

UNIVERSITY OF KWAZULU-NATAL

**Strategic Leadership as an Approach to Promote Service Delivery
by Local Government in South Africa: A case study of the
uThungulu District Municipality**

By

Bongani Bhekinkosi Ndlovu

208529547

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Graduate School of Business and Leadership

College of Law and Management Studies

Supervisor: Professor Kriben Pillay

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DECLARATION

I, Bongani Bhekinkosi Ndlovu, declare that

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Signed: 

DEDICATION

This work is dedicated to my mother Ndlovu, Nellie Thembeni.

ACKNOWLEDGEMENTS

I couldn't have done this work without the guidance and the will of the Almighty God. It is in times like this that I truly feel the abundant love of the Almighty.

My sincere gratitude goes to my supervisor and my mentor, Professor Kriben Pillay who tirelessly provided professional advice to me. Without him this work could have been a disaster. He displayed his love and commitment to his work. For this, I will always honour him.

My colleagues helped me to become the person that I am today. Through our constant deliberations on leadership and research, my thinking has improved and I have learnt to be independent and to focus on my goal.

To my family, my wife Bongiwe and children, Zinhle and Nokwanda, this is for you. You are my source of inspiration and the reason why I wake up every morning to do my work. I know it was hard sometimes, but thank you so much for allowing me to take the time that I could have spent with you and do this. I hope this will become a springboard for you to do better. Thank you so much I love you.

GLOSSARY OF ACRONYMS

1. Accelerated and shared Growth-South Africa (ASGISA)
2. African Peer Review Mechanism (APRM)
3. African National Congress (ANC)
4. Chief Executive Officer (CEO)
5. Consolidated Municipal Transformation Programme (CMTP)
6. Department of Cooperative Governance and Traditional Affairs (COGTA).
7. Executive committee (EXCO)
8. Field Manual (FM)
9. Further Education and Training Colleges (FET colleges)
10. Government Effectiveness Score (GES).
11. Head of Department (HOD).
12. Inspector General of Government's (IGG)
13. Integrated Development Planning (IDP)
14. Management Performance Assessment Tool (MPAT)
15. Member of executive committee (MEC)
16. Municipal Finance Management Act (MFMA)
17. Municipal Manager (MM)
18. National Credit Regulator (NCR)
19. National Integrity Survey, local government tender boards (LGTBs)
20. Non-governmental organisation (NGO)
21. Planning and Implementation Management Support (PIMS)
22. Public Finance Management Act (PFMA)
23. Reconstruction and development programme (RDP)
24. Skills Development Fund (SDF)
25. The Growth, employment and redistribution (GEAR)
26. The International Association for Public Participation (IAP2)
27. The Department of Water Affairs (DWAF)
28. Top Management Team (TMT).

ABSTRACT

This study is about how strategic leadership is enacted in not-for-profit organisations, with particular reference to municipalities. The Integrated Development Plan (IDP) was used to test the enactment of strategic leadership in the municipalities. It argues that because these are complex in nature, without strategic leadership, the IDP cannot be effective, hence, service delivery is highly unlikely to improve. Strategic leadership is envisaged as a possible solution to poor leadership and poor service delivery.

Different research tools were used to collect data that were to be analysed to get results. The study found that the implementation of strategic leadership in the uThungulu District Municipality is not consistent with the theories of strategic leadership. Constraints in the implementation of strategic leadership were identified as poor leadership, political interference and corruption.

A list of leadership competences was compiled and matched against service delivery. Poor service delivery, backlogs, poor communication, inability to align National, Provincial, and municipality projects, poor governance and inability to formulate policies were found to be the results of lack of strategic leadership.

In this study, the concept of strategic leadership was extended by not only looking at areas like the rationale, formulation, role, principles, competencies, patterns, and challenges of strategic leadership, but also at the implementation and the challenges faced during the implementation process, which is the area that has not yet been researched extensively. The area, which is well-researched, is that of the private sector, and strategic leadership in this area was found to be consistent with the strategic leadership theories.

The study proposes that The Quality of Life Survey should be conducted timeously to measure satisfaction of the community with regard to service delivery and to check if service delivery is reaching those people that it is intended to reach or not.

Lastly the research proposes that Theory U by Otto Scharmer, (2007) must be used to address issues of corruption and political interference. This model deals with ways in which Municipal Managers can make sound decisions. It proposes that in order to address the challenges of a dynamic and complex environment, we need to move from destructive criticism to concentrate on the positive possibilities of the present.

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CHAPTER 1: INTRODUCTION

1.1. Introduction

Service delivery protests are common in South Africa and they seem to happen every day. These are no longer peaceful demonstrations of grievances but they are now violent and destructive. There are instances where looting and killing take place and protests display a high level of undermining of the rights of people and of the law. Such protests cast doubt on their genuineness and they often give the impression of being politically driven or of being perpetrated by people with their own political agenda. Some of these protests cannot be attributed to poor service delivery. They are engineered to look like poor service delivery protest but they are not. They emanate from the infighting or tension caused by the competition for positions within the particular organisation or for posts in the relevant government departments. Matshabaphala (2008) believes that some of the ruling party's officials and politicians are manipulating the communities to criticise their comrades and to settle political scores. People are sometimes used to fight battles that are not even related to service delivery but to politics and battles that are not meant to be won by the community but by an individual (Matshabaphala, 2008).

There are times where communities opt for dissolution of the municipal government structures but they have learnt that changing leadership is not easy in South Africa. This study believes that such challenges can be resolved if municipalities were to adopt strategic leadership.

“Strategic leaders are the highest-level thinkers who sustain the organizational culture, envision the future, convey that vision to a wide audience, and personally lead change” (Field Manual No. 22-100; 1999, p. 224).

They study the present condition of the institution and through the help of the vision and the mission they plan for the future. Strategic leaders always rise above a complex, ambiguous and volatile environment and make the situation better because they are able to understand the present conditions. Through the use of legislation and policies they are able to draw plans that are able to improve the condition of their institutions. Municipalities, therefore, could benefit greatly if this kind of leadership

were to be employed. There are many players in municipalities, such as in the business sector, in government or politics, in religious organisations, in non-governmental organisations and in the community at large. Because strategic leaders are aware of the complexities of the organizational environment, they often interact with other leaders in different organisations so that they can understand the host of different players that have an impact on their organisation (*Field Manual No 22-100; 1999*).

This study believes that strategic leadership will be able to give the right direction to the municipality. Looking at the nature of municipalities, the cornerstones of strategic leadership, as identified by Boal and Hooijberg (2001), will serve as a base upon which municipalities can build their strategic leadership. The three cornerstones of strategic leadership as identified by Boal and Hooijberg are: the capacity to learn (absorptive), the capacity to change (adaptive) and managerial wisdom. This study believes that from these cornerstones a better municipal leadership structure can be built. In municipalities creation and maintenance of absorptive capacity and adaptive capacity together with managerial wisdom must be prioritized. Absorptive capacity refers to the ability to learn. It involves many things, such as the capacity to recognize, assimilate and apply new information when the need arises. Since the Public sector is drastically changing almost every day, the adaptive capacity of the strategic leader can be of great importance to the municipality at large. This adaptive capacity refers to the ability of a leader to change from current to an envisaged position. Managerial wisdom needs to be applied by the leader not only to identify the current position of the organisation but also it includes looking at the current environment with an eye to improving it. This involves the ability to identify and to use to your advantage all the key players in your institution and this is confirmed by *Field Manual No 22-100* (1999, p. 225) when it suggest that:

“Strategic leaders and their staffs develop networks of knowledgeable individuals in organizations and agencies that influence their own organizations. Through penetrating assessments, these leaders seek to understand the personal strengths and weaknesses of all the main players on a particular issue”.

With these cornerstones of strategic leadership municipalities can be helped to fast-track service delivery which is their *raison d'être*.

Leadership in the private sector is simpler than in local government in the sense that businesses, for the most part, have a specific homogeneous market to serve. The target market and the product are clearly described in a private business. The product mix is carefully selected to satisfy the needs of the specific target group. Municipalities on the other hand are providing many services to very diverse communities. Municipalities provide the public with goods and services and yet they also need to generate income. Water for instance is regarded as a basic need and it must be supplied to people irrespective of whether they afford to pay for the service or not and yet management is expected to recoup something from the recipients of that service. The provision of public services involve public “goods” that do not comply with the normal forces of demand and supply. They are basically characterized by non-excludability and non-rivalry in consumption and measurement which is much clearer in the private sector by comparing with the public sector because of the lack of in-built profit incentives (Luthuli, 2009) that can be used to measure the value of the organisation. In a private business, the ability of the business to make profit is enough to make decisions whether to keep or sell the business. On the other hand, such decisions cannot be used with municipalities. A municipality cannot be closed down or sold even if it does not generate enough income to sustain itself. Its existence is not based on the ability or otherwise to sustain itself. It is only based on providing services to the community. This makes it very difficult to measure the performance of a municipality.

The environment in local government tends to make leadership cumbersome and complex. The design of the municipality also poses another challenge. At the helm of the private business, there is a board of directors which sometimes monitors the manager at a distance but allows the manager or CEO to be creative and to implement changes that the board of directors approves of that are aimed at generating profit for the shareholders or developing the business. In local municipalities there are councillors who closely monitor the municipal manger in a way that sometimes makes it impossible for the manager to be creative. Councillors under the leadership of the Mayor are working with the Municipal Manager (MM) on a daily basis. These two structures, council and administration work together and sometimes parallel to each other. There is also a situation where an elected council feels that they are the

ones who need to speed up service delivery not the manager and look at the manager as the stumbling block and in the process dictate what needs to be done. This is interpreted by the administrative staff and the manager as interference and yet this may, in the perception of the council amount to the council exercising oversight, something that is allowed by the Municipal Finance Management Act 56 of 2003. This Act stipulates clearly the roles of the Mayor and the Municipal Manager.

It must be noted that municipal mayors are politicians deployed to lead the execution of policies in the municipality, and usually when they carry out their activities, they will be considered as interfering with the functions of public officials in the administration (Mfene, 2008).

This kind of environment adds to the difficult nature of leadership in local government. The council sometimes fails to recognise that there is a distinction between roles that should be played by council and the role of the administration. Politicians (councillors) deliberate in their council chambers and prioritise projects. The municipal manager on the other hand together with the municipal staff is required to implement the decisions of the council. This conflict can best be solved if they all understand that administration is about policy-making which is the prerogative of the politicians and policy implementation which is the prerogative of the manager. All parties involved must remember that this kind of conflict is bound to happen because municipalities are political structures. So it will be difficult to separate politics from municipalities.

The nature of leadership in municipalities poses many challenges that must be addressed by the leader. The municipal manager needs to be aware of these challenges and that there is a good deal of transformation that is taking place. Kotze' and Venter (2010) agree that the South African public sector seems to be in a continuous process of transformation in which leaders must be able to drive transformation, lead people, and manage performance of their work units effectively. Some of the holders of public office in South Africa are responsible for the failure in the public service because of their inability to apply strategic leadership to ensure that certain functions are performed in the organisation (Matshabaphala, 2007).

In such an environment or situation, a municipal manager needs to be strategic and needs to use the strategy effectively to respond to the challenges of a transforming sector for the benefit of the whole organisation. On many occasions strategic leadership is linked to America's General George C. Marshall, who is described as one of the greatest strategic leaders of World War II. He was chosen by President Franklin D. Roosevelt of the United States to be an Army Chief of Staff in 1939 over 34 officers senior to him. The President was greatly impressed with his strength of character and personal integrity.

Through his astute leadership skills, George Marshall managed to grow the size of his soldiers in a remarkable way from 174 000 to 8 795 000 and it was ranked number seventeen internationally, behind Bulgaria and Portugal. By 1941 his vision of having a remarkable force of 8,795,000 soldiers and airmen was realized. This was a vision that seemed impossible to others but it was a struggle worth fighting for. By the end of World War II his force had grown to 8,200,000 soldiers with 89 divisions.

George Marshall was very decisive with his decisions and he accepted no excuses. Like President Roosevelt, George Marshall did not follow the fixed line of authority when it came to promotion of his staff. He promoted colonels, lieutenant colonels, and even majors who were hard workers and who were always ready for a bigger challenge. Those members of staff who were found not to be ready were never promoted. Those Generals who were less capable and unable to adjust to changes in the Army were given an early retirement. George Marshall did all this not for his personal gain but for the benefit of the whole nation. The needs of his institution received first preference over his own interests. He also displayed a high level of communication and would freely communicate with people at different levels including the members of the press.

Strategic leadership can help us to understand the challenges of our municipalities. From what George Marshall accomplished there are many lessons that we can learn and adopt in our quest for clean and effective leadership. Amongst others, the following are the lessons that we can learn from the strategic leadership of George Marshall:

- Strategic leaders understand the current position of the organisation

- Strategic leaders hope to serve not to be served (free from corruption and nepotism-selflessness);
- Strategic leaders are good communicators and are able to share information with all members of the group;
- Strategic leaders reward the right people for the right course of action.
- Strategic leaders are always ready to tackle the problem when it comes;
- Strategic leaders operate between extremes and are expected to show leadership in an environment that is uncertain and full of ambiguities;
- Strategic leaders develop the staff and the next generation of leaders to achieve desired results; and
- Strategic leaders prepare the vision and the mission to transform the present into the envisage future.

It must be noted that one of the reasons of establishing local government was to bring government closer to the people, so that people will all benefit from this democratic government. Service delivery is, a mandate of municipalities. Poor governance is therefore disadvantaging the community in those municipalities. It would be bad for this dream of providing services to the people if it can be destroyed by people who are employed to make it a reality through their inability to lead.

This study is about how strategic leadership is enacted in local government. The approach to this study will be from a leadership perspective not a public administration perspective. The whole process of IDPs, i.e. planning; drafting or reviewing and adopting will be analysed. Strategic leadership in this study is viewed as the possible solution to most of the problems that have engulfed local government. This study believes that it is only when both administrative staff and councillors understand what strategic leadership is that they can successfully implement it. How the municipality defines strategic leadership has a direct bearing on how strategic leadership is implemented. If strategic leadership is seen as power, it is likely that we will see protest marches because those who are in power might not discuss things with the community before implementation but simply impose things. This will happen because if strategic leadership means power to them they might think for the public not with the public and often choose their own priorities not those for the people.

1.2 Problem Statement

The intervention by the National and Provincial government through different programmes to assist the local government, have not yet born fruits because there are still glaring signs of poor service delivery in local government. A service delivery protest, which is a sign that people are dissatisfied, is the common sight in South Africa. Mostly these protest marches are directed at all categories of the municipalities. For these problems to go away, a certain amount of leadership is needed to address the backlog in service delivery, e.g. housing, water, electricity, refuse removal, and sanitation which according to Cogta (2009) is still a problem facing municipalities emanating from Skills shortage; poor public participation; poor governance; and political interferences are rife. The main problem therefore becomes poor leadership because it is expected that the practices of the current leader influence the performance of the municipality.

Section 152 of The South African constitution Act no 108 of 1996, outlines the objectives of local government as follows:

- ✓ to provide democratic and accountable government for local communities;
- ✓ to ensure the provision of services to communities in a sustainable manner;
- ✓ to promote social and economic development;
- ✓ to promote a safe and healthy environment; and
- ✓ to encourage the involvement of communities and community organisations in the matters of local government.

For the fulfillment of these objectives, municipalities need a strong leadership and this study proposes the application of strategic leadership because according to Roberts (2003) strategic leadership has a potential of getting work done through the application of all the available resources.

1.3 Aim

To look at how strategic leadership can be applied throughout the processes of the integrated Development Plan (IDP) by the Local Government to improve service delivery in the communities.

1.4 Research questions

Research questions are questions that the study should seek to answer. They provide the reasons why the study is conducted. Through the use of different research instruments, the research seeks to answer the following questions:

- How is strategic leadership applied to deal with political interference (environment embedded in ambiguity, complexity, and informational overload) in the day-to-day administration of the municipality?
- Can strategic leadership successfully be applied at any level (IDP Unit) of management other than the Upper Echelon to achieve institutional goals?
- Are municipal policies adhered to during the whole process of the IDP?
- Is the vision of the municipality conceived and communicated to all stakeholders and employees of the municipality and used to guide the IDP process toward the envisioned future?
- Are the practices of the current leader influencing the performance of the institution?

1.5 Background

Since inception, the local government has tried to deliver its mandate to the communities. Municipalities are presently at different levels as far as the fulfilment of the mandate is concern. Some municipalities are classified as good performing municipalities (high capacity municipalities) and others are said to be dysfunctional (low capacity municipalities). Municipalities are by design expected to come up with programmes that are aimed at changing lives of people. This is possible because municipalities are closer to people unlike the Provincial and National government.

Municipalities have been trying since inception to provide basic services to the public. This was attempted through the introduction of different programmes by local government, provincial and national; but all these efforts were in vain since service delivery is still a challenge. A report issued by Cogta in 2009 provided an analysis of the performance and state of local government and this indicated that the local government system was a disaster. This shocking revelation was a disappointment to the government because in 2004 *Project Consolidate* was launched by the National government to provide support to municipalities. This was supposed to be a hands-on support and engagement programme focusing on certain municipalities that were found to be dysfunctional. *Project consolidate* intended to provide all the help that was possible to struggling municipalities so that they could become sustainable.

It was therefore confusing and frustrating for the Government to report in 2009 that there are municipalities that are still struggling to survive and sustain themselves five years after *Project Consolidate* had been implemented with some municipalities still in a dilapidated condition. *Project Consolidate* proved to be in-effective in certain municipalities with a 2009 report indicating that it has not been able sufficiently to address deep-rooted problems and capacity challenges. This in-ability to help can be attributed to in ability to identify the real problem that municipalities are facing. No matter how good the programme is, you cannot transform an unqualified chief financial officer into a chartered accountant by providing support. Not only *Project Consolidate* but many other interventions have not shown any positive influence in the service delivery in municipalities. Initiatives like, Planning and Implementation Management Support (PIMS) Centres, the IDP analysis and training weeks, the Bucket Eradication programme, Siyeza Manje, the Ilima project (Old Mutual), and the donor supported Consolidated Municipal Transformation Programme (CMTP). These programmes have faded but there are still glaring problems in municipalities. The 2009 report confirmed that, the following are still problematic:

- 1 Huge service delivery and backlog challenges, e.g. housing, water and sanitation;
- 2 Poor communication and accountability relationships with communities;
- 3 Problems with the political administrative interface;

- 4 Corruption and fraud;
- 5 Poor financial management, e.g. negative audit opinions;
- 6 The number of (violent) service delivery protests;
- 7 Weak civil society formations;
- 8 Intra- and inter-political party issues negatively affecting governance and delivery; and
- 9 Insufficient municipal capacity due to lack of scarce skills.

These popular challenges can be summarised into four broad categories. Those categories are:

- Skills shortage;
- Public participation;
- Poor governance; and
- Political influence.

Looking at these categories, one can conclude that problems facing municipalities are not difficult but it calls for the National Government to take drastic steps to address them. These problems are created mainly by people and are discussed below:

- Skills shortage is mainly created by inappropriate deployment by the ruling party where an inefficient and less qualified person is given a job that requires skills and knowledge. Working conditions also can be blamed here because some people would rather be unemployed than be obliged to work for government because of poor working conditions. A well-qualified person might find himself under pressure to do something that is totally wrong just because, the mayor, a member of executive committee (MEC) or cabinet minister has asked him to do so;
- Absence of public participation is mainly due to failure to draft policies that are going to improve public participation or failure to implement the existing legislation and policies;
- Poor governance is mainly caused by not giving all the deployees and appointees proper support by providing workshops on things like, the Kings iii report and Public Finance Management Act (PFMA); and
- Political influence is caused by lack of political education.

The year 2010 marked the anniversary of ten years of democratic local government. After ten years, the local government is still experiencing problems. The state of municipalities as published by the Auditor General for the financial year 2010/2011

attests to the fact that there are still problems in municipalities in 2012. The Department of Cooperative Governance and Traditional Affairs in their 2010 /2011 Annual Report stated that a large number of programmes were initiated to assist all municipalities. Out of more than two hundred and sixty municipalities in the country only twelve received clean audits. This suggests that the initiatives by the Department of Cooperative Governance and Traditional Affairs were unable to help these municipalities to have clean audit reports. *The Operation Clean Audit* that the Department spoke about in the 2010/2011 report has failed to produce municipalities with clean audits. The Annual Report 2010/2011 which gave a clear picture of what happened from 1 April 2010 to 31 March 2011 financial year reports on programmes like, *Provincial and Municipal Government Support programme* that was aimed at assisting the municipalities. An audit report for 2011/2012 reveals a bleak picture because the performance has deteriorated. What is noticeable with these audit reports is that certain municipal entities are doing well as compared to the entire municipalities but since the overall report is considered that is why even those municipalities that are not performing well are helped by their entities that are doing well. If entities were to be separated from the audit reports of municipalities, many municipalities would be exposed and would definitely get a qualified report.

Looking at the protest marches that take place almost every day, one might think that there is no compliance in municipalities in terms of what is prescribed by the Department of Cooperative Governance and Traditional Affairs (COGTA). Most of the acts that govern the municipalities speak about public participation and for the people be involved throughout the process of governance. The inability of the Municipality to consult people in the provision of services could be one of the causes of service delivery protests that we see every day.

The 2009 report identified the lack of the following internal factors as the possible causes of poor performance of different municipalities:

- Sound political leadership;
- Strong organisational capacity;
- Good governance practices;
- Relevant policies and programmes to be implemented;
- Adequate staffing and systems; and
- Workable plans and budgets.

The possible causes identified by the 2009 report can be summarised as poor leadership. Looking at the above internal factors, they all fall under the responsibility of the municipal manager.

Certain municipalities in South Africa are not able to spend all the money allocated to them for service delivery and infrastructure (Pravin Gordhan, Minister of finance; *The Sunday Times*, 02 Dec 2012). This inability to spend money was attributed to at least five factors by Nkuna Nghamula, ministerial spokesman for the Department of cooperative Governance and Traditional Affairs office. Some of those factors directly affect leadership. Poor planning and the inability of human resources to fill vacant posts are listed as factors that Nghamula talked about.

Municipalities are in a state of disarray that they are not able to pick up an irregularity before the Auditors arrive (Auditor-General; Terence Nombembe). It is after the auditors have identified the irregularities that the municipal officials will become aware of such a mistake. Without auditors from the Auditor General's office, the municipality might not be aware of certain irregularities. This suggests that Municipal administrators are sometimes not aware of what is happening every day in their municipalities. This of course is very confusing because in each municipality there are full-time internal auditors and the municipality is mandated by law to use the services of external auditors. It is assumed that both internal and external auditors are qualified and they should be able to identify any irregularities. Their inability to identify irregularities as they are supposed to do is suspicious and makes one think that it is deliberate, suggesting that external auditors are also collaborating in the corruption. This directly suggests that bad governance practices, fraud and corruption, and poor communication with the community is still a problem in municipalities.

These problems are not only in South Africa but they are also common in other African countries. The structure of the local government might differ but they share common problems. In Uganda, for instance, local government is concentrated under district leadership (Manasseh, 2011). This is different from what is happening in South Africa because local municipalities are also powerful in a sense that there are able to draw their own budgets and prepare their own developmental plans. The district municipality oversees what the local municipality is doing but does not exercise its powers to prevent the local municipality from doing what they have planned to do.

In Uganda the delivery of public services like health, education, works and agricultural extension services, among others, does not match public expectations and interest and this poor service delivery is associated with the concentration of power and resources in the district leadership (Manasseh, 2011). The same thing applies to South Africa and community respond through violence to poor service delivery.

Just like in South Africa, poor service delivery in Uganda is also associated with district leadership being engaged in a scramble for power. Whilst district officials are fighting over positions service delivery suffers (Manasseh, 2011). This is also happening in South Africa where people are killed because of the competition for positions in Local Government structures. Political organisations deploy all mayors in local government and also deploy municipal managers who make sure that all the political deployees are given positions in the municipalities irrespective of their educational qualifications and competencies. This is done at the expense of the service delivery. Politicians in public sector do what is best for them not necessarily what is best for the country. (Chikulo, 2013; Iheriohanma, 2011; De Graaf, 2007; and Chang, and Wong, 2002).

Just like in South Africa corruption is prevalent in local government in Uganda. The survey conducted by the Inspector General of Government's (IGG) (2008) National Integrity Survey, revealed that the local government tender boards (LGTBs) are the second most corrupt institutions in Uganda (Manasseh, 2011). This means that all the good government intentions of devolving powers to local government have not yet translated into service delivery (Manasseh, 2011).

Good government policies have not yet yielded good service delivery and they have not stopped corruption in local government. Even today there are places where service delivery is still a dream and local people have not yet tasted it. We still have places in South Africa with no running water where people draw water from the stream or rivers and are exposed to all sort of diseases that comes with unclean water. Paraffin and wood fires are still used for lighting and cooking in certain areas in the country. This poor service delivery is sometimes associated with the shortage of money which results from squandering of government money by government officials in different ways. A situation where money allocated for a certain project is

embezzled. Incompetence of government officials also plays a major role in poor service delivery. (Chikulo, 2013; Iheriohanma, 2011; De Graaf, 2007; and Chang, and Wong, 2002).

1.6 Motivation of the Study

Daily protests for service delivery suggest that there is a major problem in local government leadership. There could be other factors that are not directly linked to the service delivery which are politically inclined. In different places there are visible signs of lack of service delivery and yet there are municipalities in those areas. The local government is the closest to the people. The demarcation of boarders should enable all municipalities to control manageable areas.

The complex nature of the municipalities, where there is often a conflict of power which in certain instances hampers progress calls for strategic leadership.

“Strategic leadership is the ability to anticipate, envision, maintain flexibility, think strategically, and work with others in the institution to initiate changes that will create a viable and valuable future for the institution” (Coulter, 2005, p. 14).

It must be noted that the administrative head of the municipality is the manager. It is the responsibility of the manager to make sure that the resolutions of the council are carried forward. Such a person must therefore have expertise and skills in dealing with sensitive issues that if not correctly handled might bring confusion and unrest in the community. This study believes that the Municipal Manager as the head of the municipality must have wisdom and vision to create and execute plans and to make consequential decisions in the volatile, uncertain, complex, and ambiguous strategic environment. (Guillot, 2003)

There are many uncertainties with regard to the causes of these daily protest marches. If the problem here is the lack of service delivery, this could mean an inability by municipalities to provide services that are needed by people. There could also be many other problems, such as an identification of what service to provide in which community. These problems might be related to poor governance or poor leadership. It is therefore important to conduct this study so that a direct problem can be identified and attempts made to provide a solution to it. Strategic leadership will in

this study be used as a tool that can hopefully be used to rescue local municipalities from this mess.

If leaders would understand what strategic leadership means there could be a change in how things are done in different municipalities. Municipalities are highly legislated institutions and all that employees are expected to do is to comply. This compliance makes leadership in municipalities very simple if the leader knows what he or she is doing and is also working in an environment that has got no interference. IDP for instance is straight-forward and it does not need to be complicated. IDP regulation has a provision for public participation. It is therefore the responsibility of the municipal officials to take the initiative and to invite the public to participate.

1.7 Organisation of the research

This research will be divided into nine (9) different chapters that will explain the problem that municipalities are facing. They will try to explain why there are problems and if possible try to suggest solutions to these problems. The concept “strategic leadership” will be explained and an attempt will be made to relate it to leadership. Strategic leadership will be projected as the solution to problems that municipalities encounter.

Chapter 1: Introduction

This chapter introduces the study and gives the research objectives. The chapter also looks at the reasons why this study was conducted. It also looks at the problem statement and the background that led to this study. It touches on strategic leadership and states the reasons why strategic leadership was chosen as the solution to municipality leadership.

Chapter 2: Theories in management

Different theories in leadership are discussed in this chapter. It is believed that theories shape leadership and in order to understand a certain style of leadership a theory underlying that style must be studied. Only leadership theory that informs leadership in municipalities is discussed in this chapter. This chapter also relates theories to what is currently happening in the municipalities.

Chapter 3: Strategic Leadership

This chapter looks at strategic leadership in detail. The concept of strategic leadership is explored. Literature about strategic leadership is interrogated.

This chapter looks at the IDP and how the public is involved in IDP. Government policies and regulations that underline the public participation and IDP are thoroughly checked. IDP procedures and processes are analysed to see whether they enable public participation.

Chapter 4: Municipality as a point of service delivery

This chapter looks at the municipality as a point of service delivery. It looks at what the municipality is supposed to do to provide services to the communities. Amongst other things this chapter looks at the integrated Development Planning (IDP) as the vehicle of service delivery. It also looks at how the public can participate and how they can be used to facilitate service delivery or how they can be used effectively to make sure that the IDP is implemented correctly.

Chapter 5: Municipal Performance and monitoring

This chapter looks at how municipalities perform. It proposes that performance need to be measured at different stages to make sure that everything is still proceeding according to plan. It argues that performance measurement will help leadership to see whether there is progress or not. Without performance measurement the municipality might not be aware whether outcomes are achieved or not and whether everything is going according to plan or not. So for any leadership style that is applied, the output must be measured.

Chapter 6: Research Design

This chapter looks at the methods used in data collection and analysis. The chapter justifies why a certain method was used. The design needed to be created before the actual research could take place. A research design that is appropriate to the study was chosen and justified because it needed clearly to show why it was chosen and whether it was reliable or not.

Chapter 7: Analysis of results

In this chapter results found by this study are analysed so that they provide meaning. Different figures and percentages might be found from this research but those must be given meaning. The analysis of results will involve interpreting these results.

Chapter 8: Discussion of the findings

This chapter gives a comprehensive discussion on the findings and the results of the study.

Chapter 9: Conclusions and recommendations

This chapter is dedicated to conclusions and recommendations so that they can be used to inform the public about the results of the study.

1.8 Conclusions

I believe that, this study will contribute to new knowledge with regard to strategic leadership. It will also help Local Government to better position itself for the provision of services to the community. I hope through this study, the local government will at all times create an enabling environment that will see both the community and the municipality working together in trying to address problems that are being experienced in the area of municipal governance. It is still common these days for the public to hear about IDPs when Municipalities are reporting back without making those communities part of these IDPs.

CHAPTER 2: STRATEGIC LEADERSHIP AND THEORIES IN MANAGEMENT

2.1 Introduction

The local government is a very complex place in which to exercise leadership because it is both political and administrative. Various theories have been developed in the field of leadership to facilitate an understanding of the field. In order to understand a phenomenon, a theory must be studied. There are theories in all fields of study that regulate the creation of knowledge in that particular field. Theories are very important in any field of study because they tell us more about what happens within the discipline and they do not exist only to explain phenomena but also to predict the future (Goethals & Sorenson, 2006). There are cases where a suitable theory to explain a certain concept is not available, in that case a theory can be imported from another field of study and Oswick, Fleming, and Hanlon (2011, p. 319) refer to this exercise as theory borrowing, which they describe as

“the importation of coherent and fully formed ideas that explain a phenomenon (or phenomena) from outside the discipline”.

This exercise is generally accepted and it is common. Whetten, Felin, and King (2009 cited in Oswick, Fleming, and Hanlon, 2011, p. 319) says;

“organizational research relies heavily on borrowed concepts and theories from neighbouring disciplines such as psychology and sociology”.

This confirms that in any discipline, a theory can be imported to explain a concept or a phenomenon. There are multifaceted theories of leadership practiced by the public sector and some of those theories will be discussed in this study; contingency theories, situational theories, participative theories, management theories, and relationship theory; Upper Echelon theory; and top management team theory.

2.2 Theories in leadership

Theories in this study are divided into three broad categories because I believe that strategic leadership can best be explained if I look at theories that explain the nature of leadership in the municipality, the municipality as an organisation and the level of management in which strategic leadership takes place. Through these three broad

categories I will be able to interrogate how strategic leadership is enacted in the organisation.

The first category (nature of leadership) will include theories like, Situational leadership theory, Participative Theories (Lewin's leadership styles), and Transactional Theories. The second category (Municipality as an organisation) will include theories like, Transformational Theories, Development Theory, and Organisational theory. The last category (top level management) will include theories like, Upper Echelon theory (the institution's reflection of its leaders), and Top Management Team (TMT).

2.3 The Nature of Leadership in the municipality

The nature of leadership in the municipality dictates that at least situational leadership, participative leadership, collective leadership, and transactional leadership are used. This study believes that it is the situation that dictates the nature of leadership style to be used in a certain environment or situation.

2.3.1 Situational Leadership Theory

Situational theory is not about the physical environment that the leader finds himself or herself in but it is about the condition or the situation. In one environment there could be different conditions. There could be a situation where everyone in the organisation is knowledgeable with regards to what they supposed to do. In a school for instance, you might find that all teachers are qualified and they have relevant experience of what they are doing. In a such situation for instance a leader might use a democratic leadership style. For any decision that is to be taken involving skilled people, their input can be sought. But in a situation where the leader is the only knowledgeable person, an autocratic leadership style might be a better option. Situational theories suggest that leaders choose the best leadership style that is appropriate for the situation at hand. This means that for every situation there will be a suitable leadership style to use.

Amongst other things, the leader is influenced by different situations in the environment and how the followers behave in different situations. This suggests that there is no style of leadership that is suitable for every situation. According to situational leadership there will be no leader that can be called a democratic or

autocratic leader because, being democratic or autocratic is temporary and it is only a response to a certain situation. It is the situation that dictates the nature of leadership style to be used not the leader. The leader will only respond to forces that propel him or her to choose a certain leadership style not that a leader will just use a style that he or she prefers. So the performance of any leader will depend on a range of different situational factors.

The focus here is about the choices that the leader will choose based on the situation or the behaviour of the followers. In a municipality for instance, the type of leadership style to be used will be determined by the political situation of the environment.

2.3.2 Participative Theories (Lewin's leadership styles)

Participative leadership theory suggests that all members of the group should be allowed to contribute towards decision-making. Participative leadership theory suggests that the best leadership style is the one that allows everybody in a group to feel free to make a contribution. It is the responsibility of the leader to make every member of the group feel important and to feel that their contributions are valued by the leader and the group. Participative leadership does not necessarily mean that everyone in a group is a leader but it means that the leader should allow everyone to participate. Any contribution will be made through the leader and only if at that time the leader allows the contribution. It has been said in both contingency leadership theory and situational leadership theory that there is no one single method that is the best and as a result should be used alone. This also applies to participative leadership. As much as a leader may apply participative leadership there are times when a leader may not allow participation from the group but may have instead to dictate to the group. This suggests that participative leadership only take place if the leader allows it. It is the leader who should know when to allow people to participate and when not to allow them to participate.

In participative leadership, the members of the group feel that their inputs are recognised and they gain confidence. This might increase a good working relationship amongst group members. Such a feeling will also increase the level of commitment to group members and decrease unhealthy competition among the members of the group.

Participative leadership is also known as consultative leadership, democratic leadership, power-sharing leadership, or joint decision-making leadership.

A certain amount of trust is needed in participative leadership. There are cases where leaders seek for ideas from the group and end up not using those ideas and this sometimes discourages the members of the group from active participation. People employed by the municipality have different experiences and expertise. Each employee stands to benefit if they work as a group. Managers that are new in the municipality might need the help of those who have been with the municipality for quite some time. For Finkelstein and Hambrick (1990) a short-tenured manager may experience very high or very low performance within the municipality. It has also been established that a new person in a job is focused on learning the skills and knowledge necessary for successful performance (Murphy, 1989, cited in Gerhardt, Ashenbaum, and Newman, 2009, p. 62). This was also confirmed by Ashford and Black (1996) cited in Gerhardt, Ashenbaum, and Newman (2009) that newcomers to an organization tend to engage in proactive activities, such as information seeking, and building relationships. This will be achieved if the new manager in the municipality collaborates with those who have experience. Participative theory will then be useful to make sure that managers collaborate with others in doing their work.

2.3.3 Transactional Theories

Transactional leadership style is also known as management style. This style focuses on the role of the manager or a supervisor. It also focuses on the organisation itself or a team of people may be in the Upper Echelon of the organisation. The focus is on how these people perform and if performance is good they are rewarded and if it is not good they are punished. Transactional leadership is based on a system of rewards and punishments. People work either because they are looking for a reward or because they have fear that if they fail to perform according to pre-agreed standards they might be punished. This type of leadership puts the emphasis not on any other factor but on performance. Factors that might cause poor performance are not a factor here. What is important is whether you perform or not.

We have seen transactional leadership styles in municipalities and many other organisations where a manager will be highly rewarded with bonuses in cash or kind when the authorities feel that the performance was exceptional or the manager will

probably be fired for poor performance. It is correct to say performance might mean different things to different institutions or stakeholders. What one institution might regard as exceptional performance another institution might regard simply as what the manager was hired to do (daily work). Transactional leadership therefore is sometimes applied to motivate people to work. There is a trend that is not widely researched where transactional leadership will be applied to perpetrate corruption in politics. Payment of allegiances for example is more about rewarding people for doing things that benefit an individual or a group not the institution. We see this in municipalities where payment of allegiances is meant to benefit others not to improve service delivery (Chang and Wong, 2002). Failure to comply with payment of allegiances might lead to the manager or an employee being fired. This kind of leadership is now common where a municipal manager will be hired not only to improve service delivery to deserving communities but also to pay a certain political head in a form of tenders. Tenders are often directed to certain individuals or businesses that are aligned to certain key political figures. A mayor can convince the council or anyone involved to hire a certain municipal manager and expect some favours from the person once he or she is employed. This type of leadership unfortunately does not encourage people to work but discourages them. Payment of allegiances has corrupted the transactional leadership because people in leadership are micro managed somewhere by powerful corrupt individuals who might be politicians or people who are said to be well connected meaning that they are aligned or related to certain powerful politicians. This is termed by Okolo (2014, p. 70) “Leadership by proxy” in his work *“Philosophical Reflection on Sustainable Politics in Africa: Constraints and Possibilities”*. Okolo (2014) pointed out that a successor can be planted by grandmasters or a consortium of grandmasters so that the successor will be loyal to them. This grandmaster or a consortium of grandmasters continues to run the organisation behind the scenes. Leadership by proxy means that the person who holds office may not exercise his or her powers but he or she is constantly taking orders either from the grandmasters or a consortium of grandmasters. Exercising strategic leadership in this case would be very difficult because the people behind the scenes give orders and directions to the leader.

Transactional leadership calls for a clear description of the job to be done. A person can only be judged as the best or worst performer if the terms of reference were clear. It is important in this kind of leadership to be transparent and if possible to provide

all the support that an employee might need to avoid failure that can be attributed to other factors that were beyond the employees' control. In such an environment employees will be motivated by both reward and punishment. Some will work because they want a reward and some because of fear of punishment. But before a manager is rewarded or charged, the nature of the reward must be outlined clearly and the nature of punishment must also be clearly explained. Equally important are conditions under which both rewards and punishment will take place.

It is sometimes possible that employees will employ devious ways to achieve out of fear of both punishment and no reward. There can be a great deal of fraud and scheming in this race for performance. Instead of employees working freely and adhering to ethical behaviour they might be engaged in organisational squabbles and they may try to fast-track their performance. Transactional leadership where punishment and reward is a focus might be a driver of organisational infighting, unnecessary work stress and possible corruption. This is also confirmed by Hambrick, Finkelstein, and Mooney (2005) when they say that in the executive context, we can anticipate that executives who experience great stress because of high job demands will tend to become anxious, depressed, angry—which, in turn, will cause them to be less effective decision-makers.

If the departmental manager in the municipality is looking at the reward or punishment that he is going to get, he might push his staff to a limit so that he alone could be rewarded and be spared from punishment. This might also change a leadership to either autocratic or democratic. Within a transactional leadership style we might see a situation where a leader will be autocratic to drive a certain idea forward or become democratic and allow people to contribute. More attention will be given to what the leader believes needs attention and they may totally ignore what does not need attention. This is known as management by exception. More focus will be given to what seems to be a problem. This for sure will make a leader more stressed and they hope that everything is going according to plan.

The transactional leader might expect people to be submissive and only wait for the order before the job is done

2.4 The Nature of the municipality as an organisation

Municipalities are distinct from other organisations in the sense that municipalities are not profit driven. They are also under the leadership of elected officials

(politically driven) and administrators. Such an organisation will pose different challenges and as a result they will need specific leadership styles. Because of the legacy of apartheid, municipalities need to be transformed into municipalities that are able to deliver to all irrespective of race and political affiliations. Transformational and development theories therefore, will be studied to try to explain how the municipality as an organisation evolves. Organisational theory will also be studied to look specifically at the municipality as an organisation.

2.4.1 Transformational Theories

Transformational leadership is more focussed on the performance of the whole group. They believe that the group will perform to a certain standard if group members are developed. An individual member of the group becomes important and is developed to fulfil certain responsibilities. These leaders believe that if each member of the group is capable of executing their duties then the performance of the group as a whole will be enhanced.

Transformational leadership is also known as relationship leadership because it looks at the relationship between leaders and followers. The relationship between the leader and followers becomes very important in this kind of leadership. The leader will first establish a good working relationship with group and make sure that the relationships among group members are also good. A good relationship among group members is very important for the survival of the group. Group members need to be motivated to work together as a team. It is believed that transformational leaders have high ethical and moral standards. Taking into consideration that Municipalities have diverse people with different personalities, experience and qualification, transformational leadership could be very useful. Different activities that are performed by municipalities call for people to work in groups or teams. For these groups to work effectively a certain measure of motivation is needed and individuals in a group need to be valued and they need to be capacitated to be able to do their work. Taking the IDP as an example, there are several teams that are formed to perform different tasks. The tasks given to different groups are different and will always require that group members have different expertise so that they will be able to accomplish these tasks.

For the IDP to be relevant we need to conduct research to find out how people live and what they need to improve their standard of living. The kind of competencies needed in a research team is different from the kind of competencies needed in a team that is tasked with compiling a budget. The transformational leader will need to coordinate all these different teams with different skills to produce a comprehensive IDP document that can be understood and can be translated into appropriate service delivery.

It is believed that people will follow a leader who inspires them to work. Everyone wants their contribution to be recognised and if a leader recognises the skills of subordinates then the leader will be valued and held in high esteem. For a leader to lead diverse teams the leader must be a visionary leader. The leader must develop a vision and must make sure that every team member shares the vision. Sharing the vision will help all members to understand the reason why they are working and why they need to take a certain direction to achieve a desired goal. A desired goal must be fully communicated to the rest of the team and they must be made to understand why the desired goal is important. The vision will give team members a direction.

2.4.2 Development Theory

Local government is tasked with the provision of basic services to people. This is not only about doing things for people but also about teaching people how to do things. People need to be given appropriate resources and skills so that they can be in a position to help themselves. Proper infrastructure that will allow development must be in place. For each and every service delivery there must be development. Development theory must be studied so that development will be understood. It would be very difficult to develop communities if development is not understood. Not all services to the community will lead to development. According to Mubangizi (2007) development occurs when a theory or a vision informs the formulation of policies that will translate into programmes and projects whose objectives are then implemented through a specific set of activities. These programmes must be specifically designed to improve the lives of people in a municipality. Development can be classified into three developments; the growth-centred vision development; the state-centred vision development; and the people-centred vision development.

These categories simple suggest that development is different and it can focus on different groups.

2.4.2.1 The growth-centred vision development

The main focus in this type of development is the development of the country. This is looking at economic growth and a free market system. There are different policies that are aimed at improving economic growth in the country and some of these policies are looking at how the local government can develop the local communities and their areas. These policies need to be communicated well to local people so that they can understand and support them. Economic policies like Accelerated and shared Growth-South Africa (ASGISA), The Growth, employment and redistribution (GEAR) programme, etc are not known and understood by people and consequently they do not enjoy any support from people. Some of these policies are known but the information about them is generally insufficient, eg. The Reconstruction and Development Programme (RDP). This is known as the policy that is meant to provide free houses to people. There might be more to RDP than mere provision of houses but it is not known.

Development is possible not because there is a policy but because the policy is communicated to people so that it will be understood and be accepted or owned by people.

2.4.2.2 The state-centred vision development

This kind of development is seen as being controlled by the state. It has its roots in the dependency theory of underdevelopment which means that according to this view, socio-economic dependency generated underdevelopment. This is so because of the belief that the economic power is controlled somewhere. Provision of finance for instance mainly rest with the banks and is centrally monitored by National Credit Regulator (NCR) in South Africa and access to funding is restricted by credit bureaus who keep credit profiles of individuals. If access to funding is difficult, it will be difficult for ordinary individuals to establish their businesses that can contribute to the economy of the country and consequently people will opt for small informal businesses that have a bigger slice in the economy but at a smaller scale because different individuals are barely getting enough to survive.

2.4.2.3 The people-centred vision development

The people-centred vision development is looking beyond the state and the market. It focuses on communities themselves and believes that communities are able to determine their own destiny. The government and the economy are not considered in this kind of development but people believe that they are in a position to develop themselves. The example of this will be the formation of stockvels mostly in black communities where people save together as a group for different purposes. Besides stockvels, in rural places we still see communal farming where people are involved in subsistence farming. They are not engaged in commercial farming but they establish vegetable gardens to feed their families.

The local government therefore needs to understand these kinds of development approaches so that they can as government assist in speeding up development to different communities. Understanding these development approaches will help the local government to understand the nature of service delivery needed for the people. They are not only going to look at provision of water, electricity, sanitation, etc. but they will also look beyond that and provide services that promote community development. The development must not only aim at developing the place but communities must also be developed to participate actively in economic activities of the country.

Economic development must also be a target in municipalities. Local people must be assisted to develop their own sustainable businesses in the area that can provide employment to those who are not employed. This will be possible if the local government is developing people's skills and providing infrastructure that is going to facilitate development. Provision of access roads and electricity for instance can improve trade. If the municipality understands this kind of development we will see, amongst other things, more co-operatives being formed and funded by the municipalities so that communities can be assisted in developing themselves. People-centred vision development is crucial in local government since full employment cannot be achieved. Co-operatives, if are established and funded in a manner that is free of political interference and corruption, they can help in poverty alleviation.

2.4.3 Organisational theory

Organisational theory has been around for so many years. Some fifty years ago organisational theory established itself as an independent discipline. Before that, organisational theories were studied under management theories. Organisational theories are now independent and they are not under management theories. Organisational theories just like any other theories are supposed to be valid. The validity of any theory is determined by whether it is supported by empirical evidence or not (Ashworth et al, 2010). In general, when theories are developed they go through different stages. A major stage is that of being tested for validity. Theories can be proved to be right and valid and the very same theory that was proven right can also be proved to be wrong. A theory therefore, can be proved right or wrong. Testing of a theory is not an overnight thing. It takes time for researchers or practitioners to say whether the theory is either correct or wrong. Basically a theory will only be right and be trusted by researchers if it is able to explain certain phenomenon. So if the theory is provided for the first time, it will only be accepted provisionally because it can still be proven right or wrong.

