

**TRAINING AND COMPETENCY CHALLENGES OF MUNICIPAL COUNCILLORS
IN THE MANGAUNG METROPOLITAN MUNICIPALITY
IN THE Free State PROVINCE**

By

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DECLARATION OF INDEPENDENT WORK

DECLARATION WITH REGARD TO INDEPENDENT WORK

I, TLHORISO APRIL TAAIBOSCH, identity number _____ and student number _____, do hereby declare that this research project submitted to the Central University of Technology, Free State for the Degree MAGISTER TECHNOLOGIAE: PUBLIC MANAGEMENT, is my own independent work; and complies with the Code of Academic Integrity, as well as other relevant policies, procedures, rules and regulations of the Central University of Technology, Free State; and has not been submitted before to any institution by myself or any other person in fulfilment (or partial fulfilment) of the requirements for the attainment of any qualification.



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ABSTRACT

The study examines training and competency challenges of municipal councillors in the Mangaung Metropolitan Municipality in the Free State province. The main objective of this study is to determine the training needs and competency challenges of municipal and ward councillors in the Mangaung Metropolitan Municipality and what training should be recommended to address these challenges.

The value of municipal councillors in respect of service delivery is being increasingly questioned in the wake of recent service delivery protests, and various negative reporting on the state of the local sphere of government. The current state of affairs for municipal councillors raises lots of questions about the required skills to successfully execute their mandate. To address these challenges, four objectives were set to guide the study. As a result the study investigates through the legislative framework, roles, functions and responsibilities of ward and municipal councillors, and their contributions towards effective and efficient municipal government.

For the realisation of the aim and objectives of this study, qualitative research methodology is adopted. An interview programme was utilised as a tool that contains the predetermined questions prepared in order to acquire insight, knowledge and application of the people who are involved and familiar with the ward and municipal councillor processes and challenges.

The literature study is based on the requirements of a qualitative study, which includes extensive literature, legislation, policy documents, journal articles, books, conference papers, internet and government reports about, the purpose of local government, the developmental role of local government as well as the requirements, purpose, roles, functions and mandate of municipal councillors and ward councillors. An empirical study, by a process of structured interviews with selected councilors (municipal representative and ward councilors) was also be administered.

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LIST OF ABBREVIATIONS

AFS:	Annual Financial Statements
ASD:	Alternative Service Delivery
ASGISA:	Accelerated Shared Growth Initiative of South Africa
CCR:	Core Competency Requirements
CDW:	Community Development Worker
CODESA:	Convention for a Democratic South Africa
CoGTA:	Department of Co-operative Governance and Traditional Affairs
DPSA:	Department of Public Service and Administration
EPWP:	Expanded Public Works Programme
FET:	Further Education and Training
GGP:	Growth Geographic Product
ICT:	Information and Communication Technology
IDASA:	Institute for Democracy in South Africa
IDP:	Integrated Development Plan
IDZ:	Industrial Development Zone
JIPSA:	Joint Initiative for Priority Skills Acquisition
KPA:	Key Performance Area
KPI:	Key Performance Indicator
LED:	Local Economic Development
LGNF:	Local Government Negotiating Forum
LGTAS:	Local Government Turnaround Strategy
MC:	Municipal Councillor
MEC:	Member of the Executive Council
MFMA:	Municipal Finance Management Act
MPCC:	Multi-purpose Community Centre
MPNC:	Multi-party Negotiating Council
MSA:	Local Government: Municipal Systems Act
MSA 2000:	Local Government: Municipal Systems Act of 2000
MSA 1998:	Local Government Municipal Structures Act of 1998
MMM:	Mangaung Metropolitan Municipality

