primarily accountable to the party. A typical municipal council will be comprised of 50% proportional representative councillors and 50% ward councillors.

Ward councillors are the first point of contact with the municipal council for the communities. Being the first contact to local government the councillors should be adequately capacitated to deal with the role of being between the communities and the

municipal council. To be able to fulfill this role the councillors should have leadership skills so as to influence the communities towards the right direction.

Due to this legislative role of councillors, they have a duty to be accessible to the communities they represent. They have a role in the community and a role at the municipal council. This can only be fulfilled by a person with certain competencies which will enable him or her to balance these two roles. Apart from the articulation of residents' needs in council, Ward Councillors are responsible for:

- Giving ward residents a progress report, explaining the decisions of the council in committing resources to development projects and programmes affecting them;
- Assessing whether the municipality's programmes and plans are having their intended impact;
- Assessing whether services are being delivered fairly, effectively and in a sustainable way;
- Determining whether capital projects are being committed in accordance with the IDP Plan;
- Staying in close contact with their constituencies to ensure that council is informed of all issues on the ground; and
- Conveying important information from council to residents.

Councillors therefore serve as the interface between the citizens they represent and the municipal officials who design and implement development policies. The councillor's job is not just to serve as the voice of the people, for the expression of community needs, but also to act as a watchdog and ensure the municipality implements policies to address the needs of citizens.

The Ward Councillor as chairperson of his or her ward must also raise concerns to council on behalf of ward members when residents experience problems relating to the financial

management of a council. Councillors are also required to make recommendations to municipalities for the improvement of policies and programmes within the broad framework of developmental local government.

When a municipal council makes a decision that may not be in favour of the public, the councillor may find it difficult to oppose his/her political party in favour of the community they represent. Ward councillors who stood in as independent candidates or from minority political parties, may also face sabotage from the majority political party in the council. It takes strong leadership skills to balance the needs of the communities and the priorities of the municipality. These leadership skills can only be achieved through commitment by government to build them and a fair operational platform for all parties to play their role without any interference and sabotage.

The role of councillors was also an area covered in the election manifestos of three political parties (ANC, DA and EFF) in the August local government elections in the municipality. To enhance the role of councillors, the three political parties promised the following:

**Table 3.19: Local government manifestos of DA, ANC and EFF**

<b>Democratic Alliance</b>	<b>African National Congress</b>	<b>Economic Freedom Fighters</b>
Ensuring there is a proper ward committee system in place with membership that is truly representative of the local community so that the needs and concerns of all residents are heard and met.	Further improve accessibility and accountability of ANC councillors through regular report back and feedback meetings in communities.	EFF councillors will be expected to publish their phone numbers and contact details to all members of the community in the ward where they come from so that they are easily accessible.
Holding DA public representatives accountable for not responding to queries and complaints. We expect the best possible service from our elected representatives because our government must put the people they serve first.	Requiring councillors to sign performance and accountability agreements.	EFF councillors reside where they are elected and must implement and open door policy where members of the community can visit them from time to time.
Ensuring that all correspondence is acknowledged within 48 hours.	Ensuring that all ANC councillors abide by the ANC's code of conduct.	EFF councillors will hold at least one community meetings per month and must ensure that they meet all the communities, sections, zones and villages in their own wards.



Ensuring that councillors hold regular meetings where residents and other stakeholders can raise concerns and ideas on municipal issues.	Holding corrupt councillors liable for the losses incurred by the municipality as a result of their corrupt actions.	<p>The EFF councillors will be expected to be available for 24 hours per day to assist all people in the community they serve</p> <p>EFF councillors will be expected to be mother/father figure to all orphans in the ward they serve.</p>
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Adapted from ANC, DA and EFF manifestos (2016)

### **3.20 Local government planning**

Municipalities in South Africa use integrated development planning as a method to plan for development in their areas. Integrated Development Planning is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development. Integrated Development Planning is a process through which municipalities prepare a strategic development plan, for a five year period. This plan is reviewed on annual basis to accommodate the movement of service delivery needs and available resources.

According to the IDP guide pack, the Integrated Development Plan (IDP) is a product of the integrated development planning process. The IDP is a principal strategic planning instrument which guides and informs all planning, budgeting, management and decision-making in a municipality (DPLG, 2007).

Six main reasons why a municipality should prepare an Integrated Development Plan are (SALGA, 2016: 151):

- Effective use of scarce resources;
- It helps to speed up delivery;
- It helps to attract additional funds;
- Strengthens democracy;
- Helps to overcome the legacy of the past; and
- Promotes co-ordination between local, provincial and national government.

### **3.20.1 The core components of an integrated development plan**

Government identifies the following as the core components of an integrated development plan (DPLG, 2007):

#### **i. Analysis phase**

The analysis phase deals with the existing situation. It is the focused analysis of the type of problems faced by the people in the municipal area. The issues normally range from lack of basic services to crime and unemployment. The problems identified are weighed according to their urgency and /or importance to come up with those to be addressed first i.e. priority issues. Prioritization assists the municipality in allocating the scarce resources to those issues highlighted as more important and /or urgent. Stakeholder and community participation are very critical in this phase.

The outputs of this phase are:

- Assessment of existing level of development;
- Priority issues or problems;
- Information on causes of priority issues/problems; and
- Information on available resources.

#### **ii. Development strategies phase**

Once the municipality understands the problems affecting the people of the area and its causes, it must then formulate the solutions to address the problems. This phase includes the formulation of:

- The vision
- The development objectives

- The development strategies
- Project identification

### **iii. Projects**

This phase is about the design and specification of projects for implementation. The municipalities are required to make sure that the projects identified have a direct linkage to the priority issues and the objectives that were identified in the previous phases. It must also be clear on the target group (intended beneficiaries), the location of the project, when it will commence and end, who will be responsible for managing it, how much it will cost and where the money will come from. Furthermore targets and indicators are formulated to measure the performance and impact of the project.

### **iv. Integration phase**

Once the projects are identified, the municipality must make sure that they are in line with the municipality's objectives and strategies, and also with the resource framework, and comply with legal requirements. Furthermore this phase is an opportunity for the municipality to harmonize the projects in terms of contents, location and timing in order to arrive at consolidated and integrated programme e.g. a local economic development programme.

### **v. IDP approval phase**

Once the IDP has been completed, it has to be submitted to the municipal council for consideration and approval. The council must look at whether the IDP identifies the issues (problems) that affect the area and the extent to which the strategies and projects will

contribute to addressing the problems. The council must also ensure that the IDP complies with the legal requirements before it is approved. Furthermore, before the approval of the IDP, the municipality must give an opportunity to the public to comment on the draft. Once the IDP is amended according to the input from the public, the council considers it for approval.

### **3.20.2 The effectiveness of the integrated development planning process**

A central challenge for local government has been the viability and ability to build strong organisations capable of delivering on the principles of Section 153 of the constitution of the Republic of South Africa which states that:

“A municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in national and provincial development programmes”.

On paper the development of the IDP looks like a perfect platform to get all key stakeholders involved in planning for their municipality. If followed, the plan can go a long way in ensuring that the vision of establishing developmental local government is realized. The reality though is that many municipalities do not have the capacity required.

The capacity issue was also cited as one of the findings of the state of local government assessment conducted by COGTA. The report (COGTA, 2009:21) noted that the overall positive progress and success of the local government system in South Africa is increasingly being overwhelmed by a range of factors and negative practices both internal and external to municipalities. These factors apply to poor governance, service delivery

failures, their capacity and performance, but also to the unique challenges experienced in the varying spatial locations of municipalities.

For example there are differing challenges in relation to rural and urban environments, availability of human resource capacity, degrees of economic activity and overall institutional strength. Some administrations are relatively stable and well-resourced, whilst others face huge infrastructure backlogs, the negative impacts of demographic change and prevailing apartheid-based socio-economic legacies.

During the establishment phase of local government in post 2000, a system of categorization was introduced to more accurately understand the differentiated challenges facing municipalities (COGTA, 2009). The state of local government report has revealed local municipalities with small towns, small populations, and a significant proportion of urban population but with no large town as a core; and local municipalities which are mainly rural with communal tenure and with, at most, one or two small towns in their area, were very vulnerable. They were very vulnerable both from a revenue generation and from an institutional development perspective (COGTA, 2009). Some of the findings of the assessment (COGTA, 2009) related to capacity are:

- Some municipalities are located in economically depressed areas and have difficulty in attracting and retaining skilled managers, professionals, and technicians. It follows that some of these municipalities are seriously challenged to fulfil their constitutional obligations.
- They may be financially non-viable, articulate distress via heightened levels of community protests, and be particularly vulnerable to political control and poor institutional management and compliance.

- The unique challenges faced by weaker and more vulnerable municipalities include complex rural development problems, including a massive infrastructure backlog legacy that requires extraordinary measures to address funding and delivery capacity requirements.

The differing municipal realities described above show the anomaly of enforcing a governance framework that applies uniformly to cities, small towns and remote and rural areas when in reality they are very different places with different needs and capacities. The assigning of powers and functions, and many other governance arrangements, such as integrated development planning and financial reporting, did not take into account the significant capacity and functional capacities of the different municipalities (COGTA, 2009).

These challenges demonstrate that the 'one-size-fits-all' framework approach for functional responsibilities is not practical due to differing municipal realities. The unintended consequences for municipalities has in some instances, led to what may be defined as levels of municipal non-viability, both financially and in respect to functional performance, socio-economic vulnerability and ability to manage infrastructure development and investment (COGTA, 2009).

Spatial differentiation needs to be applied to which specific institutional and administrative mechanisms are needed to address the needs of communities living in remote areas with high backlogs, poor economic potential and high unemployment. The application of policy, planning and the allocation of powers and functions between the different spheres of government will have to take note of the vast differences between municipal spaces across the country (COGTA, 2009).

Plans for local economic development, fostering investment, special projects and alignment to national priority policies such as those detailed in the Medium-Term Strategic Framework (MTSF) are additional responsibilities that many municipalities are unable to respond to effectively. It was deduced from COGTA (2009) municipal assessments that most municipalities, especially the poorer performing ones, need simply to dedicate their energies to providing basic services and infrastructure which is aligned to the back to basics initiative.

### **3.20.3 Alternative planning process**

Local government is in its 5th circle of 5 years in its current format and consequently, the IDP planning method has been in place for 15 years. The process of compiling the IDP is reactive in nature as it looks at the current situation and tries to find solutions for the challenges or service delivery needs. It is understandable that local government used the reactive approach as the magnitude of redressing the imbalances of the past was so big. The IDP planning may have been deemed to be appropriate for strategic planning. Effective strategic planning articulates not only where an organization is going and the actions needed to make progress, but also how it will know if it is successful. This seems lacking in the current planning process.

Having used this process for 15 years, there may be a need to look at other planning processes to beef up the process. Ackoff (2001) describes 3 types of planning methods as he advocated for his preferred planning method. A combination of the methods below may contribute to development planning in local government:



## **i. Reactive planning**

It is tactically oriented, bottom-up planning that consists of identifying deficiencies in an organization's performance and devising projects to remove or reduce them one by one. It is deficient in two ways:

- Firstly, it is dedicated to removing deficiencies. Unfortunately, when one gets rid of what one does not want, one does not necessarily get what one does want, and may get something much worse. This was evident in the first Reconstruction and Development Programme White Paper (1994). One of the 5 key programmes was “Meeting basic needs. The basic needs of people extend from job creation, land and agrarian reform to housing, water and sanitation, energy supplies, transport, nutrition, health care, the environment, social welfare and security” (White Paper on Reconstruction and Development, 1994:9). To address housing, government took a decision to create new residential areas with 2 bedroom houses. The approach was to identify people who need houses and build them houses away from where they grew up.

The new residential areas did not have basic amenities such as water, schools, and shops. Above all these people needed houses because they were not working. When they were given their new houses, they were then confronted with a new challenge of food. Consequently, most people abandoned, or sold their house and return to their previous home.

- Secondly, it deals with the parts of the organization separately despite the fact that the performance of the organization and its parts depend more on how the parts interact than on how they act independently of each other (Ackoff, 2001).

- Herbert et al (2006) described this planning method as reactivism. Herbert argues that reactive planners find the solution to their organizational problems in solutions that have worked in the past.

## **ii. Proactive planning**

It is strategically oriented; top-down planning that consists of two major activities: prediction and preparation. It is based on the assumption that although the future is essentially uncontrollable, with good forecasting an organization can control, at least in part, the effects on the organization. Therefore, pre-active planning is concerned with the future, not planning the future itself and the future(s) it plans for are bound to be different than anticipated in significant ways. For this reason few such plans are carried out to completion.

Herbert (2006) argues that proactive planners do not look to the past or present for the solution to their problems but believe that the future can be better than the present. For them, the future is an opportunity for improvement to be exploited.

## **iii. Interactive planning**

Ackoff (2001) describes this method as an idealized design is thinking about change that is deceptively simple to state: In solving problems of virtually any kind, the way to get the best outcome is to imagine what the ideal solution would be and then work backwards to where you are today. This ensures that you do not erect imaginary obstacles before you even know what the ideal is.

Interactive planning is directed at creating the future. It is based on the belief that an organization's future depends at least as much on what it does between now and then, as on what is done to it. Therefore, this type of planning consists of the design of a

desirable present and the selection or invention of ways of approximating it as closely as possible. It creates its future by continuously closing the gap between where it is at any moment of time and where it would most like to be.

Herbert et al (2006) described this planning method as interactive. Herbert argues that interactive planners reject the approaches of the other two planners. They plan backward from where they want to be to where they are now. They plan not for the future but for what they want their organizations to be at the present time. In so doing, however, interactive managers prepare their organizations for success in the unknowable future.

These three planning methods have their strengths and weaknesses as described above. A combination of these three methods may create a good planning method for any organization. The scope of local government is huge and may require different planning methods. The IDP planning process in some municipalities takes a reactive approach. They look for challenges and plan for solutions.

Integrating the proactive and interactive planning methods into local government planning can improve the planning process at this third sphere of government. If local government planning continues in its current planning method the situation will continue to get worse. Unemployment is a serious concern for local government; hence it is important that it plays its developmental function as mandated by the constitution of this country.

Local government should be in a position to create a platform for entrepreneurs to function effectively. This will then improve the local economy of the municipality. When the local economy is flourishing, citizens are able to pay for services and enable the municipality to increase its revenue base. This will however happen if leadership and management

have the capacity to understand the complexity of the role of local government, and the institutional capacity to deliver on the mandate of this arm of government.

### **3.21 Analysis of the Bushbuckridge IDP (2014- 2016)**

The situational analysis phase of the municipal area should include all factors that have a direct and indirect impact in its ability to delivery services to the citizens. These factors may be geographic, demographic, cultural, economic, social, environmental, political, and institutional. When a municipality conducts its situational analysis it must consider all these factors as they have a direct or indirect influence on its ability to meet its service delivery targets.

#### **3.21.1 Economic factors**

The current economic situation affects the overall economic growth of the country. When the economic growth is affected job creation is affected. When job opportunities decrease, the ability of the citizens to earn an income and pay for municipal services also decreased. When citizens are not able to pay for services, the municipality's ability to generate revenue locally is adversely affected (Paulais, 2009:5). The impact of a decline in economic growth is even worse for rural municipalities such as Bushbuckridge local municipality.

The total population of BLM is just over 550 000. Of this about 278 000 falls within the employment age range bracket. According to the IDP, there were about 50 300 people employed, (Bushbuckridge Local Municipality, 2011). This data may be translated to mean that 1 employed person takes care of about 11 people in the total population. The 18% employment rates in this municipality challenges its ability to raise revenue locally in a very difficult situation.

Although the municipality had this data when developing its IDP, there is not much in the IDP on how to address the unemployment situation. The IDP identifies agriculture and tourism as potential areas where it can grow the local economy. There are however no projects stipulated in this plan aimed at benefiting from these 2 areas. The IDP only mentions that there is a potential for the municipality to benefit from them. Potential alone is not sufficient; there must be suitable plans in place.

### **3.21.2 Political factors**

BLM is one of the municipalities that have been under the leadership of the African National Congress since the dawn of democracy in South Africa. It is one of the more stable municipalities when it comes to consistency in political leadership. There is very little impact from opposition parties. Has the dominance of one political party in this municipality become a weakness? Opposition parties play a significant role in local government councils as they serve as the watchdog. A strong opposition in a municipal council may keep the ruling party on its toes.

The political factors have not been explored in the IDP of Bushbuckridge local municipality IDP. With the ruling party dominance in the council, one would conclude that it will use it to benefit service delivery in the area. Is this omission a sign of complacency or the municipality did not view this as an area that can affect service delivery in the area? Has this been a strategy to avoid scrutiny by the public of the ability of the party to deliver services? These questions will remain as the IDP does not provide any information. Weak political leadership could affect the ability of the municipality to successfully implement the IDP.

### **3.21.3 Institutional capacity factors**

Institutional capacity building refers to the process of creating more responsive, effective, efficient and accountable municipalities' through relevant support, capacity building and training initiatives; such as knowledge or resource sharing, deployment, providing enabling legislation and systems aimed at addressing the gaps identified, (Bolden et al, 2003).

Institutional capacity entails a broader focus of empowerment, social capital, and an enabling environment, as well as the culture, values and power relations. Institutions are durable; they are sources of authority (formal or informal) that structure repeated interactions of individuals, companies, civil society groups, governments and other entities.

The capacity of municipalities to deliver services has been at the centre of the poor performance of many municipalities. COGTA (2009) identified a number of challenges with skills development and capacity building on municipal level which include:

- Under-investment in people, particularly where technical, management and leadership skills are required;
- Assumptions that there are short cuts to acquire specialist skills except through required education and work experience;
- More creative responses are required to address scarce skills, such as partnering with civil society, the private sector and shared services options;
- High turnover of staff due to changes in leadership, especially after elections;
- Not enough attention paid to building skills required ;
- Political influence in the appointment process results in politically acceptable appointments at the expense of technical competence; and

- A poor municipal work environment is not conducive to attracting and retaining talented professionals.

The institutional capacity issue was also raised by Naidoo (2005:104) when he argued that the South African public service continues to suffer from a lack of management capacity, with many managers lacking the ability to delegate, effectively make decisions, and innovatively solve problems that block development and service delivery.

To build institutional capacity, the United Nations Development Programme (2009) in its capacity building guide identifies three points where capacity is grown and nurtured: in an enabling environment, in organizations and within individuals. These three levels influence each other in a fluid way. The strength of each depends on, and determines, the strength of the others.

#### **3.21.3.1 The enabling environment**

An enabling environment is the wider social system within which people and organizations function. It includes all the rules, laws, policies, power relations and social norms that govern civic engagement. It is the enabling environment that sets the overall scope for capacity development.

#### **3.21.3.2 Organizational level**

The organizational level refers to the internal structure, policies and procedures that determine an organization's effectiveness. It is here that the benefits of the enabling environment are put into action and a collection of individuals come together. The better resourced and aligned these elements are, the greater the potential for growing capacity.

### **3.21.3.3 Individual level**

These are the skills, experience and knowledge that allow each person to perform. Some of these are acquired formally, through education and training, while others come about informally, through doing and observing. Access to resources and experience that can develop individual capacity are largely shaped by the organizational and environmental factors described above, which in turn are influenced by the degree of capacity development in each individual.

When conducting a situational analysis for an institution such as a government institution, it is imperative to also look within. The situational analysis of the BLM only looked outside. This is a municipality that has not had a clean audit for three consecutive financial years. This is a sign that internally something is not right. This is a municipality as noted earlier which was placed under administration.

In 2013, when the MEC in Mpumalanga placed this municipality under administration he indicated that one of the problems facing it was inability to deliver water to its citizens. He also indicated that the municipality was not able to generate revenue to complement the equitable share allocation to deliver the broader basic services to the citizens of the municipality. He indicated that the municipality is dependent on grant funding as revenue takes 81% of Equitable Share and Municipal Infrastructure Grant, (Skhosana, 2013).

When this municipality is unable to deliver the basic services such as water, how can it deliver local economic development programmes? The IDP does not address revenue generation locally which one was one of the areas identified when it was placed under administration. The gaps identified in this IDP questions the effectiveness of the role of the district, as well as provincial COGTA.



Section 154 (1) of the Constitution requires both the National and the Provincial Governments by legislation or other means to support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions. When the provincial government does not intervene, the national government is required to invoke section 100 (1) of the constitution which says.

When a province cannot or does not fulfill an executive obligation in terms of legislation or the Constitution, the national executive may intervene by taking any appropriate steps to ensure fulfillment of that obligation, including:

- a) Issuing a directive to the provincial executive, describing the extent of the failure to fulfill its obligations and stating any steps required to meet its obligations; and
- b) Assuming responsibility for the relevant obligation in that province to the extent necessary to:
  - i. Maintain essential national standards or meet established minimum standards for the rendering of a service;
  - ii. Maintain economic unity;
  - iii. Maintain national security; or
  - iv. Prevent that province from taking unreasonable action that is prejudicial to the interests of another province or to the country as a whole.

When there are these provisions for both national and provincial governments, why are these two arms of government not intervening decisively? The answer to this question is in the state of local government report. According to the report, both offices have previously been found to be under-resourced, poorly structured and capacitated, and often lacking a core focus on their oversight and governance mandates. Systemic weaknesses and low capacity translate into poor responsiveness and structural inability to act as a responsive sphere of government (COGTA, 2009:13).

Analysis of the staffing structure showed that Department of Local Government at provincial level are very bottom heavy, and have a very small proportion of top-level posts. This demonstrates the prevalence of junior staff and the lack of senior skills and experience within this key provincial department (COGTA, 2009).

The COGTA (2009) report further identifies the high-level skills and knowledge needed to be able to perform many of the core functions in Local Government as:

- Economic development specialists
- Project managers
- High-level management to oversee municipalities
- Engineering specialists
- Development planners
- Spatial planners

When provincial departments constitutionally mandated to support municipalities do not have the capacity, local government will continue to struggle with service delivery. The positions listed above are very crucial to local government service delivery. Having these skills readily available can enable provinces to promptly respond to the capacity challenges of municipalities.

There is another gap in the overseeing of local government. Section 83 (c) of the Municipal Structures Act (1998) stipulates that district municipalities must build the capacity of local municipalities in its area to perform their functions and exercise their powers where such capacity is lacking. The districts however have not been given any constitutional powers to intervene. How do district municipalities intervene and support local municipalities? Some district municipalities have continued to receive clean financial

audits while their local municipalities qualified or disclaimer audits. This is an area that needs to be strengthened.

### **3.22 Cooperative governance and the evolution of local government**

The preamble of the Intergovernmental Relations Framework Act (IGRFA) of 2005 stipulates that all spheres of government must provide effective, efficient, transparent, accountable and coherent government for the Republic to secure the well-being of the people and the progressive realization of their constitutional rights.

The object of the Act of is to provide, within the principle of co-operative government set out in Chapter 3 of the Constitution a framework for the national government, provincial governments and local governments, and all organs of state within those governments, to facilitate co-ordination in the implementation of policy and legislation, including:

- a) Coherent government;
- b) Effective provision of services;
- c) Monitoring implementation of policy and legislation; and
- d) Realization of national priorities.

The Local Government ministry after the transition period has changed its name twice from Department of Provincial and Local Government (DPLG) then to Cooperative Governance and Traditional Affairs (COGTA) in 2009. The name change was motivated by a recognition that the implementation of government programmes in many areas continues to be fragmented, disjointed and uncoordinated. This is due to the fact that government has been working in silos and people have been suffering the effects of this approach. The name change was also a means of complying with the IGRFA, and also gives more weight to traditional leaders.

This problem of uncoordinated implementation has also come sharply to the fore in the various Imbizos this government has undertaken in the past, where a criticism is that national and provincial government and state entities implement their programmes in local areas without the knowledge and input of municipalities. There was therefore a need to create a single window of coordination for local government and to significantly strengthen the monitoring and oversight regime for municipalities (COGTA 2009:4).

The birth of the Department of Cooperative Governance and Traditional Affairs was to usher a new era representing an irreversible shift to an expanded and more deliberate mandate on matters of cooperative governance.

Strengthening systems of accountability and building clean government is another important pillar of cooperative governance. Public representatives and councillors in particular need to be more accountable to communities and COGTA proposes new and improved measures in this regard. In particular, COGTA will strengthen the capability of communities to exercise oversight over councillors, municipalities and all projects in their area of jurisdiction. In particular, performance management systems (PMS) of municipalities and those of councillors and officials all need to be aligned (COGTA 2009:5).

The public image of an institution may quite accurately reflect the culture of that body. Good cooperative governance has to be in the bones and bloodstream of the organisation since this in turn will be reflected in the culture. To carry the comparison further, in the same way that healthy blood and bones are reflected in the naturally healthy look of a person, so an organisation whose internal functions are healthy will naturally look so from an external perspective (Kendall & Kendall, 2012). With the name change and changes in the business of the municipality, some municipalities have changed to effectively and efficiently carry its mandate while others have not changes.

The new name “Cooperative Governance and Traditional Affairs” has some interesting terms which may be worthy defining. These words are Cooperative and Governance. Cooperative governance is the act of directing cooperatively owned enterprises toward economic, social, and cultural success. It consists of answering key questions, defining roles and responsibilities, and establishing processes for setting expectations and ensuring accountability (Scholl and Sherwood, 2014:18). Governance is concerned with creating the conditions for ordered rule and collective action (Stoker, 1998:17).

Cooperative governance means that the three spheres of government, National, Provincial; and Local should work together (cooperate) to provide citizens with a comprehensive package of services (SALGA, 2016:48).

Good Governance in the Public Sector is aimed at encouraging better service delivery and improved accountability by establishing benchmarks for good governance in the public sector (International Federation of Accountants, 2013:7). Good governance in the public sector is to ensure that entities act in the public interest at all times. Acting in the public interest requires (International Federation of Accountants, 2013:11):

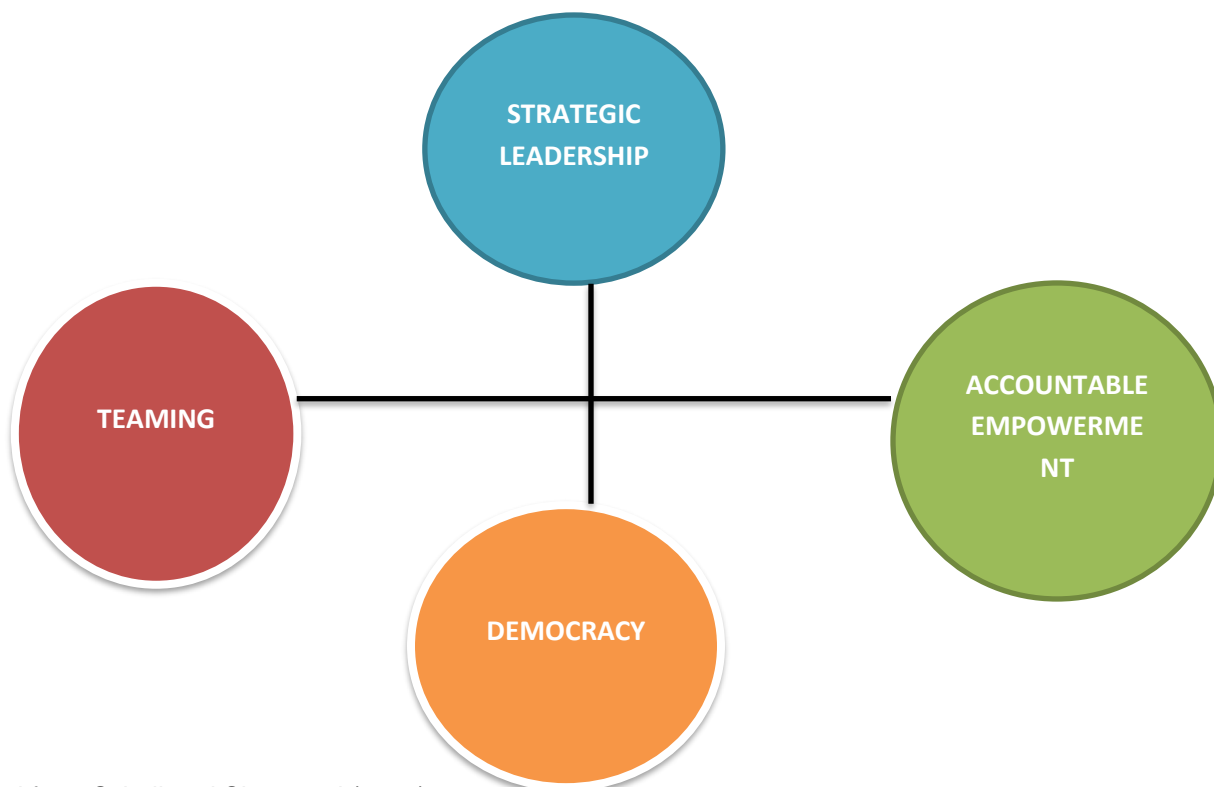
- A strong commitment to honesty, ethical values, and the rule of law;
- Openness and comprehensive engagement of stakeholder;
- Defining results in terms of sustainable economic, social, and environmental benefits;
- Determining the interventions necessary to maximize the achievement of intended goal;
- Developing the capacity of the institution, including the capability of its leadership and the individuals;
- Managing risks and performance through strong internal control and strong public financial management; and

- Implementing good practices in transparency and reporting to deliver effective accountability.

Scholl and Sherwood (2014:19) discuss four pillars of cooperative governance:

1. **Teaming:** successfully working together to achieve common purpose.
2. **Accountable Empowerment:** successfully empowering people while at the same time holding them accountable for the power granted.
3. **Strategic Leadership:** successfully articulating direction or purpose and setting up the organization for movement in this direction.
4. **Democracy:** successfully practising, protecting, promoting, and perpetuating our healthy democracies.
- 5.

**Figure 3.22: Four pillars of Cooperative governance**



Adapted from Scholl and Sherwood (2014)

### **3.22.1 Key decision making body of the municipality and key personnel**

The municipal council is the highest decision making body of the municipality. The legislative and executive authority in local government resides with the Municipal Council. Members are representatives of elected political parties. Consequently, members may not be assumed to be independent in the manner in which they make decisions in comparison with directors in the private sector. Most often decisions are taken along political party lines.

For example: a project may be identified at political level. The project may not be in the best interest of the communities within that municipality, but councillors are obliged to vote according to party caucus decision even if it means going against their view on the subject. Deviation from the caucus decision is often viewed as being disloyal to the party and may be punished.

A Municipal Council operates under the leadership of the Executive Mayor, elected by Council, whilst Council meetings are chaired by the Speaker of Council. Executive Mayors and municipal councillors are elected to represent a political party. The principle of independence does not apply and Executive Mayors are guided and politically assessed in terms of party manifestos; instead of being based on sound business principles (Price Waterhouse Coopers, 2010). The functions and powers of Mayors are described in Section 56 of the Municipal Structures Act as:

- Identifying, reviewing and evaluating the needs of the municipality;
- Recommending strategies to address priority needs through the Integrated Development Plan (IDP);
- Identifying criteria for evaluation of implementation of strategies and programmes;
- Reviewing the performance of the municipality;
- Monitoring the management of the municipality; and

- Overseeing the provision of services.

Executing these functions by the mayor without any influence from the political party they represent would bring the municipality closer to complying with the independence principle. The role of a CEO in local government is fulfilled by the municipal manager who is also the accounting officer of the municipality. In terms of local government legislation, the accounting officer has several responsibilities traditionally designated to the board of directors in a private company industry. The CEO in a private company also serves in the board of the company. In local government the municipal manager is not a member of the Municipal Council and may not speak at Council meetings.

Taking into account that the municipal manager is the head of administration and an accounting officer of the municipality, participating in the municipal council is crucial as this is the platform where strategic decisions are taken. The decisions taken in a municipal council have a direct implication to the administrative side of the municipality. For example, the municipal council may make a decision that is not consistent with the relevant municipal legislation. If the municipal manager is part of this important institution he/she can assist the council to make decisions that are consistent with legislation. This creates a leadership and management vacuum.

The powers and functions ascribed to the Executive Mayor in terms of Section 56 of the Structures Act are assessed by the relevant political party, whilst the legal accountability still remains with the accounting officer. Executive Mayors and Councillors are not liable for their actions in the same way as a board of directors. The current roles and responsibilities of municipal managers and Executive Mayors often cause conflict and unnecessary confusion. It has often been reported that there have been fights between mayors and Municipal Manager. Often, this affects the delivery of services.

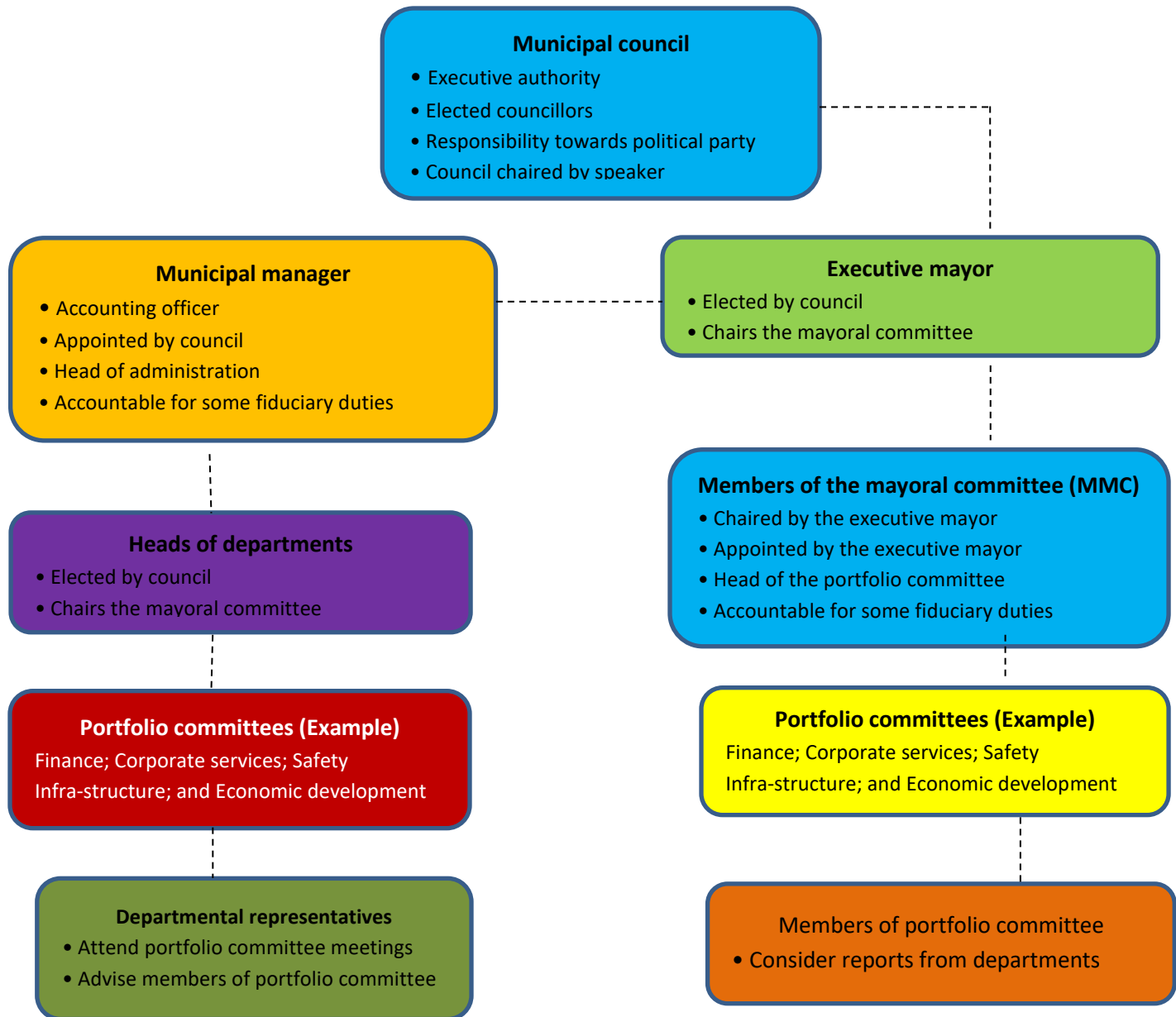


A municipal manager is required to have attained a certain level of academic qualifications. Conversely, education is not a requirement for a candidate to be elected as mayors in local government. If local government is in the coalface of service delivery and the mayor's academic qualifications are not legislated, how is the mayor expected to provide any strategic direction to the administration arm of the municipality?

The chairperson and the members of a board in a private company or government parastatals are required to have some level of education relevant to the industry they will be leading. This is not the case in local government despite being in the coalface of service delivery.

### 3.22.2 Governance challenges in municipalities

Figure 3.22.2: Illustration of Structures and Responsibilities in Municipal Councils



Adapted from PWC (2010)

The structures described above brings forth certain governance challenges, the most important being the perceived lack of independence by councillors. In the private sector, directors are held liable and accountable for their decisions. In local government it's a complete different story. Councillors are not held liable and accountable for their decisions. The councillors should be accountable to ensure that decisions they make are made with the financial benefit of the municipality in mind (Price Waterhouse Coopers, 2010).

To ensure good governance, the Municipal Council should act as the focal point for and custodian of good governance. The Council should play an active role in the strategic development process. It should ensure that the long-term strategy and IDP are aligned to the expectations and needs of the community and other stakeholders. Minimum academic qualifications, proper induction, and skills development programmes for councillors are essential to ensure effective execution of their duties.

The performance of Municipal Councils and councillors should also be regularly assessed. Often municipalities have performance management systems for the officials, but there is no performance management mechanism for elected councillors. Taking into account the role they play in service delivery, this may be an area that can be explored with the aim of building the capacity of councillors by establishing training needs.

While self-assessment plays a role, independent performance appraisals should be considered (preferably by representatives of the community) in the interest of eliciting candid responses. Annual performance appraisals of individual councillors, the council committees and the Executive Mayor will be useful in establishing training requirements.

Section 82 of the Structures Act obliges the municipal council to appoint the municipal manager and ensure that he/she has the relevant skills and experience. The necessary framework for delegation of authority should be put in place and although the Council delegates authority to the accounting officer and management, councillors should not be allowed to abdicate their duties and responsibilities to the community.

Although municipal managers are the accounting officers and are held responsible and accountable for the performance of the municipality by the Municipal Finance Management Act (MFMA), Executive Mayors are also held responsible for certain actions by law, and others by the political parties they represent. As an accounting officer and head of administration for the municipality, a Municipal manager is the custodian of compliance. There is however political interference which often leads to non-compliance with the legislation.

For Local government to be run in an ethical and responsible manner there are certain principles which need to be followed. King Report II (2002:11-12) writes about seven characteristics of good corporate governance which are also relevant to local government.

1. **Discipline:** Corporate discipline is a commitment by a company's senior management to adhere to behaviour that is universally acceptable and accepted to be correct and proper. This encompasses a company's awareness of, and commitment to, the underlying principles of good governance, particularly at senior management levels.

All involved parties will have a commitment to adhere to procedures, processes, and authority structures established by the organization. This is an area that is lacking in local government. Demonstrating discipline in financial management and principles of good governance in local government would have been in a position to deliver the services as directed relevant legislation.

2. **Transparency:** Corporate transparency is the ease with which an outsider is able to make meaningful analysis of a company's actions, its economic fundamentals and the non-financial aspects pertinent to that business. This is a measure of how good management is at making necessary information available in a candid, accurate and timely manner – not only the audit data but also general reports and press releases. It reflects whether or not investors obtain a true picture of what is happening inside the company.

Transparency in local government could be defined as any attempts by government to place information or processes that were previously opaque in the public domain, accessible for use by citizen groups, providers or policy makers. Initiatives for transparency can be either proactive or reactive disclosure by government (Joshi, 2010). All actions implemented by local government and their decision to support are made available for inspection by authorized organization and the communities they serve.

3. **Independence:** Corporate independence is the extent to which mechanisms have been put in place to minimize or avoid potential conflicts of interest that may exist, such as dominance by a strong chief executive or large share owner. These mechanisms range from the composition of the board, to appointments to committees of the board, and external parties such as the auditors. The decisions made, and internal processes established, should be objective and not allow undue influences.

In an ideal situation processes, decision-making, and mechanisms used are established so as to minimize or avoid potential conflicts of interest. A classic example of conflict of interest is the case involving the Mayor of Beaufort West municipality in the Western Cape Mr. Truman Prince. In a letter addressed to a

board chairperson that was responsible for the building of a skills development and trade test centre in Beaufort West (Prince, 2015).

The board of CETA and SSETA had decided to use its procurement for the building of this infrastructure. The Mayor in his letter indicated that:

- “The fact that the CETA and SSETA have resorted to use their procurement processes in the sourcing of service providers for the construction of the Skills Development and Trade Test Centre.
- The decision is subjecting us to believing that we are not capable and competent enough to manage the procurement processes of this magnitude, where as we have had to manage even much bigger processes as this one.
- We are skeptical that our construction companies will not be in a position to benefit from this project, as the sourcing of service providers from your end will attract more tenders from Gauteng province and thus disadvantage our people.
- We would want to see our subcontractors also benefit from this project.
- The municipality also wants to manage this process, so as for us to be able to include clauses in our bids for companies to have a Corporate Social Investment (CSI) commitment that will benefit a few households that have dilapidated toilets.
- We are ANC led municipality; we are therefore in need of financial injection for our 2016 Local Government Election campaign and therefore will also want to see construction companies sympathetic and having a relationship

with the ANC to benefit, in order for these companies to inject funds in our election campaign process.

- We are seeing this project as a mechanism that will help us gain lost ground to the opposition towards our campaigns, we therefore would want to see our own construction companies constructing this centre, construction companies who would create local jobs and have the money revolve around our people.
- We do believe that as a cadres and activists, you would understand why we would want to manage the procurement processes ourselves, obviously with your people also being involved in bid adjudication processes, to safeguard the both Seta's interests.
- We are as a municipality pleading for your understanding in this regard and see the importance of allowing us to manage the procurement processes, using our supply chain processes.
- As a cadre of the movement and wanting to see the ANC govern this municipality once more, we wish to request that you grant us the opportunity to also use this project as a campaign tool, as it is important to us" (Prince, 2015).

Looking at this extract, it is very clear that processes at local government are vulnerable to political interference. This letter which is assumed to be a complaint to the Board of the 2 SETAs is clearly not in the interest of the community. The project is clearly meant to benefit the larger community of Beaufort West, but the mayor wants to manipulate the supply chain for political reasons.

4. **Accountability:** Individuals or groups in a company, who make decisions and take actions on specific issues, need to be accountable for their decisions and actions. Mechanisms must exist and be effective to allow for accountability. These provide investors with the means to query and assess the actions of the board and its committees.

The oversight model of the South African parliament of South Africa defines accountability as: a social relationship where an actor (an individual or an agency) feels an obligation to explain and justify his or her conduct to some significant other (the accountability forum, accountee, specific person or agency).

The document further describes accountability as a hallmark of modern democratic governance. It stipulates that democracy remains clichéd if those in power cannot be held accountable in public for their acts or omissions, for their decisions, their expenditure or policies.

Historically, the concept of accountability was closely linked to accounting in the financial sense. It has however moved far beyond its origins and has become a symbol of good governance both in the public and private sectors. Accountability refers to institutionalized practices of giving account of how assigned responsibilities are carried out (SA parliament, 2009: 8).

The functions of accountability include the following:

- To enhance the integrity of public governance in order to safeguard government against corruption, nepotism, abuse of power and other forms of inappropriate behaviour.
- As an institutional arrangement, to effect democratic control.
- To improve performance, this in turn fosters institutional learning and service delivery.



- In regard to transparency, responsiveness and answerability, to assure public confidence in government and bridge the gap between the governed and the government and ensure public confidence in government.
- To enable the public to judge the performance of the government by the government giving account in public.

Accountability forms an integral part of service delivery. With the challenges currently facing local government, it is apparent that there is a need for all relevant government structures tasked with the responsibility of providing oversight to local government to up their game. There may also be a need to review these structures with the aim of evaluating their effectiveness.

**5. Responsibility:** Responsibility pertains to behavior that allows for corrective action and for penalizing mismanagement. Responsible management would, when necessary, put in place what it would take to set the organisation on the right path.

In the case of local government the council would take the position of the board and be accountable to provincial COGTA and the communities which a specific municipality serves. It has to be borne in mind that executing the functions of local government is a constitutional matter in South Africa. It is therefore incumbent upon local government to execute their constitutional obligation in a satisfactory manner. Failure to deliver services is therefore inconsistent with the constitution and should have a consequent penalty.

All decisions taken, processes used, and their implementation should not be allowed to create unfair advantage to any one particular party. In the scenario which involved the Mayor of Beaufort West municipality who wanted his municipality to be involved in the supply chain of the construction of the Skills Development and Trade Test Centre. The behaviour of the mayor did not

demonstrate fairness. His action is against the spirit of fairness. His action was geared towards benefitting his political party.

**6. Social responsibility:** A well-managed organization will be aware of, and respond to, social issues, placing a high priority on ethical standards.

Today's society is faced with many social, environmental and economic challenges impacting both the local and global environment. If not addressed, these impacts will have far-reaching effects on future generations. Some challenges and initiatives affecting municipalities include:

- Water and air quality;
- Solid waste management;
- Stream side protection;
- Rural community sustainability;
- Economic reliability Soil contamination;
- Rain forest protection;
- Deterioration of the ozone; and
- Resource extraction management.