Organisational theory is about understanding how organisations function the way they do in certain environments (Hatch and Cunliffe, 2006). It also looks at how organisations are affected or influenced by different environments. A good theory is able to explain why certain organisations are more advantageous as compared to others and also provide ways of identifying organisational problems and of providing possible solutions. Researchers believe that organisations are able to deal with different sorts of challenges that are posed by different environments whether they are internal or external. Organisational theory can be divided into: general systems theory, socio-technical systems theory and contingency theory.

2.4.3.1 General Systems Theory

Like a human being, an organisation is a system. In a system there are different sub-systems that make a system complete. In a human body for instance, there is a digestive system, respiratory system, etc. An organisation also has such systems that make an organisation complete. For anyone who wants to understand the organisation they will have to understand that an organisation is a system with different sub-systems and look at those sub-systems very closely (Hatch and Cunliffe, 2006).

Hatch and Cunliffe (2006) define a system as a thing with mutually interrelated parts called sub-systems where systems theorists would focus on the law like regularities underlying and uniting all phenomena across the various branches of natural and social science. According to Cleland (1985, p. 17) a system may be defined literally as

“an organized or complex whole; an assemblage or combination of things” or parts forming a complex or unitary whole”.

Cleland (1985) further mentioned that; the systems approach involves the recognition that the organization is made up of a set of interrelated sub-systems, each with its own goals.

Theorists believe that each subsystem affects other sub-systems and that the whole is greater than the sum of its parts and the essence of a whole can only be discovered when the system is confronted on its own terms (Hatch and Cunliffe, 2006)

Roberts (2003, p. 85) believes that,

“it is the leadership of the system, which will interpret policy and oversee the implementation of policy”.

The leadership of the system also reconciles change with continuity. Systems theory is regarded by (Getha-Taylor and Morse, 2013) as one of the attributes of competencies that a collaborative leader needs.

2.4.3.2 Socio-technical systems theory

Technology has become part of us. Without it life is difficult. New and improved technology emerges every now and then and human being adapt to it. Our lives are directly affected by technology and according to Hatch and Cunliffe (2006) any changes in technology will affect social relationships, attitudes and feelings about work which in turn affects the output of the technology because human behaviour and technology are interrelated.

Technology in most cases simplifies what human beings have to do. Human beings work faster when technology is there than without technology. Technology has become entrenched in our lives in such a way that some things are becoming

impossible without it. Ordinary calculations are in certain instances difficult without a calculator.

The socio-technical systems theory is the product of the Tavistock Institute of Human Relations in the United Kingdom. Eric Trist and Ken Bamforth examined the impact of technology on worker productivity, motivation, morale and stress in a British coalmine in the early 1950s (Hatch and Cunliffe, 2006). The results of this study show that there is a correlation between human beings and technology and that technology directly affects how work is done.

2.4.3.3 Contingency theory

Contingency theory was developed in the 1960s when empirical studies challenged the classical management belief in finding the one best way to organise (Hatch and Cunliffe, 2006). Contingency theorists believe that the most appropriate way of designing and managing an organisation depends upon the characteristics of the situation in which the organisation finds itself. In other words, organizational design is contingent upon many factors, including the environment, goals, technology, and people, and effective organisations are those in which these various elements are aligned.

According to contingency theories no leadership style is best in all situations. The type of leadership style to be used will be determined by certain variables related to the environment. There could be a situation that can demand that a democratic leadership style is used or a situation that demands that an autocratic leadership style is used. The leader cannot predetermine the type of leadership style that he or she is going to use in a certain environment before he or she actually experiences the situation. In a local government for instance, there are different determining factors or variables that can make a leader choose a certain leadership style.

Contingency theory considers the leaders' capability to lead. In this theory we might see a situation where a very successful leader in a certain environment becomes unsuccessful in a different environment.

2.5 Where strategic leadership manifests itself in the municipality.

The Literature review interrogated, suggests that strategic leadership takes place in a certain areas of the organisation. Top Management Team and Upper Echelon theories will then be used to explain whether there is a specific point in the organisation where strategic leadership needs to take place or not.

2.5.1 Upper Echelon theory (institutions' reflection of its leaders)

Upper Echelon theory has been around for many years but it has not received as much attention as other leadership theories (Kjelin, 2009). It is still regarded as the under-researched topic that is only provided by chief executives, presidents and general managers (Nachman & Shrivastava, 1989)

Upper Echelon theory suggests that organisations are a reflection of its leaders (Hambrick and Mason, 1984). Boal and Hooijberg (2001) confirm what was said by Hambrick and Mason that the Upper Echelon Theory suggests that institutions will always reflect the kind of leader that is leading the institution. Leaders who operate at a strategic apex of the institution take decisions that give direction to the whole institution (Phipps and Burbach, 2010). The decision taken at the strategic apex involves the vision and the mission of the institution. In the field of leadership a leader is very important. This theory later evolved into strategic leadership (Finkelstein and Hambrick, 1996).

The Upper Echelon was chosen because this study believes that the leader of any organisation has an influence. The nature and the extent of the influence are beyond the scope of this study. It is not the intention of this study to look at whether the influence of the leader is positive or negative or to look at the depth of the influence.

According to Van der Zee and, Swagerman (2009) in most large corporations the Board of Directors makes the final strategic decisions and can hence be considered as the upper echelon. The Board of Directors represents the shareholders or owners of the business. They probably have more interest in the performance of the organisation than anybody else. It is also in this structure (Board of Directors) that strategic decisions are taken. The Board of Directors consists of different individuals with different experiences. There is likely to be great diversity in the Board of Directors. Complex decisions to be made by the Board of Directors will require that

the individual members of the board have a depth knowledge and experience. Van der Zee, and Swagerman (2009) maintain that, the Upper Echelon theory suggests that the personal characteristics of the members of the top management team play a far more important role than is normally appreciated. Factors such as age, tenure, within the organisation, specialisation, social roots, and a member's financial situation are assumed to affect the decisions made by the Top Management Team (TMT).

The contribution of the TMT in the organisation cannot be over-emphasised or underestimated. The mere existence of the TMT has an influence on the whole organisation. Studies have been conducted where the contribution of the TMT to the whole organisation or the relationship between the top management team and company strategy or performance has been studied. Van der Zee, and Swagerman's (2009) research confirms that there is a relationship between the top management team and company performance or strategy.

Complex decisions to be made by the Board of Directors will require that the individual members of the board have considerable knowledge and experience. The CEO is therefore, responsible for monitoring and assessing decisions before they are implemented. According to Boal and Hooijberg (2001) Upper Echelon Theory suggested that any strategic choices that the top management make are the result of a combination of elements, such as educational qualifications, personality, work experience, and preferences of top managers. These factors also influence their assessment of the environment.

The CEO of the organisation is at the Strategic apex which is the highest level in any organisation and this level is tasked with a responsibility of making decisions. Decisions taken from that highest level could be implemented at a level where the actual operation is taking place. It might not be correct to view the CEO as the only person in the organisation that might have an impact. Leadership is shared amongst the top executive members in the Upper-echelon of the organisation or institution. Glunk and Heitjes (2003) suggest that the Upper Echelon Theory proposed that the personal traits of other members in the strategic apex should also be considered because of the nature of team work. The CEO is therefore, responsible for making sure that the top executive is in good shape and that every member of the Team is doing what they were employed to do.

The personal traits of a leader could manifest itself in different ways in the organisation. As a result people will always associate an institution with its manager because of the understanding that any performance is due to the work of the leader. And this will make people easily associate any failures or successes of the institution with the present leadership. Phipps; and Burbach, (2010) also maintain that the central assertion of Upper Echelon theory is that because leaders operate at a strategic level, organisations are reflections of the cognition and values of their top managers. Even though the strategic apex of the institution consists of a number of people who work as a team, the CEO is the one who has to lead the top executive team and is accountable for all the actions of the top executive team. If the actions of the top executive team lead to good performance the CEO will be accountable for the success but also accountable if the actions of the top executive team leads to poor or no performance at all.

2.5.2 Top Management Team (TMT)

The study believes in collective leadership. It is not only the municipal manager who leads the municipality but a small group of people who form the Top Management Team (Hickman (2010)). It is therefore important also to study the characteristics of all the members of the team because they all have an influence. This group of people come with different backgrounds and ideas to contribute to the Top Management Team (Boal and Hooijberg, 2001) it is important therefore to study their demographic characteristics (Hambrick & Mason, 1984 cited in Carson, et al. 2004) because they also participate in decision-making that can have a substantial effect on institution performance.

The study of TMT has always been a concern. Much has been written on this subject and there are many changes that have taken place. In 1967 Cyert and March referred to TMT as the Dominant coalitions, which is the relationship of individuals in the strategic apex of the organisation. Thomson, 1967 and Finkelstein, 1992, called the Dominant coalition, an Inner Circles. These two concepts, Dominant coalitions and Inner Circles only suggested that this was just an informal group of individuals who did not form any formal structure. Bourgeois, 1980; and Hambrick and Mason, 1984; introduced the concept Top Management Teams. Hambrick (1994) argued whether

it was indeed a team or a group. He pointed out differences between a team and a group. He therefore called it a Top Management Groups.

When studying TMT it becomes imperative that we study the composition of the TMT. Because of differences in individuals, the TMT will consist of a large variation of team members. In most cases people differ according to gender, age, educational qualification, general experience (exposure), etc. This diversity will grace almost any team of people. These factors will always contribute to the performance of the whole team. It must be clarified also that not all members in a team do the same work. There are different roles in the TMT. Each person performs his or her work which might be different from other people's work.

2.6 Application of theories in practice.

Leadership theories that we use are not helping practitioners to meet challenges in the institution and to solve problems completely that are experienced in any institution. Leadership as a field of study was developed a long time ago but up to now practitioners are still battling with it. According to Kjelin (2009) it seems to be clear that both researchers and practitioners have tended to prefer leadership theories in strategic contexts. Certain theories are very complicated and cannot be correctly understood by practitioners without assistance. As a result they become useless and practitioners left alone to apply rational knowledge which is not supported by any theory. The few theories and models that are available are in most cases not contextualized and it might be difficult to use them. A model is developed with the hope that it will be useful in any institution. In many cases models need to be customized to fit the institutional context.

Little was done in an attempt to bring leadership theory together with practice. Not much literature has been produced that is directly looking at the coexistence of theory and practice. A big gap is still visible between leadership theory and practice. In many instances, leaders approach leadership problems using trial and error method instead of using the proper solutions that theories provide. Leaders are supposed to know which model will work to produce good results and which one will not work. The argument is based on the fact that leaders ascend to power through educational qualifications and/or relevant experience. The experience and/or qualification should give leaders the advanced or foundational knowledge on the application of theory to practice.

The inability of practitioners to use theories correctly calls for an effective dialogue between theoreticians and practitioners that is aimed at making both of them reach a consensus on the use of any theory. This kind of a dialogue can help improve the manner in which theories are used. This dialogue can also reveal that there are theories but practitioners are not using them effectively. This dialogue should be made possible for the benefit of the institutions because leaders are the ones that might disregard all the theories and use their experiences when faced with a problem.

Theories are developed and tested and as a result they must be used to avoid using trial and error methods that might put the whole institution at risk. The effective or correct use of leadership theories will help reduce time taken in decision-making. In every institution, the superior should help the subordinate in understanding theories. General leadership will only provide motivation whereas strategic leadership will make sure that all components of the institution are taken care of. It provides an overview of the institution as a whole and gives support to those who need it. Therefore, application of theory to practice can be a reality.

2.7 Conclusion

Different theories of leadership were interrogated and it was found that there is no single leadership style that can be regarded as the best. Leaders use different leadership styles for different environments. It is the environment not the leader that dictates the type of leadership style to be used. Theories about the organisation were also studied to understand the nature of local government so that its suitability to fast track service delivery to people is determined. Knowing these theories helped to predict what can be expected of the leader, the environment and the organisations. It helped to identify what the organisation is capable of.

CHAPTER 3: STRATEGIC LEADERSHIP

3.1 Introduction

In this chapter, the concept “strategic leadership” is interrogated and a definition is given. This chapter is also looking at how strategic leadership developed and how is it different from general leadership. Strategic leadership, as discussed in chapter one, is projected as a solution to poor service delivery. This chapter argues that strategic leadership if it is enacted correctly can be a solution to different leadership challenges in local government.

3.2 Strategic Leadership

Strategic leadership is a complex term because it is composed of two different terms. Defining it poses a challenge. Up until today there are many definitions that have been developed but there is still no single definition that all the researchers have agreed with. It is however important to note that strategic leadership can only be defined if strategy and leadership are defined (Kjelin, 2009). We cannot define strategic leadership independent of these two concepts. This suggests that we need to look at strategic leadership as leadership that is based on strategy. So the definition of strategic leadership will involve how strategy informs leadership. These terms must be looked at as two independent terms.

Guillot (2003, p. 2) defined strategic leadership,

“as the ability of an experienced, senior leader who has the wisdom and vision to create and execute plans and make consequential decisions in the volatile, uncertain, complex, and ambiguous strategic environment”.

Strategic leadership is also about a process of getting work done through the application of all resources (Roberts, 2003). The strategic leader will have to coordinate all resources in the institution so that different units will work as one unit in harmony.

3.3 Strategy

The term strategy is used daily in a wide range of fields by different people. We often hear people talking about strategic decisions, strategic thinking, strategic planning, strategic management, strategic analysis, strategic leadership etc. Sometimes what people think strategy is has got nothing to do with strategy (Kluyver, et al. 2000).

The term is used without knowing what it really means. Strategy is a skill and a definitive, integrated, and long-term thinking and decision-making approach or a plan of action on how to allocate resources to achieve the vision of the organization (Ponder, 2005; Daft 1999; Kase; Sa'ez-Martinez; and Riquelme, 2005; and Doz, and Kosonen; 2008). To others strategy is a set of different decisions that one makes to steer an organization in a better direction that will benefit the organisation (Freedman and Tregre, 2003). It also means the way in which the available resources of the organisation are used to take advantage of opportunities that distinguish an organisation from its competitors and make it unique so that it can survive the competition (Abraham, 2006)

In summarizing what is said about strategy, one can conclude that strategy refers to long-term choices that are made on issues like positioning the organisation to be able to produce relevant products and to be competitive enough to make a profit (Abraham, 2006; Coulter, 2005; Kluyver, Hwang & Drucker, 2000; Ponder, 2005).

3.4 Leadership

Leadership manifests itself when a person is able effectively to influence others to act in a positive way so that they will be able as individuals or as a collective to accomplish the desired goals (Yukl, 2006; & Armstrong & Stephens, 2005). Any leader in a leadership position is expected to determine the future of the institution and to use all the available human and financial resource to achieve the institutional goal (Jacobson, 2000). This suggests that leadership is an on-going phenomenon and that it is not a once-off event or a position that one occupies in an organisation. It is all about influence that one has in the organisation which is supported by a good relationship of trust between the leader and followers (Chatterjee, 1998). This confirms the idea that a person cannot be called a leader if he or she is unable to influence people. It is the influence that one has that will make people declare that the person is a leader. It is however correct to say that in general a person can be called a leader because he occupies a position of leadership. One is appointed, nominated or hired to a leadership position and then a person is called a leader. That is contrary to the idea that is put forward by Chatterjee that a leader is not a position. People in general look at the position and not the influence of a person. Literature interrogated concurs with the idea that leadership is an influence.

The leader must be in a position to influence followers' thinking and actions. Boyatzis and McKee (1998, p. 52) maintain that

“...there are those ineffective leaders who are not adding value and are so mindless that they do not even experience the responsibility of their roles and as the result they are hurting their organizations”.

Looking at what Boyatzis and McKee are saying it becomes clear that a person can call himself or herself a leader but he or she will become a true leader only once this person has an influence on subordinates.

Leadership is about how followers as individuals or as a group are motivated to perform better for the advancement of the organization (Chatterjee, 1998; Yukl; 2006; and Eliyana, 2010).

Without influence leadership will not be visible. It is however, important to note that leadership influence is limited by environment, organization, and legislation (Mackey, 2007). For this influence to take place, proper communication channels need to be established through consultation, persuasion, negotiation and the development of consent, if not consensus (Schuller, 1995)

If leadership is described as an influence, it means that there is of course an amount of power that each leader has. This is neatly summarized in the work of French and Raven of 1960. They categorically classified power into: legitimate, reward, expert, referent, and coercive power.

1. Legitimate power of the leader is brought about by the position that the person holds. If the person is given a position of power he or she automatically becomes powerful and is respected or recognized as such by the subordinates.
2. Reward power of the leader is derived from the ability of the leader to promote and increase salaries or to give bonuses to the subordinates. Subordinates respect a leader because they know that he or she has powers to increase salaries and to promote people.
3. Expert power is derived from being knowledgeable on certain aspects or by possessing superior skills that others do not have.
4. Referent power comes from the fact that subordinates identify with the leader.

5. Coercive power is derived from the ability of a leader to use force or to intimidate people to work.

Because of this power base discussed above leaders will command a certain amount of power even if they do not have any influence in the organisation.

3.5 Historical trajectory of strategic leadership

Leadership and strategy are two separate fields that were studied separately but together they form strategic leadership. One needs to have a strategy in order to lead successfully. Strategic leadership as a field of study was first noted in the 1980's when Hosmer (1982), a researcher, observed that contingency theories of leadership did not account for an organisation's competitive position in the industry. It was thought that Leadership had no impact on the competitive position in the industry. In the 1980s the study of leadership took on another lease of life after it had lost its popularity. Many researchers lost interest in this field. Researchers felt that there was nothing more to be studied or to be discovered regarding this subject. The generation of new knowledge had declined. Little theory was being developed. Some researchers were even questioning the importance of studying leadership since they thought that the study of leadership had reached its culminating point and it was then unnecessary to spend time studying it (Wong, et al. 2003).

By the mid-1980s researchers began to talk about the relationship between both strategy and leadership. They tried to look at the co-relationship between leadership and strategy with the hope that the study of leadership would be revived. The whole direction of leadership changed and strategic leadership emerged as a powerful field of study. Researchers started exploring the concept of strategic leadership with the hope of finding answers to unresolved questions. In early 1980s Hambrick and Mason created the Upper Echelon theory (organisations are reflections of leaders' characteristics). This theory is based on the unique characteristics of the individual that make him or her unique and able to perform. According to Hambrick and Mason the CEO of the business will enforce his or her wishes through personality on everyone in the organisation. People will start doing as the leader says and as a result all his or her unique characteristics manifest themselves in the whole institution. Just because the Upper Echelon Theory concentrated on the strategic apex of the

organisation, Finkelstein and Hambrick (1996) saw an evolution of Upper Echelon theory into strategic leadership theory. Their conclusions were that the theory should examine the psychological make-up of the top manager; and also that the strategic leadership theory influences information processing in the institution and how strategic decisions are made. They believed in collective leadership rather than in leadership that favours only a Manager or CEO.

Collective leadership in a strategic apex within the organisation means that the Top Management Team (TMT) is the one that should lead the organisation not a single person. Decisions taken are not taken by an individual but they are collective. The psychological make-up of the Top Management Team is studied just to understand the Top Management Team. Decisions that the Top Management Team makes are always affected by a host of other factors. Top Management Team members are unique individuals with unique personalities and that will affect the decisions that the Top Management Team will make. Beside their unique personalities, educational factors and experience or exposure are other factors that have an influence on decision-making. The Top Management Team of the organisation deals with strategic leadership. This kind of leadership puts more emphasis on the vision and mission of the institution.

When strategic leadership emerged, its focus was on the Upper Echelon Theory and the Top Management Team theory. The Upper Echelon theory took into consideration the educational qualifications, personal traits, and experience of the top managers. These personal traits were thought to be a determining factor in the assessment of the institutional environment. Strategic leadership as a theory focused on studying these traits because of the impact that they have on decision-making in the Upper Echelon of the institution. Strategic leadership looked at the overall functions of the Top Management Team in the institutions. The conclusion was drawn by researchers that knowledge, values and experiences of the leader in the institution will determine how the problem is conceived (the internalization) and interpreted. Hambrick & Mason (1984 cited in Carson, et al. 2004, p. 121) remark that

“Upper Echelon theory posits that the demographic characteristics of top managers and institutional decision-makers have a substantial effect on firm performance.”

The actions of the leader will have a direct impact or influence on institutional performance. Numerous issues were involved in studying the psychological makeup of the Top Management Team. Different personal traits of different members of the Top Management Team were studied. It was believed that age and tenure for example, have a direct influence on the performance in the Upper Echelon level. It was debated by researchers whether leadership of the entire institution depend on the CEO alone or on the whole Team, see (Nachman and Shrivastava, 1989; Cyert and March, 1963; and Boal, and Hooijberg, 2001). A plethora of ideas from different researchers contributed to the development of strategic leadership theory. It was defined differently by different researchers, see (Kjelin, 2009; Guillot; 2003; Roberts, 2003; and Davies, et al. 2010). Strategic leadership was seen as a theoretical field which could only predict what was going to happen and then explain how things actually happened.

3.6 What strategic leadership is all about?

3.6.1 Leadership competencies.

According to the *Field Manual No 22-100* (1953) the ability to lead effectively in any environment, irrespective of any challenges, can be learned by considering the complexities and challenges of leadership. These complexities can be made simple by acknowledging that leadership can be more effective if the three factors are taken into consideration. Those factors are: leadership traits, leadership principles, and leadership techniques. For any leader to be able to lead the three factors must be taken into consideration. The nature of a person will definitely have an influence on the way in which that person leads the institution. Beside the nature of the person, what a person knows is also an issue together with what a person can do. The three factors represent what a person is, what he knows, and what he can do. These cannot be separated. The fact that a person knows all the principles and the procedures of doing something does not necessarily mean that a person can do it.

For a leader to be effective the three factors need to work together to develop the leadership ability of an individual and the three factors can be developed by individual leaders. The leadership traits of an individual are the hardest to develop but through self-analysis and the willingness to improve they can be developed. Most

personality traits are inborn but individuals can be helped to improve their behaviour towards others. The leadership principles can be learnt through observation and study. There are a large number of leadership books available that can teach an individual different leadership principles and the ability to select correct techniques. Through experience the ability to select relevant techniques can be improved and the application of strategic leadership can help to fast-track the ability to select the correct principles and correct leadership techniques.

According to the users of this term, “strategic leadership” can be used by anyone at most levels within the institution. Strategic leadership is needed at many levels of an organisation and is not only restricted to the strategic apex of the organisation as some people may want to believe (Kjelin, 2009).

To understand the concept “strategic leadership” one needs to look at the strategic leadership competencies that a strategic leader should command. Wong, et al. (2003) make the point that the search for strategic leader competencies is an endemic part of the research in the field of leadership. This kind of a list was very popular in the 1980s. Such a list is clearly explained in the *Field Manual No 22-100* (1999) that classifies leadership competencies into four major groups that are further divided into different skills. Under each group there is a long list of skills that relate to the group. This study will only give a summarized version of these groups. The groups of skills are:

- **Interpersonal skills.**

These are skills that relate to what a strategic leader has to employ. They shape the nature of a strategic leader because- interpersonal skills refer to the personal strengths and weaknesses of the strategic leader. These skills include an ability to communicate the effective use dialogue, the capacity to negotiate effectively, the ability to achieve consensus with others, and thereby to build a cohesive staff cohort. These skills, in many cases, differ from person to person and each person is unique in this regard. The way in which leaders relate to others is determined by their interpersonal skills.

- **Conceptual skills**

Strategic leaders use their ability to visualize and to comprehend different concepts that are relevant to their organisations. They also use their ability to recognize patterns and to understand how the whole organisation as a system works. Conceptual skills also allow a strategic leader to solve problems related to the organisation. These conceptual skills include, envisioning, developing frames of reference, and dealing with uncertainty and ambiguity. The ability to understand and interpret different situations and deal with the current problem is often associated with the mental capabilities of a leader. Leaders who are said to be brilliant might be regarded as such because of their high conceptual skills.

- **Technical Skills**

This refers to what leaders can actually do and how they do it. Technical skills refer to specialized skills such as a skill for, strategic art, leveraging technology, and translating political goals into achievable objectives. The ability of a leader to deal with a current problem relate to how a leader acts in a given situation. A good or effective technique comes with experience and this links with the ability to think constructively.

- **Tactical Skills**

Tactical skills help the leader to use experience acquired over time to solve a current organizational problem. This sometimes can be done through training staff and by giving the staff the required skills to accomplish the envisaged goals and objectives of the organisation.

The list of competencies is very long and it basically refers to anything that a strategic leader can do. The most recent literature, however, confines strategic leadership to a few key skills and competencies or processes. E.g. the topology of Covey (1996) who states that strategic leaders have three basic functions: path-finding, aligning, and empowering. This version of Covey summarizes the long list of competencies into three broad categories. Path-finding, for instance, is very broad and without explanation a leader might not be aware of competencies that need to be mastered before a leader is able to implement what path-finding suggests. To unpack “path-

finding” one might need to go back to that old list of competencies. Path-finding basically means knowing the direction that the organisation is willing to take and this entails knowing the vision and the mission of the institution. This suggest that the Upper Echelon has to create and maintain key competencies and provide key performance indicators to act as suitable gauges that will be used to mark progress or achievement.

Leadership activities must be aligned with the institutional context. Whatever is done must be results-oriented and the leadership must develop an institutional structure that will make it possible to achieve goals. Different plans and activities of the institution must be co-ordinated and lastly employees must be empowered through workshops and training. Development of human capital is a necessity and the organisation must, at some point, talk about succession planning. It is imperative that the institution should identify, select, and develop the next generation of leaders. Even, though, Covey summarized the long list into three broad categories should still go back to that list so that the competencies can fully be understood.

Each component of what strategic leaders have to do will now be compiled and correlated with a selected few possible competencies that will help me briefly to explain what a strategic leader should do and why. The list of skills or competencies that the strategic leaders should have has been compiled from the literature review that covers what various researchers consider to be the functions of a strategic leader. I have consolidated these functions, drawn from different studies into one list.

These competencies of a strategic leader will give an overview of what strategic leadership is all about and it implies what strategic leadership does not involve.

The list of competencies is given below:

- The ability to formulate policies (Davis and Lockwood, 1985; Harrison, 2003; and Parthsarthy, 2007)
- The ability to focus and look into the future (Boal & Hooijberg, 2001; Doz & Kosonen, 2008; Parthsarthy, 2007. and Quong & Walker, 2010)

- The ability to craft and implement the vision and mission of an institution (Harrison, 2003; Coulter, 2005; Daft, 1999; Hickman, 2010; and Yukl, 2006)
- The ability to communicate, influence and motivate followers (Parthasarthy, 2007; Tomlinson, 2004; and Gilley, et al. 2009)
- The ability to implement changes in the organisation (Gilley, et al. 2009)

Looking at the list of competencies above, one could summarize strategic leadership as a plan of action, a decision to involve everyone in the organisation to work for the betterment of the organisation or an ability of a business to achieve goals. It focuses mainly on vision; mission; strategy; and a plan for implementation. Strategic leadership is about providing direction to the organisation at large using all the policies that can help in making sure that goals are achieved.

Strategic leaders in an institution are expected to be focused and able to look into the future. They need to create structures that serve as a foundation for a better and improved future for their institutions (Davies, et al. 2010). Key personnel with expertise and relevant experience must be deployed to create structures and to implement decisions that will help the institution to perform well (Doz and Kosonen, 2008). Competitiveness, efficiency, and cost-effectiveness have to be taken into consideration when decisions are made (Burkhardt; Chambers; and Kezer 2005). Through adequate consultation, a future plan needs to be formulated and be communicated to the community or target market. Planning and budgeting will be facilitated if a future plan with detailed projections is compiled.

3.6.2 Strategic enactment

3.6.2.1 Who provides strategic leadership?

Strategic leadership like any other leadership is for everyone to practice but early studies suggest that it only takes place in fact at the strategic apex of the organisation not at any other level. Mostly, the literature reveals that strategic leadership is

predominantly restricted to those who are at the strategic apex of the organisation (Nachman and Shrivastava, 1989). Cyert and March (1963) believed in collaborative leadership at the top management team (TMT) level of the organisation (Boal, and Hooijberg, 2001)

One can draw the conclusion that strategic leadership is for everyone and it is not only restricted to the chief executives of the organisation but it is correct to say that when this theory was developed strategic leadership was seen as something for the select few. This was based on the premise that management was divided into hierarchical levels and decisions made in each level were identified and attached to a specific level. For instance the top management was expected to take strategic decisions; middle management to take tactical decisions and lower levels of management to take operational decisions. In this light it is easy to understand why strategic leadership was associated with strategic apex of the organisation or top level management. This simply meant that, it was impossible for both middle and lower management to take strategic decisions. Through development of this concept, strategic leadership now refers to how leaders at any level lead. Different departments of an organisation can have slightly different visions and missions but these will remain broadly in line with those of the organisation. This simply suggests that there could be a discussion of the vision and the mission at a lower level of the organisation and the same level can formulate policies that are going to make the organisation perform.

3.6.2.2 The purpose of strategic leadership in an environment embedded in complexity. The complex nature of the municipalities, where there is often a power conflict which in certain instances hampers progress, calls for strategic leadership. In rural areas there are traditional leaders who are expected by communities to play a role in service delivery and to improve the well-being of their communities and on the other hand there are councillors who also see themselves as the only people to bring service delivery to the communities. This misunderstanding brings confusion. The administrative staff of the municipality might also be at the centre of this confusion if they are expected by councillors to align themselves with a certain political organisation and to provide more services to a select group of people. In such a situation with great confusion and chaos, strategic leadership is a solution. Hambrick

(1989) argues that strategic leadership occurs in an environment embedded in ambiguity, complexity, and informational overload.

Good leadership will produce good performance and bad leadership will produce poor performance. The understanding here is that what the leader does has a direct impact on the performance of the institution. The personal characteristics of the Top Management Team (TMT) will, consequently, have a direct impact on the performance of the institution. The assumption is made in this study that the service delivery protest marches are directly linked to the leadership of the municipality which suggests:

- failure to involve the community in the processes of the municipality as suggested by the Municipal Systems Act as a result of an inability of managers to lead appropriately and to implement policies;
- lack of skills, qualifications and experience of the municipal officials who are supposed to implement the resolutions of the municipal council in an appropriate manner; and
- Inability to manage funds and budgets appropriately as suggested by the Municipal Finance Management Act (MFMA).

This mammoth task calls for Municipal officials to engage in strategic leadership.

Strategic leadership is about change that involves moving from a certain position to the next. Davies, et al. (2010) stress the fact that strategic leaders are involved in taking their organisations from their current situations to a changed and improved state in the future. Any change that is effected is supposed to be a positive change so that good results are achieved. This is only possible if strategic leaders are aware of the current position of their institution. It is pointless trying to lead an organisation to an unknown destination. Strategic leaders need to understand where their discretion lies, what stage of the life cycle of the organisation they are in, and what impact they can have on overall organizational performance (Boal and Hooijberg (2001). If a strategic leader is unable to correctly determine the current position of an institution this will make it difficult if not impossible to determine the future. A strategic leader will have to know all the challenges that are currently being faced by the institution and if possible know the competitors and probable limitations that can hinder the progress of the institution. Thorough research and adequate consultation need to be conducted to determine the current position of the institution.

A strategic leader is not only looking at the current position of the organisation but also at the desirable future and is expected to create a viable and exciting ways to achieve the future (Davies, et al. 2010). As a result it becomes the responsibility of the executives of an organisation to build capacity that is needed to progress towards achieving set goals.

Strategic leadership goes beyond writing a vision and, mission statements and establishing a strategic plan (Quong and Walker, 2010). It is about acknowledging the complex and unpredictable nature of the future and developing strategies to prepare for the unexpected rather than just to plan for the known. When leaders engage in the management processes of analysing, planning, implementing, monitoring and evaluating they are basically considered to be strategic. There was a time when strategic leadership was also tied directly to the work of transformational leaders.

Strategic leadership is used in our daily lives. We don't have to wait for a golden opportunity to use it. In general, strategic leadership is used when there is a goal to be achieved. A profit-making organisation will always strive to make profit at all costs. All possible techniques and tactics will be used to achieve profit and to maintain their position at the top of their market. The break-even level must be the worst position that the organisation can be in, not below that. For any organisation that is seeking to operate far above the break-even level, they will have to consider strategic leadership.

If strategic leadership is used, the organisation can achieve a level far beyond the expectations. This is because that the organisation will draw not only on a vision and, mission to, formulate policies but it will also make sure that it provides direction and support to staff so that goals will be achieved. Strategic leadership also creates an environment conducive to all staff or stakeholders; whereas, leadership only motivates workers to perform.

Communication in any organisation by leaders or practitioners is a necessity. If there is no proper communication, leadership will be poor. For effective leadership to take place, the strategic leader will have to have a vision and must be able to look beyond the present position. This can only be done when the leader knows the destination. Strategic leadership if implemented correctly can be used to narrow the gap that

exists between the vision of the institution and its desired goal. It is possible to find a vision and a mission in the institution that is only there for window dressing where no one from workers can tell you what the vision and mission of their institution is all about. The gap exists when there is a vision and a mission that is not communicated effectively to stakeholders. Strategic leadership therefore, is thought to have the necessary ability to coordinate stakeholders in a way that sees both the vision and the mission of the institution becoming their source of strength and their reason to perform. The strategic leader will have to show leadership by using everything possible to achieve and maintain desired goals.

3.6.3 The internal and external environment under which leadership takes place

Strategic leadership does not operate in a vacuum but in a particular institution. The institutional context is an issue here because of the direct impact that it has on leadership. The institutional context or environment will dictate the kind of leadership that will be used. The institutional culture of the institution will always determine the nature or kind and style of leadership to be used effectively. It is however confusing to learn that little attention is given by researchers to issues surrounding the conditions under which the institution operates (Boal & Hooijberg, 2001)

No matter how good the leaders are, the environment under which they find themselves will have a direct influence on their performance. Whether a leader is good or bad will be recognised in a context (Kjelin, 2009). A leader therefore will be shaped by the challenges presented by the environmental settings and organizational climate that are crucial determinants of such a leader (Singer & Singer, 2001). How leaders behave will be determined by the environment that individual leaders find themselves in. The nature of leadership style that will be selected and used will largely depend on the environment in which the leader is in (Arvidsson, et al. 2007). The appropriateness of the leadership style selected will not be tested out of context. The effectiveness of any leader is profoundly influenced by the context (Bryman & Lilley's, 2009). Understanding the environment that the leader is in can help in the identification of the leadership style that will be most suitable and effective in that environment (Arvidsson, 2007).

Leadership in local government should be mindful of the nature of their environment in which two centres of power are coordinated and work in harmony. These centres of power impose a challenge to both politicians and administrators. For a politician (elected personnel) to work effectively there must be a good relationship with the administration. The Municipal Manager as the administrative head of the municipality needs to look at all the conditions under which the institution operates. The conditions under which the municipality operates can cause constraints on the performance of the Municipal Manager

3.7 Strategic leadership in the public sector

For us to understand strategic leadership in the public sector, public strategy must first be defined and understood. Public strategy is defined as the systematic use of public resources and powers, by public agencies, to achieve public goals (Mulgan, 2009). Public strategy must be used to change the lives of the communities. It is however, not easy to apply public strategy because of various internal and external factors that affect the organisation. Beside the environment in which the organisation finds itself, public trust is also important. It is therefore, the responsibility of leaders to cultivate the trust of the public. Mulgan (2009) believes that the most trusted institutions have been the ones that interact most often with the public that is they are not so consumed with their own processes that they lose sight and touch with people. Once institutions forget the public and concentrate on their own interests, people will begin to lose trust in them. Distrust can, of course, be promoted by the media that tend only to concentrate on the bad side of institutions and make each negative occurrence into a big news story. The media will sometimes concentrate on public service failures but ignore successes and in the process mislead the public by painting a bad or one-sided picture of the municipality. Many people believe what they see or hear from the media because they trust written words, broadcast television news and radio news. (Mulgan, 2009)

Other researchers believe that one of the possible causes of distrust is that of high public expectations. This is in line with what we see in South Africa. People expect the Local Government to do everything for them and, if that is not done, they protest and become violent. In countries like America for instance the idea of high public expectations is not there because people are realistic about government's ability to

deliver and that differences in trust are not linked to differences in expectations about the ability of government to deliver (Mulgan, 2009).

For the public strategy to be effective leaders must be trained in order to be proficient so that they will be able to meet the growing and changing demands of the people (Naidoo, 2009). This is important because the South African public service is constantly trying to improve service delivery. Our communities are changing daily due to exposure, educational qualifications, and awareness of services that are due to them. This makes communities demand better services from the municipalities. Changing communities and their demands must be matched by changes in the public sector to meet the new challenges. This will be possible through employing the new generation of leaders that are able to use different leadership skills to achieve their goals. Municipalities need leaders that are able to create a vision for the municipalities and who are able to interpret and communicate the vision to the followers who will then be able to live by it and allow the vision of the municipality to give them direction. Each leader needs to have different leadership competencies that can help in the process of leading the municipality. Effective leadership competencies are needed in both political leaders and in the municipal and administrative leaders. They are all facing a similar challenge of improving service delivery in the municipalities. Luthuli (2009) believes that leaders, whether political, managerial or administrative are facing a challenge of effectively implementing public policy and of improving service delivery in the South African public service hence they all need to have leadership competencies to survive in their respective positions in the municipalities.

Strategic leadership can then be used in the public sector to improve service delivery. Leadership in local government is complex and challenging. The structure of a local government is designed in such a way that it allows two kinds of leadership to take place, i.e. political leadership and administrative leadership. Mfene (2008) believes that political leadership is provided in the legislative institutions when legislative functions are carried out and administrative leadership is provided in the executive institutions when executive functions are carried out. This issue of the Municipal Manager (MM) becoming both an administrator and a leader is complicated but necessary because the MM needs to understand both leadership and governance from a Public Administrative perspective.

The mayor is the political head of the municipality and is expected to provide political leadership at all times. The Municipal manager on the other hand is the head of the administration and is expected to provide administrative leadership. The mayor is therefore, expected to provide leadership to the municipality and the municipal manager is expected to provide governance.

However, the nature of the municipal manager's work does not allow the manager just to provide governance. Such a manager must also become a leader. This suggests that a manager should become a leader of the administrative side of the municipality. Changing an administrator to become a leader is challenging but desirable because the municipal manager is expected to show profound leadership skills.

What the municipal manager (MM) does is different to what the mayor does. They are working for the same institution and their duties must complement each other. The municipal manager must oversee the implementation of policies that were formulated by the mayor and the council. As a specialist the manager has to advise the mayor and the council on how policies are formulated and yet it is the council that formulates policies. The MM must translate policies into reality (Mfene, 2008). This translation of policies that benefit the community must be cascaded throughout the hierarchical levels of the municipality. These policies need to give meaning to service delivery and should be reflected in the IDP implementation. Policies formulated need to inform all the activities of the municipality and as a result such policies are not only going to be implemented at the top echelons of the organisation but at all the levels of the municipality. Mfene (2008) maintains that leaders across the organisation have to adopt a leadership style that will guarantee the implementation of the public policy. This calls for the MM to recruit people who are multiskilled and make them understand that besides being administrators they will also have to be leaders. So leadership expertise must also be a minimum requirement for a person who wants to become a manager at any level in the municipality.

Translation of a policy into reality needs a certain amount of skill. Luthuli (2009) believes that roles of the public manager and the politician are defined by the weaknesses existing in each which allows the other to occupy the resultant vacuum. This means that a municipal manager might assume the role of a politician if the politician is not doing his or her work and the politician on the other hand will also assume the role of the administrator if the administrator is not doing what he or she

is supposed to be doing. For sure such an overlap of duties will cause problems for both the administrator and the politician. They will both feel that the other one is interfering. That is why Luthuli (2009) believes that it may be for this reason that the direction of management development programmes tends to be biased more towards making public managers leaders as well. If managers are to become leaders they will be faced with new challenges that will need a certain level of competence or skill. Normally managers in local government are both managers and administrators. Besides doing their daily routine they also have to lead their staff to achieve goals. Challenges that the administrator is facing as an administrator can be solved easily if the administrator is also a leader. The administrator will now be expected not only to comply with the vision and the mission of the municipality but also to develop this vision and mission. The role of the municipal manager will not only be to implement the policies and to comply with certain rules or regulations but also to be part of policy development. The municipal manager could also be the one who is leading the team and providing all the necessary guidance on how policies are developed. One of the roles of the municipal manager according to the Systems Act is to provide guidance or advice to the municipal mayor and the council as a whole. This confirms that the municipal manager is also expected by law to show leadership to the whole council by providing guidance.

Among other things the manager will have to display leadership skills by being strategic and by influencing the subordinates to work. There needs to be a balance between administration and leadership to avoid a situation where a municipal manager might be seen as either over-managing or over-leading. If the municipal manager understands his or her role as a leader then there can be a positive influence on things like the IDP which is not only a plan to be implemented by administrators or managers but it must first be developed before it is implemented. There is a long and tedious process that must be followed when developing the IDP and that process definitely needs a leader not a manager. A team will have to be set up to lead the development of the IDP. Leadership skills on how to organise people and on how to motivate them to work must be displayed by the manager. This organisation will also have to go out of the municipality and extend to the community in the area because public participation is mandatory in developing the IDP.

The public sector worldwide is gradually shifting from traditional bureaucracy to the new public management that also incorporates leadership (Aziz; Silong; and Hassan,

2012). The municipality has new challenges. All municipalities in South Africa irrespective of whether they are metros, district municipalities or local municipalities they have to compile an IDP document that is a five year plan of what the municipality will do and how those identified things will be executed. Service delivery is no longer simple but according to Nkuna (2007) it reflects the changing era which is characterised by complexities engendered by the fact that a number of programmes have to run concurrently within the policy framework of public participation to ensure accountability and transparency.

To address such complexities effectively, leadership is important and Nkuna (2007) believes that leadership is a principal means of overcoming programme fragmentation and of correcting the pathologies of bureaucracy.

This suggests that becoming a leader of administrators is something that cannot be avoided. So all municipal managers in this new era should also be equipped with leadership skills so that they will be able to drive municipalities to the next level and effectively speed up service delivery.

According to Callahan (2012) as a process of inquiry; of asking the right questions, leaders develop strategy to develop new solutions. They use new intellectual capital to address previously intractable problems. Strategic leaders are important in a municipality because they make decisions that promote organisational efficiency and above-average performance and therefore, promote improvement of service delivery (Naidoo, 2009). They are concerned with future viability of the institution and intend to achieve the intended goals by managing the day-to-day stability of their organisation. Such a kind of leadership is of benefit to municipalities. The empirical evidence proves that some of the problems experienced in the local government's operations and systems are attributable to the lack of capacity and skills in some of these municipalities (A report issued by Cogta in 2009). It is therefore important that all municipal leaders be trained in strategic leadership so that they can become leaders who are able to look at the vision and translate this into easily achieved deliverables. Vision and the mission show the direction of the institution and a strategic leader is important to drive service delivery in our municipalities. A strategic leader has the ability to formulate the vision and the mission of the institution. Strategic leaders use different approaches and models to formulate

policies that are aimed at developing the institution to a better level or position. According to Naidoo (2009) strategic leaders have strong, positive expectations of the performance that they expect from their managers, other public servants and themselves.

For the municipality to be able to perform, the strategic leader needs to stay in touch with the internal processes of the municipality and the external environment that has a direct impact on the local municipality.

All managers in the municipality must be alert because strategy according to Matshabaphala (2007) is an ongoing process; the leadership challenge is that of ensuring that new models and ways of performing actions do resonate with the needs of the public. To him strategic leadership can only be recognised through the components that characterize it. Those components are cultural, socio-political and the moral component. Leadership according to Matshabaphala (2007) is everybody's business and is not only restricted to the Upper Echelon of the business. This strengthens the idea that every manager in the local government must be trained so that they will be able to meet the challenges in the local government brought about by both the internal and the external environment. Matshabaphala (2007) confirms the idea that leadership is manifested in the behaviour of the leader not in what the leader does. The fact that a municipal manager is a leader does not make him or her a good manager but skills will be reflected in how things are done.

According to chapter 7 of The South African constitution Act no 108 of 1996, the mandate of the local government is to provide service delivery to the people. The local government must be accountable and financially viable so that it will meet the challenges of providing service delivery to the community. To meet these objectives, leadership in the local government sphere must transform its service delivery through a process of restructuring and they must show innovative competencies to shape visions of the future to direct actions to address a stronger external focus and responsiveness towards inhabitants (Kroukamp, 2007). The local government must make sure that service delivery is done in an equitable manner to the benefit of the whole community irrespective of their political affiliations. Services delivery needs to be above politics and it should target the whole community not just a section of it.

Kroukamp (2007) quotes five competencies identified by Aucoin, (2002:15) and Ali in Rosenbaum et al., (2006), that are needed for efficient and effective service delivery. These competencies are:

- **Intellectual competencies.**

The cognitive capacity of the leader plays a major role in service delivery because the leader needs a certain level of intelligence to understand and respond to the challenges of service delivery. This competence makes the leader provide leadership that will facilitate service delivery and make sure that conflict is minimised. It also includes creativity in designing strategies and policies that will direct the whole municipality towards doing what is expected to be done.

- **Visioning competencies.**

This is the ability of leaders to understand and to be able to describe the destination of the local government initiatives in a manner that subordinates will understand and commit to in doing whatever possible to reach the set destination. It is the ability to make every member of the group understand the reasons why such a vision needs to be fulfilled.

- **Management competencies**

This includes the ability of a manager to manage the situation by providing all the backup strategies to deal with different challenges that might arise in the process of service delivery. It is also about building a working relationship among group members so that they work effectively as a group and break all the barriers that can interfere with smooth group collaboration. It is also about motivating a team or group members to participate actively in group discussions and to offer their ideas on how to implement whatever is to be done. This is important because team members have a vast and diverse experience acquired over-time that can be used for the benefit of the municipality.

- **Relationship competencies**

This skill allows the leader to create an environment that is conducive to working. It is the duty of the leader to make sure that all members of the group have access to the same information timeously without giving anyone first preference by withholding certain information from others. The leader needs to command sound communication skills. The leaders also have to have good listening skills so that members of the group will all feel important and valuable to the group. All ideas must be listened to and group members should be encouraged to share their ideas.

- **Personal competencies**

Personal competencies include the physical strength of the leader which is required to face all the physical challenges of moving around in an organisation. The leader must at all times demonstrate a capacity to cope with the amount of work that is to be done. The nature of the leader is also an issue here. A leader with good ethics and good values will be in a position to treat subordinates with dignity and make them feel cared for and important. A leader with principles will be able to give directions without fear and will also be able to institute disciplinary measures without fear, always being fair in whatever is necessary to be done.

Daily transformation of the local government is inevitable. This is because of the challenges that local government is facing every day. In a pre-democratic South Africa societies were living separately where a certain small group of people were enjoying all the services supplied by the municipalities and the larger group of people was neglected. This has changed since the introduction of democracy. The challenges to provide basic services have increased because people are moving from less-developed places to better-developed places. This is putting a strain on the infrastructure because it was only designed to cater for a lesser number of citizens.

The types of leaders that are now needed are those who will be able to provide direction.

