Developing a national cadre of effective leadership for sustainable and quality service delivery

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ABSTRACT

DEVELOPING A NATIONAL CADRE OF EFFECTIVE LEADERSHIP FOR SUSTAINABLE AND QUALITY SERVICE DELIVERY

Prior to the advent of a democratic government in South Africa in 1994, the local government system was underpinned by apartheid politics and policies of the then national government, which were largely illegitimate and exclusionary in nature. These considerations culminated in the publication of the 1998 White Paper on Local Government, which introduced a new local governance framework embodied in the concept of a “Developmental Local Government” (DLG).

While the concept of DLG provided a robust framework for accelerating socio economic development and improving service delivery to all communities, its implementation required effective leadership to translate the new vision of local government into reality. Service delivery in local government in spite of the notion of developmental local governance seemed to be punctuated by a myriad of inadequacies. A major contributing fact that seems to arrest the speed and quality of developmental local governance is the lack of officials and councillors with appropriate leadership qualities to speed up sustainable and quality service delivery.

The aim of this study was to explore and test the veracity and relevance of the “3D” Leadership Competency Model in the enhancement of a developmental local governance framework in order to suggest aspects of this approach that could advance the vision of a developmental local government in the South African context. The research question for this study revolved around finding out what leadership models, attributes, programmes, processes, and practices could be employed to nurture the most effective developmental leadership cadre that could lead to a developmental local government for a sustainable and quality service delivery, as envisaged in the 1998 White Paper.

Through the use of a qualitative research design survey, data for this study was collected through in-depth interviews, document analysis and literature reviews. The interpretation and analysis of the data
was done through qualitative content and thematic analysis as well as the use of the 3D leadership competency model as grounded theory. In this context the dimensions and variables of the model were tested with respondents and subjected to document analysis and to literature reviews of the concepts of local government and leadership as the phenomena under study.

Through this process the study found that the 3D leadership competency model elements pointing to the managing of self, managing and leading others, managing and leading teams and managing and leading organisations are relevant and potent attributes that can accelerate the notion of a developmental local government.

Through this study within the context of developing a cadre of leadership that can accelerate a sustainable and quality service delivery in a developmental local governance framework, it was found that there is a dearth of credible leadership that can accelerate the noble and desirable tenets of this notion.

When literature and evidence collected through interviews is weighted against the 3-D Leadership Competency Model, the study points to additional attributes that are required to accelerate a developmental local government. In this regard, the study posits as an emergent theory nine propositions that are related to three dimensions of leadership namely the transformational, transactional and transcendental leaderships. These propositions are that: (a) Leadership and service delivery for a developmental and sustainable local government requires a disciplined cadre of leadership. Such leadership must be knowledgeable, and able to communicate effectively to encourage community involvement. Good leadership is synonymous with good governance. (b) A developmental and sustainable local government requires good communication between leaders and followers. Leaders must communicate, communicate, communicate and communicate. (c) A high performance culture in a developmental and sustainable local government must be sustained by the promotion of team work. (d) A developmental and sustainable local government is depended on the enhancement of relationship management between stakeholders in the three spheres of government. (e) A developmental and sustainable local government is possible only when leaders understand and have their fingers on the pulse with respect to community needs through strategic alliances. (f) A developmental and sustainable local government framework is possible if leaders are committed and understand
their community’s needs and are in constant engagement with their community stakeholders. (g) Leaders in this sphere of government must understand the new nature of municipalities and acquire appropriate skills to meet the new challenges. (h) A stewardship and mature set of leadership for a developmental and sustainable local government must be underpinned by personal leadership development programs that are rooted in morality and ethics. Trust and honesty are paramount for exemplary leadership in local and developmental local government in order to sustain community confidence in the leadership. (i) Legislative provisions undergird financial, resource and information processes in the promotion of a developmental and sustainable local government.

Resulting from the limitations of this study three recommendations for further study are suggested by the researcher. A study on the political systems that govern local government and their impact on a developmental and sustainable government is recommended. A quantitative, experimental and longitudinal study to test the veracity of the 3D Leadership Competency Model of leadership development in local government using the Municipal Leadership Development Program as the base of the future study is recommended. Another recommended study is a study on leadership in specifically the public sector.
KEY WORDS

1998 White Paper
3 Dimensional Leadership Competency Model
Apartheid
Developmental Local Government
Grounded theory
In-depth Interviews
Leadership
Proposition
Qualitative content analysis
Qualitative Research
Reconstruction and Development (RDP)
Transactional Leadership
Transcendental Leadership
Transformational Leadership
### LIST OF ABBREVIATIONS

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<td>ANC</td>
<td>African National Congress</td>
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<tr>
<td>ASGISA</td>
<td>Shared Growth Initiative of South Africa</td>
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<tr>
<td>BLA</td>
<td>Black Local Authorities</td>
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<tr>
<td>CBO’s</td>
<td>Community-Based Organisations</td>
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<tr>
<td>COGTA</td>
<td>Department for Co-operative Governance and Traditional Affairs.</td>
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<tr>
<td>CONTRALESA</td>
<td>Congress of Traditional Leaders of South Africa</td>
</tr>
<tr>
<td>COPE</td>
<td>Congress of the People</td>
</tr>
<tr>
<td>COSATU</td>
<td>Congress of South African Trade Unions</td>
</tr>
<tr>
<td>DBSA</td>
<td>Development Bank of Southern Africa</td>
</tr>
<tr>
<td>DLG</td>
<td>Developmental Local Government</td>
</tr>
<tr>
<td>DPLG</td>
<td>Department of Provincial and Local Government</td>
</tr>
<tr>
<td>ICMS</td>
<td>Integrated Consulting Management CC.</td>
</tr>
<tr>
<td>IDP</td>
<td>Integrated Development Planning</td>
</tr>
<tr>
<td>IEC</td>
<td>Independent Electoral Commission</td>
</tr>
<tr>
<td>LED</td>
<td>Local Economic Development</td>
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<td>LOGOLA</td>
<td>Local Government Leadership Academy</td>
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<td>MAC</td>
<td>Ministerial Advisory Committee</td>
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<td>MFMA</td>
<td>Municipal Finance Management Act</td>
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<tr>
<td>MLDP</td>
<td>Municipal Leadership Development Programme</td>
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<tr>
<td>NDA</td>
<td>National Development Agency</td>
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<tr>
<td>NGO’s</td>
<td>Non-Governmental Organisations</td>
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<tr>
<td>RDP</td>
<td>Reconstruction and Development Programme</td>
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<tr>
<td>RSC’s</td>
<td>Regional Services Councils</td>
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<tr>
<td>SACP</td>
<td>South African Communist Party</td>
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<tr>
<td>SALGA</td>
<td>South African Local Government Association</td>
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<td>WDF</td>
<td>Women’s Development Foundation</td>
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CHAPTER 1
INTRODUCTION AND OVERVIEW OF THE STUDY

1. THE CONTEXT AND BACKGROUND TO THE STUDY

Prior to the advent of a democratic government in South Africa in 1994, the local government system was underpinned by apartheid politics and policies of the then national government, which were largely illegitimate and exclusionary in nature. Reddy, P.S. (1996, p.68) points out that, with the exception of white local authorities, local government management during the 1980s/1990s era was characterized by oppression, illegitimacy, inefficiency and fragmentation.

In particular, local authorities operating in Black areas with Indian, Coloured and African communities were unable to provide and deliver sustainable municipal services, as there were massive backlogs in the infrastructure needed in these areas. These local government conditions posed a particularly difficult challenge for the African National Congress (ANC)-led democratic government, which had promised a better life for all in its 1994 election manifesto.

As a result, one of the pressing and urgent tasks that the newly elected democratic government had to undertake was the transformation of municipalities with a view to making them more accountable, financially sustainable and able to deliver critical basic services to all residents. However, the transformation of municipalities required not only a complete reorientation of the local government system but also a wholesale redefinition of the role of local government in the delivery of services.

These considerations culminated in the publication of the 1998 White Paper on Local Government, which introduced a new local governance framework embodied in the concept of “Developmental Local Government” (DLG). The White Paper defines DLG as “a Local Government that is committed to working with citizens and groups within the local community to find sustainable ways that meet their social, economic and material needs and improve their quality of life” [White Paper on Local Government, 1998, Section B (1)].
As a new model to guide and inform the conduct of local government officials in the delivery of basic services, the implementation of the multifaceted vision of DLG required an enabling legislative framework. This necessitated the enactment of enabling pieces of legislation including, but not limited to, the Municipal Systems Act (Act No 32, of 2000), the Municipal Structures Act (Act No 117, of 1998) and the Municipal Electoral Act (Act No 27, of 2000). These pieces of legislation provided a practical framework for implementing the Constitutional provisions of Local Government, as articulated in Chapter 7, Section 154 (i) and (ii).

These constitutional provisions place Local Government at the centre of service delivery and obligate municipalities to provide basic services to communities in a sustainable and inclusive manner, and to promote social and economic development of communities. In addition, the South African Constitution of 1996 requires municipalities to participate in national and provincial development programmes in line with the constitutional principles of co-operative governance.

While the concept of DLG provides a robust framework for accelerating socio-economic development and improving service delivery to all communities, its implementation requires effective leadership to translate the new vision of local government into reality. Such leadership should be ethical, politically mature, gender sensitive, socially conscious of the experiences of the communities that it serves and be committed to the development of communities through dialogue and popular participation by the citizenry.

To this end, one of the most critical actions required is to enhance the leadership abilities of the Local Authorities’ elected officials such as Councillors and Traditional Leaders and appointed officials such as Municipal Managers and City Managers.¹ This is necessary to ensure that both elected and appointed officials play a leading role in strengthening the sustainability of local government and translating the vision of a Developmental Local Government into reality.

¹ For purposes of this study, Local Authority (LA), Local Government (LG) and Municipality are used interchangeably to refer to a system of a decentralized legislative power from National Government to the local populace.
1.1. PROBLEM STATEMENT AND JUSTIFICATION FOR THE STUDY

In South Africa, DLG has been branded as the institution through which government promotes and supports local development, especially in the previously neglected communities. A DLG is tasked, among other things, with providing basic services such as water and sanitation, and to promote sustainable broad-based socio-economic development that creates sustainable communities, which can generate employment and economic opportunities for the local citizens.

Within this framework, elected municipal representative Councillors are expected to play multiple roles. In particular, they are required “to provide strategic leadership in transforming and restructuring their municipalities to become sustainable local governance entities that can deliver on its constitutional mandate” (Department of Provincial and Local Government and South African Local Government Association, 2003, p.15).

Service delivery, in spite of the notion of developmental local governance seems to be punctuated by a myriad of inadequacies. The dearth of leaders with the requisite competencies and capabilities to translate the vision of a Developmental Local Government into reality is seriously inhibited. A major contributing fact that seems to arrest the speed and quality of developmental local governance is the lack of officials and councillors with appropriate leadership qualities to speed up service delivery.

The lack of leadership with the requisite competencies and capabilities in the local government system has had mixed results in the past, and has been the source of stories of corruption and maladministration. This negative branding of the leadership of local government already surpasses reports of examples of effective local government leadership.

In the period 2009, the Department of Co-operative Governance and Traditional Affairs (COGTA) previously the Department of Provincial and Local Government (DPLG) conducted a review of the status of municipalities. One of the key issues that was identified by the Department as the failure of a developmental local governance,
was under investment in people, particularly where technical, managerial and leadership skills are required (COGTA, 2009, p.74)

In his opening address to a meeting with Executive Mayors to improve service delivery in Municipalities held in Khayelitsha, Cape Town, the President of South Africa, President Jacob Zuma said that “We have come together as all three spheres of government, from the Presidency to every Municipality in the land because we recognize the importance of local government as the sphere that is closest to our people. We have felt it important to confer with all 283 municipalities in the country at once, on how we can work together to make our municipalities work better. The functionality of and effectiveness of municipalities is of critical importance” (Zuma J. 2009, p.1)

President Zuma’s address was against a backdrop of an increasing number of service delivery protests that were increasingly becoming violent and pointing to leadership capacity vacuums at the municipal government level. The COGTA report showed that service delivery protests had increased from 32 in 2008 to 52 in 2009 (COGTA, 2009). Various newspaper articles, TV news and broadcasts decried the increase of service delivery protests (e TV Big Debate Series, 2009; SABC1 Asikhulume, 2009; Quentin Wray. The Star, July 27, 2009).

According to (Magadlela, 2008, p.17), “Elected leaders who find themselves playing vital roles in development programmes and processes often do not have all the requisite know-how in local government systems and processes, let alone managing the volatile relationships around delivery demands from their constituencies. In this context there is a need for extensive and detailed research on the range of skills required by leaders at this level. Effective and strategic leadership, which is informed by the developmental aspirations of the community, is therefore needed to cure this malaise that is afflicting the local government system.

The 1998 White Paper on Developmental Local Government reinforces Chapter 7, section 154(1) and 154(2) of the Constitution in that it places Local Government at the centre of service delivery. To meet this objective leadership in Local Government sphere must show innovative competencies.
Section B(1) of the White Paper states: “Developmental Local Government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve their quality of life.”

Paragraph 1.4 of the Paper on leading and learning, further suggests: “Developmental local government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate. A developmental municipality should play a strategic policy making and visionary role, and seek to mobilise a range of resources to meet basic needs and achieve developmental goals”.

Against the backdrop of the legacy of apartheid and the previous role of local government, these expectations and their outcomes and performance indicators require special leadership qualities of both the elected officials as representatives of their communities and special interests as well as appointed officials.

Chapter 4 of the Local Government Municipal Systems Act, 32 of 2000 provides for the development of a culture of participatory governance. Municipalities are encouraged to create conditions for the local communities to participate in their affairs. This would include the preparation and review of the municipalities’ Integrated Development Plans.

Section 16(b) of the Act specifically provides for the municipality to contribute to building the capacity of the local communities to participate in the affairs of the municipality and for councillors and staff to foster community participation. In addition, municipalities are to allocate budgets to facilitate these objectives.

Given the provisions of the White Paper and the Municipal Systems Act, it is clear that the leadership role that councillors and municipal managers must play in strengthening the sustainability of local government is extensive and daunting. It requires a different level and type of leadership irrespective of the level of a municipality as contemplated in the Municipal Structures Act, 117 of 1998.

Before the publication of the COGTA report in 2009 various efforts and assessments were done to try and resolve the issues of the inadequate performance of
Municipalities and designed relevant interventions to accelerate service delivery. In respect of the new role of Local Government, the DBSA Development Report in 2000 concluded as follows: “Councillors are likely to play a more prominent role in the future. They will have to act as ambassadors for their communities, lobby other spheres of government or the private sector, defend the interests of minorities and the marginalised, and serve as trustees or protectors of the natural environment or historical heritage. Developmental councillors will need new skills to perform these tasks.”

The new leadership skills that the report suggested were necessary to meet these demands included:

- The ability of leaders to have a clear vision of how they want their cities, towns, districts and localities to develop;
- Technical competence to deliver in order not to undermine confidence in the local councils;
- Building consensus in communities with key local interests and the forging of alliances with all the key stakeholders;
- Integrated leadership and management and the political will to do the “right thing” despite the possibility of being unpopular.

Such skills and competencies require a concerted effort to develop. Given their history in political and community development activism pre-1994, it is possible that many of the councillors possess these skills. Whether skills and competencies developed in political activism are fully transferable to the environment of developmental local government still has to be demonstrated.

Noting the number of municipalities that were not showing viability, the then Department of Constitutional Development which became DPLG and now COGTA, instituted a process of assessing the viability of various municipalities. A large portion of these viability assessments were motivated primarily on designing intervention strategies that would make these municipalities more financially sustainable. However, a review of many of the viability reports pointed to human capacity gaps related to human capital deficiencies.
These deficiencies were articulated as a lack of skilled staff, poor relationships amongst councillors’ lack of commitment, self-interest, poor communication, poor community relations and political interference. These issues pointed to the need for competent leaders that can transform local government in order to meet the development needs of their communities and usher in a system of a sustainable and developmental local government (ICMS, 2004, pp 8-9)

A survey of Women in Local Government undertaken by the Women’s Development Foundation (WDF) in 2000 put the matter of leadership development for councillors beyond question. The survey was conducted in six of the nine provinces namely; Gauteng, Western Cape, Eastern Cape, North West, Limpopo and the Free State.

In the foreword of the report, Brigalia Bam, President of the WDF and Chairperson of the Independent Electoral Commission (IEC) writes, "As the narrative of experiences attests, this first pioneering generation of women councillors have had to confront numerous challenges; a veritable battle of sexes triggered by the active participation of women in local politics, heightened gender tensions within the chambers of Local Government, negative attitudes towards councillors in general stemming from the apartheid era especially the period of non-collaboration that grew out of the local struggles of the 1980’s, combining roles of governance as elected officials with the pressures of the normal multiple roles that women must assume as wives, homemakers and as individuals who are active in the church and the community.”

The survey results showed a dearth of experience and lack of support for women leaders to acquire such skills as in governance, self-assertion, communications, political and self-management. Many of the councillors reported levels of personal and family dysfunction that arose as a result of public office.

The Ministerial Advisory Committee (MAC) Interim Report of 2001 on the challenges facing local government identified capacity building for councillors as an urgent need requiring co-ordination. It highlighted role confusion between councillors and officials as particularly concerning. Such role confusion stemmed from the lack of leadership and assertiveness skills by elected and appointed officials alike.
Interviews conducted by the Integrated Consulting Management Services in developing the concept paper for a Local Government Leadership Academy (LOGOLA) with the national and provincial leaders of organised local government, identified leadership development issues that were impacting councillors and municipal managers (ICMS, pp.7-10. 2004). Some of the key leadership issues that they identified were:

- The varied roles that Councillors are expected to play in the municipality and the community;

- The complex nature of relationships at various municipal levels given the geographic and population diversity of rural and urban based municipalities and the difference in skills required of councillors who are in the metros as against those that are in the districts;

- The various interface levels for councillors and municipal managers including interaction with issues of traditional leadership and the sustenance of democracy, as well as the fulfilment of diverse political interests and dealing with lobby groups and individuals;

- Interaction between the councillors themselves and issues of political, cultural and gender diversity;

- The varied levels of issue orientation amongst councillors given that some are tasked with portfolios and are by definition more engaged in portfolio related issues and development challenges facing their municipalities than those without portfolios;

- The fact that many existing capacity building programmes focus on functional responsibilities of councillors such as finance, project management and other related fields to the exclusion of personal leadership dimensions. Moreover the interviews suggest that many of these capacity building programmes directed at councillors are poorly co-coordinated;

- The difficulty of balancing issues of ward committees and their sector interests given the voluntary nature of ward committees and the leadership demands and capacity expectations imposed on these elected officials;
The tendency for councillors to interfere with administrative matters in the domain of appointed officials instead of providing leadership in this regard. To illustrate this, one municipal manager reported that a councillor entered his office. The manager politely enquired how he could help. The councillor indicated that he was there to monitor the performance of the official. The councillor wanted to see “what the official did from 08h00 to 17h00 because it was important that the municipality remains accountable to the community”.

The key competencies that were required for councillors and municipal managers identified by these interviews include the ability to:

- Deal with issues at a strategic level and at the community level as well as to provide strategic leadership at both ends;
- Build consensus amongst diverse groupings of people and interests;
- Be innovative, creative and flexible in dealing with community issues and needs;
- Build trust between the councillors, officials, the community and various competing interests while maintaining personal integrity;
- Manage conflict;
- Recognise the value and worth of the “other”;
- Demonstrate the commitment and tenacity to achieve set objectives;
- Communicate with conviction, confidence and integrity at all levels and constituencies.

The issues identified by these interviews, the policy framework and the various studies made the enhancement of councillors’ and officials’ leadership competencies imperative, and confirmed the need for a LOGOLA initiative.

The opening up of leadership opportunities for local governance inadvertently attracts ‘unnatural’ leaders, who are less effective. These are leaders who pose a major threat to the success of a Developmental Local Government because of their lack of sound administrative and leadership capacity and the ordained skills to lead. As the availability of excellent “natural” leaders cannot always be guaranteed, it therefore becomes imperative to imbue ‘unnatural’ leaders with the skills necessary to handle the administrative demands of the delivery of services and the social complexities of local government.
While this can be seen as a traditional or aristocratic debate, more often than not, these individuals prove to the contrary. The leadership capabilities of, for example, Nelson Mandela, Thabo Mbeki, Seretse Khama, and Kwame Nkrumah, are revered as displaying the naturalness of their personality traits for leadership. This understanding of leadership implies that effective leadership depends on the availability of this personality trait, and such a trait includes in-corruptibility, vision, accountability, compassion and commitment.

Unfortunately the current picture of leadership in the local government system suggests a resounding lack of these traits. Moreover, the lack of effective commitment to service excellence and the “Batho Pele” (people first) principles, low staff morale, costly staff turnover, political infighting are some of the problems that make it impossible for local government in South Africa to deliver on its constitutional mandate. This state of affairs is not the desired effect of an effectively operating and lead system of local government, as envisaged in the concept of DLG.

According to a concept paper on Leadership in Local Government (DPLG, 2009 p.1), Leadership is central even to the attainment of personal vision and goals. African leadership has for years been associated with corruptibility, dictatorship and ineffectiveness. The paper elsewhere suggests that most local governments in South Africa have deteriorated into decentralized structures of administration that only act as a more effective tool for centralizing power. In spite of the existence of district committees, village councils and local representation, government officials are the ones who take decisions and allocate resources.

The local government system has escalated the need for local leadership. The availability of excellent or ‘natural’ leaders cannot always be guaranteed. It therefore becomes imperative to imbue those ‘unnatural’ leaders with the skills necessary to handle the administrative demands of the delivery of services and the social complexities in local government (DPLG, 2009).

Various leadership development Institutions and Programmes have emerged in Africa as an attempt to address the need for the development of leaders that can deliver on local and national development expectations.
According to the DPLG Leadership in Local Government Concept Paper, South Africa is fairly new to decentralization in comparison with countries such as Uganda. After 15 years of Local Government, South Africa is still grappling with the complexities and demands of decentralization and the local government system. The lack of administrative capacity (a problem in most African local governments), and a resounding drought of effective leadership at local level seem to be the two central problems of Local Government.

Leadership development programmes that are based on a generic western model are seen as de-contextualized and unable to fully take into account African cultural complexities. These programmes seem to provide answers to “what leaders must do” and are not specific to circumstance.

African Leadership Scholars (Mbigi, 2005; Khoza, 2005) argue that these programmes do not seem to take into account the myriad of factors that influence the development of leadership perspectives. Some of these factors include culture, beliefs, norms and values. For example, these contextualized leadership programmes, amongst other things, should take into account such factors as the role of women and Traditional Leaders in local government.

Mbigi (2005), amongst other African Leadership scholars, holds a general view that leaders must learn about some good examples of African leadership excellence as displayed by great chiefs such as Shaka and other chieftaincies of Ghana, Zambia and Zimbabwe. These chieftaincies were woven by cultural commonality and a shared vision. They were able to use some African concepts to guide their people to prosperity. These lessons can be drawn and be used for leadership in the notion of a Developmental Local Government.

The absence of such developmental leadership continues to pose a challenge to local governance thus making it imperative that a cadre of developmental leaders for this tier of government cannot be delayed.

Through recourse to an extensive and detailed research on the range of competencies and capabilities required to provide effective strategic leadership of DLG, this study seeks to explore attributes of the Three (3) Dimensional Leadership Competency
Model that can be of use to cultivate and nurture the new kind of leadership competencies and capabilities that are required to empower local government leaders with the capacity to translate the vision of a Developmental Local Government into reality.

1.2 THEORETICAL UNDERPINNINGS OF THE STUDY

The study posits that if a leader is to unleash the potential of the community and involve them in the manner suggested above, such a leader could utilize what is herein referred to as the “Three Dimensional (3) Leadership Competency Model” posited as grounded theory by Verwey, A. 2006. The three dimensional approach to leadership is a conglomeration of Transactional, Transformational and Transcendental leadership.

The central purpose of transactional leadership is the enhancement of the individual and the collective problem solving experiences of organizational members by identifying goals and practices to be used in their achievement (Evers and Gabrielle, 1996, p. 75). This leadership approach is called transactional because it emphasizes the exchange role of the leader. The leader helps the followers to identify what can be done to accomplish the desired results.

Transactional leaders are characterized by contingency rewards, where the leader rewards followers for attaining common goals and objectives; management by exception, where the leader intervenes only when mistakes are made or when problems occur that need to be corrected; and laissez faire, where the leadership factor is absent or not available (Evers and Gabrielle, 1996, p. 74).

While transactional leadership is based on a bargain made between leaders and followers, which lead followers to act in the way that the leader wants, transformational leadership raises levels of followers to more general and higher level, representing the more essential and enduring levels of their needs (Evans, 2000). Transformational leadership is a special type of transactional leadership, where the reward is internal to the follower. The leader motivates people to work for transcendental goals, achievement and self-actualisation and not for self-interest and security (Robbins, S.P.; Judge, T.A.; Odendaal, A. Roodt,G., 2009.p.326. (2ed))
Transformational leaders pay serious attention to the developmental needs and concerns of individual followers. They can excite, arouse and inspire followers to put extra effort to achieve group goals (Robbins, 1992, p. 379). Most recently Verwey (2006) has argued that Transformational Leadership positions leadership as a role that helps lift the follower beyond personal-goals and self-interest to focus on goals which contribute to the greater team, organisational, national and world good.

Transformational Leadership communicates a vision that inspires and motivates people to achieve something extraordinary. Transformational leaders have the ability to align people and systems so that there is a consistency and integrity throughout the organisation towards this vision (Verwey, 2006). They recognize and exploit an existing need of a potential follower and engage the full person of the follower.

The third element of the 3–D Leadership concept is transcendental leadership which Verwey (2006, p.22) is sees as a new and more comprehensive way of viewing effective leadership. It extends the transformational theories of leadership and attempts to integrate the spiritual, managerial (transactional) and charismatic (transformational) elements in the inner developmental growth related to leadership.

The term transcendental leadership is therefore used to describe transformational leadership that is also based on particular values and ethics such as collaboration and service orientation. Transcendental leadership is about leadership wisdom, the ability to know what is needed in the moment and fulfil a worthwhile purpose. According to Verwey (2006, p. 23), “As the world and global society are experiencing some from of spiritual and value-based revolution, leaders will be required to deal more with transcendental elements of change”. This articulation of leadership is akin to what Robbins et al, (2009. p.328), define as “Authentic Leadership”. They suggest that authentic leaders know what they believe in and value, and act on those values and beliefs openly and candidly. Their followers would consider them to be ethical people.

Transcendental leaders have the vision and the ability to inspire the developmental needs of their followers. They change the followers by helping them look at old problems in new ways. In addition, the followers take on and understand the vision as
their own and continue the effort to achieve the vision even if the leader leaves. Transcendental leadership is therefore not just a new phrase; it is in fact a very significant departure from our traditional ways of thinking about leadership. It provides an alternative way of characterising spiritually oriented leaders. “It brings spirituality out of the closet and places it where it belongs—in the mind i.e. (consciousness); the heart (i.e. oral character); and the soul (i.e. faith) and the daily accomplishments of the leader. It evokes ideas and discussion about the role of what spirituality can play in leadership.” (Verwey 2006, p.24).

Transcendental leadership is necessary for local government. Such leaders are not threatened by the community and by other leaders. On the contrary, such leaders execute the vision by including the community in local government planning as it becomes a defining character of the developmental local government system. Further, such leaders realize that the developmental local government system in South Africa is geared to succeed only when it works with the 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.

The three dimensional approach to leadership suggested could assist in managing the tension which sometimes occurs between the elected and administrative leaders in local government. This conflict is usually the effect of the interplay between decentralization and de-concentration. The conflict between these two types of leaders tends to be around issues of consultations, rights and roles.

Councillors often accuse the administrative leaders of leaving them out when making decisions, while the traditional leaders remain confused about their role in local government. Indeed, administrative leaders in quite a number of municipalities operate as “de-concentrated” departments of central government, whereas Ward Committees, Municipal Imbizos, and IDP engagements are forums designed to offer communities the opportunity to present their views and aspirations around service delivery.

This approach is another defining element of local government or decentralization. It is therefore imperative that the new developmental leadership should encourage community participation so as to ensure that municipalities do not degenerate into de-
concentrated units or offices of the central government. The three spheres of government, national, provincial and local are designed to be seamless rather than hierarchal for effective service delivery.

1.3 THE AIM AND OBJECTIVES OF THE STUDY

This study seeks to explore the relevance of the “3D” Leadership Competency Model in the enhancement of a developmental local governance framework based on the variables suggested in the three dimensional approach to leadership. In particular, the study aims at testing the relevance and veracity of the three dimensional approach to leadership and suggest aspects of this approach that are likely to advance the vision of a developmental local government in the South African context.

The main purpose of the study is to suggest key elements of leadership traits within the context of the “3D” Leadership Competency Model that can be used to achieve the objects of a Developmental Local Governance Framework and the development of a national cadre of leadership that can work towards the construct of the White Paper on a Developmental Local Government.

Central to the research question is “What leadership model, attributes, programmes, processes, and practices can be employed to nurture the most effective developmental leadership cadre to lead a developmental local government, as envisaged in the 1998 White Paper on Local Government and all the other relevant legislation, programmes and activities of government which are informed by the needs of the communities?”

1.4 MOTIVATION FOR THE STUDY

Recently the Department of Provincial and Local Government (DPLG) has instituted a process of assessing the viability of various municipalities in the country in response to a number of complaints and criticisms levelled against the leadership of municipalities. A key finding of this assessment points to human capacity gaps, which indicate the need for competent leaders that can transform local government in order to meet the developmental needs of communities and usher in a system of a sustainable and developmental local government.
Transforming local government to meet the developmental needs of communities is, however, an extensive and daunting task. It requires a different level and type of leadership, irrespective of the level of a municipality as contemplated in the Municipal Structures Act No. 117 of 1998. Both the elected and appointed officials need new kinds of leadership skills to be effective developmental leaders.

Broadly stated, some of the skills that are posited to be relevant for a developmental local governance framework may include amongst others the ability to articulate a clear vision as to how their local communities are to be developed, technical competencies in order not to undermine confidence in the local councils, consensus building in the communities with key local interests and the forging of alliances with all the key stakeholders, integration and the political will to do things that are ethical at the risk of being unpopular.

In an effort to develop broad leadership skills of the local government leaders, the former Department of Provincial and Local Government (DPLG) has introduced a Municipal Leadership Development Programme (MLDP), called the Local Government Leadership Academy (LOGOLA). This leadership development programme is designed to address the link between leadership, socio-economic development and municipal excellence in service delivery and to imbue local government leaders with the skills to manage and deal effectively with the challenges they face. The development objective of the LOGOLA is to contribute towards the development of a broad base of politically mature leadership that can sustain democracy and strengthen sustainable developmental local government in South Africa. Its purpose is to build a strong local leadership cadre with the capacity to manage and maintain competent municipal entities that deliver effective services at the community level (ICMS, p.41. 2004). To derive the LOGOLA outcomes the program offered four main courses namely; Emotional Intelligence, Community Knowledge Management, Effective Communication and Problem Solving and Analytical Skills.

To this end, the MLDP has identified the following four learning outcomes that are critical to the development of an effective local government leadership; a developmental orientation with sound conflict management skills; a visionary
leadership that is ethical and inclusive; gender-sensitivity; and an understanding of implementation of the national developmental agenda.

The learning outcomes identified in the MLDP point to the need to understand fully the context of local government leadership in South Africa. This is informed by the strategic objectives of the national government. One such objective that resonates with the mandate of Department of Co-operative Governance and Traditional Affairs (COGTA) is the national government’s desire to halve poverty and unemployment by 2014 (COGTA, 2009).

Political and economic systems to achieve these objectives have been designed and implemented nationally and locally. For example, at the political level, the adoption of a “developmental” system of local government begins to identify itself as a tool of delivery through social inclusion. Through local government, the state and communities are meant to share the responsibility of identifying areas of need and priority, undertake planning, monitoring and evaluation of development initiatives in their localities.

At the level of the economy, developmental policies such as the 2006 National Framework for Local Economic Development (LED) and the Accelerated and Shared Growth Initiative of South Africa (ASGISA, 2006) have begun to look at local government as a vehicle for effecting local development. For example, the recently drafted discussion document on the National Framework for Local Economic Development (LED) asserts that the District and Metropolitan areas provide a suitable platform for the concentration and co-ordination of state activity.

They also provide a framework to ensure that locality-based development is being pursued to the benefit of local areas and all of their residents in a fair and responsible manner, by municipalities and all their local partnerships (National Framework for LED in South Africa, Discussion Document, 2006). Through ASGISA the state together with its agencies will focus over the next ten (10) years in accelerating shared growth leading to large-scale social transformation.

This transformation will have to occur largely in the marginalized townships and rural areas, the heart of the second economy. This means that for the state to integrate the
second economy into the mainstream first economy, more developmental efforts will have to be concentrated at the local level. Local government as the administrative tier closest to the second economy will have to play a stronger role as an economic development facilitator and a social mobilization tool in support of the objective to halve unemployment and poverty by 2014.

Addressing the challenges of poverty alleviation, unemployment, provision of housing, improvement of service delivery, as well as addressing the social injustices of the past in the provision of services to communities require leadership that is equal to this huge task.

1.5 CURRENT LEVEL OF KNOWLEDGE

There exists a wide body of knowledge and literature that explore the subject of leadership from the different forms, approaches and competencies that are relevant to the concept of a developmental local government. Robbins (2009); Palmer (2003), Tibane (2003), Cook (2003), Charlton (1993), Smit and Cronje (1992), Robbins (1992), Kroon (1996), Johnson and Johnson (1999), Ivanecvich and Matteson (1999) and Evers et al. (1996) have all explored the subject of leadership from different perspectives, but emphasise the notion of transformational leadership which could be an effective approach relevant to developmental local government.

The most recent and relevant attempt to shed light on the subject is found in Pretorius and Schurink’s (2008,p.20) study on the development of a leadership construct that could assist local government to achieve optimal service delivery and reach set goals aligned with the South African Constitution. The study gathered its data from a District Municipality situated in South Africa’s Gauteng Province through interviews, observations, document analysis and audio-visual materials. The Municipal Manager, Chief Financial Officer, Strategic Executive, Service Delivery and Strategic Executive: Health and Community Services were interviewed with a view to ascertaining the leadership qualities required to ensure optimal service delivery by local government.

The findings of the study concluded that the performance at a local government level depends to a large extent on the quality of leadership provided by the executive and
senior management. The findings showed the need for the development of an integrated model whereby a transformation plan for the municipal area could be developed, implemented and monitored. Such a plan should pertinently address conditions for sustainable service delivery and economic development (Pretorius and Schurink, 2008, p. 27-28).

There is therefore a need to fully understand the said “transformational plan” not in isolation but in the context of the 3-Dimensional Leadership Competency Model. As far as it can be established, the national government would like to see a hands-on approach to a developmental local government process that delivers services, effectively utilizes allocated resources, develops capacity and is fully accountable to local communities.

The national government is ultimately trying to address the following capacity issues: the number of appropriately skilled and orientated people in the sector; the capacity to transform the system with a view to creating a responsive, reliable and sustainable new system; technical know-how; strategic management; stamina and tenacity-to make steady, even of, incremental progress; a sense of urgency for social and economic development and a sense of public integrity.

In spite of this, it must be noted that where there are individuals with the correct orientation, there is not always the appropriate level of technical know-how. Where there is an appropriate level of technical know-how, there is not always a sense of urgency for social and economic emancipation. Where there is courage for change management and transformation, there is not always the level of stamina or tenacity to see it through. Where there are individuals with the correct orientation, there is not always the knowledge and practice of strategic management. Where there are individuals with the courage to champion change management and transformation, there is not always an appreciation of the importance of public integrity. This state of affairs points to the importance of human performance that needs continuous improvement. It is in this context that the subject of developing a national cadre of leadership in local government for a developmental local government must be viewed.
1.6 VALUE-ADD OF THE STUDY

At a theoretical level the study will suggest knowledge that is relevant for effective leadership that could be utilized for the development of a national leadership cadre that may be able to deliver sustainable service delivery and the acceleration of development suggested for a Developmental Local Governance framework in South Africa. The contribution to academia is to provide through research, leadership theories that can equip and empower the current political and administrative local government leaders to deliver on their mandate.