NMMU:	Nelson Mandela Metropolitan University
NSDP:	National Spatial Development Perspective
PCC:	President's Co-ordinating Council
PGDP:	Provincial Growth and Development Plan
PR Councillor:	Proportionally Representative Councillor
PMS:	Performance Management Systems
RDP:	Reconstruction and Development Programme
SDBIP:	Service Delivery and Budget Implementation Plan
SANCO:	South African Civic Organisation
SALGA:	South African Local Government Association
SMME:	Small Medium and Micro Enterprise
WC:	Ward Committee

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CHAPTER 1: INTRODUCTION TO THE STUDY

1.1 INTRODUCTION

The local government is established in terms of chapter 7 of the Constitution of the Republic of South Africa, 1996 (hereinafter refer to as the Constitution, 1996), which is interdependent, and interrelated with national and provincial sphere of government. In terms of section 152 (c) (i) of the Constitution, 1996 the objectives of local government includes the following; 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.

A study conducted by Raga and Taylor (2005:144) emphasised that the introduction of the relatively new council structures for metropolitan municipalities in South Africa, and the new mandate for municipalities the traditional role of councillors has broadened to encompass additional responsibilities and functions. Therefore, municipal councillors (Proportionally public representative councillors) (hereinafter refer to as municipal councillors) require specific competencies and skills in order to ensure the smooth operation of their local municipality. Another study conducted in 2010 by the Centre for Policy Studies (Paradza, Mokwena and Richards, 2010: 7) explores the role of elected municipal councillors in four municipalities. The study found that many municipal councillors in the case studies lacked basic core skills to enable them to perform their functions effectively. During 2012, the School of Government Management of the University of Technology, Free State of which the researcher is a member, conducted a Competency Assessment Survey of Municipal Councillors in the Free State in the Free State in cooperation of The Free State Department of Cooperative Governance and Traditional Affairs to assess to competency levels of councillors. The study found that municipal councillors in the Free State are in need to undergo specific training sessions. There is therefore, a need and scope to further investigate the training and capacity building challenges of municipal councillors and ward councillors in the Mangaung Metropolitan

Municipality in the Free State Province. Such an investigation has training and competency development implications for councillors and ward councillors in Mangaung Metropolitan Municipality.

1.2 DEVELOPMENTAL ROLE OF MUNICIPALITIES

The White Paper on Local Government, (1998: 37) defines developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet the social, economic and material needs of the municipality and to improve the lives of their citizens (Maserumule, 2008:437). According to The White Paper on Local Government, (1998: 38) and Maserumule, (2008:438-440) developmental local government has four inter-related characteristics:

- Maximising social development and economic growth: The functions that a municipality fulfil should be done in such a manner that it has a positive impact on the social development of the municipal area;
- Integrating and coordinating: The functions of many different role players that contribute towards the development of a municipal area should be integrated and coordinated effectively;
- Democratising development: The municipal council should ensure that citizens, community groups and ward committees are involved in the design and delivery of municipal programmes; and
- Leading and learning: Local municipalities should strive to find new ways to sustain their economies, to protect their environments, to build their societies and to improve personal safety and to eradicate poverty in the municipal area.

The developmental role of local government requires from municipal councillors and ward councillors to develop a culture that shifts from representative government to participatory governance. It means that municipal councillors must take steps to create a more active local democracy that will allow communities within a municipal area to take part in decisions that will affect them (Barichievu in Raga and Taylor, 2005:141).

1.3 MUNICIPAL (PROPORTIONALLY PUBLIC REPRESENTATIVE COUNCILLORS) AND WARD COUNCILLORS

In terms of the section 21 of the Local Government: Municipal Structures Act, 1998, (hereinafter refer to as the Municipal Structures Act, 1998) after municipal councillors (Proportionally public representative councillors) are elected public representatives of their constituents and are mandated to make decisions on behalf of their constituencies. There are no specific requirements for a person to become a municipal councillor in terms of level of education, experience or skills. Section 21 of the Municipal Structures Act, 1998 further provides that every citizen who is qualified to vote for a particular municipal council has the right to stand as a candidate in an election for the council, except a person disqualified in terms of section 158 of the Constitution, 1996.