Poor service delivery protest marches are common everywhere and this study attributes poor service delivery to skills shortages. Luthuli (2009) confirms this when he refers to lack of service delivery due to skills shortage in the public sector.

Corruption and nepotism in the local government also has a great impact on poor service delivery. Some of the people who are given senior positions in the local government do not have proper qualifications or relevant skills. Mfene (2008)

confirms this when he says public officials should not be appointed on the basis of friendship and party political affiliations. This is because some rules are bent when a friend or a comrade is hired and this often results in the hiring of a person who does not meet the minimum requirements of the post. This mismatch of positions and people who occupy them will be manifested in poor service delivery. This act of hiring friends and comrades who do not qualify is described by Phago (2013) as unethical and he believes that it reduces the morale of many committed junior public servants who might have been in line for promotion. Matshabaphala (2008) believes that this act has caused the decline in quality of services that the communities are receiving from some departments, units and municipalities and the situation is more and more being found to be unacceptable. He further mentioned that there are instances of long waiting periods and in some instances a glaring lack of leadership that manifests in professional incompetence of some public servants. This of course is one of the major contributors to unrest or protests for service delivery.

For the public sector to work effectively corruption and nepotism must be uprooted and the hiring of people must be on the basis of their potential to contribute effectively to the public sector. An educational qualification and/or relevant experience must be a determining factor of who will be given a position. Mfene (2008) believes that effective managers will lead their organisation to greater heights of achievement, productivity, and profitability if they are good leaders as well. It is true therefore that good leaders need to be identified and given all the support they need so that they can be effective in the organisation. The South African public service needs leaders who are competent not only people who are occupying leadership positions who do not know their roles. The country needs people who through their acquired experiences will be able to understand government priorities and who are able to translate government policy into sustainable programmes that positively impact on the lives of citizens (Naidoo, 2009). If such leaders are appointed there might be no reason for protest marches. Luthuli (2009) confirms that leadership in the public service is not only about the occupation of high office but it includes, *inter alia*, visioning ability, risk taking, innovation, empowerment, promoting teamwork, quality and continuous improvement. This suggests that a leader must be a person who is able to understand these roles and must be able to execute them without difficulty.

Leaders that are going to push service delivery as fast as possible are according to Luthuli (2009) able to take risks even though innovation and risk taking are expensive to implement. It is also understandable that when initiatives fail there will always be serious consequences for failure that may sometimes include punishment. Because of these consequences, that might be negative, not all managers will be willing to take such risks even though leadership is about risks taking. The manager must at a certain point be prepared to take risks and hope for the best. The only point where a person will take risks is when a person is aware that there is a chance of winning. Taking risks cannot be quantified to say. For example that you will only take risks if there is 50:50 chance of winning. It is enough to say you take risks only if there is a possibility of succeeding. A leader must be a person who sees far ahead and is able to transform situations that seem impossible by adopting certain leadership approaches that will enable the leader to take calculated risks (Naidoo, 2009).

Municipalities are fully engaged in the IDP not because of community development or effective development but simply in compliance. According to Luthuli (2009) compliance does not result in and is not equal to implementation. Compliance only suggests that the municipality is pursuing the IDP because it is required to do so by law. Municipalities craft policies that are only meant to be submitted to relevant authorities, such as, the National treasury, the Department of Public Service and Administration and the Provincial and Local Government or for responding to the Public Service Commission's monitoring and evaluation requirements. Essentially they are not meant for the development of the community.

According to Matshabaphala (2007) development is a process of enhancing a people's quality of life through needs satisfaction and structural transformation.

Strategic Leadership in the public sector is different from leadership in the private sector. It is however, difficult to find literature on strategic leadership in public sector despite the fact that such leadership has become popular among researchers throughout the 21st century (Phipps and Burbach, 2010, and Lemay, 2009). Trying to look at strategic leadership in the public sector, more particularly in the municipalities has become a challenge. Leadership in municipalities is shared between elected officials and administrators (managers). The mayor is the supreme head of the municipality and is elected. The Municipal manager on the other hand is not elected but appointed by the council and the mayor to head the administrative staff of the municipalities. There are two schools of thought when it comes to

leadership in the public sector. There are those who believe that leadership is a prerogative of elected officials and those who believe that public administration is not limited to an executive role (Lemay, 2009). These two schools of thought are sometimes at loggerheads with each other over who is to take decisions on important issues. This tension is caused by the two centres of power that exist within the municipality which causes an inability to implement policy or legislation. The available legislation spells out clearly the role and the duties of both Municipal Manager and the Mayor. If legislation is adhered to, there will be no tension. This kind of tension leads to political interference where elected officials impose their will on administrative staff by dictating what to do and what not to do.

The coexistence of political and public administration is not welcomed well by the politicians or by elected officials. Despite the fact that the two structures seem to be at each other's throats, they still share some commonalities with regard to paying allegiance to certain people or structures. A Mayor is first elected by people in the ward to become a councillor. Only after being a councillor can the individual be elected a Mayor.

The Mayor will assume duties with a broader cohort of electors with divergent interests and aspirations that will have to be accommodated (Grant, et al. 2011 and John, 2010). This is done through attempting to speed up service delivery to appease the constituency or to gain the allegiance of the electorate. If this is done, tension between the Mayor and the Municipal Manager will grow. The Municipal Manager and the Mayor might be faced with similar problems of returning favours to people who were instrumental in their appointment and they live in fear of the consequences if they fail to fulfil their promises. It is possible in this situation to find both the Mayor and the Municipal Manager commandeering all the processes of the municipality to suite their individual personal interests. In this kind of a situation, it is highly likely that we will see a top-down kind of leadership where the political head instructs the municipal officials to act immediately and without question on the instructions given. Leadership in this case is not collective but it becomes central to the Mayor.

This confirms the findings of Zhihong et al. (2013) that leadership is influenced not only by the leaders' dispositions but also by the situations that leaders confront. Leadership in the public sector is influenced by many factors.

Another burning issue in the public administration is that of an effect or the influence of the leader, the manager or CEO. The study conducted by Crossland and Hambrick (2007) spoke about the effect in general but a study by Mackey (2008) looked at the effect of CEOs in corporate and segment level. Despite the fact that many studies have been conducted on the effect of the CEOs it is still not clear where about in the firm the CEO has an effect. The general assumption is that there is an effect yet we do not know where. Peele (2005) speaks about how far the effects of leadership be measured? It seems as if the effect of leadership is something that cannot be taken to the laboratory and be measured nor can any measuring device be used to quantify leadership. It remains a fact that the effects of leadership in any situation are still difficult to measure (Peele, 2005). The effect of a CEO is not possible to ascertain through physical presence to supervise everything but a CEO does affect performance through strategic actions. (Crossland and Hambrick (2007).

A study by Crossland and Hambrick (2007) also confirms that the CEOs matters or has an effect in organisations even though the degree of such effect varies from country to country due to different environments. They argued that the amount of constraint they place on CEOs ability to affect firm performance differs in different countries due to the national system (Crossland and Hambrick, 2007). A study on leadership practices in the public sector was conducted by Abdul Aziz, et al. (2012). Only desk research was conducted for 15 different countries and the choice of those countries was based on the availability of information. They only studied the available information and concluded that some were more effective and some were not. Their findings also revealed that for the most part Government effectiveness was high in developed countries as compared to developing and underdeveloped countries. The extent of the effectiveness is not mentioned in the study.

Different studies (as discussed early) on the effectiveness of the CEO reveal two conflicting ideas. There are those who believe that the CEO does not matter and those who believe that the CEO matters. Investors out there believe that CEOs are the pillars of the business and primary determinants of corporate performance (Wiersema, 2004). This confirms that CEOs do matter in the business.

The complex nature of the municipality makes it necessary for strategic leadership to be applied. The tension that exist between the elected officers, administrators and traditional leaders needs a strong leadership to calm the situation down so that the

conflicting parties can work together. It must also be noted that the elected officers are also divided into different political organisations with different constituencies with different mandates. These different parties make municipalities unstable if there is no political party with outright majority to rule the municipality. Coalitions and memoranda of understanding sometimes create confusion and leave the parties fighting. It is in this situation that a leader should emerge as a strategic leader because of the skill and the ability to make the municipality perform despite the tensions around. It must be remembered that local governments are sometimes used as cash cows that only enrich or benefit a selected group and are not primarily providers of services as they were intended to be (Agba, et al. 2013).

This suggests that provision of service delivery is sometimes corrupt and sometimes caters for the needs only of certain people who are involved in local government administration. These people could either be local municipality's administrators or elected officials who will use their political power or skill to misdirect service delivery.

3.8 The merits of strategic Leadership

Strategic leadership encompasses a host of activities that are aimed at making an institution perform. Thompson et al. (2005) believe that, strategic leadership is based on three major questions. Those questions are: where are we now? (Analysis), where do we want to be / to go (Assessment) and how will we get there (Appraisal). Strategic leadership believes in development of an institution. Development is characterised by different stages of growth. Any growth in the institution should be planned. It must not be random. It will therefore, be imperative to look at the analysis, assessment and appraisal just to make sure that the institution is on the right track.

3.8.1 Where we are now? (Analysis)

This is the analysis of the present position of the organisation. If the leader assumes duties in an institution, he or she needs to know the position in which the institution is in so that he or she will be able to act accordingly. It might not be easy to assess the present condition of the business but the following factors must be taken into consideration:

- Financial position of the institution-the present financial standing of the organisation;
- Perception of the stakeholders- It will help to know the perception of the stakeholders towards the organisation; and
- General image of the institution.

3.8.2 Where do we want to be/ to go? (Assessment)

After analysing the current position of the institution, the leader will set the operations of the institution in motion. This stage must be prepared for, very thoroughly, because it determines the route to be taken. There are so many factors that will be taken into consideration when we want to determine the route that the institution will take. It will be important to look at what the stakeholders want. To determine the direction that the institution will take, a strategic leader needs to generate strategic alternatives based on the assessment of the present situation of the organisation.

- ✓ Planning
- ✓ Consultation
- ✓ Assessing the vision and the mission

Effective consultation will help a strategic leader to know what other people think about the company. Consultation will also help the institution to deal with any form of misconception that, might surface in the institution. Collecting ideas from the stakeholders and the general public will provide a basis for planning.

This stage is not only looking at the direction that the institution will take but also at the final destination of the institution. The destination is where the institution wants to be.

3.8.3 How will we get there? (Appraisal)

After knowing the direction the institution will need to determine the strategy that will help them to get there. At this stage the institution knows where it is supposed to go (achieve desired objectives). The next step will be to look at proper ways of bridging the gap that exists between the current position of the institution and the intended or proposed destination.

Strategic leadership will be used to achieve the desired goals because it is seen as the type of leadership that is able to bring about change in the leadership process because it believes in paving a direction by first looking for or defining a clear vision of the institution. To know how to get there, involves extensive planning. The vision and the mission of the institution do not guarantee any achievement of goals. Therefore, it is important that the organisation should plan and provide a direction that must be taken together with the strategy that will be used.

3.9 Collaborative leadership

Hartley and Allison (2000 cited in Kroukamp, 2007) stress the importance of distributed leadership at local government level where one moves beyond the traditional leadership models, which tend to emphasise individual action, and highlights the roles taken jointly by councillors, managers and front-line staff. Leaders must advise and monitor the group so that it will come up with good decisions that are beneficial to all parties. The days of being Mr know-it-all are over now. All leaders must use the services of other people within their departments because some of those are more experienced or qualified to take sound decisions that will be commensurate with the situation at hand. According to Luthuli (2009) Co-operative government and governance provide a platform for mobilising resources from multiple stakeholders driven by the need to deliver quality services. Co-operative government is not only restricted in one department or a group but it goes beyond that and includes a cluster system through which different departments within the institution co-operate for the purposes of delivering a common service.

The characteristics of one leader can only be reflected in the institution if there is no distributed or collaborative leadership. This suggests that the characteristics of each person in the TMT should be taken into consideration. For an institution like a municipality, collaborative leadership can help. Wilson (2013) believes that sometimes people confuse coaxing, cajoling and compromise with collaborative leadership. Collaborative leadership is not about forcing people to do work but it is about managers working together as peers with subordinates.

According to *Generic Public Participation Guidelines* (2001) the idea of co-operative governance took on a practical focus in South Africa in October 2000 when Cabinet adopted the Imbizo campaign which is a style of governance aimed at

building an active partnership between government and the public in the implementation of government initiatives.

A long hierarchy in management or leadership structures creates a sense of power and prompts people to consider themselves as bosses. Pride and inability to consult and interact freely with fellow workers comes with this feeling of being a boss. In municipalities for instance, there are many challenges that need to be addressed and such challenges will of course not be addressed by only one individual person but a group of colleagues working together to achieve one common goal.

For a leader to be able freely to interact with fellow workers, a flatter structure is needed. If the manager or chief executive officer still thinks that they are superior to anyone else this can prevent their free interaction with co-workers for the benefit of the whole group and the organisation as a whole. Employees prefer collaborative leadership because it allows them to work with colleagues in a flatter structure from across the organisation to deal with complex issues and challenges (Wilson, 2013). Collaborative leadership allows people to come together and work as a collective and not as individuals. For collective leadership to be effective, personal interests, job titles, and pride must be put aside and everyone should concentrate on the group interests (Wilson, 2013).

The leader needs to build and maintain a good relationship with the group and individual group members. Collaboration is a purposeful and planned relationship in which all parties in the organisation come together and work as a group to accomplish a common goal (Grover and Lynn, 2012). Collaboration is different from the general perceptions of the people, where leadership is attributed to one person and there is a belief that decisions must be taken by an individual on behalf of the whole group. Collaboration is about a collective decision not an individual decision. People come together and apply their minds to the solving of a problem and then they take decisions. This is facilitated by the fact that they share different experiences that make a group unique and valuable.

Just like any other leadership style, collaborative leadership can be very time consuming. People from different departments or sections of the organisation must be consulted before any decision is taken. This can stall the progress or process of decision-making. Conflicts can also arise if people are not well acquainted with how collaboration works. There are people who want to be listened to but who never listen

to others. This suggests that different personalities of group members can either be a constraint or a benefit to the group.

As much as we would like to see collaborative leadership throughout there is a time to be collaborative and a time to be directive in an organisation (Wilson, 2013). This is because of the accountability that rest upon the leader of the institution. The fact that the leader sometimes becomes directive does not necessarily mean that the leader must be abusive and coercive in an attempt to forge respect.

For any leader to lead effectively a certain number of competencies are needed. These competencies in collaborative leadership are presented in terms of “*attributes, skills, and behaviours,*” (Getha-Taylor and Morse, 2013). Without these competencies, a leader will experience problems. It is important for any leader to have an influence so that work will be done. It must be understood that leaders might engage in collective leadership if there is mutual benefit (Brookes; and Grint, 2010)

Public participation enhances the quality of service that the local government delivers to the community. Fazlzadeh, et al. (2012) believe that the customer must be encouraged to participate actively in the service production process so that they derive satisfaction from that service. This relationship between the local government in-service delivery must be forged in order to avoid any future problems that may arise with regard to service delivery. This relationship will undoubtedly improve the community trust and loyalty to the local government. Many promises are made to the community during election campaigns and therefore the community will expect personal gains and improved service delivery immediately after voting. Customer satisfaction should be a priority for local governments who should bear in mind that the community, as recipients of service delivery, are value-oriented and will always look for services that give them direct satisfaction. As much as the local government may think as a collective there are times when individual community members think of what is going to benefit them as individuals not as a group. Installing running water in different homes for example might be viewed by different individuals as a benefit that is going to be enjoyed by different people as individuals not as a group.

It is however not correct that collaborative leadership implies that a leader is abandoning leadership duties to allow everyone to lead but it does mean that the

leader prefers to work with colleagues in a much more flatter structure than to work in a longer hierarchical structure (Wilson, 2013)

3.10 Conclusion

In this chapter I tried to explain the concept of “strategic leadership”. I portrayed strategic leadership as a concept that is different from general leadership. Differences are observable when we are looking at the focus of each concept. Leadership focuses on people, motivating them and influencing them to perform whereas, strategic leadership focuses on planning (vision and mission); the personal traits of a leader; institutional context and performance.

This study therefore equates the failure of the municipality to deliver to the inability of the management as a collective to lead. No matter how good the programme by the government might be, problems will remain. Strategic leadership therefore, is proposed by this study as the key solution to improve performance in all municipalities.

In such a situation, this study believes that strategic leadership can bring solutions and help municipalities in regaining its rightful place in a society. It must be noted that one of the reasons for establishing local government was to bring government closer to the people, so that people will all benefit from this democratic government. Service delivery is therefore, a mandate of municipalities.

CHAPTER 4: MUNICIPALITY AS A POINT OF SERVICE DELIVERY

4.1 Introduction

Different acts have been promulgated over the years to regulate the local government and to improve service delivery in the country. The local government is expected to provide service delivery to people. The national and provincial governments are far removed from the society this is why there are no talks of people marching to provincial and national government for poor service delivery. The nature of the government is that it is divided into three spheres; i.e. national, provincial, and local government. National and provincial government are not the focus of people who wish to protest but local government is. Agba, et al. (2013, p. 622) believe that:

“Local government was created to bring government closer to people by rendering cutting edge social service like maintenance of rural roads, provision of potable drinking water, security of lives and property”.

This study is starting from this premise that people associate poor service delivery with the local government not with the other spheres of government. This kind of mentality puts a strain on local government. Protest marches to local government offices have become a common sight in South Africa and some of those marches are violent (Holtzhausen, and Naidoo, 2011). Municipal structures such as offices, public libraries, councillors’ houses and cars have been burnt in these protest marches. To marchers anything that is associated with the municipality becomes a target. People can go to a school and hold meetings and decide at that meeting to burn a library but not the school because the school is not associated with the municipality. Public libraries and community halls become the targets.

This chapter aims to look at the Integrated Development Plan (IDP) and Public Participation and to try to understand what the IDP and Public participation mean to both the municipality and the community.

The nature of a service is important these days since the nature of the community is changing. People no longer feel that questionable service is now tolerated. Quality service that is befitting their standards and status is now being demanded. If the local government is able to satisfy the community then the community as the recipient of service delivery is likely to display their loyalty (Fazlzadeh, et al. 2012).

4.2 What is service delivery in Local Government?

Service delivery seems to be skewed towards a certain section of the society. It is not common to see protest marches in urban areas. The South African statistics show that most protest marches take place in black-dominated areas. This cry for service delivery that has resulted in violent community protests is common in black townships and informal settlements (Chikulo, 2013). It is not clear from the literature why people living in suburbs are not protesting. There might be a possibility that the historically white areas are still receiving better services as compared to black townships and informal settlements. One of the possible reasons for such a thing might be because, white areas are better resourced not that they, at the moment, are still getting better service delivery. In urban areas there is an adequate infrastructure that was provided by the apartheid government whereas rural areas, black townships and informal settlements were deliberately neglected. For municipalities to deal with the imbalances of the past, they should be free from political factionalism, nepotism, corruption, poor governance, etc. Party political factionalism and polarisation has led to the deterioration of municipal functionality which directly impacts on service delivery (Holtzhausen and Naidoo, 2011).

Service delivery refers to services that the municipality has to delivery to the community. The national and provincial government uses municipalities to deliver service to the poor, efficiently. To speed up this service delivery, the National government has introduced the integrated development plan (IDP). This plan can only succeed if the public is involved. This is why the national government has promulgated an act to ensure that public participation is taking place and it regulates all the processes of public participation.

Service delivery must be linked to development; hence it must be part of the IDPs. Local government must supply the four (04) basic Services to the communities.

Those services are:

1. Water
2. Sanitation
3. Electricity, and
4. Refuse removal

The responsibility to improve service delivery with regard to water, sanitation, electricity, and refuse removal does not rest with local government alone, but also with the provincial and national government.

It is therefore inappropriate to attribute failure to provide such services to local government only and leave out both the national and provincial government. It is now clear that some of the protest marches that we see are misdirected if they are taking place in municipalities. Housing, jobs, crime, education, etc. are not the prerogative of the municipalities.

Protest marches are common in our municipalities. It is hard sometimes to determine the reasons why protest marches take place because they occur in all types of municipality. It takes place to both not performing and good performing municipalities with significant service delivery (Carrim, 2010). These protest marches are not only about service delivery but they are also about a range of other municipal issues, such as fraud, corruption; nepotism, etc. In order for us to understand these protest marches, we need to study the patterns of when they take place and how protest marches are conducted? Studying these patterns will make us understand the nature of protest marches. What do these protest marches tell us about the model of local government? If some of these protest marches cannot be directly linked to the local government alone but also to both provincial and national government then this suggests that there is a problem not only with the municipalities that have become soft targets to protestors but with the whole department of cooperative governance. In summary protest marches reflect:

- a. The failure of cooperative government;
- b. Poor communication between the municipalities and the community;
- c. Lack of skills that are needed to execute different functions; and
- d. Political intolerance amongst political parties.

4.3 Poor communication

Sometimes these protest marches take place not because there are problems with service delivery but because there are problems with regards to communication. Sometimes municipalities are viewed as structures that are far removed from the community. This occurs if councillors do not communicate with the community. They do things on their own and impose them on residents. In this case you will find that the municipality is trying hard to satisfy residents but people are not being properly informed of things that are happening in the municipality. Their successes, failures and frustration are not communicated to residents and as a result residents are kept in the dark and they consequently think that nothing is happening.

4.4 Legislation for service delivery

4.4.1 The South African Constitution Act No 108 of 1996

Service delivery is one of the functions of local government which is ensured by the South African Constitution Act no 108 of 1996. Local government has to provide service delivery to all South African irrespective of their sex and race. Section 1 of The South African constitution Act no 108 of 1996 state that:

“The Republic of South Africa is one, sovereign, democratic state founded on the Human dignity, the achievement of quality and the advancement of human rights and freedoms; Non-racialism and non-sexism”.

The constitution further mentions that all citizens are equally entitled to the rights, privileges and benefits of citizenship because everyone is equal before the law and has the right to equal protection and benefit of the law. It is therefore uncalled for, for the local government to provide better services to a certain section of the population only and to leave the majority suffering. Protest marches that are protected by the constitutions are a sign that there is a lack of service delivery. People protest for services that they think they should be receiving whilst they are not. .

After more than twenty years of democracy there are still discrepancies in service delivery. Service delivery still favours those who are living in former white suburbs. In such areas there are many services that are provided by the local municipalities.

The streets are fully maintained by the local government. They are being swept and there are lights. Roads in white suburbs are fully maintained and garbage is collected almost weekly. This kind of treatment is not available in rural areas.

Service delivery is still a challenge in many areas and it looks as if the municipalities are not equipped to deal with such a challenge. This simply suggests that there is an infringement of basic human rights by the municipalities. People are not getting what they are entitled to receive. Some municipalities are failing to serve the community by providing basic services.

Whilst there are a lot of problems with regard to poor service delivery, literature reveals that a lack of skills and corruption play major roles in poor service delivery.

4.4.2 Inter-governmental Relations Framework Act no. 13 of 2005

For each and every sphere of government there is an inter-governmental forum that is established which ensures that the relationship between different governments or between organs of state from different governments is preserved. There is a national inter-governmental forum, provincial inter-governmental forum, district inter-governmental forums and inter-municipal forum established in terms of section 28 of Intergovernmental Relations Framework Act no 13 of 2005.

Municipalities under the same district municipality may establish an inter-municipality forum to promote and facilitate inter-governmental relations between them. These forums are a platform that municipalities use to share information on matters of mutual interest. Services delivery as a common factor in all spheres of government is discussed in such forums and the local government looks at the best practices that can be employed to promote service delivery.

4.4.3 Organised Local Government Act no 52 of 1997

Local governments are only recognised as municipalities if they still satisfy the minister that they are still doing what they were established to do. The minister has a right to withdraw any recognition if the municipalities cease to comply with stipulated criteria. The Organised Local Government Act no 52 of 1997 was

promulgated to make sure that service delivery is provided and if municipalities are failing, there are ways of dealing with this.

4.4.4 National House of Traditional Leaders ACT No 22, of 2009

The National House of Traditional Leaders Act no 22 of 2009 was promulgated to regulate traditional leadership. It makes it easy for traditional leaders to participate in local government if they are a structure recognised by the democratic government of the country. In the three spheres of government, traditional leaders feature prominently in the local government and if their presence is recognised, they might be in a position to help in service delivery. In rural areas of KwaZulu-Natal for instance a large part of the land is under the king's trust and is administered by the amakhosi (chiefs). The community recognises them and they abide by their rules. They are seen as a permanent structure that will always be there as compared to local government where leaders have a fixed term of office for a certain period. In traditional leadership positions are permanent and they move across the lineage of certain families. The respect for such structures allows people to be faithful servants, to become loyalists and to be willing to defend it at all costs. Because of the faith that the community has in traditional leadership they accept any kind of a person as their king, chief or induna without questioning the person's character. The person is born and nurtured to ascend to power when the time comes and if he or she is of the rightful lineage be accepted by the community without questions. This kind of respect and commitment to traditional leadership helps preserve traditional leadership. If traditional leaders feel threatened by service delivery brought by the government, they will try to block it. Inkosi Khayelihle Mathaba of Macambini Area near Mandini rejected a multibillion project, by the Dubai developer, that was organised by KZN Provincial Premier with the consent of the Zulu King, Goodwill Zwelithini. The developer wanted to remove people from 16 500 of 19 000 hectares of his land to construct a tourist centre with hotels and shopping malls. (Bell, 2010)

Service delivery will be smooth if traditional leaders feel that they are involved and respected. The National House of Traditional Leaders Act no 22 of 2009 ensures that traditional leaders are recognised and are involved in service delivery. But the act delimits active participation by stating that a member of a municipal council, a member of provincial legislature or a member of Parliament cannot become a

member of the House of traditional Leaders. This however does not prevent traditional leaders aligning themselves with certain political organisations and becoming, members of the provincial legislature or members of Parliament. In their communities, traditional leaders are expected to provide peace and stability that will allow service delivery to take place. Traditional leaders also need to monitor service delivery provided by the government just to make sure that there is equality and no unfair discrimination that might be brought about by political connections and association.

4.4.5 Local Government: Municipal Systems Act 32 of 2000

The local community has different needs and it is the responsibility of the municipal administration to respond to the needs of the community and to provide basic services. Rural communities are poor and illiterate. The results of the research conducted by the Statistics South Africa between 2006 and 2011 indicate that in 2011, more than two-thirds (68,8%) of rural dwellers were still living in poverty as compared with less than a third (30,9%) of residents in urban areas (Lehohla, 2014). The municipal administration is expected to facilitate the speeding up of service delivery.

Chapter 5 of the Municipal Systems Act no 32 of 2000 is dedicated to “*Integrated Development Planning*” which is aimed, according to Section 23 (1), at ensuring that the Municipality:-

- ✓ strives to achieve the objects of local government set out in section 152 of the constitution;
- ✓ gives effect to its developmental duties as required by section 153 of the Constitution; and
- ✓ together with other organs of state contribute to the progressive realisation of the fundamental rights contained in sections 24,25,26,27 and 29 of the constitution

4.4.6 Draft Anti-Poverty Strategy

Municipalities have a major role to play in the fight against poverty. They are relatively close to the people and they understand the poverty in their communities better than any other sphere of Government.

For the municipality to be able to fight against poverty, they need to identify households that are in dire need and to grant such households an indigent status by enlisting them in the indigent register. Municipalities should develop strategies to speed up infrastructure delivery, by eradicating the current backlogs.

4.4.7 Regulatory Framework and Service Charter

Service delivery in the country has challenges with regard to the backlogs that were inherited from the past. We have now enjoyed more than twenty years of democratic governance but there are still visible signs of poverty all over the country. In all these years, service delivery has been slow and has been criticised. The government in response to poor service delivery has passed a body of enabling legislation, known as the Regulatory Framework. To support the implementation of the mandates emanating from this legislation, government, through its structures, has introduced the new Public service Management Framework, aimed at making service delivery a reality for every citizen. For each institution a service delivery Charter must be crafted and it must be implemented. A service charter is a statement of commitment by individual departments to fast tracking service delivery. Among other things, a service charter must consist of:

- a list of the services provided;
- a statement of the service standards that customers can expect; and
- a pledge to maintain service delivery standards.

4.4.8 Local Government: Municipal Finance Management Act, 2003.

(Act no. 56 of 2003).

The Local Government: Municipal Finance Management Act no. 56 of 2003 is one of the most important acts in the day-to-day running of the municipality. This act gives a clear distinction between the role of the political head (the mayor) and the administrative head (Municipal Mayor). Section 52 (c) spells it out clearly that it is the responsibility of the Mayor to make the municipality perform not the Municipal Manager. The mayor needs to provide political guidance and to monitor responsibly

the activities of the municipality. These activities include fiscal and financial affairs. If this is not properly done it could amount to interference. If political interference exists, according to section (103) the accounting officer needs to report to the speaker of the council. This Act prohibits councilors to become members of the tender committee.

The act stipulates that the Municipal Manager is the accounting officer and must provide guidance and advice on compliance to the political structures, political office-bearers and officials of the municipality.

4.5 Aspects of service delivery (drivers of service delivery)

4.5.1 The Integrated Development Plan (IDP)

4.5.1.1 What is the Integrated Development Plan?

The IDP is a specialized kind of planning that needs a specialized kind of leadership. A report entitled, *“Working Together for Development: Understanding Intergovernmental Relations”* issued by the Department of Provincial and Local Government (n.d:13) defines the IDP as “the principal strategic planning instrument that guides and informs all planning, budgeting, management and decision-making in the municipality.” The report further mentions that the IDP must serve as the basis for:

- Aligning the policies;
- Planning; and
- Budgeting for all spheres of government.

The IDP has been defined differently by different people. The following are few examples of the definitions of the IDP:

An integrated development plan is defined by Vatala (2005) as a road map that is leading to the vision of the municipality. This definition emphasis the availability of sign posts that strategic leaders have to interpret so that they can take appropriate decisions on how to reach the intended destination. Missing these sign posts will cause unnecessary delays to service delivery. Madzivhandila and Asha (2012); Mashamba (2008:421); and Vatala (2005, p. 225) define “IDP”

....” as a living five-year strategic plan, in which the political direction of the municipality is embedded, that is reviewed annually in consultation with communities and other stakeholders”.

This definition confirms that a strategic leader with the ability to see into the future is needed. A strategic leader will have to assess the current situation and lead the municipality towards the intended goals. In this definition it is also clear that the leader must be a person with the ability to understand, interpret and give meaning to the political mandate of the municipalities. This will be done through meaningful consultation with the communities and other stakeholders. A strategic leader is needed who understands the need for a vision, who has the ability to coordinate the two major centres of power, and has an ability to deal with communities. Phago (2009) and Mashamba (2008) confirm that strategic leadership is embedded in the IDP when they define the IDP as a process that enables municipalities to appraise the current situation in their areas, assess community needs, establish public participation in development, prioritise needs, set goals to meet the needs, implement programmes to achieve objectives and measure their performance. What is defined by Phago and Mashamba are the core functions of the strategic leader that would be better understood by a strategic leader. These definitions suggest that the IDP objectives are only possible to achieve if leaders or managers will become strategic in their actions.

This is proof that a specialized kind of leadership is needed. Strategic leadership is the kind of leadership that is needed here to deal with the challenges of the IDP because it specifically outlines the responsibilities and the competencies of the strategic leader. This makes it possible for employers to better understand the person they are employing before he or she is actually employed.

The legacy of apartheid will always be referred to as the reason for imbalances in the living conditions of people in South Africa. The decentralization of power to three spheres of government was one of the attempts to address these imbalances created by apartheid. Such imbalances could not be corrected in one day but it needed time and specifically designed programmes to assist communities to develop. The empowerment of communities through, improved living conditions, greater access to resources and opportunities, and measures to alleviate poverty, especially in rural areas was necessary (Madzivhandila and Asha, 2012).

To deal with these imbalances effectively, it was necessary to divide government to three spheres and to decentralise the service delivery to all three but also to give the local government more of a mandate to deal with service delivery to the local people. Local government was then capacitated to meet the challenges of service delivery. Amongst other things, the local government is tasked with the responsibility of coordinating and fast-tracking community participation, promoting and rendering local socio-economic initiatives. (Madzivhandila and Asha, 2012).

To make sure that local government is transformed, the IDPs were introduced to speed up service delivery that is appropriate to the local community. The IDPs must be designed in such a way that they cater for the sustainable development which will make the communities able to meet their own needs in future without relying on to the government (Van Rooyen, 2001). The IDPs should not be stand alone and isolated from the community development but they must be integrated with the development and sustainable policy of the government. Strategic leadership will help in issues of transformation by providing appropriate measures that can be introduced to develop communities. Integrating the IDPs into community development is a challenge that can easily be addressed by a strategic leader since one of the key functions or competencies of the strategic leader is to lead the institution to envisage the future.

The IDP is a long and tedious process that municipalities should carefully undertake. It is a process that does not only engage the municipality but the whole government in its three spheres. It is therefore a project that different employees from different departments will have to come together and work towards as a united group. The Group matrix dynamic approach must be applied since the IDP cannot fit in to an ordinary line function or line and staff function within the municipalities. Different personnel from different departments set up a team to deal with the IDP. The IDP is initiated by the municipality and the community is invited to participate through IDP forums that comprise politicians, administrators, and members of the community. Strategic leadership has to be applied to make sure that these people work together in harmony to achieve desired goals. Certain procedures or processes need to be adhered to. For the IDP effectively to work, the following three steps must be adhered to:

- Conceptualisation of the idea;

- The formulation of the IDP; and
- The execution.

This is because, any functional IDP process will need to be able to identify the real needs of the people and break them down into water, health, electrification, and housing (Mashamba, 2008). Once everything is set up, a strategic leader needs to lead the whole IDP process through different phases. Those phases are, the preparatory phase, analysis phase, strategies phase, project phase, integration phase, and adoption phase.

▪ **Preparatory phase**

This is the important stage of an IDP process. Before anything is done, it becomes important for the municipal officials and politicians to sit down and to draw up a plan of how the IDP process will be conducted. In drawing up the plan, all the relevant policies and legislation must be complied with. It is at this stage that the vision and the mission of the municipality will be analysed so that the goals and the aims of the municipality are expressed in achievable deliverables. The municipality will also look at how the public will be involved in each stage of the IDP. The communication strategies and channels will be put in place so that all the stakeholders are informed of the whole process of the IDP (Mashamba, 2008). They also need to look at the role that the other spheres of government will play in this IDP.

During this phase the Municipal leadership will have to outline the importance of having an IDP that reflects the needs of the community. The different committees that will be involved in the whole process of the IDP will have to be identified and this will have to be communicated to all municipal officials and each person should be encouraged to take part. Strategic leadership will ensure the smooth running of the institution by affording the public opportunities to voice their ideas on the whole process of the IDP.

The proposed plan must be written down so that the municipality has a framework of how it is going to conduct an IDP.

▪ **Analysis phase**

IDPs are updated every year. This means that the municipality gets a chance yearly to correct the mistakes that might have been committed the previous year. In this

phase municipalities look at the current situation and try to improve it. Some of the problems that the municipalities are experiencing have been there for quite some time. In the UThungulu district among other persistent problems, is the problem of the migration of people from rural to urban areas. This poses a major challenge for the provision of basic services. These people are mainly looking for employment since the employment rate is high. In their search for employment they definitely need accommodation and it then becomes the responsibility of the municipality to provide free housing. Amongst the people who benefit from free housing are those who are earning too little to get a loan from a financial institution. For uThungulu District Municipality such problems will have to be identified during the analysis phase. The migration of people from rural areas and the provision of free housing also causes another problem for the uThungulu district municipality in particular. Provision of amenities becomes a problem for the newly built houses because they need to be connected to the existing infrastructure. Sanitation pipes for instance must be joined to existing ageing infrastructure. If too many connections to the existing infrastructure are made, the whole system is overloaded and can collapse. This is the type of analysis that the municipality has to undertake to make sure that they understand the seriousness of the problem. The analysis stage or phase will probably uncover many problems that the municipality is facing and those problems need to be addressed in an IDP.

In this phase the municipality will have to prioritise key issues that seem to be urgent.

▪ **Strategies phase**

In this phase the municipality would have to write down the goals and the objectives for the immediate future. What the municipality ought to achieve in the near future must be written down. Normally this must be in line with the findings mentioned during the analysis phase. This phase needs to provide solutions to the problems that were identified during the analysis phase. Amongst other things the municipality has to look at the budget allocated for that financial year. It is common for uThungulu to have an inadequate budget since its income base is only limited to funding from the government and from what has been recouped from the citizens. The major part of uThungulu is rural and people are not paying for water that they are using. Those people in rural areas are also not paying municipal rates. In this phase, therefore, the

municipality will have to formulate strategies that will be used to address the problems. Formulation of strategies is a specialized skill and it needs a certain amount of knowledge and a certain type of leadership. Strategic leadership for instance is about formulation of vision and policies that helps in giving directions to the whole municipality. In this phase wide communication is needed since some of the expertise can be obtainable outside of the municipality. This will definitely need a person who will be able to identify the relevant skill needed and an ability to source that skill from the relevant people.

- **Projects phase**

This is a phase where the project will be implemented. The specification of the project will have to be put in place so that whosoever is dealing with the project will know what to do. It is in this phase that human capital will have to be allocated to each phase of the project. The expected time to finish the project will be suggested and the budget will be drawn up.

The collaboration of all the stakeholders is important in this phase because different ideas will be needed.

- **Integration phase**

In this phase all the stakeholders must be invited to take part in the IDP. The others spheres of government must be consulted so that the municipality knows what their plans are that will impact upon the local people. Different departments of both the Provincial and National government and their plans must be accommodated in the municipality plan to prevent unnecessary conflicts and duplication of projects. All the intentions of the Provincial and National government must be known to the municipality so that the municipality will adapt its plan in line with the other two spheres of government. It would be an ideal situation for the municipality to facilitate provincial and local national government projects because the municipality is very close to the people. The nature of the relationship that the municipality is enjoying with the local people is different from the relationship that the provincial and national government have with people. The municipality is very close to the people and if

public participation is promoted correctly, the municipality will be aware of the priorities of the local people. It will then be astute of the provincial and national government not to bypass the municipality if they intend doing something for the local people. This needs to be communicated to the municipality so that the municipality will advise these two spheres on what is most needed and where.

This phase will best be coordinated by a strategic leader who understands the importance of communication.

▪ **Adoption phase**

This is the final stage of the IDP. At this stage all the suggestions by the stakeholders must be discussed and evaluated to make sure that they reflect the needs of the community. Everything that was done in the previous stages will have to be looked at again and if it is found that the IDP is accurate then it should be adopted.

Beside the phases outlined above, IDPs in many instances are done just for the purpose of doing it as a requirement and not because they have been prompted by identified needs. In many instances they do not reflect the needs of the community. An IDP should be a clear manifestation of prioritised communal needs that require urgent attention from government (Phago, 2009) and this is only possible if proper consultation with the community is done so that the communities themselves will tell the municipality what they need not the municipality deciding on what the community needs. If municipalities believe that the IDPs are about what the community need they will respect and honour public participation and make everything possible for a proper public participation to take place but if they are only interested in getting the job done for the sake of doing it you will find a situation where the IDP documents do not reflect the needs and the aspiration of the community. This is highly possible where the IDP document is adopted from another municipality because that IDP document was approved as having satisfied all the minimum requirements or when an IDP is outsourced to consultants who do not know the needs and the aspirations of the people.

The IDP provides an opportunity for both the community and the municipality to deliberate and interact on issues of local development (Tshabalala and Lombard, 2009). The IDP is not only about service delivery but also about community development. Van Rooyen (2001) emphasised the point that there is a significant change in government policy from basic service delivery and a regulatory approach to a reconstruction and development approach. According to Van Rooyen (2001) this shift resulted in a new set of management challenges for local government officials. This challenge will compel the local government officials to introduce a business-like approach towards development by setting in place integrated development plans. Strategic leadership in this regard will have to be employed so that the local government can be comparable with the private sector when it comes to leadership. If strategic leadership is successfully employed here, there will be programmes in place to assist local government officials to implement whatever changes that are necessary to achieve the required goals of the local government. A vision and the mission of the municipality will have to be developed and used to drive forward the programmes of the municipalities. Strategic leadership suggests that a vision and a mission must be the basis of all planning that takes place. If strategic leadership is effectively applied the end result will be the social and economic upliftment of communities and the associated access to affordable essential services (Van Rooyen, 2001).

A point that has already been made is that the IDP is not only about service delivery but it is also about developing the community. Projects that are identified through public participation must be developmental in nature and must be able to develop the community when implemented. The main problem with our municipalities is that up until today there is a large number of them that are still failing to develop credible IDPs that indicate the needs of the community. A study conducted by Mello and Maserumule (2010) found that 90% of municipalities in South Africa are failing to develop IDPs that truly reflect the needs and aspirations of the communities and IDPs that have a developmental aspect. If the IDPs developed are not what they are supposed to be or not of the required standard, it becomes difficult for the municipality to provide adequate development to the community. Madzivhandila and Asha (2012) attest to the fact that many local municipalities in South Africa have failed to deliver services to the communities and are still struggling to effect their

development mandate. The conclusion that one can draw here is that municipalities are not capacitated enough to deal with the development of the communities.

Madzivhandila and Asha (2012) believe that the municipal integrated development planning tool is expected to contribute to transformation of service delivery initiatives by focusing attention on community-felt needs and priorities. The challenge that municipalities face is to make their IDPs reflect the needs of citizens. Strategic leadership in this regard will have to help municipalities to identify what the community wants through public participation. This kind of participation should be based on the situation where communities are well informed of what is supposed to be discussed. Once all those needs are collected, they will have to be integrated into IDP so that it reflects what the community really wants.

This IDP came into effect because of the lack of community participation in municipalities and there were many challenges when the IDPs were first introduced and some of those problems are still there. A common problem was that of planning capacity. In the first round of the IDPs consultants were invited to help because municipalities did not have capacity and resources to draft the IDPs. To successfully implement the objectives of the municipality as outlined by the constitution, an Integrated Development Plan (IDP) which was first introduced in 1996 in an amendment to the Local Government Transition Act 209 of 1993 must be crafted and adopted by the municipality.

The National government started as early as 1998 to put in place support structures for municipal planning, in collaboration with other agencies. Municipal officials and councillors were trained. Subsequent to that the government put in place the Municipal Systems Act 32 of 2000, which provided a stronger legislative basis for the IDPs. The IDP however, is not a new concept or restricted to South Africa (Binns & Nel 2002), it is practised in many countries.

In the first round of the IDP implemented we saw a situation where the majority of municipalities had no clue as to what was expected of them to do. A rushed product was the result and some municipalities employed consultants who in turn did not transfer skills to municipal administrators.

Some of the IDPs were cut and paste back then and some still are today. This was perpetrated by the fact that there is a shortage of skills in municipalities. Without appropriate staff to support service delivery, there will be major problems associated

with service delivery. The IDP is meant to be driven by the wishes of the residents not of the municipal officials.

The Integrated Development plan (IDP) was introduced to integrate activities of the government from National level to Provincial level and then to Local government so that there will be speedy delivery of social services. The IDP should also involve an integration between municipalities themselves; this is where there is an integration of activities between the district municipality and the local municipality. These two municipalities are expected to use their resources jointly to fast-track service delivery. The IDP should also involve an integration within a municipality itself. This is where different departments of the municipality coordinate their planning and work together as a municipality.

Despite the fact that Municipal officials and councillors were trained when IDP was introduced, there are signs that the IDP is still a problem and on many occasions consultants are still widely used. The IDP is viewed in this study as the major function of the municipality and that through IDP the nature of leadership can be seen. Poor service delivery; poor communication and accountability involving poor relationships with communities; poor financial management and bad governance practices; are all associated with poor leadership. The study believes that these factors are visible signs of poor leadership.

Literature interrogated did not make a clear distinction between leadership in general and strategic leadership except that vision and mission seems to be the crux of strategic leadership. There is still a major debate on whether strategic leadership needs to be applied only at the strategic apex of the institution or throughout at all levels of the institution.

4.5.1.2 Integration in IDP/ systems theory

Integration of all the three spheres of government is very important. Government must work as a unit that is further divided into sub-units (spheres). All these sub-units need to work together to achieve the ultimate goals of the government that are outlined in the constitution.

Municipalities should not be seen as independent units apart from the other spheres of the government but they must be seen as a wing of the government. Systems theory prescribes that the government needs to work as a system. All systems in the government must be functional so that goals can be achieved.

- **Integration between the National Government and the Municipality**

It is the responsibility of the national government to provide services to the whole country. This is done through Provincial and local government, however the national government also has its own programmes that are directly aimed at improving the lives of people in different communities. For the successful implementation of these programmes, the national government has to consult the municipality before the project is implemented. This will help to eliminate all the unnecessary duplication of projects. A good relationship between municipalities and the national government must be created and developed so that they work together very smoothly. The national government needs to fit itself in with the programmes of the local government and should not impose things on the local government.

- **Integration between the Provincial Government and the Municipality**

In each district municipality there are offices for, the Department of health, Department of education, Department of safety and security, Department of Justice, Department of social welfare, Department of agriculture, etc. There is no reason then why integration between the provincial government and district municipality is not possible. The provincial government can use these departments to fast-track service delivery. These departments can be part of the IDP forum so that they will advise the municipality on certain issues. If the municipality wants to build a school, for instance, the department of education will be expected to advise the municipality in that regard.

This integration will prevent “white elephants” being constructed in the area and will probably prevent duplication of services by the provincial government.

- **Integration between the District Municipality and Local Municipality**

District municipalities have local municipalities under them and it is the responsibility of a district to make sure that those local municipalities understand what is expected of them. They offer assistance and provide advisory services if there is a need. It is therefore the responsibility of the District municipality to unite all its municipalities so that people under that district municipality will be exposed to the same treatment. Unfortunately it is still common that different municipalities under one district municipality differ considerably because of the environment. One local municipality might be situated in an urban area and service people in that urban area whilst another is situated in a deep rural area and services people there. Integration does not mean that these municipalities need to experience similar things but they should all be able to help each other.

Integration will take place irrespective of environment and the resources that individual municipalities have. Each municipality will be able to learn from another municipality and to assist each other in times of need.

- **Integration between the Local Municipalities under one district**

Local municipalities under the same district municipality are not equally resourced. Coming together to help each other is important for the municipalities to survive. The environments under which different municipalities operate is not the same. Some operate in a conducive environment and some operate in a very bad environment. Some are in urban areas and some are in rural areas. Municipalities that are in rural areas can learn something from their sister municipalities in urban areas and also those in urban areas can learn something from those who are in rural areas. This kind of integration is important in local municipalities because it makes sure that all municipalities are developing. Sharing of ideas among municipalities under one district municipality will always help them to understand their roles better.