The sustainability of the environment has a direct impact on the development of local government. This arm of government also has the legal and moral responsibilities to sustain the environment.

### **3.23 The role of Auditor General in local government financial management**

Section 188 of the constitution of the republic of South Africa stipulates the following as the functions of the AG's office:

(1) The Auditor - General must audit and report on the accounts, financial statements and financial management of:

- (a) All national and provincial state departments and administrations;
- (b) All municipalities; and
- (c) Any other institution or accounting entity required by national or provincial legislation to be audited by the Auditor- general.

(2) In addition to the duties prescribed in subsection (1), and subject to any legislation, the Auditor - General may audit and report on the accounts, financial statements and financial management of:

- (a) Any institution funded from the National Revenue Fund (NRF) or Provincial Revenue Fund (PRF) or by a municipality; or
- (b) Any institution that is authorized in terms of any law to receive money for a public purpose.

1. The Auditor - General must submit audit reports to any legislature that has a direct interest in the audit, and to any other authority prescribed by national legislation. All reports must be made public.

2. The Auditor-General has the additional powers and functions prescribed by national legislation.

#### **Auditor-General powers to enforce corrective measures**

The Auditor-General of South Africa is the supreme audit institution (SAI) of South Africa. It is the only institution that, by law, has to audit and report on how the government is

spending the South African taxpayers' money. The AGSA not only has to audit and report on the financial management in the public sector, it also has to do so in a manner that will enable the legislature (parliamentarians) to call the executive (Cabinet Ministers and President) to account for how they dealt with taxpayers' money.

As a chapter 9 institution the Auditor General has not been granted powers to come with corrective measures. Corrective measures become the responsibility of ministers to ensure the audit findings are addressed. There have been municipalities who have had repeated adverse audit findings. For example, the finding could be about appointing competent officials in certain positions. If granted powers, the AG would instruct the municipality to implement the corrective measure.

Liesl Peyper in a Fin24 article wrote about the Auditor-General during the Parliamentary briefing on Friday the 4th of November 2016. Liesl reported that Makwetu (the Auditor-General) said he hopes the Constitutional Court would soon give his office more binding powers and the ability to exercise remedial action, such as that of other Chapter 9-institutions like the office of the Public Protector. Makwetu was frustrated, as his office highlights the same auditing problems at national, provincial, and municipalities year after year with no enforceability powers. He was echoing the sentiments of Chief Justice Mogoeng Mogoeng who said earlier at the annual convention of the South African Chamber of Commerce and Industry (SACCI) that the AG was doing valuable work, but that his powers should be binding. MPs who attended the Parliamentary briefing agreed that the AG's office should have more "teeth" so as to hold transgressors and those who abuse the auditing system to account.

Until the AG's office is granted powers to enforce remedial actions, the findings will remain at the discretion of the minister or parliament to implement or reject. If this matter is not corrected, local government financial management will not reach the desired position and service delivery will continue to suffer.

### **3.24 Local government funding in South Africa**

Funding of local government should enable municipalities to deliver their constitutional mandate. The municipalities are legislatively required to develop annual budgets. Section 16 of MFMA, subsection (1) says a council of a municipality must for each financial year approve an annual budget for the municipality before the start of that financial year. (2) In order for a municipality to comply with subsection (1), the mayor of the municipality must table the annual budget at a council meeting at least 90 days before the start of the budget year. (3) Subsection (1) does not preclude the appropriation of money for capital expenditure for a period not exceeding three financial years, provided a separate appropriation is made for each of those financial years.

Section 17 of MFMA dictates the structure of the annual budget and supporting documents, in subsection (1) An annual budget of a municipality must be in the prescribed format:

- (a) Setting realistic anticipated revenue for the budget year from each revenue source;
- (b) appropriating expenditure for the budget year under the different votes of the municipality;
- (c) setting out indicative revenue per revenue source and projected expenditure by vote for the two financial years following the budget year;
- (d) setting out
  - (i) estimated revenue and expenditure by vote for the current year; and
  - (ii) actual revenue and expenditure by vote for the financial year preceding the current year.

Section 18 of MFMA sub - section 2 directs that revenue projections in the budget must be realistic, taking into account projected revenue for the current year based on collection levels to date; and actual revenue collected in previous financial years.

Section 22 of MFMA stipulates that immediately after an annual budget is tabled in a municipal council, the accounting officer of the municipality must:

- (a) in accordance with Chapter 4 of the Municipal Systems Act:
  - (i) make public the annual budget and the documents referred to in section 17(3); and
  - (ii) invite the local community to submit representations in connection with the budget; and
- (b) submit the annual budget:
  - (i) in both printed and electronic formats to the National Treasury and the relevant provincial treasury; and
  - (ii) in either format to any prescribed national or provincial organs of state and to other municipalities affected by the budget.

Section 23 of the MFMA sub-section (1) when the annual budget has been tabled, the municipal council must consider any views of

- (a) the local community; and
- (b) the National Treasury, the relevant provincial treasury and any provincial or national organs of state or municipalities which made submissions on the budget.

Municipalities get their revenue from three sources: First, they raise some of their own revenue by charging all people who own property such as land, houses and businesses rates based on the value of their property. Secondly, they raise revenue by charging tariffs for services like water, electricity, refuse removal and the use of municipal facilities such as sports grounds. Thirdly, equitable share funding transferred from national government. The equitable share grant is an unconditional grant to supplement municipalities' revenue to deliver services to poor households. It subsidizes the actual provision of the service such as salaries, operational costs, maintenance costs, administrative and management costs (Department of Local Government, 2004).

The national government provides funding to municipalities in two ways. The first is through what is called an “equitable share allocation”, which is a transfer from the national Treasury. The amount of equitable share a municipality receives depends on a number of factors such as the size of its low-income population, the cost of basic services and its capacity to raise its own revenue. This allocation is meant to be used for basic services and operational costs. Equitable share allocation is an unconditional grant, which means that local government can spend the money on other items rather than basic services, even if it should be using the money to improve basic services (Department of Local Government, 2004).

Municipalities also receive funding from national government in the form of conditional grants. The Municipal Infrastructure Grant (MIG) is the most important conditional grant from national government. This is a municipal infrastructure funding arrangement. It combines all the existing capital grants for municipal infrastructure into a single consolidated grant. MIG comes with conditions. It is therefore to be used to extend or maintain the infrastructure for the provision of basic services (Department of Local Government, 2004). The figure below shows the services which the municipality can use the MIG grant to deliver.

**Figure 3.24: Municipal infrastructure grant**

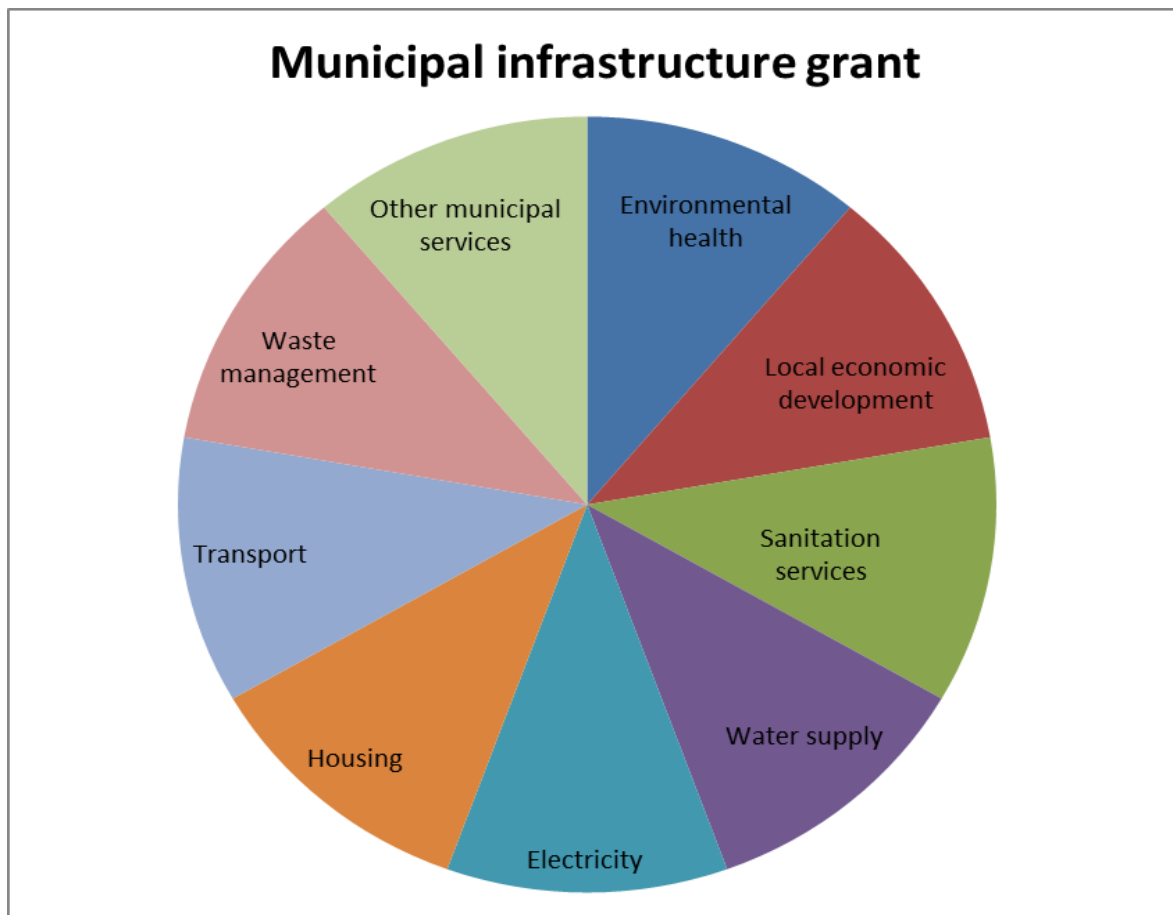


Figure: Department of Local Government (2004)

### **3.25 Local government and financial management**

Financial management in local government is managed according to the legislative guideline provided in the MFMA 58 of 2003. This Act aims to secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; to establish treasury norms and standards for the local sphere of government; and to provide for matters connected therewith. This Act also provides grounds for provincial and national governments to provide capacity building support to local government.



To achieve sound financial management in local government there must be a commitment to apply the legislative provisions on local government and recruit competent personnel to manage the finances of this institution. Financial management in local government has been a subject of discussion for many years. There are many factors that contribute to achieving sound financial management, starting with political will from a leadership that can be held accountable, but also a sense of ownership by all departmental staff, especially senior staff and managers (Oberholzer, 2013).

Over the years, some local government has relied on consultants to compile their financial reports for reporting purposes. This has been a worrying factor for government over the years; but there seems to be no change of the status quo. The Auditor- General in his media report of the financial situation at local government presented on 1 June 2016 indicated that municipalities continue to rely on consultants to prepare financial statements and underlying records and rely on auditors to identify material misstatements to be corrected. To this end, consultancy costs for financial reporting services continued to increase to R892 million in 2014-15 (Auditor General, 2016:5).

The Auditor General has also reported on an increase in irregular expenditure which more than doubled since 2010-11 to R14, 75 billion. He reports that the reason for the increase in irregular expenditure is due to continued non-compliance with Supply Chain Management (SCM) legislation (Auditor General, 2016:7).

For effective financial management at local government the Auditor General in his audit report release on 1 June 2016 has identified five conditions that need to be met by local government (Auditor General, 2016:2):

- Political, municipal and provincial leadership deliver on commitments to fill key positions with competent people, stabilized the administration (i.e. low turnover in

key positions) and provide officials the opportunity to meet the minimum competency requirements.

- Leadership to show courage in dealing with transgressions and poor performance and insist on credible in-year reporting by officials.
- Leadership to support and participate in initiatives to improve audit outcomes, such as operation clean audit, and use forums and working relationships between municipalities and provincial government to strengthen the administration of municipalities.
- The municipal managers and senior managers to improve financial and performance management by implementing audit action plans to address the audit findings as well as the root causes of the audit findings. Improve record keeping at the municipalities, ensure that the basic controls around transactions and reconciliations are in place and enable monitoring and oversight through regular and credible reporting on important matters such as supply chain and contract management.
- Enhance governance at municipalities by creating well-functioning audit committees and support the internal audit units. Councils and municipal management implement the recommendations of the audit committees and use the internal audit units to identify risks and the controls that can be implemented to mitigate such risks.

### **3.26 Literature review summary**

This chapter focused on reviewing literature relevant to leadership and management, local government system, and relevant theories on both leadership and management. The literature chapter looked at factors that have a direct and indirect impact on the delivery of services in local government.

The chapter started by exploring the role of leadership and management on service delivery. The reason for starting with the role of leadership and management was for a simple reason that the success of any institution depends on its leadership and management capacity to plan and execute activities.

This chapter also explored how local government system is structured in South Africa and the allocation of responsibility in the different structures of local government. This chapter also gave a background of the transition of apartheid local government system which was based on a racially orientated approach, to a democratic local government system which guarantees every citizen an equal package of basic services.

The transition from apartheid local government system did not come without its fair share of challenges. The literature review looked at what factors are at the centre of poor service delivery in South Africa. They include, political, institutional, personnel, environmental, legislative, financial and social factors. All these factors have a direct or indirect impact on the delivery of services in local government.

Local government has been created to bring government closer to the citizens. The literature review looked at how community participation is integrated in the planning of services. The review looked at the legislative provision for community involvement and

participation in service delivery as well as the challenges currently being experienced with regard to community involvement.

The literature review shows that there are lots of gaps in the current local government system. Most challenges are not as a result of a lack of strategic guidance from the legislation, but holding accountable those entrusted with the responsibility seem to be a challenge. Holding those entrusted with the responsibility of upholding the relevant legislation depends on political will. From the data coming even from government reports there is a clear indication that all is not well in local government.

## CHAPTER FOUR: RESEARCH METHODOLOGY

The purpose of this chapter is to describe the research methodology used to explore the research topic. This chapter details the theoretical research approaches, research design, data collection instruments, the target population and the sampling methods used. This chapter also describes what reliability and validity are and how they will have been managed in this study.

Research methodology is an organized and way to solve a problem. It is a science of studying how research is to be conducted. Essentially, the processes by which researchers go about their work of describing, explaining and predicting phenomena are called research methodology. Research methodology is also defined as the study of methods by which knowledge is gained. The aim is to give the work plan of research (Rajasekar et al, 2013:5).

### 4.1 Types of research

Rajasekar (2013:6) identifies the following types of research:

**5.1.1 Basic research:** it is an investigation of basic principles and reasons for occurrence of a particular event or process or phenomenon. It is the study or investigation of some natural phenomenon or relating to pure science is termed basic research. Basic research sometimes may not lead to immediate use or application. Basic research is not concerned with solving any practical problems of immediate interest, but it is original or basic in character. It provides a systematic and insight into a problem and facilitates extraction of scientific and logical explanations and conclusions. It helps build new frontiers of knowledge. It's outcomes form the basis for much applied research.

Researchers working on applied research have to make use of the outcomes of basic research and explore the utility of them.

**4.1.2 Applied research:** it is an investigation that solves certain problems employing well known and accepted theories and principles. Applied research includes experimental research, case studies and inter-disciplinary research.

Kothari (2004:3) describes applied research focussed on finding solutions for immediate problems facing a society or an industrial/business organisation, whereas fundamental (basic) research is mainly concerned with generalisations and with the formulation of a theory.

**Table 4.1: Dissimilarity between basic and applied research**

<b>Basic research</b>	<b>Applied research</b>
It seeks generalization	It studies individual or specific cases without the objective to generalize
It aims at basic processes	It aims at any variable which makes the desired difference
It attempts to explain why things happen	It tries to say how things can be changed
It tries to get all the facts	It tries to correct the facts which are problematic
It reports in technical language of the topic	It reports in common language

Source: Rajasekar, 2013:8

#### **4.1.4 Normal Research**

Normal research is performed in accordance with a set of procedures, rules, and concepts called a paradigm, which is well accepted by the scientists working in that field. This form of research is something like puzzle-solving: interesting, even beautiful, solutions are found but the rules remain the same (Rajasekar, 2013:8).

In normal research unexpected novel results and discoveries are sometimes realized which are inconsistent with the existing paradigm. Among the scientists, a tense situation then ensues, which escalates in intensity until a scientific revolution is reached. This is marked by a paradigm shift and a new paradigm emerges under which scientific activity can be resumed (Rajasekar, 2013:9).

#### **4.1.5 Quantitative and Qualitative research methods**

##### **4.1.5.1 Quantitative research**

Kothari (2004:3) Quantitative research is based on the measurement of quantity or amount. It is applicable to phenomena that can be expressed in terms of quantity.

##### **4.1.5.1 Qualitative research**

Many scholars use the phrase qualitative inquiry as a blanket designation for all forms of social inquiry that rely primarily on qualitative data which is data in the form of words, including ethnography, case study research, naturalistic inquiry, ethno- methodology, life-history methodology, and narrative enquiry. To call a research activity qualitative inquiry broadly means that it aims at understanding the meaning of human activities.

## 4.2 Research design

Research design is the road map that a researcher decides to follow during a research journey to find answers to such questions as validly, objectively, accurately, and economically as possible. It is a procedural-cum operational plan that details what and how different methods and procedures are to be applied during the research process (Kumar 2014:122). Thyer (1993:94) defines research design as a plan, structure and strategy of investigation so conceived as to obtain answers to research questions or problems. The plan is the complete scheme or programme of the research. It includes an outline of what the investigator will do from writing the hypothesis and their operational implications to the final analysis of data.

For this study the researcher has used mixed methods of qualitative and quantitative. Mixed methods in research refers to an emergent methodology of research that advances the systematic integration, or “mixing,” of quantitative and qualitative data within a single investigation or sustained program of inquiry. The principle of this methodology is that such integration permits a more complete and synergistic utilization of data than separate quantitative and qualitative data collection and analysis (Agency for Healthcare Research and Quality, 2013:1).

The mixed methods research approach invites multiple mental models into the same inquiry space for purposed of conversation, dialogue, and learning from one another, toward a collective generation of better understanding of the phenomena being studied. This research method emerged because empirical researchers have been unhappy with the natural limits of conventional methods, including experiments that do not uncover mechanisms, case studies that do not speak to distributions, interpretive techniques that lack formalization, and statistical techniques that lack contextualization (Schwandt 2015:205).



The benefit of using mixed methods was also advanced by Driscoll et al (2007:20). They argued that concurrent mixed method data collection strategies have been employed to validate one form of data with the other form, to transform the data for comparison, or to address different types of questions.

The combination of quantitative and qualitative methods could therefore be summarized as a method that improves the research by ensuring that the limitations of one method are balanced by the strengths of the other method.

#### **4.3 Advantages of mixed research methods**

The Agency for Healthcare Research and Quality, (2013:3) identifies the following advantages for using the mixed method in research:

- **Compares quantitative and qualitative data.** Mixed methods are especially useful in understanding contradictions between quantitative results and
- **Reflects participants' point of view.** Mixed methods give a voice to study participants and ensure that study findings are grounded in participants' experiences;
- **Fosters scholarly interaction.** Such studies add breadth to multidisciplinary team research by encouraging the interaction of quantitative, qualitative, and mixed methods scholars;
- **Provides methodological flexibility.** Mixed methods have great flexibility and are adaptable to many study designs, such as observational studies and randomized trials, to elucidate more information than can be obtained in only quantitative research; and

- **Collects rich, comprehensive data.** Mixed methods also mirror the way individuals naturally collect information by integrating quantitative and qualitative data. For example, sport reports frequently integrate quantitative data (scores or number of errors) with qualitative data (descriptions and images of highlights) to provide a more complete story than either method would alone.

#### **4.4 Research Population**

A research population generally is a collection of individuals or objects that is the main focus of a scientific query. A research population is also known as a well-defined collection of individuals or objects known to have similar characteristics. All individuals or objects within a certain population usually have a common, binding characteristic or trait (Hassan 2016:1).

Population in research refers to the study objects and consists of individuals, groups, organizations, human products and events, or the conditions to which they are exposed, (Welman et al, 2005).

Due to the large sizes of populations, testing every individual or objects in the population may be very costly in terms of time, money and effort while conducting the research.

## **4.5 Two types of population in research**

### **4.5.1 Target population**

Target population refers to the entire group of individuals or objects to which researchers are interested in generalizing the conclusions. The target population usually has varying characteristics and it is also known as the theoretical population (Hassan 2016:1).

### **4.5.2 Accessible population**

The accessible population is the population in research to which the researchers can apply their conclusions. This population is a subset of the target population and is also known as the study population. It is from the accessible population that researchers draw their samples (Hassan 2016:1).

## **4.6 Sample population**

Sample population are individuals, groups, organizations, human products and events selected to participate in a research study with the hope of gaining knowledge which could be generalised to a wider population of similar characteristics, (Welman et al, 2005). Mugo (2012:1) sample population as a finite part of a statistical population whose properties are studied to gain information about the whole. When dealing with people, it can be defined as a set of respondents (people) selected from a larger population for the purpose of a survey.

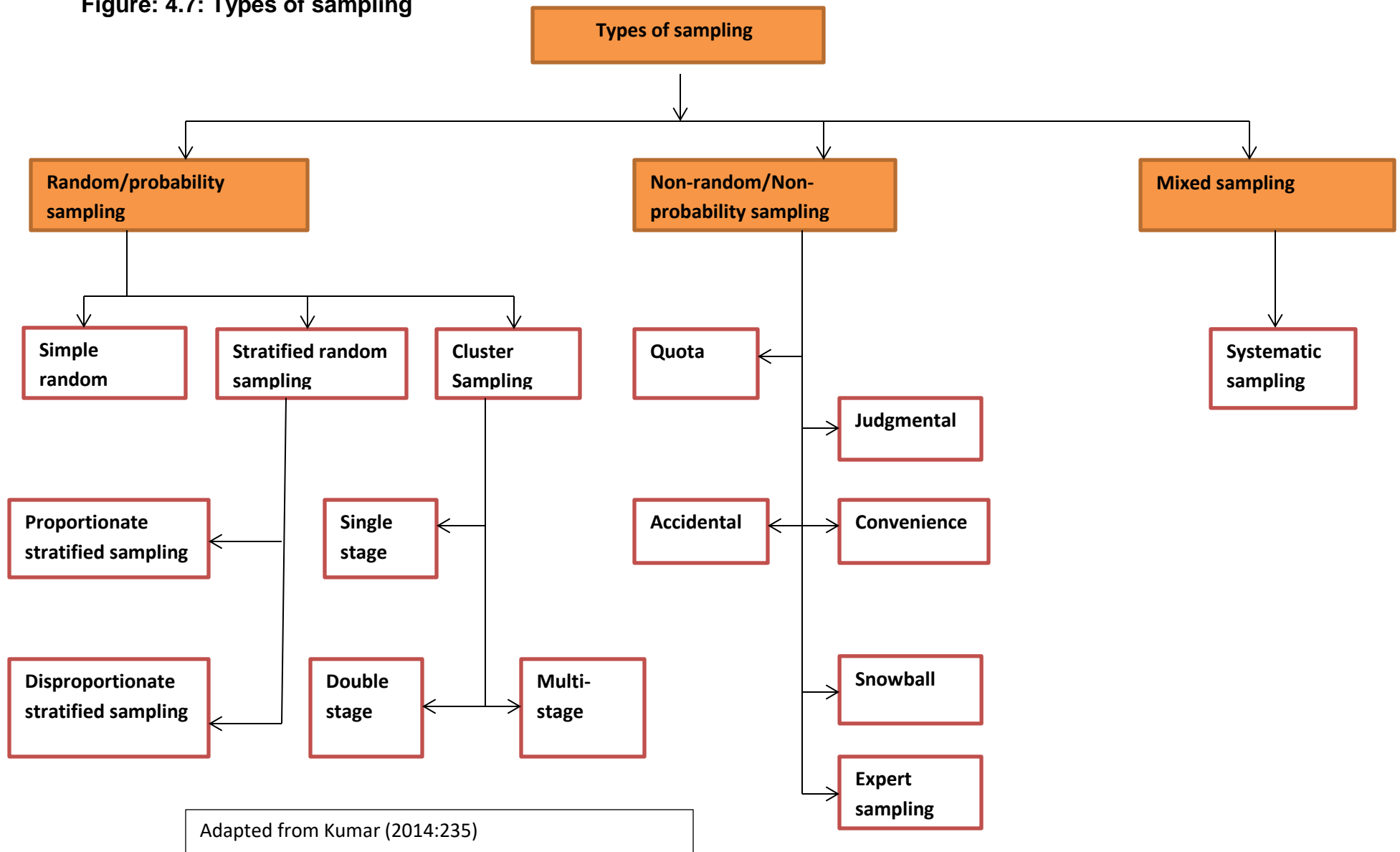
The sample population in this study is made up of political office bearers, senior management which is made up of municipal manager and the directors of the

departments, managers of sub-directorates/programmes, councillors, and ward committee members. The total sample population in this study is 493.

#### **4.7 Sampling method**

Sampling involves taking a representative selection of the population and using the data collected as research information (Lathan, 2007:2). Three standard categories of the sampling method exist. These three categories are called random/probability sampling, non-random/non-probability sampling and mixed sampling.

Figure: 4.7: Types of sampling



#### **4.7.1 Random/Probability sampling**

(Ritchie, 2013) Probability sampling is also known as 'random sampling' or chance sampling. Under this sampling design, every item of the universe has an equal chance of inclusion in the research sample. The results obtained from probability or random sampling can be assured in terms of probability i.e., we can measure the errors of estimation or the significance of results obtained from a random sample, and this fact brings out the superiority of random sampling design over the deliberate sampling design (Kumar, 2014).

#### **4.7.2 Non-Random/Non-probability sampling**

Non-probability sampling is the sampling procedure which does not afford any basis for estimating the probability that each item in the population has a chance of being included in the sample. Non-probability sampling is also known by different names such as deliberate sampling, purposive sampling and judgement sampling. In this type of sampling, items for the sample are selected deliberately by the researcher; his/her choice concerning the items remains supreme. In other words, under non-probability sampling the organisers of the inquiry purposively choose the particular units of the universe for constituting a sample on the basis that the small mass that they so select out of a huge one will be typical or representative of the whole (Kothari, 2004:59). For this study the non-probability sampling method has been used.

#### **4.8 Sampling method in this study**

This study is an investigation of the impact of leadership and management on service delivery in Bushbuckridge local municipality. The target participants are elected councillors, ward committee members and officials of the municipality.

This study used mixed methods as it combined qualitative and quantitative methods in data collection. Under non-random sampling, the convenience method was used. Though there is a danger of bias entering into this type of sampling technique. The researcher remained impartial, worked without bias and had the necessary experience so as to make sound judgements, the results obtained from an analysis of deliberately selected sample may be tolerably reliable, (Kothari, 2004).

The convenience sampling method is appropriate for this study because it enabled the researcher to sample individuals who share the same (or very similar) characteristics or traits. This method was appropriate for this study because the researcher was targeting specific individuals with the larger population of the municipality. This study targeted all individual who play a role in local government service delivery. The target participants were councillors, ward committee members and administrative officials. The breakdown of the number of interviews per category is detailed in the table below.

**Table 4.8: Number of individuals interviewed**

<b>Designation</b>	<b>Number of participants</b>
Ward Councillors	14
Proportional representative councillors	12
Ward committee members	26
Municipal officials	15
<b>Total</b>	<b>67</b>

## **4.9 Research instruments**

Research instruments are tools for data collection. The tools include questionnaire, interview, observation and reading. For the purposes of this section the questionnaire tool will be unpacked.

A questionnaire is a systematic prepared form or document with a set of questions deliberately designed to prompt responses from respondents. There are two types of questionnaires, structured and unstructured (Annum, 2015).

Structured questionnaires are those in which some control or guidance is given for the answers. Usually, options are provided to the respondent to choose an answer from. Meanwhile, the unstructured questionnaires are those with open-ended questions and respondents answers questions to the best of their understanding and knowledge, (Annum, 2015). In this study the researcher used the two types of questionnaires. This was done to balance the weakness of one type of a tool by the strength of the other tool.

The questionnaire was administered by the researcher in a face to face interaction. The face to face interview was preferred for this study to ensure that the researcher has control over the duration of the data collection. The researcher asked questions and recorded the responses of the respondents. This method was preferred because it enabled the researcher to make follow up questions based on the responses of the respondent. Recording the responses of the respondent by the researcher is also beneficial because it minimizes poor capturing of responses.



#### **4.10 Data collection process**

Data collection was based on a face to face approach. The researcher applied for permission to conduct the study and access to the target population and was granted permission in writing to conduct the study by the municipal manager of Bushbuckridge local municipality. The municipality also provided contact information of all municipal councillors, officials and ward committee members to the researcher. Appointments were made with the sampled individuals to meet them at their homes or work places for interviews. The purpose of the interview was explained on the phone.

Based on the individuals who were willing to participate, the researcher drew up an interview schedule where participants were grouped according to their location in the municipal area.

Although the participants were sampled by the researcher based on their willingness to participate in the study, informed consent was also sought before administering the data collection tool. Informed consent was sought to ensure that the researcher operates within the ethical requirements for research.

In every discipline it is considered unethical to collect information without the knowledge of participants, and their expressed willingness and informed consent. Seeking informed consent is probably the most common method in medical and social research (Bailey 1978:384). Kumar (2014:185) argues that informed consent implies that subjects are made adequately aware of the type of information that the researcher wants from them, why the information is being sought, what purpose it will be put to, how they are expected to participate in the study, and how it will directly or indirectly affect them. It is important that the consent should be voluntary and without pressure of any kind.

Schwandt (2015:156) writes that research subjects have the right to know they are being researched, the right to be fully informed about the nature and purpose of the research, the right to know the risks and benefits of their participation, and the right to withdraw from participation at any time.

The researcher read out the informed consent which assured research participants of confidentiality and anonymity. The researcher informed participants that the information they provided was recorded in such a manner that will not make it possible to link the responses back to the participant. The data collection tool did not require indicating the name of the person who provided the information except for their position in the municipality. An information sheet with contact details of the researcher, the researcher's supervisor and that of the university was also given to all participants to lodge complaints if they felt it necessary.

#### **4.11 Data Analysis**

**Quantitative data:** Stata was used for the quantitative data analysis in this study. Stata is data analysis and statistical software. Stata's capabilities include data management, statistical analysis, graphics, simulations, regression analysis (linear and multiple), and custom programming.

**Qualitative data:** Atlas.ti was used to analyse qualitative data in this study. Atlas.ti is a qualitative data analysis software. Atlas helps researchers uncover and systematically analyse complex phenomena hidden in unstructured data such as text. The program provides tools that let the user locate, code, and annotate findings in primary data material, to weigh and evaluate their importance, and to visualize the often complex relations between them.

#### **4.12 Delimitations in this study**

**Geographical location:** The delimitation of this study was officials, councillors and ward committee members currently linked to Bushbuckridge Local Municipality according to relevant government legislation.

**Organisational location:** The delimitation of this study was municipal officials, councillors and ward committee members currently associated with the Bushbuckridge local municipality in Mpumalanga province.

**Category of people/events:** Only current municipal officials, councillors and ward committee members formed part of the sample population.

#### **4.13 Limitations of the study**

**Generalization of the findings:** There are 251 municipalities (199 local, 44 district, and 8 Metros) across South Africa. Municipalities across the country are different and are also led by different political parties. The location of the municipality also has an impact on its ability to deliver services. For example, rural municipalities tend to struggle to deliver services due to their inability to raise revenue locally as well as enabling infrastructure. With this in mind, the findings of this study may not be generalised.

**Constraints in terms of resources:** To be able to generalise the findings of this study, a substantial number of the 251 municipalities in South Africa had to be included in the sample. To cover a bigger sample would have required a bigger research team for data collection and analysis. It would have required other resources such as transport and all other tools such as a research coordination team. All these would have required funding.

Consequently one municipality was studied and the findings may be generalised to municipalities with similar characteristics.

**Non responsiveness of respondents/participants:** Participation in this study was voluntary. Some potential participants refused to participate when the researcher made appointments, while others agreed to participate but when the date of the interview came they were no longer reachable. This affected the possibility of interviewing more people.

**The local government elections:** Data collection from councillors and ward committees was collected before the local government elections of 9 August 2016. This was done to avoid involving councillors and ward committee members who would be still new in their positions. Municipal officials' data collection was conducted after the elections. This may have brought some limitations as officials may have responded to the questions based on the new councillors elected.

#### **4.14 Validity and reliability in this study**

##### **4.14.1 Validity**

Validity determines whether the research truly measures that which it was intended to measure or how truthful the research results are, (Golafshani, 2003:599). Kumar (2014:213) defines validity as the ability of an instrument to measure what it is planned to measure. Smith (1991:106) defines validity as the degree to which the researcher has measured what was set out to be measured. According to Kerlinger (1993:457) the commonest definition of validity is epitomized by the question: are we measuring what we think we are measuring? Babbie (1998:133) writes, validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under

consideration. Validity is the extent to which a scale or set of measures accurately represents the concept of interest (Hair et al, 1998:118).

The design of this study was prepared carefully to ensure that it measured what was intended to be measured. The data collection tools enabled the researcher to collect relevant information to determine the impact of leadership and management in the delivery of municipal services. The population sampled to participate in this study was the relevant population to enable the researcher achieve what the design of the study intended to achieve.

#### **4.14.2 Reliability**

The word reliable is used often in life. When a person is said to be reliable what does it mean? It means that the person is dependable, consistent, predictable, stable and honest. The concept of reliability in relation to research instrument has a similar meaning: if a research tool is consistent and stable, hence predictable and accurate, it is said to be reliable. The greater the degree of consistency, and stability in an instrument, the greater its reliability and can therefore be used as scientific evidence. Therefore, the scale or test is reliable to the extent that repeat measurements made by it under constant and same conditions will give the same results (Moser and Kalton 1998:353).

Neuman (1997:139) writes that reliability deals with an indicator's dependability. If a researcher has a reliable indicator or measure, it gives the same result each time the same items are measured and as long as what is measured has not changed.

To ensure reliability in this study, the researcher ensured that data collection and analysis was conducted in a manner that was consistent with similar studies. The researcher

adhered to relevant research methodologies which ensured that a repeat of a similar study would lead to attainment of similar findings.

#### **4.15 Conclusions**

This methodology chapter discussed research methodology broadly and also discussed research methodologies used in this study. For this study a mixed methods of qualitative and quantitative has been used. The term “mixed methods” refers to an emergent methodology of research that advances the systematic integration, or “mixing,” of quantitative and qualitative data within a single investigation or sustained program of inquiry.

The convenience sampling method was used for this study and it was found to be appropriate because it enabled the researcher to sample individuals who share the same (or very similar) characteristics or traits.

For data collection a structure questionnaire was used and was administered by the researcher. Sixty seven face to face interviews were conducted with councillors, ward committee members and ward officials of the municipality. The quantitative data was analysed using stata and qualitative data was analysed using Atlas.ti. The results/findings of this study are presented in the next chapter.

## **CHAPTER FIVE: PRESENTATION AND ANALYSIS OF RESEARCH RESULTS**

### **Introduction**

As described in chapter four above, this study used a mixed method approach. The data collected is therefore qualitative and quantitative. The results are presented in the form of graphs stipulating the percentage of each category of respondents. Some graphs which had qualitative data attached to the questions will have statements which serve to provide some clarity or more information presented in the graph. Some results will be presented per category of participants, while others will be presented in the same graph but stipulating the category of the respondents.

Data collection was collected on a face to face basis by the researcher using a paper based data collection tool. The researcher recorded the responses to the data collection tool. The researcher conducted face to face interviews with 67 Participants from the Bushbuckridge local municipality. The interviews were conducted from participants' home or workplace. Participants in this study include councillors, ward committee members and officials of the municipality. The total number of interviews was: twenty six councillors, twenty six ward committee members and fifteen officials.

## 5.1 Capacity of municipal officials and councillors

### 5.1.1 Education level of research participants

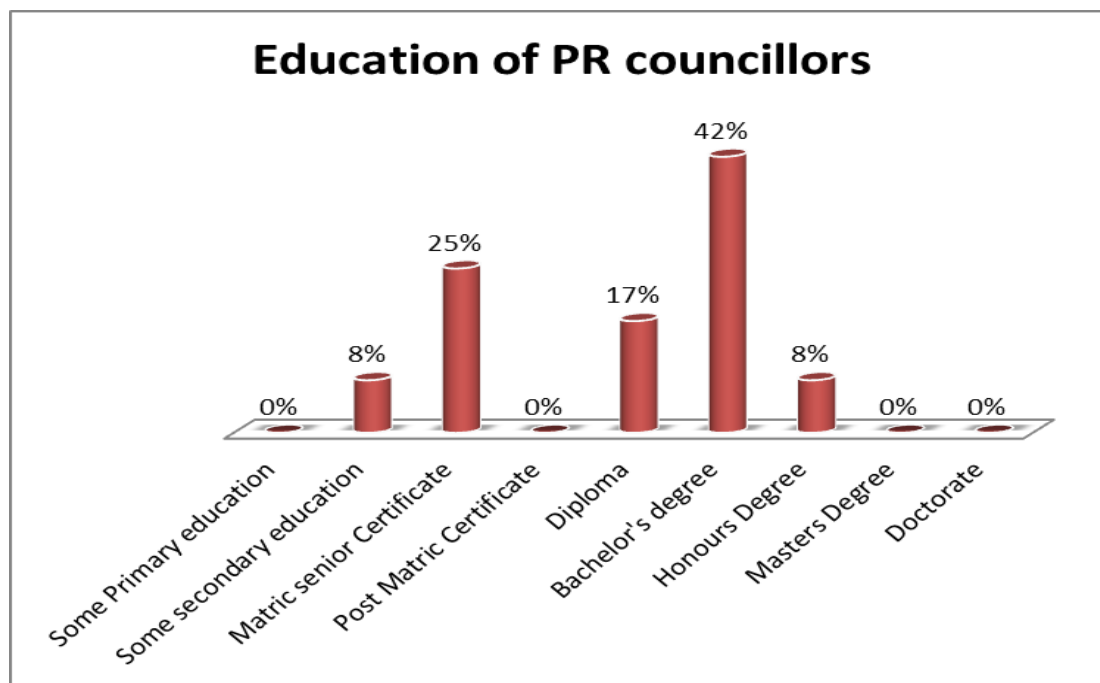


Figure 5.1.1.1 Education of PR councillors

The graph above shows that amongst proportional councillors in BLM there are 8% of councillors have some secondary education, 25% with Matric senior certificate, 17% with diplomas, 42% with degrees, and 8% with honours degrees. The councillors were asked of positions they held before they took their current ward councillor's positions. The table below shows the breakdown of positions they held before they were elected.



**Table 5.1.1.1a Previous job before elected as PR Councillor**

<b>Job category</b>	<b>Percentage</b>
Teacher including early childhood development	33.33%
Unemployed	25%
Self employed	8.33%
Banking	8.33%
MEC	8.33%
Former ward councillor	8.33%
Plantation manager	8.33%
<b>Total</b>	<b>100</b>

**Table 5.1.1.1b Previous job before elected as ward councillor**

<b>Job category</b>	<b>Percentage</b>
Teacher	36%
Unemployed	29%
Domestic worker	7%
Researcher	7%
Sales Assistant	7%
Director of NGO	7%
Community development worker	7%
<b>Total</b>	<b>100%</b>

**5.1.1.2 Education of Councillors**

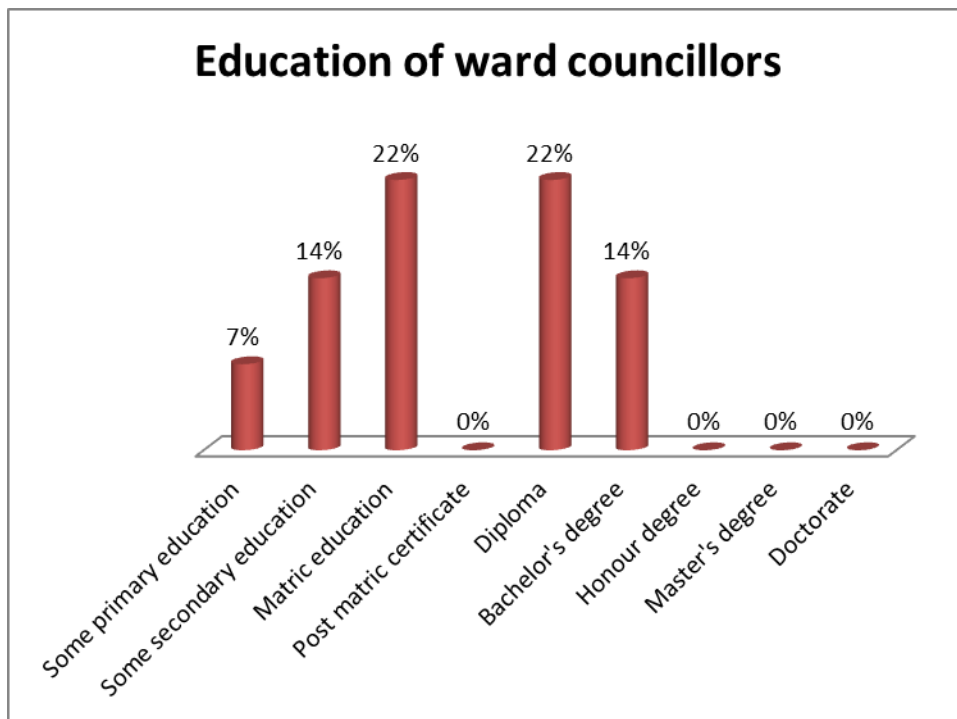


Figure 5.1.1.2 Education of ward councillors

Figure 5.1.1.2 shows that amongst ward councillors 7% have some primary education as their highest education, 14% with some secondary education, 22% with matric senior certificates, 43% with diplomas, and 14% with bachelor's degree. The councillors were asked about positions they held before they took their current ward councillor's positions. The table below shows the breakdown of positions they held before they were elected.

### 5.1.1.3 Education of ward committee members

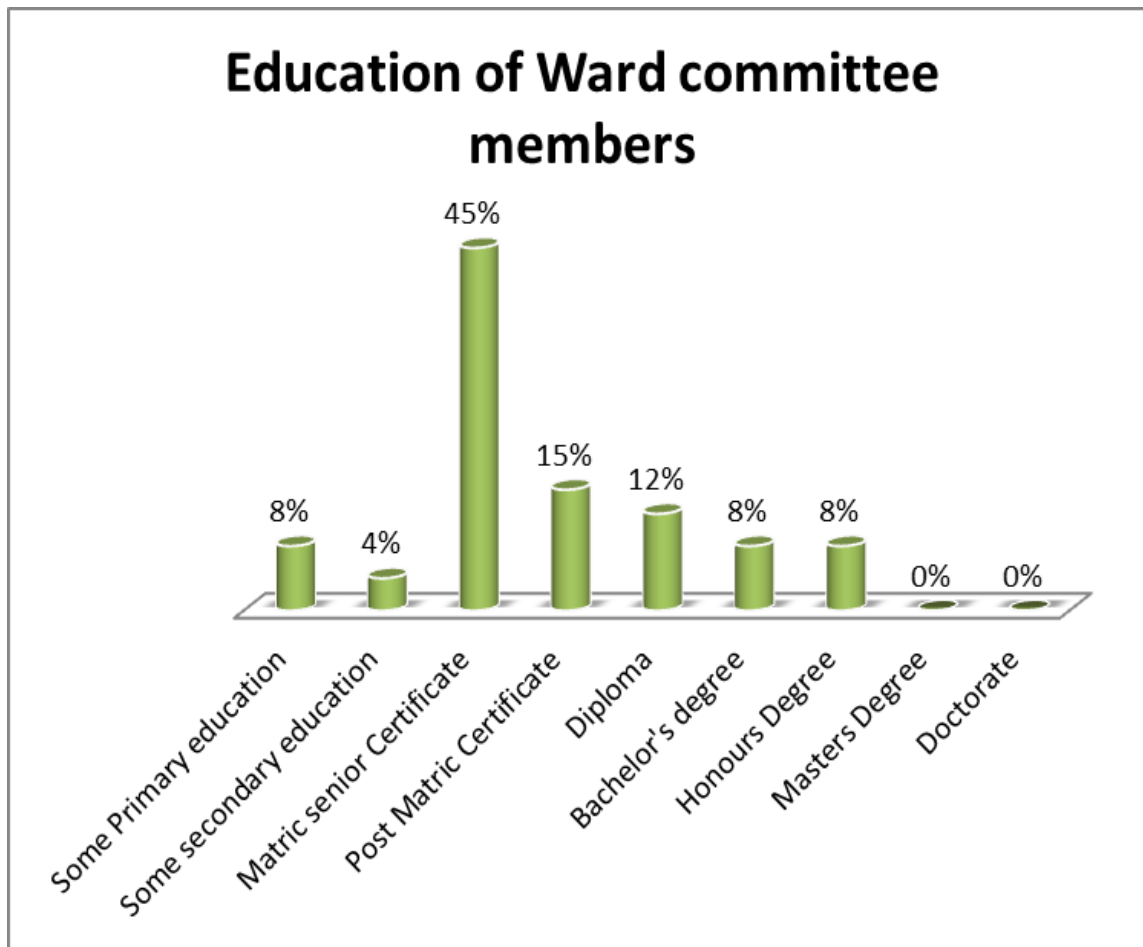


Figure 5.1.1.3 Education of ward committee members

The graph above shows that 12% had the highest education that was less than a matric; 46% of the ward committee members had matric senior certificate as their highest academic qualification; 15% with post matric certificate; 11% with Diplomas; 8% with Bachelor's degrees, and 8% with Honours degree. None had masters and doctoral degrees.