The practical value of the study will revolve around finding the most suitable leadership attributes that can address the current leadership problems in local government. The study will contribute towards identifying possible gaps that can be plugged in the current status quo for a developmental local government.

In this context, in order to appreciate the notions and implications of a developmental governance framework, the researcher faced a number of challenges during the research process as a result of a transition in the administration of government. These challenges are articulated in the following section.

1.7 CHALLENGES OF THE TRANSITION

It is now public knowledge that the race for the presidency of the African National Congress (ANC), which started in earnest in 2006 and culminated in the election of Mr Jacob Zuma as President of the ANC in the ANC’s elective Conference held in Polokwane (Limpopo) in December 2007, have had major ramifications for the politics of governance and service delivery at the local government level. This is so because the vast majority of Municipalities, which constitute the local government system, are lead by Councillors who are members of the ANC.

To understand how the race for the ANC presidency impacted on the politics of governance and service delivery at the local government level, one needs to have an appreciation of the major political developments that preceded the ANC’s elective conference. In particular, the dismissal on the 14th June 2005 of Mr. Jacob Zuma as Deputy President of the Republic of South Africa left a bitter taste in the mouths of many of his supporters. However, many supporters of the then President of the
Republic, Mr. Thabo Mbeki, felt that the decision to ‘relieve’ Mr Zuma of his duties as Deputy President of the Republic was appropriate.

This created a fertile ground for divisions and political polarisation not only within the ANC but also within the tripartite alliance (i.e. ANC, COSATU and SACP). The divisions and political polarisation triggered by the dismissal of Mr. Jacob Zuma as Deputy President of the Republic were further accentuated by the ideological cleavages within the Alliance Partners. These divisions soon coalesced into two ‘camps’ namely, the pro-Zuma camp and the pro-Mbeki camp.

As protagonists of each camp fought for the legitimacy of its position, new contours of divisions emerged within the Tripartite Alliance. The pro-Zuma camp portrayed Zuma as pro poor and pro working class while at the same time portraying the then President, Mr Mbeki, as pro business. The pro Mbeki camp, on the other hand, accused Zuma supporters as people who were oblivious to the dynamics of the global economy, which required South Africa to adopt pro business policies in order to attract foreign direct investment to further spur economic growth and employment creation. These divisions pitted members of the Tripartite Alliance against each other and unleashed mistrust and unprecedented political tensions among politicians at the National, Provincial and Local government levels.

ANC Councillors, who operate at the local government level, were part and parcel of these political developments, as they were also polarised between the pro-Zuma and pro-Mbeki camps. Given the prevailing levels of mistrust that existed prior to the Polokwane elective Conference, people who had previously expressed a desire to participate in the study suddenly became unavailable. This was somewhat understandable, as people did not know whether I belonged to the pro-Zuma camp or the pro-Mbeki camp. Needless to say, this adversely affected the pace of the research since people were no longer available for interviews.

The post ANC Polokwane Conference posed new challenges for the study. The period between the 21st of December 2007 and the 14th of September 2008 (the date on which President Thabo Mbeki was recalled and resigned as the President of the Republic), witnessed the emergence of what came to be known as ‘two centres of power’, one being Luthuli House, the Headquarters of the ANC which is the seat of
the new ANC Leadership under Mr. Jacob Zuma, and the other being the Union Buildings, the administrative seat of Government under Mr. Thabo Mbeki. This introduced shifts in the loyalties along these two Leaders with Provincial and Local tiers of Government leaders also being heavily affected.

The other development that posed a challenge for the study during the post-Polokwane era is the re-configuration of the political leadership, which is characterised by the purging of current elected and appointed leaders including those in the local government sphere of governance. This purging caused a considerable amount of uncertainty amongst the Councillors, throwing DLG into a panic mode. Consequently, the established Integrated Development Plans (IDPs) and strategies were not being implemented and this became detrimental to service delivery to the local populace.

The emergence of the new Political Party, the Congress of the People (COPE) in October 2008, as a result of political schisms within the ANC also had an adverse impact on the pace of the research. A number of Ward Councillors left the ANC to join COPE. This migration triggered a number of bi-elections nationally.

Following the resignation of Mr. Thabo Mbeki as President of the Republic of South Africa and a number of his Cabinet Ministers, which included Mr. Sydney Mufamadi who was responsible for the Department of Provincial and Local Government (DPLG), a number of programmes came to a halt. In particular, the implementation of the five (5) year strategic plan was put on hold, a number of Municipal Leadership Development Programmes (MLDPs) suspended and many other DPLG initiatives were negatively affected. The whole approach to Developmental Local Government became a subject of suspicion, as the purging continued leading to a drop in morale amongst Senior Government Officials, Mayors and Councillors.

The re-arrangement of the Departments and the appointment of new Ministers after the April 2009 elections saw a considerable shift from the focus of the previous Administration. The Department of Co-operative Governance and Traditional Leaders Affairs introduced new priorities and approach to local government. For the few months in Government, there was more focus on re-acting to the various community
protests for better service delivery and an emphasis on fighting corruption which seems to be well entrenched in Local Government.

However, the initiatives by the previous Minister and his Director General who has since resigned have suffered a blow. Such initiatives include, among others, Project Consolidate, which was an initiative aimed at improving the effectiveness of 134 Municipalities out of 283 through a hands-on approach on technical competences, systems, management and leadership development. The other matter of material importance to this study is the prominence of the institution of Traditional Leaders in relation to the DLG leadership by the elected and appointed Leaders.

The re-arrangement of the former Department of Provincial and Local Government (DPLG) is not just a change of name. The new Department of Co-operative Governance and Traditional Leaders Affairs puts at the centre stage the role of Traditional Leaders in the governance of the local community, especially in the rural areas. This new addition comes at the backdrop of unresolved tensions between the roles of the District Municipality and that of the Local Municipality. While the Municipal Structures Act attempts to address this impasse, the reality on the ground is that of confusion exacerbated by personal, political and administrative ambitions of Leaders. To add the institution of Traditional Leaders without having resolved this tension is likely to further frustrate service delivery.

1.8 RESEARCHER’S WORLDVIEW

Scientific research requires one to be as objective as is humanly possible. While this is a universally accepted tenet of scientific research, few would deny that our subjective experiences as social beings play an important role in shaping the way we perceive and interpret the social world as researchers or other social actors. We all hold deeply rooted worldviews or assumptions, which are the product of our myriad beliefs, values, cultures, religions, histories and personal experiences. Qualitative researchers can never overlook the fact that they are gendered multi-culturally situated and theoretically inclined to view phenomena in ways that influence what questions get asked and what methodology is used to answer those questions. This viewpoint is aptly articulated by Kilbourn (2006, p.546), who contends that “somewhere in a qualitative [research], it is appropriate to comment
on one’s own biography as it relates to the study because this too is an issue of personal perspective.”

While my choice of studying effective leadership in DLG is inspired by my quest and desire to make a positive impact on the lives of ordinary people, I do need to point out that my vocation as an ordained Minister in the Methodist Church of Southern Africa has had a profound impact on the choice of the subject matter for my study. Every person who accepts Christ is called to influence others. Since leadership is the process of influencing others, every Christian, be it a Minister, preacher or ordinary member of the congregation, must therefore recognise that she/he is called to influence (lead) others.

As a follower of Christ, I believe that we should all do as Jesus has directed us to do. According to (Matthew 5, verses 13-16), “You are the salt of the earth; but if the salt loses its flavour, how shall it be seasoned? It is then good for nothing but to be thrown out and trampled underfoot by men. You are the light of the world. A city that is set on a hill cannot be hidden ... Let your light so shine before men that they may see your good works and glorify your Father in Heaven.”

The verses quoted above from Mathew chapter 5 provide a fountain of my passion for leadership, which is spiritually well grounded so that it can shed light to the world. As a Christian, I believe that I am called upon to provide leadership, and hopefully, the findings of this study will help local government leaders with some useful lessons on how to provide effective strategic leadership of the Developmental Local Government, in the interest of improving the lives of ordinary people.

1.9 ETHICAL CONSIDERATIONS

During the course of the study, it is possible that confidential information regarding the strategy and operations of Municipalities, COGTA or any other relevant organisation, is obtained. This data has been treated as confidential, and both the researcher and respondents have committed to this confidentiality by signing the undertaking form reflected in Appendix B of this research report.
1.10 CONCLUSION

In this chapter the researcher has carefully detailed and outlined the context and background to the phenomena that is to be studied. The research problem has been stated mainly that service delivery, in spite of the notion of developmental local governance seems to be punctuated by a myriad of inadequacies. The dearth of leaders with the requisite competencies and capabilities to translate the vision of a Developmental Local Government into reality is seriously inhibited.

The Chapter further articulates the primary aim of the study as being the exploration of the relevance of the “3D” Leadership Competency Model in the enhancement of a developmental local governance framework based on the variables suggested in the three dimensional approach to leadership.

The “3D” Leadership Competency Model is posited as the theoretical underpinning of the study and the concept is explained as that which encompasses the Transformational, Transactional and Transcendental and or Authentic Leadership. The motivation for the study is also explained, mainly the need to address the challenges of poverty alleviation, unemployment, provision of housing, improvement of service delivery, as well as addressing the social injustices of the past in the provision of services to communities require leadership that is equal to this huge task.

In particular, the chapter has clearly indicated that this study explores a competency based approach to leadership that can enhance a developmental local governance framework based on the variables suggested in the three dimensional approach to leadership. The chapter articulates the world view of the researcher and identifies a number of challenges that the researcher faced in the process of undertaking the study as well as ethical issues that the researcher had to comply with.

Given the context, problem statement, theoretical underpinning of the study, its aims and objectives and the world view of the researcher, Chapter 2 of this research report explains the origins of the notion of a Developmental Local Government and its reason for existence against the backdrop of a Local Government System that was predominantly racially based, illegitimate and unrepresentative. The chapter outlines the principles that gave rise to the notion of a Developmental Local Governance...
Framework in which leadership in the context of the “3D” Leadership Competency Model can be based.

Chapter 3 of this research report constitutes of various definitions of leadership and a survey of various approaches, thoughts and theories of leadership that inform the study. The Chapter specifically outlines the thinking around the “3D” Leadership Competency Model as a basis for attributes of a cadre of leadership that can be developed for a Developmental Local Government.

Chapter 4 is a detailed description of the research methodology, the justification and appropriateness of the methodology to the phenomena under study and the techniques that were used by the researcher in conducting the research.

Chapter 5 presents and describes the research findings and links the research findings to the theory and literature base as articulated in Chapter 3. Chapter 6 is an interpretation and analysis of the research findings and the conclusion of the main findings of the research. This chapter also outlines the limitations of the study and makes recommendations of areas that could be pursued for future research on the issue of leadership and Developmental Local Government. Practical recommendations for Local Government Policy are also made as a result of the phenomena studied by the researcher.
2. INTRODUCTION

As indicated in the previous chapter, this study explores a competency-based methodology for evaluating a cadre of leaders capable of providing effective leadership to support the implementation of the vision and mandate of Developmental Local Government (DLG). Effective developmental leadership, which is informed by the aspirations of the community, is needed to translate the vision of DLG into reality.

In view of the importance of the concept of Developmental Local Government in relation to the aims and objectives of the study, this chapter discusses in detail the meaning of a Developmental Local Government with a view to developing a better understanding of the institutional context for our delimited field of study.

To this end, the chapter examines the available literature, including published and unpublished reports, articles and papers of scholars, government, politicians, public officials and any other material that sheds light on the meaning of Developmental Local Government and its implications for sustainable service delivery and socio-economic development.

In particular, the chapter identifies and describes the policy and constitutional foundation for a Developmental Local Government, explores the impact of the legacy of apartheid on local government, examines the vision and mandate of a Developmental Local Government as articulated in various policy prescripts, discusses the interplay between Developmental Local Government and the Developmental State and critically evaluates the efficacy, in terms of both policy and practice of a Developmental Local Government as a model for supporting urban regeneration and integration of human settlements on the basis of democratic values and principles of the post-apartheid society.

Before discussing the subject matter of this chapter, it is both important and necessary to explore briefly the overarching policy framework introduced by the democratic
government in 1994 to underwrite the reconstruction and development of post-apartheid South Africa, the Reconstruction and Development Programme (RDP).

This is so because the principles underpinning the vision and mandate of a Developmental Local Government were first articulated in the RDP and later elaborated and refined in the new Constitution of the Republic of South Africa (Constitution of the Republic of South Africa. 1996) and the White Paper on Local Government (Department of Provincial and Local Government, White Paper. 1998), together with the various pieces of legislation enacted to facilitate the implementation of its various provisions.

Bariechievy K.C. (2008, p.1), argues that the new system of local government in South Africa has radically changed the way in which cities are managed. Democracy in local government is operationalised in terms of the requirements of inclusivity, participation, transparency and accountability. Simply put, Bariechievy argues, “the more inclusive, participatory, transparent and accountable a structure or process, the more democratic it is”.

2.1 DEVELOPMENTAL LOCAL GOVERNMENT AND THE RDP

The establishment of a new democratic government in South Africa under the leadership of the then President Nelson Rolihlahla Mandela in 1994 brought about a series of policy changes. These policy changes were all rooted in the principles of the new government’s policy framework to support the reconstruction and development of post-apartheid South Africa, the RDP (Republic of South Africa, RDP, 1994)

The RDP is an integrated, coherent socio-economic policy framework that sought to mobilise all the people and the country’s resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future (Republic of South Africa, RDP, 1994, p.7). It was the outcome of extensive consultation with a broad range of civic society organisations, including Non-Governmental Organisations (NGOs), Community-Based Organisations (CBOs) and research organisations.
The RDP was intended to be a model for facilitating consultation and joint policy formulation that needed to be emulated by all tiers of government in developing their respective action programmes. The intention was that organisations of civil society would be responsible for the effective implementation of the RDP in order to continue fostering this inclusive approach to policy development and policy implementation.

As a strategic framework to facilitate the transformation of South Africa into a democratic, non-racial and non-sexist country, the RDP implores the government itself to change the way it operates. In practical terms, this requires every office of government, from the smallest village council to the largest national department, to contribute meaningfully towards meeting the basic human needs, developing human resources, building the economy, democratising the governance processes and generally improving the quality of life for residents through effective service delivery (Republic of South Africa, RDP, 1994, p.12).

To ensure that local government initiatives reflect the aspirations and ideals of members of local communities, the RDP encourages local authorities to work with NGOs and CBOs to establish minimum conditions of good governance and to implement effective development projects.

In particular, the RDP makes it clear that the local authority will gain access to increased resources only if it becomes developmental in its orientation, proactive in winning the trust of local residents, sensitive to issues of affordability, creative about financing and more efficient in the delivering of services. (Republic of South Africa, RDP, 1994, p.19).

2.2 LOCAL GOVERNMENT AND THE LEGACY OF APARTHEID

The new role of local government envisaged in the RDP was intended to bring government closer to the people and to put an end to the apartheid local government and municipal structures that were characterized by the channelling and access to services and resources according to race. Bariechievy (2008, p.1.) suggests that the design of post-apartheid local government confronted four main challenges namely; re-demarcation of boundaries, increased responsibilities, restructuring and the requirements of a participatory governance.
The re-demarcation of municipal boundaries resulted in the creation of much larger municipalities with larger populations. The new role of municipalities added to their function of providing basic services such as water, electricity and refuse removal to economic development, land use and service delivery. Local government became a distinct sphere of government that was interdependent and interrelated with provincial and national government as against being subordinated to provincial and national government. It became the locus of democracy as its role was to facilitate public participation (Bariechievy, 2008). Such extended roles the researcher will argue could not have been possible without an effective leadership that understands and is imbued with the leadership competencies posited in the “3D” Competency Leadership Model.

Writing from the perspective of Local Government and Gender, Todes A., Sithole P. & Williamson A, (2007, p.1.) point out that since 1994, local government has become a more important sphere than before. It is bigger than what it was and has a larger mandate than before. It has been described as the “hands and feet” of government and is expected to play a key role in developing its local areas. Like national government local government must carry through the commitment to women’s empowerment and gender equity.

The constitution of local government into a developmental local government as indicated earlier was a function of the new government mandate to move away from an apartheid system of local governance that was underpinned by discriminatory legislative processes discussed hereunder.

2.2.1 Racially discriminatory laws

The implementation of the abovementioned laws created a highly fragmented, dysfunctional and illegitimate system of local government marked by a sharp separation between developed, well serviced and representative local government in white areas, and underdeveloped, and unrepresentative local government in black areas.

2.2.2 Black Local Authorities

Black Local Authorities (BLA) were plagued with difficulties since their inception. Even though they received more formal powers over the years, the fiscal inadequacies and political illegitimacy of these bodies left them as ill-functioning and controversial institutions.

It had become common knowledge that BLAs, which were expected to be financially self-sufficient in their current accounts, suffered from an inadequate revenue base. Revenue sharing via Regional Services Councils (RSCs), moreover, could not meet the fiscal crises of these authorities.

In cases where cities bordered on provincial/homeland boundaries, local authorities located within homelands received large annual subsidies from the Department of Development Aid to balance their current accounts. As a result, the costs of basic local authority services in homeland residential areas were typically substantially lower than their equivalents in provincial residential areas within the same city (Reddy, 1996).

2.2.3 Indian and Coloured Local Authorities

Indian and Coloured local government affairs were vested in Management Committees rather than local authorities. According to (Reddy, 1996, p.55) very few Indian and Coloured areas progressed to fully-fledged local authorities and no Coloured Management Committee/Local Affairs evolved into an autonomous local authority.

Similarly to the BLAs, Indian and Coloured Management Committees and local authorities remained financially and administratively weak and politically controversial due to lack of revenue, management expertise and a weak political base. With the exception of white local authorities, local government management during
the 1980s/1990s was characterised by oppression, illegitimacy, inefficiency and fragmentation (Reddy, 1996).

In view of this overall crisis, local authorities operating within Indian/Coloured and African communities were unable to provide and deliver sustainable municipal services and the infrastructure needed in these areas, hence the massive services and infrastructure backlogs.

2.2.4 Local governance outside urban areas

The Apartheid System did not provide for a system of Local Government in rural areas. The majority of people lived in the homelands. These constituted the majority of the rural people and the poor. In rural areas that were in the control of white farmers, services were provided by national government departments and provincial administrations.

For African communities living outside the homelands, the Department of Development Aid provided minimal levels of services (Davids and INTERFUND, 2003, p.32). This department rarely consulted communities on how services should be delivered and corruption was rampant (Ndlela and Holcomb 1998, p.161).

While the RDP laid the policy foundation and framework for the role of local government under the new democratic dispensation, the adoption of the new Constitution in 1996 assigned specific service delivery and developmental responsibilities to local government. The execution of these responsibilities ushered in the demise of an apartheid local government and municipal structures and the rise of a democratic local government system committed to sustainable service delivery and community-driven socio-economic development.

2.3 CONSTITUTIONAL FOUNDATION OF A DEVELOPMENTAL LOCAL GOVERNMENT

The process of transforming the institutions of the South African state proceeded from the premise that the new democratic government had a specific mandate to address socio-economic development needs, which would help to create a better life for all. The principles informing this premise are embodied in Chapter 7, Sections 152 (1) and (2), Sections 153 (a) and (b) as well as Schedules 5(a) and 5(b) of the Constitution,
which outline the developmental functions and services to be performed by local government within the newly created political dispensation.

2.3.1 Constitutional obligations of the local government

In particular, Section 152 of the Constitution obliges local government to provide services to communities in a sustainable manner and to promote social and economic development in communities. To ensure that these obligations are carried out in an effective and efficient manner, Section 153 requires municipalities to “structure and manage their administration, budgeting and planning processes to give priority to basic needs and to promote the social and economic development of the community” (Constitution of the Republic of South Africa, 1996).

In addition, municipalities are required to participate in national and provincial development programmes in line with the constitutional principles of co-operative governance, which requires all spheres of government and organs of state to cooperate with one another on the basis of “mutual trust and good faith”. This is necessary to facilitate seamless service delivery within the entire government system.

When discharging their duties, municipalities are expected to give due consideration to the democratic values and principles enshrined in Section 152, which “encourage the involvement of community and community organisations in matters of local government” (Constitution of the Republic of South Africa, 1996). A democratic government is a government of the people and for the people. Therefore, involving community and community organisations in local government matters gives effect to this universal principle of democracy.

2.3.2 Local Government as an organ of public administration

Local government forms an integral part of Public administration, which must, in terms of Section 195 of the Constitution, be development-oriented, accountable, transparent, accessible, and responsive and exhibit a high standard of professional ethics. In addition, the Constitution obliges local government, like public administration as a whole, to make efficient, economic and effective use of resources to provide services in an impartial, fair and equitable way and to contribute to the progressive realisation of fundamental human rights.
While local government forms part of the public administration, it is nonetheless an autonomous sphere of government with its own legislative and executive authority to make by-laws that facilitate the effective delivery of services that fall within its jurisdiction. Section 60 of the Constitution empowers a Municipal Council (the legislative authority of the local sphere of government) to make by-laws that prescribe rules and orders for its business proceedings and the establishment, composition, procedures, powers and functions of its committees.

Despite this executive authority, local government may not make by-laws that are in conflict with any national and provincial legislation, as its right to govern is subject to national and provincial legislation. Khan (1997, p. 10) warns that this constitutional injunction should not be interpreted in a crude mechanical sense to equate local government to a mere administrative arm of the national and provincial governments. This is so because national and provincial governments are constitutionally inhibited from impeding or compromising a municipality’s right to exercise its powers except when local government is unable to fulfil its executive obligations in terms of the legislation.

2.3.3 Developmental role of local government

It is against this backdrop of new constitutional developments that the notion of Developmental Local Government emerged as a specific local governance model designed to place municipalities at the centre of sustainable service delivery and the fight against poverty and other socio-economic deprivations characterising most communities.

This role of local government under the new democratic political dispensation is also clearly spelled out by Ms Lindiwe Msengana-Ndlela, former Director-General of the Department of Provincial and Local Government (DPLG), who contends that municipalities are required to play an important role in the country’s struggle against poverty and underdevelopment. Government policy has identified a developmental role for municipalities. This policy places the local sphere of government in the foreground of a national effort to redress the political, social and economic wrongs of apartheid (Msengana-Ndlela, 2004).
According to Parnell and Pieterse (2001), Developmental Local Government has four dimensions: (i) the changing of the spatial framework of Apartheid through legislation as incorporated in the Development Facilitation Act, No 67 of 1995 which promised to transform the spatial legacy of Apartheid; (ii) Local Government Finance encapsulated in the Growth, Employment and Redistribution Strategy that aims at job creation and economic growth through strict fiscal controls; (iii) Integrated local government management where the municipality becomes the primary development champion and (iv) democracy and local government where local government is active, autonomous but accountable.

Conceptually, the Developmental Local Government model is located within a broader cross-current of ideas and approaches to urban development and does not equate to a neat and staged process of modernisation through rapid industrialisation, irrespective of whether it is driven through inward or outward measures (Booth, 1994; Schuurman, 1993).

The Developmental Local Government model represents a new discourse on urban management, a paradigm shift that combines both local and global visions in its quest to achieve sustainable democratic urban development. It is part of the new global thinking suggested by the notion of decentralisation.

Internationally decentralisation has become part of the standard policy recipe for good governance promoted by agencies such as the World Bank and the United Nations. Decentralisation advocates according to Todes et al. (2007, p.4), argue that it fosters participatory democracy and results in more responsive service delivery, attuned to local needs and that it is larger in South Africa now than under apartheid even though local government expenditure still accounts for a smaller share of expenditure than national government.

Citing MacLean, (2003), Todes et al. (2007) define centralisation as political and administrative reforms that transfer functions, responsibilities and resources and/or result in greater political or financial autonomy, to lower tiers of government or outside of it. It can occur in many ways but the main forms of occurrence are; democratic/political decentralisation i.e. devolution of decision making powers to provincial or local government. This usually involves legal changes to strengthen
provincial or local government; Administrative decentralisation i.e. the transfer of functions to lower tiers of government. This can be by way of de-concentration involving the transfer of functions to units of central government throughout the country, delegation by passing of responsibility to semi–autonomous bodies outside government and devolution where the transfer of functions to provincial or local government is done with a degree of autonomy.

Cranko P. and Khan F. (1999, p.1), suggest that as a result of complex global forces and changes in the global national and local environments, levels of poverty are on the increase and growing numbers of people are excluded from the formal economy, governments are finding it more difficult to fulfil their traditional roles and meet basic needs. The State has been unable to exercise its authority in a very complex environment. In this context, Cranko and Khan (1999) suggest that the role of local government extends beyond facilitation and enablement encompassing leadership and strategic guidance. The municipality is understood as a facilitator and enabler within the context of minimising the control and direct delivery functions of the state. Key policy platforms and instruments include deregulation, privatisation and flexibility.

Matthwes S. (2008 ), in the context of the transformation of local government to achieve the UN Millennium Development Goals( MDGs), and commitments to halve global poverty by 2015, argues that it is necessary to disseminate MDG efforts from the national to the sub-national and local levels to ensure that the poor are being met at the their place of need. This relocation of developmental authority will require significant capacity building to equip local officials with tried and tested models for strategic planning, implementation and monitoring, a key subject of this study within the grounded theory of the “3 D” Leadership Competency Model.

Matthwes S (2008) continues to argue that as engines of economic development and physical growth, cities have become the new locus for development. Now more than ever, the success of cities determines the success of ancillary areas and nations as a whole. Therefore the role of local leaders in addressing development challenges and responding to demographics trends are critical not only in the isolated context of the city’s well being, but also in terms of nations and worldwide efforts at poverty alleviation in this climate of globalisation and urbanisation.
Before discussing how the vision and mandate of the Developmental Local Government model promote this, it is, however, necessary to examine briefly the interplay between Developmental Local Government and the Developmental State.

While Developmental Local Government is conceptually distinct from the Developmental State, the two are in fact interrelated and constitute two sides of the same coin. Both are concerned with making an effective contribution to government’s overall developmental goals and both seek to make, albeit at different levels, effective use of public resources to redress past imbalances and to address the challenges of unemployment, poverty and other social ills associated with socio economic deprivations.

2.4 DEVELOPMENTAL LOCAL GOVERNMENT AND THE DEVELOPMENTAL STATE

One can identify two schools of thought on the meaning and role of Developmental State: the political school and the economic school. These schools of thought are often juxtaposed in the literature as state versus market model development (Fine, 2007).

2.4.1 The economic school on developmental State

According to (Fine,2007), the economic school of thought explains the Developmental State in terms of significant state intervention to promote industrial development against the logic of the market. In terms of this school, the market does not function well to promote industrialisation. For this reason, it is appropriate for the state to intervene strategically to build selective industries that can become globally competitive and serve as the springboard for broader industrial development.

Referring to the specific economic role played by the developmental state during the rise of the Asian Tigers, Johan Baard, the Executive Director of the Cape Clothing Employers Association, argued that the state identified the big picture, the macro targets, set macro policy framework, and then worked closely with business to achieve these targets and policy objectives in specific sectors of the economy. The state strongly supported those businesses that took the challenge seriously, but withdrew support from those who only paid lip service to the required undertakings (Baard,2008, p.3).
2.4.2 The political school on developmental State

The political school is premised on the conviction that the market needs to be supplemented as long as the state enjoys the autonomy to implement its right policies even against the dominant interest groups that might wish the state to serve its own interest as opposed to broader societal interests. In terms of this school, a Developmental State need not be exclusively concerned with industrial development and industrial policy and need to promote economic and social welfare in general.

In terms of the typology of a Developmental State identified by Fine (2007), the logic of the Developmental State in South Africa is dominated by the political school, though elements of the economic school are also evident. This contention is supported by (Manuel, 2004) who sees the role of a Developmental State as that of fighting poverty and expanding economic opportunities to the poor. In his characterisation of the challenges facing the South Africa Developmental State, he argues that removing poverty is key, expanding economic opportunities and fighting social deprivation is critical and providing public facilities to the poor is paramount (Manuel, 2004, p. 3).

According to (COSATU, 1998, p.2), the notion of a developmental local government has to be located within the notion of a developmental state, which act(s) as a catalyst and strategic coordinator in transformation. The developmental state seeks to utilise its own resources, authority and capacity to energise, empower and leverage a broad range of other resources behind a transformation effort. It intervenes in the economy and society to achieve its developmental objective.

COSATU’s description of the role of Developmental State, though useful, does not explain the relationship between Developmental Local Government and Developmental State. This weakness in COSATU’s formulation is addressed by (Levin, 2004) who, through recourse to the principle of cooperative governance, explains the interface between the Developmental Local Government and Developmental State.

2.5 INTEGRATED DELIVERY OF GOVERNMENT SERVICES

Levin (2004) is concerned with the role of Developmental State in promoting integrated service delivery among the three tiers of government. He posits that a
Developmental State fosters development through a service-orientated culture that places people’s needs at the centre of state endeavours, excels in the basics of public administration and intervenes strategically in the economy to promote social development.

The role of the Developmental State is to promote integrated service delivery that bridges the divide between the ‘First’ and ‘Second’ economies. Section 156 (4) of the Constitution, which empowers national and provincial governments to devolve the delivery of certain services to municipalities where these services are most effectively administered locally. This provides a foundation for the effective implementation of the principles of co-operative governance to support the successful delivery of integrated government services.

However, the delivery of integrated government services to support development at the local government level cannot occur in the absence of a single public system characterised by uniform conditions of service and operational practices among all the three tiers of government. A single public service system is necessary to facilitate seamless service delivery and mobility of staff among the three tiers of government and generally to eliminate fragmentation of service delivery and promote integration, which has tangible and practical benefits on the ground.

The seamless delivery of government services, in line with the principles of Batho-Pele (people first), can facilitate the delivery of public services in the most effective and efficient way. Most importantly, it can help to reconcile the common objectives of a Developmental Local Government and the Developmental State. This point was underscored by the former President of the Republic, the Honourable Mr Thabo Mbeki, who argued that another feature of our developmental state must be the provision of a seamless system of government to meet the needs of citizens (Mbeki, 2006, p.7).

2.5.1 Vision and mandate of Developmental Local Government

In order to gain a clear understanding of the concept of a Developmental Local Government it is important to understand how it is defined in the 1998 White Paper on Local Government. Section B(1) of the White Paper states that “Developmental Local Government is local government committed to working with citizens and
groups within the community to find sustainable ways to meet their social, economic and material needs and improve their quality of life.”

Paragraph 1.4 of the paper on leading and learning, further suggests that “Developmental local government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate. A developmental municipality should play a strategic policy making and visionary role, and seek to mobilize a range of resources to meet basic needs and achieve developmental goals”.

To facilitate sustainable quality service delivery and community-driven development, Developmental Local Government is required to play four distinct but interrelated roles in the affairs of its constituencies and citizens: (i) maximising social development and economic growth; (ii) integrating and coordinating; (iii) democratising development and (iv) leading and learning.

2.5.2 Maximising of social development and economic growth

While regards to maximising social development and economic growth, municipalities must ensure that their programmes have maximum impact on the socio-economic development of communities, including meeting the basic needs of the poor in a cost effective and affordable manner and working in partnership with local business and other social partners to improve job creation and investment prospects in their communities (Department of Provincial and Local Government, White Paper, 1998).

2.5.3 Integration and coordination of activities

Developmental Local Government must integrate and co-ordinate the activities of different stakeholders that contribute to local prosperity and development. It is the role and responsibility of developmental municipality to ensure, through visionary leadership, that different agencies and stakeholders work together towards a common objective (Department of Provincial and Local Government, White Paper, 1998).

Leadership development programmes for nurturing local government leaders should not be based on a generic western model of leadership development. Such programmes can be seen as de-contextualized and unable to fully take into account African cultural
complexities. Western-based leadership development programmes tend to provide answers to what leaders must do and are not specific to their circumstances.

2.5.4 Participatory democracy

Developmental municipality supports and encourages its citizens to participate in its affairs as voters, citizens in policy making processes, consumers and end-users of services and members of organised formations. Active participation of citizens is central in building local democracy, as this can afford municipalities the opportunity to receive feedback on its citizens’ level of satisfaction or dissatisfaction with the services provided at the local government level.

To ensure that development at a local level is driven by the needs and aspirations of the community, it is vital that local government support and encourage the participation of communities in development initiatives. In particular, Developmental Local Government must foster an all inclusive approach in its engagement with communities and ensure that previously marginalised groups, including the poor and the disabled, become part of the deliberations so as to have a holistic perspective on the needs of the communities (Department of Provincial and Local Government, White Paper, 1998).

Barichievy (2008) suggests that the Systems Act brings about three aspects to the innovation of participatory democracy. Post-apartheid local government is required to be democratic, both in being elected, and in the manner of operation between elections. It is required to facilitate public participation in its processes to an extent greater that any other sphere of government. Citing Carrim, (2006), Barichievy points to the fact that the manner in which the Systems Act defines the municipality as consisting of the governing structures (the elected councillors), the administration (the appointed staff) and the residents is unique in the world and establishes the grounds for greater involvement by the public in municipal matters. He argues that whilst the practical ramifications of this definition are not yet obvious, the conceptual, normative and potential legal ramifications are considerable.

The second aspect of innovation outlined in the Municipal Systems Act (117of 1998) according to Barichievy (2008) are the ward committees that may be established in
certain municipalities designed to increase community participation in municipal decision-making and are seen by government as the primary structure for participatory local government in terms of Notice 965 of 2005.

The third and final innovation is effectively a set of requirements for public involvement in various decision-making processes. These requirements include the receipt, processing and consideration of petitions and complaints received from the public; the notification and public comment procedures when appropriate; public meetings and hearings and consultative sessions with locally organised community organisations.

2.5.5 Fostering a learning organisational culture

To be sustainable over time, developmental municipalities must build social capital and stimulate local political leadership. Municipalities operate within constantly evolving environments, and for them to survive, they must promote and foster a learning organisational culture (Department of Provincial and Local Government, White Paper, 1998).

2.5.6 Developmental outcomes

These activities must result in concrete developmental outcomes for the local community, including the provision of household infrastructure and services, creation of liveable, integrated cities, towns and rural areas, local economic development and community empowerment and redistribution. Developmental Municipalities should ensure that such services as water, sanitation, local roads, storm water drainage, refuse collection and electricity are easily accessible and affordable. These services are essential to social and economic development and can have significant impact on the quality of life (Department of Provincial and Local Government, White Paper, 1998).

In their quest to provide cost-effective and quality service to communities, municipalities are urged to explore a broad range of options and methods of service delivery, including building on existing capacity, corporitisation, and public-private partnership, partnership with CBOs and NGOs, contracting out and ownership transfers. In deciding on the suitable method of service delivery, a range of factors need to be taken into consideration, including the impact that a particular
The method/mode of service delivery would have on the general socio-economic development of the communities (Department of Provincial and Local Government, White Paper, 1998).

To overcome the legacy of apartheid patterns of settlement, the spatial integration of settlement is critical. Integration can make it easier and cheaper to provide basic services and can stimulate further development. Developmental municipalities can promote job creation and local economic development by providing reliable and good quality cost effective services. A number of strategies can be adopted to achieve this, including providing special economic services and reviewing existing policies and procedures to enhance employment and investment (Department of Provincial and Local Government, White Paper, 1998).

2.6 TOOLS FOR FACILITATING DEVELOPMENTAL OUTCOMES

A number of tools have become available to enable developmental municipalities to achieve their developmental objectives and outcomes in a sustainable manner and to focus on priorities within an increasingly complex and diverse set of demands. The use of these tools, however, demands that municipalities must change their institutional practices and the way they manage the resources at their disposal.

2.6.1 Integrated Development Planning

One of these tools is the Integrated Development Planning (IDP), which helps a municipality to establish a coherent developmental plan for the short, medium and long terms and to align its financial and institutional resources behind agreed policy objectives and programmes. In working with local stakeholders, municipalities need to understand the various dynamics within their areas, develop a concrete vision for the areas and strategies for realising their vision. The IDP can help municipalities to achieve these objectives in an efficient and effective manner (Department of Provincial and Local Government, White Paper, 1998).