- **Integration among the different departments of the municipality**

For the municipality to work effectively integration within the departments is important. Different departments of the municipality should not work in isolation. All departments must work together to enhance the mandate of the municipality. A

Technical Department for example that is dealing with infrastructure needs to work together with other departments so that the provision of infrastructure will be efficient. This department needs to work closely together with the Finance Department so that finance is provided for projects. It will be of no use for a technical department to design projects that cannot be implemented because of lack of funds. The Finance Department may also need a Department that will conduct research into certain aspect that involve the community to find out which services are more important in the area so that conflict with the public is avoided in future.

This integration within the municipality helps the municipality to plan effectively and to provide a service that is needed by the community. It is common to find that if proper planning is not done you can encounter a situation where community halls, for example, will have been provided to communities that would have preferred community gardens if they had been consulted. This misunderstanding could later cause problems for the municipalities. The Department that involves public participation will definitely need to inform all the other Departments on the findings of their research so that Departments will make informed decisions.

No department can establish a post without the Human Resources Department. In turn the Human Resources Department will also have to consult with Finance Department just to make sure that funds are available for this post.

Cooperation between different departments within the municipality is important and cannot be avoided.

4.5.1.3 Why was the IDP introduced?

The IDP as a plan was introduced to make sure that service delivery becomes a reality. There are many disparities that are still visible even today that were created by the apartheid government. The IDP therefore was created to address the inequalities of the past (Mogale, 2004). It is a tool that seeks to provide equal and better services to all societies irrespective of their social background. It has been introduced to heal social ills that have become part of human life. As much as the IDP aims to address the social imbalances of the past and to speed up service delivery it is still viewed as complex and messy (Mogale, 2004). Different activities performed by people with diverse cultural and backgrounds need to be integrated to

achieve the desired objectives. These challenges call for the Municipal manager to be a person who is multi-skilled and able to show leadership at all times.

A manager is needed who really understands what management is, and who will be able, now and again, to provide support and mentoring to local municipalities.

4.5.1.4 Processes of an IDP

- **Planning**

An integrated development plan must be compiled to comply with the requirements of the act. An integrated development plan (IDP) is mandatory for all municipalities. This IDP must be aligned with the development plans and strategies of other municipalities and with other state organs. The core components of the IDP are prescribed by the systems act and must be adhered to. Each municipality must adopt a framework for the IDP that binds both the district and local municipalities. This framework stipulates what is going to be included in an IDP and also spells out how consultation between district and local municipalities will take place during the process of drafting their IDPs. .

The process to be followed in the IDP must be drafted so that specific timeframes for different steps of an IDP must be known to guide the whole IDP process. The IDP is for the community and therefore, the community must be consulted. Stakeholders such as organs of state and traditional authorities must be consulted.

- **The drafting process**

According to section 29 of systems act, the executive committee or executive mayor of a municipality or, if the municipality does not have an executive committee or executive mayor, a committee of councillors appointed by the municipal council, must, manage the drafting of the municipality's Integrated Development Plan. The drafting of the IDP should not be delegated to junior staff of the municipality because it is the prerogative of the executive committee to superintend the drafting of an IDP. Different responsibilities with regard to drafting of an IDP can only be assigned to

the municipal manager who in turn will use his team to execute duties assigned to them.

Municipalities should not be left alone to struggle with the drafting of the IDP but must be monitored and be given support by the provincial government. This support should be in the form of skills that are needed in planning, drafting and adoption of an IDP. The provincial government should also make sure that the IDP of the municipality is in line with the strategies and programmes of national and provincial organs of state.

A complete draft of an IDP must be submitted to the municipal council for adoption by the council.

- **Adoption of an IDP**

A municipality must adopt the IDP. It is however important that before the IDP is adopted; the local community must be consulted. The local municipality must bring to the attention of the local community the particulars of the process it intends to follow.

Once the Integrated Development Plan has been adopted by the council of the municipality, the municipal manager must within 10 days of adoption submit this to the MEC for local government in the province.

- **An annual review and amendment of the Integrated Development Plan**

An IDP that is adopted will be used on a yearly basis, but there may be, other things that the municipal council or administration might feel they need to add to the IDP or to remove from it. It is therefore important to review and amend the IDP on yearly basis. Even during this review the public must be informed so that it can play an important role in shaping the IDP. This is a time to correct everything that went

wrong during the previous year. What seemed to be a shortfall or a gap in the IDP will be filled during the review.

4.5.2 Public Participation

4.5.2.1 What is public participation

The South African government has adopted a dual model of democracy in all three spheres of government, i.e. Representative Democracy and Participatory Democracy. Representative Democracy is where voters participate in voting processes to elect public representatives to advance their interests and needs; and Participatory Democracy enable citizens to participate in decision-making processes of government, become involved in the implementation of programmes and in the evaluation of government performance using forums such as izimbizo (public meetings). These platforms give citizens back their voices in ensuring that their interests and needs are served.

Public participation could mean different things to different people. There is no universal definition that has been agreed upon and this leads to the term being subject to different interpretations by different groups of people (Al-Najar; Ushijima; and Funamizu, 2013, and Ababio, 2004). Masango (2009) refers to public participation as public opinion which reinforces and sustains democracy. Al-Najar; Ushijima; and Funamizu (2013) define public participation as the practice of involving members of the public in the decision-and policy-making activities of institutions responsible for policy development.

De Castro (2013) and Draai, and Taylor (2009) believe that communities do not wait for the invitation from the government to participate but public participation is a proactive means to governance where communities according to Tau (2013) organise themselves at the grassroots level and work together through nongovernmental community organisations to influence the decision-making process to achieve desired goals. Public participation is an active process whereby participants take the initiative and action stimulated by their own thinking and deliberation and over which they can exert effective control (Mzimakwe, 2010). According to Tshabalala and Lombard (2009) community participation is a means of empowering people by creating the space for them to engage in developing their skills and abilities to

negotiate their needs in the face of forces that often appear to obstruct and discourage them. Nzimakwe and Reddy (2008) think that public participation is a means of empowering people by developing their skills and abilities so that they can negotiate with the development delivery system and can make their own decisions in terms of their development needs and priorities.

It is true that some of the policies are complicated and need a specialised skill from managers and policy-makers. As a result public participation is regarded as a learning process that is aimed at increasing empowerment.

To Draai, and Taylor (2009) public participation is participatory governance and it means communication and engagement with communities and all relevant stakeholders to effect development. This definition looks at development as the reason for engagement and the engagement is through voting for local government. Draai, and Taylor (2009) believe that it is after voting that communities can then be able to influence the determination of the type and level of service delivery they receive from municipalities. If voting is part of public participation, this means that community engagement is one of the cornerstones of effective and accountable governance, and an important practical approach is to establish structures that will allow for meaningful participation (Ndevu, 2011).

According to Ababio (2004) and Mzimakwe (2010) public participation could describe the extent to which the community influences decisions that affect their well-being and Maphunye and Mafunisa (2008) thinks that public participation is a verification mechanism or assessment tool for determining the existence and extent of democracy in a society. The same sentiment is echoed by Mzimakwe (2010) when he mentions that this process of public participation is seen as an organised effort to increase control over resources and regulatory institutions by groups and other functionaries excluded from exercising such control, to make them accountable to the people.

In a democratic country like South Africa, community participation is important in order to sustain democracy and to promote good governance (Mzimakwe, 2010). It must be understood that community participation does not take place in a vacuum, but is subject to the political, social and economic influences within which it occurs (Tshabalala and Lombard, 2009).

One of the key points of the freedom charter is that people shall govern. This will only be fulfilled in a democratic country where everyone is allowed to participate freely in government structures. Public participation in a democratic country is just a fulfilment of the mandate. In South Africa as a democratic country public participation is a key to decision-making. Nzimakwe and Reddy. (2008) believe that for a democratic government to exist, the public must govern or at least be actively involved in government. According to Masango (2009) in South Africa, public service delivery is not just government's moral obligation, but it is also a constitutional obligation.

For the local government to craft appropriate IDPs, meaningful public participation is required. Madzivhandila and Asha (2012) believe that public participation is important for the effectiveness of any development initiatives including service delivery because it promotes the rights and duties of the community to self-govern. Participation in decision-making that informs the IDP is the right of the citizens not a privilege or a favour that local government extend citizens. The leadership in the local government needs to design strategies that will make sure that everyone who is able and willing to participate should do so without problems. Community members should be involved in any decision that involves for instance identification and prioritisation of needs. Community members must also participate in decisions that involve implementation and evaluation of various service delivery projects.

Communities in different areas are beginning to understand why public participation is important and a desire to participate in decisions-making has, according to Nabatchi (2012) grown in recent years and people have become more aware of the need to participate. This is also confirmed by Al-Najar; Ushijima; and Funamizu (2013) when they say there has been an increasing worldwide trend towards more involvement of the public in policy- and decision-making bodies. Despite the fact that communities are now aware of the importance of public participation we still have a low level of participation in many communities and community organisations in the formulation of major decisions related to local development initiatives, especially in the provision of services and infrastructure (Madzivhandila and Asha, 2012). Vivier and Wentzel (2013) believe that despite the number of formal channels for participation, engagement between citizens and local government in South Africa remains low. The number of these different channels has only increased the awareness. Even though the level of awareness has increased citizens still do not

understand their rights and responsibilities and therefore are not able to express their opinions and concerns with regard to provision of basic services (Tau, 2013). Tau further mentions that even though the process is slow and tiresome, the countries of this region are making great efforts to strengthen their democratic systems. To give meaning to the importance of public participation, the local government needs to embark on education of society with regard to the functioning of the state and state processes, inclusive of public institutions in democracies, (Masango, 2009) is important. The idea of educating communities is supported by Ababio (2004) by saying municipalities need to embark on educational programmes, which are always worthwhile since education has long-term benefits and must be regarded as an investment for future community participation.

It remains the responsibility of the municipalities to educate people on how effectively to participate in the IDPs' stages of development. So the decision about what services should be delivered to communities must be made by communities not the government officials and the politicians. This must be done through public participation. Leadership needs to take a leading role in providing guidance on service delivery programmes within the policy framework provided (Nkuna, 2007)

Effective leadership will help to solve a lot of problems that are seen to be related to poor leadership. It is the responsibility of a leader to hire competent staff and to develop them now and again so that their competencies will improve. An effective leader will make sure that everyone working for the municipality is properly trained. According to Madzivhandila and Asha (2012) lack of community participation, corruption and poor service delivery can be traced back to a lack of technical skills, a lack of properly trained personnel in the local government sphere, and weak participatory structures and mechanisms that become obstacles for mobilisation and empowerment of grassroots communities through the IDPs.

On the other hand, collaboration and co-ordination between municipalities and sector departments is very weak and this is mainly because of a lack of awareness about the benefits of having a shared vision, a shortage of skills in team work and facilitation of development initiatives, and lack of commitment and the right attitude (Madzivhandila and Asha (2012).

This is so because of the inability of managers to make sure that all officials know their jobs and are capacitated to perform the relevant duties. Effective managers will

also develop and enhance collaboration within the departments in the municipality and also collaboration between the municipality and the other spheres of government. This collaboration is a requirement so that the municipality will not work in isolation. All spheres of government are tasked with the responsibility to provide services to the communities and they need to work together as a collective to effectively deliver what is needed in the communities. Local government is closer to the people and it is in a better position to deliver services but only if it is capacitated to do so.

The inability of the municipality to perform results in the community not participating in these structures. Communities will regard it as pointless to attend meetings if they feel that their opinions are not valued or if they feel that they are not being given enough information to make relevant decisions. Madzivhandila and Asha (2012) believe that the reasons why communities do not attend meetings emanate from the poor relationship between government and citizens and, most importantly, the failure to satisfy some of the obligations that flow from such meetings. This suggests that the municipalities need to develop a good relationship with the communities that they serve so that members of the community will feel needed in meetings. They need to be made to feel part of the meetings and this is possible if the manager of the municipality is able to develop strategies that are going to develop this kind of relationship. The local government needs to be viewed by locals as local and not as a structure that is built in their place for certain individuals only. It is important for the municipalities to hire local people. People that are known and respected by the local communities. In this way the broader community will feel that they belong to the municipality because there are people there who know exactly what the community is and how they live. A local person understands the cultural dynamics of the community and will be able to explain why the community needs to have a good relationship with the municipalities. If the municipal officials are not known people might find it difficult to relate to them and ignore their call for a meeting. If officials do not understand the culture of the people, their way of life and how they do things they might not be in a position to design a participation process that fits the context and they may not, as a result, be able to achieve desirable outcomes (Crosby; Bryson; and Quick, 2012). If local government officials are local people they will be able to do things fast and efficiently because they know key people that can be consulted if they want to hold a meeting with the community. Such

meetings will be welcomed if key people that are known and respected in communities are used.

There is no standard form that suits every environment that has been developed for public participation (Nzimakwe and Reddy, 2008). There is a certain form of participation for each environment and this will depend on the nature of the organisation and the mobilisation at grassroots level as well as on the purpose of such participation (Ndevu, 2011). According to Nabatchi (2012) there still exists tremendous multiplicity in the design and goals of participatory processes because of the wealth of tools, techniques, and procedures available. This suggests that there is a wide variety of public participation models that could be used to yield results. Ababio (2007) agrees that the South African Government has committed itself to instituting a wide range of participatory processes in the different spheres and institutions of government in the country. From the wide range of participatory processes, this study is going to choose one model that will be used to explain public participation. Before any model is used it remains important to look at the value of public participation first. The International Association for Public Participation (IAP2) (2002) formulated the Seven Core Values for the practice of public participation that are confirmed by global declaration and policy statements. These values contribute to the participation of citizens in promoting local governance. This study will adopt these Seven Core Values in order to understand why public participation is important in a democratic government. Those core values are:

- Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decisions-making process;
- Public participation includes the promise that the public's contribution will influence the decision;
- Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers;
- Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision;
- Public participation seeks input from participants in designing how they participate;
- Public participation provides participants with the information they need to participate in a meaningful way; and

- Public participation communicates to participants how their input affected the decision.

These core values provide us with guidelines on what we should look for when we think of a fair and ethical public participation. Public participation should always comply with these guidelines. Once these guidelines are considered it then becomes appropriate to look for the type of involvement that will suit the situation of the municipality. According to Generic Public Participation Guidelines (2001) issued by the Department of Water Affairs and Forestry (DWAF), the International Association for Public Participation (IAP2) the World Bank (DWAF, 2001) identifies three types of involvement that can be used in public participation:

1. **Passive participation**- this is a unilateral top-down announcement to the stakeholders by the municipal officials. In this kind of participation the public is not consulted but the municipality take decisions for the public and later inform the public about decisions taken.
2. **Consultative participation**-workshops, for instance, are organized where stakeholders are consulted before the municipality makes a decision. The community is free here to suggest and advise the municipality on certain issue but the decision-making remains the responsibility of the municipality. The involvement of the community is restricted only to suggesting things. There is also no guarantee that the municipality will use the suggestions and advice from the people because the people are not part of the decision-making process. In this type of participation, normally the municipality will advertise or inform the public about what the municipality wants to do and request the public to inspect documents and write comments and submit them to the municipality.
3. **Interactive participation**-stakeholders are fully involved in collaborative analysis and decision-making. Learning methodologies are used to seek multiple perspectives. People participate in answering questions in questionnaires. The public do not have the opportunity to influence proceedings as the findings of the research are neither shared nor evaluated for accuracy. The community participates in making decisions that are going to benefit them. They all participate in a joint analysis of the current situation and the problems and from there they all develop the action plan that will help in solving the problems at hand. The stakeholders also participate in capacity-building. Stakeholders here

are taken as people with valuable knowledge that can be trusted and implemented to benefit the whole community.

Interactive participation is recommended for this study because it is believed that it fully engages all stakeholders into an effective public participation. The participants here are engaged from the beginning of the project where their ideas are sought and also in the decision process. They are welcomed to suggest their views and also to sit at the decision table with the municipal officials to take decisions about projects that will benefit them. This type recognizes, the expertise and the skills of the stakeholders and this is valued by the municipality.

Once these types of participation are considered it then become appropriate to choose a correct model that the municipality can use for all public participation. A different model for different situations can also be used if the municipality sees fit to do that. This study, however, proposes that one model be used. This will help the municipal officials to get accustomed to the model and help educate the community about the model. For the interactive participation that is chosen for the municipality, the following five levels of participation will be used.

According to *Generic Public Participation Guidelines* (2001) issued by the Department of Water Affairs and Forestry (DWAF), the International Association for Public Participation (IAP2) differentiates between five levels of public participation designed to:

- (1) Inform;
- (2) Consult;
- (3) Involve;
- (4) Collaborate; and
- (5) Empower.

1. Inform the public

For public participation to take place, proper communication channels should be established. All communications to the community must be done in a language that is understood by the majority in the community. Local newspapers and, community radio stations must be used. The Systems Act also caters for those people who cannot read and write. It is not appropriate to think that people can simply interact with the municipality without being invited. The municipal manager must make sure that all

the necessary information is disseminated to the people so that they can avail themselves of the opportunity to attend different meetings. Before people can participate meaningfully, they need information about the issue at hand so that they can make informed decisions (Creighton, 2005). Without suitable information, taking decisions might be delayed or if not it may be misguided.

Informing the public about what is going to happen spares the municipality the embarrassment of coming to a poorly attended meeting where effective decisions cannot be taken due to lack of adequate information on the issue.

2. Consult the public

Consultation is important because it helps the municipality to obtain public feedback on analysis, alternatives and/or decisions. It involves acknowledging concerns and providing feedback on how public input has influenced the decision. Beside the fact that public participation is a democratic right, people must be invited to suggest their views on which services are a priority and if possible be informed about the available budget. It will be useless to organise and attend different meetings to solicit the public views if the information gathered is not going to be used.

The public must be listened to because they are at the centre of service delivery. Ward committee meetings, IDP forum meetings or a visit to the municipality by members of the public to inspect certain documents must be used to gather information about what people want.

3. Involve the public

The municipality needs to work with the public directly throughout the process of the IDP to avoid any misunderstanding. The inability of residents to attend meetings called by the municipalities has a large impact on service delivery and protest marches. If residents are unable to attend, then it will be difficult for the municipality to find out their ideas on certain issues and to inform them about the progress or the latest developments regarding certain issues. It will be inappropriate for the residents to blame municipalities of any poor service delivery if they do not want to become part of that municipality by attending meetings organised by these municipalities. Residents should also be blamed for the in-ability of municipality to perform if they do not take an active role by exercising their democratic right to public participation.

Some of the municipal matters can be seen by residents as too complicated to be understood by ordinary citizens. A municipality might make a call to people to come and inspect and comment on the draft policy but very few will come but when such a policy is implemented then there may be protest marches. It is the role of the municipality to educate the public on such issues so that they will be able to participate effectively. Residents might not inspect and read draft policies if they do not know what to look for and what to say after looking at the documentation.

Public participation does not only mean attending a meeting it might also mean a visit to the municipality to enquire about something. Residents are allowed to submit complaints and recommendations on certain issues. The Act on public participation makes it clear that residents need to exercise their democratic rights.

4. Collaborate with the public

The municipality must work with the public on each aspect of the decision-making process. This also needs to include the development of alternatives in case the original plan does not work. Both the public and municipality must identify the preferred solution to the problem. Different opinions are going to be collected from different people and there is a possibility that some of the ideas will be conflicting. This is so because people do not all think alike. It is therefore the responsibility of the municipality to look at the different ideas and come up with a list of them. Different opinions are dealt with through debate and a democratic process of voting. If an issue is a problem, that issue must be debated and if no agreement is reached, then that issue must be put to the vote. This study aims to highlight problems that are facing municipalities and to suggest ways of dealing with those problems. I hope that once problems are minimised, there will be a drastic improvement in service delivery that will see a major reduction of service protest marches if those marches are only because of poor service delivery and not about political issues that are hidden in poor service delivery protests. The fact that we see protest marches where there is no service delivery drives away suspicions that politics is also involved. If politics was involved we would see protest marches in places or areas with no shortage of service delivery. We would probably see people in the upmarket areas protesting.

5. Empower the public

The public must be empowered to take control of their lives. They must be empowered to participate in all decisions that affect their lives and be part of all the activities that are conducted by the municipalities. The whole decision-making process must be in the hands of the public. This is only possible if the public is well informed about issues that concern them.

According to the *Generic Public Participation Guidelines* (2001) issued by the Department of Water Affairs and Forestry (DWAF), the international Association for *Public Participation (IAP2)* differentiates between five levels of public participation:

| INFORM | CONSULT | INVOLVE | COLLABORAT | EMPOWER |
|--|--|--|---|--|
| INCREASING LEVEL OF PUBLIC IMPACT | | | | |
| Participation Goal: | Participation Goal: | Participation Goal: | Participation Goal: | Participation Goal: |
| To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions. | To obtain public feedback on analysis, alternatives and/or decisions. | To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered. | To partner with the public in each aspect of the decision including the development of alternatives and identification of the preferred solution. | To place final decision-making in the hands of the public |
| Promise to the Public: | Promise to the Public: | Promise to the Public: | Promise to the Public: | Promise to the Public: |
| We will keep you informed. | We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision | We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision. | We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible | We will implement what you decide. |
| Example tools: | Example tools: | Example tools: | Example tools: | Example tools: |
| <ul style="list-style-type: none"> • Fact sheet • Web sites • Open houses | <ul style="list-style-type: none"> • Public comment • Focus groups • Surveys • Public meetings | <ul style="list-style-type: none"> • Workshops • Deliberate polling | <ul style="list-style-type: none"> • Citizen Advisory committees • Consensus building • Participatory decision-making | <ul style="list-style-type: none"> • Citizen juries • Ballots • Delegated decisions |

Figure 1: Increasing level of Public Impact

Adopted from: 2001 International Association for Public Participation

I can never over-emphasize the importance of public participation in our municipalities. Before communities are involved in this programme, the municipal

officials need to sit down and consider what would be the appropriate model. Our legislation only mentions the importance of public participation not how it must be elicited. It then remains the responsibility of the municipality to look at the appropriate model that will be used. The merits and demerits of the model must first be evaluated before it is used. Its usefulness and effectiveness must be considered.

If the public is well informed about the importance of public participation, they might be willing to participate. By public participation we do not only refer to attending meetings but there are different forms of public participation that are available. The most common forms of participation are, Public hearings; Petitions; committees; lobbying; Road shows; Exhibitions; submissions arising from public awareness on the Legislature's work; and distribution of brochures. Both municipalities and the communities can initiate public participation. It is not only the municipality that must initiate this but the communities are also allowed to submit petitions for example. What the municipality has to do is to educate communities on different ways of participating and to encourage them to play an active role in public affairs.

Public participation looks at ensuring efficiency and sustainability; and also to accelerate broader provision of services such as alleviation of poverty, and the provision of basic services and infrastructure by enhancing the community's understanding of public service processes and practices (Ndevu, 2011).

There are a lot of benefits that are associated with involving the public in decisions that are taken. If the public feels that they were part of the decision made they tend to own the idea irrespective of the outcomes and they may also convince others to support it (Masango, 2009). Through effective participation, decisions that are taken will definitely address the people's needs (Tshabalala and Lombard, 2009). This tends to decrease the number of public protests since the public were part of the decision-making.

Tshishonga and Mbambo (2008, p. 769) call public participation representative democracy and they define this kind of democracy as something that entails equal rights and majority rule "*equal rights for all and special privileges to none*".

Tshishonga and Mbambo (2008) also argue that public participation is democracy from below. This includes both capable and efficient local government officials and the informed and empowered citizens and communities. It would be difficult to

exercise this kind of democracy if the public is not informed or empowered. It becomes the responsibility of the municipality to educate the communities on the importance of public participation and to furnish them timeously with information that is needed to take decisions. For the public to participate effectively they need to understand what is taking place and they must be able to attach value to their involvement. The nature of participation if they are adequately informed is not an issue. What becomes important for them is that they participate. It is also imperative that they see the results of their involvement. They need to see the decisions taken being implemented because if they are not implemented they might feel used and ignored. This must be ensured by the municipal office so that the public will always be involved in taking decisions. The involvement of the people makes these gatherings public participation. Calling passive people to a meeting and telling them about what you intend to do and then dismissing them afterwards is not public participation. Tshishonga and Mbambo (2008) argue that participation has no meaning unless the people involved have significant control over the decisions concerning the organisation to which they belong. This is only possible if people are well informed. It must also be understood that empowering communities with information is beneficial to both municipalities and to the local community. If the public is well informed, they will be able to take meaningful decisions that are aimed at developing the community (Nealer, 2005). Giving the public relevant and sufficient information helps the municipal officials to draw upon the skills and expertise of people that have vast experience that can help in making the informed decisions that can be used to effect necessary changes (Ababio, 2004).

Participatory government must be seen by both municipalities and the community as a tool that complements the political leadership of the municipality not as something that is designed to interfere with the process of governance by making things difficult for the municipality (Ababio, 2004). The approach of the public needs to be that of helping the municipality to identify what the public needs not to tell the political leadership how to lead. There are times when the members of the community might feel more knowledgeable on certain aspect than the municipality officials and may be the community will feel that it would be better if they dictated things. The municipality who understand what participatory government is will engage the public in everything that concerns the public and they will solicit public ideas before decisions are made. There is a danger, of course, that the public might derail the

municipality if they are not trained or taught to participate. It therefore remains the responsibility of the municipality to educate the public on how to participate effectively. If proper education is given to the community participation in decision-making will increase and this will benefit the community. Communities will learn to understand their role as the stakeholders and they will begin to engage municipal officials in public debate. They will encourage each other to attend meetings so that they will have an input in whatever is discussed. The behaviour and the conduct of the municipal officials and councillors is expected to be exemplary (Ababio, 2004) so that communities will see the value of attending meetings and of participating in decision-making. If municipal officials and councillors are not trustworthy the community will not want to associate themselves with them and they will shy away from all meetings that the municipality calls. People expect that promises must be kept at all times and if they are not kept they must be informed of the challenges that municipal officials and councillors faced.

Local municipalities have been in place for almost twenty years now and the issue of lack of skills is no longer supposed to be a valid reason for failure. Some of the municipal officials and councillors have been with the municipalities for more than fifteen years now and those are not expected to use lack of skill as an excuse for poor performance or use apartheid as the root cause of poor performance. It must be noted that long service in the institution does not replace appropriate qualifications. A finance officer will never be a Chartered Accountant because of experience in finance. Employing unqualified people is still a problem in many municipalities. Corruption and nepotism is still the order of the day in certain municipalities and in certain instances even businesses that are hired to provide certain services are not hired because of their expertise in the field but because of other reasons that are not of benefit to the municipality at large but to certain individuals only. We still see situations where municipalities are used as cash cows that generate income for certain individuals. Sometimes municipal officials and political leadership are so involved in corruption they miss the opportunity to develop the community and to provide adequate and appropriate services to the people. They do not notice that the demands of the community are continuously changing (Ababio, 2004) and that municipalities too need to change their ways of doing things to address the changing needs of the community.

The freedom charter spells it out clearly: “*the people shall govern*” (Guidebook for Schools, 2005, p. 12), and all the government sphere must make it possible that ordinary people need to be invited to participate in the decisions-making process. According to Maphunye and Mafunisa (2008) if ordinary people participate in the governance of the province, the legitimacy of the political authority will be enhanced. In participatory government the views of the people are important. This suggests that municipalities need to establish appropriate structures and mechanisms that will allow effective participation (Madzivhandila and Asha, 2012) since municipalities are legally bound to involve communities and civic organisations in decision-making (Nzimakwe and Reddy, 2008).

The government has introduced the Integrated Development Plan (IDP) to cover all public participation in governance at all the stages. Public participation in these IDPs is enforced by the Systems Act. If the entire community cannot go and participate in the IDPs, an IDP representative forum must be formed to represent the public in all IDP meetings. According to Mafunisa; and Xaba (2008) the purpose of the IDP Representative Forums is to provide an opportunity for stakeholders to represent the interests of their constituencies and to provide a structure for discussion, negotiations and joint decision-making.

It is common for a democratic government to be called the “*government of the people*”. This suggests that it is not the government for the people but the government by people. Looking at this it is in order therefore to say that even those who are not in government can still participate in government decisions. In a democratic country, it is inappropriate for the government to take decisions for the community. It must be the community through proper channels and assistance that makes decisions about their lives. The government must then put appropriate structures in place that will allow effective communication between the government and the people.

Public participation can be defined as the process by which public concerns, needs and values are incorporated into governmental and corporate decision-making (Creighton, 2005). This is a two-way communication and interaction, with the overall goal of better decisions that are supported by the public. The concept of public participation prevents the government from doing things for people without consulting them. It is appropriate for the government to consult the people before any

decision that affects them is taken (Creighton, 2005). While researchers do not agree on one single definition of public opinion, some commonalities exist across specific definitions. In all definitions, people's participation is there.

Communities need to be involved in all stages of development of whatever the government is doing that is aiming at developing the communities. Public participation therefore, cannot be separated from development because public meetings are aimed at development of the communities through contextualised planning that seek to cater for the demographic nature of different environments (Sopanah, et al. 2013)

It is correct to say the government and those who participate in public meetings might not have enough expertise to tackle certain aspects and as a result, consultants are used. It will however be inappropriate for the government to use consultants as substitutes for public consultations. If consultants are used correctly, they might benefit the community at large and the government by arriving at a decision quickly and they may be able to tackle areas where no one else is knowledgeable at. Consultants also can create a problem if their decisions conflict what the community wants. In this instance, consultants might be viewed as an act of taking away the right of the community to decide about what they want. The use of consultants in making key decisions that affect people without consulting them is taking away the right of communities to express their views and to indicate their preferences on the list of things they want. This could lead to people deciding to march against the government for lack of appropriate service delivery and in the process they may burn physical facilities that were erected by the government. There is a possibility that those facilities might not be regarded by the community as priority or there could be that they are angry and they want to show their anger by burning things.

The concept of public participation is not only applicable to South Africa but many governments in the rest of the world are moving towards public participation (Luna-Reyes & Chun 2012) It is however difficult to get people involved in the processes of the local government (Mckenna, 2011). Municipalities, in particular, struggle to get them involved.

Section 17 states categorically how the community needs to participate in municipal affairs and it also states what the municipality needs to do in order to involve the

community in municipal affairs. Not all people belong to political structures and as a result there could be people who might not be able to participate if only members of political organisations are nominated to forums. The forums must be free from politics to allow all people to participate.

The municipality needs to initiate and encourage public participation in order to maintain the system of local democracy (Sopannah, et al. 2013).

An integrated, responsive and highly effective governance system working with communities to achieve sustainable development and improved service delivery is the vision of the Department of Cooperative Governance and Traditional Affairs. Working together with the local people is what the department wants.

One of the objectives of local government according to section 152 of the constitution of the Republic of South Africa is community involvement in the processes of the local government. It is, therefore, strange to see communities protesting. The assumption would be municipalities are failing to involve communities in decision-making. Involvement of the community suggests that there will be public participation before decisions are made that directly affect service delivery and that the communities will be represented.

Failure to follow the appropriate procedures stated by the constitution and chapter 4 of the Municipal Systems Act no 32 of 2000 can be attributed to poor leadership. Chapter 4 of the Municipal Systems Act no 32 of 2000 talks of community participation. Communities do not invite themselves to participate but the Systems Act makes a provision for the community to be invited. If it happens that the community is not invited to participate in the processes of the local government this can impact negatively on the relationship between the local government and the community it serves.

4.5.2.2 Public opinion and service delivery

Each citizen of the country is entitled to their own opinions. The democratic set up of the government must be enabling for the community to take part in different discussions about service delivery. Different opinions of different individuals in different communities must be collected and synthesised so that they can be summarised and used for the benefit of all. Clawson and Oxley (2008) define public opinion as the sum or aggregation of private opinions on any particular issue or set of issues. If public opinion is a pillar of democracy in any democratic country and is

used for decision-making then public participation cannot be avoided. Ways and means of collecting different opinions from the public must be established.

The Systems Act in section 20 allows the community to be admitted to public meetings. Section 20 (2) states that, “A municipal council, or a committee of the council, may not exclude the public, including the media, when considering or voting on any of the following matters:

- A draft by-law tabled in the council;
- a budget tabled in the council;
- the municipality’s draft integrated development plan, or any amendment of the plan, tabled in the council;
- the municipality’s draft performance management system, or any amendment of the system, tabled in the council;
- the decision to enter into a service delivery agreement referred to in section 76(b); and
- any other matter prescribed by regulation

4.5.2.3 The legislation on public participation

In the case of South Africa, public participation is legislated and is seen as a democratic right of every citizen. It is therefore, mandatory for local government to invite people to participate in processes that are aimed at providing service delivery.

For public participation to take place different policies need to be in place. Policies will be used to monitor public participation and to make sure that everyone is represented. It is imperative, therefore, that Municipal officials must be able to draft policies. Beside policies the Municipality should have a vision, mission statement and objectives. This will give direction to the municipality. Municipal officials will, therefore, be expected to take the lead in the formulation of the Vision, Mission Statement and Objectives of the Municipality. (Davis and Lockwood, 1985). Policy formation cannot be avoided, and it is somehow made easier because it is shared with internal bodies and committees, and various external agencies. However, the Municipal Manager must lead the process of policy formulation. The following acts have a provision for public participation:

- **The South Africa Constitution Act no 108 of 1996**

Public participation is ensured by the South African constitution. The constitution confirms that people are entitled to information. If service delivery is for the people then people should be informed and be allowed to decide on the nature of the services

- **National House of Traditional Leaders ACT No 22, of 2009**

Public participation if organised through the Office of Traditional Leader will be a success since people respect their traditional leaders. It will however sometimes be difficult to call any meeting that is not approved by the traditional leader. People might not turn up and the attendance becomes very poor. If the meeting is endorsed by the traditional leader people will definitely attend. This is therefore the responsibility of the local government to recognise the presence of traditional leaders so that they can involve them when calling for a meeting. People are sometimes sceptical of political leaders who belong to different political organisations and even those who are not card-carrying members still associate themselves with certain political organisations. It is hard these days to find a neutral person. A councillor is seen as a representative of a certain political organisation not as a representative of the community. How the community views councillors will affect the attendance at a meeting. A traditional leader on the other hand is viewed as neutral and as a person who uphold the culture and the values of the community.

- **Local Government: Municipal Systems Act 32 of 2000**

The fact that municipality administration has to respond to the needs of the local municipality, according to the Systems Act does not grant the right to administrators to do as they please. As has been pointed out continuously in this study, the community must be involved in decision-making. This is possible if the local community is invited to participate in such decisions-making. The local community is entitled to the information about the level and standard of municipal services. The local community must also be informed on how the municipality is managed, of the costs involved and who the persons are in charge of different activities.

Chapter 4 of the Systems Act is dedicated to public communication. It dictates how community participation is to be effected. The mechanisms, processes and procedures developed to enable community participation must be simple and must allow the local community to participate without difficulty or fear.

Public participation should take place through:

- Petitions submitted by the local community;
- Complaints lodged by members of the community;
- Public meetings and hearings arranged by the municipal council and other political structures and political office bearers of the municipality; and
- Consultation with different structures in the community and traditional authorities.

The local community consists of different people who must be considered when local community participation is planned. The level of literacy in the local community will definitely determine the instrument that will be used to communicate with the community.

There are cases where municipal administrators and elected officials will feel that they are not experts in every field. It is imperative therefore, to establish one or more advisory committees consisting of ordinary local community members. Such committees must comply with the minimum requirements regarding gender and racial equity.

4.5.2.4 Communications to local community

Public participation is possible when the invitation by the municipality is clear and well communicated to the public. Media must be used to convey the message to the community through, among other things, the:

- Local newspaper or any newspaper circulating in the area; and
- Radio broadcasts covering the area of the municipality as well as the community radio stations.

The notice of the meeting must be in a language that is widely spoken in the area or a language that is understood by the majority of citizens in the area. If necessary bilingual notices may be required.

It happens sometimes that the municipality calls for the community to submit written comments before the meeting. If the person cannot read or write, a municipal employee must be assigned to look at this issue and they must be available to assist those who cannot write.

4.5.2.5 Regulations and guidelines

Section 120 of the Systems Act allows the Minister to make regulations or guidelines on how effectively to run the municipality. These regulations and guidelines will direct service delivery and public participation.

4.5.2.6 Public participation as a requirement for democracy

In a democratic country like South Africa, people are allowed to talk freely about things that concern them. Democracy suggests that people should be communicated with before any decision is taken. Clawson and Oxley (2008, p. 3) define democracy as “*rule by the people*” and that suggests that public opinion is mandatory.

It is not appropriate in a democratic country to have a government that dictates what people need but the government needs to implement the needs of the people.

Section 16 (1) of the Municipal Systems Act no 32 of 2000 states that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance, and must for this purpose, encourage, and create conditions for, the local community to participate in the affairs of the municipality, including in-

- The preparation, implementation and review of its integrated development plan in terms of chapter 5;

- The establishment, implementation and review of its performance management system in terms of chapter 6
- The monitoring and review of its performance, including the outcomes and impact of such performance;
- The preparation of its budget; and
- Strategic decisions relating to the provision of municipal services in terms of chapter 8;

Attention must also be given to building the capacity of:

- The local community to enable it to participate in the affairs of the municipality;
- Councillors and staff to foster community participation; and
- Use its resources, and annually allocate funds in its budget, as may be appropriate for the purpose of implementing paragraphs (a) and (b) of Section 16(1) of the Municipal Systems Act no 32 of 2000.

It is mentioned in paragraph 2 subsection (1) that this must not be interpreted as permitting interference with a municipal council's right to govern and to exercise the executive and legislative authority of the municipality but the community should still be able to exercise their rights to influence decisions on their community development.

4.5.2.7 The importance of public participation and public trust in government for a democratic society

Opinions may vary on whether communities attend public participation meetings because they trust the government or because they do not trust the government. It is possible that people will attend these gathering just because they trust the government or they might abstain from attending the meetings because they trust that the government will never do wrong even if every decision is left to the government to take. Some obviously might attend because they do not trust government on certain issues. They might think that the government might do something wrong if the community is not there or they do not attend meetings just because they do not trust the government and they do not want anything to do with the government. Trust in government will mean different things to different people. According to Clawson and Oxley (2008) many democratic theorists agree that public trust in government (the

belief that the government is operating according to one's normative expectations of how government should function) is important for democratic societies. If the element of trust does not exist public participation might not be a success. Conyers (1991 cited in Sopanah et al, 2013) argued that people will believe in projects if they were involved from the initial to its final stage. This suggests that for challenges facing service delivery to be understood by the citizens, they need to be involved.

There is this tendency that those who are in government believe that they were voted into office to think for the community and as a result they decide not to consult the public. There are also claims that some people when given time to register their views on certain issues do not do so.

This mammoth task of unifying the community and making them feel that they are part of government decisions-making calls for the Municipal officials to engage themselves in strategic leadership. One could summarize strategic leadership as an individual with a plan of action, a decision to involve everyone in the organisation to work for the betterment of the organisation or an ability of a business to achieve goals. It focuses mainly on vision; mission; strategy; and a plan for implementation. Strategic leadership is about providing direction to the organisation at large using all the policies that can help in making sure that goals are achieved.

Strategic leadership does not only rest upon those officials who report to the Municipal Manager or upon the Municipal Manager. It involves all officials who are in leadership positions, irrespective of the management level. In some Municipalities there is a unit that is dedicated to the IDP and the officials in that unit might not necessarily be in the top management.

4.5.2.8 Public participation in the IDP processes

The IDP is for the community and its applicability to all processes is guaranteed by Chapter 4 of the Municipal Planning and Performance Management Regulations, 2001. This chapter is dedicated to the community participation in respect of integrated development planning and performance management.

Appropriate structures must be formed should and be kept functional at all times so that communities will be allowed to participate in the drafting of the IDP. This will

consequently lead to the communities owning the IDP and this sense of ownership may reduce the likelihood of service protest marches.

The administrative staff of the municipality will need to facilitate all the resolutions of the Municipal council with regard to service delivery. One of the responsibilities of the Municipal Manager is to give advice to the Mayor of the Municipality with regard to issues pertaining to the development of the municipality. The ability, therefore, of the MM to lead is an integral part in Municipal success or failure. As much as the majority of resolutions with regard to the service delivery will be decided upon by the council, the MM is the key to its appropriate implementation. Forming structures or forums is the concern of the municipal council but the MM will have to facilitate this. The mandatory structure that is required by legislation must be established so that they participate fully in municipal structure. Ward committees (Systems Act) must be established to make sure that the ward is represented in certain decisions-making processes that involve the IDP. A Ward committee represents all the residents in a ward. This committee must be formed without regard to the political affiliation, gender, and race of the persons elected to serve on the committee. Ward committees should call for a meeting to solicit the community's opinions on certain issues.

Municipalities are divided into wards and in each ward there is a ward committee that is specifically constituted to represent the ward in municipal deliberations. Holding meetings now and again for the whole ward could be very difficult so it is better to have a small number of people in the form of a ward committee to represent the whole ward. This committee makes participative governance a reality. The ward committee should meet with the councillor to discuss issues that pertain to the ward as a whole. It represents the whole ward. Ward committees were introduced to bring democracy closer to the people. Ward committees are an appropriate structure promoting participatory democracy at grassroots level (Ababio, 2007). The composition of a ward committee must look beyond party politics and must cater for all people in the ward. Ward committees should not be used as political extensions by certain councillors or political parties (Phago, 2008). Ward committees should be as free as possible from political affiliations and from allegiance to race, religion, gender or ethnic origin. It must be established as a two-way communication channel for both government and communities on matters relating to governance and delivery of basic services (Nzimakwe and Reddy, 2008). The Systems Act dictates the

primary functions of the ward committee. According to Mafunisa; and Xaba (2008) the primary function of ward committees is to be a formal communication channel between communities and the municipal councils about municipal issues.

Beside ward committees, the municipality needs to make sure that an IDP forum (the Municipal Planning and Performance Management Regulations, 2001.) is formed. Unlike the ward committee that is looking at all the development issues of the community, the IPD forums are specific and only look at the IDP itself. Section 15(1) (a) of the Municipal Systems Act states that, In the absence of an appropriate municipal wide structure for community participation, a municipality must establish a forum that will enhance community participation in:

- the drafting and implementation of the municipality's integrated development plan; and
- the monitoring, measurement and review of the of the municipality's performance in relation to the key performance indicators and performance targets set by the municipality.

Before establishing a forum in terms of paragraph (a), a municipality must, through appropriate mechanisms, invite the local community to identify persons to serve on the forum, including representatives from ward committees, if any.

A forum established in terms of paragraph (a) must be representative of the composition of the community of the municipality concerned.

This is to ensure that the community is involved from planning of the IDP to its implementation.

4.5.3 Traditional leadership

4.5.3.1 Traditional leadership in South Africa

Despite the fact that researchers belong to two different schools of thought (de Jongh 2006) regarding representation of traditional leaders with the one believing that traditional leadership should be recognised and accommodated in democratic structures whilst the other believes that such structures must be done away with because they represent the colonial and apartheid past; traditional leaders remain key

to communication within the municipality (LiPuma and Koelble, 2009) Traditional leaders are fighting for a bigger role in municipalities. Keulder (1998) called the two schools of thought mentioned above: modernists and traditionalists. Modernists believe that there is no space for traditional leadership in a democratic country because among other reasons, they are sexist. Traditional leadership is dominated by males and females have no space but on the other hand traditionalists feel that traditional leaders are a symbol of cultural identity.

Despite differences of opinion between modernists and traditionalists, they both agree that traditional leadership need to change to fit into the new environment (Keulder, 1998). This suggests that there is a good deal of compromise that traditional leadership will have to make to be accepted also by modernists. The question of gender is still a sensitive one in South Africa and any structure that is seen to be gender biased is not going to be accepted in this non-sexist society. The majority of traditional leaders are males and females are only considered as regents but not permanent leaders. An heir to the throne is under normal circumstances a male. If traditional leaders are incorporated into local government then their representatives will be mainly, if not exclusively, males.

. A study conducted by LiPuma and Koelble (2009) revealed that several chiefs still believe that the introduction of local government in their areas brings confusion to the issue of where power and authority will lie at the local level. According to chiefs it was a mistake to introduce local municipalities.

A common setup of traditional leadership involves three tiers of leadership. There is an induna who control a small section of the society and the induna reports to a chief. A collection of a certain number of izinduna belong to a chief who through these izinduna can control a larger area. Those Chiefs report to a king, a supreme power in the area. The demarcation of the kingdom is not in line with the municipal demarcation. It is therefore common for an induna to rule across different wards. The area under the jurisdiction of an induna extends to more than one ward according to municipality demarcation. An induna can also control one ward and a portion of another ward. The jurisdiction of a chief is limited to at least one magisterial district. It is also common that in one Municipality the is more than one chief.

Traditional leaders reign over communal land. There is no one who owns land in places that are under the jurisdiction of a king. The land belongs to all those who live on it and who need to use it. They can get another person to use it but they cannot sell it.

4.5.3.2 The role of traditional leaders in Local government (The Traditional Council) Service delivery should not be seen by the municipality as something that only the municipality should take part in. If service delivery is for the residents of the place then, the whole community needs to be involved. Local municipalities are relatively new in rural areas. People are used to traditional leaders. They respect their chiefs and izinduna. When local government was introduced there was confusion. Is the chief of higher rank than the mayor or the mayor of higher rank than the chief? Is the ward councillor of higher rank than the induna in the area or vice versa. If there was any policy on this all residents were expected to be informed so that they will know the lines of authority. Who has a right to call a public meeting? Is it the induna or the ward councillor? A councillor is associated with a certain political party and some might not attend a meeting that the councillor will call but attend all meetings called by the induna. In such cases, traditional leaders cannot be ignored because they represent neutrality. A good working relationship must be established so that public participation will be smooth because rural people in particular still trust traditional leaders rather than councillors.

A study conducted by Amoateng and Kalule-Sabiti (2011) was about traditional leaders helping to speed up service delivery in their areas. The study acknowledges the role that traditional leadership can play in service delivery and confirmed that traditional leaders enjoy the high level of trust from all sections of society, regardless of residence, age and gender. However there is still a tension regarding the role that traditional leaders should play in local government. In reply to this the government promulgated a Traditional Leadership and Governance Framework Act, 41 of 2003 and subsequently established Traditional Councils which are constituted by people who are democratically elected and by those handpicked by traditional leaders.

These Traditional Councils are required to assist traditional leaders in performing their duties. Traditional Councils must work with municipalities to identify the needs of the community and also help in fast-tracking service delivery. They need to make sure that public participation takes place. This kind of participation is an external

participation where Traditional Councils are seen to influence municipal decisions from outside because they do not have voting rights in the municipality.

Modernists argue that there are municipalities that consist of a section of residents that are under the leadership of traditional leaders and those that are not. If traditional leaders are incorporated into local government, they will definitely represent a small fraction of residents that are already represented by councillors. This will create a situation where residents from rural areas have more than one representative in one structure (Local Government). In a democratic country it then becomes difficult for the government to successfully accommodate traditional leaders in democratic structures if there are people who still believe that traditional leaders are out-dated and need to be abolished. Democracy calls for people to participate in decision-making through any sphere of government.