#### 5.1.1.4 Education of officials

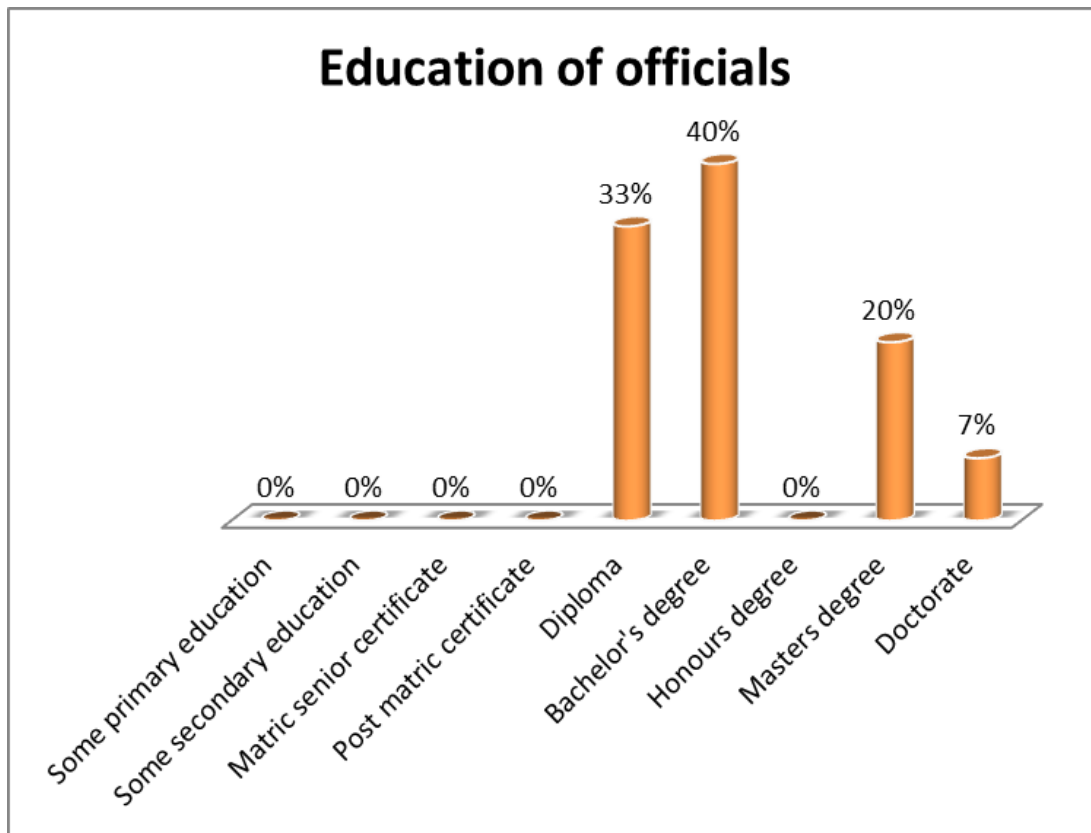


Figure 5.1.1.4 Education of officials

The graph above presents the education level of officials of the municipality who participated in the study. The graph shows that 33% of the participants have diplomas as their highest academic qualifications, 40% had bachelor's degrees; 20% had master's degrees; and 7% had doctorate degrees.

## 5.1.2 Number of years in current position

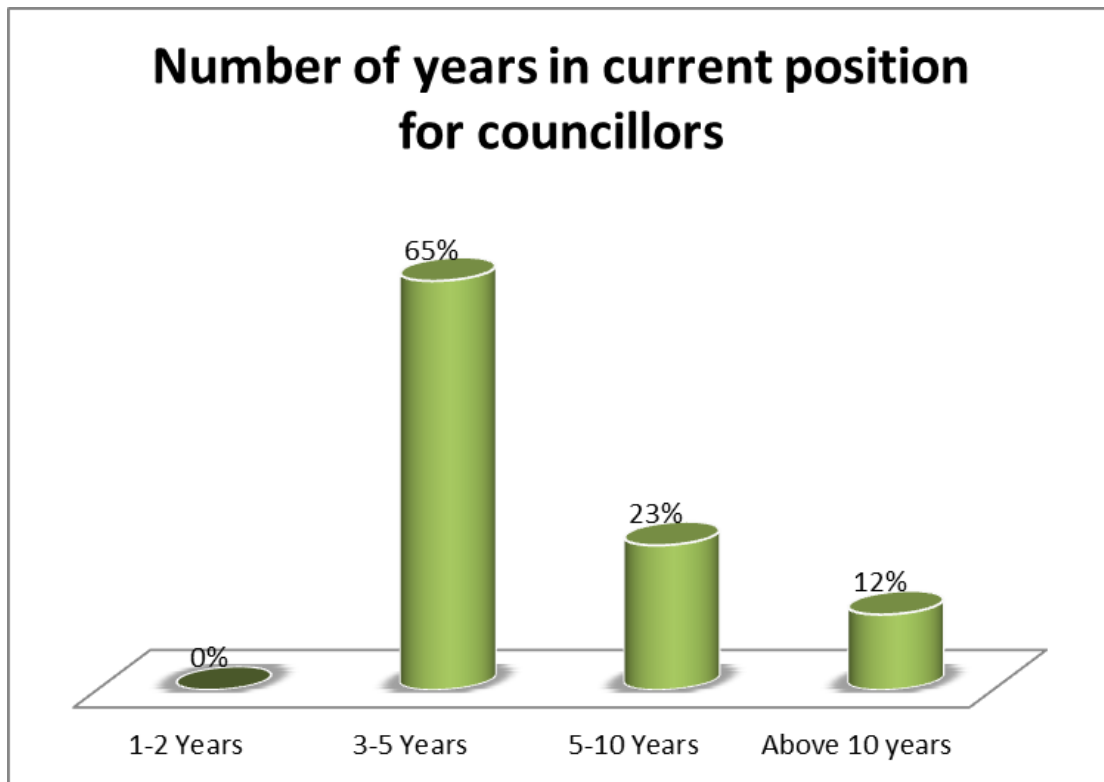


Figure 5.1.2 Number of years in current position for councillors

Figure 5.1.2 above shows that 65% of the councillors (ward and PRs) have been in their current position for 3 – 5 years. In municipal terms of 5 years these councillors were serving their first term as councillors. 23% of the councillors were on their second term of being councillors (5 -10 years), and 12% of councillors were in their third term of being councillors.

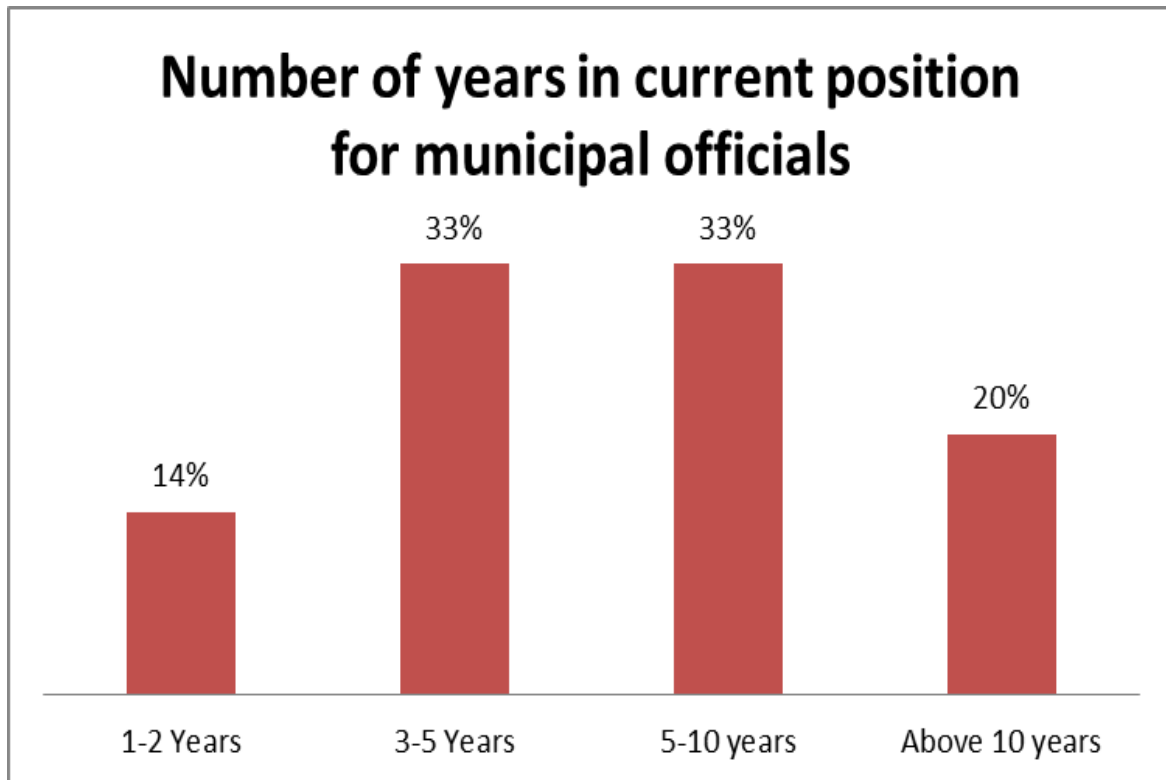


Figure 5.1.3: Number of years is current position for municipal officials

Figure 5.1.3 above shows that 14% of officials had been in their current position for between 1 and 2 years, 33% had between 3-5 years, 33% had been between 5-10 years and 20% were above 10 years in their current positions. All the 4 directors at the municipality who participated in this study have been in their current position for less than 5 years.

#### 5.1.4 Gender representation of the study participants

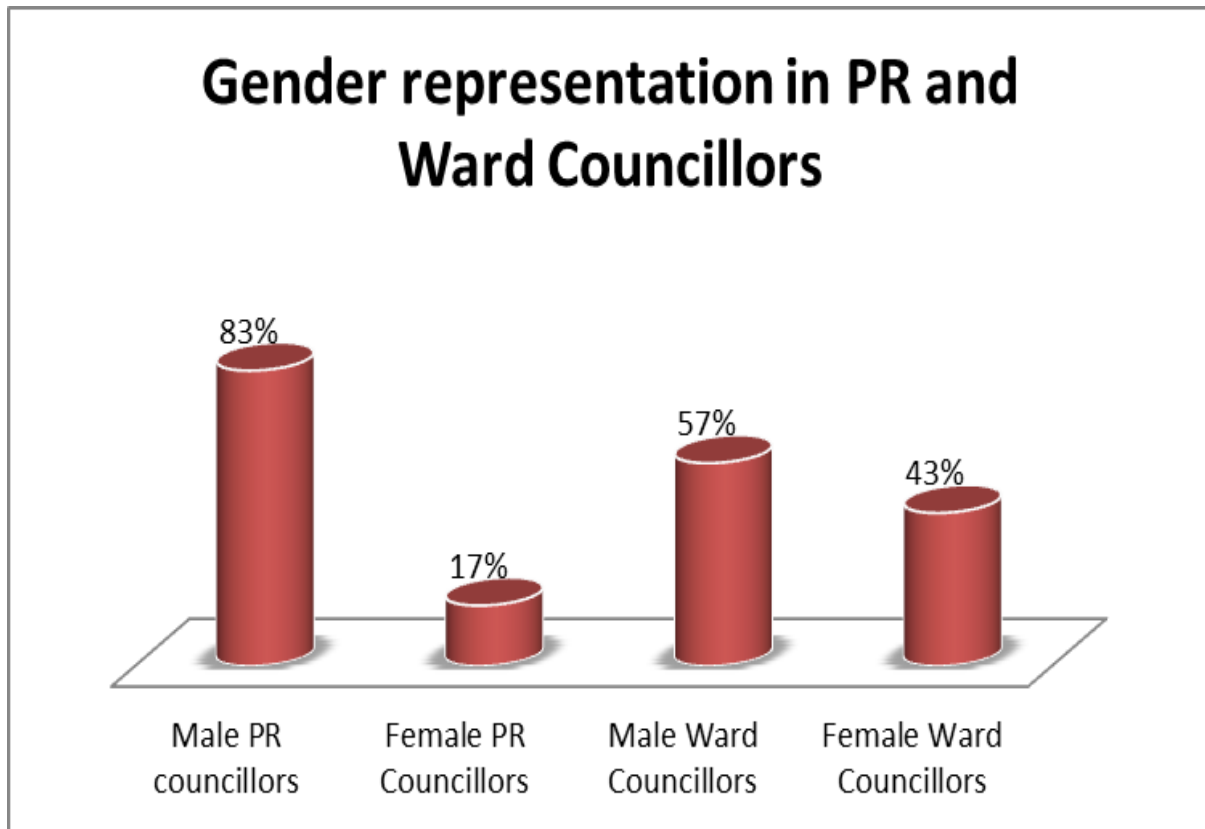


Figure 5.1.4a Gender representation of the study participants

Figure 5.1.4a above shows that 83% of the PR councillors are males and 17% are females. In ward councillors 57% were males and 43% being females. The graph shows a domination of male councillors in both ward and proportional representation, but especially so in PR councillors



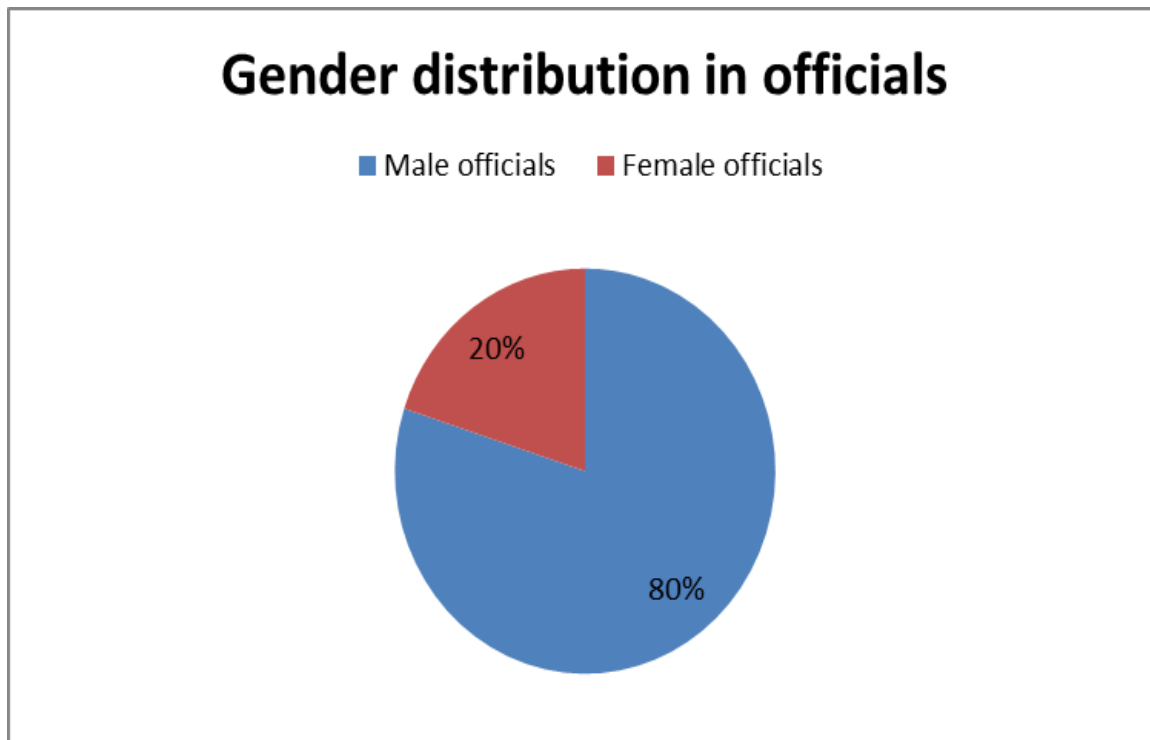


Figure 5.1.4b: Gender distribution of officials

Figure 5.1.4b above presents the gender representation of the officials who participated in the study. Of the officials interviewed, 80% were males and 20% were females. This shows a domination of males in the municipality. Of the 4 directors in the municipality 3 of them are males and 1 is female.

### 5.1.5 Previous job's relevance to current job

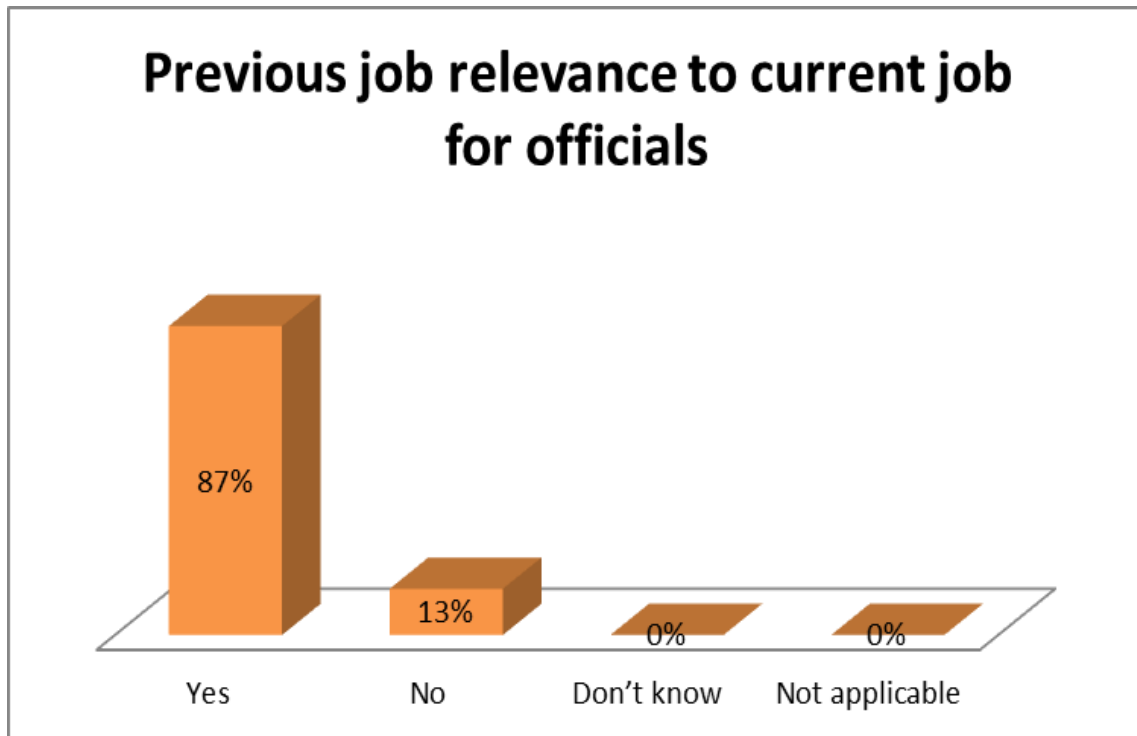


Figure 5.1.5a: Previous job relevance to current job for officials

The participants were asked if their previous job had prepared them for their current job. Figure 5.1.5a above shows that 87% of the participants believed that the skills and experience at their previous job has prepared them for their current position while 13% reported that their previous job did not prepare them for their current job. The reasons given by those who felt their previous job prepared them for their current role were either their new position was a change of position title or promotion to hire position. Examples of previous and current jobs include, Human Resource Practitioner to Human Resource Manager, supply chain officer to Supply Chain Manager, Disaster officer to fire manager, Land use manager to water and sanitation manager.

The 13% who reported that their previous job did not prepare them for the current job, cited reasons such as being a teacher and now being a Regional Manager facilitating all

service delivery activities in a group of wards, and someone coming from Human Resources to Supply Chain Manager. 93% of participants' previous jobs were with the same municipality, while 7% was from another municipality.

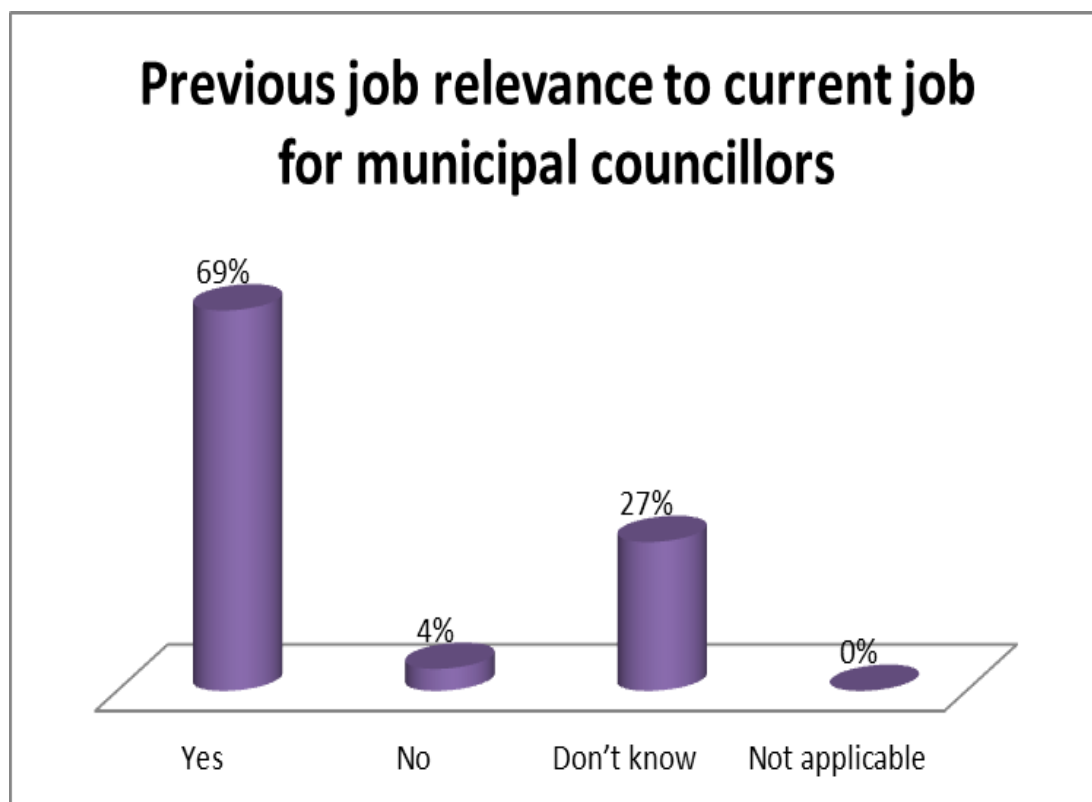


Figure 5.1.5b: Previous job relevance to current job for councillors

Figure 5.1.5b above shows that 69% of councillors reported that their previous job's experience prepared them for the current role, 4% reported that their previous role did not prepare them for the current role, while 27% this question did not apply. The reason for this question not to apply to 27% of the councillors is that they reported that they had never worked before or have done jobs such as domestic worker and sales person at furniture shops.

Of the 69% of participants who reported that their previous job had prepared them for their current job, 44% of them came from the teaching profession. 4% though coming from the teaching profession felt their previous jobs did not prepare them for the current job.

#### 5.1.6 Involvement in financial management councillors and officials

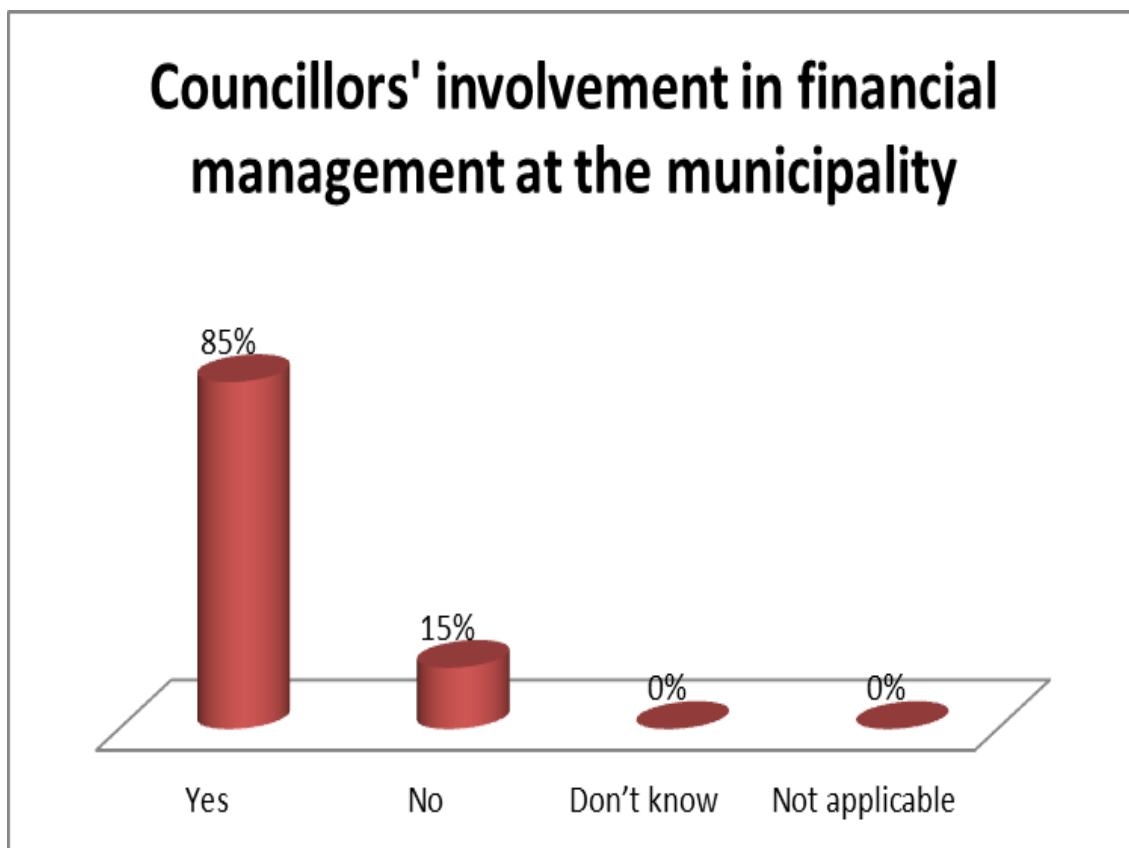


Figure 5.1.6a: Councillors' involvement in financial management

The councillors were asked if they were involved in financial management in their current role. Figure 5.1.6a above shows that 85% of the councillors reported that they were not involved in financial management in their current role, and 15% reported that they were

involved in financial management. Those who reported to be involved in financial management were asked to describe their role and the following reasons were reported:

- “I serve in the municipal finance committee which scrutinizes all financial documents before they can go to the council for approval”
- “My role is only in the approval of budgets at the council level”
- I sit in the finance portfolio committee which provides finance direction to the municipality”
- “As a Proportional Representation councillor I sit in the Municipal Public Finance Committee (MPAC)”

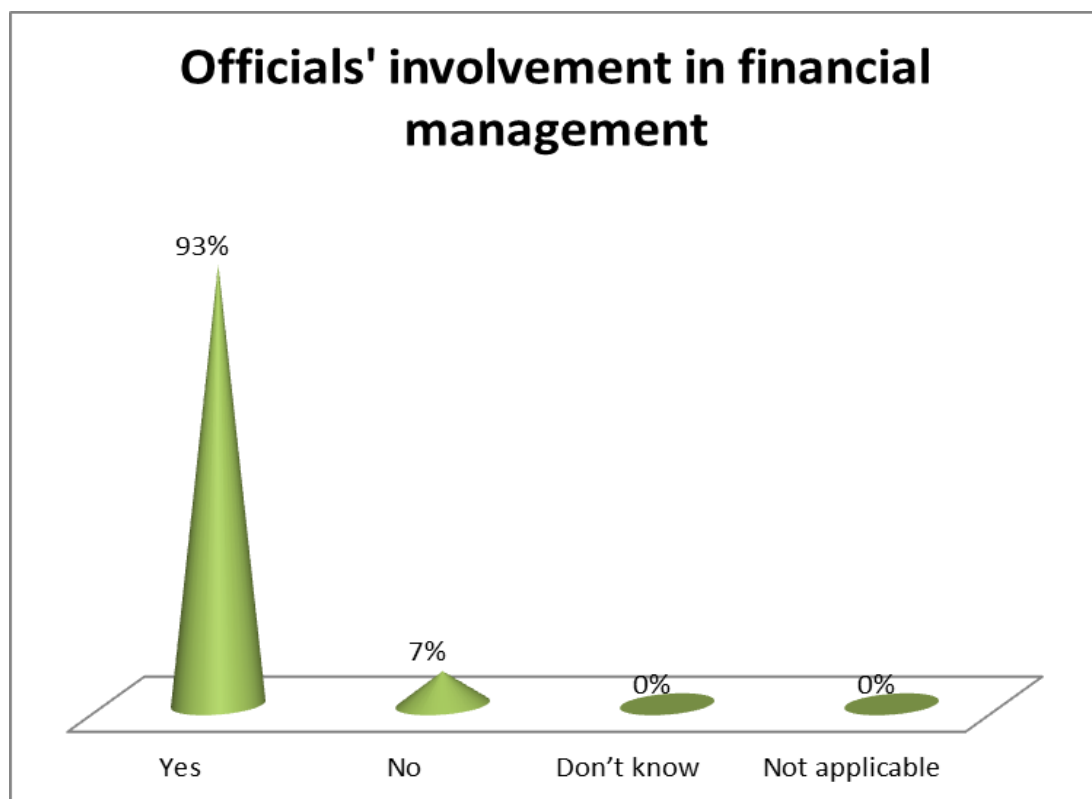


Figure 5.1.6b: Officials' involvement in financial management

Figure 5.1.6b above presents findings for officials of the municipality's involvement in financial management. 93% of the officials reported that they were involved in financial management in their current role and 7% reported to have not been involved in financial management. The following reasons were given as a way of describing their involvement in financial management:

- “As a director I oversee a department with numerous projects which have financial management obligation attached to them”
- “As a manager I manage the budget allocated in my sub-directorate”
- “I deal with financial compliance as a supply chain manager, this therefore involves financial management”
- “I manage budget allocated to projects”

#### 5.1.7 Financial training before appointment to current position

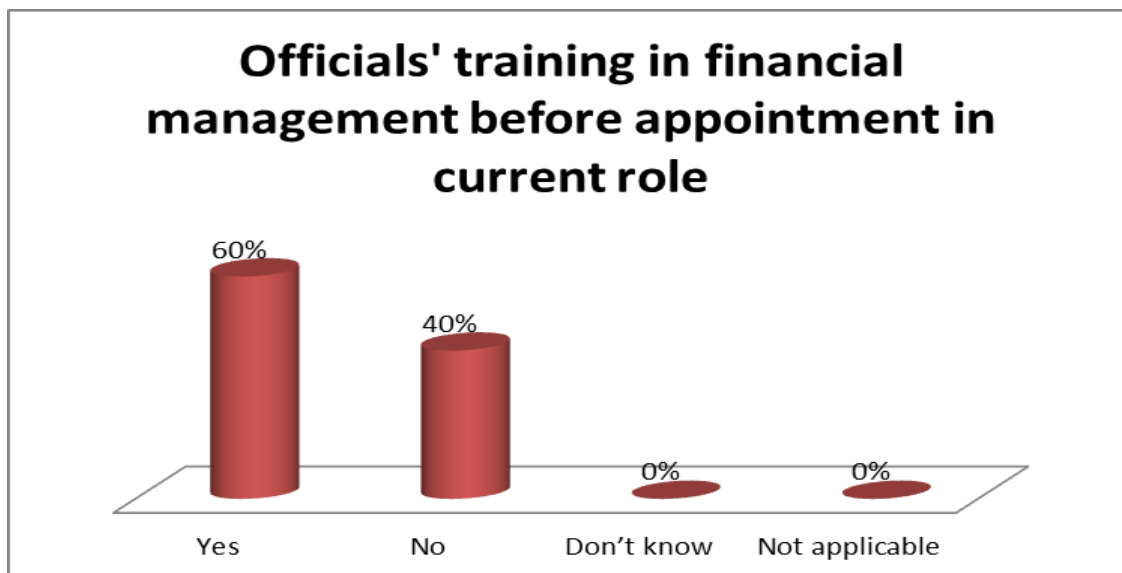


Figure 5.1.7a: Officials' training in financial management before current position

Participants were asked if they had financial training before they were appointed to their current position. Figure 5.1.7a shows 60% of the officials reported that they were trained of financial management, with 40% reported that they were not trained in financial management. The participants who reported that to have been trained in financial management reported that they were trained by the municipality when they were in their previous position. They reported that the municipality sent them to University of Witwatersrand and University of Pretoria for financial management studies.

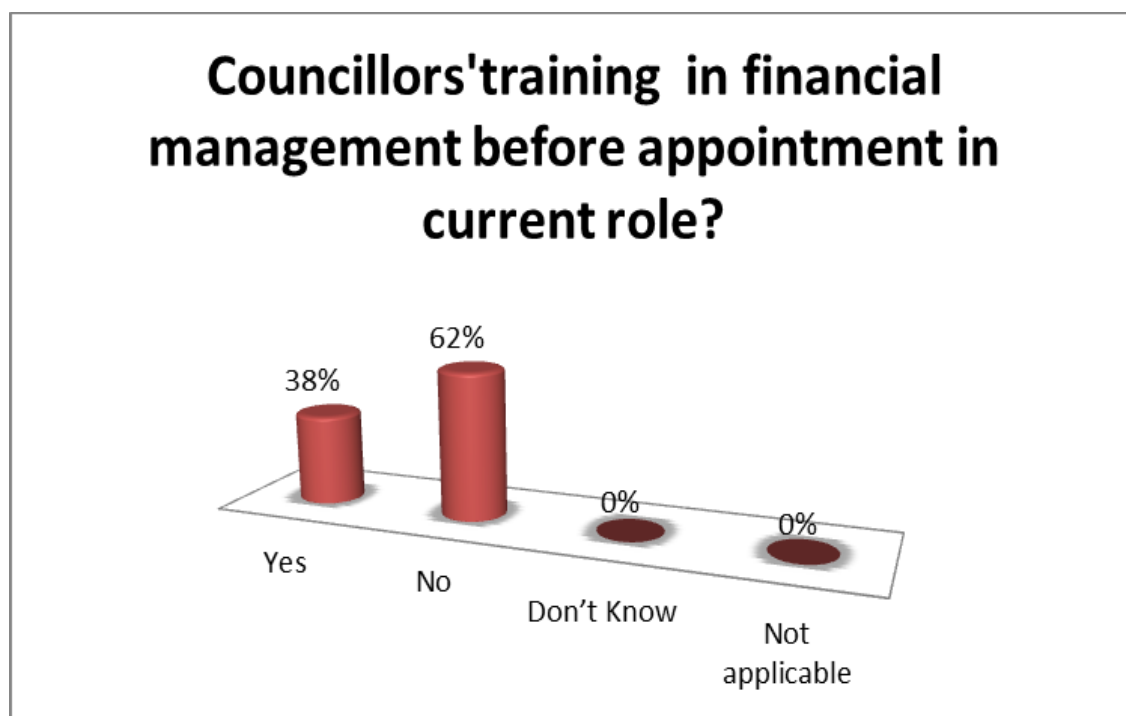


Figure 5.1.7b: Councillors' training in financial management

The graph above presents findings of councilors' training on financial management. 62% of the councillors reported that they were not trained in financial management before they took on their current role. 38% of the councillors reported that they were trained on financial management before they took on their current role. Those who were trained on

financial management were all returning councillors who were either on their second term or third term in their positions.

#### 5.1.8 Importance of financial management training in current role

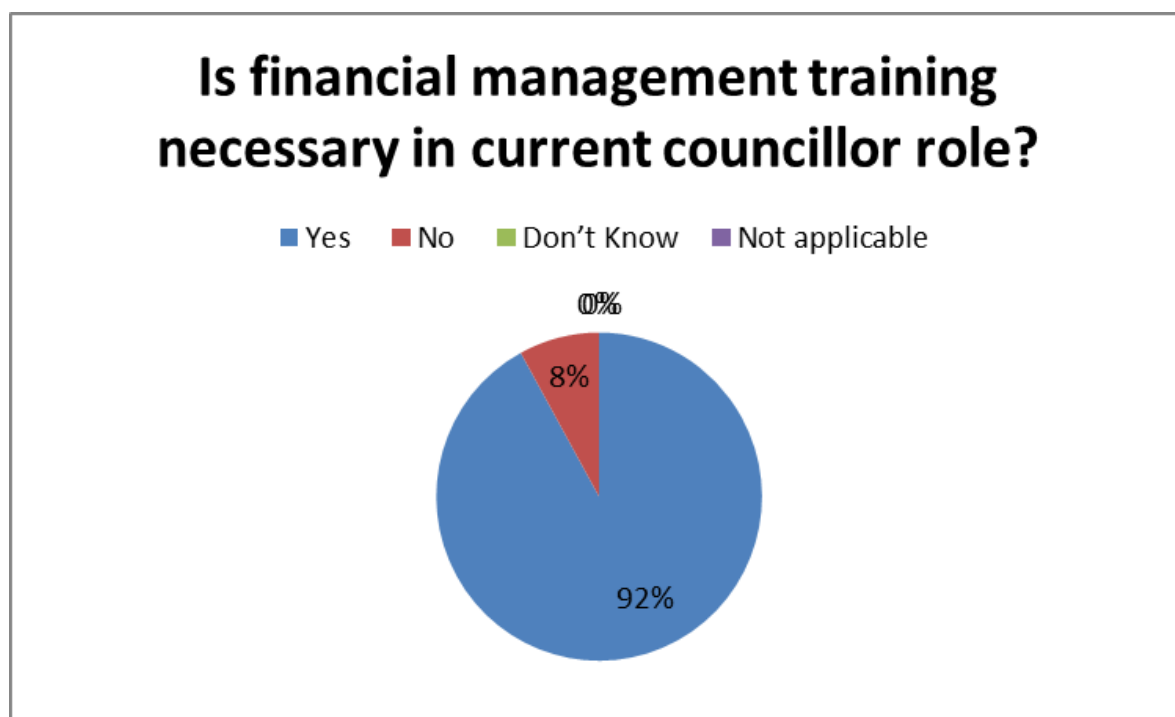


Figure 5.1.8a: Financial management training in current role as a councillor

Councillors were asked if they think training in financial management was necessary in their current role. Figure 5.1.8a shows 92% of the councillors reported that training on financial management was necessary in the current role, while 8% reported that financial management was not necessary. Those who reported that it was necessary in their current role provided the following reasons to motivate their response:

- “Financial training enables me to provide financial oversight to the municipality”



- “I sit in a finance portfolio committee but I do not have the skills to determine if the information being presented is accurate and do not have any means to detect any non-compliance or financial mismanagement”
- ‘If you do not know how municipal finances are managed you will not do your job properly at the community level”
- “As we play an oversight role to the administration we need to have the capacity to interpret financial statements so as to guard against any financial mismanagement”.

For those who reported that financial management training was not necessary provided the following reasons:

- “I don’t do any finance related work”
- “Only political office bearers should be trained on finance”



Figure 5.1.8b: Financial management training in current role as an official

Figure 5.1.8b above shows that 100% of the officials reported that financial management training was necessary in their current role. The following reasons have been reported as a motivation for their response:

- “There is a need for me to understand financial management principles so as to ensure compliancy to relevant financial management legislation”
- “It is a legislative requirement for all managers to be trained on financial management”
- “As a budget manager I need to be well conversant with financial management to ensure that I use government funds in a manner that complies with parameters set by law”
- “No one can function well at this level without good financial management training”
- “We monitor project implementation and we need to know how to ensure that funds are used in a responsible manner. We can only do this if we are financially trained”

### 5.1.9 Training on Municipal Finance Management Programme

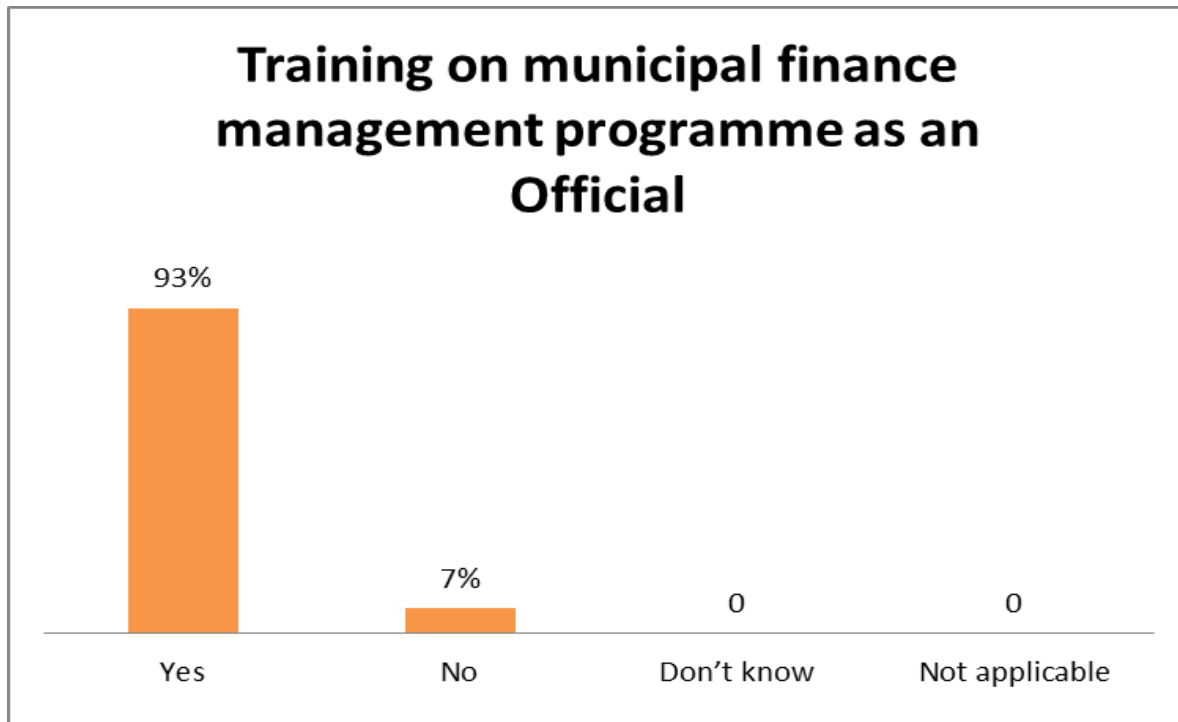


Figure 5.1.9a: Training on Municipal finance management as an official

The participants were asked if they were training in a Municipal Finance Management Programme. Figure 5.1.9a above shows 93% of the participants reported that they were trained on the programme. The participants reported that the municipality has enrolled them with the University of Witwatersrand, University of Pretoria and North West University. The 7% who were not trained of the municipal finance programme was as a result of being less than a year in their role.



Figure 5.1.9b: Training on Municipal finance management as a councillor

Figure 5.1.9b above shows that amongst the councillors who participated in the study, 85% have not been trained on municipal finance management programme, and only 15% reported to have been trained. The 15% who reported to have been trained were all Proportional Councillors. 3 of the four councillors who reported to have been trained on municipal finance management programme have reported to have been trained by a service provider organized by the municipality while one reported to have been trained at the time he was an MEC.