According to Todes et al., (2008, p.5), IDPs are seen as the key planning tool for municipalities, but are also expected to shape the work of provincial and national departments. They are strategic documents, and give direction to what programmes and projects should be undertaken and to budgets. IDPs can be seen to be supporting
two forms of decentralisation; (a) political/democratic decentralisation in its own right, through the strengthening of local government, the expansion of its mandate, and the availability of funding sources to carry out aspects of this mandate and (b) administrative deconcentration/devolution of a form in which local government, through the IDP process, influences or shapes the actions of local field offices of provincial or national line departments or parastatals in an area.

Cranko P. and Khan F. (1999), in advocating for municipal-community partnerships, posit that both conservative and democratic perspectives on enablement emphasise the need to promote new forms of engagement between state and, civil society and the private sector. Municipal-community partnerships are one type of partnership which assume different forms and entail different levels of complexity depending on resource endowments, institutional capabilities and capacity and development priorities.

Cranko P. and Khan F. (1999), suggest that globally, civil society organisations (CSOs), partner with government to support participatory approaches in service delivery and infrastructure provision, facilitate large-scale government programmes which may include program conceptualisation, implementation, service delivery and monitoring and evaluation, contribute to policy formulation through structured and unstructured interactions, institutionalise alternative delivery systems where considerable coverage has been achieved through such systems, improve access of the poor to the goods and services and effect both incremental change in municipal policies and procedures and substantive change in rules, norms and values so that there is fundamental change in favour of the poor.

2.6.2 Performance management

To ensure that plans are being implemented and are having the desired developmental impact, Developmental municipalities are required to have performance management systems in place. An effective performance management system ensures that all parts of a municipality work together to achieve the desired goals and objectives. In addition, an effective and integrated performance management system allows every individual employee and department within a municipality to be clear about what is expected of them and their performance in relation to the overall objectives of a municipality (Department of Provincial and Local Government, White Paper, 1998).
2.6.3 Enabling legislative measures

To support and facilitate the effective implementation of the vision and mandate of Developmental Local Government as articulated above, a host of specific legislation for local government has been enacted, including the Local Government Municipal Systems Act of 2000, the Municipal Structures Act of 1998, the Municipal Demarcation Act of 1998 and the Municipal Finance Management Act, no 56 of 2003.

In particular, Chapter 4 of the Local Government Municipal Systems Act, 32 of 2000 provides for, amongst other things, the development of a culture of participatory governance. Municipalities are encouraged to create conditions for the local communities to participate in their affairs including the preparation and review of the municipality Integrated Development Plans.

Section 16(b) of the Act specifically provides for the municipality to contribute to building the capacity of the local communities to participate in the affairs of the municipality and councillors and staff to foster community participation and for the municipality to allocate budgets to facilitate these objectives.

While these pieces of legislation require a new style of management and leadership in local government, they have also led to the fundamental re-organization and restructuring of local government institutions to meet the legislative and constitutional challenge so that municipal services are rendered appropriately in terms of its size, revenue potential, asset base etc. As a result, municipalities have been rationalized from 843 to 283.

The process of transforming municipalities to operate within the context of Developmental Local Government model has, however, not been without its challenges. As the following sections clearly indicate, the implementation of the objectives of the Developmental Local Government model has been accompanied by some difficulties.

2.7 MODUS OPERANDI OF DEVELOPMENTAL LOCAL GOVERNMENT

The modus operandi for the execution of the vision and mandate of Developmental Local Government as envisaged in the RDP, Constitution and White Paper on Local
Government has been found to be wanting. As noted above, the Constitution has, through the principle of cooperative governance, transformed the legal status of local government from that of an administrative arm of national and provincial government to that of an equal partner in the governance process.

This change in legal status has placed new demands and responsibilities on local government. In particular, section 152 of the Constitution requires local government to “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.” (Constitution of the Republic of South Africa, 1996). To enable local government to discharge its constitutional obligations, schedules 4 (b) and 5 (b) of the Constitution lists the functional areas that fall within the jurisdiction of local government and provides local government with the necessary and executive powers to fulfil the functions.

Visser J. (2005), writing in the Local Government Bulletin Vol 11(2) 4, points out that developmental local government hinges on the effectiveness of the 283 municipalities. South Africa has decentralised responsibilities to these municipalities, not because it wants administrative extensions to national and provincial departments, but because it seeks to benefit from dynamic relationship between communities, councillors and municipal administration resulting in policies and programs relevant to specific communities. He argues that it needs no argument that this dynamic relationship is often not responsive. This is why national and provincial governments should support municipalities in becoming responsive democracies and hold them accountable if they are not.

2.7.1 Limitations in the assignment of roles

There are, however, major shortcomings in the manner in which the Constitution assigns functions among the three tiers of government and the manner in which the allocation of functions has been interpreted and implemented. In some instances, functions are decentralised without concomitant transfer of funds or allocation of a capacity building mechanisms. This has resulted in a “mismatch” between the notion of Developmental Local Government as articulated in the White Paper and functions
of local government as enumerated in schedules 4 (a) and 5 (b) (Local Government Project, 2007).

The Centre for Development and Enterprise (September 2003), commented in this regard. They suggested that municipalities are expected to assume greater responsibility without receiving additional resources from national or provincial government. Citing the case of the Mbombela Municipality that incorporated the needs of an urban and growing rural poor community, they suggested that adding more responsibility without further funding would have a detrimental effect on the poor and undermine the prospects of growth and development.

Again in this context Visser (2005) argues that the leaders of government face persistent challenges in making developmental local government a reality. These challenges are firstly; political interference by political parties where parties use municipalities as platforms for regional or national politics. The second challenge is the lack of supervision over municipalities. The third challenge is the need to deregulate the IDP process as it is largely dictated upon by provincial and national politics. The fourth challenge is the potential reduction of revenues should municipalities handover the function of electricity distribution to the Regional Electricity Distributors (REDS). The fifth challenge is the notion of a single public service which will simply chase away many skilled senior officials. Lastly there is a need to clarify the mandate of local government in terms of the constitution.

2.7.2 Misrepresentation of the role of councils

In a similar vein, Chipkin (1997) argues that the vision and mandate of Developmental Local Government has been interpreted in a way that has inhibited local government to achieve its developmental objectives. In particular, he contends that the way the role of Councils is defined is problematic. Councils, in terms of the Developmental Local Government democratic processes, are required to drive service delivery and development in their local communities. They are required to determine infrastructure needs and developmental priorities in consultation with local communities.
This *modus operandi* is premised on the assumption that there would be consensus on who the community is and that there would be broad agreement on the needs and developmental priorities in a community. In other words, the role assigned to Councils in facilitating service delivery and community driven development assumed that “… service delivery was in fact uncontroversial; that it was simply an administrative/managerial exercise and that there was no contestation in the mode, level, coverage and/or financing of such services.” (Chipkin, 1997, p.6).

As local government experiences have shown over the past years, these assumptions informing the role of Councils do not resonate with realities on the ground. Service delivery at the local government level has become a contested terrain. In some instances this is largely a result of lack of skills to engage communities on the part of both elected public representatives and appointed staff.

### 2.8 DEVELOPMENTAL LOCAL GOVERNMENT AND RURAL DEVELOPMENT

For local government to be effective, its services must respond to, and indeed be driven by, the needs of both urban and rural communities. This is in line with government’s desire to provide integrated service delivery.

#### 2.8.1 Urban bias of DLG model

However, there is a view that the current Developmental Local Government model is urban-biased and therefore does not adequately support sustainable development in rural communities. To understand this criticism of the Developmental Local Government model, it is important to understand the working relationship between district and local municipalities and, in particular, how the two-tier municipal system (District Municipalities and Local Municipalities) allocates the powers and functions regulating service provision and socio-economic development.

Section 83 (3) of the Municipal Structures Amendment Act of 2000 requires District Municipalities to (i) ensure integrated development planning for the District as a whole; (ii) promote bulk infrastructure development and services for the District as a whole; (iii) build the capacity of local municipalities in the area to perform their functions and exercise their powers where such capacity is lacking and (iv) promote
the equitable distribution of resources between the local municipalities in the area to ensure appropriate levels of municipal services within the District as a whole.

In terms of integrated development planning for the District as a whole, Section 83 (3) (a) requires District Municipalities to prepare frameworks of Integrated Development Plans (IDPs) for their local municipalities. The framework, which is binding on both the District and Local Municipalities, must reflect, inter alia, (i) an inventory of all plans and planning requirements binding in terms of national and provincial legislation on District and Local Municipalities; (ii) a list of issues of alignments to be included in the District and Local IDPs; (iii) the approach to achieving coordination; (iv) a statement of the principles for coordination and (v) procedures for consultation between the District and Local Municipalities during the process of drafting their respective IDPs.

It is clear from Section 83 (3) (a) that District Municipalities are required to design and implement programmes that address developmental needs in local municipalities. This means that in rural areas where financial and administrative capacity is limited, local municipalities have fewer powers and functions in respect of the social and economic development of their communities. If a District Municipality fails to build the capacity of local municipalities, then no sustainable development can occur in local municipalities where rural areas are located.

2.8.2 Limited capacity of district municipalities

Section 83 (3) (a) assumes that District Municipalities have the necessary organisational, technical and administrative capacity to assist local municipalities where rural areas are located. This is, however, an erroneous assumption as District Municipalities themselves have limited capacity. This limited capacity of District Municipalities, in turn, adversely impact on rural communities in terms of service delivery and infrastructure development.

Local municipalities where rural areas are located are characterised by high levels of poverty and lack of commercial and industrial activity. This means that these municipalities have a very limited tax base. In the current arrangement where local
government is expected to meet at least 90% of its expenditure needs, this puts local municipalities where rural areas are located in a distinct disadvantage.

Involving community and community organisations in local government matters gives effect to the universal principle of participatory democracy. However, poverty can adversely impact on the community’s ability to participate in local municipalities’ development initiatives. In particular, poor people may not have the resources (e.g. money to travel to meetings and other gatherings) to support their active participation in democratic processes of local municipalities.

It is a combination of these challenges which have motivated Davids and INTERFUND (2003, p. 41) to conclude that “…the complex rural context with its high levels of poverty and lack of capacity of municipal structure to deliver may threaten the vision of developmental local government and sustainable livelihoods.”

The Centre for Development and Enterprise points out in this regard that the two-tier model of local government that is adopted from European countries has established a weak district level of government coupled with large unwieldily local municipalities. The division of powers between these two tiers of authority remain complex and detrimental to sound urban and rural development. District and local councils do not understand the role they must be playing in the new system and it has become an area of contestation and wasteful duplication.

2.8.3 Skills and capacity constraints

While poverty can undermine a community’s ability to participate effectively in the local government’s democratic processes, limited and/or lack of skills and capacity on the part of elected public representatives and public servants can undermine a municipality’s ability to implement the vision of Developmental Local Government.

The fact that almost half of local government structures lack sufficient capacity to implement the Developmental Local Government mandate in the short term is a clear indication of the pervasive nature of the skills and capacity challenges in local government. Even the best resourced municipalities cannot realistically expect full control of the governance process (, Swilling, M. Simone, A. and Kahn, F. 1997).
2.8.4 Shortage of financial skills

In spite of the former Minister of Provincial and Local Government announcing the successes of Project Consolidate in Parliament (see Report on Municipal Performance 2005/2006), problems still abound that confront Developmental Local Government. In his recent review of Municipal Accounts, the Auditor General cited amongst other things the fact that Municipalities lack financial skills, inadequate internal controls and lack of documentation to collaborate financial statements presented for audits. Another issue he cited “is lack of leadership, which is critical” (City Press, 22 June 2008, p. 26).

It is the type of challenges identified above that have prompted Ms Lindiwe Msengana-Ndlela, former Director-General of the Department of Provincial and Local Government (DPLG), to argue that “It is my view that we need to pay more attention to the matter of local leadership than we have done in the past. In summary, we must amongst other things address the matters of capacity, accountability and leadership” (Msengana-Ndlela, 2006).

2.8.5 Limited leadership competencies and capabilities

Given the provisions of the White Paper and the Municipal Systems Act, it is quite clear that the leadership role that Councillors and Municipal Managers must play in strengthening the sustainability of local government is expansive and daunting and provides for a different level and kind of leadership irrespective of the level of a municipality as contemplated in the Municipal Structures Act, 117 of 1998.

A survey of Women in Local Government undertaken by the Women’s Development Foundation (WDF) in 2000 puts the matter of leadership development for Councillors beyond question. The survey was conducted in six of the nine provinces namely; Gauteng, Western Cape, Eastern Cape, North West, Limpopo and the Free State.

In the foreword of the research report Brigalia Bam, President of the WDF and Chairperson of the Independent Electoral Commission (IEC) writes as follows; “As the narrative of experiences attests, this first pioneering generation of women councillors have had to confront numerous challenges; a veritable battle of sexes...”
triggered by the active participation of women in local politics, heightened gender tensions within the chambers of Local Government, negative attitudes towards councillors in general stemming from the apartheid era especially the period of non-collaboration that grew out of the local struggles of the 1980’s, combining roles of governance as elected officials with the pressures of the normal multiple roles that women must assume as wives, homemakers and as individuals who are active in the church and the community.”

The survey results showed a dearth of experience and lack of support to women leaders to acquire such skills as in governance, self assertion, communications, political and self management as many of the Councillors reported all levels of personal and family dysfunction that arose then as a result of public office.

Another survey conducted by Todes et al.(2008.p.34), on the issues of local government, gender and the IDPs found that women are not always represented at the local government level. Women found it difficult to gain support as ward councillors. The research found that decentralisation that is beneficial to women depends on a strong centre that emphasises women’s rights.

The Ministerial Advisory Committee Report (MAC) (2001), on the challenges facing Local Government identifies capacity building for councillors as an urgent need and requires co-ordination. It identifies the tendency for role confusion between councillors and officials as particularly concerning. According to the MAC, such role confusion is nothing else but the lack of leadership and assertiveness skills on the part of the elected officials and the appointed officials alike.

In this regard, it may be appropriate to cite the Development Bank of Southern Africa (DBSA) Development Report, 2000 which concluded that “Councillors are likely to play a more prominent role in the future. They will have to act as ambassadors for their communities, lobby other spheres of government or the private sector, defend the interests of minorities and the marginalized, and serve as trustees or protectors of the natural environment or historical heritage. Developmental councillors will need new skills to perform these tasks.”
Maserumule M. H, (2008. p.441) argues that the political and administrative staff components of the municipality must have skills, competencies and knowledge that befit the imperatives of a developmental system of local government. Strategic interventions to build sustainable human resource capacity in the municipality to excellently carry out the developmental duties as required by the Constitution are therefore necessary and critically important.

2.9 CONCLUSION

To delineate the institutional context of the study, this chapter has identified and described the policy and constitutional foundation for Developmental Local Government, explored the impact of the legacy of apartheid on local government, examined the vision and mandate of Developmental Local Government as articulated in various policy prescripts, discussed the interplay between Developmental Local Government and the Developmental State and critically evaluated the efficacy, in terms of both policy and practice, of Developmental Local Government as a model for supporting urban regeneration and integration of human settlements on the basis of democratic values and principles of post-apartheid society.

The review of literature in this regard suggests that the use of the Developmental Local Government framework by municipalities has succeeded in integrating development planning with community needs in order to ensure that services are provided in a sustainable way and in a way that promotes sustainable social and economic development of communities.

However, the implementation of the framework has not been without its challenges due to a number of factors, including a “mismatch” between the notion of Developmental Local Government as articulated in the White Paper and the functions of local government as enumerated in schedules 4 (a) and 5 (b) of the Constitution, the way the two-tier municipal system allocates the powers and functions regulating service provision and socio-economic development and the skills and capacity constraints on the part of elected public representatives and public officials mandated to translate the vision of Developmental Local Government into reality and the broadened burden that the Constitution and the White Paper add on the role of municipalities and in some cases without the necessary levels of funding. The ongoing
urban bias in the allocation and distribution of resources all but exacerbate the challenges faced by municipalities notwithstanding political interference by the political parties and the lack of supervision by national and provincial governments.

Nonetheless, as a blueprint for underwriting urban regeneration and integration of post-apartheid human settlements, the Developmental Local Government model has encouraged participatory democracy to increase municipalities’ accountability for service delivery and socio-economic development. This has made local government financially sustainable and able to deliver critical services to all residents, in line with the constitutional vision of the role of local government and the policies outlined in the Reconstruction and Development Programme and the 1998 White Paper on Local Government.

The transformation of local government has ushered in new legislation on operational and financial management, and the re-assignment of powers and functions between municipalities outside of the metropolitan areas. Municipalities also have to adapt to national government initiatives such as the restructuring of the electricity distribution industry.

Further, municipalities now have to service a much larger area with relatively no increases in their revenue base. Municipalities also have to ensure that all services that are listed in the Constitution and the White Paper on Local Government are being provided in one form or another. What is now needed is to ensure that municipalities rise to the challenge of providing the required service is effective leadership to implement the transformation mandate of Developmental Local Government. Leadership within the context of Developmental Local Government is, however, an immensely difficult role to play because of the complexity and diversity of tasks that underpin effective service delivery in municipalities.

Suffice it to suggest that the notion of a developmental local government as outlined in the White Paper and the Constitution establishes municipalities as a strategic nexus in the government system (Maseremule, 2008). Municipalities are appropriately positioned to play a catalytic role in the pursuit of the country’s development priorities. Such a role cannot be successfully played without effective leadership at both the level of elected officials and administrative staff of the municipalities. It is in
this context that this study posits the “3D” Leadership Competency Model as a likely option that would improve the efficacy of local government and accelerate the notion of a developmental local government as prescribed by the White Paper.

Given the background and an understanding of local government in general, the origins, context and principles around which the notion of a developmental local government emerged, the notion of a developmental local government perse, issues, perspectives and the burden of service delivery, social and economic development as a burden of municipalities, the next chapter of this study is a review of literature on the concept of leadership with the view to answering the research question relating to the relevant attributes of the “3D” Leadership Competency Model that can accelerate the notion of a developmental local government. As will be elaborated in the following chapter, effective leadership of a municipality not only requires a multitude of competencies but also the ability to maintain a delicate balance between competing and often contradictory demands.
CHAPTER 3
LEADERSHIP IN DEVELOPMENTAL LOCAL GOVERNMENT

3. INTRODUCTION

As outlined in the previous chapter the transformation mandate embodied in the Developmental Local Government model that has evolved in South Africa places municipalities at the centre of the fight against underdevelopment, poverty and poor service delivery. In terms of the mandate, municipalities are required to maximise social development and economic growth, integrate and co-ordinate the activities of different stakeholders that contribute to local prosperity, development, support and encourage the participation of communities in development initiatives.

These activities must result in concrete developmental outcomes for the local community, including the provision of household infrastructure and services, creation of liveable integrated cities, towns and rural areas, local economic development and community empowerment and redistribution. In particular, municipalities are expected to ensure that such services as water, sanitation, local roads, storm water drainage, refuse collection and electricity are easily accessible and affordable (Department of Provincial and Local Government, White Paper, 1998).

To ensure that these developmental objectives and outcomes are achieved in a sustainable and equitable manner, municipalities are required to be gender sensitive, be sensitive to issues of affordability, creative about financing, and more efficient in the delivery of services. Finally, the delivery of services by municipalities must be underpinned by effectiveness, accountability, transparency, accessibility and high standard of professionalism.

The sheer complexity and diversity of demands placed on the local government system, as discussed above, require good leadership to enable municipalities to succeed in translating the vision of a Developmental Local Government into reality. Good leadership is paramount to organisational success. Without good leadership, organisations are incapable of achieving their goals, as poor leadership leads to failure, and good leadership to success (Lussier and Achua, 2007, p.4).
The significance of leadership as a key determinant of success or failure of an organisation is also eloquently articulated by John C Maxwell, an internationally recognised leadership expert, who argues that “I wholeheartedly believe that everything rises and falls on leadership. By that I mean that, more than anything else, the leadership of any group or organisation will determine its success or failure” (Maxwell, 2007[a], p. v-vi).

Having noted that the major challenge facing the local government system is the dearth of leaders with the requisite competencies and capabilities to enable municipalities to deliver on their developmental mandate, according to (Magadlela, 2008, p. 17), elected leaders who find themselves playing vital roles in development programmes and processes often do not have all the requisite know-how in local government systems and processes, let alone managing the volatile relationships around delivery demands from their constituencies.

As elaborated in Chapter 1, this study seeks to explore the leadership attributes that can give rise to this challenge by advancing the “3D” Leadership Competency Model as containing some possible answers to nurture a new kind of leadership skills required to empower local government leaders with the capacity to translate the vision of a Developmental Local Government into reality.

3.1 DEFINING LEADERSHIP

As an object of scholarly enquiry, leadership is difficult to define because of its complexity, and also because it has been studied from different perspectives which have necessitated different definitions. An attempt to define the term may therefore obfuscate the issue rather than provide clarity. Literature on leadership is both extensive and wide, and covers a gamut of approaches and theories that date back in time. As a result, the literature on the subject is characterised by incessant debates on the exact meaning of leadership.

At the core of the debate of what constitutes leadership and what leaders do, Charlton (1993, p.29) suggests that if people were asked about leadership, invariably the answer would be some vague notion of charisma. He further suggests that there is some difficulty about explaining specific behavioural characteristics that can be observed, trained and consequently evaluated.
Lussier and Achua (2007, p. 7) see leadership as “… the influencing process of leaders and followers to achieve organisational objectives through change.” Their definition of leadership combines five key elements: leaders-followers, influence, organisational objectives, change and people. They contend that the relationship between leaders and followers is a symbiotic one, as the two influence each other in a leadership situation. However, influence is essentially the process of a leader communicating ideas, gaining acceptance of them, and motivating followers to support and implement the ideas through change (Lussier and Achua, 2007, p.8).

Members of a group or an organisation need to work towards a common objective. Effective leadership occurs when both leaders and followers pursue an outcome that they both desire. Change is endemic and organisations need to continually change and to adapt to new circumstances. Effective leadership occurs when both leaders and followers embrace change. Finally, people, though not directly mentioned in Lussier and Achua’s (2007) definition of leadership, are key to effective leadership. People skills in particular are important because effective leaders and followers cherish working with people.

In contrast to Lussier and Achua’s (2007) view which postulates that leadership is a combination of five key elements, Roodt (2005) sees leadership as a function of three key variables. In particular, Roodt (2005, p.55) argues that leadership is the principle that integrates values, governance and strategy into a single business model. It is not leadership alone, or business strategy, or governance, which makes the difference in becoming a winner. It is the mutually reinforcing support from each of these critical factors in pursuit of a shared purpose that comes to constitute organisational DNA.²

Neuschel (2005, pp.17, 35) cites McGregor Burns as saying that leadership is a baffling subject, it is one of the most observed and least understood human phenomena on earth. He asserts that “Leadership is more judgement than knowledge, more art than science, more human relations than savvy. This is why it cannot be learned like a formula or conferred like a title.”

² DNA is an abbreviation of Deoxyribonucleic acid. This is the true technical meaning of DNA, but in non technical terms the phrase is generally used to refer to physical appearance of a phenomenon.
Mbigi (2005, p.60) seems to affirm the views of Neuschel (2005). He suggests that the current emphasis in leadership on scientific aspects of management and analytical tool is ruinous since management is an art and not a science. Khoza (2005, p. 47) writes that “No matter how many books are written about it, leadership retains a kernel of the mysterious: the qualities of a good leader remain somehow inexplicable”

In the foreword to Khoza’s Let Africa Lead (2005), Nelson Mandela writes that “Life is about making a difference; leadership is about making all our lives better. At least moral leadership is. Some leaders are acclaimed for their popularity or power, but only succeed in making life worse for the majority. Making a difference can be both positive and negative. Those who make a negative difference will destroy souls and damage whole societies. There are those who make a positive difference and bequeath something of enduring human value” (Khoza, 2005).

Robbins S.P, Judge T.A, Odendaal A. and Roodt T. (2009, p.290) define leadership as the ability to influence a group towards the achievement of a vision or a set of goals. They argue that the source of this influence may be formal or informal and that informal influence may be more important that formal influence based on position. Citing Brand Pretorious, Robbins et al., suggest that the reality of the Southern African Business world has changed forever as a result of global competition and that organisations need strong leadership and management for optimal effectiveness.

In the context of our subject of study, it is imperative to understand what leaders do and how they can bequeath something of enduring human value rather than destroy souls and damage societies. Mandela elsewhere asserts that paradox is at the heart of leadership because without followers, leaders are nothing. Yet without leaders followers can go nowhere. In some sense the followers are the leaders, but leaders blaze the path for the followers to follow. Mandela’s assertion in the context of a Developmental Local Government is potent and instructive

Another paradox that Mandela posits is that “Leaders promise the future, yet they act in the present. What they say now is predicated upon a vision of time to come. Between now and then is a wide gulf where the credibility of a leader can be lost” (Khoza, 2005).
Mosia SM & Veldsman T. H (2004), suggest that strategic business objectives, positioning the organisation for sustainable growth; and competing in the global arena has placed a new demand on organisations. The challenge is to identify those leadership roles that can make a difference to organisational performance. The issue is the leadership role that is enacted. Leadership roles pertain to the observable way of performing leadership.

They argue that leadership needs to identify new pathways for the organisation to follow, allowing it to build momentum for the future. In this context they define leadership as a dynamic-energetic process which consist of an interconnected and interdependent set of roles to energise a group towards the realisation of goals. They argue further that for optimum benefits, appropriate competencies required for the execution of strategic functions must be identified and developed.

Perhaps this difficulty of defining leadership can be traced back to earlier theories and approaches to leadership which emphasized personality traits, situation, styles and attitudes. As demonstrated below, these early theories and approaches have been proven to be somewhat outdated and unreliable by numerous scholars, and new research has begun to posit new approaches to the study of leadership and its impact on organisations.

3.1.1 Theoretical approaches to leadership

In this section, the various theories and approaches to the concept of leadership are reviewed with the purpose of raising and/or clarifying the relevant variables and components that are the main purpose of this study.

3. 1.1.1 Personality trait theories of leadership

One of the oldest theoretical approaches to leadership is the trait approach to leadership. This approach viewed leadership from the “Great person” perspective and postulated that leaders are born and not made. The notion that leaders are born can best be found in the Aristotle expression that “from the moment of their birth, some are marked for subjugation and others for command”. The aristocratic view that the upper class differs biologically from the lower classes underpins this approach (Johnson and Johnson, 1999, p. 40). Robbins et al. (2009, p.290) suggest that,
throughout history, strong leaders such as Buddha, Napoleon, Mao, Churchill, Roosevelt, Thatcher, Reagan, Mandela have all been described in terms of their traits. Trait theories of leadership differentiate leaders from non leaders by focusing on personal qualities and characteristics. The said leaders Mandela, Thatcher, Richard Branson of Virgin Atlantic and Steve Jobs of Apple Computers are described as charismatic, enthusiastic and courageous.

This approach also focuses on identifying the intellectual, emotional, physical or other personal traits that differentiate leaders from their followers. These early approaches emerged from theorists such as Gordon Allport who suggested that there were nineteen essential traits for leadership including intelligence and aggression (Charlton, 1993, p.30).

The limitations of the trait theories to leadership are their overlooking of the followers needs, the failure to clarify the importance of various traits, the failure to take into account cause and effect and ignoring of situational factors (Robbins 1992, 1992, p.256). Ivancevich and Matteson (1999, p. 428) argue that the main weakness of the trait approach is that it has failed to identify universally accepted characteristics or traits of leadership. Robbins et.al (2009 p.291) point out that research effort at isolating leadership traits resulted in a number of dead ends. A review of 20 different studies identified nearly 80 leadership traits but only 5 of these traits were common to 4 or more of the investigations.

Robbins 1992 et al., conclude that traits can predict leadership and that traits do a better job at predicting the emergence of leaders and the appearance of leadership than in actually distinguishing between effective leaders. Identifying effective attributes of leaders is the subject of our study. What are the attributes of leadership that can accelerate a developmental local government?

In this context, Cook (2003), writing in the “Current Trends in Leadership Thinking”, suggest that the “big man” model of Corporate Leadership has undergone an astonishingly quick collapse and instead leaders are being encouraged to develop their emotional intelligence so as to enhance teamwork and build the effectiveness of others.
3.1.1.2 Behavioural theories of leadership

The lack of consistency in the trait approach to leadership has generated a new generation of leadership approaches, which consider specific behaviours of leaders. Ivancevich and Matteson (1999, p.428) cite job-centred and employee-centred leadership and initiating structure and consideration as examples of leadership behaviour. The implication of this theory is that once these traits are identified, leadership can then be taught, and subsequently an infinite supply of effective leaders will be made (Robbins 1992, p.358).

Pioneers of the behavioural theories of leadership were the Ohio State University and the Michigan University groups. The Ohio studies sought to identify independent dimensions of leader behaviour and proposed two dimensions of leadership namely; initiating structure, which referred to the extent to which a leader is able to define and structure their role and those of employees in search of goal attainment. The other dimension was consideration which describes the extent to which a person is likely to have job relationships that are characterised by mutual trust, respect for employees’ ideas and regard for their feelings (Robbins 2009, p.295).

The Michigan Studies also came up with two dimensions of leadership behaviour that they labelled employee oriented and production oriented leadership. The employee oriented leaders were described as emphasising interpersonal relations whilst the production oriented leaders tended to emphasise the technical or task aspects of the job (Robbins, 2009).

Whilst the trait approach provided a basis for selecting leaders, behavioural studies provided a potential for the training of leaders in that they would define how leaders should behave. It would be easy to train people for leadership. Like the trait theories, the behavioural theories (Robbins 1992, p.359, Robbins, 2009, p.295), identify the relationship between leadership behaviour and performance but ignored situational factors.

3.1.1.3 The contingency approach to leadership

According to Mullins J. Laurie, (2006, p. 318) contingency theories are based on the belief that there is no single style of leadership appropriate to all situations. The
major contingency models of leadership include the favour ability of leadership developed by Fiedler, Vroom’s quality and acceptance of leader’s decision, the path goal theory posited by House, House and Dessler and the style or maturity model by Hersey and Blanchard.

Fiedler (1967), proposed that effective group performance depends on the proper match between the leader’s style in interchanging with the subordinates and the degree to which the situations give the leader control and influence. Though Fiedler (1967) made an important contribution towards understanding leadership effectiveness, his theory, however, failed to include additional contingency variables (Robbins 1992, p.361).

Fiedler’s (1967) failure to include additional contingency variables in his leadership theory gave rise to one of the most popular and influential approaches to leadership, the situational leadership theory. This model presupposes that an effective leadership style is determined by the maturity of the subordinates. Maturity in this sense is defined as a person’s need for achievement, willingness to accept responsibility and task related ability and experience (Smit and Cronje, 1992, p. 347).

Another contingency theory approach is the leadership participation approach as proposed by Vroom and Yetton (Mullins, 2006. p.320). Vroom & Yetton based their analysis on two aspects of a leader’s decision, its quality and its acceptance as well as the time required for decision-making. Vroom and Yetton proposed five decision or management styles namely; the autocratic style where the leader solves the problem or makes the decision alone using information that they have at the time or where the leader obtains information from subordinates and decides on solutions alone.

The other style is a consultative style where the problem is shared with relevant subordinates individually. The leader then makes the decision which may or may reflect the influence of the subordinate. The alternative is where the problem is shared with the subordinates as a group. The leader then makes a decision which may or may not reflect the influence of the subordinates.
The last style is where the problem is shared with subordinates as a group. The leader acts as a chairperson, rather than as an advocate. Together the leader and the subordinates generate and evaluate alternatives and attempt to reach consensus.

Newstrom J.W and Davies K, (2002. p.176) point out that the usefulness of Vroom’s model rests on three key assumptions namely that it assumes that managers can accurately classify problems according to the criteria offered, secondly it assumes that managers are able and willing to adapt the leadership style to fit the contingency situation they face and thirdly it assumes that employees will accept the legitimacy of different styles being used for different problems.

Smit and Cronje (1992, p.348), argue that his approach relates to leadership behaviour and participation in decision making in particular. It also predicts the degree of group participation in certain functions and then sets standards for subordinates to be included in decision making.

The limitation of the contingency theory of leadership is that leadership is not always important, as certain individuals’ jobs; organisational variables can act as subordinates for leadership or can neutralize the effect of the leader to influence subordinates. Leadership subordinates renders leadership unnecessary, it negates the leader’s ability to increase or decrease the followers’ satisfaction or performance (Ivancevich and Matteson, 1999, p.428).

These theoretical approaches to leadership, though they have contributed to the knowledge of leadership, have their shortcomings and limitations. Because of these shortcomings, Smit and Cronje (1992, p. 348) maintain that research on leadership will continue.

Contemporary research on leadership has generated new concepts of charismatic, transactional and transformational types of leadership, and has put a different emphasis on the personality trait theory. Robbins (1992, p.328) refers to these as implicit theories, which attempt to explain the success or failures of leaders. The following are examples of implicit theories.
3.1.1.4 Attribution theories

The attribution leadership theory attempts to explain why behaviours are happening and offers predictions about a leader’s response to a follower’s behaviour. Successful outcomes, just like failures or problem occurrence, can lead to attributions (Ivancevich and Matteson, 1999, p. 445).

Generally, the attribution theory of leadership deals with people trying to make sense out of cause-effect relationships. In this context, leadership is merely an attribution that people make about other individuals (Robbins, 1992, p. 379).

3.1.1.5 Charismatic leadership

Robbins (1992, p.379) sees the charismatic leadership theory as an extension of the attribution leadership theory. According to the theory, followers make attributions of heroic and extra ordinary leadership abilities by offering certain behaviours.

Charismatic leadership originated from the German social theorist, Max Weber (Evers and Gabrielle, 1996, p.72, Robbins S.P et al. 2009, p.322). Charisma is a Greek word which means “gift”. The possession of some powers by some individual that cannot be explained logically is called charisma. Charismatic leadership behaviour is a combination of charm and personal magnetism which get other people to endorse a leader’s vision and promote it passionately (Ivancevich and Matteson, 1999, p.448).

It is widely believed that charismatic leaders have extremely high confidence, show obedience and strong conviction of their beliefs, have a compelling sense of vision and purpose, communicate their vision clearly to followers to identify with, consistently pursue and focus in the pursuit of their vision and know their own strengths and capitalize on them (Robbins 1992, p. 379). Charismatic leaders are said to have a vision, are willing to take personal risks to achieve their vision, they are sensitive to followers needs and they exhibit behaviour that is out of the ordinary. Nelson Mandela, Martin Luther King Jr, Archbishop Tutu and Winnie Mandela amongst others are cited as leaders that posses these qualities (Robbins, 2009,p.323).

Ivancevich and Matteson (1999, p.450 - 451) identify and describe two types of charismatic leadership styles, viz. visionary and crisis-based. In visionary leadership,
a shared vision is expressed. The leader unites followers’ needs and goals to those of the organisation. Visionary leaders normally see the bigger picture and the opportunities presented by it.

In crisis-based leadership, the leader is able to handle situations where knowledge, resources and procedures are insufficient. The action to be taken as well as its consequences is clearly communicated. People are given power and authority to deal with problems of stress, ambiguity and chaos. Followers are encouraged to look for any corrective ways, be they disorderly, chaotic or even unconventional.

While earlier theories of leadership emphasized charisma as an important element of leadership, the role of charisma has not diminished in the latest theories and models of leadership. Conger et al. (1998, p.35) argue that charismatic leadership fits in the overall paradigm on leadership. They posit charismatic leadership as a behavioural model that is based on attribution.

According to (Conger, J.A. and Kanungo, R.N. 1998, p. 48), charisma must be viewed as an attribution made by followers. The leadership roles displayed by the person make that individual (in the eyes of the followers) not only as a task leader or a social leader and a participative or directive leader but also a charismatic or non charismatic leader. Charisma can be considered an additional inferred dimension of leadership behaviour or an additional leadership role.

The behavioural components of charismatic leadership can be determined through three stages and charismatic leaders can be distinguished from non charismatic leaders. Charismatic leaders have a high need for environmental sensitivity. They want to change the status quo whereas non-charismatic leaders want to maintain the status quo. Charismatic leaders have a vision that is discrepant from the status quo. The shared perspective and idealised vision make them likable. They have a strong articulation of the vision and motivation to lead.