In certain instances there is politicisation of community structures which makes it difficult for the municipality to deal with the public. If the public is politicised, they do not look at the municipality as a government structure but as a political organ that is there to implement the policies of the political organisation. As a result those who belong to another political organisation might be reluctant to attend any public meeting called by the municipality. In such cases traditional leaders will play a vital role in acting as a link between the municipality and the community if the community believes that traditional leadership is neutral.

Traditional leaders in rural areas play a major role in rural development and for any development to take place they need to be consulted because without their full participation the entire local government development agenda will not be fully realised (Phago, 2008:241). The absence of a constitutional role allocated to traditional leaders in terms of issues such as land make traditional leaders feel undermined by municipal councillors and this creates tension between them (Phago, 2008). This tension can be addressed by creating a good relationship between the government and traditional leaders and specifically by defining the role that traditional leaders should play in the development of their communities.

Izimbizo are used as a platform to share ideas. The government meets with people to discuss issues of concern to that particular community. The origin of Imbizo (plural

is Izimbizo) is from Nguni tribes. It literally means a gathering of traditional leaders and local communities to discuss issues. According to Phago (2008) its main purpose now is to facilitate face-to-face communication between government leaders and community members.

4.6 Constraints in service delivery

It is a fact that there are many challenges for service delivery in municipalities. Some of these challenges are things that cannot be addressed by the municipalities. They need to be addressed by other spheres of government. It is also interesting to note that some of these challenges are directly man-made and can be strictly attributed to the municipalities. In this study the following were identified as challenges that cannot be attributed to municipalities:

1. Shortage of skills, for instance, is a national problem that is killing our municipalities. This was a problem twenty years back and it is still a problem today mainly because good managers who are able to apply their minds to developing these skills are not available. Some of these skills can be developed within the period of five years; that is why it is frightening to think that after more than twenty years municipalities are still talking about such skills shortages. This simply suggests that developing skills was never an issue in the local municipalities and that the long-term plans of the municipalities did not include the development of human capital. A succession plan is something that municipalities are not talking about. At this time we still see many municipalities running for a long period with acting administrators after a certain official was fired or resigned.

If strategic leadership had been used a succession plan would never become a problem because succession is a major concern in strategic leadership.

2. High levels of poverty and unemployment are still a challenge today. As much as the municipality can do something about this remains a common international economic problem. In South Africa as a whole we still have the bulk of people living in rural areas who are not employed. In certain instances their main source of income is agriculture. Mainly these people are engaged in subsistence farming which tend to be difficult because their land is not irrigated. They depend on rain water and in times of drought they struggle to survive. The municipality can help by providing water but it remains a serious challenge for many local municipalities

because there are many other issues that are contributing to the lack of development. The biggest issue is that households are scattered over large rural areas which makes it very expensive to provide water.

3. People wait for the government to provide them with houses and food parcels. This is a challenge but this is a problem that was not created by the municipality it was created by the other spheres of the government. It is hard for the municipalities to provide, for instance, free toilets to everyone. People would rather use buckets instead of building their own toilets. Maphunye and Mafunisa (2008) echoed the same sentiment when they spoke about the mentality of dependence. They described this as the tendency by communities to sit back and expect government to do almost everything for them. This of course is a major problem because the culture of working to sustain oneself is no more. Certain government policies that are meant to help struggling families are unfortunately contributing to this tendency of waiting for the government to provide everything. Among other things this tendency is encouraged by the food parcels that the government hands over to the communities and the provision of free housing for the deserving people. As a result people will put up a shack and sit and wait for an RDP house. It is true that even though the intention of social grants was not to discourage people to take control of their lives, we definitely find certain families who are multiple beneficiaries of different grants and through them alone they make a living. These people are 100% dependent on the government.

Another set of challenges are those that show poor leadership in municipalities. I am saying this because the municipality have a direct control over them. The existence of these challenges shows that there is a problem in municipal leadership. Those challenges are:

- Slow pace of service delivery is a major challenge in municipalities. Such a challenge can be controlled if the leader knows his or her work. It becomes a challenge because municipal officials are sometimes having problems in their respective positions. Some occupy roles where they do not know what is expected of them.
- Corruption and nepotism within all spheres of government is also an internal problem. Communities do not corrupt the system but the municipal officials and politicians do. Such a challenge is well contained in certain municipalities but in many municipalities it is the order of the day. If the municipal officials and politicians are

themselves free from such illegal activities, they will be able to fight any element of corruption in their respective municipalities. This is a challenge because monies allocated for certain projects are being redirected into the pockets of certain individuals or into businesses and this leaves the communities poor. There are times also where an incapable person is given a position in the municipality because he or she is related to a certain person not because the person is qualified and capable of doing the job. This act disadvantages communities because such a person might not be able to do the job correctly and in the process thwarts the progress in service delivery.

- The low level of participation of the community in the IDPs. This is mainly caused by poor communication by the municipality. If the community is not informed it might be difficult for them to attend meetings. It is therefore the responsibility of the municipality to inform the people about the proposed meetings and further inform them about the importance of attending meetings. This is not a once-off thing but the municipality must keep on educating the community about participation. There is a possibility that people do not attend because they are aware that their contribution is not considered when decisions are made. This also can directly be attributed to poor leadership. If strategic leadership existed, such problems could be eliminated because one of the pillars of strategic leadership is communication.
- Constant fighting between municipal councillors and traditional leaders. In rural areas for instance there are still traditional leaders that are loved and respected by their communities. There are protocols and procedures that must be observed when doing something. One cannot call a community meeting without the permission of the Induna for that place. A good municipal leadership would know that and encourage all councillors to consult their Izinduna before a community meeting is called. A strategic leader would conduct a meeting with Izinduna and local chiefs to discuss issues of development so that roles are clearly demarcated. Acts, legislation and policies can only assist if there is an understanding between the municipality and traditional leaders.
- Lack of co-operation among different Provincial and National Government entities which leads to lack of alignment of municipal

strategies and those of the other spheres of government (Maphunye & Mafunisa, 2008; and Madzivhandila & Asha, 2012). This challenge is sometimes caused by lack of transparency within these spheres of government. This can lead to conflicts of interest and duplication of projects.

- Using consultants to develop the IDPs. In most cases consultants do not come to the municipality to develop the IDPs. They just sit in their offices and conduct a desk research and from their findings they develop the IDPs. Such IDPs normally create problems because the community is not consulted. This form of an IDP is a ready-made IDP which the municipal officials think it is going to fit the conditions of the municipalities. One IDP document of a rural-based municipality that I read, regarded sanitation as one of the challenges that they are facing and it goes on to mention the number of households who are still using the bucket system. But the fact is that in rural areas there are no bucket systems. Communities would rather use the open air and hide behind a bush rather than use a bucket. They dig holes for pit toilets but no buckets. There are still communities where elderly people find it difficult to use a flush toilet inside the house which suggests that they will never use a bucket. This is a clear indication that research was not conducted but that the consultant only took the information that was used somewhere else and tried to customize it to fit this situation. These consultants also do not transfer skills to the municipality. They come and work and thereafter go without transferring skills. The agreement does not include teaching municipal employees to do what consultants are doing.

4.6.1 Political interference (poor governance)

Poor governance is not political interference but political interference is part of poor governance. Many things have been said about political interference. In this section I will look at it and establish whether it is a myth or a reality. I will also look at how different people view political interference. Is it really interference, exercising oversight or close supervision. I will also look at the reasons why it exists in local government and its impact on service delivery and the integrity of the municipality.

Political interference is a reality in all spheres of government. Those who are political connected or with power dictate what they want to be done. A mayor for instance will not do what he or she wants to do but what his superiors want him or her to do. The common examples of corruptions are:

- Interference in the hiring of staff.
- Interference in awarding government tenders
- Interference in who should be promoted or not.

Beside the examples stated above, political interference can take different forms and sometimes disguises itself as close supervision or as exercising oversight. A mayor might dictate to a municipal manager and call that close supervision and the exercising of oversight while in fact that is political interference.

Political interference is an indication of just how unethical politicians can be. Many if not most African countries are grossly engulfed in corrupt activities when it comes to governance and it goes beyond requests for bribes and favours (Pietersen, 2009). It can amount to superiors using political influence to make subordinate servitudes. This is surprising because there are laws that specifically deal with corruption. A survey was conducted by Bratton, Mattes, and Gyimah-Boadi, (2005) in African states on whether people trust government institutions or not. The results showed that people do trust these institutions but they all highlighted that there is corruption in these government institutions. Open-side payments, nepotism, embezzlement, offering bribes in return for a job or a house were mentioned as the most popular corruption in all African States. Their study confirms that there is indeed corruption in all spheres of government in African states. Corruption is basically the abuse of power for personal gain, a deviation from acceptable norms, values and standard of a society and it is a major contributor to poor service delivery (Agba, et al. 2013).

Corruption is prevalent and a significant problem for African leaders (Dalglish, 2009). It must however be noted that this problem is also common in other European countries and in India, corruption is a serious problem in local government (Dollery and Robotti, 2008). The prevalence of corruption in government spheres makes officials see whistleblowers as disloyal to the organisation (Wexler, 2005)

Developing people's trust in the midst of corruption is not easy. Corruption damages the image of a corrupt leader and that of the institution and impairs their ability to bring about the required changes (Dalglish, 2009). It creates a bad image of the leader and the institution and encourages gossip among people on the performance of the institution. As much as corruption can be viewed as a bad thing, the ruling party still enjoys power given by people through voting. The party loyalists will always vote for the party regardless of a general public views on institutional performance (Bratton, Mattes, and Gyimah-Boadi, 2005).

The local government is the closest government sphere to the people and if it is corrupt, people will be subjected to corruption every day.

The literature interrogated confirms that corruption is a reality and is hurting communities by depriving them of their right to benefit from service delivery from the government.

4.7 Conclusion

The municipality, as a point of service delivery, is in a better position to deliver to the people. However, service delivery has become a challenge and a curse to some. The process of service delivery is corrupted by foreign activities that are prevalent in municipalities. Corruption and political interference has now been accepted as a norm in government departments or state organs. It is true that the national government is trying to combat or curb corruption but we still have corrupt elements even in national government that make it possible for corrupt activities to successfully take place.

In such a situation, this study believes that strategic leadership can bring solutions and help municipalities to regain their rightful place in a society. It must be noted that one of the reasons for establishing local government was to bring government closer to the people, so that people will all benefit from this democratic government. Service delivery is therefore, a mandate of municipalities. The complex nature of the municipalities, where there is often a conflict of power which in certain instances hampers progress calls for strategic leadership. In rural areas there are traditional leaders who are expected by communities to play a role in service delivery and to improve the well-being of their communities and on the other hand there are

councillors who also see themselves as the only people to bring service delivery to the communities. This misunderstanding brings confusion. The administrative staff of the municipality might also be caught in the centre of this confusion if they are expected by councillors to align themselves with a certain political organisation and provide more services to a certain group of people. In such a situation with lot of confusion and chaos, strategic leadership is a solution.

It must also be noted that the IDP is consistent in acknowledging the merits of strategic leadership as pointed out by Thompson et al. (2005) who believe that strategic leadership is based on three major questions. Those questions are: where we are now (Analysis), where do we want to be / to go (Assessment) and how will we get there (Appraisal). These questions are the core of IDP. Before anything is done an assessment of the current situation in the municipality is done. This is the stage where all tests to determine current conditions of the municipalities are done. Once the position of the municipality with regard to development has been undertaken the next step becomes the IDP strategic plan. This stage look far ahead and tries to determine the future. This will not be possible without the help of all the stakeholders. Public participation, therefore, will be important. Getting people's ideas and views of where they want to see the municipality in future will be important. The last stage will be looking at how to get there. This also involves all the stakeholders through public participation. This proves that the IDP needs a strategic leader who understands the processes of strategic leadership to drive the IDP forward.

CHAPTER 5: MUNICIPAL PERFORMANCE AND MONITORING

5.1 Introduction

All government spheres need some form of monitoring so that they will perform adequately. For any structure that is rendering a service it must be subjected to a certain form of measurement. It will be impossible or difficult to know the performance of a person or group and an institution without measuring performance. The local government as a service provider must be evaluated to measure its effectiveness. The need for performance improvement and measurement in the public service was realised from the beginning of the democratic era, and mechanisms to deal with it must be developed and implemented (Luthuli, 2009). This measuring mechanism must be used for all municipalities. In local government both the effect of leadership and provision of service delivery should be measured so that the government will have a clear picture of the pace of service delivery in the municipalities. The measuring instruments that are designed to measure the effectiveness of leadership must be different from the measuring instrument that is designed to measure the effectiveness of the municipality.

5.2 The personality traits of the Municipal Manager as determinant of municipal performance

Personality traits of a leader have a direct influence on leadership. Different Strategic leaders will act differently in different environments because of their different traits. Researchers have not yet agreed on a single definition of traits (Feist & Feist, 2006). Different theorists have defined the traits differently but (Yukl, 2006) believe that the term “trait” refers to a host of different individual attributes. These attributes according to Yukl include aspects of personality, temperament, needs, motives, and values. Human behaviour is therefore determined by different factors. A collection of these attributes defines a leader (Kjelin, 2009). The assumption is that all people who possess the traits that are common among successful leaders can also become successful leaders, but trait theory does not give any guarantees of success. This theory does not guarantee that a person with traits that are common to those of successful leaders can also be a successful leader. It only indicates that the person can probably be a leader if proper guidance and coaching is given. Trait theory does

not say anything also about whether there are people without these personality traits who succeed as better leaders. This theory also says nothing about the contribution of both educational qualifications and experience hence, it does not make any provision for leaders that can be developed through education, mentoring, coaching and motivation and possible given some incentives. In this study it must be remembered that transactional leadership, for instance, deals with incentivising people to work. It is possible that the performance can improve not because a person has a particular trait but because a person has been promised a performance bonus at the end of the year. So, financial reward can be a determining factor or a driving force behind hard work that might yield good results. Good results here refers to good leadership.

Although no single definition is acceptable to all personality theorists, we can say that personality is a pattern of relatively permanent traits and unique characteristics that give both consistency and individuality to a person's behaviour (Feist & Feist, 2006). This definition associates human behaviour with traits that determine the persons' behaviour. According to this, certain behaviours can only be seen in individuals with those traits that are associated with such behaviour. It does not come out clearly in the literature available whether similar traits in different people have a relationship with the leadership style which the leader will use. Does a certain trait help leaders to be autocratic or democratic? Is it possible for leaders with similar traits to adopt different leadership styles or are people with similar traits only able to adopt one style? Is it possible for there to be no relationship between personality traits and styles of leadership? Engler (2009, p. 265) emphasized that,

“traits are bona fide structures within a person that influence behaviour; they are not simply labels we use to describe or classify behaviours”.

Van der Zee and Swagerman (2009) correctly pointed out that the relationship between personal characteristics and results has not been sufficiently illustrated yet and, more importantly; too little research has been conducted on the relationship between the Upper Echelon, strategic decisions, and ethical behaviour.

What a mayor and a Municipal Manager can do is directly affected by their inborn characteristics. These characteristics or personality traits can contribute positively or negatively to the whole performance of the municipality. If these traits determine failure or performance, a person can fail or perform well because of his personality

traits. Under normal circumstances, a company will employ people on the basis of their accumulated knowledge and job experience that has been acquired over time (Bartlett & Goshal, 1997). Literature reviewed failed to show how personality traits are correctly identified in the interview so that the municipality can take advantage of those attributes that a candidate may have. Literature takes those attributes as something that is highly visible to everyone yet it fails to specify how those attributes are clearly be identified in a person. Any attempts made to identify the traits that help a CEO to influence employees to accomplish task objectives have failed (Yukl, 2006).

The inability to correctly identify such attributes in a person during an interview poses a serious concern as to whether or not it is possible to hire a person based on these attributes or does the policy of wait and see apply? If they were easy to identify then it might be advantageous for institutions to look at these attributes before a potential employee is given employment.

5.3 Organisational performance (Municipality)

Performance measurement is a process that needs to be followed precisely. According to Luthuli (2009) an important factor to consider when assessing public service performance is the nature of public goods. They are characterised by non-excludability (no one is excluded) and non-rivalry in consumption (no competitors).

The performance measurement tool needs to be designed in such a way that it measures the effectiveness of any programme that is introduced by the municipality. The IDP for instance was introduced to look at the development of the municipalities and to speed up service delivery. The effectiveness of the IDP therefore must be measured. A tool that will be able to measure every step of development of an IDP is needed. The municipal officials and political leaders must be held accountable for the performance of the municipality. Without an appropriate tool that can measure the position and the level of development of an IDP programme progress cannot be measured. Performance needs to be measured to make sure that the expected outcomes will be achieved. Performance standards for each step or stage of development must be identified and set. Without performance standards, it will be difficult to measure performance. The importance of having a performance management system lies in its ability to ensure that there is organisational alignment

of effort from the vision and mission, including policy and strategy to organisational and individual performance (Luthuli, 2009). Specific milestones and deliverables must be determined before the project is started.

A great deal of money has been spent on service delivery throughout the country. A follow up on how the money was used must be done to improve the progress of service delivery and performance of the municipalities. Each cent must be accounted for, for the benefit of good governance. The country as a whole needs to have in place an instrument that will be used to monitor service delivery and to look at whether or not the services provided are indeed of benefit to the people.

Performance measures help the organisation to monitor progress and evaluate the programme so that alternative programmes and efficient ways of providing service delivery to the public can be implemented (Bakiev, 2013). Various factors in terms of which performance of an organisation can be evaluated must be identified and used (Choudhary, et al., 2012).

Ashworth et al (2010) has identified three performance criteria that can be used to measure performance in an organisation. The three aspects identified are:

- **The outcome or goal attainment**

Performance of each organisation can be judged by comparing the vision and mission of an organisation and the output. Mostly the vision and output are general and for the purpose of measuring the output the vision and mission need to be redefined and expressed in the form of measurable objectives. It should be easy to compare what was intended to be done with what was in fact done. The vision and the mission must therefore be interpreted and should be expressed in a manner that is measurable. Attainment of outcomes means that there is performance in an organisation. Amongst the measuring instruments or tools that can be used, an observation sheet is important because the attainment of goals can be observed and recorded. If the aim was to build a structure, it can be observed whether the structure is there or not.

- **Service output as a measure of performance**

The performance of an organisation can also be measured through looking at the service that have been delivered. If people are satisfied with the service that the organisation has delivered then we could say that the organisation has performed well. It will be inappropriate to think of adequate performance if the service is poor and does not satisfy the people that it was intended to satisfy. Interviews and questionnaires can be used to determine whether or not the service that was rendered really satisfied people. People will be in a position to tell if the service that they are receiving is good or bad and they will know whether there is any service at all or no service. Interviewing them will help to determine the amount and kind of service that is rendered to people.

- **Processes and practices used to deliver services**

Good and effective processes are a key to service delivery. If processes used are clear and simple, the possibility is that service delivery would progress smoothly without significant problems. In order to assess the effectiveness of the process certain key deliverables must be in place and the milestones must be provided for each stage of the process. The municipality must be able to assess each step of the process so that the whole process can be monitored.

Looking at the three criteria above it is clear that performance can be measured so that the organisation will understand its impact on the community.

Service delivery is the crux of the local government as the third sphere of government. The ability of the local government to perform is measured through service delivery. A dysfunctional municipality is the one that has poor service delivery. In many instances communities respond to poor service delivery by protest marches. Protest marches on many occasions suggest that there is poor service delivery; however protest marches cannot only be used as a measure of poor performance. Protest marches are not a reliable measure of performance. Sometimes they can be misleading because there are communities who will never protest even if they do not receive any service from the municipality. Communities also can protest not because of poor service delivery but because of other reasons that are not related

to poor service delivery. A reliable instrument other than poor service delivery protest marches needs to be developed and used. Luthuli (2009, p. 465) believes that;

“the absence of a mechanism that is able to determine the true value of a public service, turnaround time in delivery becomes of the essence and programmes that have no specific milestones based on time and deliverables may take long to implement and indirectly cost more than they are supposed to”.

5.3.1 Instruments used to measure the performance of leaders

When conducting a desktop research I discovered that there are many instruments that are used to measure the performance of leaders and managers. Among others I found the following instruments that are used to measure the performance of leaders:

- i. The Balanced Scorecard (BSC) that uses a series of indicators across financial, quality and human issues. It focuses on the qualities that the leader has. The situation and environment that the leader finds himself or herself in is not important. This instrument believes that the ability of a leader to lead is judged according to an ability to influence people positively.
- ii. Behavioural Outcomes Approach (BOA). This instrument is based on the belief that a good leader is defined by the outcomes of the leadership and nothing else. The BOA is different from the BSC because it considers the specific behavioural attributes of a leader and the environment under which leadership takes place. As much as qualities of a leader are considered in relation to how results were achieved, this is less important than the outcomes themselves.
- iii. Management Performance Assessment Tool (MPAT) was developed by the Department of Performance Monitoring and Evaluation in the Presidency in South Africa to assess both senior managers and the whole of management in the public service.

Beside the above instruments I also discovered that the following are also used:

- Bass’s multifactor Leadership Questionnaire (MLQ)
- Managerial Position Description Questionnaire (MPDQ)

- The leader behaviour description questionnaire (LBDQ)
- The supervisory behaviour description (SBD or SBDQ)
- Leader opinion questionnaire (LOQ)
- Leader behaviour description questionnaire, (form xii)

All these instruments are used to measure the, performance of the leader of an institution not to measure the institution itself. The institution itself needs to be measured so that we will know whether it is performing or not.

5.3.2 Instrument used to measure the performance of the municipality

In South Africa for instance, the performance of the municipality is measured against the Auditor General's report. The Mayor together with the Municipal Manager will be applauded for achieving a status of the clean audit report. If the municipality has a clean audit result that is unqualified, that is associated with good performance, however an unqualified audit report suggests how funds were utilised not how much and where funds were used. If proper procurement procedures are followed, then the municipality will get a clean audit report. But proper procurement procedures do not mean that proper services were provided that addressed the needs of the community.

According to Chapter 2 sub paragraph 2 (1) of Local Government: Municipal Planning and Performance Management Regulations, 2001 a municipality's integrated development plan must, amongst other things, at least identify the key performance indicators set by the municipality. These key performance indicators must be set by the municipality itself and they should not simply be imported. Chapter 3 Paragraph 9 (1) talks about setting up key performance indicators, including input indicators, output indicators and outcome indicators, in respect of each of the development priorities and objectives. It also states that key performance indicators must be measurable, relevant, objective and precise. Community must be involved in this key indicator setting. These key performance indicators must include a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed, including determining the roles of the different role-players.

Chapter 3 subparagraph (2) states that in developing its performance management system, a municipality must:

- ensure that the system complies with all the requirements set out in the Act;
- demonstrate how it is to operate and be managed from the planning stage up to the stages of performance review and reporting;
- clarify the roles and responsibilities of each role-player, including the local community, in the functioning of the system;
- clarify the processes of implementing the system within the framework of the integrated development planning process;
- determine the frequency of reporting and the lines of accountability for performance; and
- relate to the municipality's employee performance management processes.

General key performance indicators are measured against:

- The percentage of households with access to a basic level of water, sanitation, electricity and solid waste removal;
- The percentage of households earning less than R1100 per month with access to free basic services;
- The percentage of a municipality's capital budget actually spent on capital projects identified for a particular financial year in terms of the municipality's Integrated Development Plan;
- The number of jobs created through the municipality's local, economic development initiatives including capital projects the number of people from employment equity target groups employed in the three highest levels of management in compliance with a municipality's approved employment equity plan; and
- The percentage of a municipality's budget actually spent on implementing its workplace skills plan; and financial viability.

Performance targets for each key performance indicator must be set for each financial year. This is because performance targets might change during the year or from year to year. If there is a change, therefore, in performance indicators then, the performance target will have to change and this is allowed for in chapter 3 section 12 paragraph 1 of the Local Government: Municipal Planning and Performance Management Regulations, 2001.

Those performance targets must:

- be practical and realistic;
- measure the efficiency, effectiveness, quality and impact of the performance of the municipality, administrative component, structure, body or person for whom a target has been set; and
- be designed in a manner that enables the municipality to detect early indications of under-performance; and provide for corrective measures where under-performance has been identified.

It is important to consider available resources, the municipality's capacity; and the municipality's development priorities and objectives when performance targets are set. It must be noted also that these key performance indicators must be reviewed annually to accommodate any amendments to the IDP.

Internal auditing is also used by municipalities to measure performance.

In my search for measuring tools for assessing the municipality, I have only managed to get access to Management Performance Assessment Tool (MPAT) and the Municipal Assessment tool. Another instrument that can be used is the Government Effectiveness Score (GES). According to Kaufmann, Kraay & Mastruzzi (2010 cited in Aziz; Silong; and Hassan, 2012) this is used to determine the effectiveness of leadership practices in the public sector by looking at the perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies. But for the purpose of this study this cannot be used since it looks at the municipality as a whole not at a certain aspect of the municipality.

These instruments are used to assess the whole municipality and were developed in South Africa by the Department of Performance Monitoring and Evaluation in the Presidency to assess the performance of the municipality. This tool is looking at six performance areas. Those areas are, planning, Human Resources, Financial, Service Delivery, community Engagement, and Governance.

It must be noted that in this research it was not appropriate to look at these tools because I was entirely focused on the performance of the IDP. The instrument suggested by the Local Government: Municipal Planning and Performance Management Regulations, 2001 does not exist which means that the recommended assessments have simply not been done. An assessment model must be introduced to measure performance in the municipality (Fourie, et al. 2004).

The performance of the municipality is linked to the performance of the mayor and the municipal manager. Despite the fact that managers fail the institution I thought I needed an instrument that was not going to measure the performance of a leader but of the institution. Performance of the municipality is based on how the municipality is run. It is also true that performance is largely determined by factors beyond the leader's control, including economic conditions, market conditions, governmental policies, and technological changes (Yukl, 2006). These factors can pose limitations to performance (Mackey, 2007) and also to a leader when faced with a challenge of making choices (Espedal, 2009). No matter how good or brilliant a Municipal Manager might be constraints will always emerge as a challenge that the Manager must overcome. Despite these factors managers still have a major role to play.

Leadership is a collective effort of the whole staff led by the strategic apex of the municipality. Strategic leadership focuses on the way managers have an impact on organisations through their leadership (Phipps, and Burbach, 2010). Performance of the municipality is based on the relationship between the elected officers and administrative staff. Employees of the municipality are also expected to perform their duties because they are the driving force behind the municipality. Appropriate skills are needed and job satisfaction together with job security must be assured by the municipality manager. Employees who are satisfied with their jobs contribute to improved organisational performance (Yang, 2009). Employees' satisfaction also includes the satisfaction of the Municipal Manager. It is therefore the responsibility of the elected officials to make sure that all municipal staff are satisfied. Providing clear lines of communication can help improve the relationship between elected officers and employees and this can also help in reducing unnecessary political interference in the day-to-day running of the municipality.

The performance of the municipality might also mean the ability of the municipality to develop a strong income base for itself. This study has noticed that as much as

there are performance standards that must be achieved, there are no minimum standards that must be achieved. These two assessment tools, the Management Performance Assessment Tool (MPAT) and the Municipal Assessment tool are very theoretical. They only measure the compliance of the municipality in doing certain things. When looking at the IDP for instance, these assessment tools only measure the extent to which the municipality has complied with the requirements when preparing the IDP document. Assessment tools are not about the projects that were offered to the community; not about what services have been delivered to the community or whether there are any plans to conduct public participation. They may look at the attendance register but not at what has been achieved through public participation. The assessment tools are only concerned with the planning and also with whether the meeting took place or not and they are not concerned with what was discussed. It does not look at the impact of the public participation.

The revised KZN IDP assessment criteria (16 January 2013) of KZN Department of Co-operative Governance and Traditional Affairs is used to measure the compliance of the IDP document. These assessment criteria are purely theoretical. It does not look at service delivery but it looks at how the document (IDP) document was compiled. If it is in line with the guidelines provided then it is correct. The performance criteria are all the components of the IDP. This assessment is done through reading the documents and comparing the document with the guidelines for compiling an IDP document. The KZN Department of Co-operative Governance and Traditional Affairs will then give an award for the best IDP to the municipality that complies with the requirements. The 2013 “Best IDP award” went to uThungulu district. This assessment is not about service delivery that is outlined in the IDP document as it should be but only about compliance.

In conclusion, it is correct to say there is no assessment tool that the Department of Co-operative Governance and Traditional Affairs has introduced to look at the recipients of service delivery. There is no instrument to check whether services were indeed delivered or not or how much service was delivered or whether those services benefited the community or not. Municipalities, however, are free to request for services of consultants to conduct a *quality-of-life survey* to determine the level of satisfaction among communities.

The best performing municipality was supposed to be based on what services have been provided, and whether the residents benefited or not. It must not be based on which municipality has the best plan or IDP.

5.3.3 How to develop an assessment tool

5.3.3.1 Assessment of the results

Before an assessment tool is designed there must be an investigation into what the municipality needs to achieve. Without this kind of an investigation the assessment tool might not be specific to the demands and the needs of the particular municipality. If performance in IDP is to be assessed, what the municipality hopes to achieve by IDP must clearly be outlined and it must be expressed in terms of achievable and measurable outcomes.

According to “WEAVEonline: (<http://www2.gsu.edu/~wwwotc/>). Accessed: 23 May, 2014 the following procedure must be followed:

- Identify expected outcomes;
- Measure actual outcomes;
- Analyze results; and
- Take actions.

5.3.3.2 Identifying Outcomes

The constitution broadly outlines the objectives of the local government, i.e. to ensure the provision of services to communities in a sustainable manner. This is broad and it must be analysed and should be expressed in a manner that is achievable. Provision of services to communities means a lot of things. This could mean the four basic services which are water, sanitation, electricity, and refuse removal. Once a specific objective has been identified, the municipality can then look at which instrument could be used to measure the provision of such an objective. Different activities to be performed to achieve such an outcome must be carefully selected.

The outcomes must be directly linked to the vision of the municipality. What has been suggested as the vision of the municipality must be translated into deliverables that are going to be used as milestones for measurement.

5.3.3.3 Measuring Outcomes

The outcomes identified must then be measured using an instrument or indicators that are going to tell you about the progress. An indicator is a particular characteristic that will mark a certain point of achievement or attainment of a series of tasks. Measuring outcomes will mean to set targets for the attainment of the objectives. There must be a target date that will be set between two indicators if these are arranged in a certain sequence.

Tables and charts may be used to measure the progress or the attainment of an outcome.

5.3.3.4 Analyzing Outcomes

The measurement of outcomes involves data collection using different instruments. The data collected must be analysed to give meaning. You can only know whether you met the target or not after you have correctly interpreted the data collected. If your target was not met you can then look of the causes and do corrections. If targets were met you may want to look at how you can maintain the current situation or improve it by looking at your strong points that contributed to the good achievement.

5.3.3.5 Applying and Using the Results

The main purpose of assessing outcomes is to provide information about the progress in what the municipality is doing. The results will then be used to improve the current condition. If the progress is good the situation might be maintained and if it is bad corrective measures should be implemented.

Problems with the current conditions that were identified must be analysed and must be corrected. If the outcomes or expectations were exceeded then this must be noted and the same strategy must be used to maintain or further advance performance levels.

5.4 Conclusion

Measuring the results is very important but it seems to be ignored by the three spheres of government. The local government provides services daily to people but they do not bother to check whether there is any impact or not. This study has discovered that the government is more concerned about compliance since their measuring

instruments are only looking at the compliance not performance. The Department of Performance Monitoring and Evaluation in the Presidency (2012:4) was given a mandate by the President and Cabinet to monitor the performance of individual national and provincial government departments and municipalities. It has been discovered by the Department Of Performance Monitoring And Evaluation in the Presidency (2012) that some Mayors and councillors are seldom present in public participation meetings which confirms the commonly expressed view that some councillors are not actually interested in service delivery in their wards and this may be a result of patterns of patronage by certain councillors within the wards of their municipality.

CHAPTER 6: RESEARCH DESIGN

6.1 Introduction

This chapter is about research methodology. It focuses on the survey method employed and the theoretical exploration by way of desktop literature analysis for conducting research. The chapter looks at research design, target population, sampling method and data collection methods and how the questionnaires were administered to the respondents. A literature review conducted before this chapter was written helped in the formulation of the research questions. It was imperative to read further so that the nature of the problem at hand could be understood. A questionnaire was developed from the information that was gathered whilst doing the literature review. This information helped to understand the concept of strategic leadership and what this constitutes.

This chapter presents the process of collecting data with the aim of making decisions. Research methods are organised approaches that are used to collect data (Jankowicz; 2005) in order to answer the research question/s. Research instruments are studied in this chapter. The nature of the study dictated what methods to use as well as which research instruments. This is a qualitative study that deals with the feelings and the emotions of the people. All the information collected from different people who form the sample of my study was aimed at achieving the objectives of the study.

The study examines the Integrated Development Plan (IDP) of the municipality and argues that without strategic leadership the IDP cannot be effective and it cannot improve service delivery by the municipality. This is because of the complexity of the IDP process and the challenges that it poses to leadership. The study is aware of different aspects that make IDP possible; aspects like public participation, which also poses problems and which up to now municipalities are still not getting right. Strategic leadership is therefore portrayed as a possible solution to such problems because it will be able to deal with the challenges of public participation and make people truly engaged in the problems that concern them. This is possible because strategic leadership prioritises the vision and the mission of the organisation which tells us where the organisation is heading. A strategic leader uses the vision and mission of the institution to draw a plan that will be implemented so that suitable goals and objectives are achieved.

The principles of strategic leadership as well as the list of activities (called competencies) that are performed by the strategic leader were identified and analysed in chapter 3. The IDP is used in this study to test how strategic leadership is enacted in the municipality and also to look at how strategic leadership can help in understanding the needs of the community.

6.2 Area of the study

The uThungulu District Municipality is located in the north eastern region of the Province of KwaZulu-Natal. This district municipality comprises six local municipalities, namely:

- (i) Mbonambi (uMfolozi) (KZ 281);
- (ii) uMhlathuze (KZ 282);
- (iii) Ntambanana (KZ 283);
- (iv) uMlalazi (KZ 284);
- (v) Mthonjaneni (KZ 285); and
- (vi) Nkandla (KZ 286).

Five of these municipalities are rural-based. It is only uMhlathuze municipality that is located in an urban area. The challenges of these municipalities are not the same because they are situated in different areas where different levels of economic activities are taking place. According to the IDP document 2011/2012, 86.6% of the economic activity in uThungulu District Municipality takes place at Richards Bay, Empangeni and Felixton. These three towns are under uMhlathuze Local municipality which makes uMhlathuze the most economically active of all the other local municipalities under uThungulu district. The other five municipalities are located in rural areas. Because of different economic activities that are taking place at Richards Bay and Empangeni, uThungulu District is the third most important in the province of KwaZulu-Natal in terms of economic production and it contributes 7,6% of the total GGP2 and 5,5% of the total formal employment according to the IDP document 2011/2012.

uThungulu district also has the third highest population in the Province after the eThekweni Metro and the uMgungundlovu District. The map that is provided as an appendix 1 shows that it stretches from the Gingindlovu in the south, to the uMfolozi River in the North and inland to rural Nkandla.

There are different races that speak different languages and belong to different religious groups residing in the uThungulu District Municipality. This diversity in religion, race, and languages spoken calls for tolerance among racial groups. IsiZulu is the most dominant language in the area.

Beside industries and businesses, there are also two campuses of the University of Zululand which are strategically situated in uMhlathuze municipality to provide quality labour force to industries situated in the area and to the rest of the world. The main campus is at KwaDlangezwa which is approximately 25km from Richards bay CBD and the other campus is situated in the centre of Richards Bay town. There is also an uMfolozi Further Education and Training College with two campuses, at Richards Bay and at eSikhaleni. eSikhaleni is the biggest township under uThungulu District followed by Ngwelezane township also situated in the uMhlathuze municipality. These educational institutions in this area strengthen the labour supply and the quality of labour in this area.

6.3 Research design

A research design is a plan or strategy which moves from the underlying philosophical assumptions to specifying the selection of respondents, the data gathering techniques to be used and the data analysis to be done (Nieuwenhuis, 2009). This research is qualitative in nature because it is intended for the researcher to see and understand the context within which decisions and actions take place (Myers, 2013). The study sought to acquire an in-depth understanding of strategic leadership in all processes of the IDP. It was decided, therefore, that both interviews and questionnaires would be used. Triangulation of data collection methods and triangulation of data analysis methods were seen to be appropriate in order to get an in-dept understanding of strategic leadership and IDP. Triangulation also helped to produce more reliable and valid conclusions because two methods (interviews and questionnaires) were used (Sekaran and Bougie, 2011 and Delpont and Fouche, 2011). The findings from interviews were compared and contrasted with the findings from the questionnaire.

Methods triangulation is using multiple methods of data collection and analysis (Wilson, 2014). Triangulation is a one-phase design in which concurrent, but separate, collection and analysis of qualitative and quantitative data is used within

one study in order to improve validity and reliability of the conclusions (Saunders, et al. 2003; Delpont and Fouche, 2011; Robson, 2002; and Myers, 2013).

Non-probability sampling was used to select the sample as Strydom and Delpont (2011) believe that in qualitative investigations non-probability sampling is used almost without exception. The population included all employees of the municipality. The number was huge and some of the employees of the municipality had nothing to do with IDP. I had to use purposive sampling to select the relevant people. The criterion I used was “everyone who is involved in IDP”. I discovered that all municipal departments were in one way or the other involved in IDP. 27 junior staff members were given questionnaires and I decided to interview all 20 managers from different departments of the municipality and give junior staff the questionnaire to complete. For interview purpose I compiled a list of possible subjects, (all managers), and those people were contacted to determine their availability and willingness to participate, since no one was forced to participate. There were only twenty (20) managers in the municipality; hence, purposive sampling was used (see appendix 2).

All these managers form a management team of the municipality and they were seen as a critical group of people with relevant information to research (Saunders, Lewis, & Thornhill, 2003; Wilson, 2014; and Sekaran & Bougie, 2011) since they participate in the IDP.

The IDP unit is housed at the Department of Planning, Social and Economic Development. There is a person employed as the head of the IDP who ensures that the IDP documents are compiled. This is a person who is involved throughout the whole process of the IDP. Beside the IDP officials, the Mayor and the councillors are also involved. The whole process of service delivery revolves around the IDP. Planning and budgeting in the IDP takes priority. It is the responsibility of the municipal council to drive the process of the IDP forward. I have also discovered that public participation is housed at the office of the speaker of the municipalities not where the IDP is housed which makes it important for the IDP people to work together with those who are doing Public Participation. The municipality considers the IDP as something different from Public Participation. They do not view public participation as a component of the IDP. However, for a proper IDP to take place correct public participation must be implemented as a result these two need to work together.

Politicians are concerned with service delivery and as a result, service delivery is the main objective of the municipality. The concept of strategic leadership will be tested with officials not politicians because of their different roles. The role of the politicians is to come up with policies and the officials have to implement those policies. Political interference can harm strategic leadership. The municipal officials and the IDP officials are expected to display leadership in their dealings. Mostly the council deliberates on issues in their council chambers and the Municipal Manager must implement the resolutions of the council. For the municipal manager to successfully implement these resolutions a certain amount of leadership is needed and in this study we believe that that leadership is strategic leadership.

6.3.1 Research philosophy

This study adopted an interpretivist approach which is also known as a phenomenological approach. Delpont et al. (2011) believe that; “a phenomenological study is a study that attempts to understand people’s perceptions, perspectives and understanding of a particular situation”. The statement by Delpont is in line with the aim of this study since it is looking at perceptions of people and their understanding of different issues in both leadership and the IDP processes. Acquired experience of different situations or environments will lead people to give different interpretations of the same situation and that is likely to affect their responses in their present situations (Saunders, Lewis and Thornhill, 2003). Their responses are also affected by forces and processes within each person which do not change reality. According to realists, they believe that the situation exists somewhere independent of what people think about it (Saunders, et al., 2003). The realist approach is that we search for knowledge that exists somewhere but we do not create it.

This study is not about natural science but about human science. The behaviour and the way in which people do things were studied. Neuman (2003, cited in Delpont 2011) says that, human science is rooted in an empathetic understanding of the everyday lived experience of people in specific historical settings. The interpretive researcher believes that the world is socially constructed and human interests and the researcher are subjective entities but part of the world the researcher is observing, however, Miles and Huberman (1994) believe that interpretivists of all types insist that researchers are no more “detached” from their objects of study than are their informants.. Saunders, et al. (2003, p. 84) says that,

“the role of the interpretivist is to seek to understand the subjective reality of those that they study in order to be able to make sense of and understand their motives, actions and intentions in a way that is meaningful for these research participants”.

The interpretive approach, according to De Vos et al. (2011), emphasises a detailed reading or examination of a text, which could refer to a conversation, written words or pictures, hence, interviews were conducted and the respondents were requested to fill in a questionnaire. This was done so that people’s views and understanding would be captured. De Vos, et al., (2011) further mentioned that reading is conducted to discover meaning embedded within the text. The understanding of meaning is through language, consciousness, shared meanings, instruments and is determined by the context. This study believes that to understand the actions of people you are studying you also need to understand the environment under which they find themselves in and understand what motivates them to perform. This is because the environment can dictate what a person can and cannot do. Saunders, Lewis and Thornhill (2003) believe that people may place different interpretations on the situations in which they find themselves and consequently their different interpretations are likely to affect their actions and the nature of their social interaction with others. Their different interpretations do not however, change the reality as realists believe that the truth exist independent of what we perceive. Our own understanding of this world does not change the truth about the world. It does not change reality. Realists believe that approaches to qualitative research are real because they aim to understand the social reality as different people see it and to demonstrate how their views shape the actions which they take within social reality.

This might be true in the municipalities because of their unique environments. Employees report to their immediate seniors and they are sometimes expected to meet certain criteria so that they can also be accepted by the political side of the municipality. In certain instances employees are also required to affiliate to the organisation of the ruling party. This environment is unique to municipalities since leadership is shared between administrators and politicians. The literature interrogated confirms that there is different leadership in local government because of political leadership and administrative leadership. These two kinds of leadership must be understood so that the environment under which leadership takes place can also be understood. Performance for these two types of leadership is different.

Politicians believe in broad long-term objectives whereas the administrators need objectives that are achievable over-time. It is therefore the responsibility of the administrator to interpret these broad objectives and to break them down into smaller achievable objectives within a short space of time.

6.3.2 Research approach

The approach used in this research is inductive. The research will start by observing a specific phenomenon and arrive at a general conclusion (Sekaran and Bougie, 2011; Delport and de Vos, 2011; and Eriksson and Kovalainen, 2008). It will start by observing the presence of strategic leadership and then come up with general conclusions on whether strategic leadership is used to improve service delivery in the municipality or not. From what is going to be observed on strategic leadership, a possible contribution to new theory will be made (Wilson, 2014). To make any contribution to new theory, a study starts ‘bottom-up’ and begins by collecting data about the topic (Myers, 2013) since a qualitative research according to Flick (2015) do not necessarily start from a theoretical model of the issue you study and refrain from hypotheses and operationalization.

Inductive has, however, the capability of leading to the development of well-grounded explanations through the collection of data that are thorough and rich (Saunders, et al, 2003).

6.4 Research strategy

The study is qualitative in nature because it is only concerned with describing and understanding the phenomenon (Delport and Fouche’, 2011). Saunders, et al (2003) believes that qualitative data can be quantified as results a certain amount of quantification was used. This is in line with the principle of methods triangulation where both interviews and questionnaires were used. This was done so that certain results will have meaning. Figures and percentages were only used so that the results would be understood by everyone. If the concern of the study was to find out whether or not managers communicate with their subordinates before a decision is taken then the response could definitely be yes, no, or I do not know. Numbers will therefore be used to strengthen the outcomes of the research. This then suggests that results were only to be quantified to the purpose of clarifying results. The study was only looking at how strategic leadership is enacted in municipalities. The study was not about how

many projects were implemented or how many budgets were approved but how the budget was approved and how projects were implemented. Interviews and questionnaires were only looking for the “how” part of whatever the municipality is doing and also has done not the “how many” or the “how much”. The study went further to look at the challenges of both the IDP and public participation but they were never quantified. The issue was not on the number of challenges but on what the challenges are.

In order to get an in-depth understanding of the concept “strategic leadership” in the local government, this was a case study. A case study was chosen in this research because it has an ability to generate answers to the questions why, what and how. It allows all relevant information on the operations of the municipality to be studied (Lodico et al; 2010).

Different definitions of what a case study is have been given by different researchers overtime. It has been defined as a strategy (Fouche & Delpont, 2002); as a method (Yin, 2003), and as an approach (Rule and John, 2011).

This study looks at a case study as an approach that allows a researcher to examine a particular instance in a great deal of depth (Rule and John, 2011).

A case study was better suited for this study because it is bounded by time, context and place. This study only looked at strategic leadership that takes place during the IDP process. Planning involves time frames and it is directed to specific context and place. Lodico, et al. (2010) stated that a case study focuses in a “single unit” or a bounded system. This is also echoed by Creswell (2007, cited in Delpont 2011), that a case study involves an exploration of a “bounded system” or a single or multiple case over a period of time through detailed in-depth data collection involving multiple sources of information. It is true therefore that the case study is in line with what Fouche and Schurink (2011) refer to as a process, activity, event, programme or individual, or multiple individuals.

6.5 Time horizons

This study was undertaken over a period of more than three years. That gave me a chance to monitor what was happening in the municipality. The nature of the study demanded that I spend time looking into all the aspects of strategic leadership in the IDP process. This was not going to be cross-sectional where I was supposed to look

at what was happening at a particular point. The study was longitudinal because a lot of time was needed. Amongst other things I had to attend different meetings and observe what was happening so that I would be in a position to come up with a correct generalization on how strategic leadership affect the development of the IDP. Besides attending the IDP roadshows I had to go to these municipalities personally to conduct interviews so that I could get the required information.

6.6 Pilot study

A pilot study was conducted at uMkhanyakude District municipality to make sure that the research instrument had no deficiencies. This pilot study was conducted to assess the feasibility of the study.

A panel of experts (academics) was also used for this study. These experts in leadership and strategy were interviewed on the issues relating to strategic leadership so that a broad understanding of strategic leadership was attained. These interviews were informal and they were never recorded and they were only meant to broaden my understanding of how the municipality operates. I needed this kind of knowledge since I was coming from outside the municipality.

A questionnaire was given to the manager where IDP is housed at uMkhanyakude District office. Respondents were asked to fill in the questionnaire and give it back to the manager. Through this pilot study I learnt that there was no dedicated staff for IDP only, but that it falls under a certain department. Some of the questions in the questionnaire were not clear and the respondents corrected that in their questionnaires. They even went to the extent of adding a column that they felt was missing e.g. I would only write [yes|no] and they will add ‘not sure’.

6.7 Data collection

6.7.1 Sampling methods

It is the municipality’s policy that all managers form a management structure (MANCO) of the municipality. By design all managers are directly involved with

IDP. My sample frame (see appendix 2) therefore, constitutes twenty municipal managers from different departments of the municipality.