**5.1.10 Participants' thoughts about making it mandatory for municipal officials to be trained in municipal finance management.**

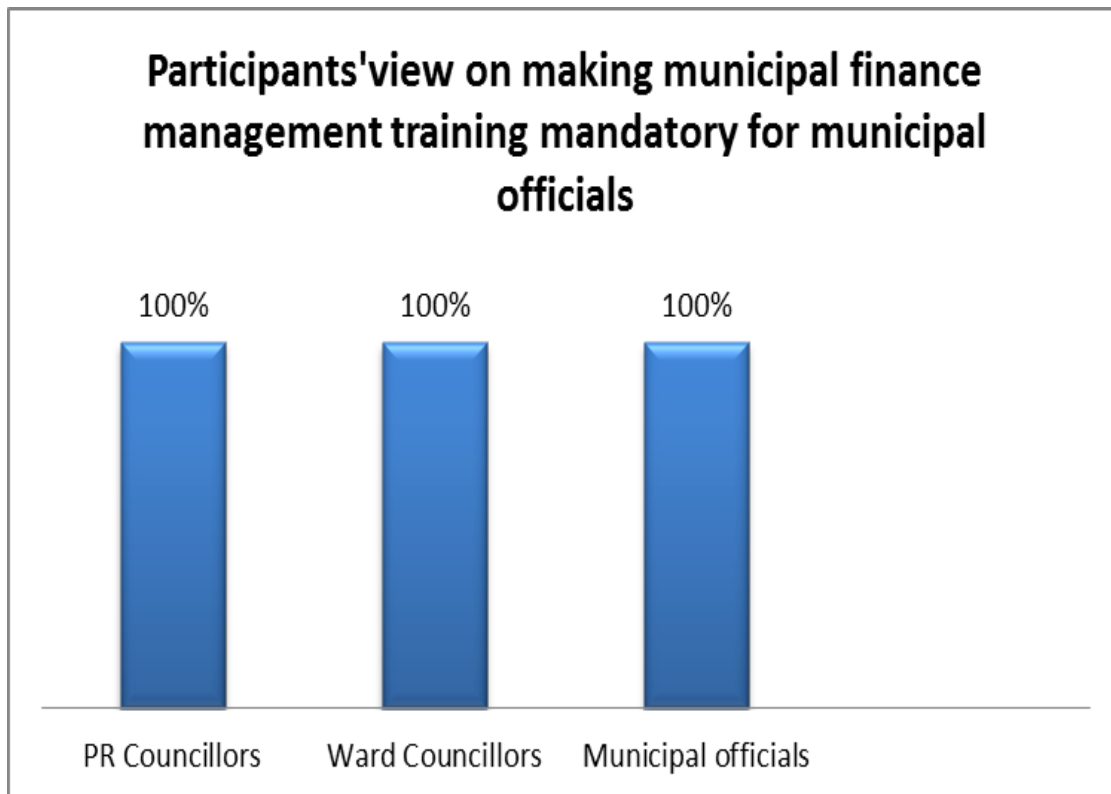


Figure 5.1.10: Participants' view on making municipal finance management training mandatory for municipal officials

Figure 5.1.10 above shows that 100% of participants in PR councillors, Ward Councillors and municipal officials reported that it should be made mandatory for officials of the municipality to be trained on municipal finance management. Some of the reasons given to motivate their responses are:

- "Municipal officials are involved in planning and implementation of projects and they can only function effectively if they are financial trained on municipal finances"

- “There was poor finance management in this municipality hence it was placed under administration. Making municipal finance training management to municipal officials can improve finance management at this municipality”
- “Municipal finances will be managed properly if officials are properly trained:”
- “Municipal officials are responsible for municipal expenditure and need to be well trained in finance”
- “It is legislated that all managers in the municipality to be trained on Municipal finance programme. How we have managers who have not been trained is a shock”
- “Training of Municipal Finance Management Act (MFMA) is mandatory for all managers to be trained”

#### 5.1.11 Do you think you are given space to do your job without any interference?

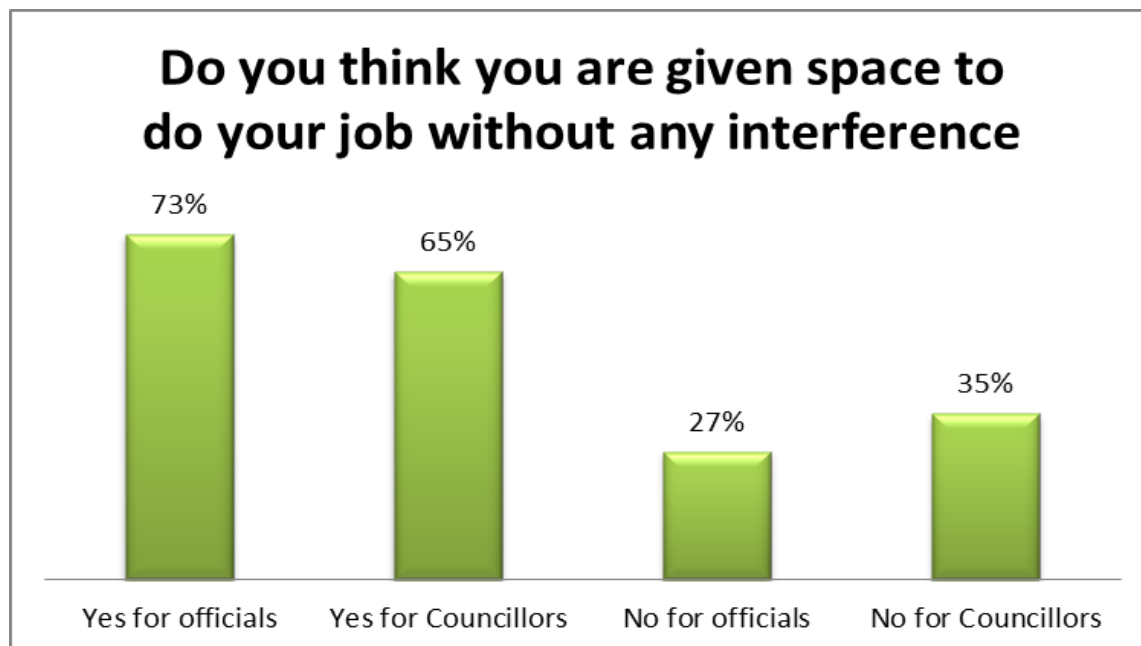


Figure 5.1.11: Are you given space to do your job without interference

The participants were asked if they thought they were given space to do their jobs without any interference. Figure 5.1.11 above shows 73% of the officials and 65% of councillors reported that they were given space to do their job without any interference, while 27% of officials and 35% of councillors reported that they were not given space to do their job without any interference. Those councillors who reported to be not given space cited the following reasons for their response:

- “The interference depends on the project you are working on. If the project you are working on involves a lot of money there will be massive interference”
- “Local government is in a political space and highly infested. Some problems are caused by our political leaders in structures above us. They often dictate decision that we sometimes do not agree with. To be politically disciplined we push for those decisions”
- “We are often forced to support political mandate which may not be in the best interest of the municipality”
- “Politics in the municipality hinders my work. Service delivery is sometimes deprived to certain wards for political reasons though the projects for those wards have been planned and budgeted for”
- “We operate in an environment where there are rules to be followed. Often rules are twisted to serve the interest of the ruling party”
- “There are lots of things which are hidden from opposition parties. We are therefore unable to do our job”
- “The ward councillor doesn’t give me space to support the ward despite coming from the same political party. I am never informed of meetings in the ward. Being a PR councillor I have nothing to do other than attending council meetings”

For officials who reported that they were not given space to do their job cited the following to motivate their response:

- “Restrictions to budget though allocated. Often funds are moved to non-essential projects which were not planned and are not in the IDP”
- “Ward councillors often influence communities not to accept certain projects and communities make demands on how the project should be implemented”
- I am occupying an important position at the municipality which deals with supply chain. Many people have an interest in my work and there is a lot of interference”
- I deal with budgeting and I meet a lot of interference as I’m often instructed to move funds around without any reason provided”

#### 5.1.12 Training attended in the last 12 months aimed at developing capacity to do job

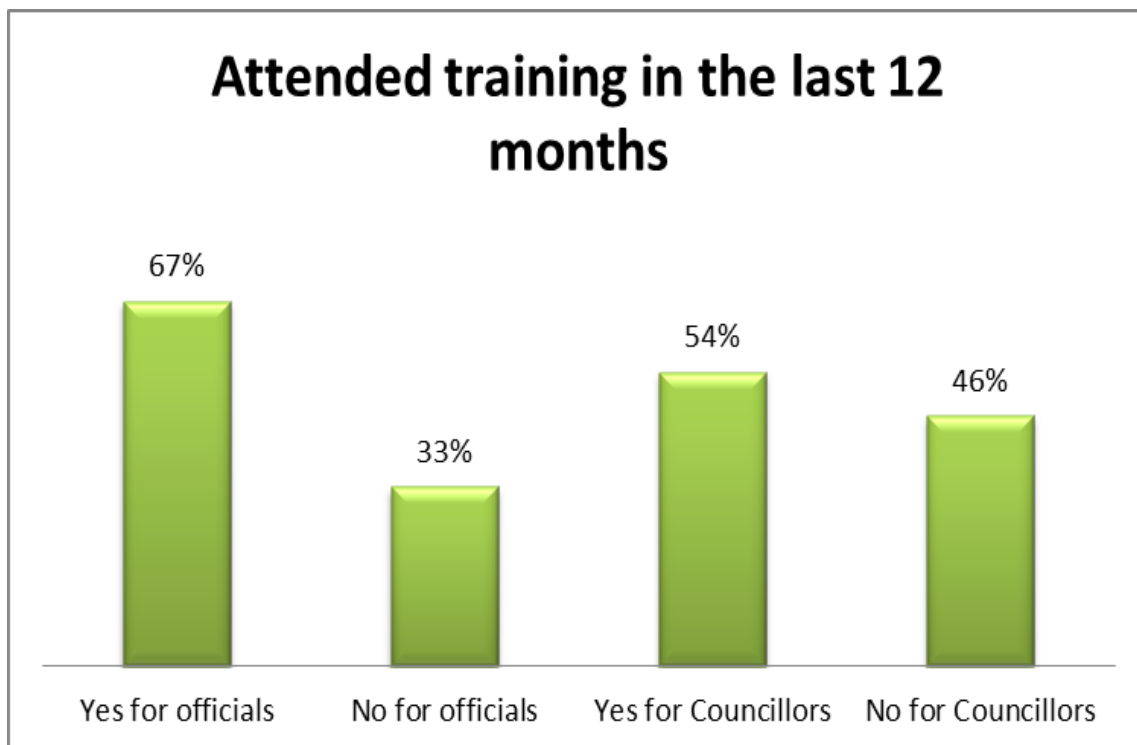


Figure 5.1.12 Attended training in the last 12 months



The participants were asked if they had attended training in the last 12 months aimed at developing their capacity to do their job. Figure 5.1.12 above shows 67% of the officials and 54% of the councillors reported that they had attended some form of training in the last 12 months. Those who attended training reported that it was paid for by the municipality. 33% of officials and 46% of councillors reported to have not attended any form of training in the last 12 months.

This group was asked when last they attended any training. Many councillors reported that they only attended training in 2011 after they were elected in 2011. These were often opposition councillors. Some of the councillors claimed “the ruling party only sends its councillors to training and as opposition parties are not informed of any training opportunities”.

#### 5.1.13 Any training the participants would like to attend.

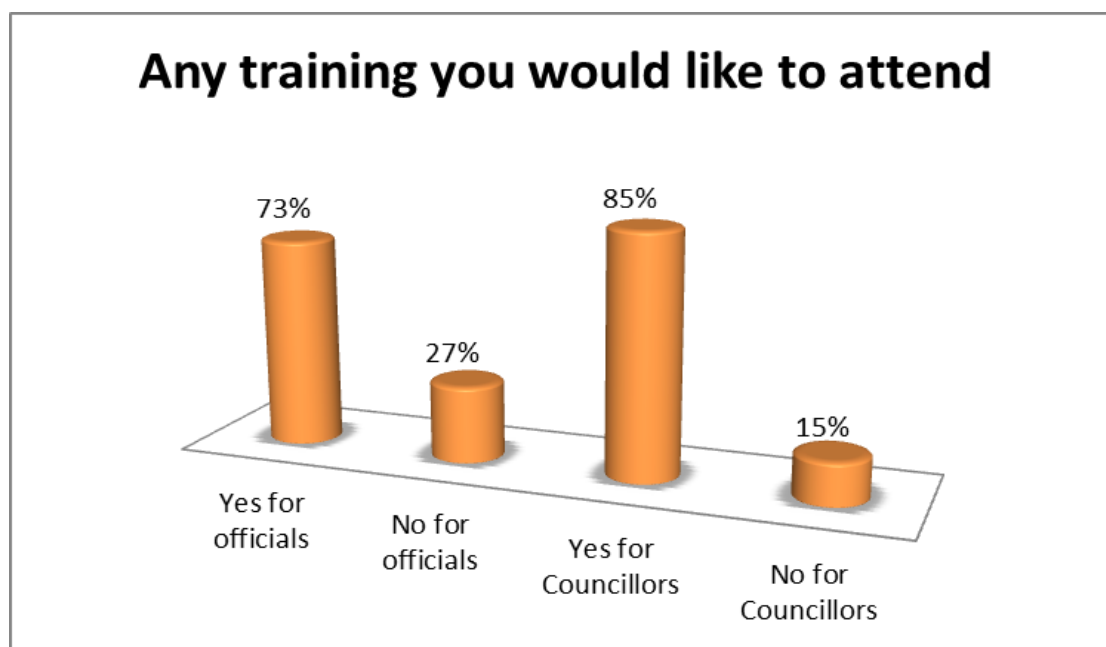


Figure 5.1.13: Any training you would like to attend

Participants were asked if there was any training they would like to attend which in their view would improve their job performance. Figure 5.1.13 shows 73% of officials and 85% of councillors reported that there was training they would like to attend, while 27% of officials and 15% of councillors reported that there was no training they would like to attend.

The participants who reported they would like to attend training identified the following as types of training they would like to attend: financial management; local government legislation; community development; leadership and management; public management; business management; municipal governance; computer skills; infrastructure costing and management; record management; basic research methodologies; project management; and conflict management.

#### 5.1.14 Does your current position require a performance contract?

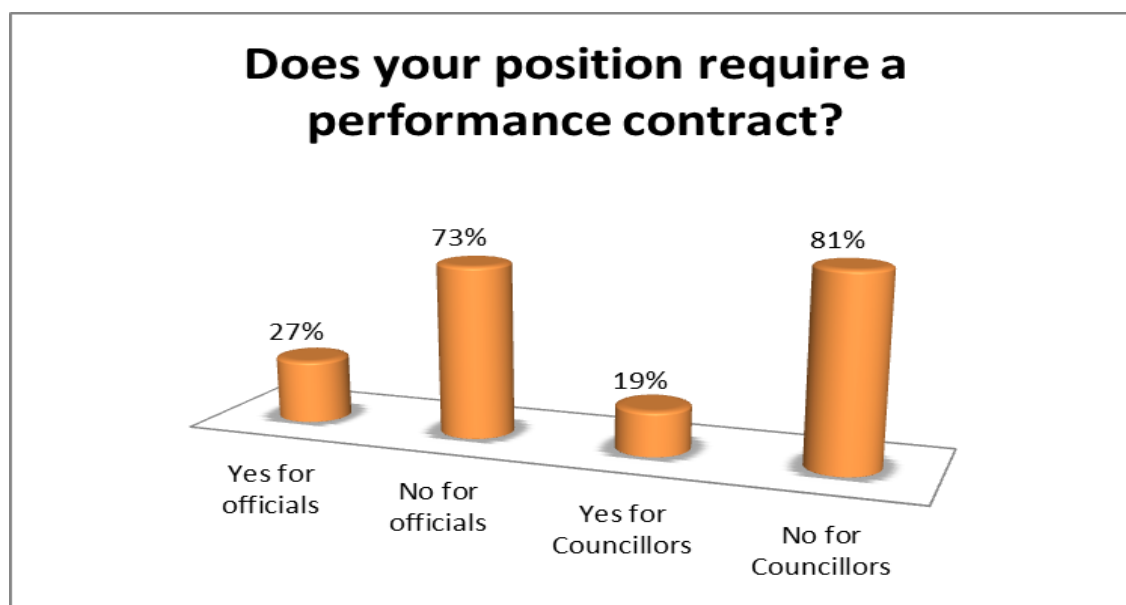


Figure 5.1.14 Performance contracts at current position

The participants were asked if their current position required them to have a performance contract. Figure 5.1.14 above shows that 27% of officials are on performance contracts. 27% of officials are those occupying the director positions. Amongst councillors, 19% reported that they are on performance contracts.

Participants who reported to be on performance contracts were asked to indicate on how many months' interval are their performance contracts reviewed. The officials reported that their contracts are reviewed on a quarterly and annual basis while the councillors reported that their performance is reviewed on annual basis.

5.2 Financial viability of the municipality

5.2.1 Is the municipality doing well in delivering services?

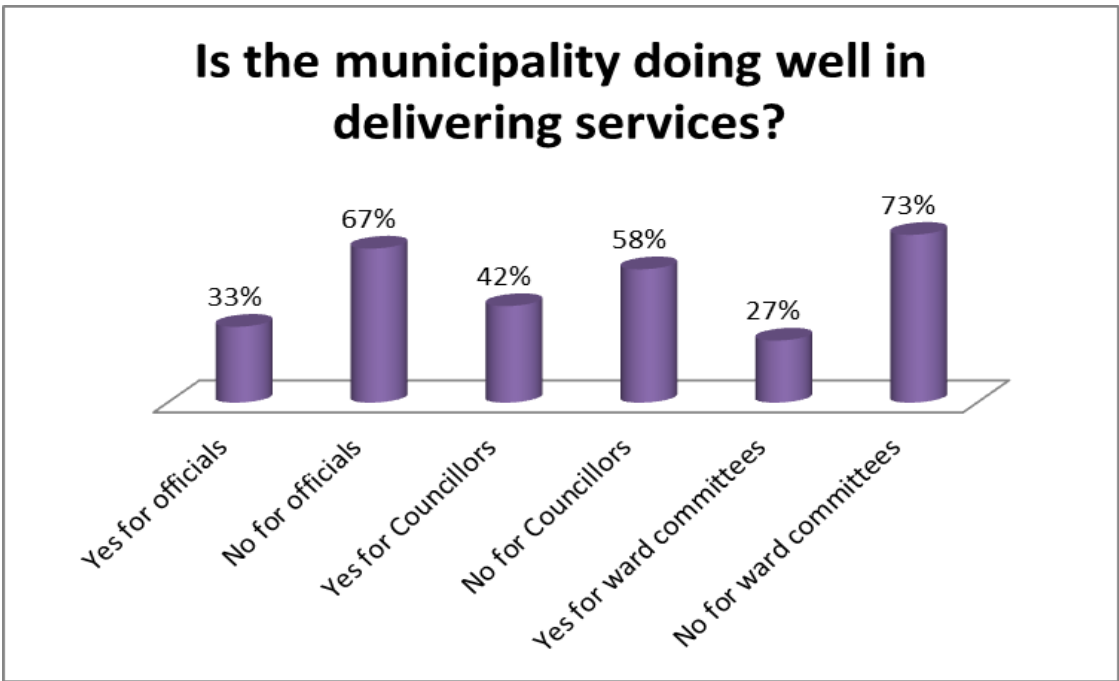


Figure 5.2.1: How is the municipality doing in delivering service delivery?

The participants were asked if in their view the municipality was doing well in delivering services to its citizens. Figure 5.2.1 above shows that 33% of municipal officials, 42% of councillors, and 27% of ward committee members responded that the Bushbuckridge local municipality was doing well in delivering services to its citizens. The majority of participants indicated that the municipality was not doing well in delivering services to the citizens.

Those who reported that the municipality was not doing well in delivering services cited these reasons:

- “ Many villages do not have water and the roads are not in good condition”
- “there is nothing to show that this municipality is capable of delivering any service”
- “We submit the needs of the communities to be included in the IDP but none of those are delivered”
- “Service delivery is delivered during election season so as to fool people that they are delivering”
- “The municipality is selective in the delivery of services. They deliver in certain parts of the municipality”
- “There is poor monitoring and follow up to project implementation”
- “This municipality was placed under administration due to its poor service delivery records. No one can deny that this municipality is not doing well in service delivery”
- “There is poor planning in this municipality hence this poor service delivery”
- “This municipality has received 2 disclaimers and 1 unqualified audit findings 3 years in succession. Under such an environment, no one can claim that the municipality is doing well”

- “Political leadership of the ruling party who are not even sitting in the council are calling the shots. The ruling party regional leadership attends caucus meetings and influence decision of the municipality”
- “Quality of service is not up to scratch and there is no economic benefit to the work the municipality does as the communities are not paying”

### 5.2.2 Municipal financially resourced to deliver services

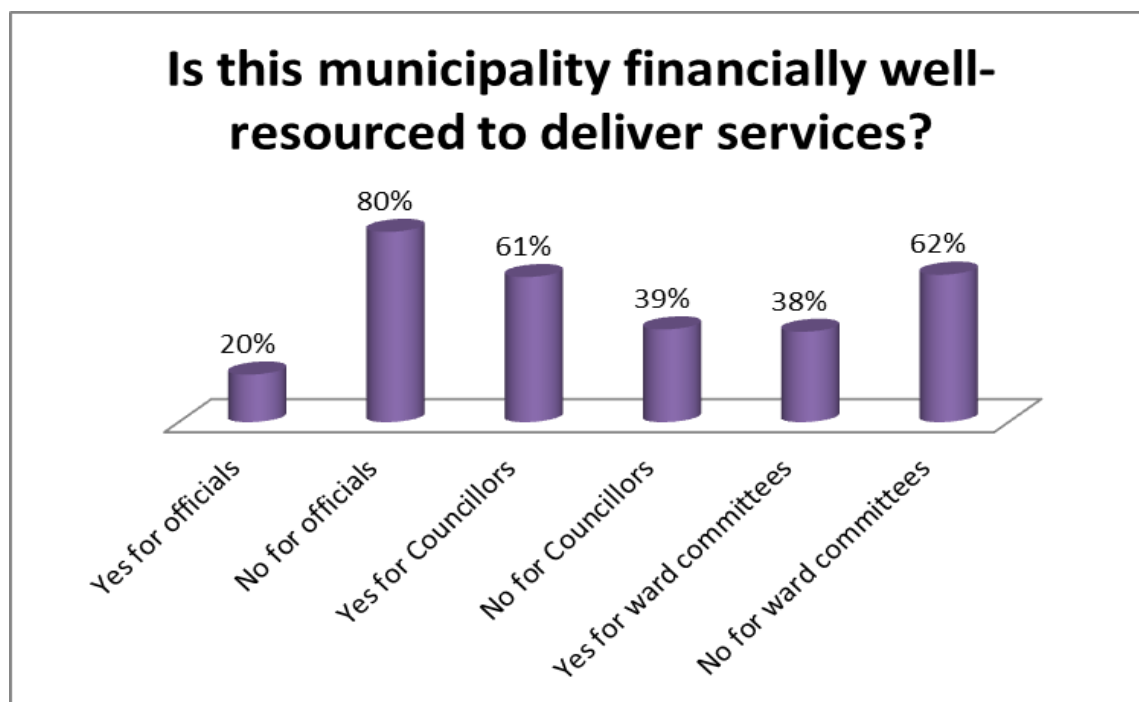


Figure 5.2.2: Municipality and financial resources

The participants were asked if in their view the municipality was financially well-resourced to deliver services. Figure 5.2.2 above shows that 80% of officials, 39% of councillors and 62% of ward committee members responded that the municipality was not financially well-resourced to deliver services. A majority of councillors (61%) responded that the

municipality was financially well-resourced to deliver services compared to 20% for officials and 38% for ward committee members who also responded that the municipality was financially well-resourced.

### 5.2.3 Does the municipality have the capacity to generate income through revenue collection?

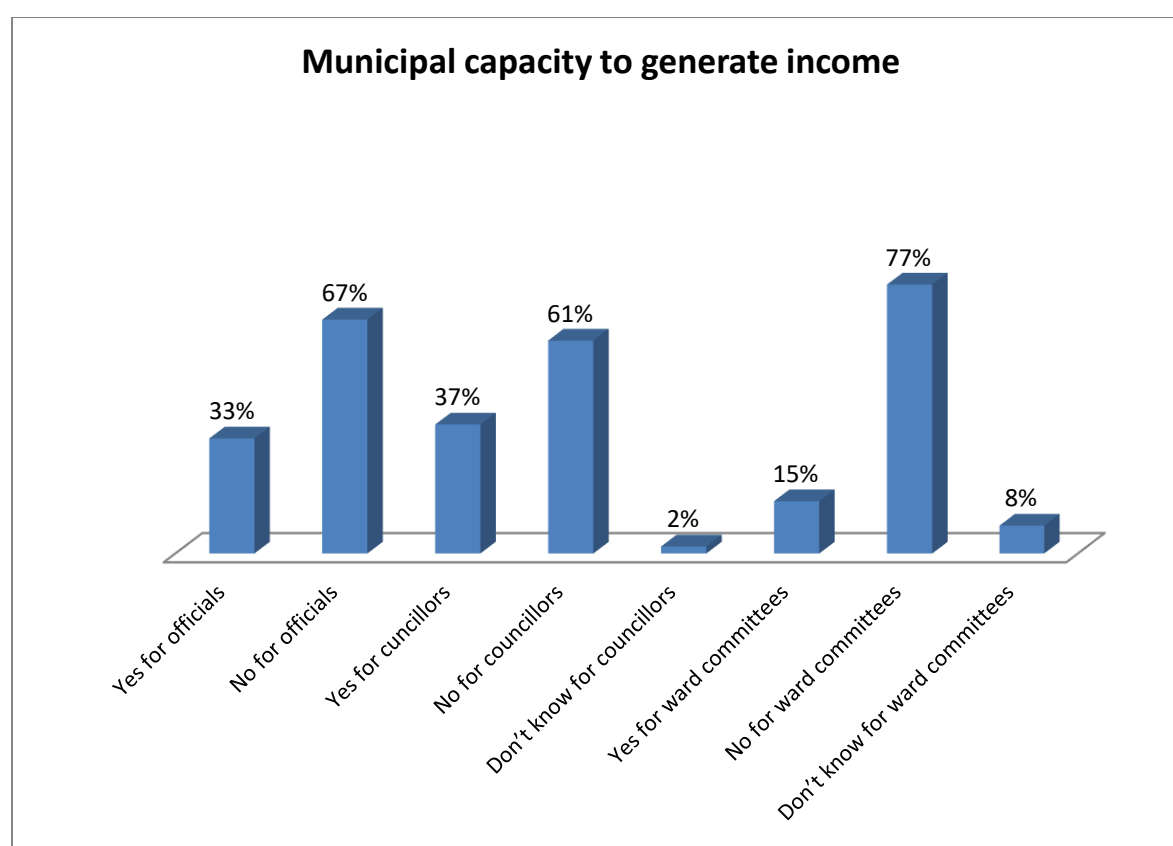


Figure 5.2.3: Municipal capacity to generate income

Participants were asked if the municipality had the capacity to generate income through revenue collection. Figure 5.2.3 above shows that 67% of officials, 61% of councillors and

77% of ward committee members reported that the municipality does not have the capacity to generate income through revenue collection.

Participants were asked to provide reasons for their responses and the following are some of the responses they provided:

- “The municipality’s focus is not in the building a strong service delivery vehicle but in enriching political connected people”
- “There is no infrastructure to enable municipality to collect revenue. For example where water is provided there are no meter readers to enable the municipality to charge consumers”
- “This is a rural municipality and citizens are not able to pay for services such as water due to poverty”
- “We are in a rural setting. We have so many indigents who are to be given free services. This affects the municipal delivery of services and there are fewer people who can pay for services”
- “There is no sufficient tax base. There are few townships who are also not paying for services as there isn't any effective revenue collection system”
- This municipality was declared a nodal point in 2001 which means it is not in a position to raise revenue to complement its revenue”
- “There is no political will to push for revenue collection. Even from companies operating in the municipality we are not collecting including game reserves”

#### 5.2.4 Municipality and an effective system for revenue collection

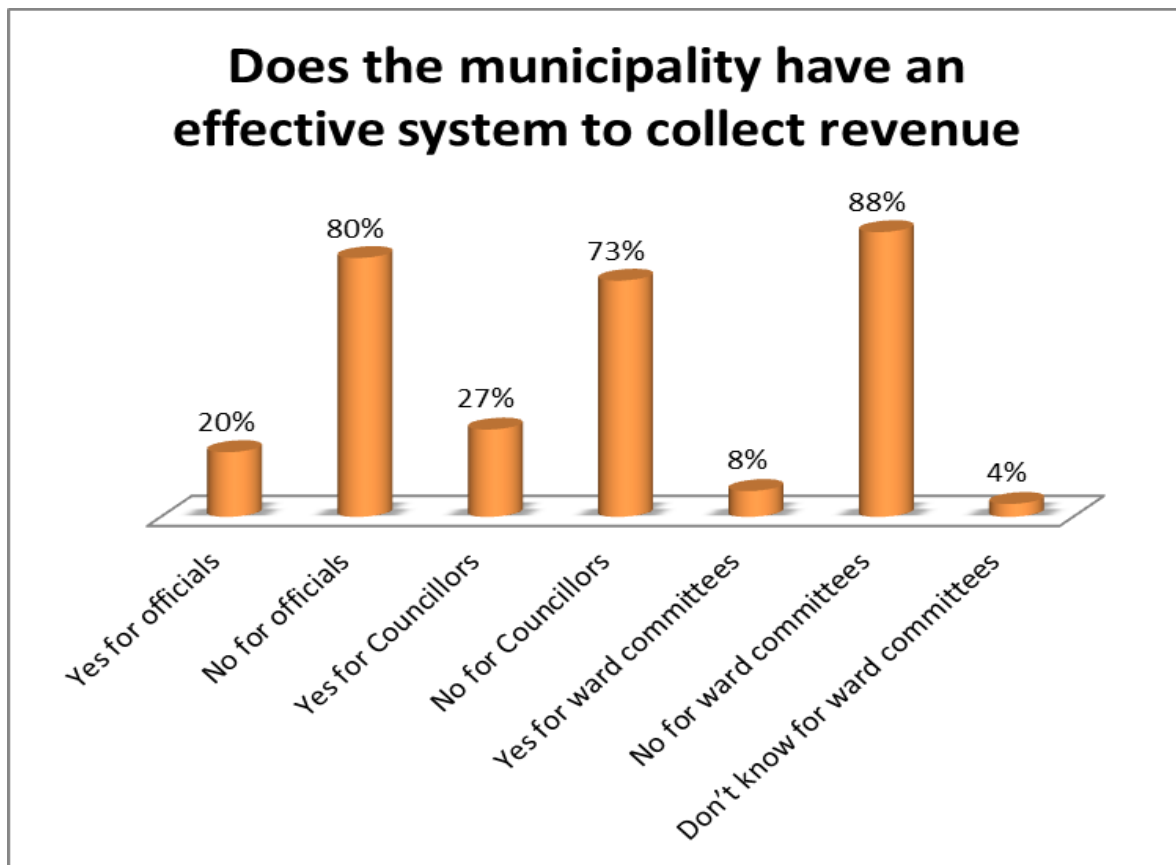


Figure 5.2.4: Municipality and an effective system for revenue collection

Participants were asked if the municipality had an effective system in place to collect revenue. Figure 5.2.4 above shows that 80% of officials, 73% of councillors, and 88% of ward committee members reported that the municipality did not have an effective system to collect revenue. Those who reported that the municipality had an effective system were 20% of officials, 27% of councillors and 8% of ward committee members.



### 5.2.5 Involvement in IDP development

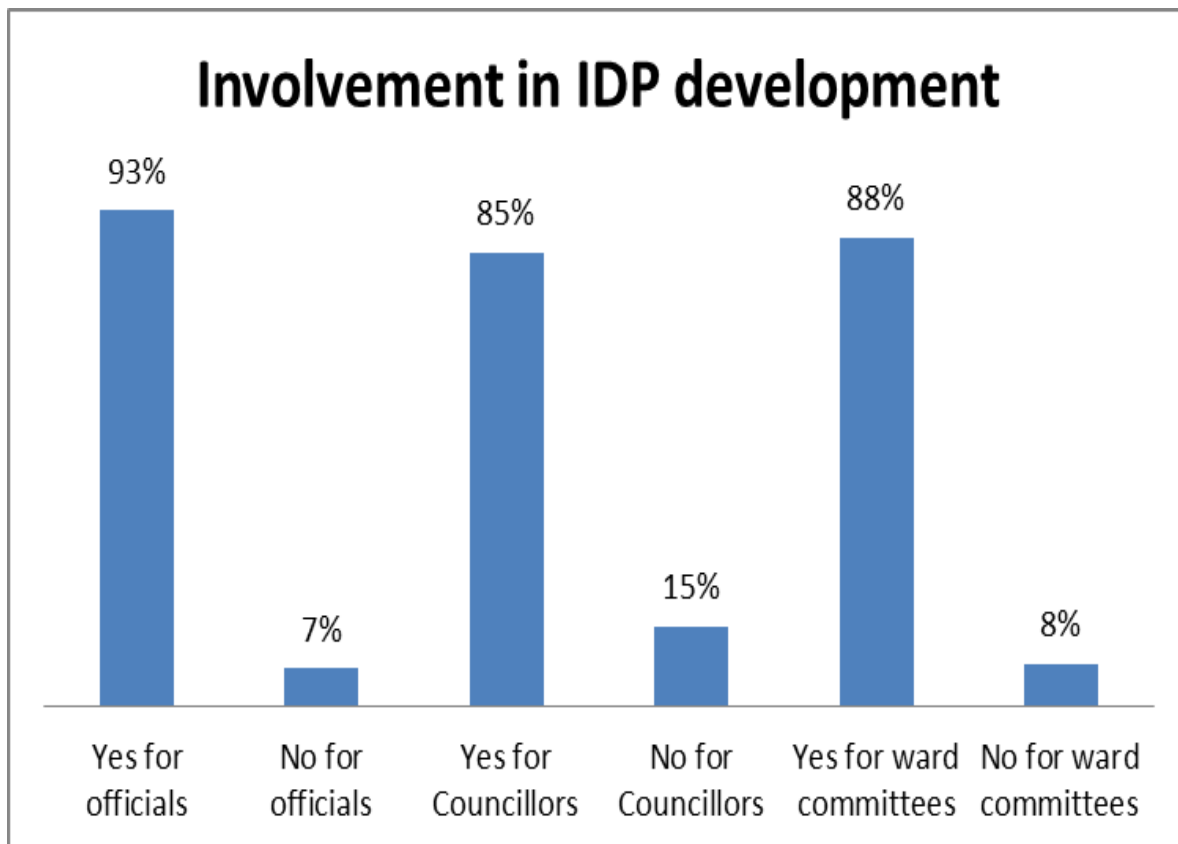


Figure 5.2.5: Involvement in IDP development

The graph above presents findings of participants' involvement in the development of the IDP of the municipality. Figure 5.2.5 above shows 93% of officials, 85 percent of councillors, and 88% of ward committees reported to have been involved in the development of the IDP. 7% of officials, 15% of councillors, and 8% of ward committee members reported to have not been involved in the development of the IDP.

Those participants who reported to have been involved were asked to describe their role and the following responses were reported:

- Councillors and ward committee members reported that they were involved in the development of community based plans (CBPs), submission of community needs to the municipality and participate in public participation meetings organized by the municipality.
- Officials reported that they were involved in IDP steering committees of the municipality, costing of the IDP and facilitate public participation gatherings.

#### 5.2.6 Was community involvement in the development of the IDP sufficient?

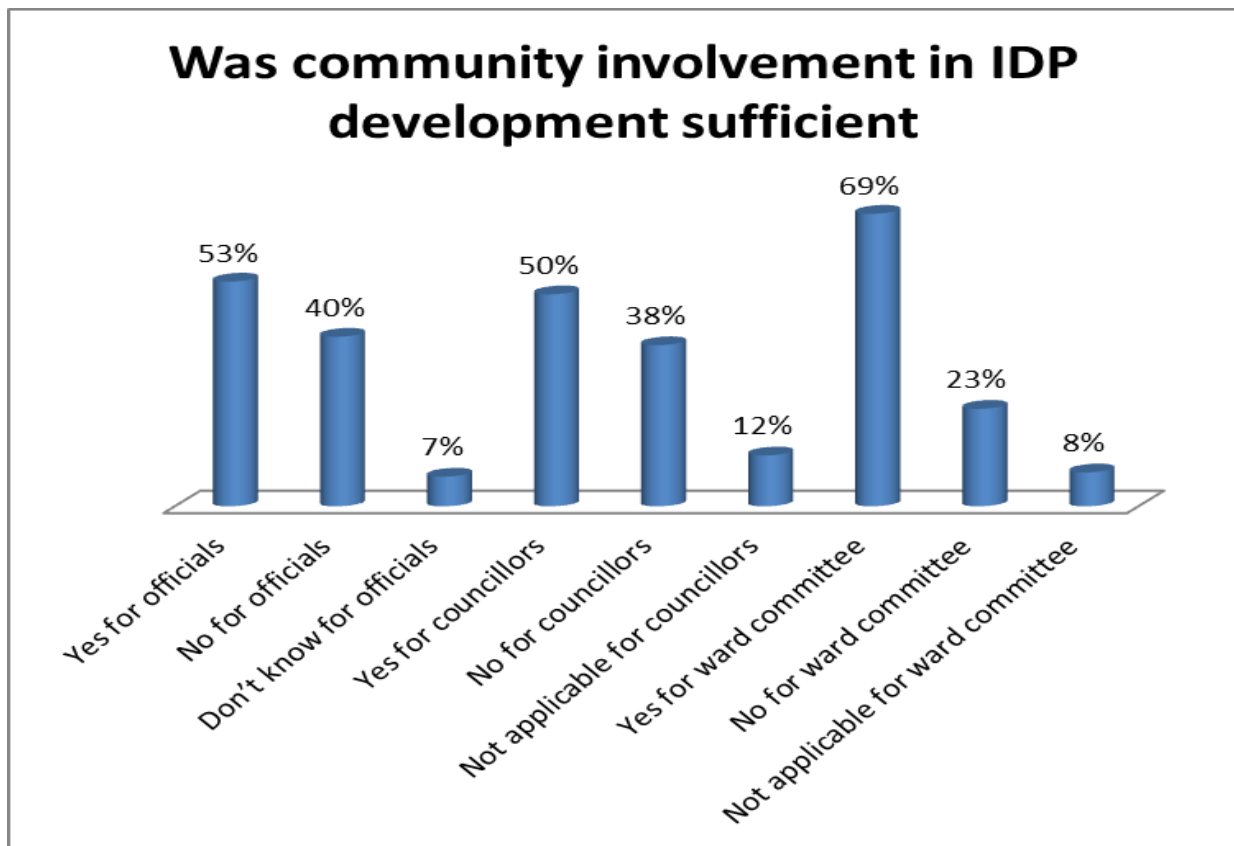


Figure 5.2.6: Community involvement in IDP development

The graph above presents findings relating to the involvement of communities in the development of the IDP. 53% of officials, 50% of councillors and 69% of ward committees responded that the involvement of the communities in the development of the IDP was sufficient. 40% of officials, 38% of councillors, and 23% ward committee members responded that the involvement of communities was not sufficient.

The participants who responded that the involvement of communities was sufficient cited the following reasons to motivate their response:

- “All key stakeholders in the communities were invited to develop the community based plan”
- “Citizens participated in the identifications of needs”
- “The involvement is sufficient but the municipality changes the IDP without any consultation”

The participants who responded that the involvement of communities was not sufficient cited the following reasons:

- “We as opposition councillors are sidelined and community members aligned to opposition parties are also sidelined”
- “Ruling party only invites people who will agree with them”
- “There are no tools of trade to ensure there is sufficient involvement of the community”
- “The time at which the consultative meetings are held do not allow for those citizens who are at work to participate”

### 5.2.7 Improvement to community involvement in IDP development

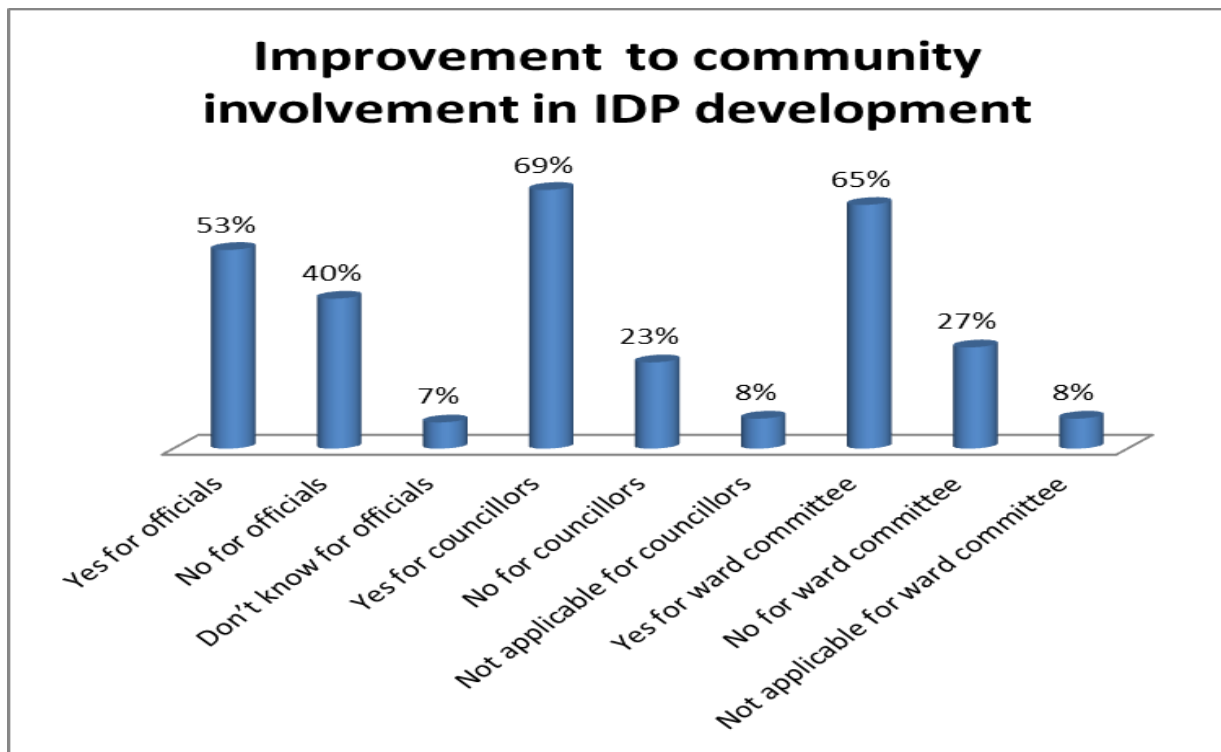


Figure 5.2.7: Improvement to community involvement in IDP development

Figure 5.2.7 above shows that 53% of officials, 69% of councillors and 65% of ward committees had some suggestions to improve community involvement in IDP development. The suggestions cited are:

- “Use social media to invite for needs submission. Identification of needs could also be submitted to municipality in writing”
- “Conduct community workshops to make people aware of the importance of the IDP”

- “Upon conclusion of the IDP the municipality must return to communities and inform them of projects which will be implemented and those who are not going to be implemented and provide reasons”
- “Communities have lost confidence in the IDP process. Communities see this as a useless exercise as nothing gets implemented. More time should be allocated for this process”
- “The process becomes a futile exercise because the final document doesn’t reflect the needs of the community”
- “Improve the skills of municipal officials in community involvement”
- “Municipal Council need to have strategic priorities which will guide the community participation process”
- “Create an IDP desk that will be available for a period of time where citizens can make submissions”
- “Timing of community meetings is not conducive for the people who work. Planning for IDP should be an on-going process and councillors should lead this. Also use technology to input into the process”

### 5.2.8 Community Involvement in IDP development and service delivery

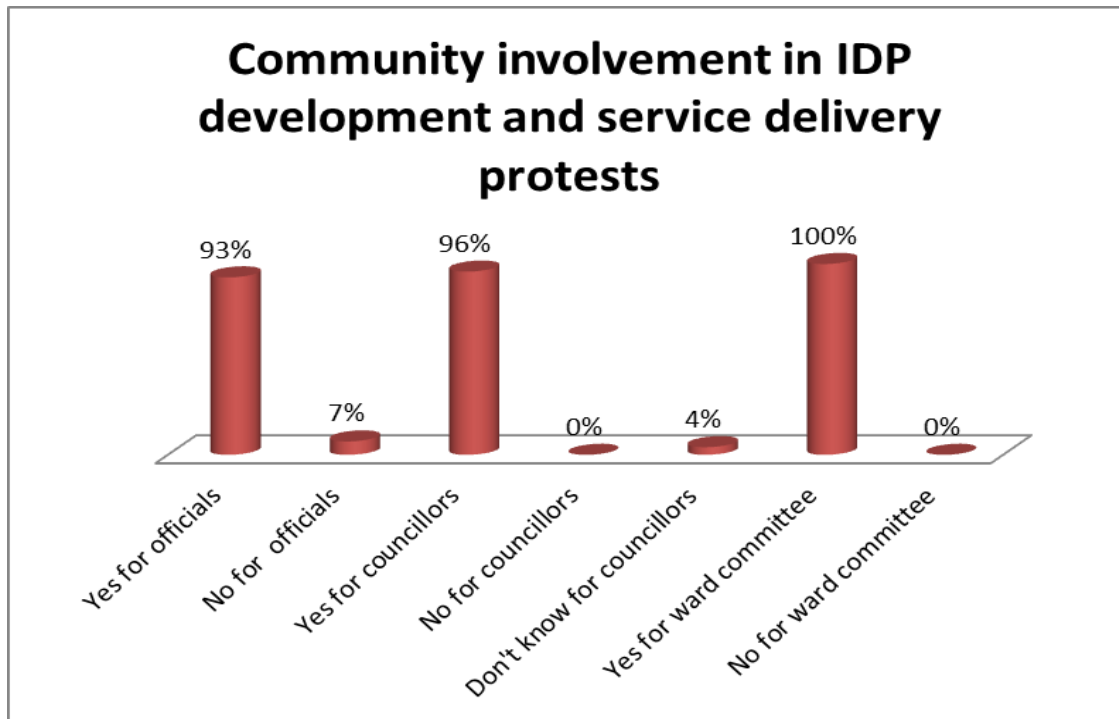


Figure 5.2.8: Community involvement in IDP development and service delivery protests

Participants were asked if they thought community involvement in IDP development could reduce service delivery protests. Figure 5.2.8 above shows 93% of officials, 96% of councillors, and 100% of ward committee members responded that involvement of communities in IDP development could reduce service delivery protests. Some of the reasons provided by those who reported involvement of communities would reduce service delivery protests are:

- “This would reduce because the municipality will be transparent on what it is able to deliver”
- “It will reduce provided the municipality delivery on its promises”

- “The main problem is not community involvement but the problem is with the delivery of promises. The municipality over promises and delivers less. They must be “honest than to raise expectation for something they cannot deliver”
- “If the municipality involves the communities from pre and post IDP development it can drastically reduce service delivery protests. The problem is that there is no post community engagement post IDP development. This give communities an impression that all needs identified in the community based planning meetings will be delivered”
- “This can only reduce provided the IDP is not changed abruptly without consultation with relevant stakeholders”

#### **5.2.9 Upon conclusion of the IDP, how the municipality communicates this back to the communities**

The participants were asked if they knew how the municipality communicates back to the communities when the IDP was completed and allocated a budget. The following are some of the responses given:

- “There is no communication with communities. This is done deliberately to protect themselves when they change projects and include projects that are not part of the IDP”
- “Councillors and ward committee members are the representatives of the municipality at community level and are expected to inform the communities”
- “The municipality conducts imbizos, IDP forums, upload the IDP in the municipal website as well as having copies of the IDP at regional offices of the municipality”

### 5.2.10 Do you have a copy of the approved budget for this current financial year

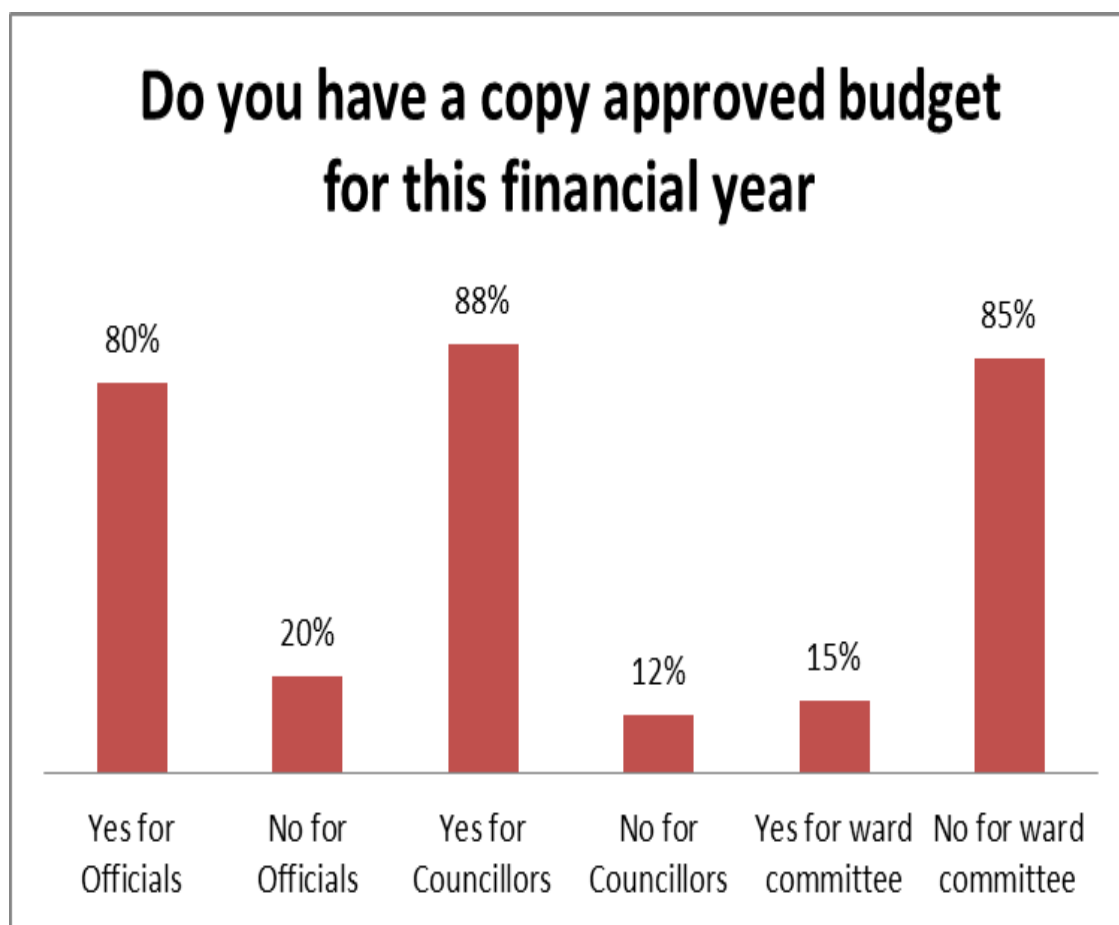


Figure 5.2.10: Having a copy of the approved budget

Figure 5.2.10 above shows that 80% of officials, 88% of councillors, and 15% of ward committee members reported that they have a copy of the approved budget for the current financial year. The councillors and ward committee members however indicated that having a copy of the approved budget was pointless as money is moved from one project to another without communicating to key stakeholders.