Non-charismatic leaders on the other hand have goals that are not discrepant and a weak articulation of goals and motivation to lead. Charismatic leaders are unconventional or counter- normative. They are passionate and incur great personal risk and costs and are expects in using unconventional means to transcend the existing
order. Non charismatic leaders on the other hand are conventional, conform to existing norms and are expert at using available means to achieve goals within the framework of the existing order. Charismatic leaders have personal expert power whereas non charismatic leaders rely on position power based on rewards (Conger et. al. 1998, p. 51).

3.1.1.6 Transactional leadership

This leadership approach is called transactional because it emphasizes the exchange role of the leader. The leader helps the followers to identify what can be done to accomplish the desired results. The followers’ self concept and extrinsic needs, like pay and status, are highly considered.

According to Evers and Gabrielle (1996,p.74), transactional leaders are characterized by contingency rewards, where the leader rewards followers for attaining common goals and objectives; management by exception, where the leader intervenes only when mistakes are made or when problems occur that need to be corrected; and laissez faire, where the leadership factor is absent or not available. The main focus of this leadership approach is to guide and motivate followers towards the direction of established goals. These are achieved by clarifying task requirements (Robbins , 1992, p.379).

The transactional leadership style is not common in most organisations. Employees tend to believe that there should be a direct link between work and pay. Unfortunately good pay is not always contingent on good performance. According to Ivancevich and Matteson (1999, p. 452), the reasons for this discrepancy are unreliable performance appraisal systems, subjectively administered rewards, poor or lack of managerial skills and meaningless or unimportant rewards to employees.

Bass M. Benard(1990,p.20), agrees with Evers and Gabrielle (1996) and points out that in many instances, transactional leadership is a prescription for mediocrity particularly where a manager relies on passive management by exception, intervening only when procedures and/or standards are nor being met. He further argues that the promise of rewards or avoidance of penalties motivating employees depends on whether the leader has control of the rewards or penalties. Many an executives has
found their hands tied by contract provisions, organisational politics and inadequate resources.

3.1.1.7 Transformational leadership

Robbins, et al. (2009, p.26) points out that transactional and transformational leadership should not be viewed as opposing approaches to getting things done. They argue that these leadership approaches compliment each other and that transformational leadership builds on transactional leadership and produces levels of followership that would go beyond what would occur with a transactional approach alone and that the best leaders are transactional and transformational.

Transformational leadership was championed by Burns (1978). He contrasted charismatic leadership with transactional leadership and argued that transactional leadership is based on a bargain made between leaders and followers, which lead followers to act in the way that the leader wants, in exchange for something they value. By contrast, transformational leadership raises levels of followers to more general and higher levels, representing the more essential and enduring levels of their needs (Evans, 2000).

The term ‘transform’, implies major changes in the form, nature, function and/or potential of some phenomenon. In leadership it specifies general ends to be pursued with respect to means. The central purpose of transactional leadership is the enhancement of the individual and collective problem solving experiences of organisational members by identifying goals to be achieved and practices to be used in their achievement (Evers and Gabrielle, 1996, p.75).

Transformational leadership is a special type of transactional leadership. Here the employees reward is internal. The leader motivates employees to work for organisational goals, achievement and self actualisation and not for self interest and security. The leader persuades followers to work hard at achieving goals envisioned by management (Ivancevich and Matteson, 1998, p.453).

According to (Evers and Gabrielle, 1996, p.73), transformational leadership is characterized by charisma where trusted and respected followers want to identify with
and imitate the leader, inspirational motivation where the leader uses symbols and appeal to the followers’ emotions to reinforce awareness and understanding in the pursuit of shared goals. Other characteristics of transformational leadership are intellectual stimulation where followers are encouraged to question their old ways of doing things, their values and beliefs including those of the leader and the organization and to think of new ways to meet challenges and individualized considerations where followers are treated according to their needs which may be raised to a higher level. They are helped to meet challenges and to become more effective in attaining goals.

In the transformational leadership style, leaders change things successfully and successfully manage during the process of change (Smit and Cronje, 1992, p.348). Whilst transactional leadership can adjust goals, direction and mission for practical reasons, transformational leaders will, on the other hand, make major changes in the organization’s mission, way of doing things and the management of human resources to achieve their vision. The transformational leader can overhaul the entire philosophy, system and culture of the organisation to attain its goals (Ivancevich and Matteson, 1998, p.453).

Robbins (1992, p.379) also affirms that transformational leaders inspire followers to transcend their own self interest for the good of the organization with their extraordinary and preferred effect of followers. Transformational leaders pay serious attention to the developmental needs and concerns of individual followers. They can excite, arouse and inspire followers to put extra effort to achieve group goals. Transformational leaders recognize and exploit an existing need of a potential follower and engage the full person of the follower.

Noting the transformation process and the varied economic development needs of Local Government in South Africa, charismatic, transactional and transformational leadership can be of use and benefit to developmental local governance as envisaged in the White Paper.
3.1.1.8 Sever leadership

In pursuance of an Afro-centric approach to leadership, Khoza (2005, p. 49) combines the notions of transformational and transactional leadership to coin his term of Sever Leadership. Sever Leadership suggests that leaders transact with followers to accomplish gains for all and that leaders transform their followers by empowering them. Accordingly, leadership involves arbitrage between parties whilst developing people in the organisation by showing confidence in them and prompting them to be innovative.

Sever leadership is pragmatic yet idealistic. It is introspective, empathic, community driven, compassionate, and humble and consensus driven. The leader directs whilst listening attentively to followers and unites stakeholders by encouraging teamwork, growing creativity from diversity. It strengthens competitiveness and serves followers whilst respecting them (Khoza, 2005, p.56). In writing about sever leadership; Khoza rejects the notion of servant leadership in the Afro centric context owing to the historical colonisation of Africans.

Neuschel (2005, pp. 22-23) sees leadership as a servant who must be accessible to followers, be consistent in word and deed and set a clear course of action. The leader must articulate a mission and support efforts to achieve it. According to Neuschel (2005,p.25) “the leader must inspire people to climb up many hills, but most if not at all times must pick the right hills to climb.”

In reviewing an afro-centric approach to leadership, Robbins et al, (2009. p. 313),cite Nelson Mandela as an epitome of what Khoza refers to as Server Leadership and suggest that such leadership is one whose defining features are humility, integrity, empathy and humanness. On this basis they posit an African leadership model as one that is encapsulated in the concept of Ubuntu with the attributes characterised by the interplay of values such as trust, integrity, collaboration, respect and so forth. It is leadership that demonstrates competence, tenacity and a sense of efficacy. It should leave by the tenets of consultation, persuasion, accommodation and cohabitation, shun coercion and domination.
3.1.1.9 Transcendental leadership

A much newer concept in leadership is the notion of transcendental leadership, which extends beyond the transactional and transformational theories of leadership. It argues that for leadership to find meaning, it must be value based and spiritual. In Transcendental Leadership, leadership is formed by mutual consent and traditional leadership roles are replaced by coordinators (Oesterberg, 1993, p. 67). The coordinator’s role is broader than the traditional role because it is based on the premise that the company is there to serve employees, not vice versa.

The term transcendental leadership is used to describe transformational leadership that is also based on particular values and ethics such as collaboration and service orientation. It is about leadership wisdom, the ability to know what is needed in the moment and to appropriately fulfil a worthwhile purpose (Verwey, 2006, p. 23).

Robbins et al. (2009, pp. 328-329,) point out that the topic of ethics and leadership received very little attention in research until recently. A number of factors have brought the issue of ethics in leadership for noting. Amongst others is the need for ethical behaviour that set high standards for leaders that encourage and reward integrity in others. This has culminated through research to the notion of social charismatic leaders as leaders that convey values that are other-centred versus self-centred leaders who model ethical conduct.

A key element of transcendental leadership is its recognition of the internal force that compels leadership to fulfil its ultimate purpose. Effective and good leadership will be determined by the growth and development process of the leader which is led by the leaders’ inner spirit and purpose. The model of transcendental leadership consists of faith, consciousness and moral character (Verwey, 2006, p. 23).

The notion of transcendental leadership and its core elements and purpose resonates with Mbige’s (2005) view of African Leadership. He asserts that the ultimate task of leadership in African organisations and communities is to develop the intelligent cultural strategies rooted in African cultural belief systems and thought, so as to ensure sustainable development and transformation. For Mbigi (2005, p. 5), “the role
of leadership is to develop the cultural capital and mindset of the organisation, thereby ensuring extra ordinary performance.”

In this context, Mbigi (2005) argues that leadership programs must develop skills in managers to create, preserve and appreciate beauty in their lives, organisations and communities. Africa needs a new breed of leadership that can, amongst other things, consider the mystery of our existence and be inspired to search for its spiritual meaning. The highest form of consciousness that we can attain as leaders is spiritual consciousness. Leaders need to know what is good and desirable in the world. It will be impossible to create good institutions and communities with leaders who do not have the capacity to create, pursue and choose what is good in life as well as in the world (Mbigi, 2005, p. 6-15).

3.2 THE THREE DIMENSIONAL (3) LEADERSHIP CONCEPT

The “Three Dimensional (3) Leadership Concept”, which derives its insights and ideas from the Transactional, Transformational and Transcendental approaches to leadership discussed above, is the outcome of the evolution of theoretical approaches to leadership that has unfolded over the years. This approach to effective leadership is informed by the realisation that successful leaders tend to be eclectic leaders, with the ability for flexibility and adaptation to time and circumstances.

In view of the historical and unique political context under which the local government system has evolved in South Africa, the “Three Dimensional (3) Leadership Concept” is likely to be suitable for developing the new kind of leadership skills required for a Developmental Local Government because it can capacitate leaders to (i) manage change while equally managing transactions for sustainable and quality service delivery and (ii) address the tensions which sometimes occur between the elected and administrative leaders in local government.

While the “Three Dimensional (3) Leadership Concept” is informed by insights and ideas drawn from both the Western and indigenous models of leadership development, its central tenets and approach to leadership development are firmly rooted in the unique Developmental Local Government circumstances that have evolved in South Africa over the past decade or so.
These central tenets of the “Three Dimensional (3) Leadership Concept” make it particularly attractive because any relevant learning programme to develop leadership skills must consider the context in which leadership is practiced since the specific social, cultural and political variables govern interactions between individuals. It is from understanding the rules that govern these interactions that strategies and processes of effective leadership can be designed for implementation.

3.3 LEADERSHIP COMPETENCIES AND CAPABILITIES

In spite of the erudite nature and advancement of new theories of leadership, the defining question that eludes leadership scholars is whether there is a distinction between what leadership is and what leaders do. Smit H. and Carsten L. (2003) cite Kanji and Moura(2000) as saying that after reviewing the literature on leadership they concluded that there are “almost as many different definitions of leadership as there are researchers who have attempted to define the concept but that every leadership definition inevitably comprise an influence component”. It would seem that much of the literature has not veered significantly away from answering the question of what competencies leaders must have in order for them to lead effectively.

According to Smit and Castern (2003), competence is defined in a number of ways by different authors as encapsulating the terms knowledge, skills, abilities and behaviours that are required to perform a job successfully. They define competencies as referring to the knowledge, skills, abilities and behaviours that are required for success in a leadership role.

Verwey (2006,p.27), suggests a generic framework for leadership competencies that integrates the views of transactional, transformational and transcendental leadership theories into a three (3) dimensional theoretical framework that defines competencies that lead to the management of self, others, teams and the organisation.

According to Verwey (2006), transactional, transformational and transcendental leadership must be viewed from a three (3) dimensional perspective that define the work of leadership. Whatever the perspective, for leadership to be effective, certain competencies are required of the leader. These competencies relate to the ability of
the leaders to manage self, lead others, teams and organisations. The framework proposed by Verwey (2006) is illustrated diagrammatically overleaf as Figure 1.

**Figure 1: Abilities of Leaders**

**Source:** Verwey (2006)

Leadership competencies have been associated with leadership styles. The competencies of leaders were a function of personal style. Two different roles exist in organisations. The one is the leadership role that is about doing the right thing and is associated with giving vision and direction. The other is the managing role which is doing things right (Hesselbein, F, Goldsmith, M & Beckhard, R. 1996, p.81).

In this context, Mosia M.S and Veldsman T.H (2004) contends that a leadership role pertains to the observable way of performing leadership. They cite Graetz (2000, p.550) and Mattis(2001, p.375) as suggesting that one of the roles of leadership involves providing strategic direction.
According to Quinn, (1988, p.48) leadership styles are core competencies associated with particular roles. Quinn suggests eight leadership roles with their related core competencies, as illustrated in Figure 2 below.

**Figure 2: Leadership Competencies**

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Source: Quinn (1988, p.48)
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The leadership role of **innovation** carries with it the competence for living with change, thinking creatively and creating change. The **broker** role of leadership has the competence of building and maintaining a power base, negotiating agreements and presenting ideas. The **producer** role has the competence for working productively, fostering a productive environment and managing time and stress. The **director** role competencies are visioning, goal setting, and planning, designing, organising and effective delegation. **Coordinator** competencies are managing projects, designing work and managing across functions. **Facilitator** competencies are the ability to build teams, the use of participative decision making processes and managing conflict. **Mentoring** competencies refer to the ability to understand self and others, communicate effectively and developing others.

It is clear from the role descriptions and the associated competencies that effective leadership is not about one competency against another. Successful leaders are eclectic leaders, with the ability for flexibility and adaptation to time and circumstances. According to Heselbein et al (1996), “the leader of the future, of the next millennium will be one who creates a culture of or a value system centred upon principles. Creating such a culture in business, government, non-profit organisation, family or other organisation will be a tremendous and exciting challenge in the new era. It will only be achieved by leaders who, be they emerging or seasoned, have the vision, courage and humility to constantly learn and grow.”

According to (Bennet, 1999), in a leadership study conducted by Gemini Consulting, it was found that there are four leadership archetypes. These archetypes, the study asserts, if kept in balance, can hold the critical key to successful leadership. The archetypes were described as the icon, the super manager, the romantic thinker and the leaner leader, as illustrated in Figure 3 below.

**Figure 3: Leadership Styles**

<table>
<thead>
<tr>
<th>Archetype</th>
<th>Value:</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Icon</strong></td>
<td>Socio-political</td>
</tr>
<tr>
<td><strong>Super Manager</strong></td>
<td>Business results</td>
</tr>
<tr>
<td><strong>Leaner Leader</strong></td>
<td>Growth and Development</td>
</tr>
<tr>
<td><strong>Romantic Thinker</strong></td>
<td>Vision</td>
</tr>
</tbody>
</table>

The **icons** tend to be leaders who do things for others. These types of leaders are tied with an overwhelming sense that they are part of something bigger. They have a strong sense of duty and they see their job as a calling.

The **super managers** are driven by results. They are loyal to their organisation, cause and the people they trust. Their attitudes are however, “**If you are not with me you are against me**”. They are task focussed, self sufficient, very competitive and aim at winning at all costs.

**Romantic thinkers** are dreamers and are passionate, hot air balloonists. They are never constrained by reality. They are lateral thinkers and rise above nitty-gritty details and see the connection between things. They are driven by visions and challenge fixed views (Bennet, 1999).

The **leaner leaders** live the paradoxes that others are torn by. They are both visionaries and are able to attend to detail. They attend to relationships with staff; continually consult with them, while getting the job done. They are humble and confident, certain and uncertain, own up to failure and ask for advice and knowledge. They have high emotional intelligence and have the capacity to access their emotions in understanding and deciding. They are both resolute and tenacious (Bennet, 1999).

De Vries (2001, pp.210-224) seems to agree with Quinn’s (1998) approach to leadership as described above. He argues that leadership can be looked at both as a property and as a process. As a property, leadership is a set of characteristics i.e. behaviour patterns and personality attributes. As a process, leadership is an effort by a leader, drawing on various bases of power to influence members of a group to direct their activities towards a common goal. In this context, he suggests that leadership is a function of interaction between the personality, the situation and the environment. The extent to which a leader can become effective is determined by the level of their competencies.

Competencies which are most critical for leadership effectiveness include, inter alia, **surgency**, which is associated with people who have an assertive character and a strong need to achieve; **sociability**, which is associated with people who have social skills; **agreeableness**, which refers to people who are co-operative, flexible and likeable; **dependability**, which refers to the fact that effective leaders are dependable; **analytical**
intelligence, which postulates that most effective leaders posses more than average analytical intelligence; and emotional intelligence, which is the capacity to manage one’s own emotions and to read the emotions of others while having a solid dose of empathy (De Vries, 2001, p. 223).

These competencies of leadership effectiveness are embodied in Welch’s (2002) four Es. The first E stands for energy, which refers to the capacity to be always ready for a challenge; the second E stands for energise, which is the ability to invigorate others; the third E means edge, the capacity to make yes or no decisions and the fourth E stands for execution, which means the capacity to get the job done. For Welch (2002), the four Es are incomplete unless wrapped in a P, which stands for passion of both life and work.

3.4 LEADERSHIP QUALITIES

It is clear from the literature reviewed here that much has been written about leadership, and that much has been explained and understood about good leadership. Whether it be theoretical constructs or a simple guide to leadership, there is much to demonstrate that no matter what approach to leadership is preferred, there are basic qualities that leaders must posses or display in order for them to be effective. There is no agreement as to whether these qualities can be learned or that they are in-born. What is clear is that the degree to which one is able to demonstrate a heightened degree in the use of these qualities can become an effective leader.

Collins’ (2001) Good to Great, though not about leadership per se, makes an enormously insightful remark about the role of leadership in turning good organisations into great ones, i.e. organisations that produce top financial results and corporate success. He invokes the notion of Level 5 Leaders, leaders who are “modest and wilful, humble and fearless”, to explain the nature and character of leadership required to transform good organisations into great ones. This type of leadership, according to Collins (2001, p.28), never wants to ‘become larger than life heroes’ nor aspire to ‘become unreachable icons’.

Passion, purpose, commitment and, most importantly humility, drive leaders who exhibit these qualities. Leaders who portray these qualities tend to “… look out the window to apportion credit to factors outside themselves when things go well (and if they cannot find a specific person or event to give credit to, they credit good luck). At the same time, they
look in the mirror to apportion responsibility, never bad luck when things go poorly” (Collins, 2001, p. 35).

Similarly, Hattingh (2008, p.23) argues that true and lasting leadership is achieved through character, not position. He contends that great leaders are purposeful, visionary and impassioned; make decisions and have the courage to act on them; value people and treat those around them with dignity, respect and kindness; seek to build partnerships; and are innovative thinkers who welcome ideas from everyone.

In The 21 Irrefutable Laws of Leadership, Maxwell (2007[b], p.16) posits that the true measure of leadership is influence and nothing more nothing less. Maxwell (2007[b]) cites Margaret Thatcher as having observed that “being in power is like being a lady, if you have to tell people you are, you aren’t”. If you watch the dynamics that occur between people leading and others following, you will notice that position and title have little to do with who is really in charge.

According to Maxwell (2007[b], p.17-18) character which involves the inner person, relationship building, knowledge and the grasp of facts and understanding of dynamic factors and timing, intuition the ability to deal with numerous intangibles, experience as defined by the greater challenges that one previously faced as a leader, past success and ability as defined by what a leader is capable of, are key variables for leadership.

In describing the law of solid ground, Maxwell (2007[b]) suggests that trust is a key ingredient of leadership and that such trust is communicated by one’s character. “Character makes trust possible. And trust makes leadership possible. That is the law of solid ground.” Maxwell (2007[b], p. 67) further asserts that character communicates eternal respect and argues as follows; “The only thing that walks back from the tomb with the mourners and refuses to be buried is the character of a man. This is true. What a man is survives him. It can never be buried.”

The following ten principles, suggested by Madi (2000) in his “Leadership Lessons from Emperor Shaka Zulu the Great”, are instructive for the leadership qualities of a developmental local government, “Building a sense of mission; Mission is more important than convention; To be a conqueror, be apprenticed to a conqueror; Lead the charge from the front; Build fanatical teams; Be a good strategist or get one; Go where angels fear to
3.5 EFFECTIVE LEADERSHIP FOR DLG

While effective leadership may mean, and therefore require, different things in different contexts and circumstances, effective leadership in the Developmental Local Government context requires both elected and appointed officials to play a leading role in accelerating and improving service delivery to all communities and in strengthening the sustainability of local government. Such local government leadership must, first and foremost, be developmental in its orientation and be driven by the aspirations of the community.

For such leadership to be effective in discharging its duties, its incumbents must possess a new kind of leadership skills, including the ability to craft a clear vision of how to develop their communities, an acceptable level of emotional intelligence, effective communication skills, problem solving and analytical skills, communal knowledge, technical competencies to inspire public confidence in the local government system, consensus building and conflict management skills to assist in forging alliances with all the key stakeholders and the political will to do ethically correct things, despite the possibility of being unpopular.

It is indeed useful for leaders to have a good understanding of the different leadership styles, leadership principles and theoretical approaches to leadership. However, what is ultimately important to grasp is that effective leadership is not the outcome “... of personality or style simply to be emulated by aspiring leaders. Leadership is rather a life-long personal journey of self-discovery regarding strengths and weaknesses to be developed and mitigated.” (Roodt, 2005, p. 56)

Leadership, as indicated above, is an immensely complex and challenging role to play effectively, and to be an effective local government leader requires one, inter alia, to be passionate about making a positive difference in the lives of others and to be able to inspire and excite others with a vision of a better life and prosperous future.

To use Maxwell’s metaphor, effective local government leadership requires the resolve and capacity to integrate the “hearth, head and soul” in pursuit of common organisational objectives (Maxwell, 2008, p. xi). In the context of this study, the “hearth” refers to
transformational leadership competencies, the “head” to transactional leadership competencies and the “soul” to transcendental leadership competencies.

The notion of the ‘soul’ in Maxwell’s metaphor, resonates well with spirituality, which endows individuals’ lives with meaning and purpose. Effective leadership of developmental local government requires councillors and municipal managers to recognise that theirs is to minister to the needs of the people namely; to shepherd their flock and to be models to the people as in being examples to the flock (Ezekiel, Chapter 34. verse 16). This perspective, which may not be shared by others, reflects one particular way of interpreting the nexus between spirituality and an effective leadership for a Developmental Local Government.

3.6 CONCLUSION

Through recourse to the central tenets of the various theoretical approaches to leadership, this chapter has laid the theoretical foundation for the competency-based model of leadership development to be used in nurturing the new kind of leadership skills required for leaders of Developmental Local Government. In particular, the chapter has demonstrated the suitability of the “Three Dimensional (3) Leadership Concept” as a theoretical springboard to underpin the development of the new kind of leadership skills for a Developmental Local Government.

While the “Three Dimensional (3) Leadership Concept” is informed by insights and ideas drawn from both the Western and indigenous models of leadership development, it is repeated, its central tenets and approach to leadership development should be firmly rooted in the unique Developmental Local Government circumstances and demands that have evolved in South Africa over the past decade.

The cornerstone of the unique local government system that has emerged in South Africa is participatory democracy. Providing effective local government leadership under these circumstances is a daunting task, which requires one to possess a broad range of competencies and capabilities, as discussed in this chapter.

As the study seeks to explore the relevance of the elements of the “Three Dimensional (3) Leadership Competency Model, the next chapter presents the research design and methodology to suggest aspects of this approach which are likely to be successful in
developing and nurturing the requisite competencies and capabilities to underwrite the effective leadership of Developmental Local Government.
CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4. INTRODUCTION

The main aim of this study is to explore the relevance of the “3D” Leadership Competency Model in the enhancement of a developmental local governance framework based on the variables suggested in this approach to leadership. In particular, the study aims at testing the relevance and veracity of this approach as grounded theory as well as to suggest leadership attributes that are likely to advance the vision of a developmental local government in the South African context.

The main research question that is to be addressed in this study is what kind of leadership attributes and their related competences are relevant and most appropriate to advance the notion of a developmental local government that is envisaged in the White Paper on Developmental Local Government of 1998. What evidence exist to suggest that such a developmental local government context subsists under the rule of the ANC government since its inception based on the RDP principles that espoused and/or were the precursor to the notion of a developmental local government.

The purpose of the study is to contribute to the development of a national cadre of effective leaders for sustainable and developmental local governance. As an exploratory study this chapter sets out the manner in which the research for this study was designed and undertaken.

According to Betrand I and Hughes P. (2005, pp.7-8), research is a process of asking questions and finding answers. It involves systematic exploration, guided by well constructed questions, producing new information or reasessing old information. The process of planning and conducting research involves using a scientific method to address a specific question. A scientific method is a method of acquiring knowledge that uses observation to develop hypothesis, then uses hypothesis to make logical predictions that can be empirically tested by making additional, systematic observations (Gravetter J. F & Forzano B. Lori- Ann, 2006, pp.21-23).
The cornerstone of any scholarly work is the systematic use of scientific methods to collect evidence adduced to substantiate claims made about a phenomenon under investigation. The intention of this chapter is to justify the methodological approach to the phenomena under consideration in order to arrive at a document that makes claims that are supported by argument and evidence in order to make a scholarly contribution to the advancement of human knowledge (Kilbourn 2006, p.531).

A sustainable Developmental Local Governance framework through the implementation of the 3D Leadership Competency Model can only be relevant if its precepts are rigorously tested and/or are found to be desirable through a scientific approach. The scientific evidence adduced to substantiate claims made can be informed by a strategy of enquiry rooted in either a qualitative or a quantitative research methodology tradition (Kilbourn 2006).

According to (Ballinger and Payne, 2006, p.4), a strategy of enquiry means a relatively systematic way of posing research questions, collecting, and analysing evidence, introducing creativity, and coming to conclusions. Creswell and Plano Clark (2007, p.4) refer to this as research design. This describes a plan of action that links the philosophical assumptions of the research to specific methods.

Betrand I and Hughes P. (2005), distinguishes a research design from research methodology. They suggest that a research design is a plan or blueprint of how one intends conducting research whereas research methodology focuses on the research process and the kind of tools and procedures used. Consequently the research process is dictated upon by the research design.

In this context this chapter provides a justification for the approach adopted in designing and executing this study and explains the beliefs about perceptions of social reality and the epistemological underpinnings of the study.

These considerations essentially provide the context for the study, which helps the reader to gain a better understanding of the main findings and recommendations that are presented in the following chapters.
4.1 THE RESEARCH DESIGN

As earlier indicated, this study is an empirical exploratory study that seeks to suggest key leadership attributes that can accelerate the notion of a developmental local government as outlined in the White Paper on a developmental local government based on the “3D” Leadership Competency Model. This exploratory research survey design study is designed to use both primary and secondary data to explore the phenomena of leadership attributes that can be contributed to a developmental and sustainable local government and espouse critical elements that can emerge as a grounded theory of the kind of leadership that is likely to advance the notion of a developmental local governance framework in South Africa. The application of the study is not designed for replication but is specific to the notion of leadership in a developmental local government context.

According to Betrand and Hughes (2005, p.80), exploratory studies are most typically done for the following reasons (1) to satisfy the researchers’ curiosity and desire for better understanding, (2) to test the feasibility of understanding a more extensive study, (3) to develop the methods to be employed in any subsequent study, (4) to explore the central concepts and constructs of a study, (5) to develop priorities for future research and (6) to develop a new hypothesis about an existing phenomenon. Over and above satisfying the researchers’ curiosity, the study aims at understanding the feasibility of the “3D” Leadership Competency Model and to posit same as grounded theory, as well as identify future areas of research including methodologies that can be followed to understand the phenomena of leadership attributes suitable for local government.

Nichols (1991, pp.15-16) argues that a strategy of enquiry (i.e. research design) should be informed by the research problem and/or question to allow the researcher to achieve the research objectives.

Due to the exploratory nature of this study and the research questions that are posed, a qualitative research design was chosen. The qualitative research approach was selected because it is deemed to be pragmatic, interpretive and based on the lived experiences of the respondents. It focuses on the quality and texture of events rather than how often those events occur (Kilbourn 2006, p.551).
Citing Selltiz et al., Bertrand & Hugh (2005), emphasise three methods by means of which exploratory research may be conducted, namely; a review of related social science and any pertinent literature; a survey of people who have had practical experience of the problem to be studied; and an analysis of “insight-stimulating” examples.

Betrand & Hugh (2005) further suggests that because exploratory studies usually lead to insight and comprehension rather than the collection of detailed, accurate and replicable data, these studies frequently involve the use of in-depth interviews, the analysis of case studies and the use of informants. As will be pointed out later, the design of this study was informed by this notion as articulated by Betrand and Hugh.

Before the researcher delves into the research methods and tools that the researcher applied in this study, it is necessary to justify the research design that was chosen by the researcher for this study by pointing out the merits and demerits of both the quantitative and qualitative research designs.

4.2 QUANTITATIVE AND QUALITATIVE RESEARCH

Qualitative research can be defined as a multiple perspective approach using different qualitative techniques and data collection methods of social interaction aimed at describing, making sense of, interpreting and reconstructing this interaction in terms of the meaning the subjects attach to it (De Voz and Van Zyl, 1998, p.240).

Creswell (1994,p.1) refers to qualitative research as an inquiry process of understanding a social or human problem based on building a complex, holistic picture, formed with words reporting detailed views of informants and conducted in a natural setting.

Denzin & Lincoln in Swanson & Holt (1997,p.88) suggest that qualitative research is multi-method in focus, involving an interpretive, naturalistic approach to its subject matter. This means that qualitative researchers study things in their natural settings attempting to make sense of or interpret phenomena in terms of the meaning people bring to them. Qualitative research involves the studied use and collection of a variety of empirical materials, case study, personal experience, introspective, life story,
interview, observational, historical interactive and visual text that describe routine and problematic proceeds and meaning in individuals lives.

In reference to quantitative research, Barretto and Van Den Bulk (2002, p.59) point out that the main objectives in quantitative research are generalisations, explanations and prediction. The analysis of data is by means of statistical analysis. The results consist of charting surface, patterns, trends and correlations in graphs and tables. Qualitative research is grounded in the interpretive tradition, stating that there is no such thing as an objective reality but instead that reality is a social and cultural construction that can only be approximated and never fully apprehended. It is concerned with meaning attribution, with how the social world is produced. Barretto and Bulk (2002) further suggest that qualitative methods are designed to explore and assess things that cannot be summarised and the tools of data collection therefore are flexible and sensitive to the social context in which data is produced.

According to Terre Blanche, Kelly and Durheim (2006, pp.85-88), the common sense perspective on qualitative research is essentially a positivist perspective, it should be judged by the same standards of reliability and validity as quantitative research. Qualitative research is often based on a very different set of assumptions, which don’t see qualitative research as the poor relation of or help-mate to quantitative research. Qualitative researchers tend to conceive of their studies as iterative processes which allow for the flexible application of theoretical concepts and analytical procedures to a wide variety of empirical domains (Jensen Bruhn Klaus, 2005). Qualitative research is demonstrably trustworthy and rigorous when the researcher demonstrates that he or she has worked to understand the situated nature of participants’ interpretations and meanings (Ezzy D. 2002, p.92).

The quantitative research approach tends to reduce complex human interactions into a pre-determined set of neat measurable variables whereas, the qualitative research approach allows a researcher to make knowledge claims based primarily on constructivist perspectives (i.e. the multiple meanings of individual experiences that are socially and historically constructed (Creswell, 2003).

The research questions posed in this study relate mainly to what leadership attributes and their related competencies are required for a sustainable developmental local
governance framework that departs from the apartheid divisive system of local governance. Further, the study seeks to understand what critical traits make leaders (both administrative and political) to achieve the gains of successful service delivery at the local community level as envisaged in the notion of a developmental local government. The study also poses the questions of whether such leaders are born or whether leaders can be trained and developed. These variables cannot be predetermined, structured or neatly measured as they are essentially existential in nature.

The “3D” Competency Leadership model posits that the transactional, transformational and transcendental leadership characteristics are critical for leadership success. The research design then seeks to explore in the context of a developmental local governance framework the veracity and or the relevance of these attributes and their related competencies.

After a careful consideration of the merits and de-merits of the quantitative and qualitative research design and methodologies the qualitative approach seemed more appropriate for the phenomena under study. More weight was put on the qualitative research approach. The qualitative research approach was used because qualitative research takes place in the natural world, uses multiple methods that are interactive and humanistic, focuses on context, is emergent rather than tightly prefigured; and is fundamentally interpretive (Rossman and Rallies 2003, p.8).

Schurink J W. (2003), writing on qualitative research in management and organisational studies with reference to recent South African research point out that qualitative research reveals an increase in social science attention and its associated terms and has grown out of a wide range of intellectual and disciplinary traditions resulting in its contemporary adherents not using a unified set of philosophies and methods.

Given the nature of the phenomena under study it follows that leadership is behaviour, it is unpredictable and can only be reflective of the actions that are performed by an individual within a specific experience guided by a particular worldview and lived experience. In large measure the notion of leadership is a conundrum of these experiences. The dictates of developmental local governance requires flexibility, a
variety of behaviours and a particular orientation to guarantee a desired set of service delivery outcomes, hence the choice of the qualitative approach to the research design.

A closely aligned feature of qualitative research is the notion of the grounded theory as a key element of qualitative research. In the context of this study the researcher outlines the nature, use and role of grounded research.

4.3 GROUNDED THEORY

Grounded theory is primarily an inductive investigative process in which the researcher attempts to formulate a theory or a theoretical framework about a phenomenon. It consists of systematically gathering and analysing relevant data (Glaser, 1992). Citing Schurink (2004, p.2), Roodt G. & Burden J, (2007, p.11) agree with this definition of grounded theory and point out that this approach is based on the subjective experience of humans and comes about while one gathers data. They suggest that grounded theory can be traced to symbolic interactionism which is both a theory of human behaviour and an approach to inquiry into human conduct and group behaviour, positing that humans come to understand collective social definitions through socialisation (Brymen and Bell (2007).

Citing Baszanger, (1998,p.354), Roodt & Burden(2007), suggest that the ultimate goal of the grounded theory is to develop theory that goes beyond thick description and that the developed theory should (1) enable prediction and explanation of behaviour,(2) advance sociology theory, (3) apply practice, (4) provide perspective on behaviour, (5) guide research on particular areas of behaviour and (6) provide clear categories and hypothesis so that crucial ones can be verified by research.

Roodt G. & Burden J. (2007) point out that based on the principles of symbolic interactionism, American scholars Glaser and Straus developed a pretty defined and systematic procedure for collecting and analysing data which they labelled grounded theory. Citing Glaser (1992,p.16) they point out that these scholars believed in (1) the need to get out in the field if one wishes to understand what is going on, (2) the importance of grounded theory in studying reality , (3) the continually evolving nature of experiences in the field for the subjects and the researcher, (4) the active role of the
persons shaping the worlds they live in through the process of symbolic interactions, and
(6) the interrelationship between subjects’ meaning and their actions. In this context
Grounded theory evolves during the research process and is a product of continuous
interplay between analysis and data collection.

According to Kirk N. & van Staden C, (2001), grounded theory aims at the emergence
of theory from the data, rather than at exploring the data to confirm existing theory. In
treating all data it applies a pragmatic approach, combining qualitative and quantitative
data and data gathering methods to encourage a rich understanding of the situation and
to enable the generation of theory.

Helena Priest, Paula Roberts and Leslie Woods in *Nurse Researcher Volume 10*
*Number 1* (p.31), point out that this process is not as easy and simple as it may sound.
For both experienced and non experienced researchers alike, the notion of collecting
data, coding and categorising it, writing memos about emerging ideas and concepts,
determining a core category, and constantly recycling ideas and concepts, determining
a core category, and constantly recycling through the stages to eventually a cogent
theory, is to say the least, challenging. Increasingly grounded theory techniques are
being used as an analytic framework by qualitative researchers.

According to Helena Priest et al., the analytical process of grounded theory uses three
sets of coding procedures that help the analyst break down the original data
conceptualise it and re-arrange it. They point out that the three coding stages are open
coding, axial coding and selective coding. Open coding is the first part of the analytic
process and primarily involves fracturing namely; taking the data apart and examining
the discrete parts for differences and similarities. Axial coding denotes the way in
which connections are made in new ways between categories and sub-categories.
Selective coding, which is the final phase of coding in grounded theory is a process of
identifying one or two core categories to which all categories relate and building a
conceptual framework from which to develop grounded theory.