Whereas, ward councillors are directly elected to represent a specific ward (Joseph, 2002:20). In terms of the Municipal Structures Act, 1998 only metropolitan municipalities and local municipalities may have ward committees. Section 73(1) and (2) of this Act stipulates that a ward committee must consist of the ward councillor representing the ward in the council, who must also be the chairperson of the ward committee. The ward committee is a key mechanism with which municipalities can communicate with local communities and also to promote and enhance efficient and effective service delivery. Ward committees objectives includes the following; to enhance participatory local governance; to assist the ward councillor on matters of the ward; to contribute to the improvement of the quality of life of all its residents; to make recommendations to the ward councillor or to the other structures of the metropolitan council; and to engage residents in matters of local governance (Raga and Taylor, 2005; 143).

The specific functions of a municipal councillor (Proportionally public representative councillors) are not comprehensively dealt with in legislation, however, section 53 of the Local Government: Municipal Systems Act, 2000 (hereinafter refer to as the Municipal System Act, 2000) direct each municipality to define the specific role of each political structure and provide guidelines on how the councillors and municipal

managers should interact. The municipal councillors may interact with local and provincial party structures and may serve as a substitute chairperson on Ward Committees where ward councillors cannot be present.

In light of the above the Constitution, 1996 provided the following responsibilities of municipal councillors:

- Section 152(1)(a) provided that councillors must be sensitive to public opinion);
- Section 153(1)(e) provided that councillors should react to the community needs;
- While section 151(3) provided that a municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation as provided in the Constitution;
- Section 156(1) (4) provided the right to exercise powers with unnecessary interruption by national or provincial government.

According to the South African Local Government Association (SALGA), (2011:182) identified the following functions to be fulfilled by municipal councillors:

- Make decisions on behalf of their constituents they serve;
- Represent the needs and interests of their constituents;
- Fulfil leadership roles in municipal councils;
- Act as custodians or guardians of public finance;
- Provide effective oversight over municipal executive and council officials and accounting officers; and
- Be responsive to the communities they serve.

The above functions require specific knowledge and expertise from councillors (Proportionally public representative councillors) and ward councillors concerning the local government environment. Except for the above the Municipal Systems Act, 2000 and the Local Government Municipal Financial Management Act, 2003 (hereinafter refer to as the Municipal Financial Management Act, 2003) emphasise

the oversight roles of municipal councillors. As discussed in Section 1.3 of this study the specific functions of municipal councillors are not comprehensively dealt with in legislation. Section 53 of the Municipal Systems Act, 2000 directs each municipality to define the specific role of each political structure as well as to provide guidelines on how the councillors and municipal managers should interact to prevent any duplication pertaining to the duties of municipal councillors. From the above it is clear that municipal councillors are responsible to represent the needs and interests of local communities (Du Plessis and Lues, 2011:108). Municipal councillors are also involved in the management of municipalities by virtue of their involvement in the allocation and management of resources in order to achieve the municipalities' policy intentions (Du Plessis and Lues, 2011:108). Thus, by identifying the training and competency challenges of municipal (Proportionally public representative councillors) and ward councillors on a continuous basis proper training and competency development initiatives should be introduced to equip councillors with the necessary competencies and skills to fulfil their role more effectively.