The study is qualitative in nature and, as a result, I decided to use non-probability sampling because the elements do not have a known or predetermined chance of being selected as subjects. For interviews, the sample size was small. As a result I purposely chose to include all twenty managers that were identified in the sample frame. Purposive sample, therefore, was the obvious choice. Qualitative researchers select participants purposively and integrate small numbers of cases according to their relevance (Flick, 2015, and Robson, 2002). These managers were considered of critical importance. I was not worried about the size of my sample because I felt that they had the relevant information I was looking for. According to Bougie and Sekaran (2009) sampling is the process of selecting a sufficient number of the right elements from the population, so that a study of the sample and an understanding of its properties or characteristics make it possible for us to generalize the results. Strydom and Delpont (2011) believe that the sample size depends on what we want to know. It is not about the number of interviews but material obtained from interviews (Eriksson and Kovalainen, 2008). Myers (2013) is of the opinion that the greater the number of data sources and the more data you have, the less you are able to analyse in detail. I had one set of interviews (see appendix 3) for all managers and I thought there could be saturation of information if the sample size was larger. Saturation of information is when the interviewees are not adding any new information but keep on repeating what was said by others (Saunders, Lewis, and Thornhill, 2003).

6.7.2 Data collection methods

Recommendations in any research are based on empirical evidence. This makes data collection a very important component in any research.

Data collection was done systematically to capture all relevant information so that the research aim was addressed. Slavin (2007) believes that a detailed set of procedures is not laid out before data collection begins. If procedures are considered before the research is conducted, this could help in giving the study an appropriate direction that the study should take. Data collection involves selecting persons,

places, or things that can provide the richest and most detailed information to help us answer our research questions (Lodico et al. 2010)

6.7.2.1 Interviews

Hussey and Hussey (1997, p. 156) define interviews as,

“a method of collecting data in which selected participants are asked questions in order to find out what they do, think or feel”

But Jankowicz (2005) feels that an interview is just a conversation with a purpose. From the sample, only 20 personnel had to be interviewed to get an in-depth understanding of the IDP processes. The type of an interview depends on different issues. The following interviews were conducted with IDP personnel.

- Unstructured one-to-one interview (in-depth interview). These interviews were mainly conducted with the IDP personnel in order to get a general overview of the IDP and the strategic leadership. These interviews were not structured because interviewees were allowed to educate me. Questions were asked and an interviewee was allowed to say whatever he or she wanted to say on the subject and probably go beyond the question asked just to educate me on what the IDP and strategic leadership is. Interviewees told me about their experiences and feelings about both the IDP and the nature of leadership in their municipalities. In order to understand the concept strategic leadership and processes of the IDP. We sat for hours with a particular interviewee talking. These kinds of interviews were conducted to have a feeling of what interviewees understand about the IDP and strategic leadership. After these interviews I felt that these were likely to have been more helpful than structured interviews would have been because interviewees were able to tell me anything that they thought was important. They were willing to share their experiences, share their successes and their failures or frustrations. Through unstructured interviews I learnt a lot and I was able to understand the IDP better than from reading books. I was made to understand, what it is like to work for municipalities.
- Semi-structured one-to-one interview (use an interview schedule). A list of questions (see appendix 3) was prepared beforehand and interviewees

were only asked what was on the list and nothing more. There was however follow up questions now and then that emanated from answers provided by interviewee. On many occasions I asked follow-up questions to probe the interviewee or to clarify certain issues based on what the interviewee had said. Follow-up questions were not aimed at asking questions that were not on the list but to clarify certain points;

- Telephonic interviews were only used as follow-up after face-to-face interviews had taken place. The purpose of these interviews was to ask an interviewee to clarify certain issues, where necessary.

Interviews were designed to elicit Local government officials' perceptions of recent changes in the institutions that can be associated with leadership. Both structured and unstructured face-to-face interviews were conducted to solicit information.

Since self-selection was used, IDP managers, and Managers dealing with public participation were interviewed and this made the study more reliable and that suggested that a proper generalization could take place.

I conducted interviews to ascertain how the whole process of IDP was undertaken. Reading from textbooks, journals, published articles, etc. could not make me understand the IDP. A questionnaire was designed from the literature review. Interviews were therefore important so that I would understand exactly what the IDP process is and how it is coordinated.

Interviews conducted telephonically were not voice recorded but only face-to-face interviews were recorded.

A few interviews were conducted in the community during community meetings or izimbizo. Members of the community who attended these meetings had an equal chance to be selected. Those interviews were not recorded. They were only meant for me to have an understanding of what people think about the IDP and probably about the Municipality that is driving the IDP process. There was no criterion in selecting the respondents. I only spoke to those who were available. The study is about management so the only reason why I spoke to the recipients of service delivery was to find out about their views on service delivery and on public participation.

Many people that I spoke to were not able to identify the nature of meetings they attended. They could not tell me whether it was public participation meeting or just a report back by the municipality. To them a meeting was just an information meeting where they were given information about something.

6.7.2.2 Questionnaires

According to Jankowicz (2005) a questionnaire is just a list of questions to which we want answers. Because of time, questionnaires were used and were prepared or designed with discernment and care so that bias and leading questions would be eliminated. Questionnaires were designed in such a way that respondents would only record their experiences, observations and their ideas. Questionnaires were designed in such a manner that it would be easy to link strategic leadership and service delivery.

There were 29 items in the questionnaire; one of the items was an open-ended question and two were dual/combined questions (open and closed). 26 of those items were closed multiple-choice questions. Out of the 26 multiple-choice questions, 16 were questions with one correct response and 10 were multiple choice questions with one or more responses.

Nominal-scaled data and ordinal-scaled data were used. In a nominal-scale data categories cannot be ranked and they are equally important (Lombaard; van der Merwe; Kele; and Mouton, 2012; Cortinhas and Black, 2012; and Anderson; Sweeney; and Williams, 1993) e.g. item number two in a questionnaire “Do members of the public know the vision and mission of the municipality [Yes| no|not sure]. These items can be listed in any order.

Another set of items were on an Ordinal-scale. These can be ranked because categories are not equally important but the difference between the categories cannot be measured e.g. item number eight in the questionnaire: “How would you describe the relationship between ward committees and the municipality [Good|Moderate|Bad|Not sure].

Nominal-scaled data and ordinal-scaled data are non-metric, hence, no arithmetic operations can be performed (Lombaard et al., 2012; Cortinhas & Black, 2012; and

Anderson et al., 1993). Numerical values, however, can be used only as labels to identify items (Anderson et al., 1993).

One questionnaire was developed and multiple copies were made. Questionnaires were hand-delivered and explained to relevant participants at uThungulu District Municipality to avoid delays and any unnecessary confusion. Each manager received copies to be distributed to staff. On top of the hard copy distributed, each manager also received an electronic version of the questionnaire through e-mail. Together with these questionnaires, a covering letter requesting managers to participate was also sent to managers as a hard copy and in an electronic version.

Immediately after completion the questionnaires were collected from the municipality. Questionnaires were not completed and collected at the same time and those that were left behind were scanned and e-mailed back to me by a person who served as a link between me and the municipality. All questionnaires were handed over to him so that they could not be traced to any respondent. Respondents were not promised any reward or any sort of payment for participating. Confidentiality was also an issue in the collection of information. There was no form of identification that was used and confidentiality was guaranteed in my covering letter. The only documents with respondents' names were the consent forms that each interviewee had to sign as proof that interviews were conducted. An assurance was given that the information gathered could not be used for any other purpose except for that of the study.

6.7.2.3 Observation

When I first arrived at the municipality I thought there was a department dealing with IDP but, I was told that there is no department and no staff. I was hoping that I would get a chance to observe the deliberations. My hope therefore of sitting down to observe people deliberating on IDP issues fell away. The only activity that was taking place was drafting the IDP document and planning the public participation.

Because of such an arrangement I then decided to go to different roadshows that were organized. I did not seek permission to go there because such road shows are open to all the members of the public. I wanted to see what actually happens at these roadshows. Are they really about IDP or something else? To come up with a

conclusion I had to be part of the situation and be there to observe (Nieuwenhuis, 2009). As an observer I had to be passive not becoming active in what was happening. I had to sit back and watch the employees of the municipality doing what they had to do. I tried to look for anything that I could relate to the IDP. I thought that was going to be an information sharing session but it was not. In all the roadshows I attended I realized that they were not about information gathering but they were all about municipal budgets. I discovered that it was only about how much was allocated for what and not about what is going to be done. There was no point where communities were requested to suggest what they want to see happening in their municipalities but they were given a chance to ask questions. According to Nieuwenhuis (2009) the researcher gets into the situation, but focuses mainly on his or her role as observer in the situation so that an observer will hear, see and begin to experience reality as participants do what is being observed. The researcher may look for patterns of behaviour in a particular community to understand the assumptions, values and beliefs of the participants, and to make sense of the social dynamics- but the researcher remains uninvolved and does not influence the dynamics of the settings

Observation is not a once-off event but a systematic process of recording the behavioural patterns of participants, objects and occurrences without necessarily questioning or communicating with them or simply getting an insider perspective of the group dynamics and behaviours in different settings. (Nieuwenhuis, 2009)

Observation does not merely involve following people and recording everything they do. What managers do or say is what is going to be observed. That was going to be through staff communication (intranet and e-mails), media briefing, etc.

Announcements of meetings were mostly done in the local newspapers. Meetings were announced well in advanced and people were given ample time before the meeting took place. People are also given a chance to view a draft IDP document and to comment. It was difficult to determine whether people read the document or not.

I attended the IDP review meetings where the community was passive listeners. In many instances these meetings proved to be unsuccessful. Attendance in certain places was poor. Most meetings I attended were on Saturdays. I was told by the community that some of the members of those rural places observe the Sabbath on Saturdays. Attendance was consequently described by the locals as poor. Questions

asked were not about the IDP but about poor service delivery. Speakers from the floor mainly spoke about what they wanted to see in their communities, something that was only going to benefit them in their respective wards.

Those who spoke about the IDP raised concerns about the IDP document itself, that it was not user friendly. It is a thick document written in English with lots of graphs and figures that could only be understood by certain individuals not by the normal man on the street. The majority of people in this area speak isiZulu. I observed that some community members in these meetings were not aware of the existence of community forums. My conclusion based on these Izimbizo was that it is a forum where politicians praise themselves and their political organisation. It is mainly not about people but about what the organisation wants to achieve. The purpose according to my observation was not about service delivery but about how to comply with the requirements of the Act or about IDP processes.

6.7.2.4 Document analysis

Document analysis served as an important aspect in data collection. A great deal of information was gathered from reading and analysing documents. Documents that were mostly used were those in the public domain. These documents were mainly accessed from the internet. Looking at whether strategic leadership is there or not does not rest on the availability of the documents that are not in public domain but on what we already know. Local municipality policies for instance were studied and they are available on the official web site of each municipality for everyone to read. Documents that were found to be necessary but not available on the website were requested. The sources of documents studied were the following:

- **Official documents**

The IDP document was thoroughly read just to understand the IDP better. The document is professionally prepared and it covers up any flaws that might have occurred during the planning stage. The document only records the wishes and the resolutions of the council with regard to service delivery. A team of experts was used to conduct research into what was happening in the area and to incorporate that into the document. A large portion of this document is derived from secondary research that was conducted by other agencies. Municipalities rely heavily on published

research. The municipality does not conduct research that is relevant to their situation they just take what is available and use it.

Whatever is discussed in the IDP meetings is systematically recorded in the IDP document. Beside given the history and economic background of the place, the IDP document gives a detailed explanation of the proposed municipal projects and those that are still in the pipeline.

- **Mass media**

Print media was considered. Very few newspapers are used by municipalities. Mostly the following newspapers are used. *Ilanga, Isolezwe and the Zululand Observer*. But for a vacant post, on top of these newspapers *The Sunday Times* is also used. The *Zululand Observer* is an official local newspaper that publishes what is happening in the area. Announcements are made in this paper. The call for public participation and tenders is also made in this paper. When reading the paper you discover the activities that are taking place in the area and also see some evidence of service delivery.

- **News letter**

Uthungulu District Municipality has a newsletter that is called *Izindaba Ezimtoti: External Newsletter of the Uthungulu District Municipality*. This newsletter was studied trying to get any information relating to the nature of leadership in the district, IDP information and service delivery. When reading this newspaper I discovered that there are very few items that mention leadership. I found the newsletter not relevant to my study because mostly it reports on how the municipality and government is helping poor people.

6.7.3 Recording of the responses

- **Questionnaires**

Questionnaires were administered, filled in by respondents and were collected from these respondents or were e-mailed back to me. Because of the nature of the people,

questionnaires were correctly filled in. There were no problems with regard to the completion of questionnaires. Informal and unstructured interviews conducted with individual community during izimbizo and Road shows were not recorded.

- **Interviews**

Interviews involve live use of the spoken word. All structured interviews were voice-recorded. I requested permission from the interviewees to record them. I told them that recording was meant to help me to transcribe accurately what they were saying.

- **Observation**

Observation helped the researcher to identify a specific behaviour or set of behaviours over a period of time. The frequency, duration and intervals of that kind of behaviour or a pattern were recorded. Observation does not merely involve following people and recording everything they do. What managers do or say is what was observed, through staff communication (intranet and e-mails), media briefings, etc.

6.8 Response rate

This can be expressed as a percentage. According to Saunders, Lewis, and Thornhill (2003) the most common reason for non-response is that your respondent refuses to answer all the questions or be involved in your research, but does not give a reason (refusal to respond). Questionnaires were given to different managers to give them to their staff members in their departments. I learnt later that managers decided to select those that were directly involved with the IDP and 27 questionnaires were handed out. I only managed to receive back 15 questionnaires which I considered an adequate number considering that not all the staff members are dealing with IDP. Four of these questionnaires were spoiled and could not be used. There were a few returns from those who are directly involved in IDP.

The response rate for interviews was 25% because I intended to interview 20 managers but I only managed to secure 5 interviews. Everyone selected met my research requirements so they were all eligible to respond. All managers had offices so it was easy for me to locate them. The response rate for questionnaires was $(15/27 \times 100)$ 55.6%.

6.9 Validity and reliability

The results of the study must be both reliable and valid. To get valid and reliable results, it is important to make sure that the instrument that is developed and used to measure a particular concept is accurate and measures the variable that we intend to measure (Bougie and Sekaran, 2009)

Beside the instrument that we might use, validity is concerned with whether or not we measured the right concept. The measuring instrument might be correct but if we measure an incorrect concept the results of the whole study would be misleading. To Yin (2011) a valid study is one that has properly collected and interpreted its data, so that the conclusions are accurately reflected and represent the real world that was studied.

Reliability on the other hand is concerned with stability and consistency of measurement. According to Bougie and Sekaran (2009) reliability is a test of how consistently a measuring instrument measures whatever concept it is measuring. To Nieuwenhuis (2009) when a qualitative researcher speaks of research “*validity and reliability*” they are usually referring to research that is credible and trustworthy. Credibility and trustworthiness of the study depend on a number of different factors such as observation, interviews and document analyses.

Reliability in qualitative research is problematic (Robson, 2002) since the researcher is never completely objective (Farrelly, 2013) and this suggest that the reliability and validity of the research might be compromised. Farrelly (2013) believe that after completing your research an independent person can help to confirm the results of the research and this can improve its validity and reliability even though the purpose of qualitative research is not to generate statistical significance or generalisability. Reliability and validity of the results of the research is very important. A questionnaire designed contained multiple-items so that it can produce a reliable conclusions or reliable generalisations. Gliem, and Gliem (2003) believe that single-item questions should not be used in drawing conclusions because they are not reliable.

In this study triangulation of data collection methods and data analysis were used. This ensured both validity and the reliability of the study. I also decided to use

practical steps as suggested by Rule and John (2011) to ensure a trustworthy case study. Those steps are:

- (a) Crafting thick description
- (b) Verifying accounts with respondents
- (c) Creating an audit trail; and
- (d) Using critical peer checks.

Crafting thick description

All interviews with managers were voice recorded and I wrote descriptive narratives afterwards. I played the recorder over and over just to get what the interviewees were saying. The text I produced was descriptive and captures everything that was said by the interviewees

Verifying accounts with respondents

After writing the narratives I took the transcripts and the interpretations back to the respondents as suggested by Robson (2002) and Rule and John (2011) so that they can verify the accuracy of what has been written about them. This was done either through e-mails or telephone conversation.

Creating an audit trail

I kept a full record of activities conducted during the collection of data. Records include the recorded interviews, transcripts of interviews and details of interviews (Rule and John, 2011). This Audit trail allowed me to demonstrate the evidential basis for claims I made in the study (Robson, 2002).

Using critical peer checks.

I also used my colleagues as independent persons to check the credibility of the study (Rule and John, 2011). This helped to guard against my bias as a researcher (Robson, 2002).

6.10 Ethical issues

Participation in this research was voluntary. No one was forced to participate. Permission was received before the research was conducted and all participants were informed about this study so that they participated willingly and knowing why they were doing so. No one was allowed to be part of this study without knowing what the study was all about. Informed consent was signed by all the interviewees. As the

participation was voluntary, no compensation was given to the participants. To avoid harm to the participants, the information gained will only be used for the purpose of this study and nothing else. The identity of participants is not going to be revealed. The information gained from the research will be treated with the utmost confidentiality. The participants will remain anonymous.

This is a case study about the Municipality. Should the Municipality wish any results or findings from the research to be restricted for an agreed period of time, this, can be arranged so that the image of the Municipality is not compromised in any respect. Anonymity, confidentiality, informed consent, invasion of privacy, deception, freedom to decline participation have been given due consideration in the study since all these ethical principles are perceived to be important for the study.

6.11 Conclusions

This chapter explained how the research was conducted. It is a case study of only one municipality and that made the sample size very small. The study wanted information on leadership issues with regard to the processes of the IDP and, as a result, only managers were interviewed. Managers were considered to be of critical importance because they had information I wanted. General employees of the municipality were not interviewed but were given questionnaires to fill it.

CHAPTER 7: ANALYSIS OF RESULTS

7.1 Introduction

This chapter is about the analysis of data collected from the Municipality. Data was collected through observation, documents analysis, interviews and questionnaires. Qualitative data collected were analysed using themes. All structured interviews were recorded and they were later transcribed into hard copy and different themes were identified. No computer software was used for this purpose because of the small number of the actual respondents that generated only a limited amount of quantitative data that was easily handled without using any Computer-Assisted Data Analysis Software.

Unfortunately it proved to be too difficult to find certain key people to participate in this study. In their study of the role of strategic leadership in effective strategy implementation Jooste and Fourie (2009, p. 56) experienced similar problems and came to a conclusion that “*white-collar elites*” as they are called were very difficult to reach. Their assistants indicate that the individual was either too busy, or unavailable to complete the questionnaire or some regarded the information required as too sensitive. Those who were available were either interviewed or given a questionnaire to complete. Due to the anonymity of this study, the respondents are only referred to as respondent no 1, 2, 3, and so forth. In certain cases the exact words of the respondents are mentioned. Some of the interviews were voice recorded and transcribed at a later stage into written words.

7.2 Analysing interviews and questionnaires.

In this study triangulation as a method was used hence, interviews and questionnaires were analysed separately and the results were compared.

7.2.1 Analysing interviews

Interviews were analysed through categorising the responses into different themes. Renner and Taylor-Powell (2003) mentioned that as you categorize the data, you might identify other themes that can serve as sub-categories. Those themes emanate from the responses of different respondents. Responses were correlated to strategic leadership competencies to identify relevant themes. Responses were voice-recorded so that they could be played over and over again just to get the meaning of what an

interviewee was talking about. There were however certain cases where interviewees seemed not to understand the questions and as a result spoke off the subject. This also helped me to learn more about the IDP and the nature of the environment that municipal employees are working in.

When analyzing the content of the interviews, narratives were transcribed to hard copy text and patterns-identified. Content analysis is intended to describe, analyze and interpret the meanings that a text or image contains (Oleinik; Popova; Kirdina; & Shatalova, 2013). It is regarded as a reliable approach to handling data obtained through interviews where the researcher wanted to ascertain the respondents' knowledge within a specific field (Roberts; Priest; and Traynor, 2006). In this analysis of the content of the interviews the following themes were identified:

- (e) Influence of the leader;
- (f) Enabling environment;
- (g) Factors beyond leader's control;
- (h) The use of consultants in IDP; and
- (i) Challenges facing IDP.

The results of the interviews show that:

- (i) The leader has an influence on the organisation. This is indicated through expertise and leadership style that the leader uses to set goals aligned to the vision of the institution. The leader also shows influence through formulating and implementing policies that are used to regulate the institution.
- (ii) The environment is not enabling because it is highly regulated by policies.
- (iii) There are factors beyond leaders' control and those factors are:
 - Constant interference from the Provincial and National government because they do not consider a special development plan for the municipality. They do not participate in IDP planning and they come and impose their programmes on the municipality
 - The existence of different political organisations. This causes problems if local municipalities under one district municipality are controlled by different political organisations.
- (iv) Consultants are not used in the preparation of an IDP document and for public participation but they are used in the implementation of the IDP.
- (v) There are challenges facing IDP and those challenges are:

- The area is largely rural and previously disadvantaged in terms of infrastructure and provision of service delivery
- The budget is restricted for service delivery and it becomes difficult to provide services to the people.
- Not everyone in the municipality follows the IDP as a municipality strategic plan
- There is a huge backlog of service delivery
- There is no recoupment for services to rural communities
- The infrastructure is old and crumbling
- Different political parties ruling different local municipalities under one district sometimes cause problems if their priorities are different.

7.2.2 Analysing questionnaires

After data collection through questionnaires, descriptive statistics were used to condense large volumes of data into a few summary measures and to make sense of it (Lombaard; van der Merwe; Kele; and Mouton, 2012; Cortinhas and Black, 2012; and Anderson; Sweeney; and Williams, 1993). The descriptive statistics used involved organising the data into graphs, charts and summary tables (Lombaard; van der Merwe; Kele; and Mouton, 2012; Cortinhas and Black, 2012; and Anderson; Sweeney; and Williams, 1993). This was done so that an overall pattern can be revealed and the investigator can spot unusual observations.

The categories for qualitative data may be identified by either non-numeric descriptions or by numeric codes and can be presented through the use of frequency distribution charts, pie charts, and bar graphs (Lombaard; van der Merwe; Kele; and Mouton, 2012; Cortinhas and Black, 2012; and Anderson; Sweeney; and Williams, 1993). Anderson; Sweeney; and Williams (1993) define frequency distribution as a tabular summary of a set of data showing the frequency (or number) of items in each of several non-overlapping classes. The objective in developing a frequency distribution is to provide insight into aspects of the data that cannot quickly be obtained if we look only at the raw data.

The following results were obtained after analyzing questionnaires:

7.2.2.1 Vision and Mission

Questions about the vision of the municipality were asked. A vision in this study has been identified as one of the key pillars of strategic leadership. Strategic leadership according to Harrison (2003) is about the behaviour that is associated with creating organisational vision, establishing core values, developing strategies and a management structure. This study therefore believes that a vision is a major component of strategic leadership and it is therefore important for each municipality to have a vision that is focused and that can take the municipality to the envisioned future. Daft (1999) believes that a clearly formulated vision provides a measure by which employees can gauge their contributions to the organization. According to Daft, a vision helps to know the destination of the institution. Without a vision it might be difficult to understand what the institution hopes to achieve. Kantabutra (2010) believe that leaders would know that vision must permeate through an entire organisation as a vital influence on the behaviour of all stakeholders. According to Kantabutra (2010, p. 260) the vision “*defines what we stand for and why we exist*”. It does not change (the core ideology) and it sets forth “*what we aspire to become, to achieve, to create*” that will require significant change and progress to attain (the envisioned future). Therefore, a vision here indicates both purpose and direction. The findings of this research confirm that there is a vision at uThungulu District Municipality that is known by all the employees and a few members of the community. The vision seems to be realizable:

“An economically viable district with effective infrastructure that supports job creation through economic growth, rural development and promotion of our heritage”

It must be noted that the public was not interviewed here but this conclusion come from what municipal employees who were part of the study think. Going to the public to ask such a question was not an issue here because the main focus was to find out whether the municipality uses the vision and the mission when planning. For a manager to say the public is aware of the vision or not gives a sense that there is certain amount of awareness that is taking place. The public could have been interviewed if I had wanted to find out whether this awareness is definitely reaching the public or not. The belief here is that if officials are not aware of the vision and the mission of the municipality that will mean whatever they are doing is not informed by the vision and the mission and it is highly likely that the intended results would not be achieved.

100% of the respondents (Municipality employees) confirmed that all employees of the municipality know the vision and the mission of the District Municipality.

Only 36% of the respondents think that the public know the vision of the municipality. 55% of the respondents were not sure whether the public know the vision and the mission or not. 9% think that the public does not know the vision.

The response to the questions concerning a vision and a mission is summarised below:

| Category | | Frequency (f) | Relative frequency ($\frac{f}{n}$) | Percentage frequency |
|----------|--------------|---------------|--------------------------------------|----------------------|
| Yes | Public | 04 | 0.36 | 36 |
| | Municipality | 09 | 0.82 | 82 |
| | Employees | 11 | 1 | 100 |
| No | Public | 01 | 0.09 | 09 |
| | Municipality | 00 | 00 | 00 |
| | Employees | 00 | 00 | 00 |
| Not sure | Public | 06 | 0.55 | 55 |
| | Municipality | 02 | 0.18 | 18 |
| | Employees | 00 | 00 | 00 |
| | | $n=11$ | $\Sigma(\frac{f}{n})=1$ | $\Sigma=100$ |

Table 1: Vision and the Mission (Public, Municipality, and Employees)

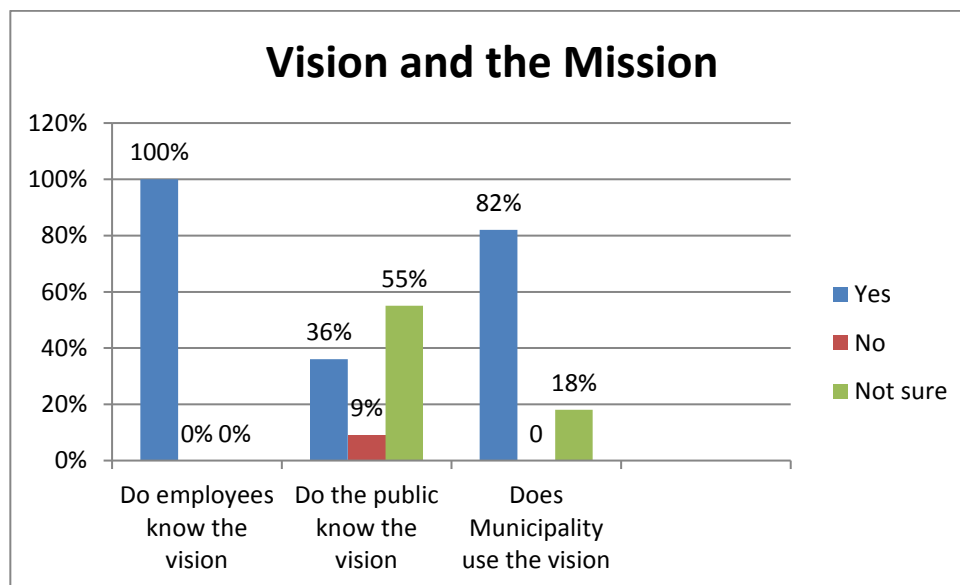


Figure 2: Vision and Mission

According to the results, it is not clear whether or not the vision is properly communicated to all stakeholders. The results show that employees know about the vision. Municipality employees (only people interviewed) are not sure whether the vision is communicated to the community or not. One would think that if it is truly communicated most employees would know because employees also participate in some of the public meetings.

On visits to these municipalities I have noticed that the vision and the mission are displayed on the walls in different places for everyone who enters the municipality to see. I also observed that the vision and the mission are also displayed at all municipal functions or road shows. My conclusion is that the vision and the mission are generally known.

7.2.2.2 Policies

A municipality is a highly legislated place and this suggests that policies and legislation are to be followed at all times. Formulation of usable policies is another competence of the strategic leader. The question did not check whether policies are usable or complicated and can only be used by the selected few. The question was only about the availability of the policy not the nature of the policy. The existence of the following policies was determined:

- i. Policy on public participation
- ii. Policy on communication
- ii. Policy on political interference

The responses to the availability of the above policies are shown below:

| Category | | Frequency (f) | Relative frequency ($\frac{f}{n}$) | Percentage frequency |
|----------|------------------------|----------------------|---|-------------------------|
| Yes | Public Participation | 05 | 0.45 | 45 |
| | Communication | 06 | 0.55 | 55 |
| | Political interference | 05 | 0.45 | 45 |
| No | Public Participation | 04 | 0.36 | 36 |
| | Communication | 03 | 0.27 | 27 |
| | Political interference | 04 | 0.36 | 36 |
| Not sure | Public Participation | 02 | 0.18 | 18 |
| | Communication | 02 | 0.18 | 18 |
| | Political interference | 02 | 0.18 | 18 |
| | | $n=11$ | $\Sigma(\frac{f}{n})=1$ | $\Sigma=100$ |

Table 2: Availability of Policy

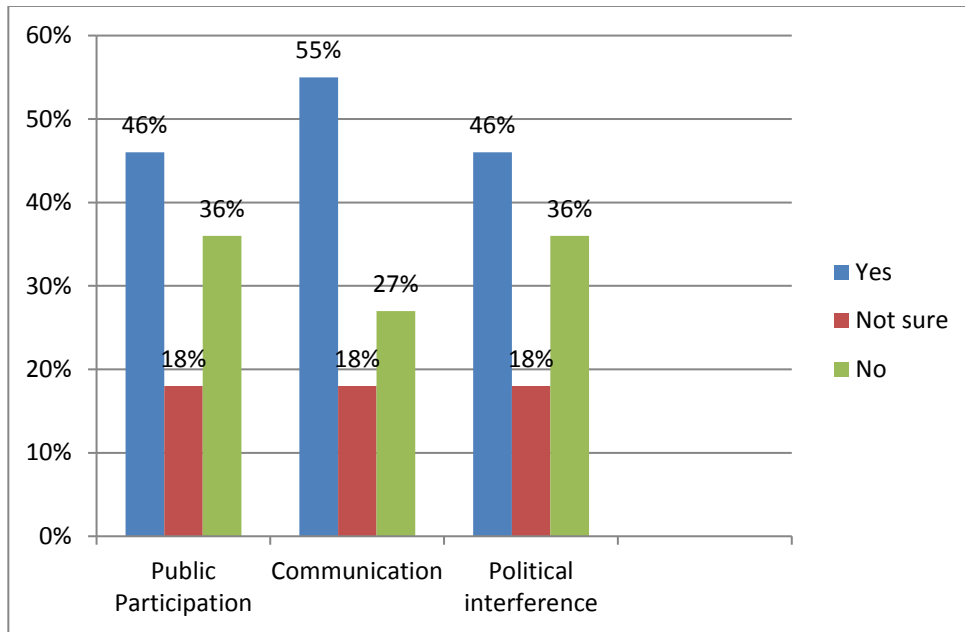


Figure 3: Policies

The results of the study confirmed that there is a municipal policy on public participation. 46% of the respondents confirmed the presence of the policy. 18% of the respondents were not sure whether there is such a policy or not. 36% of the respondents said they have never seen such a policy. These results could mean a lot of things but it must be noted that some of the respondents were not directly involved in the IDP but their respective departments are involved. The Finance Department for an example prepares the budget and to a certain extent people who are working for this department need to be aware of such a policy. The reason why only 46% of the respondents were not aware of the policy on public participation could be poor communication. A question on the availability of a communication policy was also asked. The results were positive because 55% of the respondents confirmed that the policy on communication is available. 18% were not sure whether the policy is available or not and 27% said it is not available.

7.2.2.3 Application of vision and policies

Using the vision and the mission to guide the IDP processes also seems to be something that is not happening. The results of the research show that senior management is not involved full-time in all the IDP processes. It is confirmed that senior officials sometimes send their junior staff members to represent them in the IDP meetings. If these meetings are conducted by junior staff members there is a

possibility that they are not taken seriously by top management and as a result this will compromise the quality of the IDP which remains the core business of the municipality and it must always be a priority.

Looking at these results one might think that the policy on public participation is there but it is not effectively communicated to the employees of the municipality. Another possibility would be that the policy is known to senior officials who by virtue of being senior manager are expected to attend the IDP meetings and it may be that the policy is known to those who find themselves representing senior managers in the IDP meetings. I therefore moved on so that I could check whether they know these policies or not or probably the policies are there but they are not used. I then looked at the question of political interference. The first question that was asked wanted to find out whether the policy is there or not. The results were as follows: 46% of the respondents confirmed that the policy is there. 18% were not sure whether the policy is there or not there and 36% think that the policy is not there. Refer to figure 2. The same thing applies here that the problem might be poor communication. I then decided to check whether the policy on political interference is used or not used by asking a second question on interference. The question wanted to find out how they deal with political interference. The results here were amazing 55% of the respondents said they ignore it and continue with their work. How can they ignore it if there is a policy that they are aware of that is designed to help them deal with this outside interference?

Respondent 2 on the interviews mentioned that the municipality is a highly legislated environment and they consider anything contrary to the legislation as an aberration. Drawing from this response I feel that policies seem to exist but they are not communicated. It must be noted that a municipality is treated by the employees as a closed set and allowing access to an outsider is difficult. It is difficult to get an interview let alone to find a document that is not posted on the internet. For their own reasons you get a sense that they might be distancing themselves from anything that they are not sure of whether it will backfire or not. Failure to positively respond to questions of the availability of policies suggests that communication channels are poor and certain sections of the municipality are doing things that the other sections are not aware of. Public participation for instance is supposed to be a public thing that is highly visible to everyone.

It is correct therefore to say adherence to these policies is something of a challenge. The conclusion reached in this study is that the problem lies in the poor communication within the municipality itself and also in the poor communication with the public at large rather than in the unavailability of the policy. This directly impacts on the leadership abilities of senior officials in the municipality. Policies are developed to be used so that things are done appropriately. If such policies are not known, what is the value of having them?

7.2.2.4 Communication and communication channel

In order for the municipality to deal with the community effectively, a proper method of communication must be established. The method must be both cost effective and reliable so that it will reach the vast majority of the residents. A question was asked as to which communication channel is used to invite the public to participate, 45% of the respondents said it is a national newspaper and 55% said local newspaper. The options that they were expected to choose from, were: National newspaper; local newspaper; national radio; local radio and community meetings. None of the respondents chose anything other than the newspaper. This suggests that the vast majority that cannot read and write are not catered for by the municipality, yet the statistics according to the IDP document state that illiteracy rate is high. Beside those who cannot read and write, a newspaper is not free so it will be purchased by those who can afford it and also by those who like to read newspapers. Since the major part of this municipality is deeply rural, it is sometimes difficult to get a newspaper in rural areas. This issue of communicating with the communities through newspapers is mainly designed to benefit those who have access to newspapers. It is therefore my conclusion that communication through newspapers is mainly ineffective.

7.2.2.5 Nature of leadership (Symbolic or Reflection of leaders)

Most of the respondents confirmed that they think a leader should be visible at all times and must be there to give directions to the subordinates. This was a response to the question of whether they think a leader is visible or not. This question was asked because of what Hall, 1997, Mintzberg, 1979 and Hannan & Freeman, 1977 (cited in Norburn and Birley, 1986) says about the CEOs in larger institutions that they appear to be invisible and unable to have a direct influence on the performance of the institution or on employees. This idea was further confirmed by Norburn and

Birley (1986) when they say that the TMT is passive in the determination of corporate performance and it is only symbolic.

This idea was however challenged by Bryman & Lilley's (2009) when asking whether it is appropriate or not to attribute organization's failure or good performance to the practices of the current leader. Yukl (2006) supported the idea when he says, people exaggerate the influence of individual leaders on institutions, and they are given more credit for successes and more blame for failures than they actually deserve. Most of the respondents therefore believe that a leader should be visible so that work can be done. The respondents acknowledge that there could be policies that are in place to regulate the municipality as they have clearly articulated that the municipality is a highly legislated institution. In spite of the municipality being highly legislated, they still believe that work can only be efficiently executed if the leader is visible.

The whole idea here was whether or not the leader has an impact in an institution. If the leaders are visible, this suggests that they have an impact and if not visible it means there is no impact. Phipps, and Burbach (2010) correctly articulated this point when they say the field of strategic leadership focuses on the way top-level leaders (i.e. executives) have an impact on organizational performance through their leadership. The respondents mentioned that to a certain extent the leader has an influence because the leader is expected to give direction to the subordinates. Respondents 1 and 2 emphasised this point by saying that the leader is the one who has to enforce the vision and the mission of the institution. Respondent 3 correctly pointed out that the institution is the reflection of the leader because the leader's views are the ones that are carried forward.

What the respondents mentioned confirms the belief that Boal. & Hooijberg (2001) have when they mention that Upper Echelon Theory represents the view that institutions will always reflect the kind of a leader that is leading the institution. This idea is also confirmed by Phipps; and Burbach, (2010) when they say that the central assertion of Upper Echelon theory is that because leaders operate at a strategic level, organisations are reflections of the cognition and values of their top managers.

Interviews conducted, confirmed that the leader is an important person in the municipality because he or she directs the municipality. The study suggests that the leader fosters the adherence to municipal policies and legislation by municipal

employees. The leader gives direction and uses the vision and the mission statement to lead the municipality. The interviews conducted confirm that the characteristics of the leader play a role in the leadership style.

7.2.2.6 Factors beyond the leader's control (organizational Limitations)

- **Political interference (environment)**

Municipalities are complex institutions that are governed by two separate structures; that is the administration and political structures. Basically the municipality is led by a political head or structure but they employ the services of the administration to make sure that the wishes of the political structures are carried forward. The job description of the administration is different from that of the political structure. The results of this study confirm that the two structures always cross paths. Political interference is described by municipal officials (employees) as the situation where a political structure forces municipal officials to ignore policies and legislation and to do as directed by the political structure. If a tender is to be awarded, it is not the political structure that needs to dictate to the municipal official but municipal officials need to follow policies and legislation and do proper screening so that the tender is awarded fairly to the business that qualifies. If the political structure suggest names of those to whom tenders must be awarded before screening is done, that will be regarded as political interference. Suggesting who should be given a job before the position is advertised is political interference. Political interference is different from providing oversight. Providing oversight is when the political structure monitors the correct processes in the municipalities. If the Mayor asks a Municipal Manager whether a vacant post has been advertised with correct minimum requirements that will be oversight. The Mayor should not tell the Municipal Manager who or who not to hire.

The findings of this research shows that there is political interference in the municipalities where the political structure informs the administration of what to do irrespective of whether that is procedural or not. This study confirms that in certain instances municipal officials are helpless and they are dictated to by the political structure. These findings are consistent with the findings of the previous research. In a study Corporate Governance, Political interference, and Corporate Performance of

China's Listed Companies conducted by Chang and Wong (2002) there is evidence that political interference have a negative influence in organizational performance and that this interference is meant only to achieve personal and political gains or politicians act according to their own interests. This was confirmed in a study conducted by De Visser (2010) that there is political interference in administrative matters in local government and it is a problem and highlighted that the lack of a separation of powers between legislative and executive authority at local government level is blamed for this.

This political interference can be seen in the recruitment of staff. Chang and Wong (2002:5) cited Krueger (1990) saying, politicians tend to hire politically connected individuals rather than qualified individuals. The empirical evidence of this kind of interference was put forward by De Visser (2010:94) when referring to a report 30 ILJ 517 (E), 6 November 2008 of a court case involving the appointment of a municipal manager of Amathole District Municipality. When interviews were conducted the ANC's Regional Secretary instructed the ANC caucus to appoint Mr. Zenzile. This was done despite the fact that Dr Mlokoti's performance in the assessments and interviews was significantly better than the performance of Mr Zenzile. (De Visser; Steyler; and May, n.d.:37). This decision to hire Mr Zenzile was challenged in a court of law by Dr Mlokoti and the court ruled in his favour and he was appointed as the manager. This kind of interference shows that it is correct that certain appointments are made on the basis of political affiliations rather than skills and experience (De Visser; Steyler; and May, n.d: 37).

This shows that there are cases where regional party structures seek to operate municipalities by remote control instead of focusing on recruitment and deployment of suitable candidates for political office in municipalities, ensuring and overseeing ethical behaviour among their cadres, and providing overall strategic guidance in the form of party political programmes but seem to focus their attention on two aspects: staff appointments and tenders (De Visser, 2010, 94).

The findings of the Public Protector in South Africa implicated the commissioner of police who was subsequently fired from his position as he had used his powers to manipulate the system. The same also happened to the former Minister of Communication who according to the recommendations of the public protector was

fired from the office for directing funds to her boyfriend. This I think is adequate proof that political interference does exist.

If newspapers reports are accurate, it will be correct to say that yes there is political interference. If these allegations levelled against these people and their companies are true this means that there is political interference. A story written by Mzilikazi wa Afrika, Hofstatter, and Pampedi (2014) about a top Gauteng Politician named in a murky R1 bn deal and that of Mzilikazi wa Afrika, and Pampedi (2014) about the Ex-top Cop scores R10m deal to find three laptops are evidence that there is political interference. The two stories show that tenders were awarded without following tender procedures and these connected people were awarded tenders without any experiences and one of them was not even registered on the government database. A story by Mzilikazi wa Afrika, Hofstatter and Pampedi (2014): “ANC, cronies cashed in on Mandela burial”. Millions in public money went into dodgy deals- and were allegedly diverted to party coffers. The report claimed that a political organisation was involved and it basically suggest that the money was used to fund ANC’s election campaign”. If such allegations are true, this suggests that certain funds are withdrawn from the government fund for political organisation.

Similar stories of political interference were reported by Mthethwa and Savides (2014) on two occasions about allegations that companies linked to the Husband of Nomusa Dube-Ncube (MEC) had received R69m, R76m, and R33M respectively for tenders in uMkhanyakude District Municipality. It must be noted that the District Mayor is Mr Jeff Vilane and who, if allegations are correct, used to authorise such deals. It must also be noted that the Municipal Finance Management Act has barred councillors from taking part in tender decisions (s 117 MFMA) and this act includes many provisions that seek to separate the council from the administration. This also shows that proxy leadership in municipalities is alive.

The study confirms that the environment in the municipality is sometimes not conducive to work in. This is an environment that is embedded in ambiguity. For fear of possible expulsion, municipal employees always do what the political structure directs them to do. This suggests that the administration allows this political interference so that they retain their jobs. This could also be an explanation why securing an interview with a municipal official is difficult. It was not so much that

they were busy but that they had something to hide. A case of white-collar elites as alluded to early can be used here to indicate that some managers regard information required as too sensitive.

All the interviewees confirmed that there are factors that are beyond the leader's control that can affect performance. The respondents mentioned a list of those. Politics and personal circumstances of an individual were cited by the respondents as some of the factors that are beyond a leader's control. Yukl (2006) believe that the performance of an organisation is largely determined by factors beyond the leader's control, including economic conditions, market conditions, governmental policies, and technological changes. The existence of limitations on performance are also confirmed by Espedal (2009) by saying there are organizational limitations that can directly impact on the leadership freedom in any organisation when faced with a challenge of making choices.

The environment was also referred to by the respondents as a factor that might be beyond the leader's control. The nature of the environment is a determinant of success or failure. According to Bryman & Lilley's (2009) leadership effectiveness is profoundly influenced by the context within which leaders find themselves. Respondent number 3 mentioned that when the government department comes up with a project, the municipality is expected to put its programmes on hold and to concentrate on the government department's programme. This is something that in many cases is beyond the leader's control. There could be plans in place but when a Minister or the President is coming with the project, everything that the municipality is busy with will come to a standstill and the municipality will then concentrate on what the government department has introduced. This is again a problem that is associated with lack of strategic leadership. This suggests that there is no cooperation among the three spheres of government as is proposed by the Intergovernmental Relations Framework Act no. 13 of 2005. This also suggests that there is no adherence to policies or Acts of parliament.

7.2.3 Strategic leadership and the IDP

7.2.3.1 Strategic leadership in the processes of the IDP

Strategic leadership is mainly manifested in what management does in an institution. It is through their actions that we can say yes there is strategic leadership or not. Managers in municipalities are expected to give directions to their subordinates and to show them the way. They are supposed to be highly conversant with the vision and mission statement of the organisation and also to be champions of policy formation. The results of this study suggest that 73% of the respondents believe that the management participates actively throughout the process of the IDP even though some of the respondents believe that they sometimes send junior staff to attend on behalf of the senior members or management.

7.2.3.2 Public participation

The IDP is a major component of this study. The process of the IDP was studied and analysed just to have an idea of whether strategic leadership is enacted or not. This study believes that strategic leadership can have a positive influence on the effectiveness of the IDP. I find it difficult however to identify or relate to certain components of the IDP in relation to strategic leadership. What is it in the IDP that can be associated with strategic leadership? For me to understand it better I decided to divide the IDP into three broad themes and analysed them separately. Those themes are IDP Planning, IDP Drafting and IDP adoption. It was found in this study that municipality is a highly regulated place. I then expected to see these regulations being played out in these three aspects of the IDP and how projects are implemented to conform to these regulations.

To get a broad understanding of the IDP I conducted unstructured interviews that were not recorded, just to gain an overview of what the IDP is. As a result of these unstructured interviews I then reached the conclusion that I needed to identify common aspects of the processes of the IDP so that I would not waste time looking at how the planning stage, drafting and adoption is organised. I therefore decided to look at the relationship between the municipality and different structures of the community. The Systems Act, stipulates that there should be ward committees and IDP forums. So in all the IDP processes the municipality have to work hand in hand with the community as stipulated by the Systems Act.