Pearse N. (2005, p.74), points out that there are two approaches to ground theory
application that differ not for their technical approach but rather for their philosophical
stances, namely the Glaserian and the Straussian approach. For simplicity he articulates
these two competing approaches as depicted in Table 1 overleaf. Koekemoer J.F(
2010, p.131) citing Glaser (1992), point out that the Glaser approach allows for the central concept to emerge from the coding process and thereby reflects on the key problem perceived by the actors being studied. The Straus and Corbin approach on the other hand allows the researcher to elect in advance a focus of observation, interview and archival gathering on a particular issue. Coding then gets oriented around a particular issue.

TABLE 1: A Comparison of Glaserian and Strausssen approaches to grounded theory

<table>
<thead>
<tr>
<th>ISSUE</th>
<th>GLASERIAN APPROACH</th>
<th>STRAUSSSEN APPROACH</th>
</tr>
</thead>
<tbody>
<tr>
<td>Paradigm</td>
<td>Post positivist</td>
<td>Constructivist</td>
</tr>
<tr>
<td>Ontology</td>
<td>Critical realism</td>
<td>Relativist</td>
</tr>
<tr>
<td>Epistemology</td>
<td>Realist</td>
<td>Contextualist</td>
</tr>
<tr>
<td><strong>METHODODOLOGICAL DISTINCTIONS</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Data type</td>
<td>Qualitative and/or quantitative</td>
<td>Primarily qualitative data</td>
</tr>
<tr>
<td>Research question</td>
<td>Emergent research question</td>
<td>Predetermined research question</td>
</tr>
<tr>
<td>Initial coding</td>
<td>Initial coding through comparison of incidents</td>
<td>Initial coding through open coding</td>
</tr>
<tr>
<td>Researcher relationship to the data</td>
<td>Neutral stance of researcher towards the data</td>
<td>Researcher actively interrogates the data</td>
</tr>
<tr>
<td>Verification of theory</td>
<td>Verification though subsequent quantitative analysis</td>
<td>Verification through constant comparison and capturing multiple perspectives existing at a historical moment</td>
</tr>
<tr>
<td>Theoretical framework</td>
<td>Emergent conceptual scheme</td>
<td>Use of predetermined paradigm model</td>
</tr>
</tbody>
</table>

Pearse N (2005, p.86), suggest that the choice of grounded theory in whatever form, can be justified on the following grounds. Firstly, grounded theory can facilitate an empowerment approach to research by recognising research participants as a source of expertise. Secondly, grounded theory facilitates the formulation of a substantive or localised theory.

The choice of grounded theory as a qualitative survey research design in this study is chosen because it appeals to the exploratory nature of this study as well as the potential of emerging a useful theory that can inform attributes and competencies that can inform the “3D” leadership competency model for a developmental and sustainable local
government. The data and the data sources are inextricably linked to the practice and policy processes that are used in developmental local government. For the purposes of this study, the first category of themes of the study were generated through qualitative content analysis and the resultant data were restricted to the first two coding processes that are suggested by Helena Priest et al., namely open and axial coding.

4.4 RESEARCH METHODOLOGY AND TECHNIQUES

In recognition of Bertrand & Hughes (2005), who distinguish between the notion of research design and research methodology, in this section the research methodology and techniques in the conduct of this study are discussed.

4.4.1 Data gathering

A critical element in social research is the quality and nature of data that is used to arrive at the researchers’ findings. More importantly, it is the type and source of data that brings credibility to the research. Deacon D et al., (1999, p.29) point out that judgement about the credibility of a source depends on the answers to three basic questions namely; how accurate, honest, frank and comprehensive is it? Does it display clear signs of partiality and axe-grinding? To answer these questions Deacon D et al., (1999) further suggest that one needs to know how the information reported was obtained by distinguishing between primary accounts written or recorded at the time or immediately afterwards on the basis of involvement either as a participant observer, primary accounts written or recorded some time after the event and secondary accounts produced by people who were not present at the time. In the following section the researcher outlines the type of data and sources of data that was used for this research.

4.4.2 Data sources

The data that are gathered for the purposes of this study are both primary and secondary data. The respondents were used mainly as sources of primary data. According to Deacon D,(1999,p.29), researchers are inclined to view primary accounts as being more credible than secondary sources on the grounds that there is less likelihood of omissions, embellishments and statements added with the benefit of hindsight. However these cannot be taken at face value. Some witnesses may be more
familiar with the events they describe and are therefore less likely to misunderstand or misrepresent the origins of events they describe.

In this regard, secondary sources of data that were used in the study included published literature, TV magazine and documentary programs such as the Big Debates on eTV and Asikhulume on SABC 1, News Paper articles, government policy statements, papers and reports as well as government websites (Rozakis, 2004, p. 14-15). In particular as part of the secondary data that was used in the study; detailed program reports of the Municipal Leadership and Development Program (MLDP) were reviewed.

While both sources of data have their shortcomings, they also have their strengths. Whereas primary sources often provide facts not available from other sources, secondary sources often offer a broader perspective than that found in primary sources (Ezzy D, 2002).

4.4.3 Data collection techniques

At the level of epistemology, one accepts that social knowledge implies obtaining some understanding of people’s social worlds. Such understanding can only be obtained by applying approaches and research techniques that enable one to capture and describe the complex ever-changing social worlds of people. Bulk H, (2002, .p.69), point out that the main research tool that is used in qualitative survey research is the in-depth, semi structured or open interview as this is the means by which the researcher can understand the private interpretations of social reality that individuals hold. Citing Michielo et al. (1992), they suggest that an in-depth interview is a conversation with a purpose. The interview is relatively informal in nature and has a theme, a topic and a biographical or narrative slant. The data are generated via interaction because the interviewee or the interaction itself forms the data source. For the purposes of this research in respect of primary data, the in-depth interviews were used. The interview schedule was administered by the researcher on a face to face basis with each respondent.

The advantages for applying this data gathering research technique is that it is flexible as it allowed the researcher an opportunity to probe for more specific answers and tweak the question to suite the respondent without changing the meaning of the
question. Another advantage is that as against a questionnaire, the response rate was 100% and representative of the sample chosen. The interview schedule evoked spontaneity and the completeness of answers. Complex questions were simplified and clarified so as to ensure that the respondent was clear of what was being asked.

The interview schedule was essentially open-ended rather than close-ended. This was necessary to unearth information that would test the relevance and veracity of the three dimensional approach to leadership development in municipalities. The intent was to learn from the respondents and to allow the respondent to provide information based on their perspective (Creswell and Plano Clark, 2007, p.30).

In designing the structure of the interview schedule and the questions contained therein, the following was taken into account; the questions were pitched at the level of the respondents who are operating at a strategic level of government; a conscientious effort was made to avoid terms that could evoke strong emotional reactions and questions were sequenced from the most general to the specific (Gupta 2001, p.161). The questions were also logically linked to the overall problem and were as precise and clear and within the bounds of the overall approach of the enquiry (Kilbourn, 2006, p. 549). The interview schedule that was used is annexure 1 of this research report.

The study was triangulated by the use of secondary data. Morse (1991) calls the use of multiple research techniques, methodological triangulation. The use of multiple techniques assists with the verification of data and contributes to the robustness of the research findings. For the purposes of this study, the secondary data was sourced from the researcher’s field notes, newspapers cuttings, government reports, published and unpublished reports, TV interviews and the public officials’ speeches as was earlier indicated.

4.4.4 Techniques of data analysis and interpretation

With reference to media research, Gunter (2000, p.82) points out that qualitative content analysis procedures emphasise the capacity of texts to convey multiple meaning, depending on the receiver. The framework of a qualitative content analysis involves a clear statement of the research question, the kind of data, the context relative to the data, and the naming of inferences from data to certain aspects of their
context or the target of the inferences. Qualitative content analysis according to Ezzy, D. (2002) is a useful way of confirming or testing a pre-existing theory and data analysis when the research question is clearly defined and categories of analysis have been well established. It is not useful in building new theory. The processes followed in qualitative content analysis include identifying categories prior to searching for them in the data, selecting the sample to be categorised and identify the unit of analysis and count and/or systematically log the number of times the categories occur.

Qualitative content analysis is essentially a quantitative methodology that tends to be descriptive. It has come to be increasingly used in qualitative research. Gunter (2002, p.82), points out that there has been a growth in media research using interpretive and hermeneutic styles and methodologies. Methods used include observation; depth interviews and various forms of qualitative content analysis. Citing Hijmans( 1996), Gunter(2002), distinguishes several types of qualitative content analysis namely; structural semiotic analysis which is concerned with a deeper meaning of a message, discourse analysis, rhetorical analysis, narrative analysis and interpretive analysis. Bulk H, (2002, p.86), point out that compared to the quantitative approach; qualitative content analysis is usually concerned with smaller bodies of material to be analysed.

From an ontological point of view, individuals make sense of their lives by attaching meaning to their particular circumstances. As far as the researcher is concerned, leadership resembles a complex management activity in a particular context, in this instance local government. This entails particular components such as authority, power, influence, delegation, public participation, responsibility and accountability. It is in this context that the researcher has used qualitative content analysis in this study.

Of particular interest to the researcher is the interpretative aspect of qualitative content analysis where the researcher asks descriptive questions aiming at discovery and formation of theory. Data serves to discover new findings, and therefore the procedure is that in the end one knows more than in the beginning (Gunter, 2002, p.90).

Gill and Johnson (2002, p.168) reject the positivist and over deterministic orientation towards an understanding of human action and behaviour. They suggest that unlike animals or physical objects, human beings are able to attach meaning to the events and phenomena that surround them, and from these interpretations and perceptions
select courses of meaningful actions which they are able to reflect upon and monitor. This perspective was useful in thinking about an approach that would be used to analyse and interpret the complex set of data that was derived through the manner in which data was collected.

Jones W. J (1994) contends that qualitative data analysis is the process of finding and making a structure in the data and giving that structure meaning and significance. This can be an immensely challenging task, as the process also entails searching for general statement about relationships among categories of data. Most significantly, the processes of giving meaning and significance to structures and searching for statement about relationships among categories of data should be filtered through a theoretical perspective.

Kilbourn (2006, p. 545) suggests that qualitative studies usually lie along a continuum of theory application at one end and theory development at the other. In the latter case, the emphasis is placed on developing a theoretical perspective as it emerges from the phenomenon itself. In the case of theory application, a theoretical perspective is explicitly and systematically used to interpret a phenomenon, usually with a view to the insights that the perspective offers for theory and practice.

Most qualitative studies tend to be guided by the notion of grounded theory. Given the fact that this study is about exploring the development of a leadership theory and the application of the 3 Dimensional Leadership Competency Model, qualitative content analysis was used to determine the main themes that emerged from the in-depth interviews. Coding is a process of defining what the data are all about. Ezzy D. (2002, p. 86) points out that coding in thematic analysis and grounded theory is the process of identifying themes or concepts that are in the data. The initial identification of topics often referred to as open coding, is exploratory, looking in the data for codes. As the coding scheme becomes more developed new forms of coding, referred to as axial and selective coding are used that enable the development of an argument or central story around which the research report is organised.

Terre Blanche et al. (2006, p.88), suggest that thematic analysis aims to identify themes within the data. It is more inductive than qualitative content analysis because the categories into which themes will be sorted out are not decided prior to coding the
data. These categories are induced from the data. The first stage of coding during thematic analysis and grounded theory is described as open coding. Open coding is a new way to generate an emergent set of categories and their properties. Given the exploratory nature of this study this type of coding for analysis has a great appeal to the researcher hence its application to this study.

Notes and transcripts of the interviews were subjected to qualitative and thematic qualitative content analysis in order to fully comprehend all the responses and their nuances. Cryptic key words were developed for all the points raised by the respondent in their answers to each question. All the key words of respondents to each question were grouped into appropriate themes and/or codes.

These themes will be reviewed against the central tenets of the “3D” leadership competency model and the literature reviewed to emerge a constructive approach to key elements of emphasis in the theory that will be required to contribute towards developing a leadership cadre that can contribute towards a sustainable developmental local government.

4.4.5 Research sample

Qualitative studies often sample in two or more steps, first by qualitatively determining the relevant context of certain meaningful events which next are singled out for detailed study, secondly qualitative studies require, at least ideally, that such contexts remain accessible to the researcher in the process of interpretation and analysis (Jensen K. B, 2005, .236). These are the considerations that the researcher adopted in deciding on the sample of this study. The sampled list of respondents were drivers of policy on local government and are part of the leadership that was and would continue to be accessible to the researcher in the interpretation and analysis of the findings of this study.

Given the exploratory nature of this study, a purposive convenience sample sometimes referred to as a judgemental sample was opted for as against a random or other probability sampling methods. In spite of the extent of the range and size of local government in South Africa, it is not so much the size and range of local government but the issue of leadership in local government that is paramount in this study. This determined the participants for this study.
The convenience sampling method uses specialised knowledge about the population in order to get to the correct information (Gupta, 2001, p.158). A convenience sample is a non-probability sample also known as accidental sampling. In this form of sampling people are selected on the basis of their availability and willingness to respond (Gravetter J.Frederick, and Forzano Lori-Ann, 2006.p.127).

The advantage of employing a judgemental method of sampling in this context as defined in the delimitation of our field of study is that it affords the researcher the opportunity to choose only those respondents that are most likely to yield information relevant to the purpose and objectives of the research. The sample population does not become a statistical representative of the population but contains a sufficient number of people knowledgeable about the subject matter. In this context the selected respondents are all knowledgeable about the phenomena under study and all have a life experience of leading in a local government sphere either as policy makers, policy implementers and manages of local government.

4.4.6 Description of respondents

Ten (10) respondents were selected for the study on a convenience sample basis based on the researcher’s knowledge and relationship with some of the key decision and policy-makers in the local government system. Of the ten respondents that were sampled, nine (9) were male and one (1) was female. Six (6) of the respondents selected for interviews were policy makers and four (4) were executive staff involved at the strategic levels of the local government milieu. All of the respondents were members of the ruling party, the African National Congress (ANC) and/or members of the tripartite alliance namely the ANC, the Congress of the South African Trade Unions (COSATU) and the South African Communist Party (SACP).

The ten respondents were the former Minister of Provincial and Local Government (now called the Department of Cooperative Governance and Traditional Affairs (COGTA), former Chairperson of the Parliament’s Portfolio Committee on Provincial and Local Government and current Minister of the Department of Cooperative Governance and Traditional Affairs), the immediate former Director-General of the Department of Provincial and Local Government, Chief Executive Officer of the South African Local Government Association (SALGA), Chairman of SALGA and also the
Executive Mayor of the Johannesburg Metro, the former Executive Mayor of the Tshwane Metro and now Chairman of the African Association of Municipalities, Executive Manager of the Local Government Leadership Academy (LOGOLA), the President of Congress of Traditional Leaders of South Africa (CONTRALESA), the Chief Executive Officer of the Moral Regeneration Movement and the Secretary General of the ruling party, the African National Congress (ANC).

4.5 RESEARCH SETTING

Given that this study is essentially qualitative and exploratory in nature and the involvement of people who have had practical experience of the problem to be studied (Bertrand & Hugh, 2005), the researcher finds it necessary to briefly sketch the environment within which the research was undertaken.

Firstly, the research was conducted in a milieu where there was a change in the political administration of the country. This change was occasioned by the Polokwane Conference of December 2007 and the recalling of the then sitting President of the Country and the 2009 elections. The 2009 elections also brought about major cabinet changes including the introduction of a new minister, a change of name and staff at the senior level in the then Department of Provincial and Local Government (DPLG). This change in the Department led to a number of program changes and/or refocussing. Amongst the key programs of the Department that are now moribund is the Local Government Leadership Academy (LOGOLA) program upon which this study draws.

Secondly, physically the local government sphere constitutes of two hundred and eighty three (283) Municipalities, six (6) of which are metropolitan municipalities, 46 are district municipalities and two hundreds and thirty one (231) are local municipalities. The estimated total population served by these municipalities is approximately 48, 5 million people in approximately 3895 established wards. The municipality’s employ over 250 municipal managers and have 300 approved posts (COGTA, 2009).

Thirdly, local government continued to face an increasing number of service delivery protests, The spread of service delivery protests for the period January to July 2009 by
province as an example showed that 30% of the protests occurred in Gauteng, 17% in Northwest, 15% in the Free State, 12% in the Western Cape, 8% in KwaZulu Natal (KZN) and Mpumalanga respectively, 5% in the Eastern Cape, 3% in Limpopo and 2% in the Northern Cape as illustrated in Figure 4.

Service delivery protests over the last six years also increased from 10 in 2004 to 52 by August 2009 as indicated in figure 5.

**Figure 4: Service delivery protests**

![Service delivery protests Jan-July breakdown per province](source: COGTA Report 2009)

**Figure 5: Major service delivery protests by year**

![Major service delivery protests by year](source: COGTA Report 2009)

Fourthly, a review of local government across the country was undertaken by the Department of Co-operative Governance and Traditional Affairs which led to the cabinet approving a turnaround strategy for local government. The assessment report
acknowledged that governance was centred on political leadership that is effective, capable and has integrity.

Lastly, the local government sphere has been impacted upon by a restless labour environment. Labour unrest in the sector has been occasioned mainly by wage and working conditions disputes which have resulted in strike actions that in some instances, like service delivery protests has tended to turn violent (COGTA 2009, pp.65-66).

4.6 RESEARCH FOCUS

Given the milieu outlined above it was necessary for the researcher to keep focus on the phenomena under study. In this context the researcher chose the respondents carefully as they largely represented full knowledge of the sector and the respondents are very influential people in their own right. This would yield the best information because of the fact that the respondents are at a strategic level.

4.6.1 Entry and cooperation

In order to get the full attention and the co-operation of the respondents, given the time constraints that the respondents face in their daily work schedules, the researcher gained entry to the respondents by scheduling appointments in some instances with the secretarial staff and in some instances directly with the respondents themselves.

Each of these ten respondents was identified and contacted by the researcher with a view to ascertaining their availability and willingness to participate in the study. All appointments were set to the convenience of the respondents largely in their own surroundings. Each interview lasted for approximately 2 hours. The interview process was undertaken over a period of nine months. The researcher also reverted back to at least 5 of the respondents to review their interview and seek for clarity and understanding and confirmation of the interview content with the respondents. All interviews were conducted in English given the level and status of the respondents.

Permission to conduct the study was almost intuitive as many of the respondents expressed a great interest in the study and the outcomes thereof once the researcher had explained the purpose of scheduling meetings with the respondents.
The relationship that the researcher has with the respondents and the fact that the researcher is a high ranking member of the ANC and a Chaplain General of the party assisted a great deal in securing the appointments and the time to have face to face interviews with the respondents. This relationship also contributed to the legitimacy of the study and in assuring the leadership that the study was not merely meant to be a work of provocateurs who were setting themselves up to disrupt and/or discredit the ANC and the government.

Further, the researcher assured the respondents of confidentiality and entered a signed agreement with each of the respondents.

4.6.2 Researcher’s role

Given the fact that the researcher is a member and Chaplain General of the party, clarifying one’s role as a researcher became paramount. The researcher had to clearly explain that whilst he was not extricating himself from the policies of the party, his role in this context was to understand how local government can further be enhanced by identifying key leadership traits that can be developed for councillors and officials alike as objectively as it was possible. The researcher also had to explain and be transparent about the fact that the research is undertaken through the University of Johannesburg for a doctoral degree. The researcher explained that this research would contribute to knowledge and would be of direct benefit to the country in general.

The researcher’s role was therefore that of a participant observer, an interviewer and prober of facts and information. These roles had to be clarified and be made transparent to all the respondents.

4.7 ETHICAL CONSIDERATIONS

Schurink (2005b, p.43) argues that ethical issues are the concerns and dilemmas that arise over the proper way to execute research, more specifically not to create harmful conditions for the subjects of inquiry in the research process. Most ethical issues in social research fall into one of four categories, protection from harm, informed consent, right of privacy and honesty with professional colleagues. Leedy (1993,p.107) and Mouton (2001 ,p. 15) lists the following rights to support this view; the right to privacy (including the right to refuse to take part in research), the right to
secrecy, the right to full disclosure of the research and the right not to be hurt in any manner (physically, psychologically or emotionally).

The researcher fully abides by the position generally held in the social science research community regarding ethics and specifically by the ethical code of the Department of Industrial Psychology and People Management at the University of Johannesburg. The rights of participants in qualitative research are protected more by the moral sense of the researcher than by the prescriptive rules or rituals of regulatory codes (Murphy & Dingwall, 2003, p. 163).

All respondents were requested to sign a consent form, which gave assurances that all information to be obtained in the study would be used for research purposes only. The thesis will be made available to the research participants for their perusal. This would be necessary particularly in the verification and validation of the research results in the context of a qualitative design and grounded theory that the researcher has opted for.

4.8 CONCLUSION AND SUMMARY ROAD MAP OF THE RESEARCH DESIGN

This chapter has provided a detailed discussion of the research process that the researcher has opted for. The chapter sets out the research design as a qualitative research survey design and the justification for the use of this approach to the study. The ontological (beliefs about perceptions of social reality), epistemological (where one stands in relation to reality and how one goes about searching for the truth) and the methodological (the methods and techniques used to research social reality) underpinnings of the study; including the context in which the study was conducted is discussed in detail in this chapter.

In order that clarity is obtained and to indicate a systematic process that was followed for empirical reasons, the chapter clearly outlines the difference between a research design and a research methodology. It outlines the differences between a quantitative and a qualitative approach to scientific inquiry and justifies why a qualitative approach is preferred for this study over and above a quantitative approach.
The chapter outlines the manner and basis on which the respondents for the study were chosen, the relationship of the researcher with the respondents and how the researcher was able to clarify his role as a participant observer, interviewer and prober of facts and information.

The individual in-depth and the semi-structured interview schedule are explained in detail as the main tools that were used to gather primary data in an unobtrusive manner. The role of primary and secondary data in generating ground theory and its relevance to the study is also explained.

Qualitative content analysis and thematic analysis as the main techniques that were used for coding and the analysis of data and the emergence of the grounded theory are also explained in detail.

Given the complexity of grounded theory and qualitative research in general, the researcher presents what the researcher on reflection has understood to be a diagrammatic road map of the research design and the iterative research process that was followed in this study as shown in figure 6 and 7.

Flowing from this chapter, the next chapter will present the research findings that arose as a function of the processes that were followed in pursuing the research design and the research methodology that was used in conducting the study.
Source: Researchers’ own constructed model
Source: Researchers’ own constructed model
5. **RESEARCH FINDINGS**

In this chapter the researcher presents the findings of the study in three parts in relation to the fundamental research question that seeks to understand the kind of leadership attributes and their related competences that are relevant and most appropriate to advance the notion of a developmental local government that is envisaged in the 1998 White Paper. The researcher also seeks to answer the question of whether any evidence exists to suggest that such a developmental local government context subsists under the rule of the ANC government since its inception based on the RDP principles that espoused and/or were the precursor to the notion of a developmental local government.

The first part of the chapter identifies the themes that emerged in the research from using qualitative content analysis as a tool of analysis of the respondent’s responses. These themes are discussed against the backdrop of document analysis and the literature review that was conducted by the researcher. On the basis of the preliminary questions and responses from the respondents (these are reflected in each item in text boxes), a number of the respondents’ comments are further analysed for their contribution to the study as a process of open coding. This process yields a number of themes, their dimensions and properties that are related to the subject of the study.

The second part of the research findings suggest a number of propositions that arise from the study in respect of leadership and the notion of a developmental local government. These arise from the open coding process. The propositions are analysed in relation to the 3D Leadership Competency Model against which the researcher advances a theory that would lead to the realisation of a developmental local government framework. This is done based on the findings the researcher linked to the themes with literature and data gained through in-depth interviews, observation and document analysis.
5.1 QUALITATIVE CONTENT ANALYSIS RESULTS

This section of the study presents the findings and their interpretation based on in-depth interviews that were conducted with the respondents as reflected in Chapter 4. The results are common themes and/or factors that emerged from the interviews conducted with the respondents from our sample.

The emergent themes are based on qualitative content analysis of responses to the interview schedule and have not been subjected to factor analysis where the Eigen value of the factors would have determined their loading and hierarchy as would be required in a quantitative research approach (Darlington B, R, 2009).

For ease of reference the results and their interpretation is tabled in accordance with the relevant sequence of the interview schedule. The frequency of mentions of the variables by respondents is indicated in brackets for each mention in the relevant illustrative figures. The initial questions that were posed to the respondents and their responses are reflected in the boxes under each of the emerging themes of the study. The responses of the respondents were written in cryptic notes in the response section of the interview schedule by the researcher and were recoded by agreement with each respondent on a tape recorder.

5.1.1 Category and Theme 1: Characterisation of a Developmental Local Governance framework

In this aspect of the study, it was the intention of the researcher to derive from the respondents, the manner in which the respondents understood the dictates of the White Paper and how the respondents as actors in the field of local government characterised its emergence and how the nature and role of leadership that is required for this notion was understood and defined by the respondents.

The initial questions and summary notes of the researcher that were reflected in the interview schedule are depicted in Box 1 in respect of the question regarding the respondent’s characterisation of a developmental local government and the leadership requirements of this concept.
BOX 1: CHARACTERISATION OF A DEVELOPMENTAL LOCAL GOVERNMENT INTERVIEW QUESTIONS AND RESPONSES

Question:
In your opinion, what are the key areas of delivery for DLG that require effective leadership to deliver measurable improvements in performance and results?

Responses:

- There is a recognition that SA is a development state
- 3 spheres of government are instruments to reach the people
- There is no training of cadres (No coaching and mentoring)
- Understanding the culture of the municipality
- In 2006 - 60% of the mayors and councillors took over with no check on their competency. Expected to hit the deck running.
- Training, preparations and Inductions- the absence of this leads to the current civil protests.
- Councillors strive for positioning the municipality.
- Determine strategic direction (at Tshwane) – Choose a Team (Mayoral Committee) took helicopter view – saw the 2 economies (1st and 2nd)
- Community participation, especially when writing the IDP which informs the budget. - It helps to know the real needs of local community.
- Use the available academic institutions for skills development.
- Communicate with the local populace
- Yes, but infrastructure development – town planning is crucial.
- Maintenance is also crucial for sustainable
- Revenue collection is very important
- Promotion of the cultural heritage of communities.
- Cultivation of good relations with respect for institution of traditional leadership
- Leadership should deliver on this key area, however there are no ready-made leaders with requisite skills due to a number of reasons, including amongst other, the deployment of cadres by various political parties(with an assumption that they are fit to hold office), technical expertise leaders not readily available, strong political environment.
- The following are the key performance areas
  - Addressing basic service delivery
  - Focus on Institutional Development
  - Financial management and viability
  - Local community Development
Good governance and effective communication

In addition – much disciplined leadership is required, revolutionary morality, leadership which has the ability to discern ethical and political values.

- Yes, municipalities are obliged, in terms of the Systems Act, to devise appropriate communication mechanisms, systems and processes to fully inform communities of the activities of the municipality.

- What was intended by DPLG, work plan has been achieved / emerged
  - Globally SA local government is seen as the best – it is constitutional
  - Local government in other countries is not provided in the constitution.
  - It would depend on the character of the Minister at the time.

- The global trend is to decentralise government. Development concept is the way to go.
  - What are the LG challenges in all spheres? They are similar globally –
  - Urbanisation and migration – it differs through historical development state, not only from rural but also from other countries.
  - Building of the economy= job creation; service delivery- basic services.
  - Globalisation = negative impact - global economic, conflicts.
  - Urban decline = needs Urban Renewal – maintenance.

Given the variance in the number and kind of responses, in order to establish a common framework for developing a leadership cadre for an effective, developmental and sustainable local governance framework, the discussion with the respondents in the in-depth interviews were subjected to qualitative contents analysis. This was done so as to get a sense of whether there were common themes that can be identified that relate to leadership and the notion of a developmental local government. The results of the qualitative content analysis showing a frequency of mentions of the themes identified in this respect are illustrated in figure 8.

The themes that emerged in this category typifying the notion of a developmental local governance framework were the notion of leadership and service delivery. Leadership had a frequency of 3 mentions across and by all the respondents. This tied with service delivery also with 3 mentions. The next categories or themes that enjoyed a frequency mention of 2 are the notion of good governance, community involvement and the promotion of a cultural heritage.
Given the cryptic notes of the researcher and the resultant outputs of the qualitative content analysis process, the researcher reverted back to selecting a number of the respondents recorded interviews to analyse their context and to deriving insight and meaning (Jones, 1985). The statements were selected on the basis of the quality of information and the extent to which they appealed to the knowledge and expectations of the researcher (Pearse N, 2005).

Commenting on leadership and the characterisation of a developmental local government the following statements were selected from the recordings matched with the interview notes of the researcher:

- "the meeting of basic service delivery needs must happen within the context of good governance which is countenanced by a disciplined, informed and knowledgeable leadership that is able to communicate effectively at all levels of society and has the ability to discern ethical and political values”
- “The challenge with regard to leadership in local government is that there are no ready-made leaders with requisite skills. This is due in part to the deployment of cadres by various political parties with an assumption that they are fit to hold office”.
- “In part leaders with the requisite technical expertise are not readily available”.
- “There is limited or no training and induction of cadres and there is no understanding of the culture of a municipality”.
- “In some cases there is strife for positions in municipalities without the requisite knowledge and skills”.
- “In 2006 approximately 60% of the mayors and councillors took over the administration of municipalities without knowledge or competence in the area of municipal management. These Councillors were expected to hit the ground running”

The second emerging theme in the characterisation of a developmental and sustainable local government relates to the type of services that are to be offered by a developmental and sustainable local government. The statements that were made by the respondents that were selected by the researcher for open coding analysis are reflected as follows:
• “Key performance areas for a developmental local government include the delivery of basic services including infrastructure development, job creation, local economic development, revenue collection and astute financial management that can ensure the viability of municipalities.”

• “The Municipal Structures and Systems Acts and their related regulations actually dictate for Local Government to be developmental and specify the role of municipalities as the delivery of basic services”

• “Within the South African context, Local Government is a sphere of government that is constitutional and does not depend on the whims of a presiding Minister”

• The party must understand the fact that Local Government is not a third tier level of development it’s a third sphere of Government. Deployment to this sphere of government must be taken as seriously as that at National and Provincial levels. This will stimulate the passion, the capacity and the running of a Local Government”.

An open coding of the analysis of these sentences indicates the emergence and reinforcement of the themes that arise from the qualitative content analysis. The themes and their dimensions in respect of leadership and the characterisation of a developmental and sustainable local government are reflected in table 2.

Effective communication, Local Economic Development (LED), Financial Management, Institutional Development, Urban Renewal, Economic Conflicts, Job creation, Urbanisation, Cultivation of good relations, Revenue collection, Skills Development, the Determination of Strategic Direction, Training, Preparation and Induction, Understanding the culture of Municipality, Coaching and Mentoring and a Democratic and Accountable Local Government all received 1 mention across and by all of the respondents. These themes can be seen and/or are classified as properties of leadership and service delivery and the type of services to be offered constitute part of these main themes.

In summary the themes, dimensions and properties that emerge in the characterisation of a developmental and sustainable local government and the attributes of leadership for this notion are depicted in table 2 below.
Table 2: Summary of themes/dimensions and properties for a developmental and sustainable local government and leadership attributes

<table>
<thead>
<tr>
<th>Theme</th>
<th>Dimension</th>
<th>Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leadership</td>
<td>- Good Governance</td>
<td>- Democratic and accountable local government</td>
</tr>
<tr>
<td></td>
<td>- Service delivery</td>
<td>- Community involvement</td>
</tr>
<tr>
<td></td>
<td>- Effective communication</td>
<td>- Cultivation of good relations</td>
</tr>
<tr>
<td></td>
<td>- Discipline</td>
<td>- Skills Development</td>
</tr>
<tr>
<td></td>
<td>- Determination of Strategic Direction</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Training, preparation and induction</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Coaching and mentoring</td>
<td></td>
</tr>
<tr>
<td>Type of services</td>
<td>- Social development</td>
<td>- Basic services</td>
</tr>
<tr>
<td></td>
<td>- Economic development</td>
<td>- Local economic development</td>
</tr>
<tr>
<td></td>
<td>- Understanding the culture of Municipality</td>
<td>- Urbanisation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Revenue collection</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Financial Management</td>
</tr>
</tbody>
</table>

Two propositions arise in respect of leadership and service delivery.

**Proposition 1**

**Leadership and service delivery for a developmental and sustainable local governance framework requires a disciplined cadre of leadership.**

Leadership and service delivery in a developmental and sustainable local government cannot see the light of day without a disciplined cadre of leadership. Such leadership must be knowledgeable and able to communicate effectively to encourage community involvement. Good leadership is synonymous with good governance and community involvement.

**Proposition 2**

Leaders in local government must recognise that the scope of local government has broadened in the notion of a developmental and sustainable local governance framework and must have the requisite skills to meet this challenge
Figure 8 frequency of mentions: Characterisation of DLG
The burden of a developmental local government has broadened to not only the provision of basic services such as water, electricity and sanitation but has grown to include the totality of all the requirements for the development of communities i.e. social and economic development. Leaders in this sphere of government must understand the new nature on municipalities and acquire appropriate skills to meet the new challenges.

On the basis of document analysis and the review of literature by the researcher, viewed against the backdrop of the White Paper on DLG (White paper, 1998), the respondents clearly understood and supported the notion of a Developmental Local Government. They accepted and articulated its precepts as rooted in the RDP particularly the notion of winning the trust of local residents and being more efficient in the delivering of services. (RDP, 1994, p.19)

The assessment report issued by COGTA reinforces the findings of this study in that it found that amongst the key reasons for the challenges that face municipalities are those that are external to the municipality and those that are internal. External reasons are national policies that impact on Local Government, intergovernmental fiscal systems, legislative and governance frameworks, monitoring, capacity building policies and spatial legacies.

Internal reasons on the other hand are the lack of sound political leadership, strong organisational capacity; good governance practices relevant policies and programmes, inadequate staffing and systems and workable plans and budgets (COGTA, 2009, p. 23). This in part, a respondent suggested, explains the reasons behind the current wave of service delivery protests and requires a mindset shift in the party itself as would be the need to cultivate good relations with the institution of traditional leadership.

The COGTA report suggests that the most common failures that triggered section 139 of the constitution interventions fell into three broad categories. Governance, exemplified by political infighting and conflict between senior managers and councillors as well as human resource management issues; Finance, exemplified by inadequate revenue collection, ineffective financial system, fraud, misuse of municipality assets and funds
and service delivery exemplified by the breach of section 152 and 153 of the constitution which outlines service delivery obligations of municipalities (COGTA, 2009, p. 19).

The four dimensions of Developmental Local Government namely; the changing of the spatial framework, local government finance, integrated development and democracy identified by Parnell & Pieterse (2001) have advanced to significant levels as driven by the dictates of the White Paper. The COGTA report suggests that basic services to the poor have been accelerated by Local Government since 2001. Access to electricity has increased by 10%, flush toilets by 6% and water by 4 %. (COGTA, 2009, p.34). This points to a significant departure from the erstwhile Local Authorities under Apartheid that were without political legitimacy, lack of revenue, management expertise, a weak political base and fiscal inadequacies (Reddy, 1995,p.55).

Be that as it may, the legacy of apartheid and its consequences, characterised by minimal service levels (Davids & Interfund,2003,p.32), lack of management expertise, lack of revenue and financial administrative weaknesses, non-delivery of sustainable municipal services and infrastructure backlogs (Reddy1996, p.55) are still of great concern.

These backlogs are exacerbated by other extraneous factors such as the current economic downturn, accelerated rural to urban migration, influx to the major urban centres by other nationalities all of which put a strain on the municipal infrastructures especially in the urban metropolitan municipalities. Urban growth, new household formations and population growth that require better spatial and infrastructure planning and more credible public participation and community interface systems are still an issue (COGAT, 2009, p.34).

Political legitimacy and the broadening of democracy have been achieved through the Integrated Development Plans (IDP) prescribed in the Municipal Systems Act of 2000. In this regard an assessment of the national state of local government points to the fact that over 3790 wards were established across all the municipalities for the 48 million population with an average number of people residing in those wards averaging between 6000 in the Northern Cape and 24000 in Gauteng. These wards form the basic unit for
participatory and democratic local government (COGTA, 2009, p.14). The divisive Apartheid-era municipalities have been rationalised from a staggering 803 to a manageable and inclusive levels of 283 municipalities comprising 6 Metropolitan Municipalities, 46 District Municipalities and 231 Local Municipalities and financial inadequacies are addressed through allocations through the Division of Revenue Act (COGTA, 2009,p.7-9).