1.4 THE MUNICIPAL TRAINING SYSTEM

The study seeks to determine what are the training needs and competency challenges of municipal and ward councillors in the Mangaung Metropolitan Municipality and what training should be recommended to address these challenges. Therefore, it is important to outline the municipal training system in the context of the South African local government with specific reference to training of municipal and ward councillors. According to Grobler, Wörnich, Carrel, Elbert and Hatfield, (2006:300) training refers to the process in which employees gain information and specific skills that are designed for the specific workplace. Van der Waldt, et al (2013:194) maintains that training refers to those activities that are specifically developed to improve skills, and thereby improve performance or productivity of an institution. Management development refers to the methods and activities designed to enhance the skills of managers and future managers (Grobler, et al (2006: 301). Education can be describes as the process to transfer knowledge that need not be related to improve performance and productivity (Van der Waldt, et al 2013:194). Nel, Gerber, Van Dyk, Haasbroek, Schultz, Sono and Werner, (2001:467) defines education as an approach that focuses on a wide range of activities rather than on providing knowledge, and skills for a limited field or activity. On the one hand,

education creates a general basis that prepares an individual for life without any specific job-related skills being developed. On the other hand, training and development strives to guide and to prepare individuals to be able to perform specific jobs related activities (Nel, et al, 2001:467).

In light of the above capacity building refers to specific skills, knowledge, and it also involves the transfer of information with the specific aim to ensure that the trainees would be able to perform tasks that could not be previously performed (Andrews in Van der Waldt, et al 2013:194).

Competencies refer to the basic characteristics that can be linked to perform a job effectively by individuals or teams (Grobler, et al 2006: 553). For the purpose of this study it is important to distinguish between competencies and skills. Grobler, et al (2006:302) further maintains that each manager regardless of the position in an institution of which municipalities could not be excluded uses a mix of technical, conceptual and human-relations skills. Technical skills refer to knowledge of equipment, work methods, systems and work technologies while, conceptual skills refers to the ability to view the institution as a whole and to coordinate and integrate a wide array of functions, activities, goals and purposes. While, human relation skills refer to the ability to communicate with employees, to establish strong interpersonal relations and to build cooperative relationships among various workgroups and stakeholders (Grobler, et al 2006:302).

In light of the above it is essential that all training within municipalities should commence with a needs assessment process to ensure that effective training programmes will be designed and implemented. Grobler, et al (2006:304) explains that the first step in any training system entails a training needs assessment. The identification of training needs refers to a description of the specific training needed to improve job performance (Nel, et al 2001: 478). According to Grobler, et al (2006: 306) the following techniques could be used to identify skills training priorities through a needs assessment process:

- Advisory committees;
- Attitude surveys;
- Performance appraisals;

- Group discussions;
- Questionnaires; and
- Interviews

In this study the researcher made use of a structured questionnaire and an interview schedule to identify the competency and skills training challenges of municipal councillors and ward councillors of the Mangaung Metropolitan Municipality.

Before the implementation of the White Paper on Local Government, 1998 the local government training system has been coordinated by two separately functioning boards, namely; the Local Government Education and Training Board and the Training Board for Local Government Bodies. Since the implementation of the White Paper on Local Government, (1998:123) a new municipal training system was implemented which is more flexible, decentralised, and demand-led than the previous system. The current municipal training system consists of a regulator the Local Government Sector Education and Training Authority namely; Local Government Sectoral, Education and Training Authority (LGSETA) that function as a quality assurance body in terms of the Skills Development Bill. The Local Government Sectoral, Education and Training Authority (LGSETA) is responsible for managing a local government education and training fund built from the proceeds of the national Skills Fund as levied from local government. The Local Government Sectoral, Education and Training Authority (LGSETA) fulfil a role by allocating these funds to provincial training structures, setting national training priorities, establishing standards, accrediting service providers and providing trainee certification. Secondly, for each province a provincial training structures was established to undertake a systematic needs analysis and, with municipalities, to purchase the provision of training from a variety of agents. In terms of the White Paper on Local Government, (1998:124), training will be designed by a variety of contracted agents, in response to needs defined by the Local Government Sectoral, Education and Training Authority (LGSETA) or provincial government training structures.

The White Paper on Local Government, (1998:124) further provides that the training of municipal councillors will not be the responsibility of Local Government Sectoral, Education and Training Authority (LGSETA). The White Paper clearly states that the South African Local Government Authority (SALGA) is the major role player

responsible for councillor training. The White Paper on Local Government, (1998:124) further provides that an intensive councillor training programme will be required to coincide with the election of new councillors. The statutory and regulatory framework pertaining to development and training within municipalities will be discussed in the next section.