Besides knowing whether a policy on public participation is there or not in the questionnaire there were questions on different aspects of public participation;

questions such as: “How would you describe the relationship between the ward committees and the municipality?” Respondents were expected to make a mark on either, Good, Moderate, Bad or not sure. The results were as follows:

| Category | Frequency (f) | Relative frequency ($\frac{f}{n}$) | Percentage frequency | Angle size |
|----------|-------------------|--------------------------------------|----------------------|--------------------------------|
| Good | 03 | 0.27 | 27 | $0.27 \times 360 = 97.2^\circ$ |
| Moderate | 05 | 0.45 | 45 | $0.45 \times 360 = 162^\circ$ |
| Bad | 01 | 0.09 | 09 | $0.09 \times 360 = 32.4^\circ$ |
| Not sure | 02 | 0.19 | 19 | $0.19 \times 360 = 68.4^\circ$ |
| | $n=11$ | $\Sigma(\frac{f}{n})=1$ | $\Sigma=100$ | |

Table 3: Relationship between ward committees and municipality

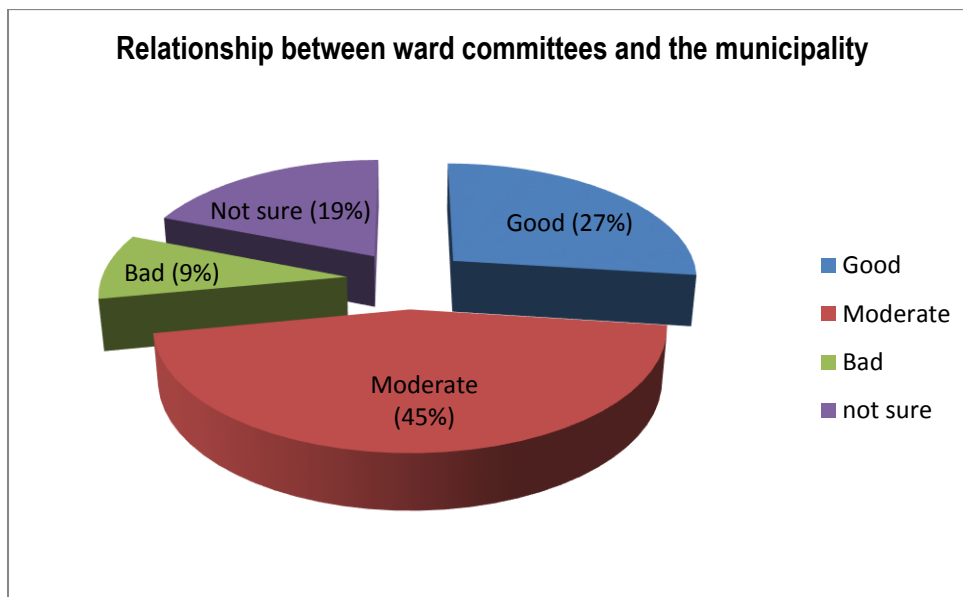


Figure 4: Relationship between ward committee and municipality

The relationship between the municipality and the community became the focal point in studying the IDP. The relationship was studied because it laid the foundation for good public participation. One might wonder why the relationship is moderate. To test whether these results really indicate the situation out there or not; there was another question in the questionnaire that wanted to know the relationship between the public and the municipality. The question was “How would you describe the relationship between the public and the municipality?” The respondents were expected to indicate with a mark on Good, Moderate, Bad and not sure.

The results were as follows:

| Category | Frequency (f) | Relative frequency ($\frac{f}{n}$) | Percentage frequency | Angle size |
|----------|-------------------|--------------------------------------|----------------------|---------------------------------|
| Good | 02 | 0.18 | 18 | $0.18 \times 360 = 64.8^\circ$ |
| Moderate | 07 | 0.64 | 64 | $0.64 \times 360 = 230.4^\circ$ |
| Bad | 02 | 0.18 | 18 | $0.18 \times 360 = 64.8^\circ$ |
| Not sure | 00 | 00 | 00 | $0.00 \times 360 = 00^\circ$ |
| | $n=11$ | $\Sigma(\frac{f}{n})=1$ | $\Sigma=100$ | |

Table 4: Relationship between municipality and the public

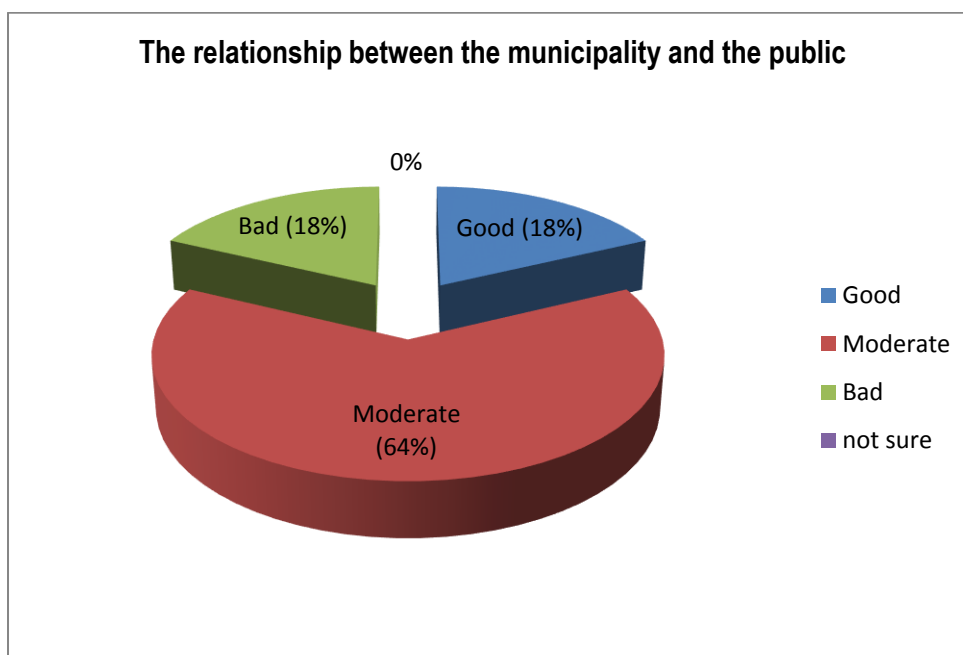


Figure 5: The relationship between the municipality and the public

The results of the relationship between the public and the municipality confirm that the relationship is not good at all but moderate. The reasons for such a moderate relationship between the municipality and the public at large were not investigated. It must be noted that the question regarding the ward committees was number 8 on the questionnaire and that of the relationship between the municipality and the public was number 18 but they both showed a moderate relationship.

Looking at the relationship between the municipality and the public one would think that public participation is not effective. A space at the end of the questionnaire was provided for additional information. One respondent mentioned that the “attendance on the IDP Forums is very poor.” This confirms the moderate relationship between the municipality and the public. Another possibility could be that of poor

communication where the municipality according to the results of this study are using newspapers to get the message across and this is only a privilege of those who can read and able to afford a newspaper. Many community members, according to the results are kept in the dark and they do not know what the municipality is doing.

The table and the diagram below shows a spread of responses on a question that was asked with regard to stages in which community is involved in the IDP.

The results show that attendance is not constant. According to the results planning meetings are the best attended meeting as compared to other meetings. There could be different reasons for this. One of the reasons could be when the meeting is called, everyone is excited and willing to contribute or it could be because an effective communication channel was used at the time by the municipality. One of the respondents mentioned that the IDP has been around for more than fifteen years now and the public has lost interest in these fruitless public participation meetings that they attend.

| Category | Frequency (<i>f</i>) | Relative frequency ($\frac{f}{n}$) | Percentage frequency |
|----------------|---------------------------|---|-------------------------|
| Planning | 06 | 0.55 | 55 |
| | | | |
| Drafting | 01 | 0.09 | 09 |
| Adoption | 00 | 0.00 | 00 |
| Always present | 01 | 0.09 | 09 |
| Not at all | 03 | 0.27 | 27 |
| | <i>n=11</i> | $\Sigma(\frac{f}{n})=1$ | $\Sigma=100$ |

Table 5: Stages in which the community is involved in the IDP

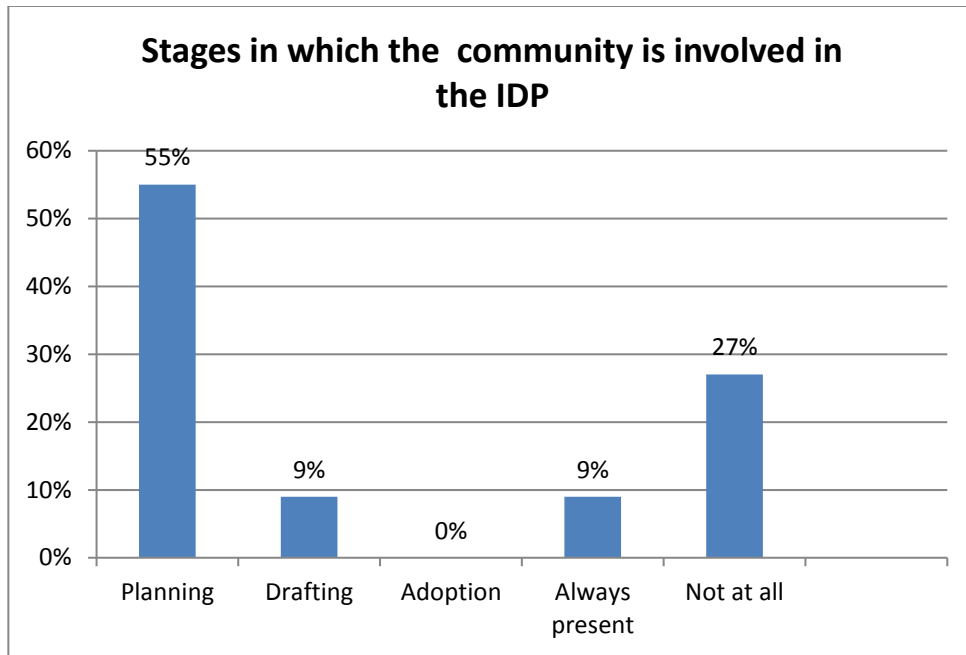


Figure 6: Stages in which the community is involved in the IDP

For the IDP to be successful the maximum attendance of communities is needed. Priorities for both municipalities and the communities must be the same to avoid conflict in future. If the meeting is successful both municipality and the community will debate important issues and come up with a list of priorities that will be accepted by both parties. Service delivery protests will then be avoided. There is also a possibility that the whole community is not invited to the meeting but only a section of the community. I have attended a series of roadshows where only ward committees were invited and not the whole community. The community might begin to think that these meetings are for the select few and not for everyone.

The diagram below only shows the involvement of the community through ward committees. It indicates how often ward committees participate in the IDP process or at what stage ward committees participate in the IDP process. This is confirmed by a question that was asked on how communities are involved in the IDP. The diagram below shows the responses:

| Category | Frequency (<i>f</i>) | Relative frequency $(\frac{f}{n})$ | Percentage frequency |
|---|---------------------------|--|-------------------------|
| Writing submissions to the municipality | 01 | 0.09 | 09 |
| Invited to community meetings | 03 | 0.27 | 27 |
| Ward committees | 07 | 0.64 | 64 |
| | <i>n=11</i> | $\Sigma(\frac{f}{n})=1$ | $\Sigma=100$ |

Table 6: Community involvement in IDP

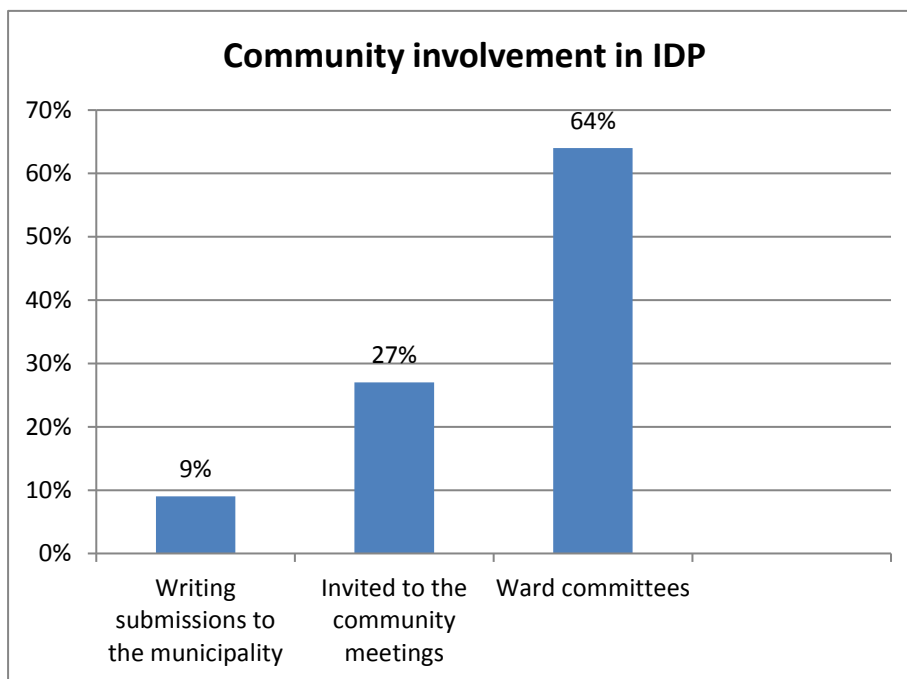


Figure 7: Community involvement in IDP

The results above shows that only 27% of the respondents think that communities are invited to participate in the IDP processes but the majority of respondents, (64%) think that only ward committees participate not the whole community. These results were confirmed by the roadshow I attended where only ward committees were invited. It must be noted that the question of the identification of the IDP forums was also asked and the majority said these IDP forums are identified by the communities. It is believe that these IDP forums do attend the IDP meeting as per requirement by Municipality Systems Act.

The response to the question of whether or not there is a minimum qualification for a person to serve in an IDP forum is as follows; 36% said there are no minimum qualifications, 18% said basic reading and writing skills is needed and 46% said formal education is needed. This response is doubtful because the next question was on common challenges facing the IDP representative forums in designing and implementing the IDP. 50% of the responses regarded illiteracy as a common challenge, how can illiteracy be a common challenge if 46% (the majority) of the respondents said formal education is needed for a person to participate in the IDP forum. If 50% of the respondents feel that illiteracy is a problem it confirms that communication strategy by municipality is not effective. If the municipality issue an invitation to the public through newspapers it is clear that the majority of illiterate people in the municipality are not going to know about the invitation hence they will not attend.

It must be noted therefore that whether attendees at the IDP forums are educated or not is not an issue in this study because all that the study seeks to verify is whether there is a structure or not, and whether it is used or not. The results therefore confirm that there is a structure and that it is used in all IDP processes.

7.2.4 General Leadership with regards to IDP

The nature of general leadership with regard to the IDP processes was determined by asking different questions in the questionnaire. Question number 14 asks whether TMT have time to attend the IDP planning meetings and the response was 64% yes. This means that the Top Management Team of the municipality gives themselves time to attend the IDP meetings. Question number 12 wanted to confirm the result from question number 14. The question was; “At what stage in the IDP process is the TMT involved?” The possible answers were; Planning; drafting; adoption; not at all; and throughout the process. 73% of the respondents said the TMT is involved throughout the process. This contradicts what one respondent said in the additional information on the questionnaires. The respondent said; “TMT do not attend IDP meetings but they only send their junior staff.”

Question number 10 shows that even though the TMT is always there they sometimes lack necessary expertise. “Does the municipality sometimes solicit outside help from consultants; yes or no?” 91% said yes. This means that despite the fact that the TMT

is always there, there are things that the whole TMT feel that they cannot handle and decide to outsource it to consultants. It might be true that they sometimes use the services of the consultants not because they are short-staffed but because of lack of skills and expertise in doing that particular job. The issues of research for instance are always outsourced. When the IDP document is compiled, they make reference to different research results that were conducted by other agencies. This shows that the research component is definitely outsourced to external agencies.

In conclusion, the results of this study show some inconsistencies and inability of the TMT to do what they need to do.

In a space provided for additional information on the questionnaires (open ended question), the following points were raised by the respondents:

- Lack of support from Government Departments;
- Government do not attend the IDP representative forum meetings;
- Lack of support from Government Departments results in the IDPs lacking alignment with Government Departments' programmes and projects;
- The IDPs are too compliance orientated rather than being outcome-based. This shows that municipalities are only concerned with being compliant with what has been prescribed by the National or Provincial government;
- Late submission of information by internal departments. This could possible mean poor leadership in different departments and lack of skills or knowledge. There should be no submission because the department is struggling to get whatever is required correctly. This suggests that different departments do not adhere to due dates and this is an indication of poor leadership;
- Communities are tired of these IDP meetings;
- Public participation is unnecessary and a waste of time;
- Attendance of the IDP forums is very poor. This can also be attributed to poor communication or lack of motivation. There is a possibility that community members have realized that their contribution is not valued. If they feel that their ideas or contributions are not used in decision-making, there is a possibility that they could lose hope; and

- Community or public participation is overemphasized and highly regulated which is really unnecessary. Public participation is a good thing and it must take place. This point suggests that municipal officials think that public participation is not important because they can do the whole thing on their own. If this represents the feeling of the majority of the municipal officials it is clear then that the views of the community are not valued. Municipal officials regard public participation as unnecessary.

The conclusion I can draw here is that some municipal officials do not know the importance of public participation and always feel that they are better equipped to make decisions for the whole community. I think that is the reason why some of the things that must be done by the municipality are outsourced to an institution that will not bother to solicit people's ideas on that particular issue. In certain instances studies from different parts of the country are adopted and customized to fit their situation. This I think is a reason why there are always aspects of the IDP document that you will feel are inappropriate for a particular municipality.

These points attest to the fact that IDPs are not effectively conducted to speed up service delivery. If according to the respondent IDP is too compliance orientated, this suggest that the IDPs are done just because it is a requirement not because it is aimed at improving the lives of individuals.

The lack of support from Government Departments results in the IDPs lacking alignment. This is an anomaly because the Government Departments, District Municipality and Local Municipalities need to come together and to prioritize programmes and projects.

7.3 Outsourcing

Respondents 3 and 4 clearly explained the issue of outsourcing. They spoke about drafting an IDP document and implementing what was suggested by the IDP document. When drafting the IDP document no outsourcing is done but they use secondary data available in the public domain to compile a document. This is confirmed by the list of tables and graphs adopted from different sources that they have used. They said outsourcing is only done during the implementation phase. If different projects are to be implemented they definitely use outside help (consultants).

7.4 Challenges facing service delivery

This study revealed that senior officials often delegate junior staff members to attend IDP meetings. This means that certain key decisions in the meeting are made by junior staff members of the municipality. If important decisions are to be made in a meeting and the Municipal senior officials are not there, this does not mean that decisions are not going to be taken. The results of this study show that key decisions are not only taken at the strategic apex of the municipality but at all levels.

According to the respondents, the following are challenges facing the municipality:

7.4.1 Aging infrastructure

According to respondent two, a lot of the infrastructure in urban areas was laid down many years back and this old infrastructure according to the respondent is crumbling and is repaired almost daily and in certain instances it cannot be replaced. This is a problem for the municipality because the municipality must have a budget for repairs but until the municipality has enough money to replace the crumbling infrastructure this remains a problem.

7.3.2 Mostly 80% of the place is rural

Households in rural areas are sparsely populated. Respondent number two considers this a challenge facing service delivery in the municipality. The distance between households makes it expensive to supply running water in different households and also to electrify those households.

7.3.3 Backlog on water and sanitation

Since inception of local municipalities following the general elections of democratic government, there has been a backlog on water and sanitation. Most of the rural areas have no running water or proper sanitation. According to the respondent number two, the local governments inherited a backlog from the Apartheid government. The local municipality is still having to close that gap between rural areas and urban areas with regard to water and sanitation

7.3.4 No recoupment

Less money is generated from services offered by the municipality since 80% of the people are living in rural areas and the majority of those are not working. There are no structures in place that are used to collect money for services offered in rural areas. There are no water meters installed in households which are in rural areas. The basic infrastructure installed in rural areas is not paid for by rural communities and as a result the revenue base for the municipality is limited to those who are in townships and towns.

7.3.5 Political dynamics

Respondent 3 considers political dynamics a challenge if political parties ruling different municipalities are different from the political party ruling the district. This causes unnecessary conflict which impacts negatively on service delivery in both the local municipalities and the district. There is always a conflict of ideas with regards to priorities that are put forward by the municipality.

7.3.6 No adherence to the IDP by internal Departments of the Municipality

According to respondent 4 the IDPs are prepared as the municipal strategic plan or municipality master plan that must be used by all departments. Some departments within municipality just ignore the IDP and concentrate on their own things. This renders the IDP useless.

7.3.7 No alignment among the National; Provincial; and Local Government Planning

According to respondent 3 and 4 there is always a conflict between the National Development plan by the National Government; a Provincial Strategic plan by the Province; and the IDP. This is because of a lack of communication between these structures. The National and Provincial Governments do not present their plans to municipalities so that they will be aligned with the IDP. Their projects are always imposed on municipalities and on many occasions they come into conflict with the IDP and cause municipalities to shift their focus and concentrate on the National or Provincial requirements.

7.5 Comparison of the results of the interviews and those of questionnaires

The results of both techniques were somehow similar. Themes identified during interviews were also identified through the use of questionnaires. Challenges facing the municipality were revealed as common factors in both techniques and this shows that the study is reliable, taking into consideration that interviews and questionnaires were conducted with different groups of people.

7.6 Credibility of information from the IDP Document

When reading the District overview of the municipality from the latest IDP document displayed in District Municipality website in 2014 [IDP Document 2012/2013 – 2016/2017] what is most noticeable is the outdated graphs and tables that were used. This suggests that the statistics that were used as the basis of planning were old and probable outdated. It is hard therefore to think that such outdated information could be used to plan for the future. This also shows that the IDP documents are only for compliance purposes and nothing more. The only reference made on the number of people who have access to water is the 2001 Census findings. The latest information from this IDP document is Global Insight 2010. The mortality indicators used are more than seven years old. There are lots of changes that have taken place since the 2006 statistics were published. The number of people who have access to water is based on the 2001 census which is more than twelve years old. If service delivery is taking place even at a very slow pace, this has definitely changed. The levels of education have definitely changed from what they were in 2010. A lot of financial assistance is now provided by the Department of education that is definitely improving the levels of education. There is NSFAS and the Skills Development Fund (SDF) for both universities and Further Education and Training Colleges (FET colleges). No fee schools, provision of free transport to and from school, feeding schemes, etc. have improved the levels of education since 2010. The following is a list of information used in the IDP Document 2012/2013 – 2016/2017]:

1. Table 6: KZN Mortality Indicators (2006)
2. Census (2001) Access to Water Sources
3. Global insight (2008)
 - ✓ Figure 8: Unemployment Levels
 - ✓ Table 8: Incidence of HIV/Aids
 - ✓ Table 11: Unemployment percentage
4. Global insight (2010)

- ✓ Table 1: Change in Population Numbers
 - ✓ Table 2: Male Female Percentages
 - ✓ Table 3: Population per age cohort
 - ✓ Table 7: HIV/Aids related statistics for KZN
 - ✓ Figure 1: Incidence of HIV/Aids
 - ✓ Figure 2: Population per age cohort in the district
 - ✓ Figure 3: Detailed levels of education
 - ✓ Figure 4: Functional Literacy
 - ✓ Figure 5: Incidence of HIV/Aids in uThungulu
5. Quality of life survey (2009)
- ✓ Table 4: Pensioner Headed Households
 - ✓ Table 5: Levels of Education
 - ✓ Table 10: Dependents per Person Employed
 - ✓ Table 12: How People Make a Living
 - ✓ Table 15: Survey of Access to Sanitation
 - ✓ Table 16: Survey of Access to Water Sources
 - ✓ Figure 7: Households earning less than R1600 per month
6. Quality of life survey (2007)
- ✓ Figure 9: Relation between distance to a public road and involvement in informal activity

According to IDP 2012/2013 – 2016/2017 (2012:155) the last Annual Quality of Life Survey took place in 2004/2005. A general conclusion drawn from this is that the municipality is not aware of the current statistics or they might be aware but they are only doing the IDP for compliance purpose only. Their conclusions on different issues based on the statistics provided cannot be trusted, which renders the whole IDP document untrustworthy.

7.7 Conclusion

Suffice to say, strategic leadership has a major role to play in this municipality. A longitudinal analysis of the experience of Nokia in mobile communications over the past decades conducted by Doz and Kosonen, (2008) shows how strategic leadership can help to transform an organisation from its original position to a better future. This is empirical evidence that indeed strategic leadership, if enacted correctly, can improve performance in institutions. Nokia has over the years built a strong and sustainable communication industry (Doz and Kosonen, 2008). This study

categorically outlined how Nokia was rescued by top management when it was on the verge of being sold to Ericsson because of poor performance. Vicere (2002) argues that when there are problems and change is occurring in an organisation, strategic leadership becomes important to build and develop an organisation. Nokia applied strategic leadership by first changing the composition of the TMT to suit the organisation (Doz and Kosonen, 2008). Amongst other things, Nokia avoided excessively structured and overcrowded agendas by holding meetings regularly.

The study conducted by Cebula; Graig; Fajordo; Grag; and Lantz (2012) shows a positive impact of strategic leadership. This was a case study of a medium-sized detention facility which illustrated how strategic leadership positively impacted on a correctional system's culture and mission success on public, staff, and offender's safety.

The results of this study confirm that although leadership seems to be visible there are gaps that need to be filled. Poor leadership is regarded as a source of poor service delivery and of all the chaos in the municipality. Service delivery must be made a priority in any municipality because it is the reason why the local government was formed. Spending money and time on other things is regarded as poor management. The concept of strategic leadership that was tested on this municipality was found to be a valuable tool that can be used to promote service delivery.

If service delivery is the crux of what municipalities are about then the IDPs must be handled with special care because it is a summary of what the municipality intends to do in the near future. The intention of the municipality is clearly spelled out in its vision and the mission. Looking at the vision it would be uncalled for to have a backlog in service delivery.

CHAPTER 8: DISCUSSION OF FINDINGS

8.1 Introduction

This chapter will give a comprehensive discussion on the findings and the results of the study. The results of the research that were analysed in the previous chapter will be discussed. The discussion is not restricted to positive results only but to both positive and negative results. The results of the interviews and questionnaires will be compared.

8.2 Background

The main concern of this study was to look at how strategic leadership can be used to promote service delivery in the local government. The results of the study will, be discussed using the seven themes of effective strategic leadership by Thompson (1997). These seven themes are used so that we can have something with which to compare our results:

- **Strategic vision**

The municipality has a clear vision and mission statement. This must be understood by all the employees so that they will be committed to its achievement. It will be difficult to motivate the employees if they do not know and understand the vision of the organisation. The vision and the mission of the municipality will provide guidance and direction to the municipality as a whole.

It will be the responsibility of the leader to make sure that strategies are developed and understood by everyone in the organisation so that they can easily be implemented.

- **Pragmatism**

Strategic leadership entails doing things. There are different kinds of leaders. There are those who believe in doing things themselves and those who strongly believe in delegation. Pragmatism refers to the ability to make things happen and bring positive results. In a real situation control systems must be in place just to make sure that everything is going according to plan. It is important for the leader to build a structure

and a culture which captures the abilities and contributions of other managers and employees.

- **Governance and management**

A strategic leader will also be a manager. A good manager will be the one who understands that the institution is divided into smaller units that must be made to work harmoniously.

- **Structure**

It is the strategic leader who decides upon the appropriate structure for carrying out existing strategies and for ensuring that there is proper momentum for change.

- **The communication network**

Effective communication systems, both formal and informal, are required to share the strategic vision and to inform people of priorities and strategies and to ensure that strategies and tasks are carried out expeditiously.

- **Culture**

The strategic leader may have very clear or specific values which influence his or her style, and the culture of the organisation. For example, if the leader has a financial background and orientation, financial targets and analysis may be crucial elements in the management of strategy. Similarly if the leader has a marketing background this could result in a different style of leadership, with perhaps more concentration on consumers and competition.

- **Change management**

The organisation must be able to respond to the changing pressures of a competitive environment.

Service delivery in this study is regarded as the core business of the municipality. Previous research conducted shows that there are many challenges with regard to service delivery. A list of challenges facing service delivery was provided in chapter

three. This study therefore was trying to provide a solution to the problems of service delivery.

It would be difficult to teach municipalities how to be strategic in their day-to-day activities. This study then looked at the concept of the IDP that is mandatory for all municipalities to implement. Previous research shows that there are many challenges with regard to the IDP from its inception to implementation. It was found that there are problems at each stage of an IDP. Poor IDPs lead to poor service delivery because the IDP is a broad plan of how the Municipality intends to provide services to the communities in that municipality.

The IDP was chosen so that it could be used to test the concept of strategic leadership. The IDP is not an event that takes place once or twice but it is a process that extend over five years. It was chosen in this study because it was found to be the best that could be used to test the concept of “strategic leadership”. At each and every stage of an IDP there are many different units involved within and outside of the municipality. Different departments of the municipality will come together to pave the way for how the IDP will be conducted. The provincial and the national government will also be involved in all the stages of IDP. The community as the beneficiaries of the IDP will also be engaged through public participation.

8.3 Findings of the study

8.3.1 Research questions

In chapter one five research questions were given. The aim of this study was to find answers for these questions. This section discusses those research questions and provides what has been found by the study.

8.3.1.1 How strategic leadership is applied in environment embedded in ambiguity, complexity, and informational overload?

The study found out that there are very few elements of strategic leadership in this municipality. There were a few instances where strategic leadership was displayed. The list of competencies discussed in chapter three helped to identify any element of strategic leadership that might be displayed. It is therefore difficult to say positively

that strategic leadership is applied in an environment embedded in ambiguity. It is only literature that confirms that strategic leadership is applied in an environment embedded in ambiguity. Strategic leadership was not seen when municipal officials were supposed to deal with political interference. Political interference is taken in this study as that which produces a complex situation and a very ambiguous one in the sense that it is not transparent. It is always imposed on municipal officials by the politicians. In this study, there is no direct way of dealing with political interference. There are policies to deal with this but it seems as if those policies are disregarded. This might be so because of the fear of challenging politicians. It might be difficult for the municipal official to stand firm and to tell the politician concern what the policy says.

8.3.1.2 Can strategic leadership successfully be applied at any level (IDP Unit) of management other than the Upper Echelon to achieve institutional goals?

The results of this study showed no sign of strategic leadership at any level. Even though the focus was on the IDP, all departments are involved in the IDP. It should have been easy to see whether strategic leadership was present or not. It was however difficult to see this because an IDP is treated as a project in this municipality. According to the respondents, departments are always represented in IDP meetings but only those that are available represent the department on behalf of the Heads of Departments who are forever too busy to attend.

The municipality does not take the IDP seriously because it is only seen as a project that simple involves compiling an IDP document and nothing beyond that. The only permanent member of the IDP is the IDP manager. The municipality does not understand what the IDP is because it is not a priority in whatever they are doing. There is no staff dedicated exclusively to the IDP and only one or two people are employed to deal directly with the IDP. No thorough research is conducted before the IDP document is compiled. They use the available statistics to compile the IDP document and much of the statistical records are outdated. It does not represent what the municipality wants to do. Respondents confirmed that the IDP document is not considered when different departments are executing their projects. The IDP is not viewed as strategic planning within the municipality. The National Government and Provincial Department does not seem to respect the IDP department.

8.3.1.3 Are Municipal policies adhered to during the whole process of the IDP?

The following confirms that policies are not adhered to during the whole process of the IDP: The respondents confirmed that senior officials send representatives to IDP meetings; relevant information from different departments is not submitted on time or is never submitted; Public participation is seen by certain officials as irrelevant and not necessary; and members of the public do not attend IDP meetings.

If policies were adhered to the problems outlined above would not have arisen. Policies are there to facilitate the smooth running of the institution. The adherence to policies would solve the problem of dodging the IDP meetings and relevant officials would be compelled to attend. Policies would also help municipal officials to take the IDP seriously and they would then submit the required information on time. These IDP problems stated above are regarded by this study as having been caused by poor management and the inability to implement policies.

8.3.1.4 Is the vision of the municipality conceived and communicated to all stakeholders and employees of the municipality and used to guide the IDP process toward the envisioned future?

The results of the study confirms that the vision is there and known by the municipal employees.

“An economically viable district with effective infrastructure that supports job creation through economic growth, rural development and promotion of our heritage”

The vision lists; infrastructure development; job creation; economic growth; and rural development as the main focus of the municipality. This suggests that the municipality will give priority to what is mentioned in its vision statement. But problems with the IDP highlighted by the respondents suggest that the IDP is not a priority and that compromises the importance or the value of the vision in the municipality. There is no standalone IDP office with adequate staff that is dedicated to deal with what the vision suggests. Respondents confirm that the IDP meetings are disregarded and the attendance is always poor. Respondents also mentioned that

the IDP document does not inform day-to-day activities of the municipality. Each department does its own planning independently from the whole IDP. What different departments are doing is not integrated into the IDP document and hence there is parallel planning in municipalities. Different departments do their own planning and the IDP unit also plans and these two plans are not talking to each other. The purpose of the IDP is disregarded because there is no integrated planning. The IDP was supposed to be an integrated plan of the whole municipality and no department was supposed to plan independently.

8.3.1.5 Are the practices of the current leader influence the performance of the institution?

This was proved to be true. If the institution portrays chaos, that will be because of the nature of what the leader displays in the institution. The study confirmed that there are no strict control measures that compel employees to work. It remains the responsibility of the leader to supervise employees. If employees are not taking the IDP seriously that means that the head of the institution is also not taking the IDP seriously. Strict control measures were supposed to be in place and each person is encouraged to do his or her work. If the IDP was treated seriously, we would not be having senior officials absenting themselves from meetings. There may, of course be another possible reason for this absenteeism. There may be too many meetings taking place at the same time and senior officials cannot attend more than one meeting at a time. They probably delegate junior staff members to attend other meetings. If senior officials send junior staff members to attend the IDP meetings it might be because they consider the other meeting to be more important than the IDP meeting.

The conclusion drawn from this is that the institution will always in one way or another reflect the characteristics of the leader.

8.3.2 Service delivery

The literature interrogated and results of the study revealed that there is a challenge in service delivery at uThungulu Municipality. Most of these challenges are common among different municipalities and they are mainly caused by the environment or a

condition that is found to be beyond the control of the municipality. Such challenges are:

- Insufficient funds to eradicate infrastructure backlogs or to complete infrastructure projects e.g. houses, roads, electricity and water. This must be allocated by either the National or the Provincial administrations. The municipality does not have the capacity to provide for infrastructure.
- The five municipalities under uThungulu District are largely rural.

An overview report on the State of Local Government in South Africa (2009) has highlighted the shortage of water as one of the reasons why we still have areas without sewerage systems. This report further highlighted that lack of monitoring of work given to contractors is one of the reasons why poor workmanship is not detected while the project is still under construction. This report also confirms that contractors who are funding political activities are repeatedly given work even if they are underperforming. There is no way that one contractor can be given work repeatedly if correct channels are followed. The only explanation for this is that there is political interference. This is the problem that breeds many other problems and this one is associated with the inability of the municipality to provide strategic leadership. The awarding of tenders must be controlled by the municipalities and processes provided by the national government must be strictly adhered to. The other two spheres cannot be blamed for the inability of the municipality to adhere strictly to the processes set to regulate the awarding of tenders. Supply Chain Management (SCM) must regulate all the awarding of tenders.

According to African Peer Review Mechanism (APRM) (2013) transparency and accountability of all government spheres are regarded as the basis for good democratic governance. Transparency on the side of the government allows the public to get access to information that enables citizens to monitor and hold government accountable.

The report has highlighted the following challenges:

1. Poor turnout during public hearings in certain areas and on certain issues. In some cases, this has to do with the perceived relevance of government services relative to citizens' needs and the weak role of civil society formations in representing citizen's interests in these forums;

2. Weak publicity and communication about the public hearings. The process in general is weak and this is what both legislatures and civil society need to enhance;
3. The relatively poor awareness among citizens of government decision-making processes, public resources and abilities as well as the importance of participatory processes, result in the domination of processes by the middle-class that is able to organise itself into NGOs, businesses and other similar interest groups; and
4. There are challenges of physical access in some cases owing to travelling distances to the seats of legislature or meeting places, despite the initiatives by legislatures to bring themselves closer to communities by holding sittings in various localities across the country.

The results of this study confirmed that what was reported as challenges in the *2009 Overview Report on the State of Local Government in South Africa* is still a challenge in 2014.

8.3.3 Internal structures of the municipality

Departmental heads undermine IDP and, in so doing, lose the opportunity of planning together for the benefit of the whole municipality. Service delivery is seen as the responsibility of certain departments within the municipality but not all. It was surprising to observe that some of the officials within the municipality are not aware of what other departments are doing. Respondent no 2 when being interviewed refused to answer questions based on consultancy work done by the outsiders. He specified that he is not in IDP department so he wouldn't know. Respondent number 3 told me that he is dealing with public participation and he is not aware whether the department working with the compilation of an IDP department is using consultants or not.

This suggests that the integrated planning recommended by the IDP is not happening. There are still cases where planning is done by independent offices without finding out what the other departments are doing.

8.3.4 Provincial and National Government

Service delivery is not only a concern of the municipality but also for the National government. Both Provincial and National governments are expected to play an active role in the IDP plan but this study revealed that, national and provincial

government does not attend the IDP forum's meetings. Besides attendance it seems as if there is no proper communication between the National, and Provincial government with the local government. The study reveals that both National and Provincial government impose their programmes on to local government and expect the local government to stop whatever they are doing and to concentrate on the projects of either the National or Provincial government. For the most part programmes directly provided by both National and Provincial Government are not in line with the priorities of the communities as communicated to the municipality through public participation. National and Provincial Government do not recognise the priority list of the municipality but simply impose their projects on the municipality.

Respondents in this study indicated that it is common for the National and Provincial government to send a communiqué that there will be a function in a certain place in one week's time without disclosing that a certain project will be presented to the community. The municipal employees sometimes are as surprised as the rest of the community when the project is presented to the community at a function organised by the government. This simply shows that the IDP is being undermined and there is a possibility of duplication of projects; one by the municipality and the other by the national and provincial government.

8.3.5 Communities [Public Participation]

Community involvement or participation comes in different forms. The common participation is what Nzimakwe and Reddy. (2008, p. 670) call "*informal means*". This basically means participation for material incentives and self-mobilisation. Participation for material incentives is when communities participate in projects as employees in return for a payment. In this kind of participation communities are not involved in the early stages of the projects but they are only involved when the project is executed. This is common in our communities. People might not be interested in public participation but they are definitely interested in getting employment.

Self-mobilisation only takes place if the communities mobilise themselves to take the initiative without being invited to do so by the municipality. They need to take the initiative and to organize themselves into groups either formally or informally to take decisions on what they need.

Mostly communities must be invited to attend the IDP meetings. The study revealed that sometimes they are not invited or sometimes they use the wrong communication medium to invite the community

This study found that the IDPs are too compliance orientated and are not outcomes based. Municipalities are undertaking IDPs because they have to. They are more concerned about compliance than about the outcomes of the IDP. To municipalities the IDP is one of the things that they consider to be a requirement. If the IDP document complies with the prescription by the provincial government, then that is enough for the municipality. Some of the IDP documents contain lot of incorrect, outdated or debatable information which shows that it was borrowed from another municipality.

8.3.6 Vision

A simple question on the availability of a vision statement was asked and it seems as if everyone is aware of the vision. But when asking whether the public knows about the vision or not I received conflicting opinions. There is a small percentage (36%) of municipal employees who responded that they are sure that the public is aware of the municipality vision and the mission. 55% of the respondents were not sure whether the public know the vision and the mission or not. 9% think that the public does not know the vision.

These results could mean two things:

- i. The community at large does not know the vision and the mission. This might mean that genuinely the community does not know the vision and mission of the municipality. This is possible if the council and all administrators do not see any need to communicate such information to the public. There could well be a lot of posters all over the municipality displaying the vision and mission but if this is not communicated verbally to the community it will remain on paper and people might not be able to read the posters meaningfully.
- ii. The respondents that are not involved in public participation may be office-based and they really do not engage in any public gathering. It will therefore be correct to say they do not know whether the public knows or not. What I also discovered is that there is a lot of fragmentation in the municipality where employees in one department do not know what other employees in

another department are doing. If an employee interviewed is not dealing with the community, the response to this question could be “I don’t know”

The conclusion I draw on the vision and the mission of the municipality is that it is there on paper and employees might have located the vision and the mission statements but they have not yet read or internalised them in such a way that it will inform their actions. The good intentions of the municipalities are spelled out clearly in the vision and mission statements and one would have expected that if people were aware of the vision and mission they would be aligning these activities to reach their goals.

8.3.7 Policies

For any institution to function properly, policies are needed. It is the responsibility of the leader to make sure that such policies are there and used. It is possible that a policy might be available but not used. A strategic leader needs to show leadership by providing the policies and if they are not available, a strategic leader needs to lead the policy formulation process. The availability of three policies was determined, those policies are; Policy on public participation; Policy on communication; and Policy on political interference

These policies direct the functioning of the municipality and should help to prevent unnecessary problems that can erupt.

8.3.7.1 Policy on public participation

Public participation is a requirement by the Systems Act. It must be observed accordingly. Even though there is legislation on public participation a policy in this regard is still needed to regulate the processes by municipal employees. It is compulsory that the community must be involved in whatever the municipality is doing that concerns the community. Compiling a priority list of what the community needs should not be done without the participation of the community. If the whole community cannot come, representatives should come. There are ward committees and the IDP forums that are instituted by the municipality to take an active role in the municipality. Beside these committees, the whole community in certain instance should be consulted on issues that involve them. This is not a favour to the community but their democratic right to be consulted on matters pertaining to their

development. This whole public participation process can be messed up if a policy is not there to ensure that such activities take place. The public participation policy needs to include things like, how often do we have public participation and who is responsible to make sure that these activities take place.

A question on the availability of such a policy was asked. 46% of the respondents confirmed that there is a public participation policy and that they have seen it. 18% of the respondents were not sure whether there is such a policy or not because they have not seen it and 36% said they have never seen such a policy. Looking at these results it is difficult to say if there is indeed a policy or not. There might be such policy that is gathering dust somewhere because it is not used or the policy is there but it has not properly been communicated to the community. The other possible conclusion could be that the policy is there but it is only known to a certain group of people who might probably be working in a department that deals with public participation. The target group of this study constituted senior managers in the municipality and those people who are directly involved with the IDP. The only reason why these people would not know whether this policy exist or not is if the IDP staff is concerned only with the compilation of the IDP document and does not take part in public participation. Unfortunately the question of whether or not field research is involved in compiling an IDP document was not asked. This might be a desk research where they sit in their office and conduct research through reading the available material about the place and probably commission an independent agent to collect information on certain key issues.

The last reason could be the confirmation of what I mentioned earlier that the municipality is fragmented, what department A is doing is not known by Department B because such a policy if it is available should be known by all senior managers and IDP officials that were interviewed and by those who responded to the questionnaire. The manager in the office of the Speaker confirmed that public participation is under his care and does not fall under the section dealing with the IDP. If the municipality is fragmented, it may be true that there is a public participation policy but only available and known to people who are in the Speaker's office, because they are the ones dealing with public participation. Staff from the Planning and Development Unit is only compiling a document and they align it with the guidelines from the KwaZulu-Natal Department of co-operative Governance and Traditional Affairs.

The study confirms that only passive participation is used by the municipality. People's ideas are not sought and if they are sought they are not used. The municipality decides for the people and informs them of the decisions in a top-down approach.

Respondents spoke about involving the community throughout the process of the IDP but answers to subsequent questions indicated otherwise. It seems as if the whole community only participates at the final stage of the IDP. Only 27% of the respondents think that the whole community is invited to participate in all IDP processes but 64% of the respondents think that it is only ward committees that are involved. Ward committees take decisions for the whole community. The priority list that the municipality spoke about is only compiled based on what the ward committees suggest. The whole community only participates through ward committees. The only stage where the whole community is invited is when there is a road show. All the road shows that I attended were only about what the municipality intend to do and not about what people want. The mayor of the municipality presents an IDP report to the people and thereafter gives them a chance to ask questions.

I have not yet attended an IDP road show where people are asked to suggest what they want. To me the IDP road shows are only organised so that the municipality can tell people what the municipality is going to do for the people. These results then contradict the whole purpose of the IDP because IDPs are not about the municipality thinking for people but it is for the municipality to say, "How can we help you?" IDPs are intended for the municipalities to involve the communities in all stages of the IDP and if it is difficult to have everyone participating, communities have to elect an IDP forum. I have discovered that there are ward committees and IDP forums in each municipality. I was made to believe that illiteracy is a common challenge in these forums. This is basically saying there are things that an IDP forum cannot do because they are illiterate. When trying to find out who elects those IDP forums I was told that communities with the help of ward councillors elect IDP forums. The respondent number 4 who is an IDP official said IDP forums are elected by the municipality. I thought that there might be a minimum qualification for a person who wants to serve in an IDP forum and 46% of the respondents said a formal education is needed and 18% said basic reading and writing skills are needed and only 36% said no qualifications are needed. This basically suggests that 64% of the respondents

believe that there is some sort of knowledge and skill that is needed. This was contrary to what 50% of the respondents said about illiteracy as a common problem. How can illiteracy become a common problem if only basic reading and writing is needed for one to qualify to be in an IDP forum? My conclusion on this issue of basic educational qualifications for the IDP forum is that they do not know how the IDP forums are selected. Basic education qualifications should not be an issue since there are no minimum requirements in this regard for councillors.

According to the current uThungulu District Municipality IDP document (2012/2013-2016/2017:53) the IDP Road Shows are held annually to inform communities of the Programmes and Projects contained in the IDP. This suggests that communities are not involved in these IDP meetings. A certain group of people decide for the community and thereafter the IDP roadshows are organized to inform the public about what has been decided. This proves that public participation is still a problem in this municipality and mainly the IDP is prepared as a matter of compliance not that they seek input from the public. The Uthungulu District Municipality IDP Roadshow Report (May 2012) summarises the 2nd round of the IDP/Budget roadshows that took place in May on the following days, 1, 3, 4, 8, and 9 in the six local municipalities under uThungulu District which are Mfolozi (Mbonambi), uMhlathuze, Ntambanana, uMlalazi, Mthonjaneni and Nkandla. According to this report a clustered approach was adopted whereby more than one municipality was invited to one venue for a roadshow and the target group was only ward committees and councillors. The rest of the communities living in those areas were not invited to participate in those roadshows. The approach only relied on the effectiveness of the ward committees that were not monitored to make sure that they reported back to their communities or that they have structures where information is collected before going to the roadshow. The possibility exists that ward committee representatives who are able to speak during the meetings only represent themselves and their views on different matters might not reflect the views of the whole community. Participatory democracy is seriously compromised in this municipality because ward committees do not have resources to conduct the IDP meetings in such a way that they will establish what communities need. What can best be done by municipalities is to refer to ward committees in the hope that ward committees have the necessary skills and the resources to perform such a demanding task.

This IDP roadshow report (2012) draws our attention to the fact that the IDP Alignment meetings take place during the IDP Review process. In this meeting, the District Municipality; Local Municipalities as well as selected Service Providers are invited. One would assume that they talk about issues of aligning their programmes so that they can all work together to provide basic services to the communities. The results of this study however, reveal that one of the major problems that municipalities are faced with is that there is no alignment. If the report is talking about the alignment and the results of the research prove otherwise it then suggests that there is a problem. The reason however is not known and the possibility is that such meetings are probably meaningless if they fail to address the problem. It was found in this study that it is common for the Provincial department and National department to come up with their own programmes and expect municipalities to stop whatever they are doing and to concentrate to those projects or programmes.

8.3.7.2 A policy on communication

Communication is a key to how information is disseminated to the municipal employees and the public at large. How information is communicated to the public is a major concern. The channel or medium that is used and the language that is being used is also an issue in communication. It will be futile to invite illiterate people through a newspaper because they do not buy newspapers in any event. You can also not communicate to people in a language that they do not understand. 55% of the respondents confirmed that there is a communication policy and they know it. Despite the fact that the communication policy is there and known to the employees, I discovered evidence of poor communication which suggests that the policy is there but that it is not properly adhered to. I discovered that some of the staff members are not aware of certain policies including the communication policy. The only appropriate explanation for this is that communication in this municipality is not effective.