In spite of the successful ushering in of democratic processes and the legitimating of local government based on the Developmental Local Government notion and policy framework, many of the Municipalities have not reached the ideal functional levels as envisaged in section 51 of the Municipal Systems Act where it is envisaged that a municipality within its administrative and financial capacity would organise its administration in a manner that would enable it to be responsive to the needs of the local community, facilitate a culture of public service and accountability, be performance oriented, ensure that its political structures, political office bearers and management are set out in the IDP, establish clear relations and facilitate co-operation, co-ordination and communication with its political structures, office bearers, administration and local community, organise same, perform its functions, assign responsibilities and hold the municipal manager accountable.

The COGTA report cites only six out of the total of 231 municipalities as examples of municipalities that are moving towards the goal of being functional municipalities as described in section 51 (COGTA, 2009,p. 8).

The challenges that are faced by municipalities in this regard are vast. These include but are not limited to governance challenges, poor institutionalisation of systems, poor service delivery, poor political governance, political patronage and nepotism resulting in lack of trust and confidence in the system. This has resulted in a spiral of community protests from 10 service delivery protests in 2004 to 52 in the period January to August in 2009 (COGTA, 2009, p. 11-12).

The propositions arising out of this study in respect of what kind of leadership and the subsistence of the notion of a developmental and sustainable local government could go a
long way in addressing the gaps that were pointed out by the respondents and the review of documents and literature in this regard. The main propositions are that (1) Leadership and service delivery for a developmental and sustainable local governance framework requires a disciplined cadre of leadership. (2) Leaders in local government must recognise that the scope of local government has broadened in the notion of a developmental and sustainable local governance framework and must have the requisite skills to meet this challenge.

5.1.2 Category and theme 2: Communication for a Developmental Local Governance Framework

In this aspect of the research the researcher sought to understand the lived experiences of the respondents as policy proponents and actors in the local government sphere what their experience of communication in a developmental and sustainable local governance framework was and how leadership in this sphere of government needed to communicate. Again the researcher made cryptic notes in the interview schedule which are reflected in box 2.

**BOX 2(a) : COMMUNICATION FOR A DEVELOPMENTAL LOCAL GOVERNMENT**

**Question:**
Is it necessary for Councillors and Municipality / City Managers to communicate the mission, purpose, goals and priorities in ways that appeal to and gain the commitment of their communities and create a shared understanding, passion and commitment to the objectives of their respective municipalities across the boundaries of different wards?

**Responses**
- It is important to communicate with the local community to inform them about what, why and how is the DLG doing what they are to embark on.
- It is imperative that municipal officials keep constant communication with their constituencies in order to keep them informed of their programmes, to get advices from the community members on what they believe should be their priorities.
- Make them understand the strategic direction, the IDP, the availability of resources and skills base.
- Make the people know how Gar works
- Ward Councillors are a personal contact & Imbizo
- Mind-set shift in the party itself
- 3rd sphere of government, not 3rd quality of leadership.
- Poor deployment.
- Hence the birth of Project Consolidate. A municipality will be weak in one functional area and
be strong in another. Project Consolidate made a difference for the better but the situations remain fragile.

- Yes, but it has to be Communication in real terms. Effective Communication – leaders must present the programs / objectives to the communities to ensure the following – Collective approach / action, Community Mobilisation and Minimisation of service delivery protest.

- Communication remains a challenge – there is a gap

- Structures e.g. regions are supposed to assist with communication, 109 wards also are suppose to assist through ward committees

- Sector based ward committees around the councillor.

- Local ward committees every 2nd month.

- Constituency officers are supposed to reinforce the work done by councillors; Mayoral Road Shows; Mass meetings; however, there are still some weaknesses towards the ideal situation.
BOX 2(b): COMMUNICATION FOR A DEVELOPMENTAL LOCAL GOVERNMENT

**Probing:** To what extend should councillors and Municipality / City managers encourage an open flow of information through the use of appropriate communication channels and media, and foster a culture of open dialogue in support of the municipal strategy of service delivery to the local community?

- This is a very important factor of communication.
- Constant meetings e.g. Once a month mayoral meeting with the reps of the ward committees.
- Youth, women and other structures would be involved.
- Government made it law to consult
- IDPs should be a product of consultation
- Capacity to talk to each other is weak.
- Communicate plans pre-naturely, get resources first- plan and execution should not be long.
- In the rural areas municipal officials must also use organic structures and forums which have from time to time immemorial been used for exchange of information and views between leaders and the people i.e. the various levels of traditional leadership and imbizos. The use of the press and electronic media is not enough to ensure free flow of information as not all households can afford to pay for them.
- The responsiveness of municipalities, including communication, has to be grounded in government institutions e.g. Ward. The program of Imbizo - the President interacting with different municipalities, local communities – giving them the opportunity to raise their concerns. Systems Act – Council must convene periodic meetings. Councils neglect their duties and don’t call meetings. Councillors calls meetings and communities don’t respond. Communication – area of improvement.
- Communication is key in encouraging an open flow of information – This encourages the pool together approach. Working together differentiating between communicating at political platforms and what is actually being done after.
- Project Consolidate was started so that communities can raise concerns on quality and quantity of service delivery. Also to raise conscience of government and political parties concerned.
- Media briefings do happen e.g. customer satisfaction surveys; press conference; scientific survey.
- Various types of media were present e.g. today – print, radio, community papers and newsletters.
- Every year-preceding the financial year targeted, through the special office, meetings are held in regions to engage the community
In discussion with respondents during in-depth interviews, the shared views and understanding of their lived experience of communication for a developmental and sustainable local government were again subjected to qualitative content analysis to determine the key themes and dimensions of communications in this regard. The views and their frequency of mention are indicated in figure 9 as subjected to qualitative content analysis.

**Figure 9 Frequency of mentions: Effective communication**

The overall emerging notion was that effective communication with communities is primary. Effective communication as a theme and category received 6 mentions across and by all the respondents. A review of the recording for open coding selected the following statement for analysis:
• *It is important to communicate with the local community in order to inform them about what, why and how municipalities are doing and what they are to embark upon*.  

From the analysis of the recordings, respondents seem to be in agreement that communication is important to support the notion of a developmental and sustainable local government.

A second set of themes and/or dimension that emerges from this discussion related to the means of communication that was preferred by the respondents. In this regard, Imbizo (Community meetings) and local ward meetings received 3 mentions each. Mayoral road shows, sector based ward committees, project consolidate received 2 mentions each. Constituency officers, IDPs, customer satisfaction surveys media briefings and community mobilisation efforts received 1 mention each across and by all of the respondents.

The researcher again selected for open coding a few statements that were made by the respondents as follows:

• *“It is imperative that municipal officials keep constant communication with their constituencies in order to keep them informed of their programmes and get advice from community members on what they believe the priorities should be for their municipalities. This would make communities understand the strategic direction of the municipalities.”*  

• *“The use of the press and electronic media is not enough to ensure the free flow of information as not all households can afford to pay for them. Periodic meetings must be convened with communities.”*  

• *“A number of channels must be used to promote the notion of a Developmental Local Governance Framework including those that are legislated in the Municipal Systems Act.”*  

The dimensions/ themes that emerge on communication experiences is reflected in table 3
Table 3: Communication dimension for leadership in a developmental and sustainable local government.

<table>
<thead>
<tr>
<th>Theme</th>
<th>Dimension</th>
<th>Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Effective communication</td>
<td>Community involvement</td>
<td>Understanding of strategic direction</td>
</tr>
<tr>
<td>Communication tools</td>
<td>Imbizo (Community meetings)</td>
<td>Ward committees, IDPs, Constituency officers</td>
</tr>
</tbody>
</table>

**Proposition 3**

Developmental and sustainable local governance requires good communication between leaders and followers.

A proposition that emerges in this regard is that there can be no successful local governance framework without good communication between the leaders and followers.

This is an imperative that is defined in the Municipal Systems Act through the Integrated Development Plans (IDPs) process. In a case study of a district municipality conducted by Pretorius & Schurink (2007) on enhancing service delivery in local government, communication was identified as a major problem in the district municipality. There is no denying that the success of a developmental local governance framework can only be rooted in the free flow of communication between councillors and the communities they serve.

In spite of the dictates of the Municipal Systems Act in this regard, it is clear that this is still an area of difficulty. Minister Shiceka (2009, p.6) writing in “ANC Today” a publication of the ANC, cites amongst other challenges that are faced by the Local Governance System, “poor communications ability”.

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According to Smith & Carstens (2003, p.46), a sense of mission, negotiation and communication are all core leadership competencies that are required for success in creating change hence the proposition that the researcher advances in this respect namely that a developmental and sustainable local governance framework requires good communication between leaders and followers.

### 5.1.3 Category and theme 3: High performance teams

In this aspect of the research the researcher sought to understand the perspectives and views of the respondents’ lived experiences of team work for a developmental and sustainable local governance framework in relation to propagating a high performance culture in local government. The researcher’s question and cryptic notes during the in-depth interviews are reflected in box 3.

**BOX 3: HIGH PERFORMANCE TEAMS FOR A DEVELOPMENTAL LOCAL GOVERNMENT**

**Question:**
Is it necessary and important for Councillors and Municipal/ City Managers to create and sustain an environment that encourages team spirit and allows people from diverse cultural background to work together harmoniously in the interest of enhancing the achievement of overall municipality objectives?

**Responses:**
Team work is very crucial to serve the people.
This also includes both councillors and bureaucrats – Sect- 57 managers to be involved.
Team building initiatives were held
The wall to wall system of municipal governance has created cultural and racially diverse communities, with different life-styles and historical backgrounds. This makes it necessary for municipal officials to learn about each other’s cultures and more so as to remove or understand stereotypes they have of each other.
Have a system which delineates tensions and conflict. Relationships are regulated but do we have the capacity to operationalise the regulations- that’s the challenge. Traditional leadership concepts- were distorted. The most elaborate arrangements for traditional leaders must be at the local level. Institutions of traditional leadership – is a partner with a role to use traditional councils to discuss with people
Yes, this is informed by the provision of the Constitution. Context is hugely laden, it cannot be ignored. We are coming from a past Apartheid era with deep legacy of inequality so working together harmoniously is critical.

White paper – strong emphasis on aspirations for development of leadership capabilities.
Should Councillors and Municipal / City Managers value different people’s contributions by giving praise and acknowledging efforts where appropriate?

While this is very important it is not usually done, maybe once in a year.

- Recognition for excellence was mostly done by the Municipality Manager.
- Awards, presents, students in the community who have done well.
- Giving praise and credit where they are due encourages people to perform even better than before. Awards of various kinds from excellent performance should be given to deserving municipal officials in public events.

Yes, because of these reasons:
Recognition is a form of reward and encourages participation in local government issues. Instil a sense of pride and working together. Promote community and community based organisation’s public participation. Strengthen involvement in ward committees and ward forum. However, we have challenges like the strong political environment, deployment of councillors by political parties, procedures heavily politicised, lack of discipline and deployment an assumption that officers are fit to hold office.

When subjected to content analysis the main themes and the frequency of their mention is reflected in Figure 10. Team Building, Council Committees, Business and Small Traders, Mayoral committee and Institutions of Traditional Leadership all received a single mention by all and across the respondents.

**Figure 10 Frequencies of Mentions: Team Work**

The following statements by the respondents were selected by the researcher in this regard in open coding for analysis:

- “Team **building initiatives are important and should be regularly held.**”
“The wall to wall system of municipal governance has created cultural and racially diverse communities with different life-styles and historical backgrounds.

“Coming from the Apartheid era with a deep legacy of inequality, working together harmoniously is critical. This makes it necessary for municipal officials to learn about each other’s cultures and more, so as to remove and/or understand the stereotypes they have about each other”.

“It is important to have a system that destroys tensions and conflict. Team work can be encouraged through Council Committees, Mayoral Committees, Institutions of traditional leaders and constituencies of small businesses and traders”.

The main dimensions and properties that arise in respect of teamwork in promoting a high performance culture for a sustainable and developmental local government are reflected in table 4.

Table 4: Team work and a high performance culture in developmental and sustainable local government

<table>
<thead>
<tr>
<th>Theme</th>
<th>Dimension</th>
<th>Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team building</td>
<td>● Performance culture</td>
<td>● Conflict resolution</td>
</tr>
<tr>
<td></td>
<td></td>
<td>● Racial harmony</td>
</tr>
<tr>
<td></td>
<td></td>
<td>● Co-operation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>● Learning</td>
</tr>
<tr>
<td>Team building systems</td>
<td>● Traditional system of leadership</td>
<td>● Conflict resolution</td>
</tr>
<tr>
<td></td>
<td>● Council structures</td>
<td>● Racial harmony</td>
</tr>
<tr>
<td></td>
<td>● Small business and traders</td>
<td>● Co-operation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>● Learning</td>
</tr>
</tbody>
</table>

Proposition 4

A high performance culture in developmental local government must be sustained by the promotion of team work.

The researcher’s proposition is that team work is a necessary element to promoting a high performance culture in a developmental and sustainable local government. The IDP
processes that are prescribed by the White Paper on DLG (DPLG White Paper, 1998) emphasise a working together or team approach to service delivery.

5.1.4 Category and theme 4: Relationship management

In relation to relationship management, the researcher set out to explore and understand the perspectives and views of the respondents of the role that relationship management plays in promoting a developmental and sustainable local government and what local government leadership role is in this regard. The discussion with the respondents during the in-depth interviews related to understanding their lived experience of the importance of councillors initiating, building and maintaining relationships with their stakeholders within the context of transformational leadership for a developmental and sustainable local governance framework. The researcher’s notes are reflected in Box 4.

<table>
<thead>
<tr>
<th>BOX 4: RELATIONSHIP MANAGEMENT</th>
</tr>
</thead>
</table>
| **Question:** To what extend is it important for councillors and Municipality / City Managers to initiate, build and maintain relationships with internal and external role players and stakeholders, locally, nationally and internationally, that are critical to the long term sustainability of their respective municipality?
| **Responses;**
| • It is important, but very difficult outside the legally prescribed inter-actions.
| • Interaction with other stakeholders, at all levels, is the work of any municipality as it broadens the scope of operation and the garnering of expertise for the officials. At an international level it also opens up opportunities for investors to bring in money for the further development of the area concerned.
| • Chapter 3 of the constitution declares that spheres of government are independent, interrelated and distinctive. This provides the platform for the engagement between the spheres of government. With the Republic being a unitary state, it is critical important for leaders to engage with leaders in other spheres within the spirit of cooperative government.
| **Question:** Do councillors and Municipality/ City Managers need to build strategic internal and external networks of intelligence to make them aware of the needs of stakeholders that might impact on the workings of their respective municipalities?
| **Responses**
| • Most of the words, there are people who would champion the networks to get the real truth about views of the community on the standard of service delivery by the municipality.
| • Also invited Academic and Economic experts who are not employed by the municipality.
| • Take proposals from such people.
| It is unacceptable that municipal officials are taken by surprise when community members take to the...
streets on account of service delivery short-comings. They should be able to know in advance that communities are becoming so angry that they plan to resort to drastic measures to highlight their concerns. Such advance knowledge will enable them to take counter measures by addressing the concerns and also detect agents’ provocateurs.

Again the responses from the interview schedule were subjected to qualitative content analysis. Figure 11 identifies some key themes that emerged in this regard.

**Figure 11 Frequency of Mentions: Relationship Management**

City to city agreements received 3 mentions. Strengthening partnerships, alignment of programs, a collective approach; mobilisation of resources; aspirations for leadership development; alignment of programs all received one mention as themes in this regard.

Again, the researcher selected a number of statements from the recordings for open coding. The selected statements are as follows:

- “Relationship management with stakeholders is important in promoting a Developmental Local Governance Framework but is very difficult outside the legally prescribed framework”.
“Interaction with other stakeholders at all levels is the work of any municipality as it broadens the scope of operation and the garnering of expertise for the officials. At an international level it also opens up opportunities for investors to bring in money for the further development of the area concerned”.

“With the Republic being a unitary state, it is critical and important for leaders to engage with leaders in other spheres within the spirit of cooperative government”.

“It is unacceptable that municipal officials are taken by surprise when community members take to the streets on account of service delivery short-comings. They should be able to know in advance that communities are becoming so angry that they plan to resort to drastic measures to highlight their concerns. Such advance knowledge will enable them to take counter measures by addressing the concerns and also detect agent provocateurs”.

“Developing relationships with stakeholders assists in aligning programs, strengthening partnerships and the mobilising of resources. City to City agreements help in this regard and help with the exchange of knowledge”.

The emergent dimensions and properties in this regard are reflected in table 5.

Table 5: Relationship management and leadership in a developmental and sustainable local government

<table>
<thead>
<tr>
<th>Theme</th>
<th>Dimension</th>
<th>Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relationship development</td>
<td>• Stakeholder interaction</td>
<td>• Learning</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Exchange of knowledge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Resource mobilisation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Community knowledge</td>
</tr>
<tr>
<td>Co-operative governance</td>
<td>• Alignment of programs</td>
<td>• Co-operation</td>
</tr>
<tr>
<td></td>
<td>• Strengthening of partnerships</td>
<td></td>
</tr>
</tbody>
</table>

Proposition 5

A developmental and sustainable local government is depended on the enhancement of relationship management between stakeholders in the three spheres of government.
The researcher’s proposition is that relationship management in the seamlessness of the three spheres of government is a key determinant in the promotion of a developmental and sustainable local governance framework.

Pretorius & Schurink (2007, p. 25), suggest that, good working relationship built on mutual trust and with a developmental focus, an operational culture shaped by a consultative process and policies, a culture of open and mutually respectful communication, honesty, integrity, teamwork and commitment to transformation and equity as a yard stick for all organisational processes and delivery can facilitate cooperation, co-ordination between political structures, political office bearers and the administration.

The White Paper is instructive in this respect as it urges municipalities to explore a broad range of options and methods for service delivery including the promotion of public-private partnerships.

Chapter 3 of the Constitution declares that the spheres of government are independent, interrelated and distinctive. This provides the platform for engagement between the three spheres of government hence the researcher’s proposition that that relationship management is a key determinant in the promotion of a developmental and sustainable local governance framework.

5.1.5 **Category and theme 5: Market trends and stakeholder relations at community level**

With respect to understanding market trends by leaders for a developmental and sustainable local government, the researcher sought to understand the perspectives and lived experiences of the respondents particularly with reference to them understanding and delivering on the communities felt needs. Respondents were asked about their views on the need by leaders of municipalities to understand the needs of communities and to generally adopt an innovative and creative approach to stakeholder relationships and market analysis. The researcher’s notes are reflected in Box 5.
BOX 5: CUSTOMER AND MARKET ORIENTATION

Question:
Should Councillors and Municipal/City Managers know and understand the various market trends and developments that affect the delivery of services to their communities, and constantly position their respective municipalities to meet such challenges?

Why is it important for Councillors and Municipal/ City Managers to constantly involve the local community and identify trends that arise in the complex external environment and respond to these in creative and innovative ways?

Responses
- As the community grows so do the needs and innovative ideas of the community grow. This makes it necessary for the municipal officials to engage the community to tap on the resources of its citizens to help them meet the complexities of a changing environment.
- The IDP is a statutory requirement to inform budgets.
- It should include targets as informed by the community participation.
- Le Kgotla was used as a platform to strategise and determine how to monitor performance of the municipality.
- Sustainable and continuity of councillors is very important.
- Councillors are also not capacitated
- Committee system in council is not effective as it should be.
- As the tier of government closest to the people the business of local government is to promote, through municipal structure of governance, the sustainable delivery of basic services and broad-based socio-economic development in all communities and to overcome underdevelopment, marginalisation and poverty in previously neglected communities.
- It is an area of concern- for the new culture to take off, takes time. Culture change is a process not an event. Civic awareness is also work in progress – people have the right expectation.
- Local government leaders must drive the process to determine the targets and objectives. The input for these must come through consultative processes as anticipated in the Systems Act.
- Should Councillors and municipal/City managers concern themselves with identifying and monitoring local, national and perhaps global trend that provide threats and opportunities for the sustainability of their respective municipalities?

When subjected to qualitative content analysis the categories and themes that emerge in respect of market trends and stakeholder relations at the community level are reflected in Figure 12.
Figure 12 Frequency of Mentions: Market Trends & Stakeholder Relations at Community Level
Meeting community needs and having one’s fingers on the pulse received two mentions each. Stakeholder capabilities; formulation of integration; strategic relationships with pressure groups; wards; scientific research; constant community engagement and closeness to reality all received one mention across and by all the respondents.

The researcher likewise selected a number of the recorded views of the respondents for open coding and analysis in this respect. The following statements were selected:

- **“Meeting the needs of the local communities is the only reason for the existence and employment of municipal officials. If they can’t or won’t expend their energies meeting the needs of the people, they deserve to be voted out of office or expelled as they should always remember that they are under a constitutional and legislative obligation to do so”**.

- **It is the responsibilities of municipal officials to not only ensure the delivery of basic services but to encourage local economic development so as to bring about employment opportunities through the private sector. Accordingly these officials must know and understand market trends and developments”**.

The emerging dimensions and their properties are reflects in table 6.

<table>
<thead>
<tr>
<th>Table 6: Understanding market trends and community needs in developmental and sustainable local government</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Theme</strong></td>
</tr>
<tr>
<td>Community needs</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Stakeholder capabilities</td>
</tr>
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<td></td>
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<td></td>
</tr>
</tbody>
</table>
Proposition 6:
A developmental and sustainable local government is possible only when leaders understand and have their fingers on the pulse with respect to community needs through strategic alliances.

The emerging proposition in this regard is that a developmental and sustainable local government framework is possible if leaders are committed and understand their community’s needs and are in constant engagement with their community stakeholders. This keeps leaders close to the reality and helps leaders to align their programs with those of the community.

Perhaps the model exemplified by the Mayor of Johannesburg in communication and stakeholder relationships reported in the Star Newspaper is the sort of approach that municipalities may follow. “Mayor of Johannesburg Amos Masondo along with managers of the city departments and municipal-owned entities (City Power, City Parks and Joburg Water) went on a visit around the city as part of his annual mayoral road show. Masondo indicated that problems identified during the road show would be dealt with (The Star August 26, 2009).

5.1.6 Category and theme 6: Creativity, innovation and community needs

A related subject that the researcher sought to understand from the lived experiences of the respondents was the processes and the extent of creativity that is required by leaders in the promotion of a sustainable and developmental local government. The notes of the researcher in this respect are reflected in box 5 as well.

When these items were subjected to qualitative content analysis, the emerging themes are those reflected in figure 13. With respect to creativity, innovation and community needs as a feature of leadership in advancing a developmental and sustainable local governance framework, in the context of qualitative content analysis, ongoing search for new ideas, greater accountability and IDPs received 2 mentions each by and across all of the respondents. Striving to be ahead, long term planning, scenario planning, greening South
Africa, community empowerment, and the capacity to imagine all received one mention by all and across the respondents.

**Figure 13: Creativity, Innovation & Community Needs Frequency of Mentions**

In respect of open coding the same process of selecting a representative list of statements from the respondent’s recordings was followed. The following statements were selected for analysis and meaning:

- “As the community grows so also do the needs and innovative ideas of the community grow. This makes it necessary for the municipal officials to engage the community to tap on the resources of its citizens to help them meet the complexities of a changing environment”.

- “Municipalities must, therefore, plan from programmes which emanate from other spheres as these are also aimed at the promotion of the needs and interests of local communities. Besides, the fact that the Systems Act compels this kind of engagement with local communities during the planning phases of the municipality, it serves to enrich the ultimate product if it is enriched by such input”.
• “Local government leaders must strive to get the understanding that inputs for a developmental local government must come through consultative processes as anticipated in the Systems Act”.

• “Leaders must be ahead and strive to find new ideas. This requires a capacity to imagine and local government leaders must drive the process.

The themes and categories that arise in this context are reflected in table 7.

Table 7: Assessing community needs with creativity and innovation in a developmental and local governance framework

<table>
<thead>
<tr>
<th>Theme</th>
<th>Dimension</th>
<th>Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Innovation</td>
<td>• Growing communities</td>
<td>• Community resources</td>
</tr>
<tr>
<td></td>
<td>• Consultative processes</td>
<td>• Local community interests</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Meeting the needs of a changing environment</td>
</tr>
<tr>
<td>Change</td>
<td>• Growing communities</td>
<td>• Community empowerment</td>
</tr>
<tr>
<td></td>
<td>• Long range planning</td>
<td>• Community product</td>
</tr>
</tbody>
</table>

Proposition 7:

A developmental and sustainable local government requires innovation and creativity in the establishment of community needs.

The researcher’s proposition is that local government leaders must understand that as communities grow so do their needs grow. This requires creative and innovative consultative ways of assessing community needs that will allow leaders to remain in touch with local community interests. This requires imaginative capacities.

Local Government is the sphere of government closest to the people. The business of local government is to promote, through municipal structures of governance, a sustainable delivery of basic services and broad-based socio-economic development in all communities.
as well as to overcome underdevelopment, marginalisation and poverty in previously neglected communities as earlier suggested by Reddy,(1996).

The ushering in of a developmental local government implies culture change. A new culture takes time to take off. It is process and not an event. Schalk, Campbell and Freese (1998, p.157), describe change as the “deliberate introduction of novel ways of thinking, acting and operating within an organisation, as a way of surviving or accomplishing certain organisational goals”. In this sense they suggest, “Novel” refers to new, different or unique, and as such implies doing or thinking differently.

The concept of change has been widely accepted but there is still a need to educate people more, especially public representatives with regard to how they should discharge their responsibilities hence the researcher’s proposition that local government leaders must understand that as communities grow so do their needs grow. This requires creative and innovative consultative ways of assessing community needs that will allow leaders to remain in touch with local community interests. This requires imaginative capacities.

5.1.7 Category and theme 7: Stewardship, maturity & ethics

The interest of the researcher in this regard revolved around the need to understand the perspectives and views of the respondents in respect of how the respondents understand and interpret their lived experiences of stewardship and ethical leadership in the context of promoting a developmental and sustainable local government. In-depth interview discussions in this regard rotated around the need for stewardship, maturity and ethics as important leadership elements for developmental and sustainable local government. The respondents were requested to share their views and lived experience on the issues of good stewardship, ethics and values in the promotion of a Developmental Local Governance Framework. Box 6 reflects the notes of the researcher in this respect.

When subjected to qualitative content analysis, LOGOLA courses received 2 mentions across and between all the respondents. A code of ethics, monitoring of corruption, the portraying of a good image of a municipality, exemplary leadership, enhancing confidence, balancing act, dexterity, personal development, a human thing to do, a
chatter of positive values, respect and accountability, honesty and trustworthiness, integrity, conduct of SWOT analysis, scenario planning and project future are themes that all received one mention each from all and across the respondents. Figure 14 illustrates the frequency of mention of these themes.

<table>
<thead>
<tr>
<th>BOX (6 a): STEWARDSHIP, MATURITY AND ETHICS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Question:</strong></td>
</tr>
<tr>
<td>To what extend should Councillors and Municipal/City Managers consider multiple alternatives from various perspectives before adopting one or more appropriate course of action?</td>
</tr>
<tr>
<td><strong>Responses</strong></td>
</tr>
<tr>
<td>• They must follow guidelines of the legislation.</td>
</tr>
<tr>
<td>• Consult also with ethics and municipal systems Act as well as Municipal Structure Act.</td>
</tr>
<tr>
<td>• This kind of approach is prescribed in terms of section 78 Systems Act.</td>
</tr>
<tr>
<td><strong>Question:</strong></td>
</tr>
<tr>
<td>Is it wise for Councillors and Municipal/City managers to weight conflicting information and identify ranges of possible appropriate alternatives before making a decision regarding service delivery in the respective municipalities?</td>
</tr>
<tr>
<td>• While this is ideal but this has a potential to create lots of pressure and challenges including tensions.</td>
</tr>
<tr>
<td>• Yes, consider both the internal and external forces which may impact on their decision.</td>
</tr>
<tr>
<td>• Consider both interests of their community and the employees.</td>
</tr>
<tr>
<td>• Ascertain if there are sufficient resources to render desired service delivery.</td>
</tr>
<tr>
<td>• Strictly adhere to Code of Ethics/ Conduct.</td>
</tr>
<tr>
<td>• The following can be done by various political partners- they must discipline deployees.</td>
</tr>
<tr>
<td>• Great need for revolutionary morality must be emphasised.</td>
</tr>
<tr>
<td><strong>Question</strong></td>
</tr>
<tr>
<td>Why is it important for Councillors and Municipal/City Managers to create a culture of appropriate governance in their municipalities and to articulate organisational values in a language everybody can understand?</td>
</tr>
<tr>
<td><strong>Responses</strong></td>
</tr>
<tr>
<td>• While this is ideal, but the disease of immorality is so rife.</td>
</tr>
<tr>
<td>• Should have a very effective communication in a very simple language.</td>
</tr>
<tr>
<td>• Monitoring of councillors by the ANC</td>
</tr>
<tr>
<td>• It has been going on even before the elections</td>
</tr>
<tr>
<td>Question</td>
</tr>
<tr>
<td>----------</td>
</tr>
<tr>
<td>Should Councillors and Municipality / City Managers demonstrate the ability to anticipate the need for change in their municipalities’ and to contextualise the impact of such change, being sensitive to the internal and external dynamics of municipalities?</td>
</tr>
<tr>
<td>How important is it for Councillors and Municipal/City Managers to use insights aligned to their personal purpose of life when making choices that are also aligned with their deepest personal values as they discharge their responsibilities?</td>
</tr>
<tr>
<td>Should Councillors and Municipal/City Managers, in dealing with internal and external players and stakeholders, make use of self-insight and emotional maturity so as to be perceived as acting fairly and consistently in the interest of balancing the individual, community and municipal needs of long term sustainability?</td>
</tr>
</tbody>
</table>
Question
In your opinion, does the above statement resonate with the qualities you associate with effective leaders or are there aspects of the statement that in your opinion do not resonate with qualities you associate with effective leaders?

Responses
- With regard to observations into Africa North Municipalities, South Africa DLG is way ahead compared to most of Africa. Kigali and Entebbe are promising. Egypt, Tunisia and Algeria are better especially on technical and public participation - devolution of power from national to local
- The above statement needs no addition or subtraction as it captures eloquently the essence of effective leadership.

Question
Would you agree or disagree with this statement, and why?

Responses
- Yes.

  I agree with the statement. The existence of the two forms of leadership is meant to ensure that the policies made by the politicians, through the election manifestos, are implemented by technocrats who have the skills to translate those policies into actionable plans and programmes. It is crucial; therefore, the managers and leaders work closely together, fully acquainted with each other’s responsibilities.

Question
Finally, the notion of developmental Local Government sound to be very like the notion of Developmental State, which has gained piquancy in the recent public policy discourse on the role of the state in socio-economic development. Is there a relationship or link between Developmental Local Government and the Developmental State?

Responses
The state is divided between the local, provincial and national spheres of government. What happens at one level should mirror what happens at the other levels, or alternatively complements developments at another. Local government as the closest sphere of governance to the people is crucial to the success of South Africa as a developmental state.
Figure 14 Frequency of Mentions: Stewardship, Maturity & Ethics

- Code of Ethics: 1
- Dexterity: 1
- Logola Courses: 2
- Personal Development: 1
- Scenario Planning: 1
- Project Future: 1
- Conduct SWOT Analysis: 1
- Integrity: 1
- Balancing Act: 1
- Municipal Systems Act: 1
- Human thing to do: 1
- Potray good image of Municipality: 1
- Enhance Confidence: 1
- Exemplary Leadership: 1
- Chatter of Positive Values: 1
- Respect & Accountability: 1
- Honesty & Trustworthiness: 1
- Monitor Corruption: 1
Again as a process of open coding, the researcher selected a few statements as follows:

- “Stewardship is a balancing act that requires training maybe through initiatives such as LOGOLA courses which includes; Emotional Intelligence; Effective Communication; Communal Knowledge; Analytical and Problem Solving”

- “The development of self, a code of ethics and the portrayal of a good image and dexterity on the part of leaders will show exemplary leadership”

- “Leaders should always know that they are accountable to the public. They should be honest, trustworthy and have integrity”.

- “Leaders in this sphere must be guided by and follow the guidelines prescribed by legislation in terms of section 78 of the Systems Act”

- “Councillors and Municipal or City Managers must weight conflicting information and identify ranges of possible appropriate alternatives before making a decision regarding service delivery in the respective municipalities. While this is ideal, it has the potential to create lots of pressure, challenges and tensions.”

- “The disease of immorality is rife. The RDP of the soul as per Madiba (Mandela)’s pronouncement is lacking amongst the DLG leadership. This should permeate throughout the municipality but it remains a challenge.”

- “Councillors of the ANC should be monitored in respect of their participation in council committees, political activism and serving their constituencies and the personal improvement of the councillor in their own development in order to portray a good image of the municipality and enhance the confidence of the community in the municipality”.

- “Given that most councillors are not well educated, the initiatives of MLDP such as LOGOLA are very important initiatives and they must be encouraged and supported. Almost 70% of the councillors are illiterate. Emotional Intelligence,
Analytical Problem Solving, Effective Communication and Communal Knowledge
Processes must be encouraged”.

The themes and categories that arise in this regard are indicated in table 8.

Table 8: Stewardship, ethics and maturity

<table>
<thead>
<tr>
<th>Theme</th>
<th>Dimension</th>
<th>Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>LOGOLA courses</td>
<td>• Self development</td>
<td>• Effective communication</td>
</tr>
<tr>
<td></td>
<td>• Emotional intelligence</td>
<td>• Communal knowledge</td>
</tr>
<tr>
<td></td>
<td>• Problem solving</td>
<td>• Dexterity</td>
</tr>
<tr>
<td></td>
<td>• Decision-making</td>
<td>• Maturity</td>
</tr>
<tr>
<td>Code of ethics</td>
<td>• Integrity</td>
<td>• Exemplary leadership</td>
</tr>
<tr>
<td></td>
<td>• Honesty and trustworthiness</td>
<td>• Image of municipality</td>
</tr>
<tr>
<td></td>
<td>• Positive values</td>
<td>• Respect and accountability</td>
</tr>
<tr>
<td></td>
<td>• Immorality</td>
<td>• Balancing act</td>
</tr>
<tr>
<td></td>
<td>• RDP of the soul</td>
<td>• Community confidence</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Public accountability</td>
</tr>
</tbody>
</table>

Proposition 8:
A stewardship and mature set of leadership for a developmental and sustainable local government must be underpinned by personal leadership development programs that are rooted in morality and ethics.

It is the researchers proposition that a mature leadership that puts stewardship as a prerequisite to service delivery must be developed and supported through personal development programs that are rooted in moral and ethical values in order to sustain the integrity of local government leaders. Trust and honesty are paramount for exemplary leadership in local and developmental local government in order to sustain community confidence in the leadership.
Stewardship in a developmental and sustainable local government is a function of leadership that is exemplary and is driven by values of honesty, integrity, being trustworthy and self confident leadership.

Van Aswegen & Engelbrecht (2009,p.222), cite Bass & Avolio (1994) suggest that “Leaders are truly transformational when they increase awareness of what is right, good and important, and when they raise followers into leaders who go beyond self-interest for the good of the organisation.” Within the context of a Developmental Local Government, this point was emphasised by the respondents.

Van Aswegen & Engelbrecht (2009, p. 221) further suggest that corrupt behaviour is not impulsive, it is a premeditated act. The extent of corruption and unethical behaviour in municipalities is a worrying factor that limits the acceleration of a developmental local government.

As earlier indicated service delivery protests escalated in the past two years and one of the major issues in this regard was the problem of corruption and unethical leadership behaviour. The spate of service delivery protests that were reported in the media in the last two years traced corruption amongst councillors and officials as one of the primary reasons for the lack of service delivery.

The Star published several articles in this regard. The newspaper reported for instance as follows “No end to fiery Standerton protests as Sakhile township residents are incensed by a failure to act on a forensic audit highlighting corruption, fraud and maladministration within the local council”. The Star October 13, 2009 (Beauregard Tromp).