1.5 THE STATUTORY AND REGULATORY FRAMEWORK REGARDING DEVELOPMENT AND TRAINING WITHIN MUNICIPALITIES

1.5.1 White Paper on Local Government, 1998

The White Paper on Local Government, (1998:123) makes provision for human resource development, capacity building and the municipal training system applicable to all municipalities.

1.5.2 Local Government: Municipal Systems Act, 2000 (Act 32 of 2000)

Chapter 7 of the Municipal Systems Act, 2000 makes provision for local public administration and human resource management. The Act provides that municipalities must facilitate participation in integrated development planning, performance management, budgetary process and strategic decisions pertaining to service delivery. Furthermore, the municipality must enable participation through capacity building in the community amongst the staff and councillors. Section 68 of the Act provides that a municipality must develop its human resource capacity to a level that enables it to perform its function and to exercise its powers in an effective and accountable manner. The Municipal System Act, 2000 clearly explained that capacity building within municipalities must comply with the Skills Development Act, 1998 and the Skills Development Levies Act, 1999.

1.5.3 Local Government: Municipal Structures Act, 1999 (Act 117 of 1998) as amended in 1999 and 2000

The Local Government Structures Act, 1998 as amended lays the foundation for the institutional arrangements and the administrative systems. The Act also makes provision for the local government performance systems. Section 21 of the act makes provision for the qualification for councillors. Chapter 4 of the Act provides the internal structure and functionaries including ward committees. While, Schedule 5 of the Act makes provision for the code of conduct for councillors.

1.5.4 Skills Development Act, 1998 (Act 97 of 1998)

The Skills Development Act, 1998 provides a national framework to devise and implement national, sectoral and workplace strategies with the aim to develop and to improve the skills of employees in the South African workplace.

1.5.5 The Skills Development Levies Act, 1999 (Act 9 of 1999)

The Skills Development Levies Act, 1999 makes provision for the development of a workplace skills plan by institutions. Coetzee in Van der Westhuisen and Wessels, (2013:331) the workplace skills plan refers to the strategic human resource training and development aim of developing the workforce skills capacity to achieve the goals of the institution. Van der Westhuisen and Wessels, (2013:331) states that the workplace skills plan entails the following:

- Effective workplace planning;
- Job analysis;
- Identifying skills requirements of the institution;
- A skills audit to determine the actual skills of the current workforce;
- Identify skills training priorities (needs assessment);
- Identifying skills programmes to address the skills training needs of the institution;
- Implementing the workplace skills plan;

- Monitoring, evaluating, and reporting of the workplace skills plan; and
- Establishing a quality assurance system to ensure that all training and development add value to the institution.

1.6 PARALLEL STUDIES

A survey was conducted at the Nelson Mandela Metropolitan Municipality to establish responses from councillors pertaining to the new developmental mandate and their required skills and expertise. The survey found that councillors from the Nelson Mandela Metropolitan Municipality require on-going and specific capacity building programmes (Raga and Taylor, 2005:144-145). Previous research conducted by the Department of Government Management, Central University of Technology, Free State during 2011 on behalf of the Free State Provincial Department of Cooperative Governance and Traditional Affairs aims to identify the competency levels of councillors within the Free State Province. The Competency Assessment Survey of Municipal Councillors in the Free State did not include the competency and training needs of ward councillors. For the purpose of this study an updated interview schedule will be used to identify the training needs and competency challenges of the municipal councillors (Proportional public representative councillors) within Mangaung Metropolitan Municipality.