### 5.2.11 Announcement of the approved budget to the community

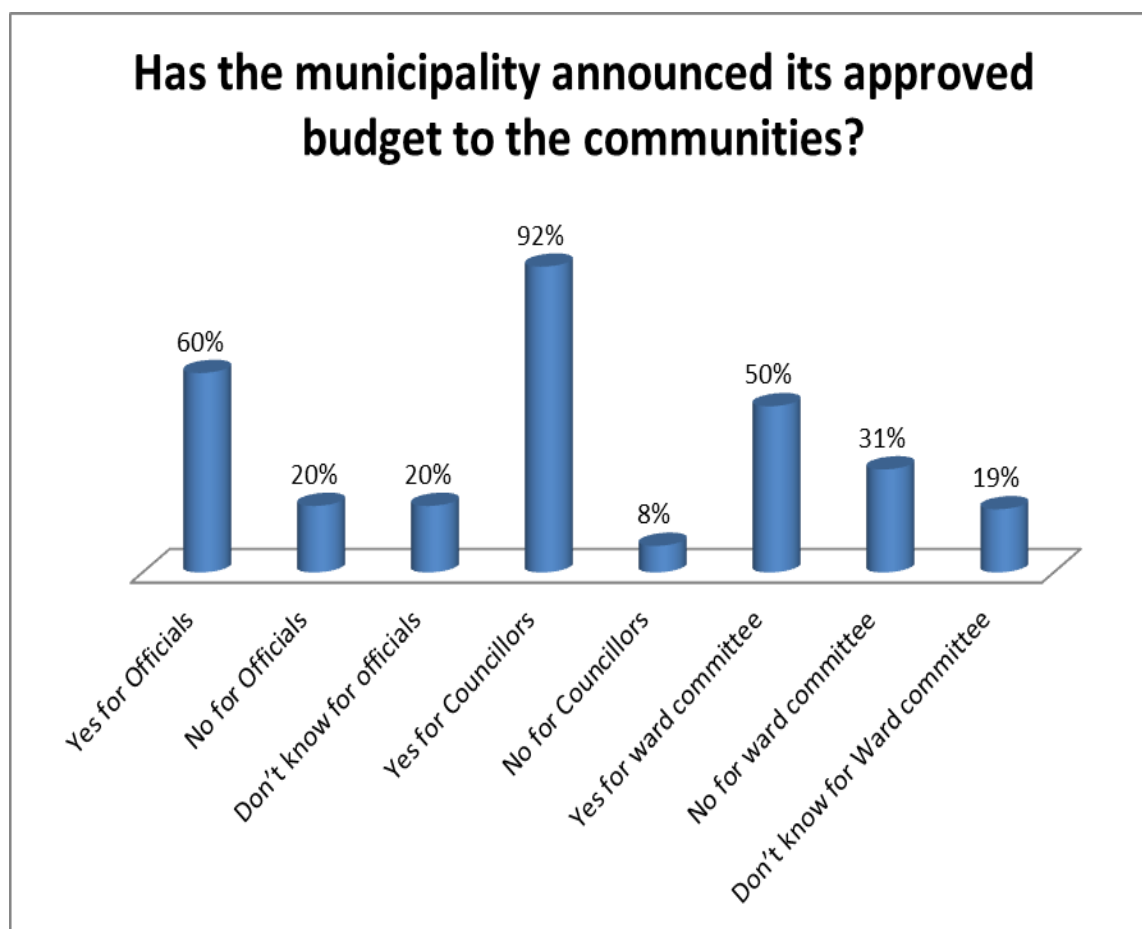


Figure 5.2.11: Announcement of approved budget to communities

The participants were asked if the municipality had announced its approved budget to the community. Figure 5.2.11 above shows 60% of officials, 92% of councillors, and 50% of ward committees reported that the municipality has announced its approved budget to the communities.

### 5.2.12 Factors affecting service delivery in Bushbuckridge local municipality

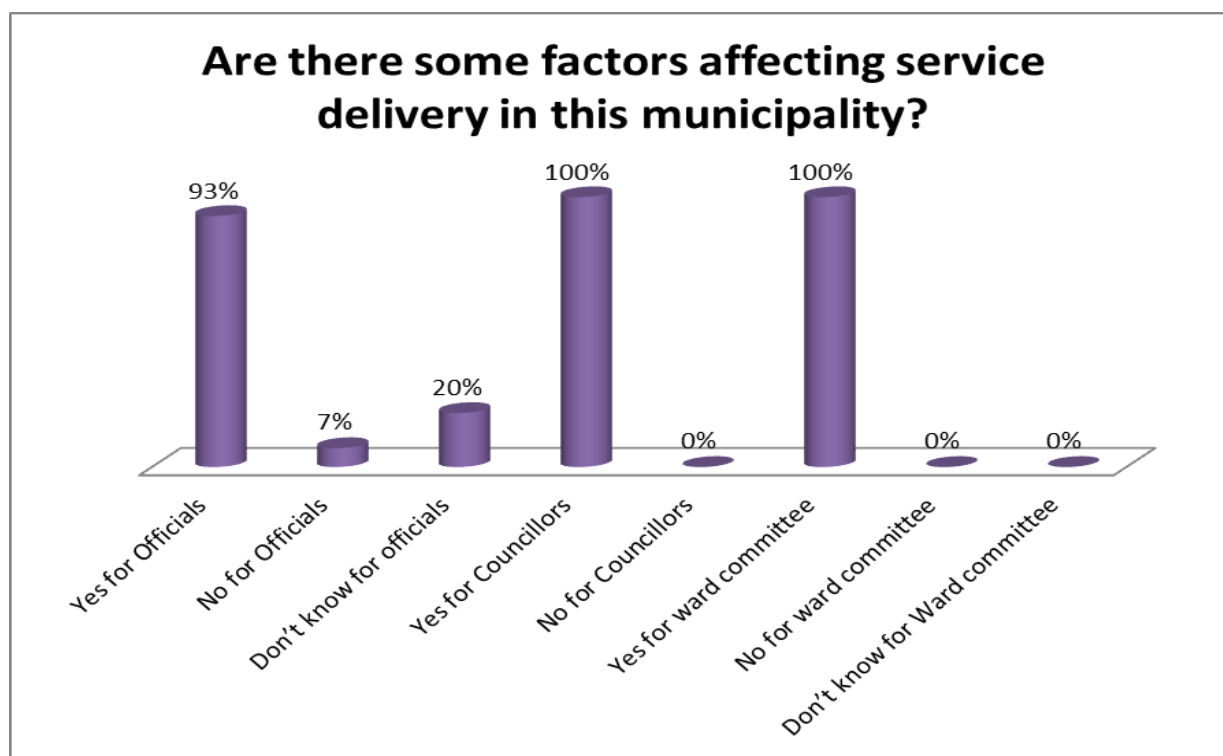


Figure 5.2.12: Factors affecting service delivery in the municipality

The participants were asked if there were factors negatively affecting service delivery in the municipality. Figure 5.2.12 above shows 93% of officials, 100% of councillors, and 100% of ward committee members responded that there are some factors affecting service delivery in Bushbuckridge Local municipality. To motivate their response they mentioned the following factors to be behind poor service delivery with the first three being mentioned by 100% of the respondents:

- Corruption and putting the interest of the political parties ahead of the community interests.
- Political interference on administrative matters.

- Political infighting and instability
- Lack of skilled officials at the municipality
- “When developing budget, the municipality estimates a portion of the budget which will be covered through revenue collection. Most often they are not able to collect that estimated portion. This then create a short fall on budget. The municipality must be honest on its ability to raise revenue”.
- Ageing infrastructure and illegal connection to services such as water.
- Poor revenue collection
- “Officials holding senior positions in the party even above the municipal mayor. At some point the mayor was politically junior to the municipal manager. This affected the mayor’s ability to do his job”

#### 5.2.13 Municipality’s efforts to address factors affecting service delivery

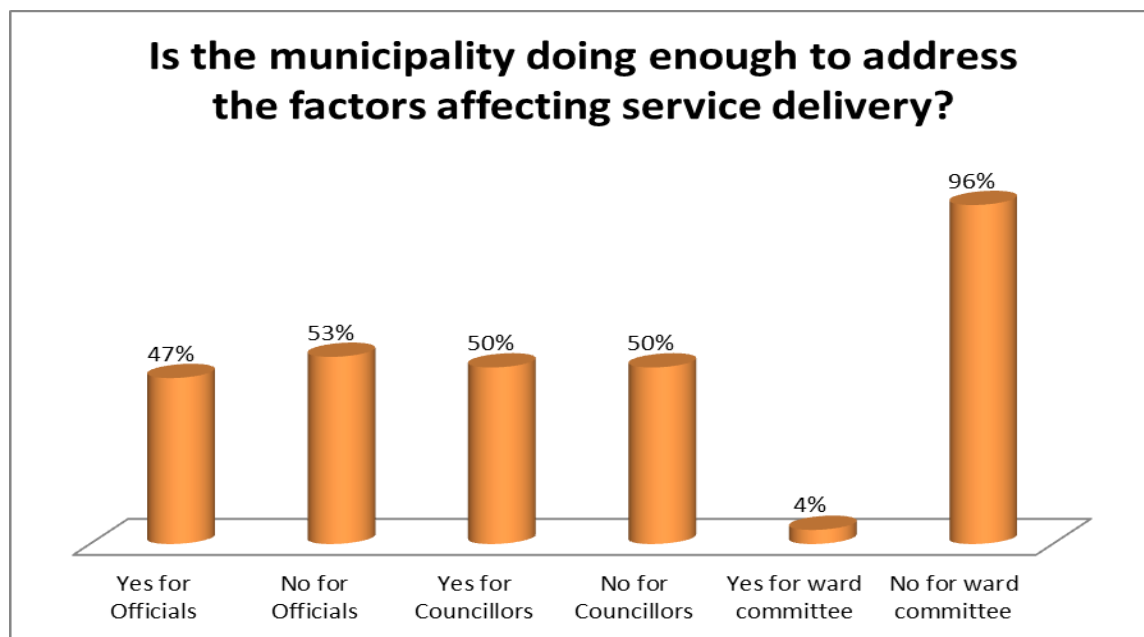


Figure 5.2.13: Municipality’s efforts to address factors affecting service delivery

The participants were asked if in their view the municipality was doing enough to address the factors that are affecting service delivery by the municipality. Figure 5.2.13 above shows that 53% of officials, and 50% of councillors, and 96% of ward committee members responded that the municipality is not doing enough to address the challenges that are affecting service delivery at the municipality. Those who felt the municipality was doing enough are 47% officials, 50% of councillors, and 4% of ward committee members.

The participants who responded that the municipality was not doing enough to address the challenges affecting the municipality gave the following reasons to motivate their response:

- “Addressing factors affecting service delivery may not be in the best interest of the corrupt individuals. This situation may be good for people who want to enrich themselves. For example, some areas do not have water and this is a business opportunity for the political connected as they will have contracts to deliver water”
- “The problems at the municipality have been there for many years and it looks like there is no political will to change the situation”
- “As long as people do not differentiate the role of politicians and administration this problem will persists”
- “The rapid change of political leadership and senior management does not create any stability at the municipality”
- “As long as people do not differentiate the role of politicians and administration this problem will persists”

The participants who responded that the municipality was doing enough to address the challenges affecting the municipality gave the following reasons:

- “To resolve the water problem the municipality is currently working with water affairs, and rand water”
- “The situation is very complicated and cannot be addressed at the pace citizens wants”
- “Since the municipality came out of administration they have improved in budget management and service delivery”

#### 5.2.14 Municipality and economic development plan

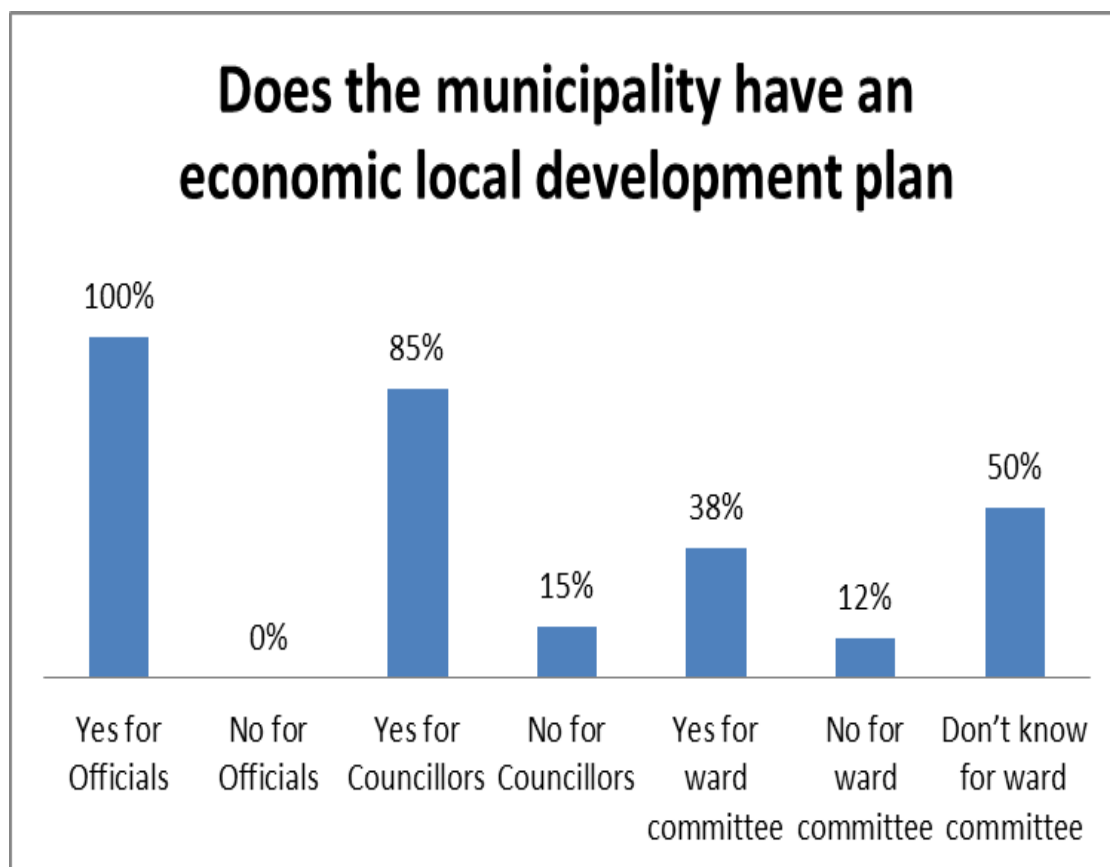


Figure 5.2.14: Municipality and economic development plan

The participants were asked if the municipality has a local economic development plan. Figure 5.2.14 above shows that 100% of officials, 85% of councillors and 38% of ward committee members responded that the municipality has an economic development plan. The results also show 50% of ward committee members did not know if the municipality had an economic development plan.

**5.2.15 Any platform where the municipality engages with the business community**

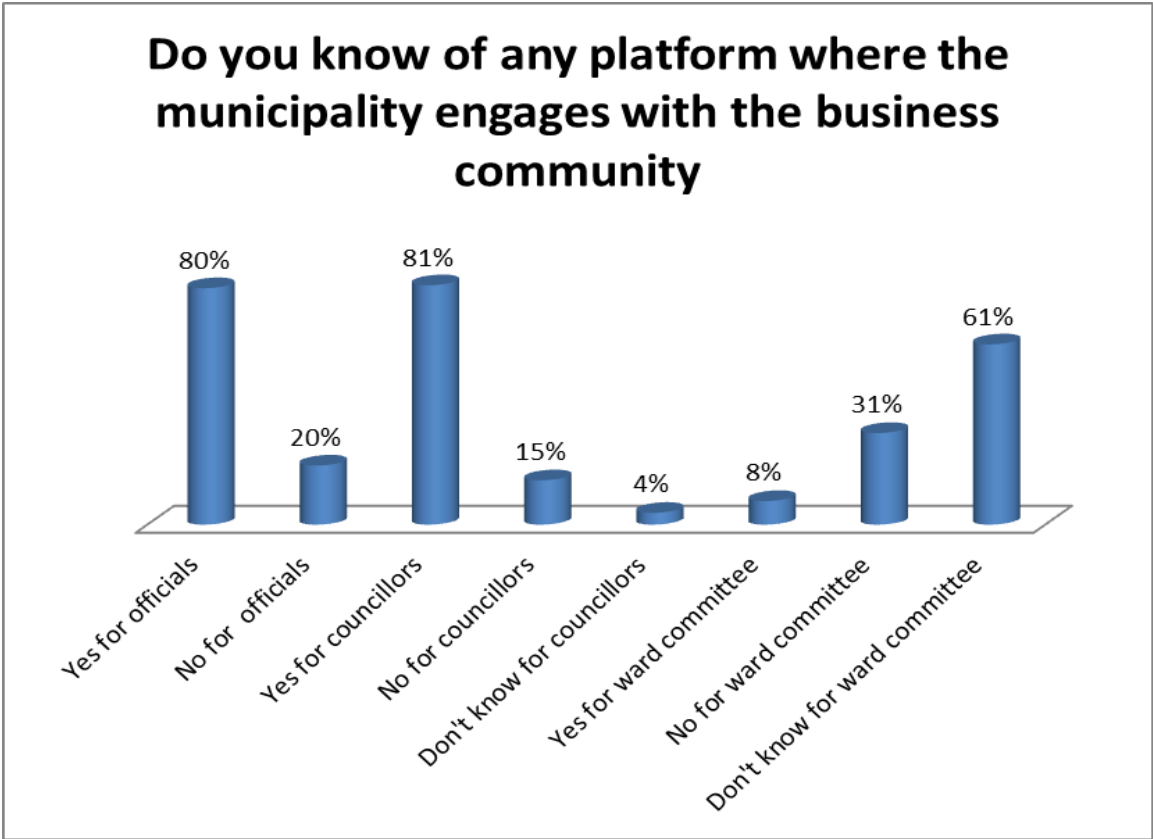


Figure 5.2.15: Platform where the municipality engages with business community

The participants were asked if they knew of any platform where the municipality engages with the business community. Figure 5.2.15 above shows that 80% of officials, 81% of Councillors, and 8% of ward committee members responded that they knew of a platform

where the municipality engages with the business community. The majority of ward committee members (61%) responded that they did not know if the municipality has a platform where the municipality engages with the business community.

### 5.3 Ward committees and service delivery

#### 5.3.1 Ward committee system and its role in service delivery

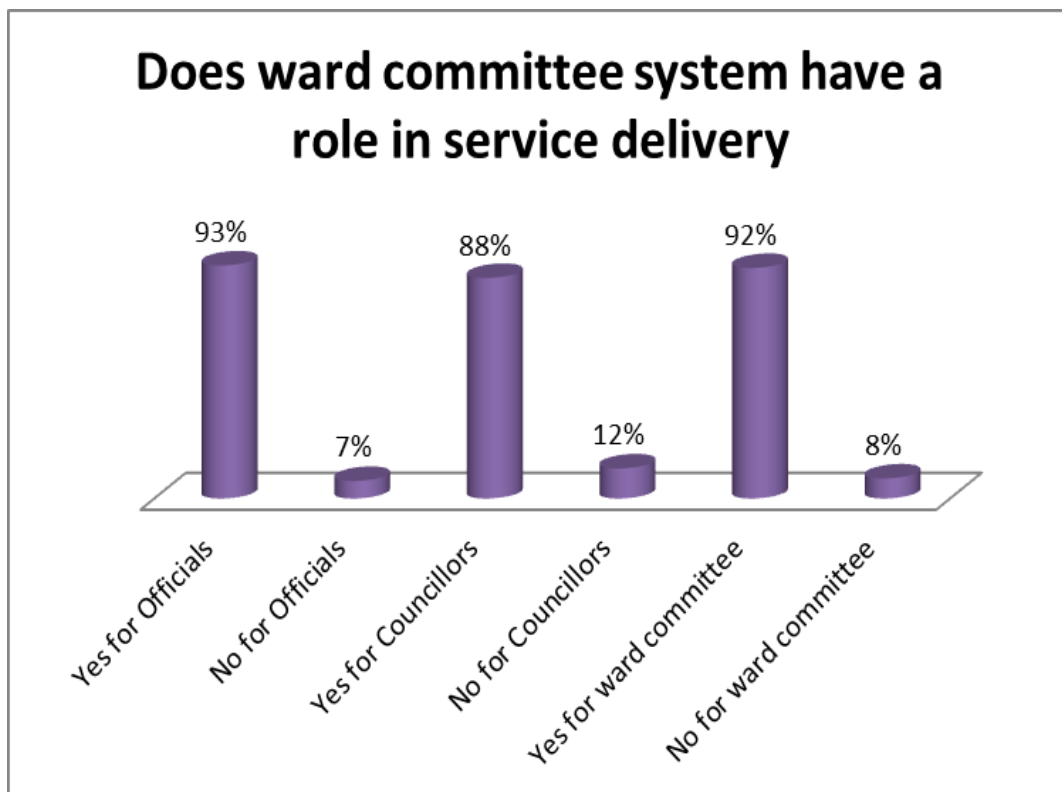


Figure 5.3.1: Ward committee system and role in service delivery

Participants were asked if the ward committee system has a role in service delivery. Figure 5.3.1 above shows 93% of officials, 88% of the councillors, and 92% of ward committee members reported that the ward committee system does have a role in service

delivery. The following reasons were provided to motivate why participants felt the ward committee system has a role in service delivery:

- “We are the foot soldiers of the municipality. But the only problem is that there is no budget for this structure”
- “They identify the needs and prepare a report and submit to the municipality. The municipality cannot do this, so ward committee system is playing a critical role”.
- “They represent the community and they enhance communication between the community and the municipality”.
- “The councillor cannot work alone in the community. Ward committee assist the councillors do their work”
- “Cannot be able to go to all my villages as a councillor. I therefore delegate to them to ensure that there is continuous communication”

The participants who responded that the ward committee system does not have a role in service delivery gave the following reasons to motivate their response:

- “They are there for political reasons. They are just there to collect stipend and also a waiting platform to become a councillor”.
- “It’s a ward committee by name but doesn’t influence the communities”
- “They are being manipulated for political reasons”
- “There is no budget for them to function effectively”



### 5.3.2 Perception of ward committee on how the municipality views their work

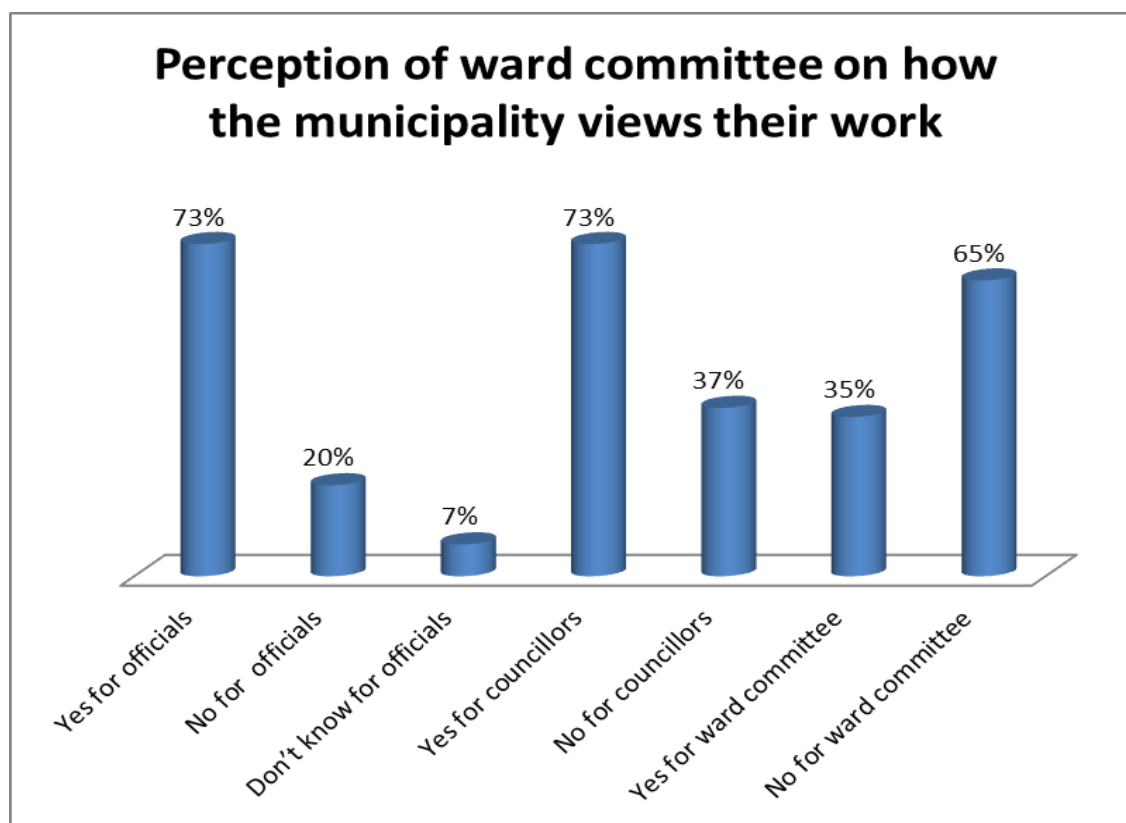


Figure 5.3.2 Perception of ward committee on how the municipality views their work

The participants were asked if they thought the municipality took the contribution of the ward committees to service delivery seriously. Figure 5.3.2 above shows that 73% of officials, 73% of councillors and 35% of ward committee members responded that the municipality is taking the service delivery contribution of ward committees seriously. The graph above also shows that 65% of ward committee members, 27% of councillors, and 20% of officials reported that the municipality does not take the contribution of ward committees seriously.

Those participants who reported that the municipality is taking the ward committees seriously provided the following reasons as motivations for their response:

- “They are given stipend, cellphones and airtime allowance”
- “They are an implementing wing of the municipality and they serve as a conveyer belt for the municipality”

Those who reported that the municipality does not take the ward committees seriously provided the following reasons:

- “They become volunteers of the ruling party and are used for political reasons”
- “There is no monitoring of their work. Some ward committee members have disappeared but continue to receive stipend from the municipality”
- “There is no proper training of the role of ward committees in service delivery. They also do not give feedback to the monthly reports”
- “When we ask them for something they do not respond. This is a sign that they don’t take us seriously”
- “The municipality does not take ward committees seriously because they give us just R700 while we are being insulted by communities for not bringing any feedback of what they reported to us. They don’t support our work by being responsive”
- “We submit reports and we think they do not read them. It has come to a point where we cut and paste the reports as there is nothing changing and the needs are still the same until there is delivery. I would like to ask them if they complain that we are cutting and pasting the reports, what in the list of needs have been delivered before they can accuse us of cut and paste”

- “The municipality does not allow ward committee members to have a say about the state of service delivery. They also do not allow ward committee members to participate in community service delivery protests. This alienates ward committee members to their communities. The municipality claims that ward committees must protect the municipality.”

### 5.3.3 Ward committee members and induction

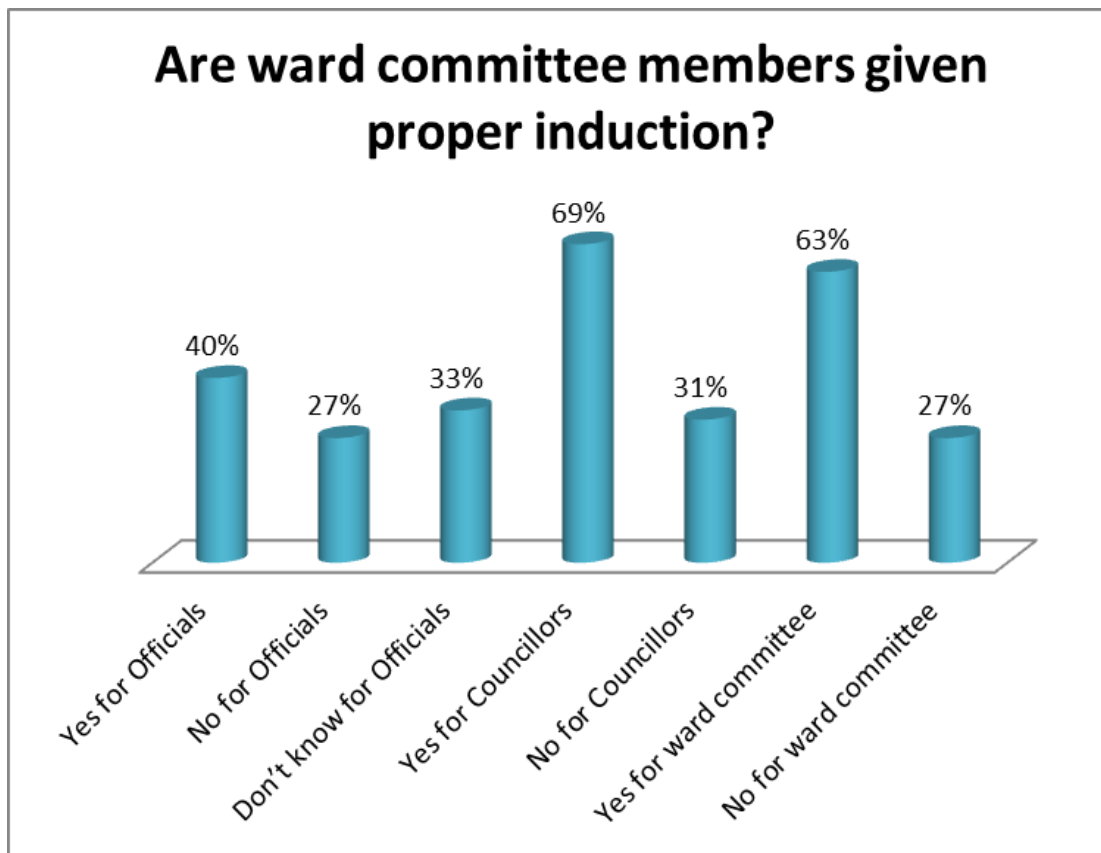


Figure 5.3.3: Ward committees and induction

The participants were asked if they thought the ward committees were properly inducted into their role in service delivery. Figure 5.3.3 above shows 40% of officials, 69% of

councillors, and 63% of ward committee members responded that ward committees were properly inducted for their role in service delivery. 27% of officials, 31% of councillors, and 27% of ward committee members responded that the ward committees are not properly inducted for their role in service delivery.

#### 5.3.4 Ward committees have regular meetings to discuss service delivery issues

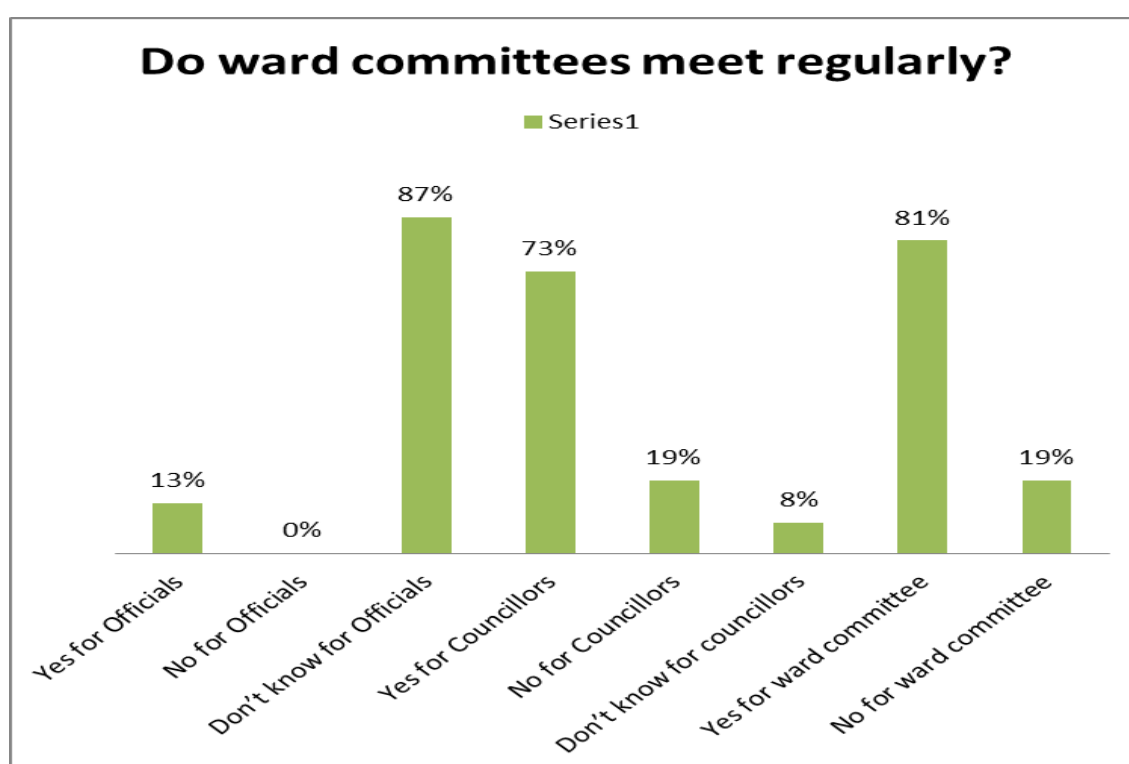


Figure 5.3.4: Ward committees and regular meetings to discuss service delivery issues

The participants were asked if ward committees were meeting regularly to discuss service delivery issues affecting their wards. Figure 5.3.4 above shows that 87% of officials did not know if ward committees were meeting regularly. 73% of councillors and 81% of ward committee members reported that ward committees meet once every month to discuss

service delivery issues. The frequency of meetings was also reported to depend on events happening in the ward.

### 5.3.5 Proposals to improve the involvement of ward committees in service delivery

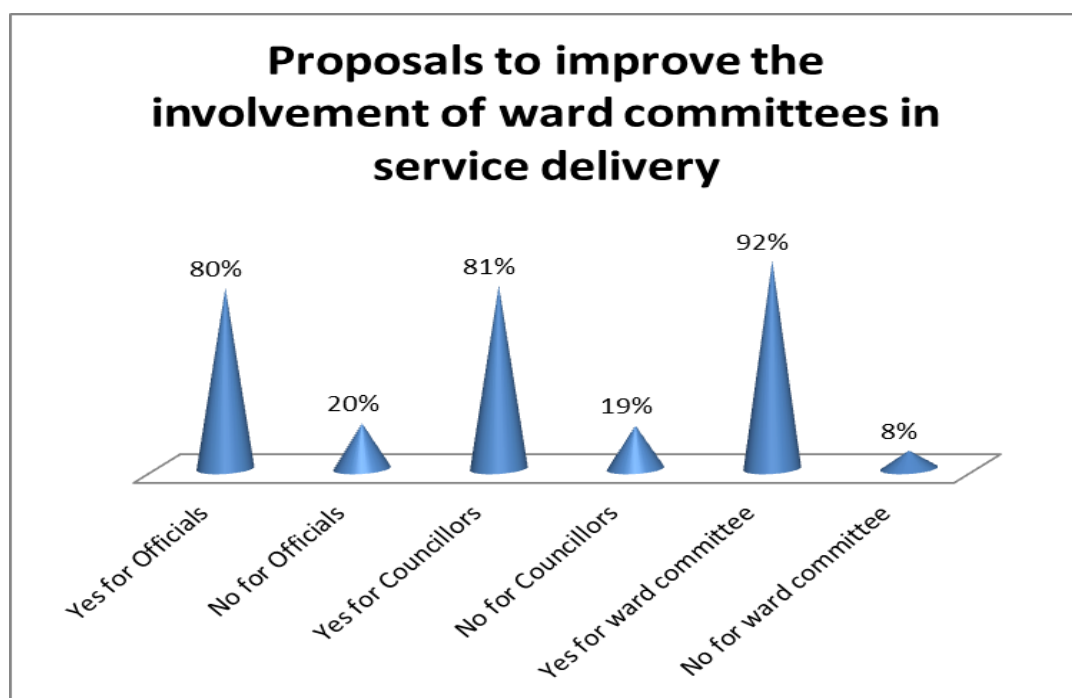


Figure 5.3.5 Proposals to improve the involvement of ward committees in service delivery

The participants were asked if they had any proposal to improve the involvement of ward committees in service delivery. Figure 5.3.5 above shows that 80% of officials, 81% of councillors and 92% of ward committee members responded that they had some proposals. Below are the proposal provided with the first two cited by 100% of the participants:

- “The municipality needs to improve their tools of trade. Their tools should include stationery, office space and all related tools in the ward”
- “They must be provided with transport as they are required to travel on regular basis to the municipal offices to submit reports”
- “The stipend needs to be increased on annual basis as from 2001 we have been receiving the same R700 and transport has increased many times. This is a fact, to some of us this stipend is a salary and no one can survive on this. We end up spending this on household needs than doing our ward committee work”
- “Their training is not enough and should also be given a chance to attend council meetings and present their work”
- “The municipality must respond to the reports of the ward committees”
- “Selection of ward committees should not be based on political alignment”

### 5.3.6 Education and selection into ward committee

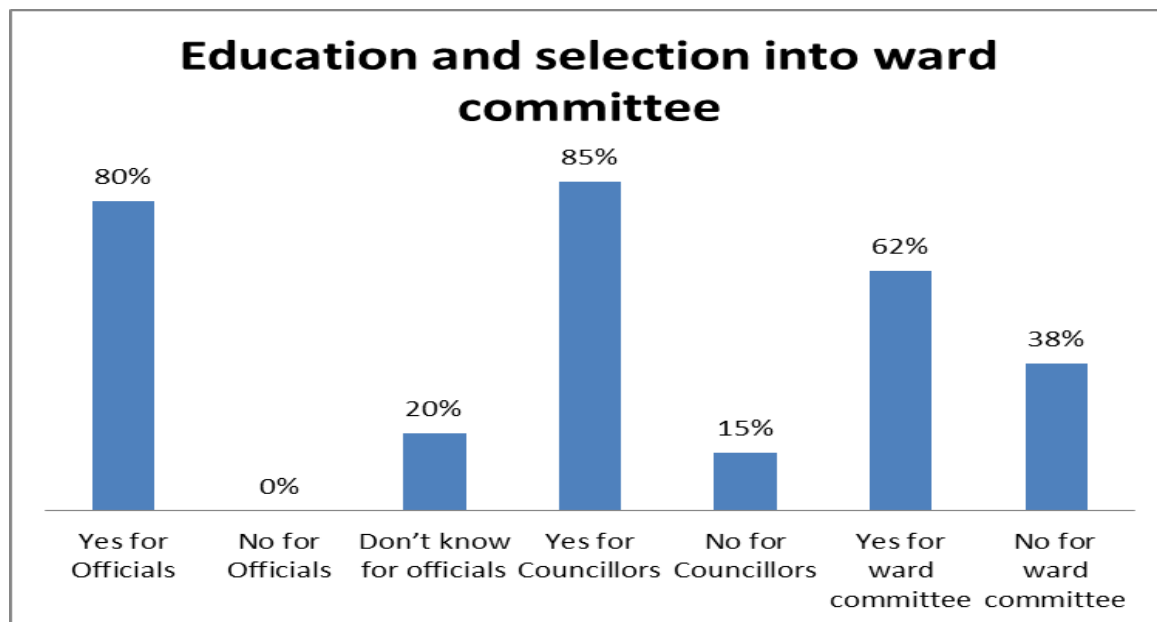


Figure 5.3.6 Education and selection into ward committee

The participants were asked if it would be beneficial to include some level of education as a requirement to serve in the ward committee. Figure 5.3.6 above show that 80% of officials, 85% of councillors, and 62% of ward committee members reported that it would be beneficial to include some level of education as a requirement to serve in the ward committee. 15% of councillors and 38% of ward committee members responded that it was not necessary to include education as a requirement to serve in the committee.

The participants who were in favour of education gave the following reasons to motivate their response:

- “This would enable them to function well as there are documents to be read and reports to be written”.
- “Ward committees need to be capacitated to do their work and without education it becomes impossible to do so”
- “When they are not educated they become easy targets for politicians to manipulate them for personal or political gains. If not educated members cannot think and act constructively beyond political loyalty”
- “Ward committee members should have at least grade 10 which will at least give them a skill to read a write”

Those who reported that that education was not necessary for ward committees gave the following reasons:

- “The ward committees are comprised of the structures of the community and they may not be educated. What will happen in a community where there are no educated people? Does that mean that those communities will not be represented?”
- “It’s only about the ability of the person to provide leadership to their community”

- “Education doesn’t determine a person's ability to deliver. Education may not translate to commitment to serve”
- “The ward committee work only needs someone's thinking ability not education”
- “It’s all about availability and commitment though education is important”.