Indaka Municipal Manager Milton Mbhele has been suspended from his job “over-the-top spending” of R600 000 on the funeral of Mayor Phumlani Mpungose, who died in June. Mr Mbhele learnt of the suspension when reporting for work on Monday after he had a lavish wedding in which he married four women and slaughtered eight cattle as part of the festivities on the weekend. The Star October 1, 2009 (Sibusiso Mboto)
A top level ANC report reveals how political infighting, corruption and nepotism within its ranks had brought municipalities in the North West to the brink of collapse. The report warns that the ANC ability to direct the government in the province is a severe threat and urges the National Leadership to intervene. The Star August 21, 2009 (Xolani Mbanjwa)

This highlights the importance of and power of sound ethical values for preventing unethical behaviour. The Batho-Pele( People First) principles, read with the constitution, place this obligation upon local government leaders. It is these core values and ethics that are advocated for in the 3D leadership competency model (Verwey, 2006, p.23) hence the researchers proposition that a mature leadership that puts stewardship as a prerequisite to service delivery must be developed and supported through personal development programs that are rooted in moral and ethical values in order to sustain the integrity of local government leaders. Trust and honesty are paramount for exemplary leadership in local and developmental local government in order to sustain community confidence in the leadership.

5.1.8 Category and theme 8: Financial, resource management and information processing

With respect to financial, resource management and information processing the researcher’s interest was to understand the views of the respondents in respect of the need for leaders to be au fait with financial, resources and information processing in the promotion of a developmental and sustainable local government. The respondents were requested to share their views on the need for proper budgetary processes, financial management and the efficient management of resources and information processing in the promotion of a Developmental Local Governance Framework.

The notes of the researcher from the interview schedule are recorded in box 7. When subjected to qualitative content analysis, the themes that emerged from the range of responses recorded are reflected in figure 15.
**Question**: Is it absolutely necessary for Councillors and Municipal/City Managers to ensure that proper budgetary structures and financial regulations are developed for the municipality as a whole within the context of the relevant legislation?

**Responses**:

- The IDP is a statutory requirement to inform budgets.
- It should include targets as informed by the community participation.
- Le Kgotla was used as a platform to strategise and determine how to monitor performance of the municipality.
- Sustainable and continuity of councillors is very important.
- Councillors are also not capacitated.
- Committee system in council is not effective as it should be.
- As the tier of government closest to the people the business of local government is to promote, through municipal structure of governance, the sustainable delivery of basic services and broad-based socio-economic development in all communities and to overcome underdevelopment, marginalisation and poverty in previously neglected communities.
- It is an area of concern for the new culture to take off, takes time. Culture change is a process not an event. Civic awareness is also work in progress – people have the right expectation. Local government leaders must drive the process to determine the targets and objectives.
- The input for these must come through consultative processes as anticipated in the Systems Act.
- Should Councillors and municipal/City managers concern themselves with identifying and monitoring local, national and perhaps global trend that provide threats and opportunities for the sustainability of their respective municipalities?
- Yes through constant interaction with internal and external stakeholders.
- The CFO who reports to the Municipal Manager.
- Internal Committee (Audit) and external Auditors to ensure compliance with GAAP & legislation.
- There is sufficient working knowledge of the Municipal Finance Act.
- Should Councillors and City/ Municipal Managers adhere to requirements of budgeting process, including drawing up realistic budget, monitoring finances and reporting of budgets?
- The IDP was used by the members of the Mayoral Committee, should ensure that there is an effective monitoring.

**Question**

Would you agree that Councillors/City Managers should control all municipal resources by defining organisational structure and systems of governance to serve as a filter for complexity and turbulence so as to ensure long-term sustainability for municipalities?

- Yes, Managers always fought about access to resources to build internal empires.
- Yes, draw-up Strategic Developmental and Budget Implementation Plan.
- Get the resources which are needed to achieve the Implementation Plan.
- Ensure that human resources match the Implementation Plan.
- Ensure strict adherence to municipal Finance Act.
- Should councillors and Municipal/City managers take appropriate action to ensure optimum utilisation of municipal resources, and that resource plans are executed in terms of the municipality’s strategic plans or Integrated Development Plan (IDP)?
- Yes, in order to avoid under spending – a score card was developed to monitor this on quarterly intervals – relate that to the IDP.
- Encourage the leadership to rate this, not to return money to Treasury, while there is under development.
- Yes, determine KPA’s
- Conduct regular assessment to ascertain if plans are still on course.
- Make timeous intervention where there are deviations from the plan from the plan.
- Ensure there are sufficient resources to implement.
- Exercise financial and leadership discipline and strict adherence to Municipal Finance.
**BOX 7 (b): INFORMATION PROCESSING**

**Question:**
To what extent should Councillors and Municipal / City managers be able to integrate and connect the seemingly un-connectable information that may impact on the mandates of their respective municipalities?

**Responses**
- This is a very difficult point especially to balance what the internal programme of action has been determined and the external force from political parties create a problem especially as to whom it must be awarded to.

They must integrate all relevant information to the full extent

**Question:**
Would you agree with the claim that Councillors and Municipal/ City Managers should be able to analyse issues, test propositions, identify and connect related and apparently unrelated variables using ambiguous and contradictory information in making decisions about service delivery in their municipalities?

- Yes, but to balance all forces who believe they have a say into the municipal is always a problem.
- Yes, hence the need for the recruitment and appointment of skilled personnel / Councillors.
- On a regular basis conduct a SWOT analysis.
- Continuously review the IDP.
- For better coordination and improvement of mass service delivery – understanding the strategic Agenda; screen projects and determine which one will form part of key performance area for a particular financial year.

**Question:**
To what extend should Councillors and Municipal/City Managers consider multiple alternatives from various perspectives before adopting one or more appropriate course of action?

**Responses**
- They must follow guidelines of the legislation.
- Consult also with ethics and municipal systems Act as well as Municipal Structure Act.
- This kind of approach is prescribed in terms of section 78 Systems Act. Is it wise for Councillors and Municipal/City managers to weight conflicting information and identify ranges of possible appropriate alternatives before making a decision regarding service delivery in the respective municipalities?
- While this is ideal but this has a potential to create lots of pressure and challenges including tensions.
- Yes, consider both the internal and external forces which may impact on their decision.
- Consider both interests of their community and the employees.
- Ascertain if there are sufficient resources to render desired service delivery.

Strictly adhere to Code of Ethics/ Conduct.
- The following can be done by various political partners- they must stern firm of discipline of their deployees. Great need for revolutionary morality must be emphasised.
Figure 15 Frequency of mentions: Financial & Resource Management and Information Processing
Legislative constraints received two mentions across and between all of the respondents. Training on the Municipal Finance Management Act (MFMA), having a working knowledge of the MFMA, an integrated approach, monitoring of changes, impact assessment, legislative guidelines, limits of legislation to debate, constrains of legislation, budget and implementation plan, matching human resources and implementation plan and to adherence to the MFMA all received one mention between and across the respondents.

Again, based on the process of open coding the following statements in this respect were selected from the recordings by the researcher:

- “Financial and resource management is important. This should not be done only as an empire building initiative for managers. Strategic developmental and budget implementation plans must be developed and the resources which are needed to achieve the implementation plan must be sought.”

- “It is important that human resources match the implementation plans”.

- “Strict adherence to the Municipal Finance Management Act must be ensured. Under spending and roll over of allocated funds must be avoided and monitored in relation to the IDP”.

- “Efficient resource management will uphold a positive image of the municipality and ensure that the community has confidence and respect for the municipality. It will foster good governance which will result in respect in the eyes of the community and stakeholders in general”.

- “The municipality must focus its efforts and resources on improving the quality of life of our communities, especially those members and groups that are most often marginalized or excluded, such as women, disabled people and very poor people”.

- “The allocation of resources should not be exclusively dedicated to the previously disadvantaged areas. This must not be done to the neglect of established areas.”
Established areas must be looked after as they can sustain underdeveloped areas. These areas must not be allowed to disintegrate and be in a state of disrepair.

- “National and Provincial spheres of government can only implement their programmes at local government”

The emergent dimension and properties that arise as a result of open coding analysis are reflected in table 9.

Table 9: Financial, Resource Management and information processing in promoting a developmental and sustainable local governance framework

<table>
<thead>
<tr>
<th>Theme</th>
<th>Dimension</th>
<th>Properties</th>
</tr>
</thead>
</table>
| Legislation         | • MFMA
                    | • IDP
                    | • Budget implementation
                    | • Service delivery                           | • Resource management
                    | • Resource allocation            | • Adherence
                    | • Information flow              | • Planning
                    | • Good governance               | • Community confidence                   |
| Human resources     | • People                      | • Quality of life of the disadvantaged
                    |                                               | • Women and people with disabilities       |

Proposition 9:

Legislative provisions undergird financial, resource and information processes in the promotion of a developmental and sustainable local government.

A sustainable local and developmental governance framework must be supported by enabling legislation to build confidence of good governance in communities.
Financial, resource management and information flow are a significant contribution for leaders to have as these contribute positively to a developmental and sustainable local government. Legislative imperatives are in places that reinforce this aspect of a developmental and sustainable local governance framework. The efficient management of these resources ensures the delivery of basic services and results in increasing the credibility of the municipality with its publics.

Pretorius & Schurink (2007, p.26), suggest that the effective utilization of funds, resources and expertise is an important success factor for the district municipality to work towards. Elsewhere, Pretorius and Schurink (2007, p.46) posit that the only way to expedite producers is to change the administrative mentality of the municipality to that of a developmental mentality. More emphasis must be placed on project implementation and delivery of services to the community.

5.2 THE “3D” LEADERSHIP COMPETENCY MODEL EMERGENT THEORY

In order to arrive at a cogent emergent theory with respect to the leadership attributes that are required for a developmental and sustainable governance framework and their related competencies, the researcher compared the “3D” Leadership competency model and leadership literature against the dictates of the White Paper and the evidence that has been generated through qualitative research. This comparison established critical gaps between the dictates of the White Paper, the literature reviewed and the respondent views in respect of a developmental and sustainable local government. The researcher then imposed the propositions that have evolved through the research process to suggest as emergent theory, the attributes and their related competencies.

For the sake of emphasis, Verwey (2006,p.27), suggests a generic framework for leadership competencies that integrates the views of transactional, transformational and transcendental leadership theories into a three (3) dimensional theoretical framework that defines competencies that lead to the management of self, others, teams and the organisation. These are referred in table 10. Smit H & Caster L (2003), define competence as encapsulating the terms knowledge, skills, abilities and behaviours that are required to perform a job successfully. They define
competencies as referring to the knowledge, skills, abilities and behaviours that are required for success in a leadership role. The researcher has referred to the term attributes to indicate the character of people that are required or those that show a specific set of leadership competencies as defined by Smith & Carstern L. (2003) and Verwey (2006). The leadership model, against which the researchers’ emergent theory is based in relation to the 3 dimensions of leadership and their related competencies, is reflected in table 10.

Table 10: “3D” Competency Leadership Model

<table>
<thead>
<tr>
<th>3-D Model Dimension</th>
<th>Competency</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transactional</td>
<td>Business insight</td>
<td>Understanding the nature of the industry. Organisation, department and section at a sufficient level of detail that will ensure sustainable value adding</td>
</tr>
<tr>
<td></td>
<td>Financial Management</td>
<td>Making the most of the financial resources at one’s disposal, always within the context of what is both ethical and legal</td>
</tr>
<tr>
<td></td>
<td>Information processing</td>
<td>Looking for, gatherings and processing relevant information in order answer particular business questions within operational and time constraints</td>
</tr>
<tr>
<td></td>
<td>Exercising judgement</td>
<td>Utilising appropriate information to make decisions that support and add value to the long and short term strategies, objectives and plans of the organisation</td>
</tr>
<tr>
<td></td>
<td>Resource Management</td>
<td>Planning, organising, monitoring and co-ordinating resources in order to meet business goals optimally and ensure operational efficiency</td>
</tr>
<tr>
<td>Transformational</td>
<td>Communication</td>
<td>Creating shared meaning through appropriate oral, written and non-verbal communication.</td>
</tr>
<tr>
<td></td>
<td>High Performance teaming</td>
<td>Achieving objectives and results by bringing together and working effectively with diverse groups. Realising that own world of knowledge, truth, values and personal preferences can stand in complimentary relationship with those of others.</td>
</tr>
<tr>
<td></td>
<td>Relationship management</td>
<td>Building and maintaining relationships with internal and external stakeholders based on a spirit of partnership to support business results.</td>
</tr>
<tr>
<td></td>
<td>Customer and market orientation</td>
<td>Directing energy towards satisfying customer needs. Creating and exploiting business opportunities by positioning the organisation and its products and service in a positive manner</td>
</tr>
<tr>
<td></td>
<td>Innovation and creativity</td>
<td>Being imaginative and proactive in identifying problems, issues and opportunities and take appropriate action.</td>
</tr>
<tr>
<td>Transcendental</td>
<td>Representing the organisation</td>
<td>Creating and maintaining a positive image of the organisation amongst internal and external role players (both present and potential) such as employees, colleagues, customers, suppliers, competitors and partners.</td>
</tr>
<tr>
<td></td>
<td>Ethics and governance</td>
<td>Consistently behaving in an ethical manner so as to create a climate of trust. Aligning oneself with business strategies, values, processes etc.</td>
</tr>
<tr>
<td></td>
<td>Resilience</td>
<td>Responding positively to organisational changes and/or business setbacks and the willingness to accept and adapt to changes in the workplace.</td>
</tr>
<tr>
<td></td>
<td>Self Development</td>
<td>Identifying personal competency and capability gaps and putting personal effort into addressing them.</td>
</tr>
<tr>
<td></td>
<td>Emotional maturity</td>
<td>Exercising sound and reasoned judgement based on self – insight, emotional maturity and a need to enhance own condition to organisational objectives through self development</td>
</tr>
</tbody>
</table>
In figure 15 (a) and 15(b), based on the review of the 3-D leadership competencies descriptions presented by Verwey (2006), which the research sought to verify through the qualitative survey, respondents articulated the transformational leadership dimensions and categories and their properties in the context of a developmental local government as those that related to communication, teamwork, relationship management, market trends and stakeholder analysis at the community level and creativity and innovation as defined by the model.

5.2.1 Transformational leadership dimension

The categories that were typified by the respondents for effective communication as a category of transformational leadership dimension for a developmental and sustainable local government constitute the use of IDP’s, local ward committees, constituency offices, mayoral road shows, project consolidate, community mobilization meetings, media briefings, customer satisfaction surveys and Imbizos.

The properties of high performance teams again, as typified by the respondents, constitute of council committees, business & small traders, mayoral committees, institutions of traditional leadership and team building.

Relationship management constitutes of City to City agreements, the mobilisation of resources, collective approach, aspirations of leadership development, alignment of programs and the strengthening of partnerships.

Market trends & stakeholder relations at community level constituted of stakeholder capabilities, the formulation of integration, strategic relationships with pressure groups, wards, meeting of community needs, having ones fingers on the pulse of community needs, scientific research, constant community engagement, and being close to reality.

As regard creativity, innovation & community needs, long term planning, scenario planning, greening the south, capacity to imagine, ongoing search for new ideas, strive to be ahead, community empowerment, greater accountability and IDP’s.

5.2.2 Transactional leadership dimension

The main category that was typified by respondents under this dimension of transactional leadership related to financial, resources management and information process. The related properties that were identified by the respondents are the need for training on the
Municipal Finance Management Act (MFMA) and the adherence thereto, having a working knowledge of the MFMA, using an integrated approach, monitoring changes, impact assessment, legislative guidelines and its limitations to debate, budget and implementation plans and the matching of Human Resources with same.

5.2.3 Transcendental leadership dimension

The main category under this dimension of leadership for a developmental and sustainable local government that was typified by the respondents was stewardship, maturity and ethical leadership. The properties of this category are the monitoring of corruption, following the prescriptions of the Municipal Systems Act, humanness, the portraying of a good image of a municipality by leaders in local government and showing exemplary leadership, having a chatter of positive values, respect and accountability, being honest and trustworthy, integrity, the ongoing assessment of the leadership’ strength, weaknesses, opportunities an threats (SWOT analysis), projecting the future, scenario planning, personal development, LOGOLA course, dexterity, a code of ethics and balancing ones’ act. Clearly from the respondents view, a developmental and sustainable local governance framework has a preponderance of transformational leadership qualities. Transactional leadership qualities are seen to be largely a legislative function and the adherence to the wide range of legislative prerogatives that have been put in place. Transcendental leadership qualities are also articulated as an important feature of a developmental and sustainable local government framework.

5.3 3-D LEADERSHIP DIMENSION EMERGENT THEORY FOR A DEVELOPMENTAL AND SUSTAINABLE LOCAL GOVERNANCE FRAMEWORK

A review of the model against existing literature on the subject of leadership was imposed by the researcher to explore further competencies and attributes that could attribute to a developmental and sustainable local governance framework. This revealed a number of other competencies that are articulated in figures 16 (a) for transformational leadership, 16 (b) for transactional leadership and 16 (c) for transcendental leadership. For each of these competencies the researcher identified a number of attributes that are recommended for a developmental and sustainable local government. Lastly in figures 17(a), 17 (b) and 17(c), the researcher imposes propositions that were developed in open coding as recommendations for linking the attributes with actions that have and must be undertaken to realise the notion of developmental and local governance as outlined in the White Paper.
Figure 15 (a) RESPONDENTS VIEWS ON 3D LEADERSHIP DIMENSIONS: TRANSFORMATIONAL LEADERSHIP
Figure 15 (b) RESPONDENTS VIEWS ON 3D LEADERSHIP DIMENSIONS: TRANSACTIONAL AND TRANSCENDENTAL LEADERSHIP

**TRANSACTIONAL LEADERSHIP DIMENSION & PROPERTIES**

- Financial Resource Management & Information Processing
  - Training on MFMA
  - Working knowledge of MFMA
  - Integrated approach
  - Monitoring of changes
  - Impact assessment
  - Legislative guidelines
  - Limits of legislation to debate
  - Constraints of legislation
  - Budget and implementation plan
  - Match HR and implementation plan
  - Adhere to MFMA

**TRANSCENDENTAL LEADERSHIP DIMENSION & PROPERTIES**

- STEWARDSHIP, MATURITY & ETHICS
  - Monitor corruption
  - Municipal systems Act
  - Human things to do
  - Portray good image of municipality
  - Enhance confidence
  - Exemplary leadership
  - Chatter of positive values
  - Respect and accountability
  - Honesty and trustworthiness
  - Integrity
  - Conduct SWOT analysis
  - Project future
  - Scenario planning
  - Personal development
  - Log In courses
  - Dexterity
  - Code of ethics
  - Balancing acts
FIGURE 16 (a) RESEARCHERS’ EMERGENT THEORY OF “3D” ATTRIBUTES: TRANSFORMATIONAL LEADERSHIP

TRANSFORMATIONAL LEADERSHIP

COMPETENCIES

• Understanding self and others
• Communicating effectively
• Living with change
• Thinking creatively
• Creating change
• Vision
• Sense of mission
• Pro-active
• Planning and goal setting
• Designing and organising
• Delegating effectively
• Developing subordinates
• Building teams
• Using participative decision-making
• Managing conflict
• Monitoring personal performance
• Managing collective performance
• Personal attention
• Maintaining a power base
• Negotiating agreements
• Presenting ideas
• Communication
• Relationship management
• Customer and market orientation
• Innovation and creativity

PROPERTIES

Managing self
Managing and leading others
Manage and lead teams
Manage and lead organisations

ATTRIBUTES

• Consistency
• Integrity
• Charisma
• Confidence
• Inspiring & motivating
• Trust
• Intellectual stimulation
• Flexibility
• Lateral thinking
• Loyalty
• Passion
• Humility
• Emotional intelligence
• Empathy
• Humane
• Tenacity
• Pragmatic & Idealistic
• Energy
• Dignity
• Respect
FIGURE 16(b) RESEARCHERS’ EMERGENT THEORY OF “3D” ATTRIBUTES: TRANSACTIONAL LEADERSHIP

TRANSACTIONAL LEADERSHIP

COMPETENCIES

- Helps followers
- Accomplishes the desired results
- Guide and motivate followers
- Negotiation, agreement and commitment
- Presenting ideas
- Arbitrage
- Working productively
- Fostering a productive environment
- Managing time and stress
- Control rewards
- Planning and goal setting
- Designing and organising
- Delegating effectively
- Monitoring personal performance
- Managing collective performance
- Managing Projects
- Designing work
- Managing across functions
- Builds partnerships
- Business insight
- Financial management
- Information processing
- Exercising judgement
- Resource management

PROPERTIES

Managing self
Managing and leading others
Manage and lead teams
Manage and lead organisations

ATTRIBUTES

- Contingent
- Broker
- Producer
- Icon
- Task focused
- Self sufficient
- Assertive
- Need for achievement
- Energy
- Dignity
- Respect and kindness
- Influence
FIGURE 16 (c) RESEARCHERS’ EMERGENT THEORY OF “3D” ATTRIBUTES: TRANSCENDENTAL LEADERSHIP

- Personal employee development
- Support personal identity
- Eradication of fear, anxiety, despair and sense of isolation
- Openness
- High quality of communication
- Collaboration
- Service orientation
- Purposeful
- Expanded sense of identity and awareness
- Ability to choosing right from wrong
- Representing the organisation
- Ethics and governance
- Resilience
- Self development
- Emotional maturity

Managing self
Managing and leading others
Manage and lead teams
Manage and lead organisations

- Spiritual
- Value-based
- Ethical
- Innovation
- Visionary
- Moral
- Faith
- Conscious
- Principled
- Integrity
- High sense of self
- Personal holistic wellness
FIGURE 17 (a) TRANSFORMATIONAL LEADERSHIP COMPETENCIES, ATTRIBUTES AND PROPOSITIONS

TRANSFORMATIONAL LEADERSHIP AND
A DEVELOPMENTAL LOCAL GOVERNMENT

COMPETENCIES

- Understanding self and others
- Communicating effectively
- Living with change
- Thinking creatively
- Creating change
- Vision
- Sense of mission
- Pro-active
- Planning and goal setting
- Designing and organising
- Delegating effectively
- Developing subordinates
- Building teams
- Using participative decision-making
- Managing conflict
- Monitoring personal performance
- Managing collective performance
- Personal attention
- Maintaining a power base
- Negotiating agreements
- Presenting ideas
- Communication
- Relationship management
- Customer and market orientation
- Innovation and creativity

ATTRIBUTES

- Consistency
- Integrity
- Charisma
- Confidence
- Inspiring & motivating
- Trust
- Intellectual stimulation
- Flexibility
- Lateral thinking
- Loyalty
- Passion
- Humility
- Emotional intelligence
- Empathy
- Humane
- Tenacity
- Pragmatic & Idealistic
- Energy
- Dignity
- Respect

PROPOSITION

- Disciplined cadre of leadership is required for a developmental local government
- Good communication between leaders and followers
- Building team and the promotion of team work
- Enhancement of relationship management in the three spheres of government
- Fingers on the pulse through strategic alliances
- Innovation and creativity in the establishment of community needs
FIGURE 17(b) TRANSACTIONAL LEADERSHIP COMPETENCIES, ATTRIBUTES AND PROPOSITIONS

TRANSACTIONAL LEADERSHIP AND A DEVELOPMENTAL LOCAL GOVERNMENT

COMPETENCIES
- Helps followers
- Accomplishes the desired results
- Guide and motivate follower
- Negotiation, agreement and commitment
- Presenting ideas
- Arbitrage
- Working productively
- Fostering a productive environment
- Managing time and stress
- Control rewards
- Planning and goal setting
- Designing and organising
- Delegating effectively
- Monitoring personal performance
- Managing collective performance
- Managing Projects
- Designing work
- Managing across functions
- Builds partnerships
- Business insight
- Financial management
- Information processing
- Exercising judgement
- Resource management

ATTRIBUTES
- Contingent
- Broker
- Producer
- Icon
- Task focussed
- Self sufficient
- Assertive
- Need for achievement
- Energy
- Dignity
- Respect and kindness
- Influence

PROPOSITION
- Personal leadership development program rooted in morality and ethics
- Fingers on the pulse through strategic alliances
- Recognition of broadened role of DLG and acquire requisites
- Legislative provisions undergird resource and information process
FIGURE 17(c) TRANSCENDENTAL LEADERSHIP COMPETENCIES, ATTRIBUTES AND PROPOSITIONS

TRANSCENDENTAL LEADERSHIP AND A DEVELOPMENTAL LOCAL GOVERNMENT

COMPETENCIES

- Personal employee development
- Support personal identity
- Eradication of fear, anxiety, despair and sense of isolation
- Openness
- High quality of communication
- Collaboration
- Service orientation
- Purposeful
- Expanded sense of identity and awareness
- Ability to choose right from wrong
- Representing the organisation
- Ethics and governance
- Resilience
- Self development
- Emotional maturity

ATTRIBUTES

- Spiritual
- Value-based
- Ethical
- Innovation
- Visionary
- Moral
- Faith
- Conscious
- Principled
- Integrity
- High sense of self
- Personal holistic wellness

PROPOSITION

- Personal leadership development program rooted in morality and ethics
- Legislative provisions undergird resource and information process
- Disciplined cadre of leadership is required for a developmental local government
5.3.1 Transformational leadership competencies attributes and propositions

Deriving from the review of literature, in-depth interviews and juxtaposing the 3-D leadership model against the findings of the study acquired during the field study to answer the question of what kind of leadership competencies and their attributes are required for a sustainable and developmental governance, the researcher agrees with the views of Verwey(2006), Khoza(2005) Robbins (2009), Evers ( 2000), Evers and Gabrielle, 1996) Ivancevich and Matteson, (1998) and Quinn(1988) that from a transformational leadership point of view the following constitute some of the major competencies that are required for this kind of leadership: understanding self and others; communicating effectively; living with change, thinking creatively; creating change, having vision and a sense of mission, being pro-active, planning and goal setting, designing and organising, delegating effectively developing subordinates, building teams; using participative decision-making, managing conflict, monitoring personal performance, managing collective performance; giving personal attention to others, maintaining a power base, negotiating agreements; presenting ideas; relationship management; being customer and market orientation and being innovation and creative.

To cite Neuschel (2005, p.25) again, “The leaders must inspire people to climb hills, but must most, if not at all times pick the right hills to climb” Mandela ( 2006, p.715), in his book Long Walk to Freedom writes “.. I have discovered the secret that after climbing a great hill, one only finds that there are many more hills to climb”. This to a large extent leads to the articulation of the attributes that define transformational leaders. These envisaged attributes for developmental and sustainable local governance suggest that leaders are; consistent; have integrity, charisma, confidence; are inspiring & motivating, can be trusted, are intellectually stimulating, flexible and are lateral thinkers. They are loyal, passionate about what they do, are humble, have emotional intelligence, empathy, are humane, have tenacity, are pragmatic yet idealistic, have energy, dignity and respect

It is in this context that the researcher posits the following propositions as possible actions that would need to be taken into account if the dictates of the developmental and local government were to be achieved through transformational leadership.
(a) Leadership and service delivery for a developmental and sustainable local government requires a disciplined cadre of leadership. This proposition suggests that service delivery in a developmental and sustainable local government cannot see the light of day without a disciplined cadre of leadership. Such leadership must be knowledgeable, and able to communicate effectively to encourage community involvement. Good leadership is synonymous with good governance.

(b) A developmental and sustainable local government requires good communication between leaders and followers. This proposition simply points to the fact that there can be no successful local and sustainable local governance without good communication between the leaders and followers. Leaders must communicate, communicate, communicate and communicate.

(c) A high performance culture in a developmental and sustainable local government must be sustained by the promotion of team work. Team work is a necessary element to promoting a high performance culture in a developmental and local government. The IDP processes that are prescribed by the white paper on the developmental local government emphasise a working together or team approach to service delivery.

(d) A developmental and sustainable local government is depended on the enhancement of relationship management between stakeholders in the three spheres of government. The researcher’s proposition is that relationship management in the seamlessness of the three spheres of government is a key determinant in the promotion of a developmental and sustainable local governance framework.

(e) A developmental and sustainable local government is possible only when leaders understand and have their fingers on the pulse with respect to community needs through strategic alliances. The proposition in this regard is that a developmental and sustainable local government framework is possible if leaders are committed and understand their community’s needs and are in constant engagement with their community stakeholders. This keeps leaders close to the reality and helps leaders to align their programs with those of the community.

(f) A developmental and sustainable local government requires innovation and creativity in the establishment of community needs. The researcher’s proposition is that local
government leaders must understand that as communities grow so do their needs grow. This requires creative and innovative consultative ways of assessing community needs that will allow leaders to remain in touch with local community interests. This requires imaginative capacities.

5.3.2 Transactional leadership competencies attributes and propositions

Weighted with the literature reviewed and Verwey (2006) view, the researcher agrees that the main competencies that relate to transactional leadership include; helping followers, accomplishing the desired results, guiding and motivating followers, negotiation agreement and showing commitment to the cause, presenting ideas, arbitrage, working productively, fostering a productive environment, managing time and stress, controlling rewards, planning and goal setting, designing and organising, delegating effectively, monitoring personal performance, managing collective performance, managing projects, designing work, managing across functions, building partnerships, having business insight, financial management, information processing, exercising judgement and resource management. Mbigi’s words are instructive in this regard as he asserts that “The role of leadership is to develop the cultural capital and mindset of the organisation, thereby ensuring extra ordinary performance” (Mbigi, 2005).

Concomitantly, the attributes that accompany these competencies are; contingency, acting as a broker, producer and icon, being task focussed, self sufficient, assertive, have a need for achievement, energy, dignity, respect, kindness and influence.

In this respect the researcher posits the following propositions;

(a) Leaders in local government must recognise that the scope of local government has broadened in the notion of a developmental and sustainable local governance framework and must have the requisite skills to meet this challenge. The burden of a developmental local government has broadened to not only the provision of basic services such as water, electricity and sanitation but has grown to include the totality of all the requirements for the development of communities i.e. social and economic development. Leaders in this sphere of government must
understand the new nature of municipalities and acquire appropriate skills to meet
the new challenges

(b) A developmental and sustainable local government is possible only when leaders
understand and have their fingers on the pulse with respect to community needs
through strategic alliances. The proposition in this regard is that a developmental
and sustainable local government framework is possible if leaders are committed
and understand their community’s needs and are in constant engagement with their
community stakeholders. This keeps leaders close to the reality and helps leaders
to align their programs with those of the community.

(c) A stewardship and mature set of leadership for a developmental and sustainable
local government must be underpinned by personal leadership development
programs that are rooted in morality and ethics. It is the researchers proposition
that a mature leadership that puts stewardship as a prerequisite to service delivery
must be developed and supported through personal development programs that are
rooted in moral and ethical values in order to sustain the integrity of local
government leaders. Trust and honesty are paramount for exemplary leadership in
local and developmental local government in order to sustain community
confidence in the leadership.

(d) Legislative provisions undergird financial, resource and information processes in
the promotion of a developmental and sustainable local government. A
sustainable local and developmental governance framework must be supported by
enabling legislation to build confidence of good governance in communities.

5.3.3 Transcendental leadership competencies attributes and propositions

Personal employee development, supporting of personal identity, eradication of
fear, anxiety, despair and sense of isolation, openness, a high quality of
communication, collaboration, service orientation, being purposeful, having an
expanded sense of identity and awareness, the ability to choosing right from
wrong, representing the organisation, ethical and good governance, resilience, self
development and emotional maturity, trust, truth and spirituality are key
Khoza (2005), Verwey, (2006). Perhaps Maxwell (2007), analogy makes this point. He asserts that “The only thing that walks back from the tomb with the mourners and refuses to be buried is the character of a man. This is true. What a man is survives him. It can never be buried”

The requisite attributes in this regard are: spirituality, being value-based, ethical, showing innovation, being visionary, moral, having faith in yourself and others, conscious, being principled, and having integrity, a high sense of self and personal holistic wellness. Perhaps Mandela’s reference in calling for an RDP of the souls resonates with this approach.

In this regard the researcher posits the following propositions:

(a) A stewardship and mature set of leadership for a developmental and sustainable local government must be underpinned by personal leadership development programs that are rooted in morality and ethics. It is the researchers proposition that a mature leadership that puts stewardship as a prerequisite to service delivery must be developed and supported through personal development programs that are rooted in moral and ethical values in order to sustain the integrity of local government leaders. Trust and honesty are paramount for exemplary leadership in local and developmental local government in order to sustain community confidence in the leadership.

(b) Legislative provisions undergird financial, resource and information processes in the promotion of a developmental and sustainable local government. A sustainable local and developmental governance framework must be supported by enabling legislation to build confidence of good governance in communities.

(c) Leadership and service delivery for a developmental and sustainable local government requires a disciplined cadre of leadership. This proposition suggests that service delivery in a developmental and sustainable local government cannot see the light of day without a disciplined cadre of leadership. Such leadership must be knowledgeable, and able to communicate effectively to encourage community involvement. Good leadership is synonymous with good governance.
6. CONCLUSION

In this chapter the researcher has outlined the qualitative content analysis results of the field study. These results are subjected to open coding that point to a number of themes that arise in the study including the characterisation of a developmental local governance framework, communication for a developmental local governance framework, high performance team work in a developmental local government, relation management, market trends and stakeholder relations at the community level, creativity and innovation in assessing community needs, stewardship, ethics and maturity of leadership, finance, resource management and information processing. These aspects are discussed and linked to literature review to establishing the gaps that exist insofar as the achievements of the dictates of the white paper on local government and whether these subsist under the ANC leadership and the precepts of the RDP that preceded and/or are espoused by the White Paper.

The chapter also juxtaposes the theoretical framework of the study and the respondent’s views and proposes a number of propositions to realise the dictates of developmental governance. These propositions emerge as the grounded theory that supports the 3- D leadership model by pointing out a number of competencies and the requisite attributes that have emerged from the study.

In conclusion a review of the respondent’s responses suggests a number of findings. Firstly, respondents agree that the key performance areas for a developmental local government as envisaged in the White Paper on a developmental Local Government of 1998 include the delivery of basic services, infrastructure development, job creation, local economic development, revenue collection and astute financial management that can ensure the viability of municipalities. The meeting of basic service delivery needs must happen within the context of good governance which is countenanced by a disciplined, informed and knowledgeable leadership that is able to communicate effectively at all levels of society and has the ability to discern ethical and political values. This notion of the characterisation of developmental local government is countenanced in the elucidation of aspects of the transformational, transactional and transcendental leadership grounded theory.
Secondly, a sense of mission, negotiation and communication are all core leadership competencies that are required for success in creating change (Smith & Carstens, 2003, p.46). There can be no successful local governance framework without good communication between the leaders and followers. This is a critical element for transformational and transactional leadership.

Thirdly, there is no evidence that suggests that team work does not exist owing to the fact that various legislative processes prescribe working in teams. The IDP processes that are prescribed by the White Paper on DLG (DPLG White Paper, 1998) imply a working together or team approach to service delivery.

Fourthly, relationship management and stakeholder relations at the community level leave much to be desired. This is partly occasioned by the absence of credible value based and ethical leaders with integrity as envisaged in the notion of transcendental leadership (Verwey, 2006).

Fifthly, the lack of leaders that have integrity, are ethical and respect their constituencies is a serious diversion from the goals of a developmental local governance framework. Relationship management and stakeholder relations at the community level leave much to be desired. This is partly occasioned by the absence of credible value based and ethical leaders with integrity. “Leaders are truly transformational when they increase awareness of what is right, good and important, and when they raise followers into leaders who go beyond self-interest for the good of the organisation” Van Aswegen & Engelbrecht (2009, p.222).

Lastly, the managerial competencies that are a key component of leadership (Quin, 1998) limit the acceleration of a developmental governance framework. Efficient resource management will uphold a positive image of the municipality and ensure that the community has confidence and respect for the municipality. It will foster good governance which will result in respect.

Given the background of these findings, the literature review on Local Government and Leadership, the next chapter of this study has made recommendations for key leadership attributes that can be explored to impact on developmental local government within the Three Dimensional (3D)) Leadership Competency Model to achieve a sustainable
Developmental Local Governance Framework in South Africa with specific reference to the elements of transcendental leadership.

There rests a constitutional obligation of the public service as per section 195 of the constitution to behave ethically and to implement measures aimed at a clean government.
6. INTRODUCTION

In consideration of the 3D Leadership Competency Model being the grounded theory for this study in regard to developing a national cadre for an effective local governance framework and based on the review of literature, the interviews that have been conducted by the researcher to obtain primary data as well as the review of newspaper articles, TV materials, government, ministerial and departmental published reports and plans as secondary data, a number of conclusions and recommendations are hereafter tabled as the main conclusions and recommendations of the study.