8.3.7.3 A policy on political interference

Political interference might be viewed differently by different people. We are looking at the situation where politicians dictate things to the administrative staff. It doesn't matter whether what is dictated is good or not. Political interference can be from:

- The political head (senior official in politics) outside the municipality imposes on the mayor

This is a common kind of interference that we see every day. This kind of political interference will be done by a person senior to the Mayor. The person can give instructions to the Mayor to be carried forward without complain. The Mayor can be instructed to hire and fire certain people for different reasons. Hiring of the municipal manager for instance is outside the control of the mayor. A certain structure higher than the mayor will sit down and choose a person who will become the municipal manager whether the mayor likes it or not.

The same thing can happen with regard to tenders. A mayor can receive instructions to award a tender to a certain person. An example of this has been alluded to in chapter 7 where it was alleged that big tenders were awarded to companies linked to the MEC's husband.

- Elected officials (councillors) impose on the manager and administrative staff

What is happening to the mayor can also happen to the municipal manger. The municipal manager can be instructed to hire and fire people and also instructed to award tenders to certain people.

Political influence can take different forms:

- Advisory (forced to do what the other person thinks is right)
- Corruption orientated (returning favours; personal benefits)

The question asked was not about whether there is political interference or not. It was only about whether there is a policy on political interference or not. If employees are educated on this issue they will be able to identify political interference and the policy will suggest ways on how to deal with such interference. The results confirmed that there is such a policy in the municipality but to check whether such a policy was used or not I asked a question on how to deal with political interference, the results were amazing and showed that there is basically no policy or the contents of such policy is not known. 55% of the respondents said they ignore any form of interference. The policy might suggest what should be done if you happened to realise that there is political interference. Ignoring such interference might not be an option, so if 55% says they ignore it, this suggests that they might have seen the policy but they have

not yet read the contents so that they can be in a position to act as directed by the policy.

8.3.7.4 General conclusions on policies

The results show that these policies are available to regulate the processes in the municipality. However they exist on paper not in practice. Respondents confirmed that the policies are there but when it comes to application, policies are not adhered to. The contents of those policies are not known. Employees are not encouraged to read and apply what is suggested by the policy. They are probably formulated to conform to the requirements but not formulated to be used.

Having such policies but not using them suggests that there is no strategic leadership. A strategic leader would drive all the processes of policy formulation and would make sure that what is suggested by the policies is adhered to. A leader is not only expected to lead in policy formulation but also to enforce the application of policies. The conclusion that can be arrived at here is that these policies are valueless because they are not used. They do not contribute to the smooth running of the municipality by eliminating doubts and any other unnecessary challenges that employees could be faced with. It could also make work simple because employees will not go and consult whenever they come across a problem. They need only to refer to the policy and then act. In this case it seems as if for any anticipated problem, employees still have to use their discretion. This is dangerous because, one's discretion might land the person concerned in trouble. For employees to be doing as they please is a clear sign of poor leadership and lack of strategic leadership.

8.3.8 IDP Integrated development planning (IDP)

The results of this study show that the integration in IDP is not up to standard. Looking at the internal departments of the municipality, integration is poor in the sense that absenteeism of Heads of Departments is very high. This suggests that they do not take the IDP seriously. The results of this study also show that what is known by one department is not known by another. If the existence of a public participation policy is known by people at the speakers' offices only and is not known by other departments, this simply means that integration is not good at all.

In this study it came out clearly that there is a good integration among local municipalities and also integration among the district and local municipalities but integration between National Government, Provincial Government, and the municipalities is where the problem lies. These two spheres of government impose upon municipalities. There is in many cases no communication before the project is handed over to the community. Both national and provincial government undermines municipalities.

The study identified the following challenges of the municipality facing service delivery.

- Human Capital

It was found in this research that the IDP unit is not adequately staffed. The unit largely depends on staff members from different departments or units.

- Aging infrastructure

In urban areas for instance there is infrastructure that was laid down a long time ago. The infrastructure is too old and it is now crumbling. The infrastructure was designed for a small section of the population particularly, whites, Indians and coloured. It is now struggling to service an increased number of people due to urbanisation. Most of the old infrastructure needs to be replaced at a huge cost and the municipality cannot afford this.

- The population is sparsely populated in rural areas. (80% live in rural areas)

The population in rural areas is very sparsely distributed which makes it very difficult to provide services to the community. There are a long distances from one household to the next and to install infrastructure is enormously expensive.

- ✓ Backlog on water and sanitation

Because of the burgeoning informal settlements there is a backlog in water and sanitation provision. A hundred metres of water pipe might supply water to one or two households but in townships the same length of water pipe can supply many more households. This is a problem because there is no way of rezoning the rural areas to speed up service delivery. The area may for instance be under the control of the king not the municipality. People will find it difficult to move because they do not have a common burial site; some use to bury the dead in their homes not in a common burial site. It is therefore impracticable to exhume the dead and rebury them

or to just leave grave site and relocate. Africans attach a sacred significance to the dead.

✓ No recoupment in rural areas.

The unemployment rate is extremely high in rural areas. Some people are living on social grants. It then become impossible for the municipality to provide services and then expect to get a financial return. Few people in the rural areas can afford to pay for municipal services and as a result there is no recoupment in rural areas. The municipality is providing services free of charge to the people. Revenue cannot be generated out of the services provided in rural areas.

UThungulu District is not ignoring this situation. According to uThungulu District Service Commitment Charter (2013) a Credit Control and Debt policy has been formulated to minimise the number of those who do not pay. There are lot of collection measures that are used to collect debts and if this fails an Incentive Policy is used which has been formulated to write off old outstanding debt deemed as irrecoverable and at the same time rehabilitate defaulting consumers so as to ensure that the cost of bad debt in the future years will decrease considerably. This is one of the measures used by the municipality to try and recoup something from the community who benefit from basic services provided by the municipality. This policy is designed to give relief to those members of the community with longstanding debts and to encourage them to honour their future obligations.

Another possible cause of non-payment in rural areas could be unemployment. The District municipality has responded to this by formulating an Indigent Policy. This policy seeks to assist those who because of their financial status cannot afford to pay for municipal services. The municipality uses set criteria to identify those who are indigent and provides them with free or subsidised services.

8.4 Summary of the study

The following is the summary of the findings of this research:

8.4.1 The impact of a CEO (practices of the current leader influence the performance of the institution)

The results of this study confirmed that the municipal manager has a major impact in the day-to-day running of the municipality. All respondents confirmed that there is a major role that the municipal manager is playing. The municipal manager is an administrative head of the municipality and he is the one to make sure that all the regulations and the policies are in place so that work can be done. Through regulations and policies the municipal manager influences even some people who do not fall directly under manager's supervision.

To assess the extent of the municipal manager's influence, can become a problem because anything that the municipal manager does or says, cannot be measured in terms of percentages. I did not have an instrument to measure the extent of influence. All that I had was, an instrument to determine whether there is an influence or not.

8.4.2 The impact of Municipal policies on the whole process of the IDP

This study confirmed that certain policies are strictly adhered to throughout the process of the IDP. Looking at the structure of the IDP document for instance, you could see that policies are followed to the latter but when looking at how public participation is undertaken, policies are not strictly followed.

8.4.3 The vision guides the IDP process

The study revealed that senior managers are aware of the existence of the vision and the mission of the municipality but they could not tell me what the vision is without referring to their notes. This suggests that they are aware of its existence but it does not inform what they do daily. The vision and the mission are there to decorate corridors and walls of the municipality not that it is considered when planning is done. The vision and the mission do not inform the IDP. The IDP is informed about what the community wants not what the municipality hopes to achieve as stated by the vision and mission of the municipality.

8.4.4 Strategic leadership in the Upper Echelon of the institution

Senior managers in different units were interviewed and I found that among other things they also undertake what is listed under competencies of the strategic leaders. This confirms that strategic leadership is applied at different levels of the institutions by different leaders. The extent to which strategic leadership is applied at different levels was not determined in this study. The purpose of the study was only to look at whether there is strategic leadership at different levels or not.

8.5 Conclusion

In this chapter the findings of the research were summarized and clarified. The findings from interviews were compared to the findings from questionnaires. Managers were interviewed and those interviews were analysed and given meaning. Interviews sought to find answers to the research questions posed in this study. After the interviews, questionnaires were distributed to those who were not interviewed. The results of the questionnaires were found to confirm those of the interviews. This exercise improved the reliability and validity of this research since two different data collection methods were used and came up with similar results.

CHAPTER 9: CONCLUSION AND RECOMMENDATION

9.1 Introduction

This chapter is about the recommendations after the results of the study were analysed and discussed. The chapter aims to provide assistance on certain issues by recommending what needs to be done. The chapter hopes to contribute to the body of knowledge by suggesting how certain aspects need to be approached.

One of the purposes of conducting the study was to inform the public. This chapter will therefore be dedicated to conclusions and recommendations so that they will be used to inform the public about the results of the study.

9.2 General conclusion

My general conclusion on the municipality is that it is a close set. Transparency only exists on paper or they are only transparent on certain issues not on everything. Conducting research in such an environment is not easy. There is always a feeling that you are somehow being monitored and the kind of information that you have access to is monitored.

I also discovered that there is no strategic leadership in uThungulu District Municipality. The institution is highly regulated by policies that are not effectively used. I feel that municipalities are overloaded with these policies and municipal officials are only expected to apply policies and there is no room for creativity. All that officials have to do is to apply policies. Strategic leadership in such a highly regulated environment would probably be compromised. Municipal officials only comply with policies which suggest that if there is no strategic leadership in their policies then municipal officials will never be strategic leaders. They will be compliant specialists. There is no room for independent opinion. The municipality as an over-regulated environment has no place for strategic leadership.

The study revealed that in such an environment sometimes decisions are casual and not planned. Decisions are only made when the need arises because of the nature of the municipality that does not allow leaders to use their skills to lead but only to comply.

Municipalities are overloaded with policies and regulations and this affects the ability of municipal officials to be creative and to apply strategic leadership because they are only expected to comply. These policies also cause problems in understanding and implementation of the IDP which remains the major source of confusion because municipal officials regard it as separate from real municipal planning and budgeting. This is the reason why the provision of services is imposed. According to Jooste and Fourie (2009) the implementation of policies is more important than the formulation and that is why there is the high failure rate of organizational initiatives in a dynamic business environment. This is viewed as primarily being due to poor implementation of new strategies by the top management of the organisation.

There is probably an act or regulation for each activity that the municipality undertakes. Literature confirms that there is a long list of acts that govern the municipality. Whatever the municipality is doing it is regulated by the law. This might have a negative effect on general management of the municipality because there is no room for creativity. These different acts or regulations are like manuals that must be consulted whenever something must be done. Compiling an IDP document for instance has got very strict rules. The Department of the Local Government stipulates what needs to go into the document. It provides the table of contents which must be accepted as it is and there should be no additions to the prescribed table of contents. These are not provided as guidelines but as the only thing that must be done. There is an award that is given to the best municipality with a good IDP. They use in KZN, a Revised KZN IDP Framework Guide (2013). These instruments only look at the compliance to the stipulated table of contents. If the IDP document meets the stipulated minimum then an award will be granted to that municipality. UThungulu District received such an award in 2013 (Most Credible IDP recipient 2012/2013).

Agbor (2008) maintains that municipal leaders are very important because they usually have power and authority to develop strategies that lead to performance. It is however not clear whether in municipalities they do have such powers. There is a lot of bureaucracy in municipalities that prevents administrative leaders from taking control of the situation. A study conducted by Espedal (2009) confirmed that a bureaucratic organization provides no guarantee that new ideas will be adopted or accomplished and this is mainly because being rule-driven involves a clear risk of

new ideas being “filtered” on the path to adoption. Espedal (2009) believes that the highest organizational performance and adaptive capacity occurs in a context that allows the top executives high discretion which means that top executives of organisations need manoeuvring space and room to allow rational decision-making to take place. Espedal (2009) further argued that top executives have little room to manoeuvre if most of the leadership functions are built into organizational routines.

In a bureaucratic organization like the municipality only compliance is important. Compliance is defined by Le Grand (2005) as the act of following the rules, policies, and procedures, and acting in accordance with ethical practices. According to Le Grand (2005) compliance management involves oversight, assessment, reporting, educating, and noting needs for remediation, while the element of “assurance” comes from reliable evidence of compliance.

In this municipality for instance a great number of policies are there for municipal officials to use in their daily activities. Le Grand (2005) feels that these policies may not be comprehended by employees if they are not assisted to read them. Compliance if policies are not read will definitely become a problem. In such a case we can only see what is called by Le Grand (2005, p. 6) “*the appearance of compliance*” which exists when an organization reports according to requirements and makes statements that things are as they are supposed to be, but the confirmation and correction elements are so weak that they cannot provide evidence to the contrary.

If municipalities are expected to comply with certain policies, it is important that the culture of compliance should be reflected in every strategic decision that might be made. Because municipalities are overloaded with policies the nature of leadership there dictates that the process of compliance should be taught and be known by each employee. When undertaking the IDP, there are stringent rules and regulations that must strictly be adhered to. The form ([a Revised KZN IDP Framework Guide, 2013) that is used to evaluate the IDPs is like a checklist that is used to ascertain that everything is included. Employees therefore, must be encouraged or motivated to respect processes in place for getting the job done. A leader in such an environment might not be in a position to think widely about the organisation but is restricted to compliance and can only think of developing processes and procedures to inform employees as to what is expected of them; and to report when they fail to meet those standards.

Compliance theory was developed by Etzioni in 1975. He classifies organizations by the type of power they use to direct the behaviour of their members and the type of involvement of the participants. He identifies three types of organizational power: coercive, utilitarian, and normative, and relates these to three types of involvement: alienative, calculative, and moral (Lunenburg, 2012, p. 3)

The kind of compliance that is found in the municipalities is not consistent with the compliance theory. The three C's prescribed by the compliance theory are not considered. Compliance theory dictates that before compliance take place, the top management must first set up the vision and the mission and Communicate this to all the employees and inform them of the possibilities of rewards when compliance is correctly done. Beside communication, there is Confirmation which includes the transaction trails enabling management and auditors to trace activities and events through all steps of processing to their final effect on financial and management reporting with the capability to trace any reports back to the detailed transactions and events that affected them. Lastly, there is Correction which involves effective handling of incidents, but must also include identifying and addressing the root cause of each problem – not merely the symptoms.

I have a feeling that the IDP itself is a problem. Municipalities are not compiling the IDP document as a strategic plan for the municipality but as a document that must comply with certain requirements and must then be sent for approval. Up to now certain municipal officials have not yet seen the value of IDPs. It is only done for compliance purposes not as a strategic plan that integrates what the municipality plan to do for the next few years. There is no integration between different departments' plans and the IDP. An IDP is something that is viewed as a standalone plan not as a comprehensive plan for the municipality that must include everything that each department intends to do.

9.3 Recommendations:

9.3.1 The performance models

An audit report from an Auditor General is used to determine the performance of the municipality. This is not a correct measure of whether the municipality has performed or not. The Audit report is looking at how funds were utilised and whether proper procedures were followed or not followed. Providing service delivery is not only about how much was spent but also about how the money was spent.

In this study I recommend that an instrument to measure performance should be developed and used to determine the performance of the municipality with regard to service delivery. It is not only how the money was spent but it is also supposed to be on what money was spent and was the value for money considered or not. Were the services provided to the community in accordance with what the community wanted? How does leadership enable the municipality to provide proper services? Are the priorities of the community considered when providing services? Was the public participation correctly undertaken as stipulated by the Systems Act?

The performance model/instrument to be developed must take into consideration all the questions asked above and this will help to determine a performing municipality. All municipalities should be informed about the performance model that will be used to determine the performance of the municipality. They must be trained to understand the tool correctly so that they can use it for self-assessment.

An auditor general can choose the worst municipality as performing municipality if the tool is only going to look at the adherence to the processes of using money. The municipality should not over-spend or under-spend but all monies must be correctly budgeted and accounted for.

9.3.2 Service delivery

Service delivery is the core of any municipality. The existence of the municipality is based on providing basic services to people. The local government is the wing of the national government that is used to provide basic services and the infrastructure to the people. For service delivery to take place, the municipality needs to have a clear communication policy, it must facilitate public participation and make sure that the IDP is properly undertaken.

9.3.2.1 Communication (medium and adequate time)

Communication is the key to the success or otherwise of the municipality. Clear lines of communication need to be developed so that there will be no misunderstanding. The municipality needs to communicate with the political structures, municipal staff, the public, other municipalities, district municipalities, provincial and the national government. It also has to communicate with all the relevant stakeholders.

Before money is spent on projects that are aimed at addressing the needs of the community, the community concerned must be allowed to make suggestions and they must be involved throughout the process so that they will own the project. This is only possible if the communication is appropriate. It came out clearly in the interviews with senior managers that there is a lot of overlap in service delivery caused by the provincial and national government. This overlap is due to poor communication. The IDP through the IDP forum demands that there should be proper communication between the municipality, provincial and national government. This is done so that there will be an alignment of projects. We do not want to see a situation where the national government will come and build a school in a place where there are lots of schools instead of for example building a clinic that is urgently needed.

9.3.2.2 Public participation (neglect of policies; failure to implement legislation)

Public participation is not a matter of choice but it is compulsory. Service delivery is for the people, therefore they need to be consulted and must be allowed to indicate what they need. Provision of the services should not be imposed but should be well communicated and discussed with the recipients of those services. For public participation to take place public meetings should be planned and the community informed in time. The communication channel must be the one that is effective.

9.3.3 The Integrated Development Plan

- **Establishment of a standalone IDP office**

In many instances an IDP office is just a component of another unit. It is normally attached to the Planning and development office. Tourism is also housed in this

office. This means that there is no dedicated office and staff for the IDP which suggests that the IDP in municipalities is only serious on paper and not in practice. Municipalities do not see fit to provide a dedicated office and staff for the IDP and treat it as something of lesser importance.

I recommend that an office with dedicated staff is provided for the IDP because of its serious nature. An IDP is not an activity that municipalities can choose to do or not to do. It is a source of all service delivery. Providing an office for this activity is important and necessary for proper planning of all the activities of the IDP including:

- Proper and constant communication with the other spheres of government to avoid clashes and overlap of projects or duplication; and
- Training and capacity-building of both Municipal Councillors and Municipal staff to understand the IDP.

It must be understood that there is no educational qualification required for a person to serve as a councillor. Any level of education is acceptable, very low or very high. Beside the level of education, some councillors only see how the municipality operates after they have been voted into office. I therefore recommend that it would be worthwhile if all newly elected councillors attend a compulsory training programme that will equip them with proper knowledge of how to fully participate in a municipality.

In addition to the training programme on the day-to-day operation of the municipality, I recommend that a training on the IDP and public participation must be designed for all councillors together with administrative staff that are concerned with the IDP and Public participation. This study has discovered that the research part of the IDP is not properly done and as a result it is misleading. Irregularities have been mentioned and an example of bucket system toilet in a rural area was mentioned. This shows that the information was taken from somewhere else and copied to the IDP document just for compliance not for accuracy. A workshop on the IDP will then incorporate a section on how to conduct both field and desk research.

Public participation also proved to be complicated and difficult. Establishing of the IDP forums must be taken seriously and representatives must make sure that they are always available for meetings when needed. This calls for an effective leadership.

9.4 Strategic Leadership

9.4.1 Vision and mission of the municipality

Almost all municipalities have vision and mission statements. What is missing is to share this with the public. The study confirmed that the vision and mission is highly visible for everyone to see and this suggests that people can tell you precisely where to find this vision and the mission. It is not about the visibility of the vision and the mission but about knowing and practising the content. People need to read and understand what is contained in the vision and mission statements so that this can be used to inform all decisions that are taken by the municipality. The vision and the mission of the municipality must guide service delivery.

9.4.2 Policy formulation and implementation

This is a specialized skill. The municipality must through the help of the municipal manager formulate usable policies to regulate all processes of the municipality. If the municipal manager is having challenges I recommend that workshops on policy formulation be organized.

9.4.3 Skills shortage (created by political deployment or created by poor working conditions in government)

The usage of outside consultants signifies the shortage of skills. In some instances all vacancies are filled but yet there is a shortage of skills. People who are employed to do certain jobs cannot do these jobs effectively. The reason for this could be correct educational qualifications but insufficient experience. Political deployment is another cause of shortage of skills. Certain people are deployed to positions where they do not have the relevant skills.

My recommendation would be to take account of the skills of people in deploying them to relevant positions.

9.4.4 Poor governance (appropriate support , and PFMA/Kings iii report)

Good governance must be taught to both elected officials and administrators. People need to be taught to respect legislation and policies. Many workshops must be organised so that the staff will always be reminded of the good practices to be followed.

9.4.5 Political interference

A policy on political interference must be developed and made known to everyone involved. This will prevent elected officials micro managing the administrative staff. If a policy on political interference is in place it will be difficult for the elected officials to dictate what the administrative staff should do. Elected officials must be aware of the difference between providing oversight and interference.

Municipal managers must be capacitated to deal with political interference. It will be easy for them to deal with this if they are not part of it. For a municipal manager to be able to deal with political interference they will have to understand it first. This complex situation in our organisations is described by Scharmer (2007, p. 59) as “*dynamic complexity*” which means that there is a systematic distance or delay between cause and effect in space or time. This basically means that what we see today is the result of something that was done in the past. The present problem of political interference might have been created few years back when affirmative action was introduced to redress the imbalances of the past. Affirmative action might have been a good policy that was, however, corrupted by those who decided to give positions to their cronies without relevant qualifications and who defended their actions by using the concept of “political deployment” which in fact is political interference. Scharmer (2007) believes that dealing with dynamic complexity is very difficult since the nature of the problem keeps on changing. He therefore proposes that we deal with situations as they evolve bearing in mind that we cannot always rely on our past experiences. He mentioned that when we are faced with destructive challenges in our organisations there are two ways in which we can respond, i.e. presencing and absencing.

Presencing according to Scharmer (2007) is a blending of sensing and the presencing. This means that when we face destructive challenges we connect with the source of the highest future possibility and bring it into the now. We open up to the challenges and try to find ways of dealing with them but the other option would be to hold on to the past and to blind ourselves so that we cannot see these challenges in a new way.

We hold on to the old truths stacked in one collective where we believe in one self, one truth, one collective, and one us. Dealing with challenges in this downloading mode will be difficult because managers might hold on to their personal experiences and do not open their minds to new solutions that might be available. Staying in the downloading mode according to Scharmer (2007) will make managers or leaders look at the challenges through their own framework because they will have moved to a cognitive state of blinding themselves. Scharmer goes on and suggests that if we really want to solve the problem we need to connect. He described the three types of connections, which are horizontal connection, vertical connection, and linking both vertical and horizontal. These connections are well articulated because he suggests that horizontal connection is where a person, when dealing with a problem, decides to observe space by looking around to find out what other people with similar problem are doing. A person does this to try and identify the root cause of the problem and connect with others. In horizontal connection the manager connects with space- the person here discusses this with other people in a similar situation or discusses it with stakeholders, and organisations outside of his normal territory. This will help the manager to get the necessary information that will be used to deal with the problem. The second connection is vertical connection. This suggests that the manager connects with his current self and his highest Self (what the manager hope to become). In vertical connection the municipal manger will connect with the present and also look at what he wants his organisation to become (highest future possibilities). Lastly the municipal manager will have to link both the vertical and horizontal (I-in-now). This means that he has to begin to operate from the now. Scharmer highlighted that operating from the now is not easy because there are problems that he calls distractions. When trying to operate from the now we are often distracted by the past, future, them, and me. Whatever we do we are always held up by the past. Held up to what should have happened something that we do not have control over instead of concentrating on the present. We are also more concerned about the future, something that is not happening now. We are also distracted by spending time in looking at what other people are doing and wasting time on something that we cannot control and lastly we get worried about what is going to happen to me if I do something instead of focusing on something that is happening now.

If we consider what Scharmer suggested we might be able to begin to tackle the issue of political interference and corruption. To be able to think constructively we need to free ourselves from all what Scharmer called distractors and open ourselves to look at the problem as it is and forget about us, others, future and the past.

9.5 Contributions of the study

Despite many volumes of literature on strategic leadership it has not generally been applied to local government. There are, in consequence, very few studies that have been conducted on strategic leadership in the public sector or in municipalities in particular. Studies conducted suggest that there is strategic leadership in municipalities and its theory has been tested on municipalities and it was found to be influencing performance (Manasseh, 2011. and Agba, et al. 2013)

This study specifically looked at how strategic leadership is enacted in local government. Prior research on strategic leadership shows that areas like the rationale, formulation, role, principles, competencies, patterns, and challenges of strategic leadership are well researched. There are however very few studies on practices and implementation of strategic leadership. This research attempts to contribute to the body of knowledge by extending the concept of strategic leadership by looking at how strategic leadership can be implemented in local municipalities to improve performance. Similar studies involving the private sector have been conducted and the implementation of strategic leadership in the private sector was found to be consistent with the theory of strategic leadership. This study, however, looks at the possibilities of enacting strategic leadership in local municipality with the aim of improving performance. The results of this study prove that:

- enactment of strategic leadership in the local government is not consistent with the theory of strategic leadership. Compliance and political interference have been found to be the major constraints that distort the enactment of strategic leadership.
- theories of strategic leadership applicable to for-profit organisations do not fit in well with the non-profit organizations most particularly the municipality, because of its nature.
- the local municipality is an environment embedded with compliance and political interference and as such it is too difficult an environment in which

to apply strategic leadership. Leadership in municipalities is predetermined and prescribed by different policies that are regulating each and every activity that is taking place in the municipalities.

Beside the above, the following also emerged from this study:

- Transactional leadership can be manipulated to perpetuate corruption in politics.
- Payment of allegiances has corrupted the transactional leadership because people in leadership are micro-managed by powerful, corrupt individuals who might be politicians or people who are said to be well-connected, meaning that they are aligned or related to certain powerful politicians.
- Transactional leadership, where punishment and reward is a focus, might be a driver of organisational infighting, unnecessary work stress and possible corruption.
- Strategic leadership in municipalities overloaded with policies and regulations is compromised in a sense that:
 - ✓ Municipalities are compelled to be compliant specialists. There is no room for independent opinion.
 - ✓ There is no tool to measure municipal performance.
 - ✓ Municipalities are failing to develop personnel to curb skills shortage; as a result, they will always be forced to use consultants.

There is empirical evidence that governance in South Africa may be decentralised but politics is not (De Visser, 2010). Is this political interference something that must be allowed by the constitution of a political organisation or it is one of those acceptable common laws that exist but that are not written down? My conclusion is that political interference is a unique feature of strategic leadership in local government. It is something that strategic leadership has to deal with.

In this research I am using strategic leadership as a vehicle to improve performance and I have discovered that there will always be constraints in strategic leadership in Local government unless the local government system is changed. Most of the previous studies assume that if you have strategic leadership everything is going to be fine. (Davies, et al. 2010; Boal and Hooijberg; 2001; Quong and Walker, 2010; Doz and Kosonen, 2008; Burkhardt, et al. 2005).

A diagram below shows the flow of strategic leadership in the municipality. Strategic leaders must be aware of the environment under which they are going to operate. There are basically two things that make up the environment in municipalities, that is, political interference and compliance. Compliance with regulations in the municipality is compulsory. If as a leader you comply with all the regulations, you will be hailed as a good leader but this compliance suggests that you put aside strategic leadership and only manage compliance. If on the other hand you decide not to comply but to be a strategic leader, you risk non-performance because strategic leadership suggests that you become creative and do things in your own creative way. This of course is not going to be accepted by the authorities who enforce the stringent rules that each municipality needs to adhere to. Political interference on the other hand poses another problem. If you succumb to it you might become corrupt because you might be requested to take part in the corruption but if you decide not to submit to corruption you probably risk being fired. In such a situation any municipal manager will have to make his own choices.

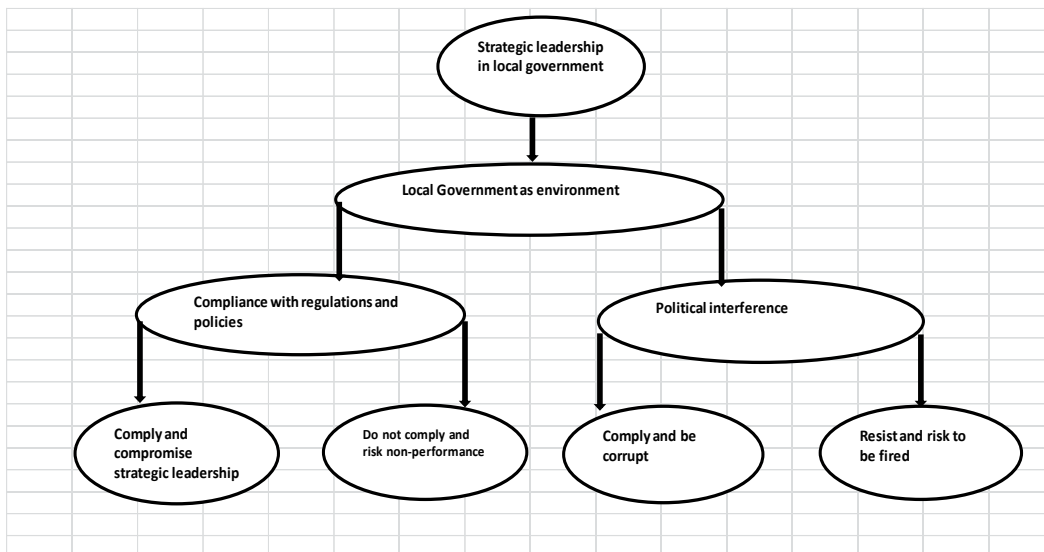


Figure 8: The flow of strategic leadership in the municipality

9.6 Limitations of the study

The study proposes that an instrument to measure satisfaction of the community must be developed. This study did not develop such an instrument because the Systems Act proposed that it must be developed through public participation so that the

municipality would know what the public wants and how will they know when the target is achieved. The Systems Act proposes that milestones should be in place.

The study was not able to look at the current position and then to look at the results after applying strategic leadership. All that this study is doing is to suggest that strategic leadership can help. I think the study could have been more effective if the municipality had been used as a case study in which strategic leadership was applied. In this way it would have been possible to determine whether it really positively influences results or not. This plan was however seen as impossible because I am not employed by the municipality and I cannot prescribe what the municipal officials should do. This can be done by a person who is employed by the municipality in a leadership position.

The study revealed that the municipality is a highly controlled environment. Gaining access to conduct research was not a problem but it took me a year and few months to finally meet with the Municipal manager of uThungulu District Municipality. Trying to set up meetings with relevant personnel was hectic and frustrating. Managers employed under section 57 of the systems act were all unavailable for an interview. When speaking to them, they all promised to help and requested that I e-mail research questions so that they could go through the questions in their spare time. I e-mailed the questionnaires as per their requests. When contacting them later on they were all too busy to have time for an interview. One lady told me that I would not understand the situation because I was not working for the municipality. Future research could be about the impact of over-regulation of the municipalities and also about the possibility of developing an instrument that could measure the performance of the municipality as an organisation.

9.7 Conclusion

I hope in this chapter I was able to put forward my suggestions or recommendations based on the findings of this research. I hope I was able to put forward a clear distinction between the problem created by lack of skills and problems created by over-regulation of the municipalities. I also hope that this study is amongst the few that have tackled the enactment of strategic leadership in local government. It will hopefully contribute to the body of knowledge by expanding the existing research by

looking at how strategic leadership is enacted. This will give some insight into what one should expect in the local government if strategic leadership is to be applied.

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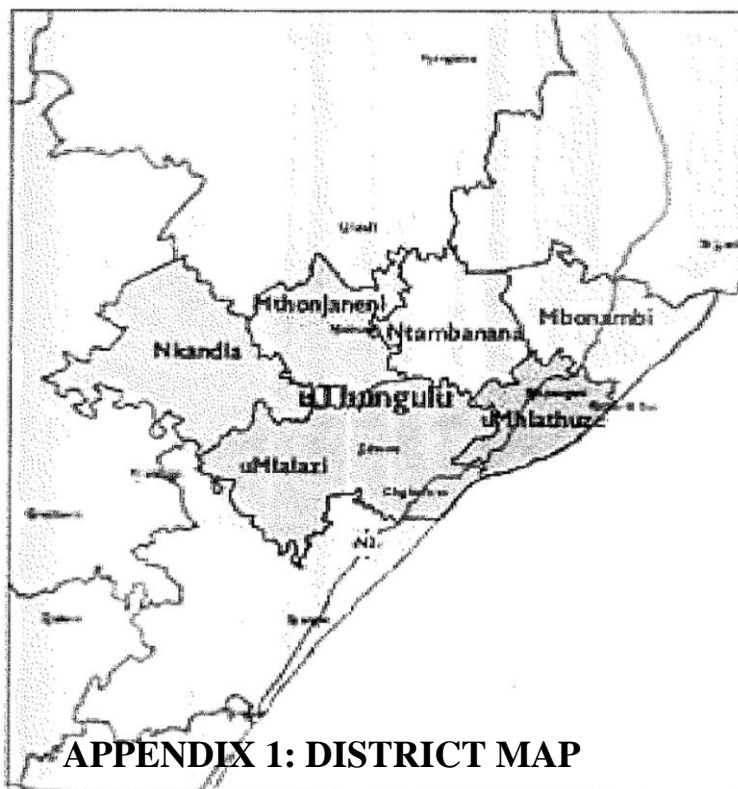
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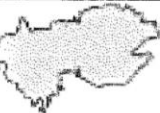
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uThungulu District Municipality



| | | | |
|---|--|---|---|
|  | Nkandla Local Municipality |  | Mbonambi Local Municipality |
|  | Mthonjaneni Local Municipality |  | uMhlathuze Local Municipality |
|  | Ntambanana Local Municipality |  | uMlalazi Local Municipality |

APPENDIX 2: SAMPLE FRAME

| No | Portfolio | Interview | Gender |
|----|---|-----------|--------|
| 1 | Municipal Manager | | Male |
| 2 | Deputy Municipal Manager | | Male |
| 3 | Legal Advisor | | Male |
| 4 | Chief financial officer | | Female |
| 5 | Public Relations Manager | | Female |
| 6 | Acting Chief Planner | √ | Male |
| 7 | Director: Admin Services | | Female |
| 8 | Human Resource Manager | | Female |
| 9 | ED: Technical Services | √ | Male |
| 10 | Director: Municipal infrastructure and Implementation | | Male |
| 11 | Director: Municipal Operations and Maintenance | | Male |
| 12 | Director: WSA | | Male |
| 13 | IT Manager | | Male |
| 14 | Office Manager: Mayor | √ | Female |
| 15 | Office Manager: Speaker | √ | Male |
| 16 | SCM Manager | | Male |
| 17 | Chief Accountant | √ | Male |
| 18 | Assistant CFO: Income | | Male |
| 19 | Director: Community services | | Male |
| 20 | Executive Director: Corporate services | | Male |

APPENDIX 3: INTERVIEW SCHEDULE



P hD Research Project

Researcher: Ndlovu BB (035-9026650)

Supervisor: Professor K Pillay (031-2608300)

Interview questions (Management)

1. Would you say that the leader has an influence [if not who has] in this organisation? Does his/her leadership make any difference in an organisation?
2. Is this environment enabling for one to carry his/her duties without interference?
3. Are there any factors beyond the leader's control that are affecting performance? If so, could you please mention them
4. What are the challenges facing service delivery in this municipality?
5. Do you perhaps use the services of consultants at different stages of the IDP process? If yes why?

APPENDIX 4: QUESTIONNAIRE

This questionnaire will approximately take 5 to 10 minutes of your time to complete. It seeks to establish the nature of leadership with regards to IDP processes within the municipality. You are requested to make a mark on the appropriate answer.

[Title of the study: Strategic Leadership as an Approach to Promote Service Delivery by Local Government in South Africa]

Strategic leadership in Local Government

1. Do you know the vision and mission statement of this municipality

| | |
|-----|----|
| Yes | No |
|-----|----|

2. Do members of the public know the vision and mission of the municipality

| | | |
|-----|----|----------|
| Yes | No | Not sure |
|-----|----|----------|

3. Does the leadership team use vision and mission to guide the municipality and employees?

| | | |
|-----|----|----------|
| Yes | No | Not sure |
|-----|----|----------|

4. How is the vision and mission of the municipality made known to the public

| | | | |
|----------------|-------|----------|--------------|
| Public meeting | Media | Not sure | Not informed |
|----------------|-------|----------|--------------|

5. Do you think that Top Management Team (TMT) is flexible and can make changes quickly when needed?

| | |
|-----|----|
| Yes | no |
|-----|----|

6. Do you have an appropriate municipal wide structure for community participation

| | | |
|-----|----------|----|
| Yes | Not sure | No |
|-----|----------|----|

7. Do you have policies on:
 - i. Public participation

| | | |
|-----|----------|----|
| Yes | Not sure | No |
|-----|----------|----|

 - ii. Communication

| | | |
|-----|----------|----|
| Yes | Not sure | No |
|-----|----------|----|

 - iii. Political interference

| | | |
|-----|----------|----|
| Yes | Not sure | No |
|-----|----------|----|

8. How would you describe the relationship between the ward committees and the municipalities

| | | | |
|------|----------|-----|----------|
| Good | Moderate | Bad | Not sure |
|------|----------|-----|----------|

9. How do you deal with outside interference from politics or other stakeholders

| | | | | |
|--------|----------------|-----------------------|-------------------------|-----------------|
| Ignore | Tell the Mayor | Report to councillors | Tell political branches | Other (Specify) |
|--------|----------------|-----------------------|-------------------------|-----------------|

10. Do the municipality sometimes solicit outside help from consultants

| | |
|-----|----|
| yes | No |
|-----|----|

11. At what stage or phase do municipality look for outside help

| | | | | |
|----------|----------|----------|------------|------------------------|
| planning | drafting | adoption | Not at all | Throughout the process |
|----------|----------|----------|------------|------------------------|

12. At what stage in the IDP process is the TMT involved

| | | | | |
|----------|----------|----------|------------|------------------------|
| planning | drafting | adoption | Not at all | Throughout the process |
|----------|----------|----------|------------|------------------------|

13. Is TMT able to offer proper advices if IDP team is faced with difficulties

| | |
|-----|----|
| Yes | No |
|-----|----|

14. Do TMT have time to attend IDP planning meetings

| | | |
|-----|-------------|-------------|
| yes | Always busy | Always away |
|-----|-------------|-------------|

15. Do you think that your ideas are important and considered by the management team

| | | |
|-----|------------|----------|
| Yes | Not at all | Not sure |
|-----|------------|----------|

16. Which communication channel is used to invite the public

| | | | | |
|--------------------|-----------------|----------------|-------------|--------------------|
| National newspaper | Local newspaper | National radio | Local radio | Community meetings |
|--------------------|-----------------|----------------|-------------|--------------------|

17. Do members of the public participate in the deliberations of certain issues other than IDP in the municipality?

| | | |
|-----|----|------------|
| Yes | No | Don't know |
|-----|----|------------|

18. How would you describe the relationship between the public and the municipality

| | | | |
|------|----------|-----|----------|
| Good | Moderate | Bad | Not sure |
|------|----------|-----|----------|

19. At what stage are communities involved IDP

| | | | | |
|----------|----------|----------|-----------------|------------|
| Planning | Drafting | Adopting | Always involved | Not at all |
|----------|----------|----------|-----------------|------------|

20. How communities are involved in IDPs

| | | |
|--|-------------------------------|------------------|
| Writing submission to the municipality | Invited to community meetings | Wards committees |
|--|-------------------------------|------------------|

21. How do you communicate with the vast majority that cannot read and write

| | | |
|-------|---------------|-----------------|
| radio | Word of mouth | Ward committees |
|-------|---------------|-----------------|

22. Who identify members to serve in IDP forums

| | | |
|-----------|-----------------|------------------|
| Community | Ward committees | Ward councillors |
|-----------|-----------------|------------------|

23. How are members of IDP representative forums identified

| | | |
|-----------------|-------------------------|--------------------------------|
| Public meetings | Ward committee meetings | Advertisement in the newspaper |
|-----------------|-------------------------|--------------------------------|

24. What is the minimum qualification for a person to serve in representative forum

| | | |
|------|----------------------------------|------------------|
| None | Basic reading and writing skills | Formal education |
|------|----------------------------------|------------------|

25. What are common challenges facing the IDP representative forums in designing and implementing the

IDP

26. Does the municipality give feedback to stakeholders about the final IDP

| | | |
|------------|---|---------------------------|
| illiteracy | Unfamiliar with the needs of the people | Unfamiliar with budgeting |
|------------|---|---------------------------|

yes no

if yes how

| | | | | |
|----------------------------|------------|--------|----------|-----------------|
| Through community meetings | Newspapers | Radios | Izimbizo | Other (Specify) |
|----------------------------|------------|--------|----------|-----------------|

27. Any other additional information that you might want to share, like challenges in IDP process

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

APPENDIX 5: CONSENT LETTER



(Leadership Centre)

P hD Research Project

Researcher: Ndlovu BB (035-6026650)

Supervisor: Professor K Pillay (031-2608300)

Research Office: Ms P Ximba 031-2603587

CONSENT

I _____ (full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should I so desire.

Signature of Participant

Date

This page is to be retained by researcher

APPENDIX 6: RESPONDENT LETTER



Dear Respondent,

P hD Research Project

Researcher: Ndlovu BB (035-9026650)

Supervisor: Professor K Pillay (031-2608300)

Research Office: Ms P Ximba 031-2603587

I, (Ndlovu BB) am a P hD student in the [Leadership Centre], at the University of KwaZulu-Natal. You are invited to participate in a research project entitled: **Strategic Leadership as an approach to promote service delivery by local government in South Africa: A case study of the UThungulu District Municipality**

The aim of this study is to: *To look at how strategic leadership can be applied though out the processes of integrated Development Plan (IDP) by the Local Government to improve service delivery in the communities.*

Through your participation I hope to understand:

- ✚ how strategic leadership is applied in dealing with political interference (environment embedded in ambiguity, complexity, and informational overload) in the day to day administration of the municipality;
- ✚ whether strategic leadership can be successfully applied at any level of management other than the upper echelons to achieve institutional goals;
- ✚ whether the vision of the municipality is conceived and communicated to all stakeholders and employees of the organisation and used to guide the Integrated Development Planning (IDP) process toward the envisioned future;

✚ How the practices of the current leaders influence the performance of the institution.

The results of this interview is intended to contribute to the body of knowledge in the field of strategic leadership and help to expose problems that municipalities are faced with in the pursuit of their mandate to deliver services to the local community.

Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequences. There will be no monetary gain from participating in this project. Confidentiality and anonymity of records identifying you as a participant will be maintained by the Leadership Centre, UKZN.

If you have any questions or concerns about participating in this study, please contact me or my supervisor at the numbers listed above.

It should take you about 20 minutes to complete the interview. I hope you will take the time to participate in the interview.

Sincerely

Investigator's signature _____ Date _____

This page is to be retained by participant

APPENDIX 7: LETTER OF APPROVAL (UKZN)



12 February 2013

Mr Bongani Bhekinkosi Ndlovu 208529547
Graduate School of Business and Leadership
Westville Campus

Protocol reference number: HSS/0047/013M
Project title: Strategic Leadership as an approach to promote service delivery by local government in South Africa: A case study of the UThungulu District Municipality

Dear Mr Ndlovu

Expedited Approval

I wish to inform you that your application has been granted Full Approval through an expedited review process.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number. Please note: Research data should be securely stored in the school/department for a period of 5 years.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

.....
Professor Steven Collings (Chair)
/pk

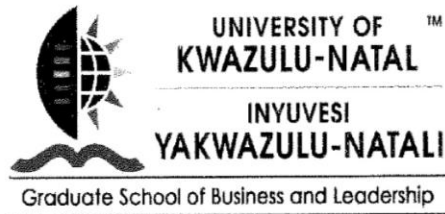
cc Supervisor Professor K Pillay
cc Academic leader Dr S A Bodhanya
cc School Administrator Miss Wendy Clarke/Ms Eileen Mohamed

Professor S Collings (Chair)
Humanities & Social Sc Research Ethics Committee
Westville Campus, Govan Mbeki Building
Postal Address: Private Bag X54001, Durban, 4000, South Africa
Telephone: +27 (0)31 260 3587/8350 Facsimile: +27 (0)31 260 4609 Email: ximbap@ukzn.ac.za / snymanm@ukzn.ac.za
Founding Campuses: ■ Edgewood ■ Howard College ■ Medical School ■ Pietermaritzburg ■ Westville

INSPIRING GREATNESS



APPENDIX 8: PERMISSION TO CONDUCT RESEARCH (UKZN)



September 12, 2012

To Whom It May Concern:

PERMISSION TO CONDUCT RESEARCH AS PART OF THE PhD QUALIFICATION

Name: Ndlovu, Bongani Bhhekinkosi

Student No: 208529547

Dissertation Topic: Strategic Leadership as an Approach to Promote Service Delivery by Local Government in South Africa: A Case Study.

Mr BB Ndlovu has been formally accepted as a doctoral candidate by the Graduate School of Business and Leadership in the College of Law and Management Studies, University of KwaZulu-Natal.

The candidate's highly innovative topic necessitates data gathering by questionnaires or interviews.

Your assistance in permitting access to your organization for purposes of this research is most appreciated. Please be assured that all information gained from the research will be treated with the utmost circumspection. Further, should you wish the result from the thesis "to be embargoed" for an agreed period of time, this can be arranged. The student will strictly adhere to confidentiality and anonymity.

If permission is granted, the University of KwaZulu-Natal requires this to be in writing on a letterhead and signed by the relevant authority.

Thank you for your assistance in this regard.

Yours sincerely

Prof K Pillay
Supervisor

APPENDIX 9: PERMISSION TO CONDUCT RESEARCH (UTHUNGULU)



Our Reference:
DM#88665
Your Reference:

10 October 2012

Mr. B. B. Ndlovu
University of Zululand: Faculty of Education
Internal Box 485
KwaDlangezwa
3886

Dear Sir

PERMISSION TO CONDUCT RESEARCH ON THE UTHUNGULU IDP

The uThungulu District Municipality hereby confirms that permission is granted to conduct research on the uThungulu District Municipality's Integrated Development Plan.

Kindly note that should you wish to extend your research to the Local Municipalities within the uThungulu District, you are requested to liaise with the Municipalities directly to obtain their permission as well.

The uThungulu District Municipality would like to be provided with feedback on the findings of your research once completed in order to improve its capacity.

Should you have any questions kindly contact the Acting Senior Manager: Planning & Development, Mr. Hennie Smit, at 035-7992578 during office hours.

Yours sincerely,

A handwritten signature in black ink, appearing to be 'DP LUBBE', written over a horizontal dotted line.

DP LUBBE
DEPUTY MUNICIPAL MANAGER