### 5.3.7 Academic qualification and selection of ward councillors

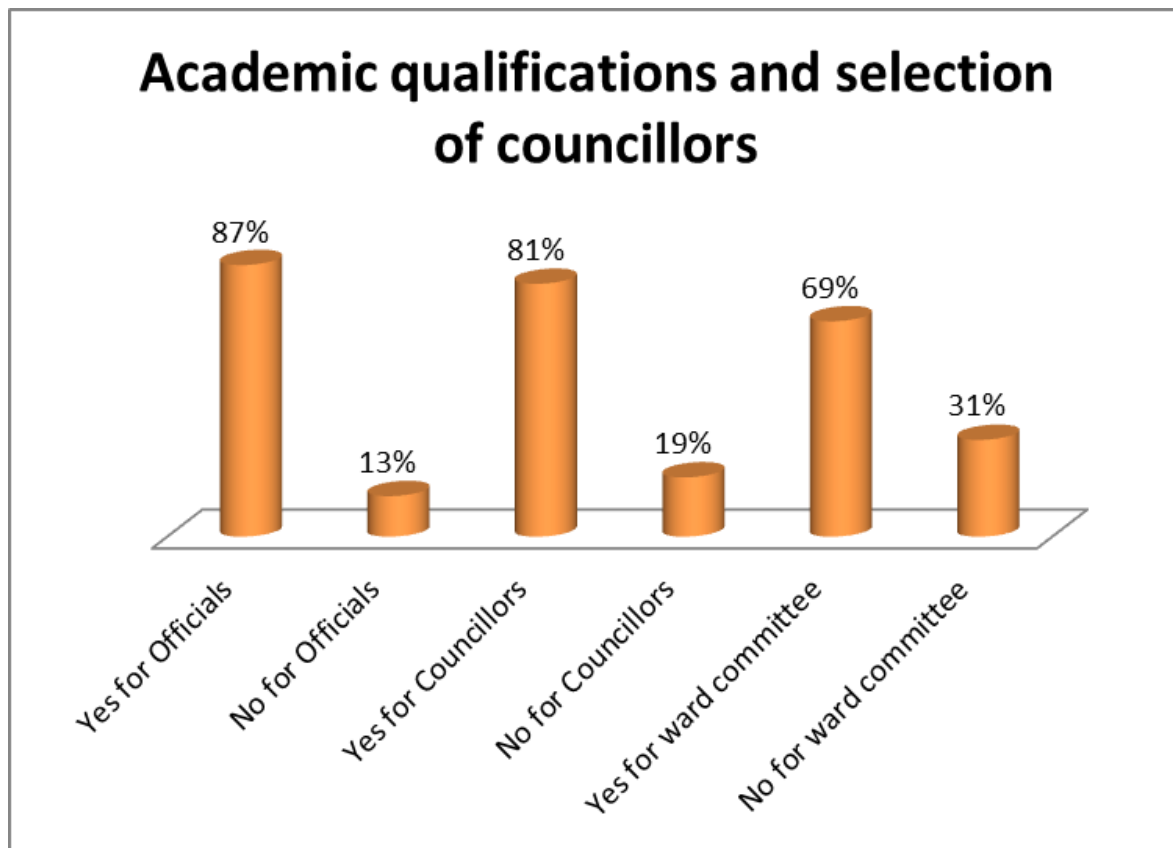


Figure 5.3.7: Academic qualifications and selection of councillors

Participants were asked if academic qualifications should be included in the selection of ward councillors. Figure 5.4.2 above shows 87% of officials, 81% of



councillors, and 69% of ward committees reported that academic qualifications should be included as a requirement to be elected as a councillor. 135 of officials, 19% of councillors, and 31% of ward committee members reported that academic qualifications should not be included in the selection of councillors.

Those who are for the inclusion of academic qualifications cited the following reasons for their response:

- “They should have some level of education to be able to function in this technology driven era. They can only be creative in their work if they are educated to a certain level”
- “Academic qualifications can increase councillors’ political maturity. It could help them learn how government works by reading relevant legislation and policies than being manipulated by their political masters”
- “To be able to understand policies, strategies and budget one needs education. Service delivery is an academic field. You need to be well informed to be able to deliver appropriately”
- “Councillors are able to operate at community level, but where it matters the most which is at council sittings the councillors are not able to fulfill their mandate. Due to their limited education their contribution to service delivery is negatively affected”
- “A sophisticated nation is a learning nation. We can only develop this institution if we include education in this institution”
- “In a council though you are allowed to use your own language but a number of documents discussed there are in English and it’s only a person educated to a certain level of education who can function effectively”

Those who are not for academic qualifications to be included in the selection of councillors gave the following reasons:

- “I can do the job although I cannot read and write. A councillor only needs a skill and the confidence of their community”
- “Service delivery has nothing to do with education. Education doesn’t add any value in service delivery”
- “Ward councillors are about well-known individuals who are able to work well with the community”

### 1.3.8 Opposition political parties’ inclusion into the ward committees

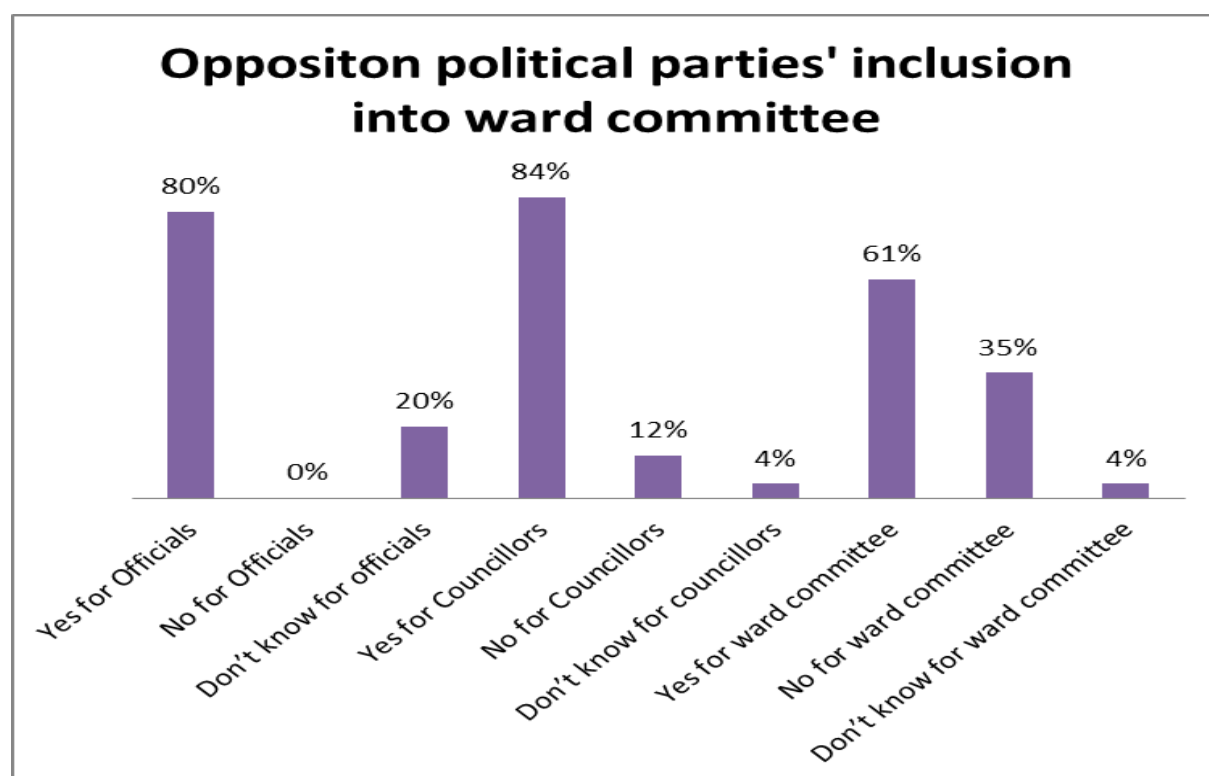


Figure 5.3.8: Opposition political parties’ inclusion into ward committees

The participants were asked if it would be beneficial for ward committee composition to include different opposition political parties. 80% of officials, 84% of councillors, and 61%

of ward committee members responded that it would be beneficial to include opposition political parties in the ward committees. 20% officials, 12% of councillors, and 35% of ward committee members responded that it would not be beneficial to include opposition political parties in the ward committee.

Those who responded in favour of the inclusion of the opposition political parties in the ward committee gave the following reasons:

- “South Africa belongs to all who live in it. There is therefore no reason why other political parties can't be part of the ward committees. The structure should include all stakeholders including political parties”
- “It will assist in getting cohesion in the community”
- “Should be inclusive of all stakeholders, and currently is the platform to reward ANC members”
- “Would be beneficial as a comprehensive team representing all stakeholders will be installed”

Those who responded that it would not be beneficial to include opposition political parties provided the following reasons:

- “Bringing opposition parties into the ward committee will create a battle ground. They will always fight”
- “People will focus on political differences than service delivery”
- “This will not add any value. Ward committees should be free from political influence”
- “They will create pressure to the ruling party as they don't owe any loyalty to the councillor”

### 5.3.9 Other improvement suggestions to how ward committees operate

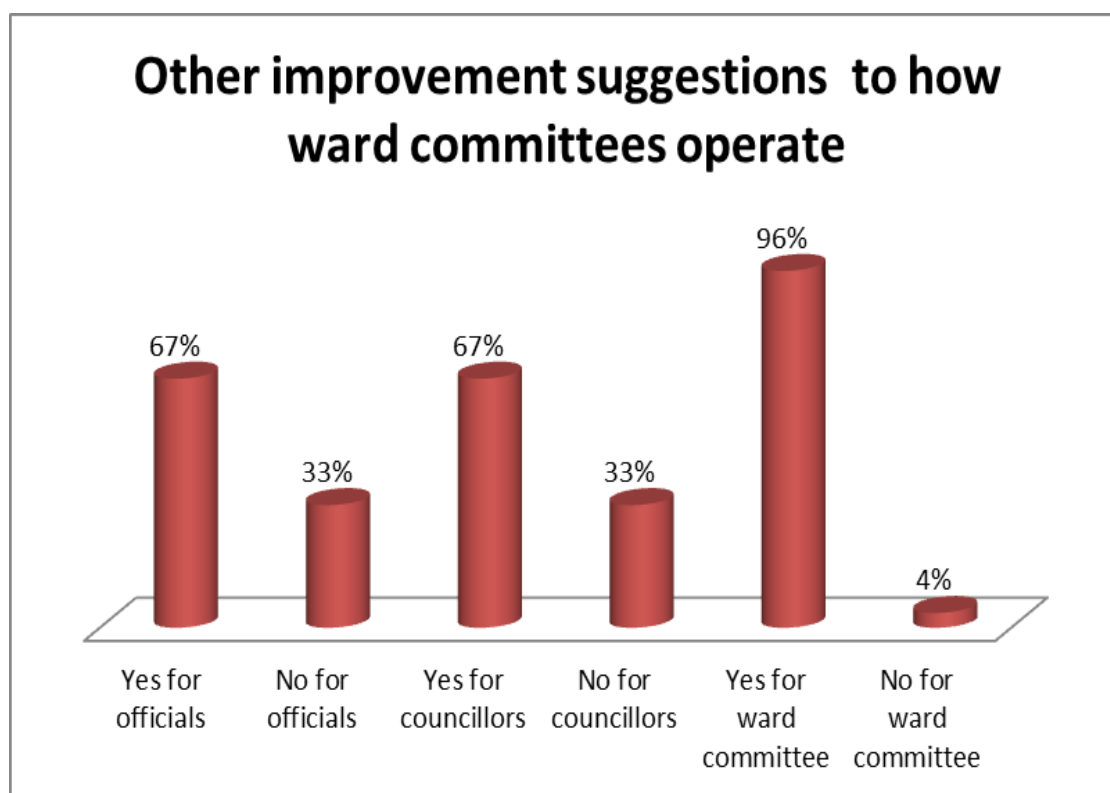


Figure 5.3.9: Other improvement suggestions to how ward committees operate

Participants were asked if they had other suggestions to improve how ward committee operate. The graph above shows that 67% of officials, and 67% of councillors, and 96% of ward committee reported that they had suggestions to improve how ward committees operate. Those who had suggestions cited the following reasons:

- “Continuous training of ward committee members to enable them to function effectively”
- “Increased monitoring of ward committee work”
- “They should be involved in service delivery through monitoring of projects”

- “Review how ward committee member are elected. Currently they are elected through partisan means”
- “Improve communication between municipality and ward committee”
- “Bring retired professionals to serve in the ward committees”

## 5.4 Councilors’ role in service delivery

### 5.4.1 Ward councillors’ role in service delivery

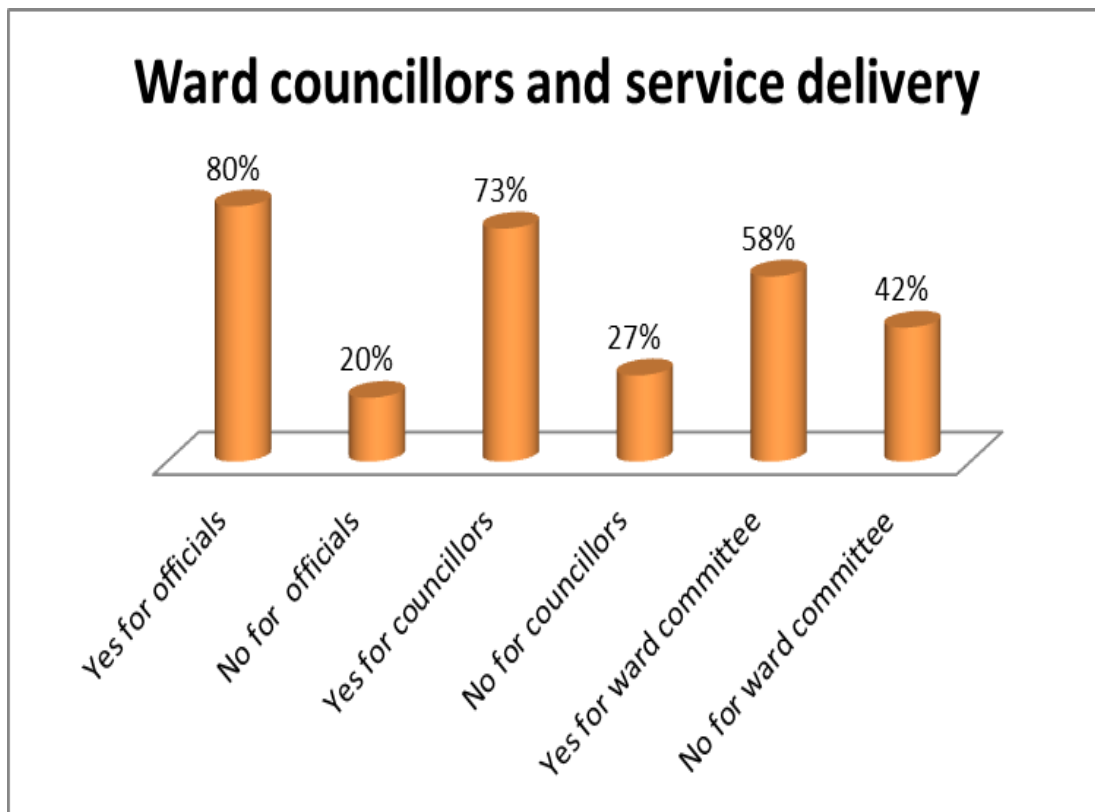


Figure 5.4.1: Ward councillors and service delivery

Participants were asked if they thought councillors were playing a significant role in service delivery. Figure 5.4.1 above shows 80% of officials, 73% of councillors, and 58%

of ward committee members thought the ward councillors were playing a significant role in service delivery. 20% of officials, 27% of councillors, and 42% of ward committee members did not think that ward councillors are playing a significant role in service delivery. The 27% of councillors who reported that the ward councillors were not playing a significant role in service delivery is only made up of PR councillors.

Those who reported that councillors are playing a significant role gave the following reasons to motivate for their response:

- “We are at the coalface of service delivery and we are the foot soldiers on the municipality”
- “The councillors are the first contacts to government services. This includes even those services which have nothing to do with local government”

For those who reported that the ward councillors were not playing a significant role in service delivery gave the following reasons for their response:

- “Very few councillors know and do their job well, some of them influence their wards for non-compliance”
- “If they were, we would not be seeing the bad situation we are confronted with in this municipality”
- “They only submit needs and they don’t have any power to influence service delivery decisions”
- “They do not report back to the communities and the only explanation one can give is that there is nothing to report”
- “Councillors do not push enough for the community needs as they may be seen to be fighting against their political party”

- Political parties have a caucus before council sittings and parties take a common position. Councillors cannot deviate from the caucus decisions even if it is not in the best interest of service delivery”
- “The branches of the ruling party are dictating how councillors operate”

#### 5.4.2 Councillors and their place of residence

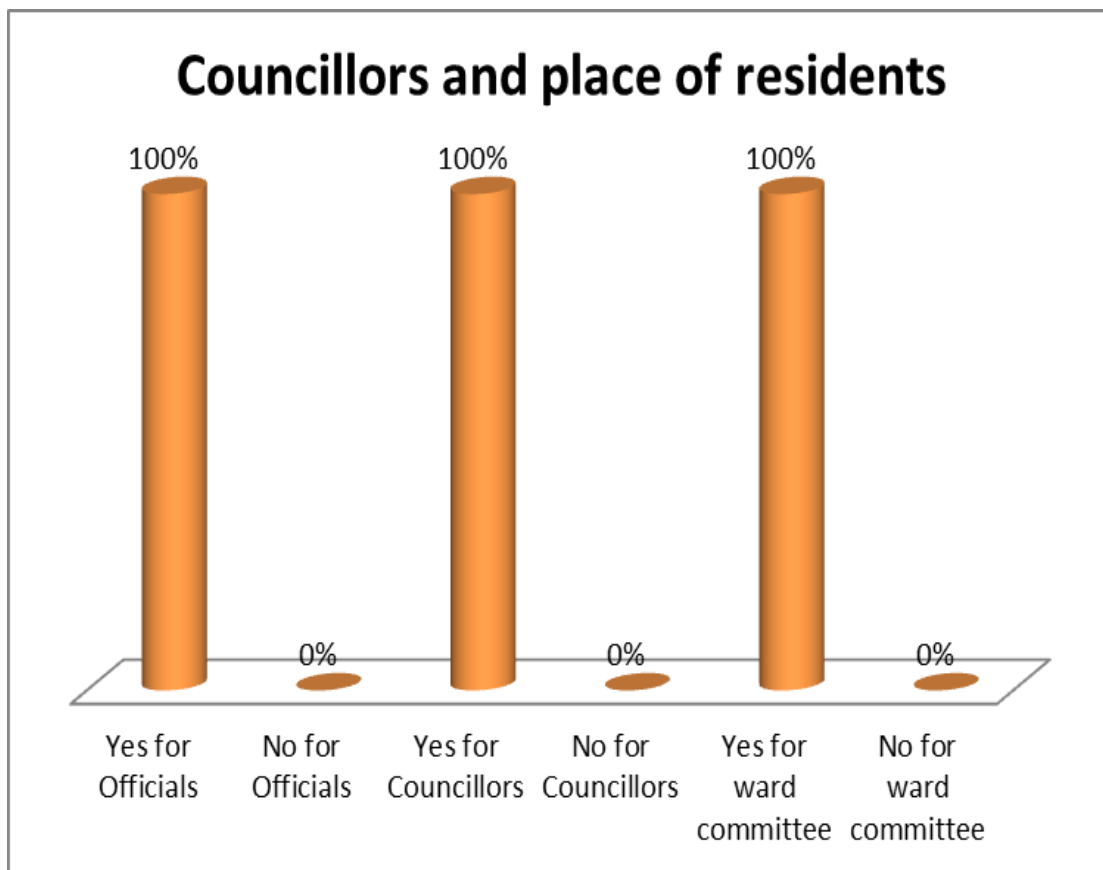


Figure 5.4.2: Councillors and place of residents

Participants were asked if councillors in Bushbuckridge municipality were required to be residents of the ward they lead. Figure 5.4.3 above shows that 100% officials, councillors,

and ward committee members reported that councillors are required to be residents of the ward they lead.

#### 5.4.3 Is the ward councillor a resident of the ward?

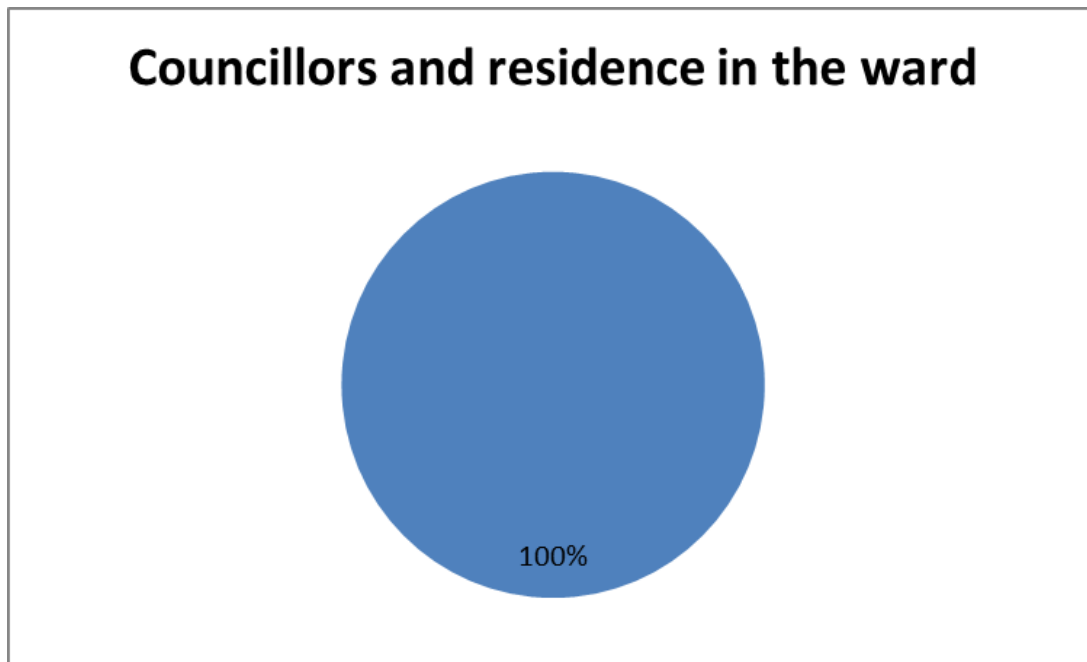


Figure 5.4.3 Ward councillors and residence in the ward

The councillors were asked if they were residents of the wards they are leading. All councillors reported that they were residing in the wards they are leading.



#### 5.4.4 Councillors and their training

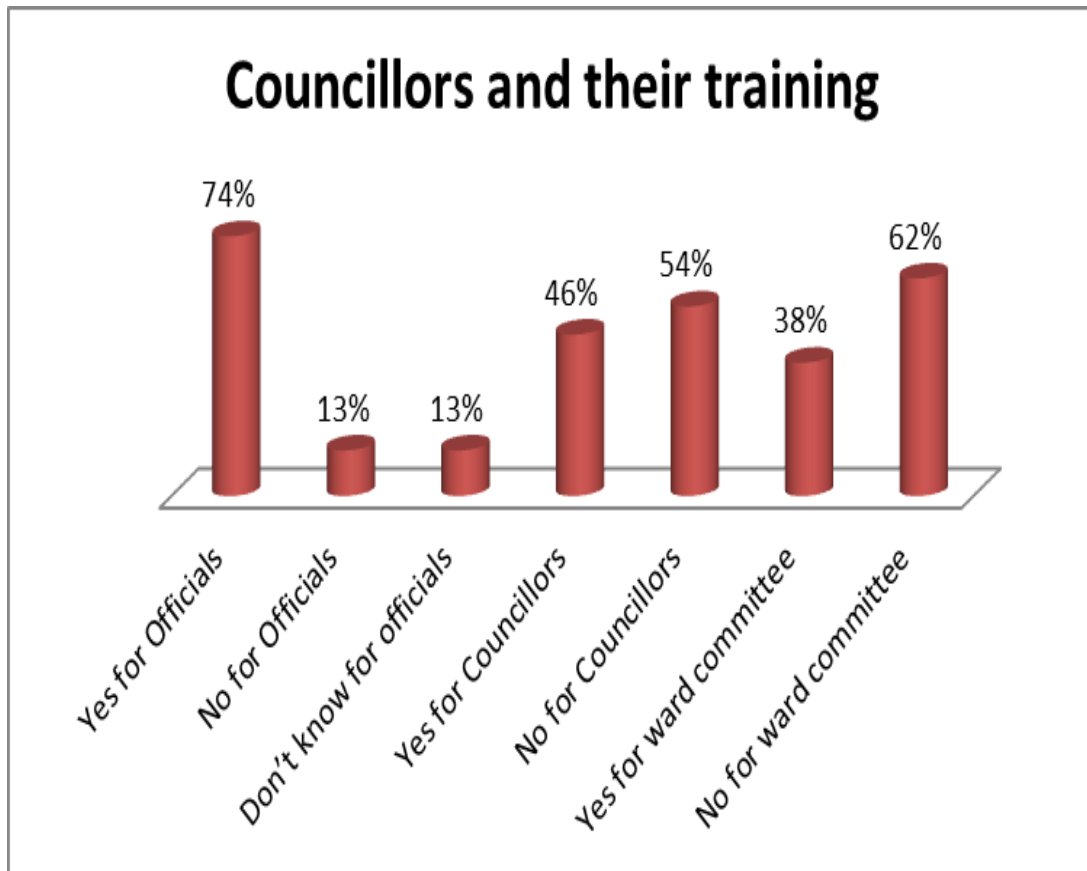


Figure 5.4.4: Councillors and training

Participants were asked if they thought councillors were trained enough on service delivery issues. Figure 5.4.5 above shows 74% of officials, 46% of councillors, and 38% of ward committee members responded that councillors were trained enough. 13% of officials, 54% of councillors, and 62% of ward committee members responded that councillors were not trained enough on service delivery.

Those who responded that councillors were trained enough on service delivery gave the following reasons:

- “Though we are trained enough the challenge is with the ability of the municipality to deliver services”
- “Training of councillors is not an issue but political interference and officials’ incompetence derail service delivery. The problem is with the delivery by the municipality which councillors do not have control over ”
- “The problem is with application of the training. There is also a need for continues training”

Those who responded that councillors were not trained enough on service delivery gave the following reasons:

- “Their training is not sufficient. Some of the councillors are too old and are being manipulated”
- “There is nothing to show that they have been trained enough. There is no improvement in service delivery to justify the training”
- “If they knew their role which is legislated they would know how to deal with poor service delivery.”
- “English is a big problem as some councillors cannot follow trainings provided Most of them do not know their legislative role. They are only there to represent their political parties. They only do what they are told to do by their parties”
- “The training is not service delivery orientated. It does not even touch project management though councillors are expected to provide oversight to the municipality”.
- “We only attended a 1 week induction workshop”

- “They only give training opportunities to the ruling party councillors and sideline the opposition parties”

#### 5.4.5 Councillors as link between community and municipality

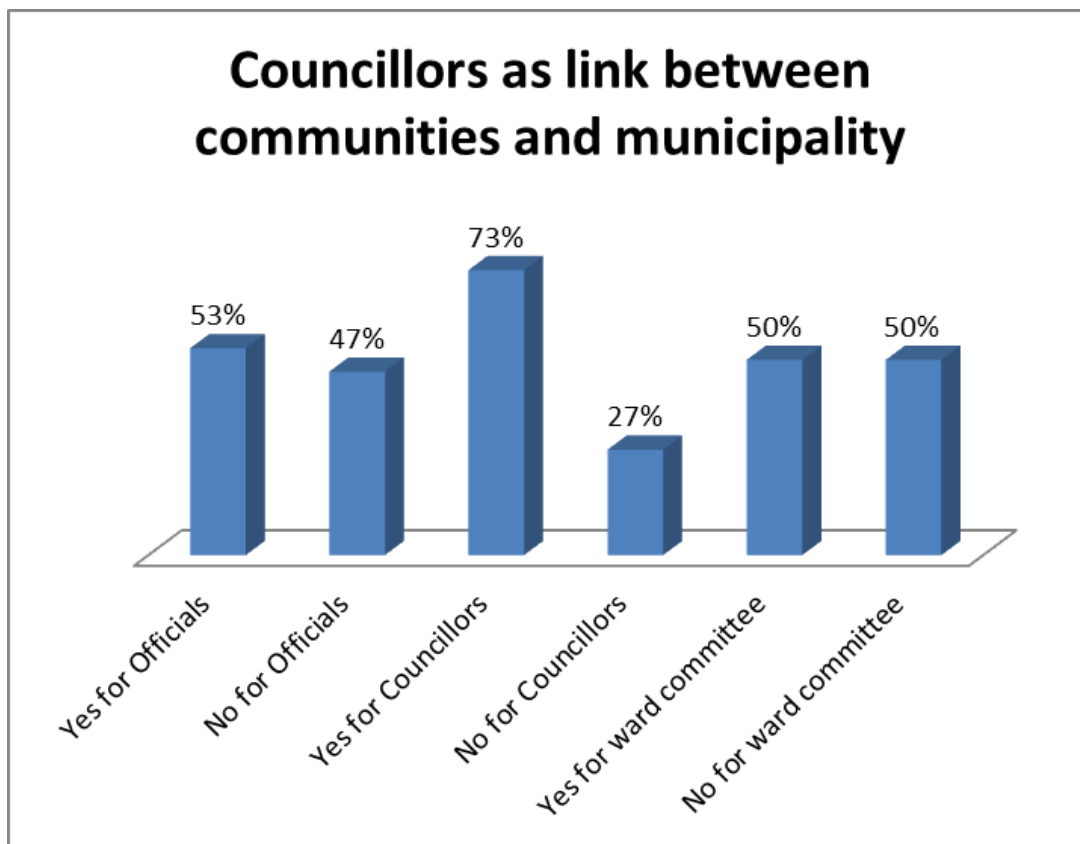


Figure 5.4.5: Councillors as link between communities and municipality

Participants were asked were asked if they thought ward councillors were playing their role in being between communities and municipality. Figure 5.4.6 above shows that 53% of officials, 73% of councillors, and 50% of ward committee members thought councillors were playing their role of being a link between communities and the municipality. 47% of

officials, 27% of councillors, and 50% of ward committee members did not think councillors are playing their role of being a link between communities and municipality.

Those who reported that councillors are playing their role of being a link between communities and municipality gave the following reasons:

- “We are doing our best but we are not involved in budget management. The municipality decides where to send services for reasons not known to us”
- “The problem is with the delivery of the services on the side of the administration”
- “The councillors are first people to link citizens to government services. We are a one stop shop”
- “The communities sometimes do not appreciate our role as councillors. We are sometimes targeted when services are not delivered by the municipality”

Those who reported that councillors are not playing their role of being a link between communities and municipality gave the following reasons:

- “We are doing our best but our work is being sabotaged by the officials who are not responsive to the reports we are submitting”
- “Councillors go into party caucuses before council sittings. They go to council to represent their party not the communities that voted for them. The communities therefore do not have anyone who represents them. The councillors are afraid of standing firm for their communities because they may be commit a career suicide”
- “The communities complain about the absence of their councillors”
- “Only ward councillors have the right to convene meetings as PR councillor I have to be invited. This limit my involvement in being a link to the community”

#### 5.4.6 Remuneration of councillors

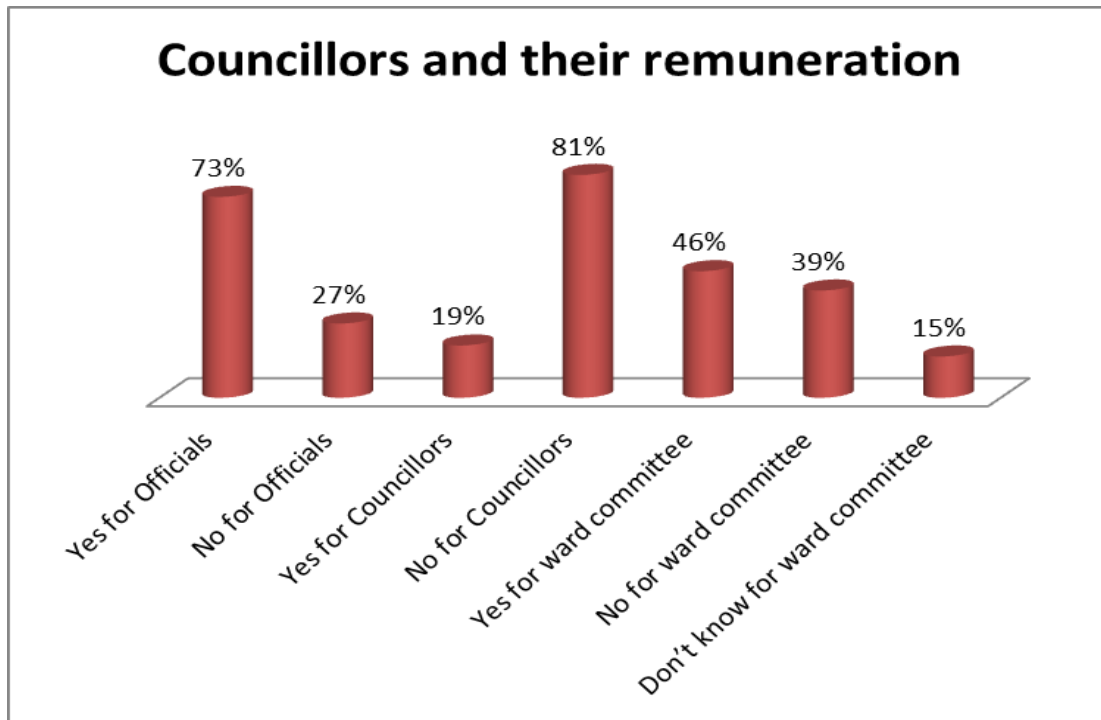


Figure 5.4.6: Councillors and remuneration

Participants were asked if councillors were remunerated enough. Figure 5.4.7 above shows 73% of officials, 81% of councillors, and 46% ward committee members thought the councillors were remunerated enough. 27% of officials, 81% of councillors, and 39% of ward committee members reported that councillors were not remunerated enough.

Those who reported that councillors were remunerated enough gave the following reasons for their response:

- “It is enough for PR councillors as we are doing nothing”
- “We are able to meet our basic needs”
- “They are not doing much on service delivery”

- “Salary is sufficient and on top of it they are given other allowances which allow them to do their job”
- “Looking at the contribution they are fairly remunerated”
- “Looks like they are paid well because they are able to improve their living conditions”

Those who reported that councillors were not remunerated enough gave the following reasons:

- “It is too little to enable me to meet my obligation such as visiting all my villages”
- “This is too little. To make matters worse is that I am not allowed to form a business on the side to supplement my salary”
- “Councillors end-up taking bribes because they are not remunerated well”
- “Most councillors are highly indebted; some of them have gone to the point of committing suicide. I personally replaced a councillor who committed suicide as a result of being in debt”
- “Due to the demand of the job, all the money I receive goes back to the community. I am expected to attend to all community needs which some have nothing to do with local government. I am sometimes expected to take people around which further affects my salary”
- “They pay little salary while we work almost 24 hours per day”
- “Though no one will ever say their salary is enough, but this one is too little”
- “The volume of work we do requires us to be on the road on daily basis. The money is not even sufficient to cover the petrol cost until the end of the month”

- “Adopted the apartheid approach despite having a different scope of work. They pay councillors based on the economic situation of the municipality”
- “The formula being used to determine councillors’ remuneration is wrong. There are different salary scales for councillors in different municipalities depending on their grade. This system is wrong because it punishes councillors from poor municipalities. Councillors in developed municipalities are paid more because they claim the municipality is able to raise revenue. What they forget is that those municipalities inherited a better infrastructure. They forget that poor infrastructure was as a result of apartheid. A councillor in a poor municipality and a councillor in a metro municipality does the same job. This formula is not fair”
- “Councillors in poor municipalities are not remunerated well. The councillors in metros are remunerated well under the assumption that their municipality is able to generate revenue. But this is an unfair approach. These metros are benefiting from the legacy of the past. There is nothing different from what we do in this rural municipality.

5.4.7 Councillor role as a full time position

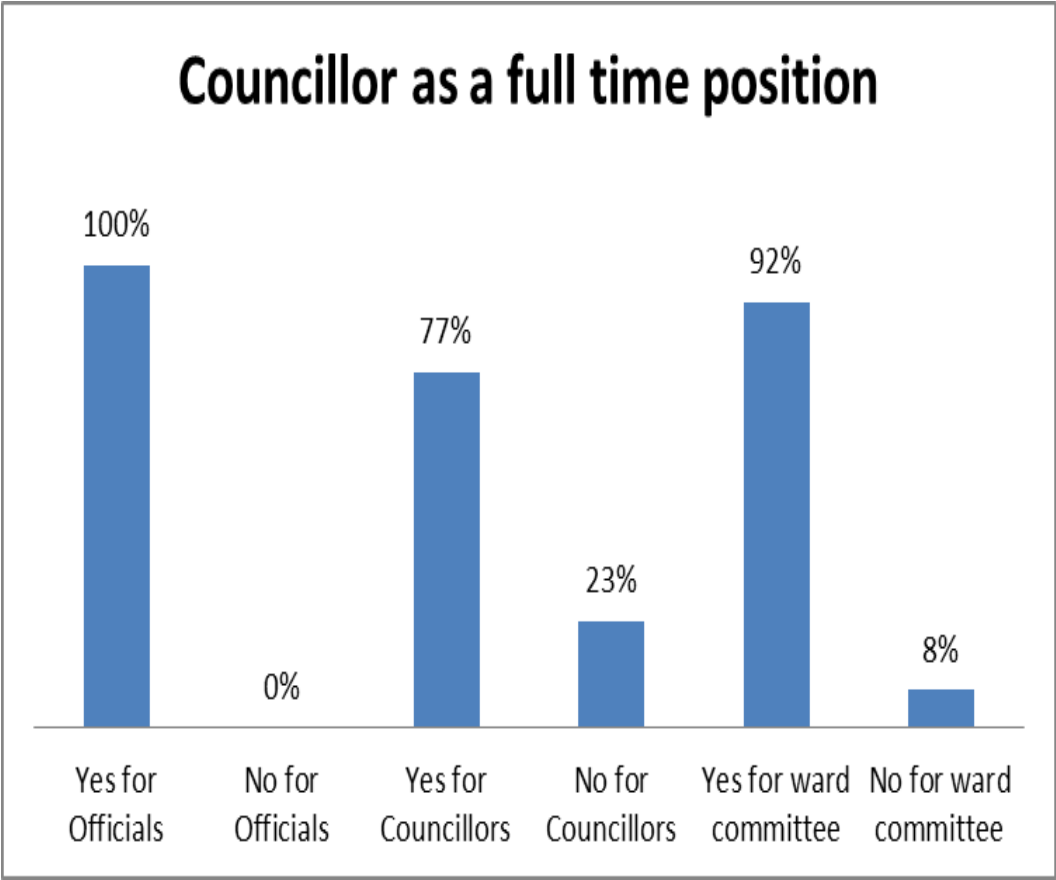


Figure 5.4.7: Councillor’s role as a full time position

Participants were asked if the position of a councillor should be a full time position. Figure 5.4.8 above shows 100% of officials, 77% of councillors, and 92% of ward committee members responded that the councillor position should be a full time position. 23% of councillors and 8% of ward committee members responded that a councillor position should not be a full time position.



Those who were for the position to be full time gave the following reasons:

- “Should always be accessible to the community any time as community services are a 24 hours job. Imagine the community members want me for something and they are told the councillor is still at work. He will attend to your needs when he returns”
- “They will have divided attention if they do other jobs”
- “There is high unemployment in South Africa and holding 2 jobs could even make the situation bad”

Those who were not for the position to be full time gave the following reasons:

- “Can only be a fulltime position if the remuneration is significant”
- “Every 5 years there are elections and may not be elected back”
- “There is no need for me as a PR councillor as my role is when there is council sitting other than that there is nothing I do”
- “Considering the salary it’s just a punishment”
- “Their scope of work is so limited that they can still do other jobs”

#### 5.4.8 Are councillors working on fulltime basis?

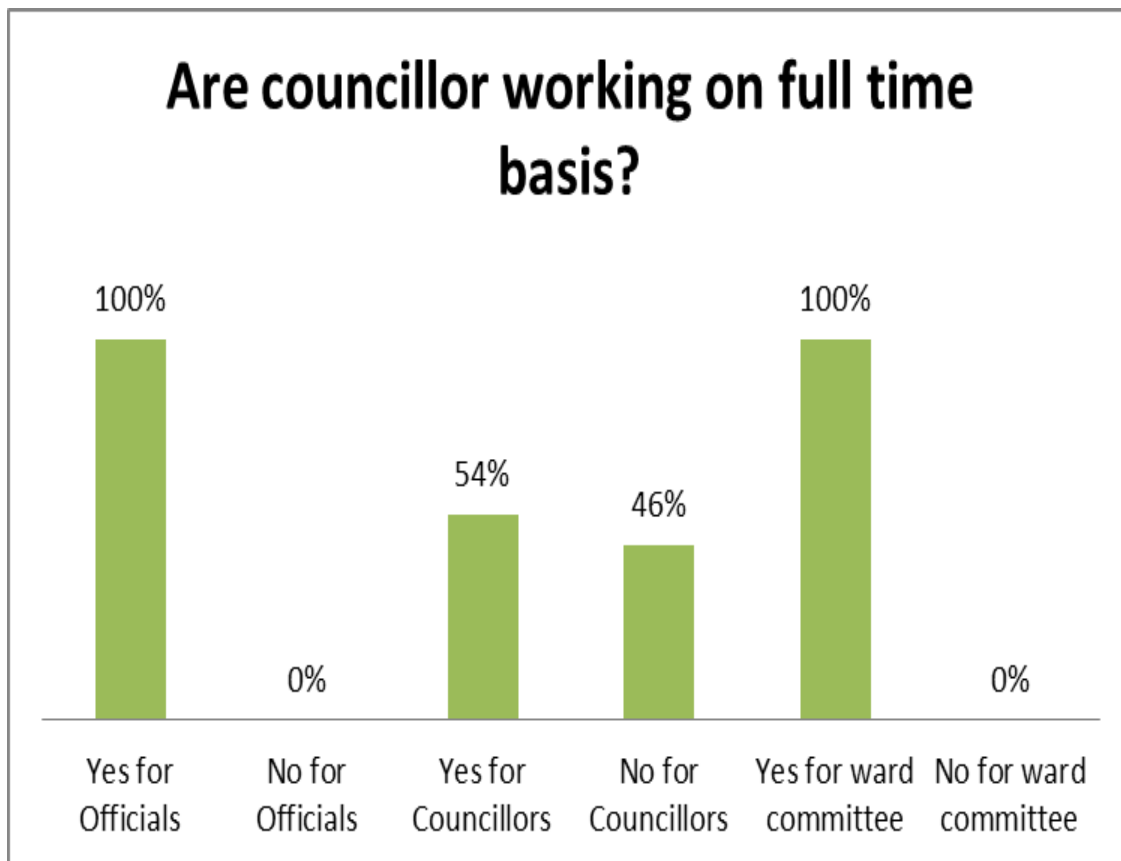


Figure 5.4.8: Councillors and working full time in Bushbuckridge local municipality

Participants were asked if councillors in the municipality work on full time basis. Figure 5.4.9 above shows 100% of officials, 54% of councillors, and 100% of ward committee members reported that the councillors in Bushbuckridge municipality are working on full time basis. 46% of councillors reported that they were not working as full time councillors. The councillors who are working full time are those belonging to the ANC as the party took a resolution to that effect.