In this chapter the researcher presents the main conclusions of the study in relation to the findings, recommendations on the key leadership variables that have emerged through the study that could contribute to accelerating a developmental local governance framework and recommendations for further research in this regard.

6.1 THE MAIN CONCLUSIONS

In this section the researcher discusses the main conclusions of the study in the context of developing a cadre of leadership to enhance the notion of a Developmental Local Government as enunciated in the White Paper on a Developmental Local Government.

6.1.1 The characterization of a developmental local governance framework

There is no denying that the precepts of the Reconstruction and Development Program (RDP, 1994), manifested itself in the conception of a Developmental Local Governance framework as enunciated in the Developmental Local Government White Paper (1998). The White Paper on a Developmental Local Government established a policy framework that would be characterized by maximizing social development and economic growth, integration and co-ordination, democratization development and leading and learning (Pretorius & Schurink, 2007, p.26).
The Developmental Local Governance framework occurs within the context of a Developmental State whether this is defined from the political or economic schools of thought (Fine, 2007). A Developmental State fosters development through a service oriented culture that places people’s needs at the center of the State endeavourers (Levin 2004).

Against this backdrop the study concludes that significant progress has been achieved in many areas of the ideal of a Developmental Local Governance Framework yet the lack of a value based cadre of leaders is reversing the gains that have been achieved in the last 15 years of the ANC rule.

This conclusion is evidenced by the fact that the racially based spatial patterns of service delivery, illegitimate, fragmented and inefficient local authorities of the apartheid era (Parnell & Pieterse, 2001, Reddy, 1996,) have been altered and democracy has been broadened. 283 municipalities have been rationalised and demarcated from more than 800 in the apartheid era. More than 3700 wards have been established for the 48 million population. Basic services such as flush toilets, water and electricity have been extended to the poorest of the poor by between 6%, 10% and 4% in that order (COGTA, 2009).

The reversal of these gains is evidenced by the fact that a miniscule number of approximately 6 of the 231 municipalities are said to be moving towards being functional. Lack of management, minimum service delivery, and lack of revenue, financial and administrative weaknesses and infrastructure backlogs of the apartheid era (Davids & Interfund, 2003) are still evident (COGTA, 2009) in spite of the gains achieved.

Notwithstanding the establishment of ward structures to democratise development, and the vast regulatory framework to buttress the developmental local governance framework evidenced in the promulgation of the Municipal Structures and the Municipal System Act, Municipal Finance Management Act and the regulations thereto, service delivery protests have rocketed to 52 in 2009 compared with 32 in 2008 (COGTA, 2009), Ward Committees are dysfunctional (The eTV Big Debate

Perhaps the caption from the Star illustrates this point vividly. The Star recently reported as follows “Protests provide a warning that all is far from well in South Africa.” (Quentin Wray, the Star July 27, 2009)

In considering the gains versus the potential to reverse these gains the turn around strategy that is being championed by the current Minister Sicelo Shiceka could go a long way in stabilising a developmental local government. The Minister has already pointed out that the core of the turn around strategy is service delivery, effective leadership and skills development and community involvement. (SABC Morning Live, 29th April, 2010).

The researcher agrees with the Minister’s sentiment as this study has already pointed that out. It is the researchers view as indicated elsewhere that the burden of a developmental local government has broadened to not only the provision of basic services such as water, electricity and sanitation but has grown to include the totality of all the requirements for the development of communities i.e. social and economic development. Leaders in this sphere of government must understand the new nature of municipalities and acquire appropriate skills to meet the new challenges.

This view is supported by Matthwes S. (2008), who point out that the relocation of developmental authority will require significant capacity building to equip local officials with tried and tested models for strategic planning, implementation and monitoring, a key subject of this study within the grounded theory of the “3 D” Leadership Competency Model. He argues that as engines of economic development and physical growth, cities have become the new locus for development. Now more than ever, the success of cities determines the success of ancillary areas and nations as a whole. Therefore the role of local leaders in addressing development challenges and responding to demographics trends are critical not only in the isolated context of the city’s well being, but also in terms of nations and worldwide efforts at poverty alleviation in this climate of globalisation and urbanisation.
6.1.2 Communication for a developmental local governance framework

Communication and co-operative governance for a developmental local governance framework is a cornerstone of its success. The mobilisation of communities, the facilitation of consultation and the joint policy formulation to be emulated in all the spheres of government was central to the RDP (RDP, 1994).

These precepts and frameworks were founders of the developmental local governance framework (Developmental Local Government White Paper, 1998). The RDP precepts were further supported by the promulgation of the Municipal Systems Act that reinforces communication and consultation through the introduction of the Integrated Development Planning (IDP) processes for Municipalities (Municipal Systems Act, 32 of 2000).

In this context a sense of mission, negotiation and communication are all core leadership competencies that are required to create change (Smith & Carstens, 2003, p.46).

This study, based on the evidence gleaned from the interviews and various documents and reports, concludes that this is an area of serious deficiency in the context of transformational leadership and a developmental local governance framework. The imperatives of the IDP process are not sufficiently functional.

The minister of Co-operative Governance and Traditional Leaders Affairs (COGTA) has acknowledged this by articulating that amongst other challenges that are faced by the Local Governance System is poor communications ability and that the IDP processes tend to be technical exercises rather than serious communication and consultation processes (ANC Today, 2009, p.6; Asikhulume, 2009, The Big Debate, 2009).

The events relating to service delivery protest that were reported upon by the Star Newspaper gives credence to the communication difficulties that Municipalities have with their constituencies. ‘Police in riot gear used rubber bullet to disperse angry Diepsloot residents during service delivery protests yesterday. The protests erupted during a meeting to discuss the provision of housing and the installation of water and
sanitation in the sprawling informal settlements’ (Baldwin Ndaba and Beauregard Tromp, The star July 13, 2009)

“More violence broke out after Dipaleseng Local Municipality Mayor Lefty Tsotetsi addressed about 2000 disgruntled residents at the local stadium yesterday” (Poloko Tau, The Star July 23, 2009).

It is the view of the researcher and as confirmed by this study that effective communication by leaders in the realisation of a developmental and sustainable local government framework is paramount. It is this context that the researchers’ proposition in this regard is that a developmental and sustainable local government requires good communication between leaders and followers. This proposition simply points to the fact that there can be no successful local and sustainable local governance without good communication between the leaders and followers. Leaders must communicate, communicate, communicate and communicate.

6.1.3 Team work for a developmental local governance framework

The pursuit of a common purpose constitutes organisational success. A mutually reinforcing and supportive relationship defines good leadership. Key competencies of leadership include the ability of the leader to manage self, teams and organisations (Verwey, 2006). Successful leaders are eclectic leaders with the ability for flexibility and adaptation to time and circumstances (Hessielbein et al, 1996). There is no denying that developmental local governance is unlikely to succeed if those that are in the leadership of municipalities do not foster a spirit of working together.

The study concludes that sufficient evidence does not exist to suggest that team work does or does not exist to champion a developmental local governance framework. This is partly due to the fact that there are legislated processes that structure the work of municipalities. Whilst respondents agreed that teamwork is critical for the success of a developmental local governance framework, respondent could only cite existing legislative processes such as mayoral committees and so on as examples of team work.

The COGTA assessment report in this regard however identified the root causes of the breakdown of local democracy as exemplified in community alienation, the
breakdown of social compacts leading to community protests, the breakdown in trust between government and the people and weak community participation to the ineffective implementation and support for provisions of the Systems Act, The Structures Act and the White Paper on Local Government. Unclear procedures for ward committees and communities to ensure that issues are raised or elevated to council agendas were also found to be the root causes of the breakdown of local democracy (COGTA, 2009, p.74).

In this regard the researcher posits that a high performa

6.1.4 Relationship and stakeholder management

As indicated elsewhere, Local Government is the sphere of government closest to the people. The business of local government is to promote, through municipal structures of governance, a sustainable delivery of basic services and broad-based socio economic development in all communities so as to overcome underdevelopment, marginalisation and poverty in previously neglected communities as earlier suggested (Reddy, 1996). The lack of relationship and stakeholder management leads to dire consequences in pursuit of a developmental local governance framework.

Perhaps a statement made by one respondent illustrates this point rather perfectly. The respondent said, “It is unacceptable that municipal officials are taken by surprise when community members take to the streets on account of service delivery short comings. They should know in advance that communities are becoming so angry that they plan to resort to drastic measures to highlight their concerns. Such advance knowledge will enable them to take counter measures and also detect provocateurs”

The COGTA assessment report found that relationships at the local level are tainted by contestations by the elite. The 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).

Viewed against the backdrop of transactional and transformational leadership as components of the 3D leadership competency model (Verwey, 2006), the study concludes that the evidence suggested by the respondents and the literature, relationship management and stakeholder relations at the community level leave much to be desired. This is partly occasioned by the absence of credible value based and ethical leaders with integrity as illustrated by the COGTA report. In this regard the value base that was envisioned and intended in the White Paper on Local Government is seriously compromised. This has the effect of limiting the goals that are set out in the White Paper for a developmental local governance framework.

Transformational leadership is characterised by charisma where the trusted and respected follower wants to identify with the leader (Evers & Gabrielle, 1996, p.73). The transformational leader motivates for the achievement of organisational goals and self actualisation and not for their self interest and security (Ivancevich & Matterson, 1998, p.453). It would seem that the leadership described by the COGTA report falls short of this trait. The fact that communities have lost trust in the system of local governance and have shown such by in some cases burning Councillor’s properties and disrupting community lives calls for a serious review of the leadership in place. In this context the Star newspaper reported thus “a protester pulls a burning tyre with a string in Orange Farm. Residents barricaded a road with stones and disrupted classes in a number of schools. Four protesters were arrested (The Star, August 18, 2009).

The respondents in this study indicated that developing relationships with stakeholders assists in aligning programs, strengthening partnerships and mobilising resources. They pointed out that engagement with the local communities during the planning phases of the municipality serves to enrich the ultimate product if it is enriched by such input hence the significance of relationship management and stakeholder relations at the community level.

The researchers’ proposition in this regard is that a developmental and sustainable local government is depended on the enhancement of relationship management between stakeholders in the three spheres of government. Relationship management
in the seamlessness of the three spheres of government is a key determinant in the promotion of a developmental and sustainable local governance framework.

### 6.1.5 Stewardship, Maturity & Ethics

Nepotism, cronyism, poor ethics, poor values, weak accountability frameworks, political factionalism resulting in territorial economic elites provides too many opportunities for fraud and corruption to take place (COGTA, 2009).

The Star reported as follows “A top level ANC report reveals how political infighting, corruption and nepotism within its ranks had brought municipalities in the North West to the brink of collapse. The report warns that the ANC ability to direct the government in the province is under threat and urges the National Leadership to intervene (Xolani Mbanjwa, The Star, August 21, 2009).

Aswegen & Engelbrecht (2009, p.222) suggest that “Leaders are truly transformational when they increase awareness of what is good and important and when they raise followers into leaders who go beyond self-interest for the good of the organisation”

Clearly the status presented above suggests a different picture. This study concludes that the lack of leaders that have integrity, who are ethical and respect their constituencies is a serious diversion from the goals of a developmental local governance framework.

Respondents in this study indicated that stewardship is a balancing act that requires training. The development of self, a code of ethics and the portrayal of a good image and dexterity on the part of leaders and exemplary leadership is required.

The researchers’ proposition in this respect points out that a mature leadership that puts stewardship as a prerequisite to service delivery must be developed and supported through personal development programs that are rooted in moral and ethical values in order to sustain the integrity of local government leaders. Trust and honesty are paramount for exemplary leadership in local and developmental local government in order to sustain community confidence in the leadership.
The government must revitalise and support initiatives such as LOGOLA. Maserumule M. H (2008) points out that South Africa’s democratic state is founded on values of human dignity, the achievement of equality and the achievements of human rights and freedoms. In this context he suggests that these values must guide the conduct and behaviours of councillors and municipal officials who must put as a value, the community at the centre of service deliver. He further suggests that value systems should be an integral component of the curriculum of the municipal training and education programs. Maseremule cites Kaplan and Norton (2004, pp.231-232) who defines values as a set of characteristics and professional behavioural patterns that are required to guide human action for excellent performance at work.

6.1.6 Financial and Resource Management

The effective utilisation of funds and expertise is an important success factor for a developmental local governance framework. Human Resources must match implementation plans. Respondents suggested that strict adherence to the Municipal Finance Management Act must be ensured and under spending and roll over of allocated funds must be avoided and monitored in relation to the IDP.

The COGTA report paints a gloomy picture in this respect. Poor financial skills, poor financial management, lack of financial controls, non-adherence to labour policies, dysfunctional labour forums, a breakdown in labour and management interface are but a feature of the majority of municipalities who have qualified audits or disclaimers. (COGTA 2009, p.74). Further the COGTA report decried the lack of skills development programs in many municipalities. It pointed out that under investment in people; particularly where technical, managerial and leadership skills are required is the order of the day (COGTA, 2009)

Based on the interviews and literature surveyed in this regard this study confirms that the managerial competencies that are a key component of leadership limit the acceleration of a developmental governance framework. However there is a notion that was advanced during the field study that pointed to the fact that the municipal environment is over regulated and that part of the failure of the systems is rooted in the inflexible legislative framework particularly the budget cycle process and the allocation of funds and procurements procedures. (Chipkins 1997, p.6), point out that
the role that was assigned to councils in facilitating delivery and community drive
development was assumed to be uncontroversial and that there was no contestation in
the mode, coverage and/or financing of such services.

The researcher’s proposition in this context is that legislative provisions undergird
financial, resource management and information processes in the promotion of a
developmental and sustainable local government. A sustainable local and
developmental governance framework must be supported by enabling legislation to
build confidence of good governance in communities.

6.2 RECOMMENDATIONS ON LEADERSHIP VARIABLES FOR A
DEVELOPMENTAL LOCAL GOVERNANCE FRAMEWORK

In general, the gaps that have been identified through interviews, literature, news
paper readings and analysis, TV materials and general observations the COGTA
report as well as other materials that have been perused through this study within the
context of developing a cadre of leadership that can accelerate a developmental local
governance points to the fact that there is a dearth of credible leadership that can
accelerate the noble, and desirable notion of a developmental local governance
framework.

It is accepted that transformation cannot occur without effective leadership. Within an
Afro-centric and developmental state context, such leadership becomes more urgent.
Magadlela (2008,p.17) suggested that elected leaders who find themselves playing
vital roles in development programs and processes do not have all the requisite skills
and know how in local government and systems.

The notion of server leadership is instructive. Khoza (2005) suggests, in rejecting the
notion of servant leadership as being colonial, that Sever leadership is pragmatic, yet
idealistic. It is introspective, emphatic, community driven, compassionate, and
humble and consensus driven (Khoza, 2005, p.56). The leadership that is defined by
the COGTA report has limited or none of these traits. In this context Cooke (2003),
suggests that the Big Man model of leadership has undergone an astonishingly quick
collapse and instead leaders are being encouraged to develop their emotional
intelligence so as to enhance teamwork and build the effectiveness of others.
Mbigi (2005) suggests that it will be impossible to create good institutions and communities with leaders who do not have the capacity to create, pursue and choose what is good in life as well as in the world. Within the context of Verwey’s (2006) transcendental leadership notion, leadership consist of faith, consciousness and moral character. Writing in the context of parastatal boards, Msomi D, (2009, p. 18) writes as follows “Leadership is an improvisational and experimental art. Boards have to ensure that organisations are able to meet today’s challenges by being adaptable and getting things done in order to thrive in tomorrows’ world”. Likewise, local government leaders must act as per Msomi’s dictum.

It is quite evident that Verwey’s (2006) three dimensional leadership model define the key competencies of the 3D model as managing self, managing and leading others, managing and leading teams and managing and leading organisations are, and will be critical development elements and variables for a developmental local governance framework. The notion of the recognition of the internal force that compels the leader to fulfil its purpose is particularly attractive to the researcher’s world view and could be a valuable contribution to the COGTA turnaround strategy for local government.

6.3 LIMITATIONS OF THE STUDY

As a process of reflecting on the researchers experience in conducting this study this section of the research report seeks to outline some of the limitations of the study that can be articulated. In this context the researcher has identified at least four areas or types of limitations in this study. The first limitation is concerned with the political context and/or system in which the study was conducted. The second area is in connection with the technical approach of the study and the third is with the limitations of the researcher.

6.3.1 The political context limitations

Since its inception in 1912, the ANC has always championed the cause of a holistic emancipation of all peoples of South Africa. The founding leaders mobilised all social forces of the people of South Africa around this ideal. Up until 1994 these social forces were held together throughout the years of the struggle by "Revolutionary
Morality” a phenomenon that ensures that the struggle for freedom was conducted with high values which included mutual respect, discipline, ethical behaviour and a spirit of cadreship that called for the betterment of life of the others rather than individual selfish needs.

Very soon after the attainment of Political Freedom in 1994, with the RDP as the blueprint to drive the reconstruction and development especially of historical disadvantaged communities Nelson Mandela, as both the leader of the ruling party and the first democratic South Africa noticed that there were worrying actions and tendencies from some “cadres” that were threatening the principles of the “Revolutionary Morality”. In 1995 he pronounced the need for what he called the “RDP of the soul” in essence which was a clarion call for the members of the ANC to govern the country on the basis of the principles of “Revolutionary Morality”.

Many deployees did not heed the calling. This led to the fast collapse of cadreship which was replaced by selfishness and individual greed that continues to manifest itself through corrupt usages and practices. Visser J, (2008), in reference to the Amathole District Municipality, points out that the evidence of political interference, particularly around the appointment of municipal staff is damning and the consequences dire. The manipulation of processes to obtain quality managerial leadership and the calculated hiding of essential information by the majority party in the council shows that the party crossed the line and travelled into a bewildering realm of cronyism. There is a direct nexus between these practices which are not exclusive to the ANC and the quality of services municipalities deliver to communities.

A developmental and sustainable local government is first and foremost essentially a product of the ruling party. Whilst the study sought to determine whether any of the elements of a developmental government subsist during the reign of the ANC, the study did not delve into or attempted to identify how politics of the ANC contributed and/or did not contribute to the acceleration and/or the deceleration of the notions of a developmental and sustainable local government.

Another limitation of the study is that the study did not identify the nature and role that is played by the proportional representation as against the constituency based
voting system. Even though the study found that democracy has been extended by the devolution of power to the wards, the fact that the party chooses councillors for specific areas limits the extent of democracy and in fact protects politicians from their accountability roles. A number of respondents pointed out that in spite of the democratic system being in place, decision-making in local government is still taken at the centre. Again, Visser J. (2008) argues that, one of the challenges that face government leaders is the need to deregulate the IDP process as it is largely dictated upon by provincial and national politics.

The impact of the budgeting process and cycle was not addressed by the study as this might have an impact on what leaders can do to promote and/or sustain the notion of a developmental and sustainable local government. Seemingly the provisions of the Division of Revenue Act in support of municipalities do not have the ability to keep up with the pace of developmental needs of a developmental local government. The slow pace of the flow of revenue from the National, Provincial and to local municipalities does not enable the meeting of the provisions of Integrated Development Plans as the timing and the compliance with other pieces of legislation such as PFMA and the MFMA reduces the speed of service delivery. This aspect was referred to by several respondents who argued that a developmental local governance framework could be limited by the current and existing budget cycle in terms of the Division of Revenue Act in support of Municipalities.

6.3.2 Technical approach of the study

One of the serious limitations of the study is leadership as a field of study. There is no denying that leadership is a vast area of study and that there are literary thousands of studies around leadership. Unfortunately many of the leadership studies are business management oriented. There is virtually very limited literature on leadership in the public sector especially in South Africa. Most leadership studies refer to politics and/or the public sector one could say by defaults and omission rather than by design. The 3D Leadership Competency Model referred to in the study is itself construed within a private sector perspective.

Another limitation in this respect is the research design itself. Many leadership studies use the quantitative approach to the verification of certain leadership theories and/or elements of those theories. Quantitative methods are easy to apply as they require a formula to arrive at the justification of certain variables. The qualitative approach
used in this study is limited to the phenomena and time of the study and is in all probability not replicable. Emerging a theory base proved quite difficult for a novice in this approach. It is possible that certain methodological procedures may have been flouted and spurious propositions may have been arrived at as a result. Though qualitatively valid, the study is limited in that the variables suggested and recommended lack statistical validation. This aspect of the study could limit the manner in which the grounded theory espoused in this study is understood.

Yet another technical limitation of the study is that an assumption could have been made that the kind of leaders that are projected are natural and/or that the leadership attributes advanced can be developed in all leaders over specific time frames. Whilst it is recognised that leadership is an eclectic function, personality theories as they affect leadership in the study were not fully explored to explain the evolution or otherwise of the leadership attributes advanced. There are many psychometric tests that are personality theory based. The question is whether in advancing the kind of leadership attributes that the study advances, what would the contribution of personality theories have been to the study? This aspect was not dealt with by the study.

Another limitation of the study is that it is inconclusive insofar as articulating as to whether all leaders must be 3D leadership competent and/or whether success for a developmental and sustainable local governance framework can be achieved by one or more of the competencies in a leader. In other words should leaders have all 3D leadership competencies for them to be successful in a developmental local Government?

### 6.3.3 Limits of the researcher

The research study and the approach that was taken in the study were informed by the limitations of the researcher himself. The worldview of the researcher is one that is ecclesiastical and eschatological. This world view imposes itself on the study and is evident in its emphasis on transcendental leadership as requiring spirituality, truth, morality and ethical leadership.

There is a vast area of opinion that goes about with the Machiavellian approach which suggests that the end justifies the means. This view is paramount in politics. Local
government is in the end a purview of political animals. If the study is rejected on this account, then the researcher pronounces on them the warning of Yahweh to the son of Nebuchadnezar “Mene-Mene Tekere uFarsin”.

6.4 RECOMMENDATIONS FOR FURTHER STUDIES

Given the limitations of this study that has been articulated above, the researcher posits the following recommendations as areas that can be considered for further research in pursuance of knowledge building around the area of leadership and local government.

* A study on the political systems that govern local government and their impact on a developmental and sustainable government could provide useful knowledge that can inform the policy making process. This study may evaluate the current systems of local government elections, the legislative regime and its impact on service delivery by local government.

* A quantitative, experimental and longitudinal study to test the veracity of the 3D Leadership Competency Model of leadership development in local government using the Municipal Leadership Development Program as the base of the future study is recommended. This study can contribute to knowledge in that it can empirically validate evidence of whether officials who have attended leadership training programs of the kind proposed in this study perform or do not perform better than those who have not attended the leadership development program. This will give credence to the argument of whether training has any role in leadership or that leadership is a natural gift.

* There is a need for a study on leadership in the public sector. Given that most leadership studies are based on the private sector, is there a difference in the private and public sector. Is the public sector susceptible to particular styles of leadership or is leadership just leadership in both sectors. What leadership personality types are suitable to what sector?

In conclusion the precepts and concepts that are advanced in this study were intended to contribute to the knowledge base that is available in this filed of study. Whilst this
study has done so in a small way, the researcher is humbled that it is the researchers’
knowledge about local government and its various nuances that grown. As a leader of
the church and a member of the ruling political party, this study has made me to come
to terms with the realities of governance, people’s expectations and my role as a
leader.

The vast literature that is there around leadership, its application to this sphere of
government presented a particular challenge to the researcher. Compared with
literature on leadership very limited literature on local government other than
legislation was available. Most literature on this subject tended to be confined to the
legislative and policy context and very little was available about the sector in general.
Be that it may, the words of my leader Nelson Mandela are instructive in this regard
“I have walked the long road to freedom. I have tried not to falter; I have made
missteps along the way. But I have discovered the secret that after climbing a great
hill, one only finds that there are many more hills to climb. I have taken a moment
here to rest, to steal a view of the glorious vista that surrounds me, to look back on
the distance I have come. But I can rest only for a moment, for with freedom comes
responsibilities, and I dare not linger, for my long walk is not yet ended” (Mandela
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Appendix I

UNDERTAKING FORM

I, Reverend Vukile Charles Mehana, candidate for the D.Phil. degree (Human Resources Management) at the University of Johannesburg, hereby undertake that all the information gathered through this interview shall be treated as confidential and be used exclusively for the purpose of writing my dissertation on “Developing a national cadre of effective leaders for sustainable and developmental local governance”. Nothing will be attributed to you, EITHER DIRECTLY OR INDIRECTLY, in my study without your explicit consent.

-----------------------------------------------
Name of Interviewer                                      Name of Interviewee

Signature of Interviewer                                   Designation & Signature of Interviewee

Date and Place of Interview                                Date and Place of Interview
Appendix II: Interview schedule

INTERVIEW SCHEDULE TO FACILITATE AND GUIDE
QUALITATIVE DATA COLLECTION FOR THE STUDY
on

“Developing a national cadre of effective leaders for sustainable and developmental local governance”

By

Rev. Vukile Charles Mehana

Candidate for the D. Phil. (Human Resource Management)

Department of Human Resources Management

Supervisors: Prof. J.E. Coetzee
Dr Werner Havenga
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5. Transcendental Leadership Competencies and Capabilities......

6. Generic Leadership Competencies and Capabilities...............}

7. Conclusion................................................................................................
Introduction

1.1 Thank you very much for agreeing to meet with me regarding my study on “Developing a National Cadre of Effective Leaders for Sustainable and Developmental Local Government”. As I indicated when setting up this appointment, the desire to undertake this study has been ignited by my personal concern with the current state of leadership of municipalities in the country, which is perceived to be weak and ineffective in relation to its task of translating the vision of developmental local government into reality.

1.2 My concern is shared by the general public, which has found much to be desired in the leadership of our municipalities. As shown in the Department of Provincial and Local Government’s recent assessment of the leadership of various municipalities in the country, a number of elected and appointed officials lack sound administrative and leadership capacity to make the local government system more responsive to the service delivery expectations and developmental aspirations of local communities.

1.3 We urgently need to find innovative ways to address the leadership challenge of municipalities and to capacitate Councillors and Municipal/City Managers with competencies and capabilities to enable them to effectively facilitate and expedite service delivery in local communities. Otherwise, our promise of ‘a better life for all’ will remain an elusive goal for generations to come. This may erase the support that the ruling party enjoys, especially amongst the rural and poor communities.

1.4 In the light of this, the primary objective of my study is to help overcome the leadership challenge of municipalities by designing a competency-based model of leadership development that can equip Councillors and Municipal/City Managers with the requisite competencies and capabilities to provide effective leadership of developmental local government.

1.5 In particular, the central thesis of my study is that effective leadership of DLG requires leaders who can manage themselves, manage and lead teams, manage and lead communities and other role-players/stakeholders in communities, and manage and lead municipalities.
1.6 Effective leadership of DLG is not about one competency against another, as effective leaders generally tend to be eclectic with the ability for flexibility and adaptation to time and circumstances.

1.7 Against this background, the questions I will be posing to you are meant to ascertain your views on what could be done to enhance, cultivate or nurture the strategic competencies and capabilities of Councillors and Municipal/City Managers to become effective developmental leaders.

1.8 All the questions posed are open-ended to afford you the opportunity to respond in any way you deem appropriate. There are no right or wrong answers to these questions.

1.9 With your kind permission, I would like to record our conversation to ensure that every important point made is not lost in the midst of our interesting discussion. I do, however, need to assure you that nothing will be attributed to you in my study, either directly or indirectly, without your consent. To make you comfortable with my undertaking, may we both please sign this self-explanatory undertaking form.

2. Developmental Local Government Key Results Areas

2.1 While there is an ongoing debate in management literature about what constitutes leadership, there is consensus among scholars of different persuasions that effective leaders get results, i.e. achieve measurable improvements in performance and results.

2.2 In the context of DLG, effective leadership means the ability to achieve measurable improvements in performance and results of municipalities in relation to the p.

- delivery of basic services;
- promotion of sustainable broad-based socio-economic development;
- alleviation of poverty and empowerment of communities; and
- Overcoming of under-development and marginalisation in previously neglected communities.
2.3 In your opinion, is this a correct characterisation of the key areas of delivery for DLG, which requires effective leadership in order to translate the vision of DLG into reality? If not, what are the other key areas of delivery for DLG that require effective leadership to deliver measurable improvements in performance and results?

3. Transformational Leadership Competencies and Capabilities

3.1 Communication

☐ Is it necessary for Councillors and Municipal/City Managers to communicate the mission, purpose, goals and priorities of their municipalities in ways that appeal to and gain the commitment of their communities and create shared understanding, passion and commitment to the objectives of their respective municipalities across the boundaries of different wards? If YES or NO please elaborate.

☐ To what extent should Councillors and Municipal/City Managers encourage an open flow of information through the use of appropriate communication channels and media, and foster a culture of open dialogue in support of the municipal strategy of service delivery to the local community? Please describe the extent.

3.2 High Performance Teaming

☐ Is it necessary and important for Councillors and Municipal/City Managers to create and sustain an environment that encourages team spirit and allows people from diverse cultural backgrounds to work together harmoniously in the interest of enhancing the achievement of overall municipality objectives? Share your views on team work.

☐ Should Councillors and Municipal/City Managers value different people’s contributions by giving praise and acknowledging effort where appropriate? Please elaborate.

3.3. Relationship Management

☐ To what extent is it important for Councillors and Municipal/City Managers to initiate, build and maintain relationships with internal and external role players and stakeholders, locally, nationally and internationally, that are critical to the
Do Councillors and Municipal/City Managers need to build strategic internal and external networks of intelligence to make them aware of the needs of stakeholders that might impact on the workings of their respective municipalities? If YES, how should they do that?

3.4 Customer and Market Orientation

Why is it important for Councillors and Municipal/City Managers to direct their energy and municipal resources towards meeting the needs of local communities? Please elaborate.

Should Councillors and Municipal/City Managers know and understand the various market trends and developments that affect the delivery of services to their communities, and constantly position their respective municipalities to meet such challenges? Please share your views.

3.5 Innovation and Creativity

Is it wise for Councillors and Municipal/City Managers to design developmental contexts for the future of their municipalities in activities that may appear peripheral, but will eventually be seen to have strategic advantage for local communities? Please elaborate.
Why is it important for Councillors and Municipal/City Managers to constantly involve the local community and identify trends that arise in the complex external environment and respond to these in creative and innovative ways?

4. Transactional Leadership Competencies and Capabilities

4.1 Business line of sight of DLG

As the sphere of government closest to the people, the business of local government is to promote, through municipal structures of governance, the sustainable delivery of basic services and broad-based socio-economic development in all communities and to overcome underdevelopment, marginalisation and poverty in previously neglected communities.

To what extent should Councillors and Municipal/City Managers be involved in setting service delivery targets and objectives and in defining the overall strategic direction and framework for the delivery of all the services in their respective municipalities? Please share your views.
Should Councillors and Municipal/City managers concern themselves with identifying and monitoring local, national, and perhaps global, trends that provide threats and opportunities for the sustainability of their respective municipalities? Please elaborate.

4.2 Financial Management

Is it absolutely necessary for Councillors and Municipal/City Managers to ensure that proper budgetary structures and financial regulations are developed for the municipality as a whole within the context of the relevant legislation? Please elaborate.
Should Councillors and Municipal/City Managers adhere to all requirements of the budgeting process, including drawing up a realistic budget, monitoring finances and reporting on budgets? Please elaborate.
4.3 Information Processing

To what extent should Councillors and Municipal/City Managers be able to integrate and connect the seemingly un-connectable information that may impact on the mandates of their respective municipalities? Please elaborate.

Would you agree with the claim that Councillors and Municipal/City Managers should be able to analyse issues, test propositions, identify and connect related and apparently unrelated variables using ambiguous and contradictory information in making decisions about service delivery in their municipalities? If you agree, how should they do that?
4.4 Exercising Judgement

☐ To what extent should Councillors and Municipal/City Managers consider multiple alternatives from various perspectives before adopting one or more appropriate courses of action? Please elaborate.

☐ Is it wise for Councillors and Municipal/City Managers to weigh conflicting information and identify ranges of possible appropriate alternatives before making a decision regarding service delivery in their respective municipalities? Please share your views.
4.5 Resources Management

Would you agree that Councillors and Municipal/City Managers should control all municipal resources by defining organisational structure and systems of governance to serve as a filter for complexity and turbulence so as to ensure long-term sustainability for municipalities? Please share your views.

Should Councillors and Municipal/City Managers take appropriate action to ensure the optimum utilisation of municipal resources, and that resource plans are executed in terms of the municipality’s strategic plans or Integrated Development Plan (IDP)? Please elaborate.
5. Transcendental Leadership Competencies

5.1 Representing the Organisation

In your opinion, should Councillors and Municipal/City Managers create and maintain an acceptable image of legitimacy for their municipalities as they uphold a value of good stewardship? Please elaborate.

Why should Councillors and Municipal/City Managers strive to position their municipalities in a positive manner which is moral and ethical when
communicating and interacting with both internal and external clients? Please share your views.

5.2 Ethics and Organisation

Why is it important for Councillors and Municipal/City Managers to create a culture of appropriate governance in their municipalities and to articulate organisational values in a language everybody can understand? Please elaborate.
Why should Councillors and Municipal/City Managers consistently behave in a manner that is credible and brings credit to their municipalities and the local government as a whole by demonstrating honesty, integrity and an ability to follow through on commitments? Please share your views.

5.3 Resilience

Should Councillors and Municipal/City Managers demonstrate the ability to anticipate the need for change in their municipalities and to contextualise the impact of such a change, being sensitive to the internal and external dynamics of municipalities? Please share your views.
Is it necessary for Councillors and Municipal/City Managers to be competent in conveying a clear understanding of the long-term implications of a particular change in such a manner that internal role-players and stakeholders can see for themselves a clear purpose and role in dealing with such a change? Please elaborate.

5.4 Self Development in the context of MLDP and LOGOLA

To what extent should Councillors and Municipal/City Managers demonstrate willingness to produce constant self-development and improvement in exploring holistic aspects of themselves so as to strive for an integration of IQ, EQ and SQ qualities of their being? Please share your views.
Should Councillors and Municipal/City Managers actively seek to increase their competencies and capabilities by keeping up to date with changes in the social and economic environments that are relevant to the business of municipalities? Please share your views.

5.5 Emotional Maturity

How important is it for Councillors and Municipal/City Managers to use insights aligned to their personal purpose of life when making choices that are also aligned with their deepest personal values as they discharge their responsibilities? Please share your views.

Should Councillors and Municipal/City Managers, in dealing with internal and external role players and stakeholders, make use of self-insight and emotional maturity so as to be perceived as acting fairly and consistently in the interests of balancing the individual, community and municipal needs of long-term sustainability? Please share your views.
6. **Generic leadership Competencies and Comments**

6.1 Effective leaders who get results tend to articulate a compelling vision, have absolute focus on results, and do not, so to speak, “take their eyes off the ball”. They take responsibility for improved performance and results, clearly communicate their expectations and targets, set standards and ensure the accurate measurement of results, provide individual and team development opportunities, encourage innovation and positive change to improve performance, understand what motivates other people, lead by bringing out the best in people, treat people with respect and dignity, encourage the participation of everyone in the team because they recognise that no one knows everything, and persuade others by engaging them in discussion and getting support from key people.

6.2 In your opinion, does the above statement resonate with the qualities you associate with effective leaders or are there any aspects of the statement that in your opinion do not resonate with the qualities you associate with effective leaders? Please share your views.
7. Conclusion

7.1 We have spent a great deal of time talking about leadership in DLG without explicit reference to management. Conceptually, leadership and management refer to two distinct processes. In reality, however, the two are interlinked and represent two sides of the same coin. All leaders in every context have to manage, and all managers at some point or level have to lead.

7.2 Would you agree or disagree with this statement, and why?
Finally, the notion of Developmental Local Government sounds to me very much like the notion of Developmental State, which has gained piquancy in the recent public policy discourse on the role of the state in socio-economic development. Is there a relationship or link between Developmental Local Government and the Developmental State?

Please share your views.

THANK YOU VERY MUCH FOR YOUR TIME AND INSIGHTFUL RESPONSES TO THE QUESTIONS. I SHALL KEEP YOU INFORMED OF THE FINDINGS OF THE STUDY.
## Appendix III

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