#### 5.4.9 Suggestions for changes to enhance the involvement of councillors in service delivery

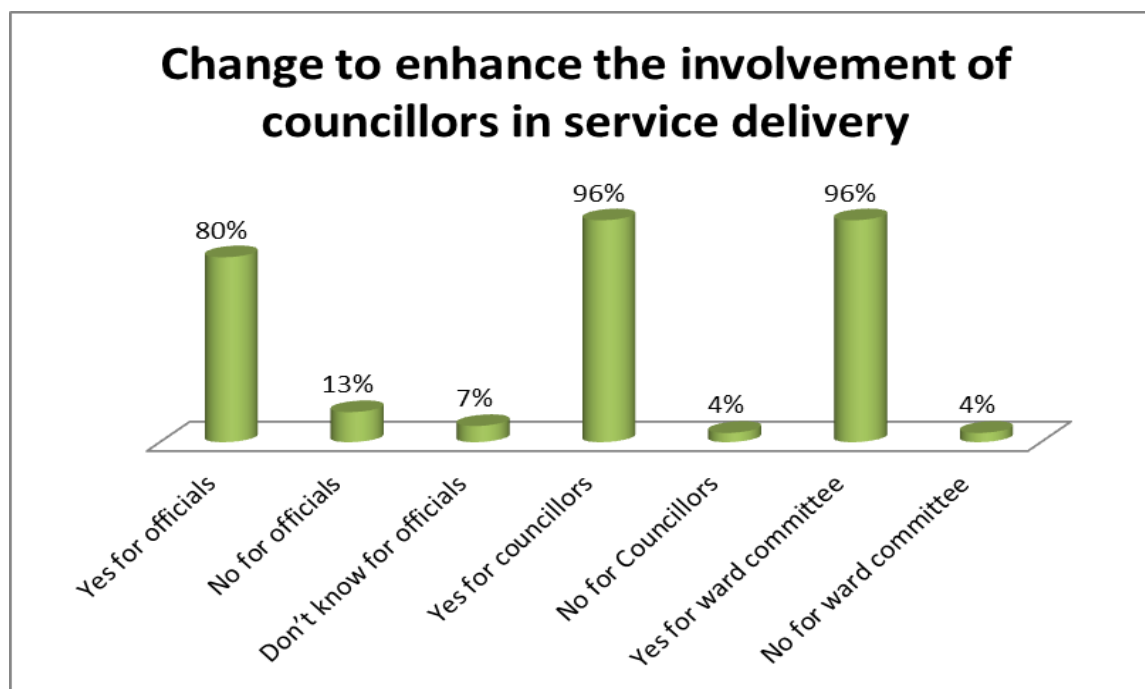


Figure 5.4.9: Changes to enhance the involvement of councillors in service delivery

Participants were asked if they thought changes were required to enhance the involvement of councillors in service delivery. Figure 5.4.10 above shows 80% of officials, 96% of councillors, and 96% of ward committee members indicated that changes were required. The following changes were proposed:

- “Should provide offices for councillors in their ward and employ a secretary for them. The offices should have all necessary tools of trade”
- “Consider academic qualifications as a requirement for councillors to be elected”
- “Legislative changes to protect the minority parties who are being sidelined by majority parties. When some smaller parties have won some wards the majority party sabotages by not providing services to those wards”

- “Should encourage ward councillors and PR councillors to work together. This must be changed at legislative level”
- “There must be a budget allocated to each ward in the municipality. This could be achieved by taking a 10% of the total budget and divide it by the number of wards and each can receive R3 million. Over a period of 5 years each ward could have received 15 million which could have gone a long way in delivering services”
- “Cohesion between councillors and political office bearers”
- “Councillors should be accountable to the community. Communities should be given authority to recall a councillor who doesn’t represent their interest”
- “Have dedicated budget for councillors to deliver services such as emergency responses. For example if people have lost their house through fire, they need food immediately. If the incident happens on a weekend the councillor will have to sometimes buy from his own pocket”
- “Political caucuses must be cancelled to enable councillors to represent their wards without any political influence”

## **5.5 Environmental factors and service delivery**

### **5.5.1 Social factors affecting service delivery**

The participants were asked to identify social factors that affect service delivery in Bushbuckridge local municipality. Below are the common responses.

- Unemployment: “there is high unemployment in this municipality and this affects the ability of the municipality to generate revenue”

- Tribalism: “services are provided along tribal lines dictated by those who control municipal resources”
- Nepotism: “people being appointed to positions where they do not have the capacity and this adversely affects the ability of the municipality to deliver services”
- Self-enrichment and corruption: “People manipulate projects of the municipality for personal gains”
- Crime: “This often manifests through damage to municipal infrastructure which then require diverting resources from planned activities to repair the damage”

### 5.5.2 Geographic factors and service delivery

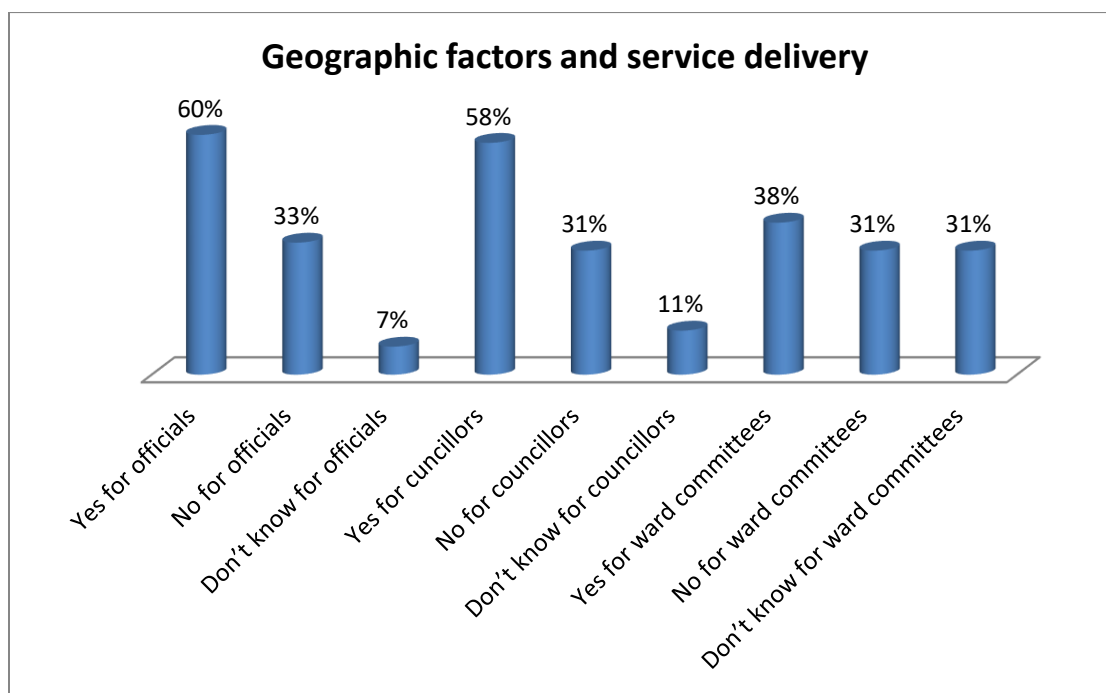


Figure 5.5.2: Geographic factors and service delivery

Participants were asked if they knew of geographic factors affecting service delivery in the municipality. Figure 5.5.2 above shows 60% of officials, 58% of councillors, and 38% ward committee members responded that there were geographic factors affecting service delivery. The participants identified the following geographic factors to motivate their response:

- The rural nature of the municipality which affects revenue generation.
- The municipality being a border municipality with Mozambique attracts foreigners who are often not documented but using the services of the municipality.
- Land belonging to traditional leadership.

### 5.5.3 Political factors and service delivery

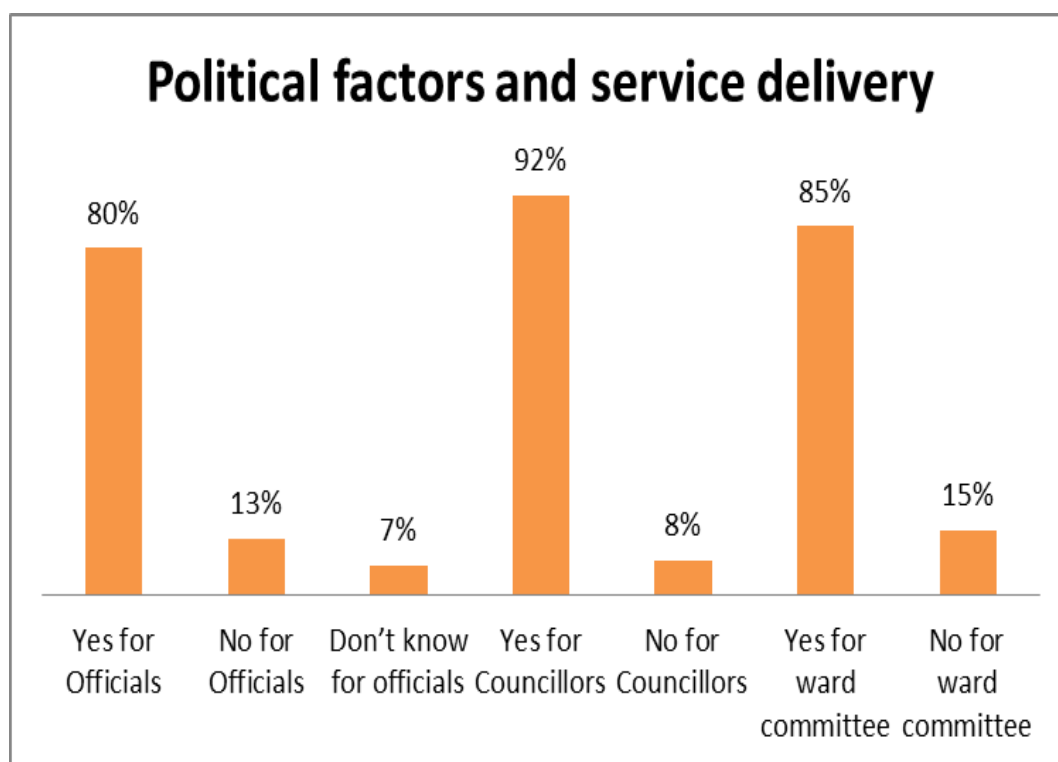


Figure 5.5.3: Political factors and service delivery

Participants were asked if there were political factors affecting service delivery in Bushbuckridge local municipality. Figure 5.5.3 above shows that 80% of officials, 92% of councillors, and 85% of ward committee members reported that there are political factors affecting service delivery in Bushbuckridge municipality. The following were the factors identified:

- “If a ward is led by an independent or opposition party, services are not provided. The municipality will only provide services to a ward led by the ruling party of the municipality”
- “Councillors are pushing political agenda instead of service delivery agenda to the communities”
- “Key positions are given to politically connected individuals”
- “Services are provided along political factional lines. Some councillors may find their ward not provided with services due to their factional alignment even if they are in the same ruling party”
- “There are no strong opposition parties and as a result this municipality is relaxed”
- “Political interference in administrative work”

#### 5.5.4 Legislative factors and service delivery

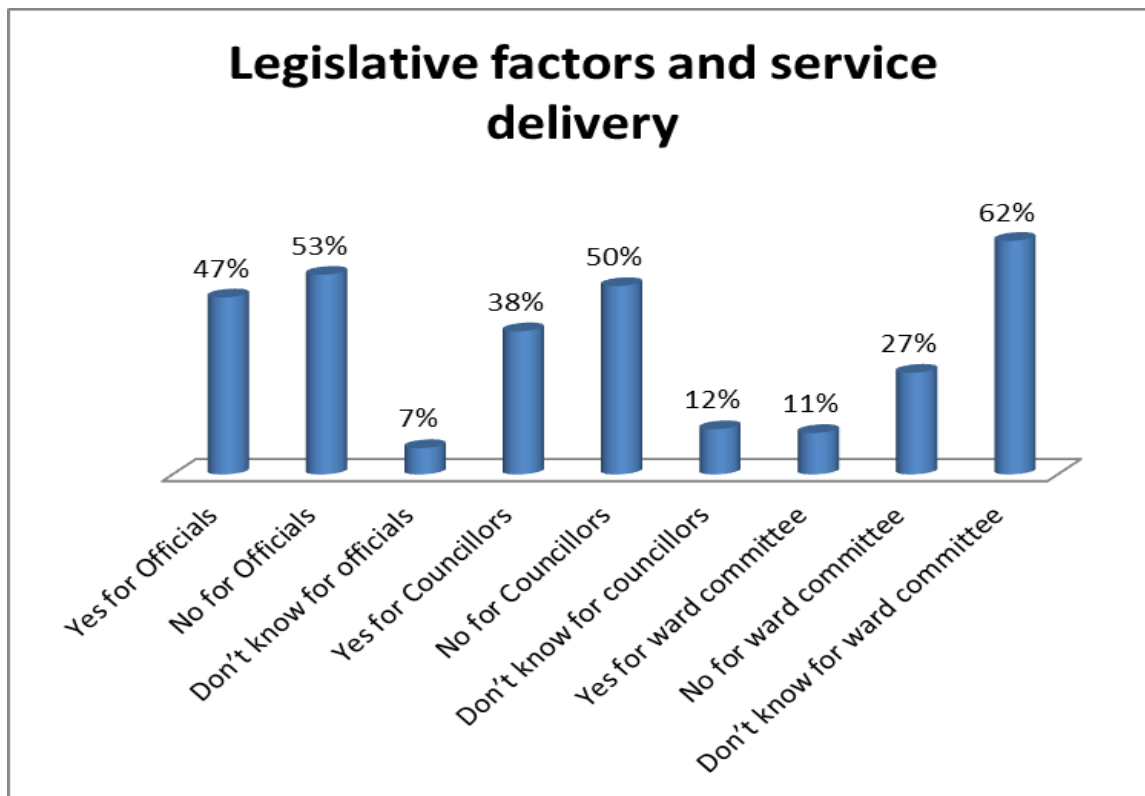


Figure 5.5.4: Legislative factors and service delivery

Participants were asked if there were legislative factors affecting service delivery in Bushbuckridge Local Municipality. Figure 5.5.4 above shows 47% of officials, 38% of councillors, and 27% of ward committee members reported that there were legislative factors affecting service delivery. The following were the factors identified:

- “The legislation that deals with traditional authority affects service delivery. There is no cooperation between the municipality and traditional leadership”
- “District municipality must be scrapped as it doesn’t add any value”
- “The DORA indicators make it difficult to divert resources to areas of needs”



- “Legislation that deals with budget allocation must be reviewed as it is problematic as rural municipalities are not funded well”
- “Lack of political will to reinforce bylaws”

### 5.5.5 Economic factors and service delivery

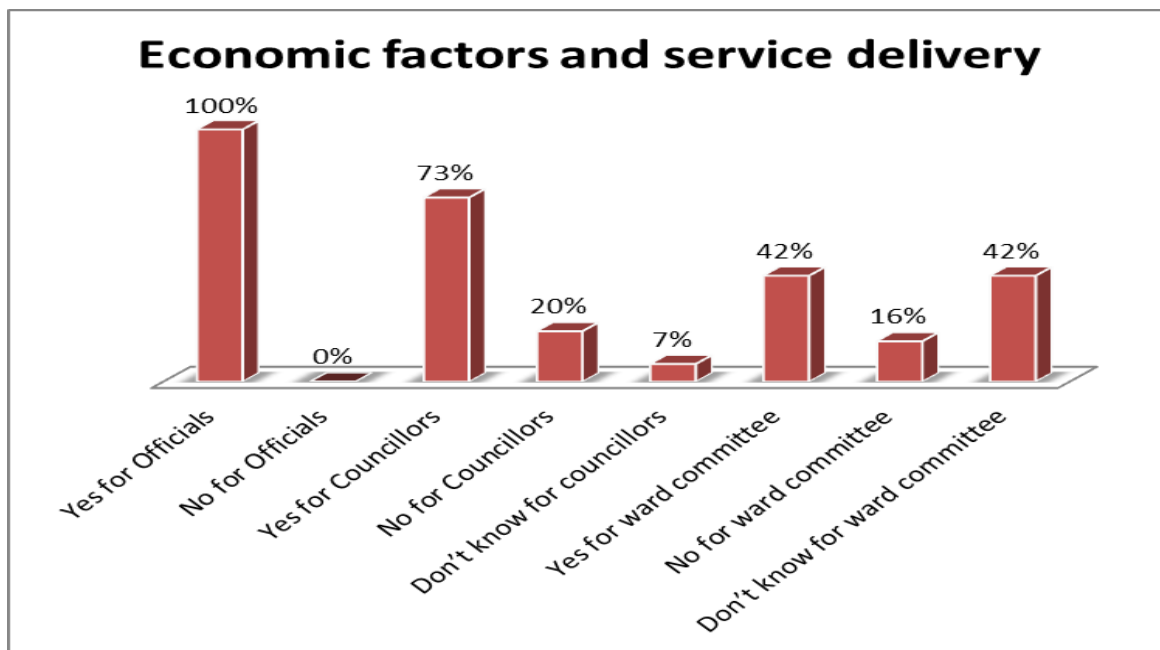


Figure 5.5.5: Economic factors and service delivery

Participants were asked if there were economic factors affecting service delivery at the municipality. Figure 5.5.5 above shows 100% of officials, 73% of councillors, and 42% of ward committee members reported that there were economic factors affecting service delivery. The following factors were provided to motivate their response:

- “Access to economic opportunities is limited in this municipality. People will then fight to win tenders as the only economic opportunity available”

- “There is a high unemployment rate in this municipality due to lack of industrial areas that can provide employment opportunities”
- “The municipality doesn’t have enough resources to deal with service delivery needs of the citizens”
- “Unemployment which increase poverty and affects revenue generation”
- “Declaring Bushbuckridge municipality a nodal point has created an image problem for the municipality”
- “There are a lot of tourist attraction areas and agricultural projects which do not benefit the municipality and often does not benefit the communities”

#### 5.5.6 Promotion of local economic development plan

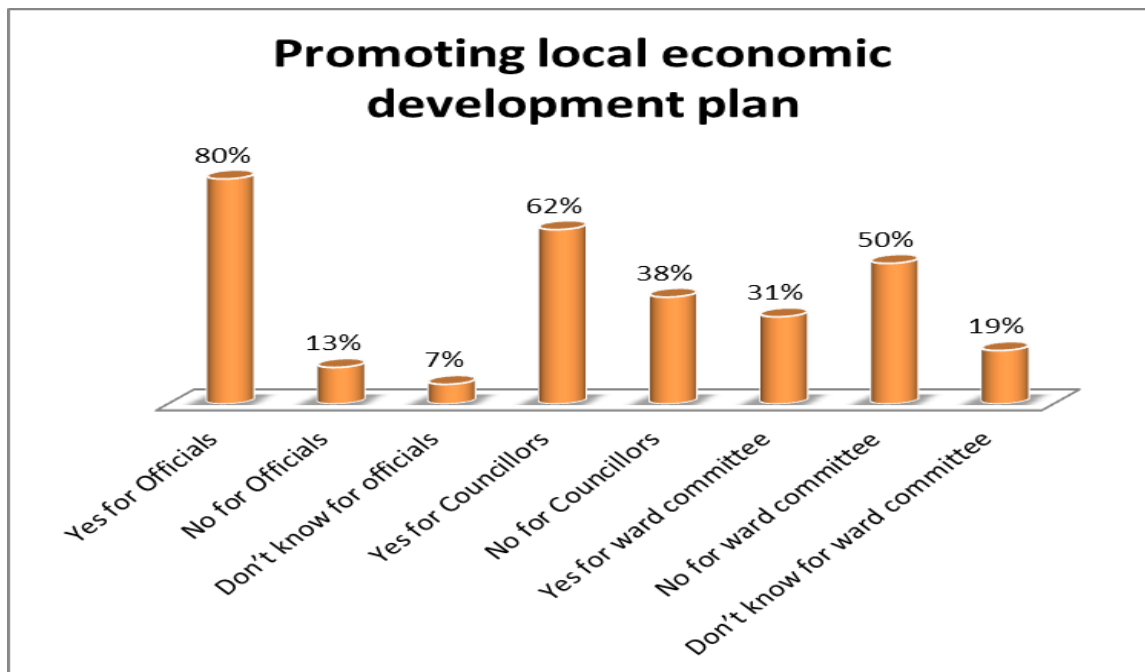


Figure 5.5.6: Promotion of local economic development plan

Participants were asked if they thought the municipality was able to promote its local economic development plan. The graph above shows that 80% of officials, 62% of councillors, and 31% of ward committee members reported that the municipality was able to promote its economic development plan.

### 5.5.7 Demographic composition and local government service delivery

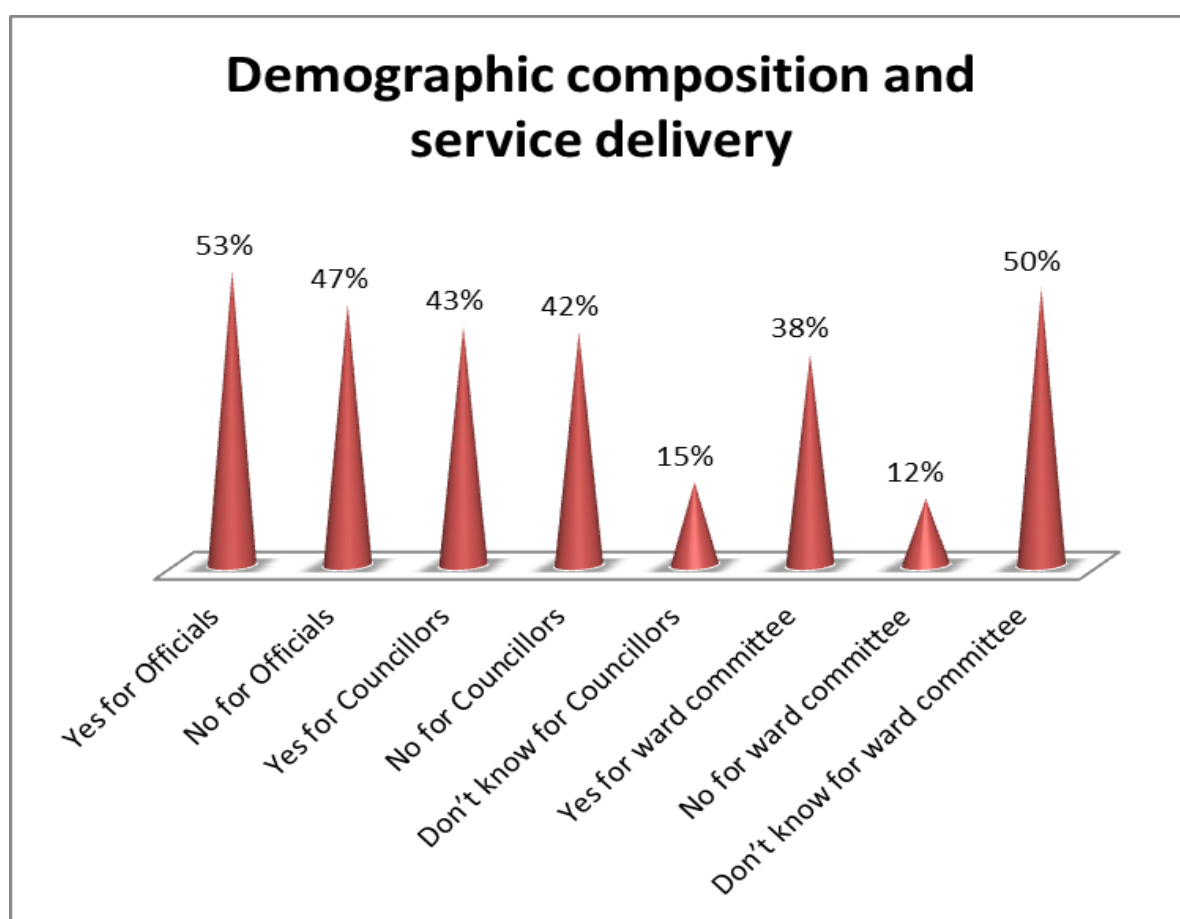


Figure 5.5.7: Demographic composition and service delivery

Participants were asked if the demographic composition of the municipality was affecting service delivery. This question was only quantitative. Figure 5.5.7 above shows 53% of

officials, 43% of councillors, and 38% of ward committee members agreed that the demographic composition of the municipality does affect service delivery in the municipality.

5.5.8 SALGA and local government service delivery

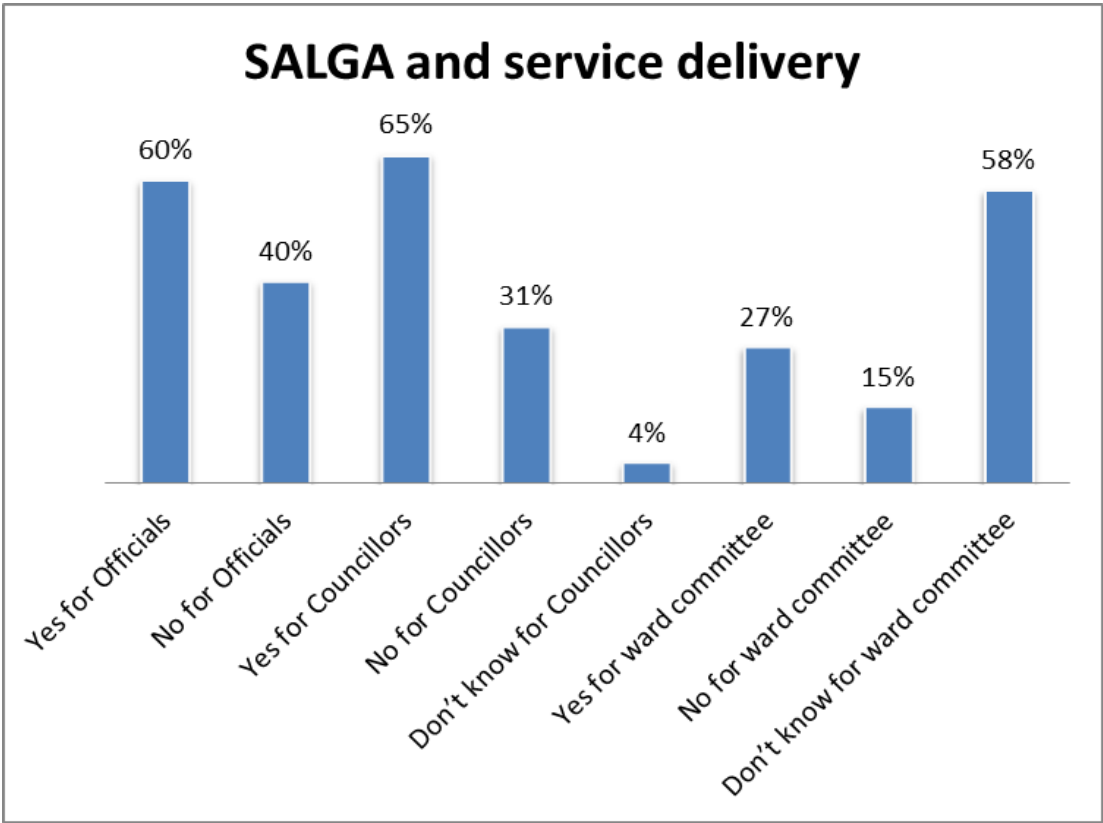


Figure 5.5.8: SALGA and local government service delivery

The participants were asked if in their view SALGA was making a significant contribution to enable the municipality to deliver services. Figure 5.5.8 above shows that 60% of officials, 65% of councillors, and 27% of ward committees reported that SALGA was making a significant contribution to enable the Bushbuckridge local municipality to deliver services. 40% of officials, 31% of councillors, and 15% of ward committee members

reported that SALGA was not making a significant contribution to enable the municipality to deliver services.

Those who reported that SALGA was not making a significant contribution were asked to indicate what contribution would they like SALGA to provide. They reported that SALGA is responsible for training of councillors and they would like to see it provide training to all councillors. They proposed that SALGA must ensure that councillors from opposition parties are not sidelined by their municipality. They also reported that SALGA should not be aligned to a certain political party as their role has become politically aligned to the ruling party.

#### 5.5.9 District municipality and local government service delivery

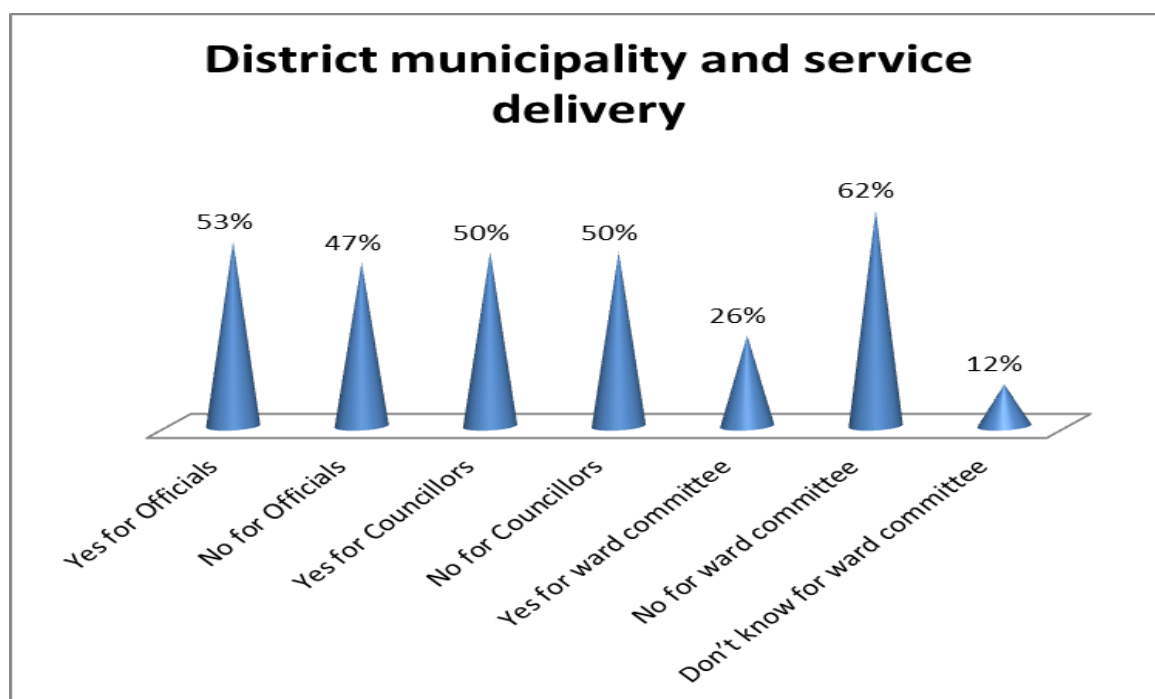


Figure 5.5.9: District municipality and local government service delivery

Participants were asked if the Ehlanzeni district municipality was making a significant contribution to enable the municipality to deliver services. Figure 5.5.9 above shows that 53% of officials, 50% of councillors, and 26% of ward committee members reported that the district municipality was making a significant contribution to enable the municipality deliver services. Conversely, 47% of officials, 50% of councillors, and 62% of ward committee members reported that the district municipality was not making any significant contribution to the municipality.

#### 5.5.10 Necessity of having a district municipality

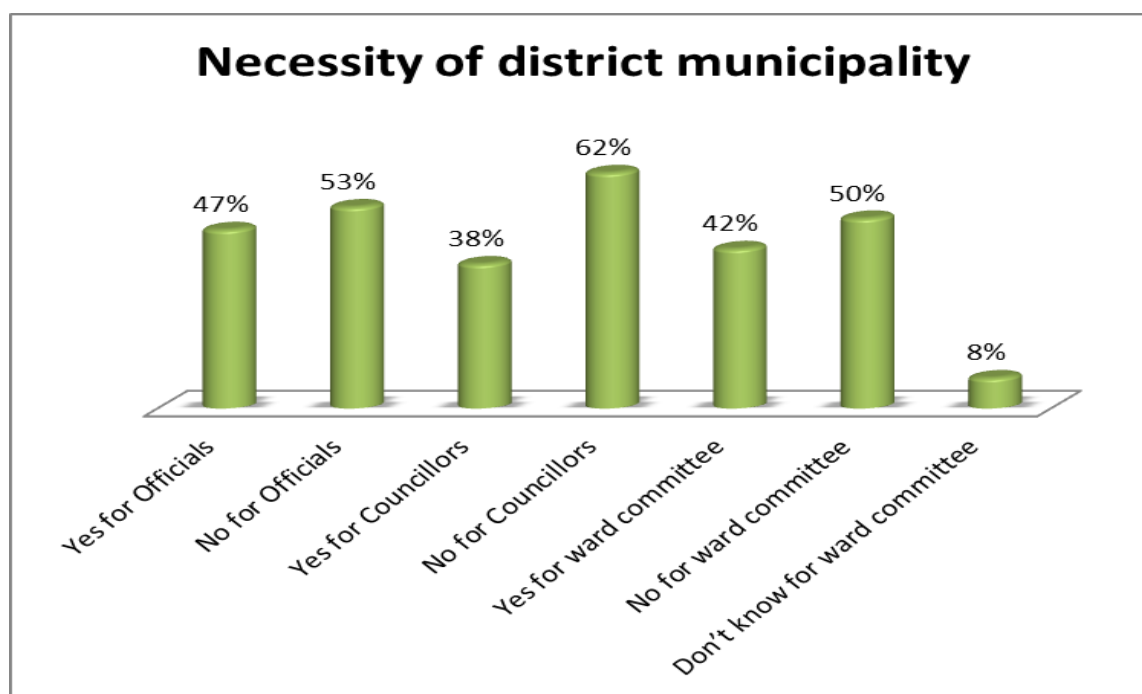


Figure 5.5.10: Necessity of district municipality

Participants were asked if they thought it was necessary to have a district municipality. Figure 5.5.10 above shows 47% of officials, 39% of councillors, and 42% of ward committee members reported that it was necessary to have a district municipality.

Conversely, 53% of officials, 62% of councillors and 50% of ward committee members reported that the district municipality was not necessary.

Those who were for the district municipality provided the following reasons:

- “They monitor local municipalities and provide technical support”
- “District municipalities bring support closer to the local municipalities”
- District municipalities bring supervisory role to local municipalities”
- “It creates jobs for people and could assist in revenue collection”

Those who were against the district municipalities provided the following reasons for their response:

- “They are just a duplication and do not have programmes to deliver”
- “They do not have any technical personnel to support us. This municipality struggles to deliver services while we have a structure that is meant to support us”
- “Eliminating the districts can increase budget to the local municipalities as they don’t have a role in service delivery”

### 5.5.11 Provincial COGTA and local government service delivery

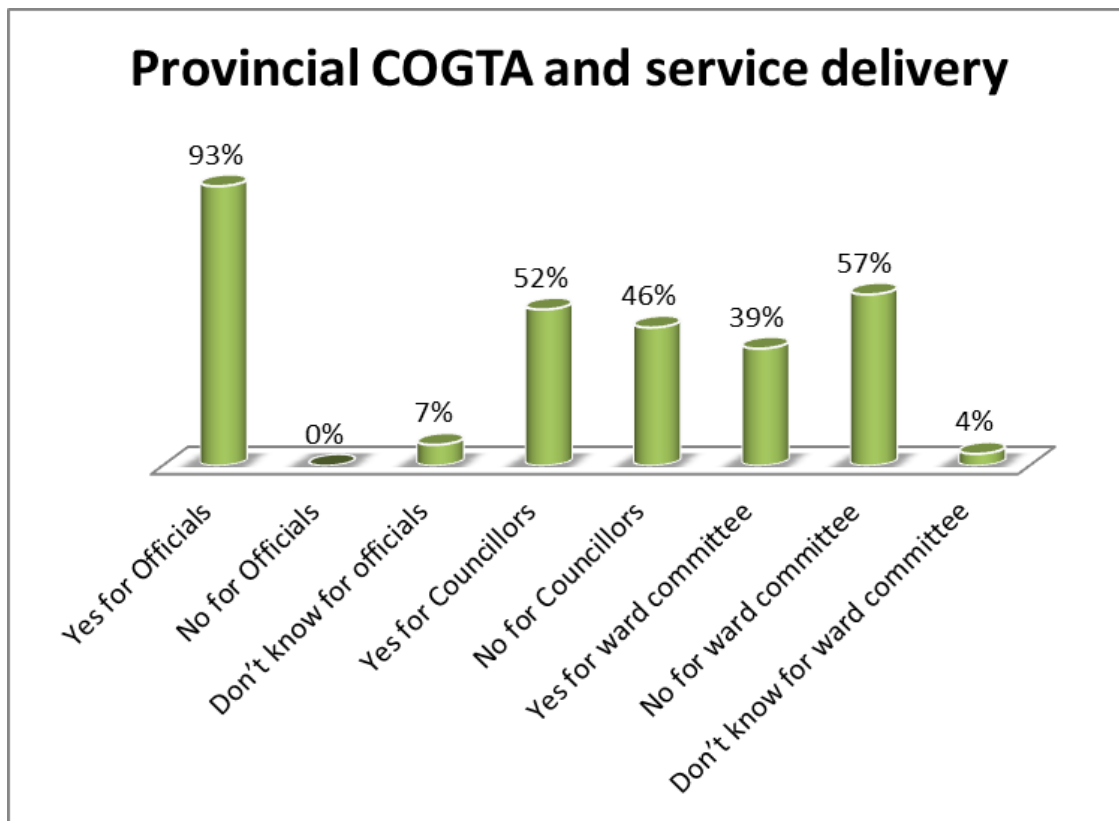


Figure 5.5.11: Provincial COGTA and service delivery

Participants were asked if they thought the provincial COGTA provides sufficient technical support to the municipality to enable it to deliver services. Figure 5.5.11 above shows 93% of officials, 52% of councillors, and 39% of ward committee members reported that COGTA was providing sufficient technical support to the municipality. 46% of councillors and 57% of ward committee members reported that the provincial COGTA was not doing enough.

Those who reported that COGTA was not doing enough were asked to identify areas where they would like technical assistance and the following were identified:



- Revenue collection;
- Financial management;
- Project management;
- Technical management; and leadership and management.

## **Conclusions**

This results chapter presented findings which demonstrate that there are leadership and management challenges in Bushbuckridge local municipality. The results identified leadership and management areas which may be behind poor service delivery in this municipality. The results also provide reasons why this municipality has had some financial management challenges as earlier discussed in chapter two.

Some leadership and management challenges may be in the municipality's control while other challenges may be beyond the municipality's control. Those that are within the municipality's control may include planning while those beyond the municipality's control may include political interference in administrative matters; and dictating employment of personnel in key positions. The low education of councillors who should provide oversight to the municipality is another area identified as affecting leadership in this municipality. The main findings of this chapter are discussed in the next chapter.

## **CHAPTER SIX: DISCUSSION OF RESULTS**

### **Introduction**

There is an acknowledgement by government that local government is facing serious service delivery challenges, hence the establishment of the Back to Basics programme in 2014 by the Cooperative Governance and Traditional Affairs (COGTA) department. This programme is aimed at building a responsive, caring and accountable local government (Cooperative Governance and Traditional Affairs, 2014).

Leadership and management play critical roles in local government. Leadership or the lack thereof has not been a strong feature of governance or service delivery by municipalities (Schmidt, 2010:7). This study was conducted to look at the impact of leadership and management capacity of municipal officials, councillors, and ward committee members on municipal service delivery in BLM.

In 2013, this municipality was placed under administration by provincial COGTA in terms of section 139 (5) (a). This section stipulates that If a municipality, as a result of a crisis in its financial affairs, is in serious or persistent material breach of its obligations to provide basic services or to meet its financial commitments, or admits that it is unable to meet its obligations or financial commitments, the relevant provincial executive must impose a recovery plan aimed at securing the municipality's ability to meet its obligations to provide basic services or fulfill its financial commitments. This implies a recognition that, although some challenges are largely outside BLM's control, there is a need for better leadership and management in the municipality.

The aim of this study was therefore to critically assess the leadership and management capacity of the municipal officials, councillors and ward committee members in order to

identify internal and external factors which affect the capacity of the municipality to deliver services to its citizens. The format of this discussion chapter is aligned to the research objectives and research questions of this study. The table below shows the research objectives and the research questions.

Research objectives	Research questions
1. To establish if the political office bearers, municipal officials, proportional and ward councillors have the appropriate skills to execute their work effectively.	1. Do ward councillors; proportional councillors; and municipal officials; have the appropriate skills to execute their work effectively?
2. To establish if the municipal officials have a good understanding of the underlying factors affecting service delivery in the municipality.	2. Do the municipal officials have an understanding of the underlying factors affecting service delivery in Bushbuckridge local municipality?
3. To establish how organizational/institutional factors affect service delivery in the municipality.	3. What organizational/institutional factors affect service delivery in Bushbuckridge local municipality?
4. To investigate how environmental factors affect the delivery of services in the municipality.	4. How do environmental factors affect the delivery of services in Bushbuckridge local municipality?
5. To investigate how the municipality uses the ward committees as a platform for public participation.	5. How effective are the ward committees as a platform for public participation in the affairs of local government?
6. To investigate the leadership capacity of ward committee members and their contribution to service delivery.	6. How does the leadership capacity of ward committees impact their contribution to service delivery?
7. To investigate if the collapse of service delivery in the municipality is as a result of poor leadership and management.	7. What is the link between leadership, management capacity and service delivery?

## **6.1 Appropriate skills of Municipal Officials and Councillors to do their jobs**

In light of the challenges facing local government this study aimed at assessing if municipal officials and councillors had the appropriate skills to do their job. Skill in the context of this study was about the ability of the target population to perform their work in a competent manner and within the parameters of the relevant legislation. For an effective delivery of services people are needed with relevant skills to plan, implement and evaluate the services. For an institution like a municipality to function well, there is a need to have competent people who will perform the planning, organizing, leading, controlling, and staffing functions. Some of these management functions are also applicable to councillors.

The research question being answered in the section is: Do ward councillors; proportional councillors; and municipal officials; have the appropriate skills to execute their work effectively? To address this question the researcher looked at academic qualifications, number of years in current position and relevance of the previous job experience to the current job.

### **6.1.1 Education levels of officials and councillors**

Notwithstanding the fact that skills and competencies are not always attained through formal education, the importance of education in positions that deal with service delivery cannot be understated. Consequently, the education level of officials and councillors of the municipality was assessed. This assessment was done to establish if the people entrusted with the responsibility of delivering services which have a direct impact on the daily lives of citizens have the required academic qualifications.

Figure 5.1.1.1 and figure 5.1.1.2 in chapter 5 present findings of the education level of PR councillors and ward councillors. The findings show that there are 8% of the PR councillors with their highest academic qualification being some secondary education. In ward councillors there is 7% with their highest qualification being some primary education and 17% with some secondary education. Besides being representatives of the communities at the municipality, councillors also play a crucial role in determining the direction of the municipality through their role in council.

Local government operates within specific legislation and councillors are required to comply with all the legal provisions. To be able to comply, councillors need to familiarize themselves with this legislation. Currently all local government legislation is written in English and require a person who can read and write. Some level of education is essential to enable councillors to fulfill their constitutional mandate.

The employment career background of the councillors as contained in table 5.1.1.1 and table 5.1.1.2 shows that 25% of PR councillors, and 29% of ward councillors were unemployed before being elected to their current positions. This finding shows that these councillors do not bring any work experience to their new role. This may have some implications for their effectiveness.

. From the data it can be concluded that the municipality has the right officials with relevant educational requirements to lead the municipality. The only question would be: do they have the right people in the different departments with relevant technical skills and competences to do their jobs? If this is not the case the municipality may not achieve their goal of delivering services to its citizens.

For effective service delivery, there must be competent people in administrative and political leadership. Competency may also be learnt through studying and work experience. The results on education in this study have shown that administrators generally have relevant academic qualifications and some councilors are without academic qualifications despite playing a key role in determining the direction of the municipality through their work in the municipal council.

### **6.1.2 Number of years in current position**

Continuity at political and administrative levels is crucial in a municipality to ensure uninterrupted delivery of services. Continuity creates stability and long term planning. Continuity is therefore of great importance in a municipality to achieve its developmental goals. Figure 5.1.2 Shows that 6% of Councillors were between 3-5 years in current position at the time of the interview. Councillors serve a 5 year term when elected. This shows that 65% councillors were in their first term. This result shows that 65% of the councillors were never retained by their political parties for another term or opted not to return.

Figure 5.1.3 in chapter 5 shows that 14% and 33% of officials were between 1 and 5 years in their current position. None of 4 directors at the municipality were above 3 years in their current positions. These findings paint a picture of instability at the director level. Directors drive the delivery of services in the municipality and if the municipality does not have stability at this level, it will find it difficult to deliver on its constitutional mandate.

When there is no stability at the highest level of administration and political levels, there is likely to be instability. Instability at the highest levels in a municipality unfortunately impacts the ability of the municipality to deliver services. In the current IDP, though required for municipalities to conduct an internal assessment and include it in their IDP

the current plant does not provide any information with regard to the internal capacity or lack of it therefore. If the assessment was conducted it would have provided the municipality with accurate information to enable it to take appropriate decisions.

### **6.1.3 Previous job's relevance to current position**

There have often been reports that the municipality recruits people into positions without the relevant skills. This often affects their ability to function effectively in their positions and consequently affect the ability of the municipality to deliver services. Figure 5.1.4a shows that 87% of the officials and 69% of councillors reported that their previous jobs were relevant to their current role. Although the majority of councilors reported that their previous jobs did prepare them for the current, those who reported that their previous jobs were not relevant to the current role cannot be ignored. Though they are few, their impact in service delivery could be devastating.

## **6.2 Underlying factors affecting service delivery in Bushbuckridge local municipality**

### **6.2.1 Financial management**

Financial management in local government is an important element to ensure that funds are used for what they were intended for. Figure 5.1.5a shows 85% of councillors and 93% officials in figure 5.1.5b reported that they were involved in financial management. Figure 5.1.6a shows that 40% of the officials and 62% of councillors were not trained in financial management before they entered their current roles.

Bushbuckridge financial management has been in decline as referenced in the literature review of this thesis according to the Auditor-General audit reports from 2011- 2015

financial years. In 2011 -12 (disclaimer audit finding), 2012-13 (disclaimer audit finding), 2013-14 (qualified audit finding), and 2014-15 (qualified audit finding).

The audit reports shows a financial mismanagement that is gradually becoming chronic. The 40% of officials who reported that they were not trained in financial management before they began their current roles may be offering reasons why this municipality struggled with its finances. Figure 5.2.8a paints an even more serious picture. Although 93% of officials who reported that they were trained in MFMA which is an Act which provides guidelines in Municipal financial management, the fact that there are managers or directors who have not been trained may affect compliance with municipal financial management.

Figure 5.1.8b in chapter 5 shows 85% of councillors have not been trained in a municipal finance management programme. Councillors have the responsibility to provide oversight for the municipality. When they have not been trained in relation to this important Act, their ability to provide oversight is affected. Compliance to the prescripts of the MFMA cannot be expected where there is no training on it provided.

There is 100% agreement amongst councillors and officials in Figure 5.1.9 that municipal finance management training should be made mandatory for all officials. One participant said “There was poor finance management in this municipality hence it was placed under administration. Making municipal finance management training mandatory for all officials can improve financial management at this municipality”. Another participant said “It is legislated that managers in the municipality must be trained in municipal finance management, how we have managers who have not been trained is shocking. This is a sign of non-compliance”.



### **6.2.2 Budgeting in local government**

Budgets play an important role in the management and success of any institution. Without effective budgeting the strategic objectives of an institution may not be realized. A budget is the process of allocating an institution's financial resources to its units, activities and investments (Blumentritt, 2006), while Horngren et al. sees a budget as the quantitative expression of a proposed plan of action by management for a specified period and an aid to coordinating what needs to be done to implement that plan (Horngren et al., 2004:164).

Municipalities develop IDPs which contains activities that will be implemented in a period of 5 years and reviewed annually. Based on the IDP municipalities are required to develop annual budgets which outline where the municipality is getting its money, how much it will receive and how much will be spent on items like salaries, goods and services, infrastructure and equipment. Upon completion of the consultation process with provinces and national treasury, municipalities are then allocated the budget for the implementation of the plan.

It must be noted that there are competing priorities in the country which makes financial resources to be not enough for allocation to municipalities. It therefore becomes imperative that the little resources allocated are managed in a responsible manner by those so tasked.

It has been reported in this study that one of the factors that affect service delivery in the municipality is the estimation of funds which will be raised locally through revenue collection. Some participants reported that when the municipality develops the budget, it is a requirement that it indicates a portion of the budget which will be covered through revenue. When the municipality is not able to reach the estimated revenue collection, the municipality then experiences a shortfall as government shall have subtracted that portion

indicated by the municipality that it will raise locally. When the municipality experiences a shortfall in its finances, service delivery is affected.

### **6.2.3 Space to do the job and interference**

There are claims of political interference in the administration of the municipality. Interference in some instances is negatively impacting the ability of municipality to deliver services to its citizens. Figure 5.1.10 shows that 27% of officials and 35% of councillors reported that they were not given space to do their jobs without interference. One councillor said “Local government is in a political space and highly infested. Some problems are caused by our political leaders in our political structures above us. They often dictate decisions that we sometimes do not agree with. To be politically disciplined we push for those decisions”. Related to this, another participant said “we are often forced to support political mandates which may not be in the best interest of the municipality”.

The two statements above show that political mandates are prioritized above the priorities of the municipality. The statements also show that leadership in this municipality is provided by outside structures.

The interference faced by opposition parties is different from those coming from the ruling party of the municipality. One opposition party councillor said “There are lots of things which are hidden from opposition parties. We are therefore unable to do our job”. When opposition parties are starved of information they are rendered redundant and consequently are not able to carry out their constitutional mandate.

The other interference is that between ward councillors and proportional representative councillors. One PR councillor said “The ward councillor doesn’t give me space to support

the ward despite coming from the same party. I am never informed of meetings in the ward. Being a PR councillor I have nothing to do other than attending council meetings". The battle between ward and PR councillors also presents an interesting scenario. There is a battle for territory, ward councillors feel they own the wards. There is a need to look into the utilization of the PR councillors in wards as most of them are sitting at home doing little while ward councillors struggle alone.

Official interference was slightly different from that faced by councillors. One official said "I occupy a very important position which is related to supply chain. Almost every person in this municipality has an interest in this department. I am therefore facing a lot of interference. What is coming out from this statement is that some interference is criminal in nature and measures need to be in place to support officials facing this kind of interference."

### **6.3 Organizational/institutional factors affect service delivery in Bushbuckridge local municipality**

#### **6.3.1 Service delivery status of Bushbuckridge local municipality**

The citizens of the municipality are better placed to provide a reliable view on how the municipality is faring in service delivery. The participants who include councillors, officials and ward committee members were asked if they thought the municipality was doing well in delivering services. As per figure 5.2.1, the majority of participants responded that the municipality was not doing well in delivering services. Not doing well in the context of this research means that citizens are not receiving services to the required standards.

One participant said: this municipality received 2 disclaimers and 1 qualified audit findings 3 years in succession. Under such an environment, no one can claim that this municipality is doing well. Another participant said "this municipality was placed under administration

due to its poor service delivery record; no one can deny that this municipality is not doing well". Based on figure 5.2.1 it is evident that the municipality is not doing well in delivering services. This finding also provides a justification for the intervention by COGTA in 2013 for placing the municipality under administration.

### **6.3.2 Municipal financial resources and service delivery**

The municipality relies on its financial resources to deliver services. Without sufficient funds municipalities are not able to fulfill their constitutional mandate. Municipalities draw their funding from three sources, i.e. equitable share, grant funding, and from local revenue collection. Figure 5.2.2 shows results of how research participants viewed the financial status of the municipality. The majority of participants indicated that the municipality was not financially well-resourced to deliver services.

Figure 5.2.3 presents findings about the capacity to generate income through revenue collection. This finding is consistent with figure 5.2.2 where the majority of participants indicated that the municipality does not have the capacity to generate income through revenue collection. Revenue collection in local government is very crucial as the funds collected are used to complement funds transferred from national government and do not have many restrictions compared to equitable share and grant funding.

The reason for the lack of capacity to generate income through revenue collection is shown in figure 5.2.4. The majority of participants indicated that the municipality does not have an effective system to collect revenue. Without an effective revenue collection system the municipality's ability to collect revenue is compromised. One participant said "There is no political will to push for revenue collection. Even from companies operating in the municipality we are not collecting revenue". Paying for services has become a political matter. Making communities to pay for services without education as to why

people should pay for the services may result in protests and cause instability in the municipality.

Some participants raised the fact that this municipality is rural and has a small tax base which has become an impediment to revenue collection. They argued that rural citizens are not able to pay for services. Although Bushbuckridge is a rural municipality it does not mean there are no citizens who can afford to pay for services. One participant summed it up well by saying “There is no infrastructure to enable the municipality to collect revenue. For example, where water is provided, there are no meter readers to enable the municipality to charge consumers.”

The municipality can continue to provide services for free, but this continues to create a burden to the municipality. One participant said “The municipality was declared a nodal point in 2001 which meant it needed support from provincial and national government to deliver services by building capacity and infrastructure. The current situation of the municipality does not seem to reflect any positive result emanating from the intervention. The municipality’s inability to improve revenue collection continues to work to its disadvantage. As long as the municipality does not improve its financial viability it will remain a nodal point which in the long run affect its ability to attract businesses to invest in the municipality. When businesses are not attracted, the chances of creating job opportunities also decrease. When job opportunities decrease, unemployment increases.

### **6.3.3 IDP development and service delivery**

Municipalities are legislatively required to develop an IDP which has been consultatively compiled. Figure 5.2.5 shows that a majority of participants have played a role in the development of the current IDP. The ward committees and councillors’ involvement in the

development of the IDP has been reported to be mainly in the development of community based plans and submissions to the municipality.

The development of community based plans is supposed to include all key stakeholders in communities. Although the majority of participants indicated that the involvement of communities in the development of the IDP was sufficient in figure 5.2.6 there are 40% of officials, 38% of councillors and 23% of ward committee members who reported that the involvement of communities in the development of the IDP was not sufficient.

Communities and councillors' involvement in IDP development is also driven by political alignments. The leading political party leads the development of the IDP and sometimes may create an environment that is not conducive for opposition political parties. One councillor reported that "we as opposition political councillors and communities aligned to opposition political parties are sidelined by the ruling party".

The other factor of insufficient community involvement is the time at which the consultative meetings are held. The consultative meetings are conducted during the week and only the unemployed or old people are able to attend these meetings. The timing of the consultative meetings deprives the municipality the voice of the working class. There seems to be no strategy to involve those citizens who can make a meaningful contribution to the IDP development process.

Alternative means to improve community involvement in IDP development need to be explored. In figure 5.2.7 it shows that 52% of officials, 69% of councillors, and 65% of ward committee members reported that improvements in the IDP development process are required. Some suggestions to improve the IDP development process include using social media platforms for submission of suggestion. This would enable people who are

at work and unable to attend the consultative meeting to participate in the IDP development process.

Raising community knowledge about the IDP and its importance is another area that can be included in the IDP development process. One participant said, “The communities have lost confidence in the IDP development process. Communities see this as a useless exercise as nothing gets implemented”. Another participant said “this is futile exercise because the final document does not reflect the needs of the communities”.

With this perception expressed by some of the participants, it is imperative that the municipality comes with programmes that will change this perception. One participant suggested “improve the skills of the municipal officials in community involvement”. Another participant suggested “the municipal council needs to have strategic priorities which will guide the community participation process”. Based on this quotes above, there seems to be a lack of planning creativity. Planning creativity would involve introducing different strategies during the planning process.

#### **6.3.4 Communication between municipality and communities**

The municipality has a relationship with citizens which can only be maintained through proper communication. The municipality has resources available at its disposal to aid its communication between the municipality and the communities. The ward committee structure is comprised of people coming from all communities within the ward. The municipality can use these members to communicate with communities.

Another communication platform is that of councillors, they are part of the ward and should lead service delivery at that level. The municipality has the councillors to use as a

communication channel to the communities. There is some degree of relationship between communication and service delivery protests. It must be mentioned upfront that not all service delivery protests are as a result of poor communication from the side of the municipality. Proper communication is also required in the development of the IDP. The success of community involvement in the development of the IDP heavily relies on communication put in place. Community members may contribute to the IDP development process provided they are well informed through the proper channels. When communities have been fully involved they will influence the plans of the municipality. As shown in figure 5.2.8, the majority of participants reported that if communities are involved in IDP development, service delivery protests will decline.

One participant though had a different view on community involvement and service delivery protests by saying “the main problem is not community involvement but is the delivery of the promises. The municipality over promises and deliver less. They must be honest rather than to raise expectations for something they cannot deliver”.

Upon completion of the IDP development process the municipality should engage in feedback sessions. Communities have been engaged in compiling lists of needs. There is a need for a post IDP engagement with communities. If this is not done properly people will think the list on needs submitted during community based planning will be delivered. The same efforts used to compile the IDP should be applied when providing feedback on the final IDP. Section 5.2.9 in chapter 5 shows that there is a need for improvement in how the municipality engages with communities post IDP development.

Most participants reported that there is no communication post IDP development. One participant reported that the lack of communication post IDP development was deliberate, “the municipality does not communicate to protect themselves when they change projects and include projects that are not in the IDP”. If this is the practice it should be really



worrying as the legitimate process is violated for ulterior reasons. The municipality also uses councillors and ward committee members to give feedback upon completion of the IDP. With the IDP not structured in a way that will allocate projects per ward, this feedback process may be very challenging. Projects are allocated across all wards but, this makes it difficult for ward committees and councillors to go and report to the communities. Communities want to hear about services identified in their community based plans. These services are those they need at their community rather than to be told of other big projects which may not address their immediate needs.

Communication also requires information to communicate. In figure 5.2.10, 12% of councillors and 85% of ward committee members reported that they never had a copy of the approved budget. These 2 structures are important in the delivery of services as they are based within communities. The approved budget will show what projects are budgeted for and can inform communities of what to expect. The 85% of ward committee members presents a bleak picture. Each community has a member representing them in the ward community. The ward community members become the source of information for the communities. With the results in figure 5.2.10, some councillors and ward committee members may not be able to fulfill their responsibilities.

Some participants reported that the municipality did not announce its approved budget to the communities. Figure 5.2.11 shows that 20% of officials, 8% of councillors, and 31% of ward committee members reported that the municipality did not announce its budget to the communities. These participants' responses may not be accurate as it is against the law for the municipality to not announce its budget. What is worrying though may be the fact that these participants did not know that this may be against the law. This then may question the kind of training they received. One would expect that people in their positions would know that this is against the law.

### 6.3.5 Local government support from SALGA, district municipality and provincial COGTA

Municipalities as basic service delivery platforms located closer to the citizens require strong support structures. Failure of any support structure to execute its legislative role has an impact on the ability of the municipalities to play their legislative role of delivering basic services to the citizens on South Africa. The support structures of local municipalities are SALGA, district municipalities and provincial COGTA. How these bodies are resourced and structured determine their ability to provide support to local municipalities.

- **SALGA:** SALGA plays an important role in service delivery by ensuring that councillors are capacitated to play their role in service delivery. SALGA is described in its website as an autonomous association of municipalities with its mandate derived from the Constitution of the Republic of South Africa. This mandate defines SALGA as the voice and sole representative of local government. SALGA interfaces with parliament, the National Council of Provinces (NCOP), cabinet as well as provincial legislatures.

The capacity building of councillors is the responsibility of SALGA. The findings in figure 5.5.8, shows a majority of officials and councillors felt that SALGA was making a significant contribution to the municipality to deliver services. Political interference in administrative matters and the poor service delivery record of the municipality may cast a doubt on the effectiveness of SALGA in local government. Some councillors reported to have only attended one induction programme provided by SALGA which was when they were elected almost 5 years ago. There is a need to review the capacity building programmes of SALGA to ensure that councillors continuously receive training and support to enable them to operate effectively.

- **District municipality:** District municipalities are overseeing local municipalities. The district municipality has a responsibility to provide support to local municipalities in its jurisdiction. Figure 5.5.9 presents a mixed view on the role of a district municipality on service delivery. The majority of participants felt it was not necessary to have a district municipality in the local government system. They are regarded as a duplication which spreads resources which could be better utilized in local municipalities. They argued that if the district municipalities were playing their role effectively municipalities could be in a better position to deliver services.
- **COGTA:** Provincial COGTA oversees all municipalities and ensures that they have the capacity to deliver services. COGTA should be technically resourced to be able to intervene where technical expertise of municipalities is lacking. The findings of this study show mixed responses though officials felt strongly that COGTA was providing sufficient technical support to the local municipality.

Municipalities often fail in the areas of revenue collection, financial management, project management, technical ability, leadership and management. These are the areas which COGTA needs to provide support. Some municipalities receive qualified and disclaimers year in and year out while COGTA is there. There is a need to look at how COGTA is structured in terms of technical personnel to ensure that they are ready to provide support to local municipalities. These skills must be readily available to avoid a situation where municipalities end up regularly using consultants to deliver services.

## **6.4 Environmental factors affecting service delivery in Bushbuckridge local municipality**

Local government does not operate in a vacuum but within a certain environmental space. The environment has a direct impact on how local government to operates. It is the management of these factors which will determine the success and failure of the municipality to deliver services to its citizens.

### **6.4.1 Social and economic factors affecting service delivery**

Unemployment is high in Bushbuckridge. Unemployment has a direct impact on the social well-being of people and the economy. The sustainability of services rendered by the municipality depends on its ability to raise revenue. One of the means of generating revenue is by getting citizens to pay for the services rendered. When there is high unemployment as in this municipality, citizens are not able to pay for services; consequently the municipality's revenue generation ability is affected. The municipality then relies on transfers from central government which often come with lots of restrictions.

Nepotism and tribalism were the second most reported social factor. Tribalism and nepotism are mostly manifested when it comes to access to municipal services. In this municipality there are 3 main tribal groups i.e. Tsonga, Swati, and Mapulane. Depending on who controls the opportunities or services, they are inclined to deliver along ethnic lines.

#### **6.4.2 Geographic factors and service delivery**

The geographic location of a municipality has a direct impact in its ability to deliver services. Bushbuckridge local municipality is a rural municipality with almost 100% of the land belonging to traditional authority. Being a rural municipality alone provides a huge challenge to the municipality but having the land belonging to the traditional authority makes the situation worse. The municipality cannot easily implement projects as they need to get agreement with the owners of the land. Bushbuckridge local municipality is also at the border of Mozambique where it is easy for Mozambique's citizens to cross to South Africa. This creates a challenge as they are often not accounted for while they consume the services provided by the municipality.

#### **6.4.3 Political factors and service delivery**

Local government operates in a political space and is driven towards achieving political mandates. Political mandates are not entirely wrong, but they need to be practiced within the legislative framework of local government. Political factors in local government are sometimes about pushing personal or political agendas which are often against service delivery. For example, one participant reported that "independent candidates and opposition councillors are often sabotaged by not providing services to their wards". The citizens of those wards whose councillors are not from the ruling party are punished for exercising their democratic right of voting for the candidate of their choice. The councillor is rendered redundant for political reasons and not for ability to deliver to the citizens.

## **6.5 Ward committees as a platform for public participation in the affairs of local government.**

### **6.5.1 Ward committees and service delivery**

Ward committees have been legislated and they are a requirement for all municipalities. The importance of ward committees in service delivery is acknowledged by the majority of participants as shown in figure 5.3.1. Ward committees are seen as foot soldiers of the municipality.

There are however varying views on how the ward committees operate. Some participants felt that the members are selected based on their political affiliation. When selected for political reasons, ward committee members may be manipulated to push political agendas rather than service delivery agendas. What makes the ward committee system open to abuse and manipulation is the incentive of a stipend and cellphone allowance. With the high rate of unemployment in rural areas, political leaders may look at this as a way of rewarding their members.

Although the municipal officials and councillors reported that the ward committee is an important structure for service delivery, figure 5.3.2 shows a different view from ward committee members. 65% of ward committee members reported that they do not think the municipality takes them seriously. They argued that the municipality takes them as volunteers of the ruling party. Instead of focusing on service delivery they are made to do the political duties of the ruling party. They also point out that they submit monthly reports but the municipality does not respond. One participant said “The municipality doesn’t take us seriously and expect us to be content as they give us a R700 stipend while we are being insulted by the communities”.

The argument of being non responsive is very serious as it defeats the purpose of having the ward committees in the first place. Ward committees have been created to be a link between municipalities and communities. When ward committees do not fulfill this role, then nothing justifies their existence.

Some ward committee members reported that the municipality does not allow them to participate in service delivery protests. They felt this stance alienates them from their communities. Ward committees should be in the forefront of service delivery. They are to be community leaders in the field of service delivery; not allowing them to participate in service delivery protests may take away their role in service delivery.

## **6.6 Leadership capacity of ward committees and their contribution to service delivery**

### **6.6.1 Education of ward committee members**

The education level of ward committee members presents a good picture that is representative of a normal community. Figure 5.1.1.3 shows that the ward committees are comprised of people with some primary education, some secondary education, and grade 12 senior certificates and above. It must be borne in mind that these people represent communities and should be in a position to argue for services to be provided in their wards. When arguing for a service one may need to base the argument on relevant legislation.

Ward committee members should be in a position to hold their councillors accountable for service delivery in the communities. Only ward committee members who have a good understanding of how local government operates can hold the councillors and municipality accountable. The understanding of how local government operates may

come through training as well as self-learning. With the kind of education which some of the ward committee members have, educating them to the level where they can function to the required standard may be difficult.

### **6.6.2 Improvements for ward committees system to work effectively**

Local government has seen many changes over the years being introduced aiming to ensure it functions well and delivery its constitutional mandate. As described in section 6.10.1 above, the choice of members to serve in the committee are along political alignment. The manipulation of the selection process leaves out people who could contribute to the work of the ward committee who happen to belong to a different political party. Figure 5.3.7 presents views of the participants on the inclusion of other political parties in the ward committees. The majority of participants indicated that the inclusion of opposition parties could add value in the work of the ward committees. Though they may belong to other political parties, they are still affected by the same service delivery challenges like any other ordinary citizen of the ward.

The inclusion of opposition political parties in the ward committees may also eliminate the manipulation of the committee for political reasons such as becoming volunteers of the ruling party. The inclusion of opposition parties may also assist in creating cohesion in the communities.

Tools of trade also came up as a recommendation by participants. For any structure to operate effectively and achieve its constitutional mandate, all necessary tools of trade need to be provided. In this day and age a computer and internet access is no longer a luxury but a necessity. Ward committees are required to compile reports and submit to the municipality on monthly basis. The status quo is that the reports are hand written and hand delivered to the municipality. A cost effective way could be to type and send via



emails to the relevant office at the municipality. The reports could then be shared with multiple recipients at once.

The broadening of the scope of work to include research could also benefit the municipality. For example, the ward committees are part of the communities who are aware of the population changes in their communities such as death, birth and migration. This could assist the municipality to have accurate data for planning services. Currently the municipality relies on Statistics South Africa data which in many instances may be outdated as it is collected at more than 5 years intervals. For an effective delivery of services, the municipality requires accurate population estimates at that point. Without up to date data, planning and allocation of resources is adversely affected.

## **6.7 The link between leadership and management capacity on service delivery**

Effective leadership and management are critical ingredients in achieving organisational success. Leadership is typically seen as different to management although they are related. Management relies more on planning, organisational and communication skills. Leadership relies on management skills too, but more so, on qualities such as integrity, honesty, humility, courage, commitment, sincerity, passion, confidence, a positive attitude, wisdom, determination, compassion and sensitivity (Good Governance Learning Network 2010:7).

A critical task of local government leadership is to drive the transformation of municipalities to ensure that they are representative of the population, committed to the ideals of the constitution and the vision of developmental local governance, capacitated to drive delivery and responsive to the needs of the people, particularly the poorest that goes beyond individuals (Schmidt, 2010:16). It is therefore imperative that people who

are deployed to these positions (political and administrative) have the required skills to lead effectively.

The rapid change of political leadership and senior management was also cited as one of the factors that affect service delivery in Bushbuckridge local municipality. Figure 5.1.2 supports this argument as it shows that 65% of councillors were between 3-5 years in their current role. Figure 5.1.3 also shows that 47% of municipal officials were less than 5 years in their current role. As reported in section 5.1.2, all the 4 directors in the municipality were in their current positions for less than 5 years. The findings show a lack of stability at senior political and administrative levels of the municipality. It is imperative that stability is maintained at this level of government. It is also imperative that competent people are employed to ensure smooth delivery of services.

## **Conclusions**

This study is about assessing the impact of leadership and management on the delivery of services in Bushbuckridge local municipality. This chapter provided discussion of the results and relates them to leadership and management on local government. The discussions also included some suggestions to improve the leadership and management deficiencies identified in this study.

Some key areas which need to be addressed to turn around the situation in this municipality are:

- Leadership and management: a strong leadership steers an institution to a desired destination. There is a need to invest in building leadership and management capacity in this municipality.

- Improve the IDP planning process: a proper planning process which involves a meaningful community participation need to be explored.
- Selection of councillors: the results have shown low education in some councillors. This group of councillors may present a weak link in the service delivery chain. A legislative amend to include educational requirements may benefit service delivery in local government.
- The involvement of the district, provincial COGTA and SALGA: these structures play a significant role in strengthening local municipalities. There is a need to look at the capacity of these institutions to execute their legislative mandate which is that of supporting local government.
- Personnel continuity: municipalities who have had successes in the delivery of services have maintained continuity at senior management and political leadership. This area needs to be explored to ensure that stability is maintained especially at administrative levels.
- Financial management: this area needs special attention and the municipality needs to invest in building capacity of the officials and councillors.
- Community involvement and ward committees: the results showed weaknesses in community involvement in the affairs of the municipality. There is a need to strengthen this area.

## **CHAPTER SEVEN: CONCLUSIONS AND RECOMMENDATION/S**

### **7.1 Introduction**

The overriding purpose of this study was to investigate the impact of leadership and management capacity of municipal officials, councillors, and ward committee members on municipal service delivery in Bushbuckridge local municipality. The purpose of this chapter is to summarize the study that was conducted. Included in this summary are a review of the aim of the study, a restatement of the research questions, the research methodology used, and a summary of the study results, and conclusions. The limitations encountered in conducting this study are described and possible avenues for future research are suggested.

### **7.2 Aim of the study**

The aim of this study was to critically assess the leadership and management capacity of the municipal officials, councillors and ward committee members in order to identify internal and external factors which affect the capacity of Bushbuckridge local municipality to deliver services to its citizens. As previously alluded to in other chapters of this thesis, Bushbuckridge local municipality has had some service delivery challenges which led to provincial intervention to improve the capacity of the municipality to deliver services.

### **7.3 link between leadership, management capacity and service delivery**

Leadership and management play an important role in any organization to achieve organizational goals. The strength of leadership and management in any institution determines the future and the success of the entity. Local government has had some challenges for many years. The President in a recent address has identified the primary

causes of poor service delivery as political instability and weaknesses in governance as the two of the primary causes of poor service delivery at municipal level, (Presidency, 2015). These two factors talk to leadership and management. With strong leadership and management, political instability and governance weaknesses could be addressed.

Leadership and management capacity at local government to deliver services was the basis for this study. To investigate the leadership and management capacity of the municipality to deliver services, the research looked at the human resources aspects, planning aspects, institutional factors, and environmental factors affecting service delivery.

A capable leadership and management team can make it possible to ensure that the structures of institutions are capable of playing their roles by building the capacity of those structures. Although administratively the municipality seems to have personnel with relevant skills, the political element seems to be the weak link.

The councillors may not be playing any formal administrative role, but they have influence on how the officials do their job. Councillors approve the plans and budgets of the municipality. The findings of this study have shown that some councillors have low education and this may affect their ability to provide strategic direction to the municipality.

Planning is another area in which leadership and management play a significant role. The challenges that are facing this municipality reflect the efforts put in the planning of service delivery. Good leadership and management might have explored different planning methods. What seems to be a case in this municipality is to do the same thing and expect a different outcome. The leadership of this municipality seems to also reflect on the poor leadership at district and provincial level. With good leadership in the district and the

province a proper strategy to turn around the situation in this municipality could be developed.

### **7.3.1 Councillors and leadership in service delivery**

Councillors play a significant role in facilitating service delivery in local government. It is therefore imperative that they possess certain leadership qualities and skills to be able to play their role efficiently. The skills and leadership qualities will enable them to navigate their way through this complex political and legislated environment. The ability to navigate their way could be affected by their level of education as shown in the findings of this study. The conclusion that could be drawn in this case is that some councillors in this municipality are not suitable to do this important job which has a direct impact on the day to day well-being of the citizens. For as long as education is not made a requirement for candidates to be elected into office, service delivery will continue to suffer.

The change of political leadership is also another area that was explored. About 65% of councillors were less than five years in their role. The conclusion on political leadership is that there is also no continuity. When councillors are changed every five years it may erode the institutional memory and the political leadership will always be learning the best way of doing their jobs. Continuity at the highest levels (administrative and political) in Bushbuckridge municipality seems to be an issue that affects service delivery.

### **7.3.2 Municipal officials and leadership and management in service delivery**

To achieve smooth delivery of services in local government depends on capable officials with relevant skills and competencies to manage and lead. Officials see the day to day delivery of services. This study looked at officials holding management position in the municipality. The results show that the municipality has officials with relevant academic qualifications to facilitate service delivery. There is however an indication of instability at senior management. All four directors of the municipality have been in their current positions for less than five years. The conclusion may be that senior management officials have the required skills to do their job but the attrition at this level may affect continuity.

Changes in senior management are common in local government and are often triggered by changes in political leadership. Senior managers in local government are given five year contracts which often make them vulnerable for contract renewal at the end of their term. This may explain why all four directors of this municipality were less than five years in their current role. Local government needs stability and it may benefit this institution if officials at senior management are given contracts longer than five years.

### **7.3.3 Ward committees and leadership in service delivery**

Ward committees are legislated structures of local government which are created to facilitate public participation in local government. Under the leadership of ward councillors, ward committees can play a significant role by becoming a channel of communication between the community and ward councillors. Ward committees are seen as foot soldiers of the municipality.

For ward committees to function effectively, they require accurate information and a responsive municipality. Although a majority of officials and councillors reported that the

municipality takes the contribution of ward councillors serious, the majority of ward committee members reported that the municipality does not take them serious. From the findings of this study it can be concluded that the municipality does not do enough to ensure that the ward committees play their legislative role in service delivery.

The ward committees' role is affected by poor monitoring of their work, lack of tools of trade, and the non-responsiveness to service delivery needs of the communities. The ward committees are rendered redundant because they have nothing to report back to their communities. Under the current service delivery process where financial resources are not allocated directly to ward committees, the role of ward committees will remain questionable. Under these circumstances, the leadership capacity of ward committees cannot be improved.

#### **7.4 Limitations of this study**

- This study was conducted in a rural municipality. The study sample focused on officials who held positions of managers and directors, councillors and ward committee members. It is a fact that municipalities vary even if they belong to the same district and province. Depending on the political and administrative role players in the municipality, the delivery of services could be different from one municipality to another. Therefore, the findings of this study cannot be generalised to other local municipalities.
- Local government is a political space and often has most councillors come from one political party. This had an implication for this study as most councillors came from one political party. These councillors may have found themselves obligated to present a good picture of the municipality to protect their political party. The picture in local government as a whole may not be the same.



- This study largely relied on self-reported data by officials, councillors and ward committee members. Reliance on self-reported data can be problematic and may threaten the validity of the findings. Participants may be biased in their responses, and may have felt uncomfortable in responding honestly to some questions.

## **7.5 Recommendation/s for future research**

This study was conducted in one rural local municipality in Mpumalanga. The situation may be different in other rural municipalities in the same province or other provinces. Similar studies in other municipalities are recommended.

Secondly, local municipalities are expected to work cooperatively with district municipalities. As noted in this study, the functions of local and district municipalities are lumped together in section 84 of the Municipal Structures Act of 1998 which often creates tensions between these two instructions. Often these functions are expected to be carried by local municipalities which then raise questions on the role of districts in service delivery. A study to establish best practices on how local and district municipalities could cooperatively work together is recommended.

Thirdly, it has been noted in this study that there are some capacity issues in the district municipality and provincial COGTA. The lack of capacity in these institutions affects their ability to provide technical support to local municipality. A study on the capacity of districts and COGTA to support local municipalities is recommended.

Fourthly, the leadership capacity of councillors in local government has been noted to as an area which requires strengthening. An evaluation or review of the current training curriculum of councillors is recommended for future studies.

Fifthly, ward committees play an important role in local government by promoting community participation in matters of their municipality. There is however no standard ward community training programme to use for their induction. An evaluation of current different ward community training programmes with the view of developing a standardized programme is recommended for future studies.

Sixthly, there are claims of political interference in matters of local government by political structures. There are political caucuses where councillors belonging to political parties meet in preparation for council meetings. Political parties take a position which councillors go and support in the municipal council. A study on the role of political structures in local government is recommended for future research.

Seventhly, some municipalities are situated in areas where the land belongs to traditional leaders. Often there is conflict between political leadership and traditional leadership. A study on how such a municipality can work cooperatively with traditional leadership is recommended for future research.

Eighthly, communities need to play their role in holding the municipalities accountable. The communities can only do this if they have a good understanding of how local government functions. A study on community knowledge on local government is recommended for future research.

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## Appendix 1: Interview questionnaire

Interview date:.....

Interview start time.....

Interview finish time:.....

Select interviewee type	Outside the institution				Inside the institution	
	Political officer bearer	Ward Committee member	Ward Councillor	Proportional Councillor	Senior management	Departmental Manager

Highest academic qualification interviewee	Some primary education	Some secondary education	Matric senior Certificate	Post matric certificate	Diploma	Bachelor's degree	Honours degree	Masters	Doctorate

Gender of the interviewee	Male	Female

Number of years in this current position	1 - 2 Years	3 - 5 Years	5-10 Years	< 10 years

# 1. Individual capacity of political office bearers, municipal officials, and councillors

Questions	Yes	No	Don't know	Not applicable	Comment
1.1 Before you took your current position which institution did you work for and what was your position?					
1.2 Do you think your previous job prepared you for the current position?  Please motivate your answer					
1.3 Are you involved in financial management in your current role with the municipality?  If yes, please describe your role					
1.4 Have you been trained in financial management before you took this role?  If yes, when was the qualification obtained and from which institution?					

<p>1.5 Do you think training in financial management is necessary in your current role?</p> <p>Please motivate your answer</p>					
<p>1.6 Have you been trained in municipal finance management programme (MFMA)?</p> <p>If yes, when were you trained and by which institution?</p>					
<p>1.7 Do you think it should be made mandatory for municipal officials to be trained on municipal finance management (MFMA)?</p> <p>Please motivate your answer</p>					
<p>1.8 Do you think you are given space to do your job without any negative interference?</p> <p>Please motivate you response</p>					
<p>1.9 In the last 12 months, have you attended a training aimed at developing your capacity to do your work?</p> <p>If yes, who paid for the training?</p>					

If no, when last did you attend any capacity building training?					
1.10 Is there any training you would like to attend which in your view will improve your job performance?  If yes, please describe the course					
1.11 Does your current position require a performance contract?					
1.12 Did you have your performance reviewed in the last 12 months?  If yes, at how many months interval?  If No, when last did you have a performance review?					

## 2. Financial viability of the municipality

2.1 In your view, is this municipality doing well in delivering services to its citizens?  Please motivate your response					
2.2 In your view, is the municipality financially well-resourced to deliver services?					
2.3 In your view, does this municipality have the capacity to generate income through revenue collection?  Please motivate your response					
2.4 In your view, does the municipality have an effective system in place to collect revenue from property rates, service charges/tariffs and fines?					
2.5 Were you involved in the development of the current IDP document?  If yes, describe your role					

<p>2.6 In your view, was there sufficient involvement of the communities in the development of the IDP?</p> <p>Please motivate your answer</p>					
<p>2.7 Do you think there must be an improvement community involvement in IDP development?</p> <p>If yes, please describe the kind of improvement do you propose</p>					
<p>2.8 In your view, do you think community involvement in IDP development can reduce service delivery protests?</p> <p>Please motivate your response</p>					
<p>2.9 Upon conclusion of the IDP and budget allocation, how does the municipality communicate this to the communities?</p>					
<p>2.10 Do you have a copy of the approved budget for this current financial year</p>					

2.11 Has the municipality announce its approved budget to the communities through its structures?					
2.12 Are there some factors that negatively affecting service delivery in this municipality?  If yes, please describe the factors					
2.13 In your view, is the municipality doing enough to address these factors?  Please motivate your response					
2.14 Does the municipality have a local economic development plan?					
2.15 Do you know of any platform where this municipality engages with the business community?					

### 3 Ward committees and service delivery

<p>3.1 In your view, does the ward committee system have a role in service delivery?</p> <p>Please motivate your response</p>					
<p>3.2 In your view, does the municipality take the ward committees' contribution to service delivery serious?</p> <p>Please motivate your response</p>					
<p>3.3 Are ward committee members given proper induction of their role in service delivery?</p>					
<p>3.4 Do ward committees meet regularly to discuss service delivery issues affecting their ward?</p> <p>Please motivate your response</p>					
<p>3.5 Do you have any proposal you would like to make to improve the involvement of ward committees in service delivery?</p> <p>If yes, please share the proposals</p>					



<p>3.6 In your view would it be beneficial to include some level of education as a requirement to serve in the ward committee?</p> <p>Please motivate your response</p>					
<p>3.7 In your view, would it be beneficial for ward committee composition to include different political opposition parties?</p> <p>Please motivate you response</p>					
<p>3.8 Do you have any other suggestion of improving how ward committees operate?</p> <p>Please share your suggestions</p>					

#### 4 Ward councillors and service delivery

<p>4.1 Are ward councillors in this municipality playing a significant role in service delivery?</p> <p>Please motivate your response</p>					
<p>4.2 Do you think academic qualification should be part of the selection criteria for councillors?</p> <p>Please motivate your response</p>					
<p>4.2 Are councillors in this municipality required to be residents of the ward they are leading?</p>					
<p>4.4 This question is only for councillors. Are you a resident of this ward?</p>					
<p>4.5 Do you think ward councillors have been trained enough on service delivery issues of the community?</p> <p>Please motivate your response</p>					

<p>4.6 Do you think the ward councillors are playing their role in being a link between communities and the municipality?</p> <p>Please motivate your response</p>					
<p>4.7 Based on your knowledge of the role of councillors in service delivery, do you think they are remunerated enough?</p> <p>Please motivate your response</p>					
<p>4.8 Do you think a ward councillors position should be a full time position?</p> <p>Please motivate your response</p>					
<p>4.9 Are ward councillors in this municipality working on full time basis?</p>					
<p>4.10 Do you think some changes are required to enhance the involvement of councillors in service delivery?</p> <p>If yes, please share the changes you recommend</p>					

## 5 Environmental factors and service delivery

5.1 What social factors are affecting the service delivery in this municipality?					
5.2 Are there some geographical factors that affect service delivery in this municipality?  If yes, please mention them					
5.3 Are there some political factors affecting service delivery in this municipality?  If yes, please mention them					
5.4 Are there some legislative factors affecting service delivery in this municipality?  If Yes, please mention them					
5.5 Are there some economic factors affecting service delivery in this municipality?  If yes, please mention them					

5.6 Do you think this municipality is able to promote local economic development?					
5.7 Does the demographic composition in this municipality affect service delivery in this municipality?					
5.8 In your view, does SALGA make a significant contribution to enable this municipality to delivery services?  If no, what contribution do you propose for SALGA to contribute?					
5.9 In your view, Does the district municipality make a significant contribution to enable the municipality delivery services in this municipality?					
5.10 In your view, is it necessary to have a district municipality?  Please motivate your response					

<p>5.11 In your view, does provincial COGTA sufficient technical support to this municipality to enable it to deliver services?</p> <p>If No, what areas do you think provincial COGTA can provide technical support?</p>					
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## Appendix 2: Permission letter to conduct the study

14/05 2015 THU 6:22 FAX

001/002



### BUSHBUCKRIDGE LOCAL MUNICIPALITY

Tel: 013 799 1835/45/51/57

Fax: 013 799 1895

Email: [info@bushbuckridge.gov.za](mailto:info@bushbuckridge.gov.za)

Private Bag X 9308  
Bushbuckridge  
1280  
R533 Greakop Road opp. Mapulung DLTC  
Mavijon Region  
Bushbuckridge

Website: [www.bushbuckridge.gov.za](http://www.bushbuckridge.gov.za)

06 May 2015

Mr. JQ. Mhlaba  
P.O.Box 1816  
BROOKLYN SQUARE  
0075

Cell No.: 082 828 9406

**RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH (THE IMPACT OF LEADERSHIP AND MANAGEMENT ON SERVICE DELIVERY IN BLM).**

Your letter dated 04/05/ 2015 refers.

Permission is hereby granted for you to conduct a research study at Bushbuckridge Local Municipality.

You are further requested to furnish the office of the Municipal Manager with your plan of action with dates.

Wishing you all of the best during your engagement and we sincerely believe it will be of benefit to our municipality.

Kind Regards

**C. Lisa**  
**MUNICIPAL MANAGER**

## Appendix 3: Information letter



### LETTER OF INFORMATION

**Title of the Research Study:**

**Principal Investigator/s/researcher:** (Joseph Qhinaphi Mhlaba, DTech: Business Administration)

**Co-Investigator/s/supervisor/s:** (Malcolm Wallis, PhD)

**Brief Introduction and Purpose of the Study:**

**Outline of the Procedures:** (Responsibilities of the participant, consultation/interview/survey details, venue details, inclusion/exclusion criteria, explanation of tools and measurement outcomes, any follow-ups, any placebo or no treatment, how much time required of participant, what is expected of participants, randomization/ group allocation)

Leadership and management is key to the success of any organization. The success of this municipality relies on capable leadership and management. This research project is designed to assess the leadership and management capacity of the executive leadership, senior management, manager of different departments, and ward committee members. This study is conducted to fulfill the academic requirement of Mr Joseph Mhlaba. The study was not commissioned by the municipality or the department of corporate governance and traditional affairs. However, a request to conduct the research was sought and permission was granted by the municipal manager. See attached permission letter by the municipal manager.

The purpose of this research is to assess the strengths and weakness of the municipal human resource and how they impact on the delivery of services to the citizens of this municipality.

Your participation is entirely voluntary and there is no punishment whatsoever if you opt not to participate in this research. I would however like you to consent to participate in this study as I believe that you can make an important contribution to this research. You are not the only participant of this research there are other people at your level who will take part to this research.

If you are happy to participate in the research I would like you to read this informed consent and sign it as a proof that you were to coerced to take part in this research. Upon signing the informed consent I will then ask you question from a prepared questionnaire. This interview may take about 30 minutes of your time.

**Risks or Discomforts to the Participant:** (Description of foreseeable risks or discomforts to for participants if applicable e.g. Transient muscle pain, VBAI, post-needle soreness, other adverse reactions, etc.)



Your participation to this research will be to answer the questions from the research from the best of your knowledge. There is no anticipated risk to you as all the information you provide will not be shared with anyone. Your name will not be used in the analysis of the data and also will not be written in this data collection tool.

**Benefits:** (To the participant and to the researcher/s e.g. publications)

There is no financial benefit to you for participating in this research. However the findings of research may be shared with the municipality on request and can have an indirect benefit if they implement some of the recommendations of this research.

**Reason/s why the Participant May Be Withdrawn from the Study:** (Non-compliance, illness, adverse reactions, etc. Need to state that there will be no adverse consequences for the participant should they choose to withdraw)

You can withdraw your participation from this research at any given time when you wish to do so for any reason you may have. There will be no risk for your withdrawal.

**Remuneration:** (Will the participant receive any monetary or other types of remuneration?)

There will be no monetary payment for you to participate in this study.

**Costs of the Study:** (Will the participant be expected to cover any costs towards the study?)

There is no money you are expected to pay to participate in this study.

**Confidentiality:** (Description of the extent to which confidentiality will be maintained and how will this be maintained?)

The information you share with me will be treated with the highest confidentiality and will not be shared with anyone. Your name will not be used or written on the questionnaire and will make it impossible for the information to be linked to you.

**Research-related Injury:** (What will happen should there be a research-related injury or adverse reaction? Will there be any compensation?)

There is no injury anticipated for participating in this research. Therefore there is no compensation for any injury.

**Persons to Contact in the Event of Any Problems or Queries:**

Contact details of my supervisor: 0313044626, mwallis@regent.ac.za, Please contact the researcher: 0828289406, jqmhlaba@yahoo.com or the Institutional Research Ethics administrator on 031 373 2900. Complaints can be reported to the DVC: TIP, Prof F. Otieno on 031 373 2382 or [dvctip@dut.ac.za](mailto:dvctip@dut.ac.za).

## Appendix 4: Proposal approval



03 December 2015

**Reference: Proposal Approval: JQ Mhlaba, Student number: 21557013**

Dear Mr JQ Mhlaba

### **DOCTOR OF PHILOSOPHY: MANAGEMENT SCIENCES (BUSINESS ADMINISTRATION)**

This serves to confirm the approval of your research proposal by the Faculty Research Committee, at its meeting on 27 November 2015, as follows:

1. Research proposal and provisional dissertation title:

**THE IMPACT OF LEADERSHIP AND MANAGEMENT CAPACITY ON MUNICIPAL SERVICE DELIVERY IN BUSHBUCKRIDGE LOCAL MUNICIPALITY**

Supervisor: Prof M Wallis

Co-supervisor: N/A

Please note that any proposed changes in the thesis/dissertation title require the approval of your supervisor/s, the Faculty Research Committee, as well as ratification thereof by the Higher Degrees Committee.

2. Research budget to the amount of **R15 000.00**

Please note that this funding is not a scholarship or bursary and is therefore not paid directly to you, but is controlled by your supervisor. Any proposed changes to use of this funding allocation require the approval of your supervisor and the Faculty Research Committee.

The Institutional Research Committee has stipulated that:

- (a) This University retains the ownership of any Intellectual Property (patent, design, etc.) registered in respect of the results of your Masters/Doctors Degree in Technology studies as a result of the award and the provisions of the above Act;
- (b) Should you find any of the terms above not acceptable then you are given the option to decline the Research budget award to your project in writing.

May we remind you that in terms of Rule G25(2)(b), if you fail to obtain the Masters/Doctors degree within the maximum time period allowed after first registering for the qualification, Senate may refuse to renew your registration or may impose any conditions it deems fit. You may apply to the Faculty Research Committee for an extension.

Please note that you are required to convert your registration from the informal to the formal course and re-register each year.

Should you experience any problems relating to your research, your supervisor must be informed of the matter as soon as possible. If the difficulties persist, you should then approach your Head of Department and thereafter the Executive Dean of the Faculty.

Please refer to the 2014 General Rule Book concerning the rules relating to postgraduate studies, which include *inter alia* acceptable minimum and maximum timeframes, submission of thesis/dissertations, etc. You are also advised to read the Postgraduate Students' Guide which is available on the DUT website.

Please do not hesitate to contact this office for any assistance. We wish you success in your studies.



Prof R Balkaran

FRC Chairperson: Faculty of Management Sciences

Cc Supervisor: Prof M Wallis