Another study was conducted by Paradza, Mokwena and Richards during 2009 and 2010 by the Centre for Policy Studies, an independent research institution, in Johannesburg and it was funded by the Open Society Foundation, South Africa. The aim of the research project was to contribute to the debate and increase policy makers understanding of the dynamics of local government service delivery, with the goal of strengthening service delivery in South Africa. As such the study aims to enhance the quality of public debate on the role of councillors in developmental local government. Four municipalities namely; Khara Hais in the Northern Cape Province, Randfontein Municipality in Gauteng Province, Phumelela municipality in the Free State Province and Madibeng Municipality in the North-West Province were identified to conduct one-to one interviews and group discussions with councillors and officials. The study found that many councillors lacked basic core skills to

enable them to perform their functions effectively such as literacy and numeracy. The study further found that these council members were unable to read council documents, policies and plan in preparation for council meeting and some were forced to rely on municipal administrators to assist them, in so doing compromising their ability to exercise their effective oversight role. It was recommended that a holistic approach to training and education in local government needs to be adopted. It was also recommended that councillors serving on oversight Portfolio Committees should receive specific training to fulfil their oversight role effectively. The aims of the above study were to collect information about the individual attributes of councillors and to assess their experiences and opinions about the work they do. Whereas, this study seeks to determine the training and competency challenges of municipal (Proportionally public representative councillors) and ward councillors in the Mangaung Metropolitan Municipality to be able to make specific recommendations pertaining to specific training interventions.

1.7 PROBLEM STATEMENT

Since 2004 numerous cases of public unrest taking place across the country resulted from poor service delivery and high rate of corruption by municipal officials and councillors warranting a review of service delivery methodology by local municipal councillors. (Du Plessis and Lues, 2012:5). In response of flaring tensions the former Ministry of Local Government commissioned a national study on the state of local government. Drawing from the State of Local Government Report, 2009 that emphasised numerous service delivery and governance challenges of municipalities and municipal and ward councillors, the Department of Co-operative Governance and Traditional Affairs (COGTA) launched the Local Government Turnaround Strategy (LGTAS) to deal with the factors undermining the developmental role of municipalities (Van Niekerk, 2012: 58).

Although mechanism such as the LGTAS was introduced by government in 2009 to resolve local governments service delivery challenges, the competencies and skills of municipal and ward councillors to fulfil their functions effectively remains a challenge. A report released by the Auditor General of South Africa (AGSA 2011/2012), showed that no municipality in the Free State has received a clean audit

report during 2011 and 2012 financial year. In addition the Free State Times (23 July 2012:1) reported that municipalities in the Free State performed below the expected standards and that leads to poor service delivery protests by various communities. Therefore, the research problem that this study addresses is: Councillors in the Mangaung Metropolitan Municipality will not be able to fulfil their developmental role as well as their leadership, management and oversight roles effectively if their training needs and competency challenges are not identified and rectified through specific training interventions. The study seeks to determine the training and competency challenges of municipal (Proportionally public representative councillors) and ward councillors in the Mangaung Metropolitan Municipality to be able to make specific recommendations pertaining to specific training interventions.

1.8 OBJECTIVES OF THE STUDY

The main objective of this study is to determine the training needs and competency challenges of councillors (municipal representative councillors and ward councillors) in the Mangaung Metropolitan Municipality and what training interventions should be recommended to address these challenges.

In order to achieve the primary objective, the following co-objectives are identified

- To investigate through the extensive literature, journal articles, on line source and legislative frameworks, the purpose of local government, the developmental role of local government as well as the requirements, purpose, roles, functions and mandate of municipal councillors and ward councillors.
- To determine through an evaluation of extensive literature, journal articles, national, provincial and local government reports, the current performance and service delivery challenges of municipal councillors in a developmental local government in South Africa.
- Conducting empirical research by means of a structured questionnaire with selected ward councillors and to conduct an interview schedule with selected municipal councillors to determine their training and competencies challenges.

- Making specific recommendations based on the literature study and research findings concerning specific training interventions to address the identified needs and challenges of councillors (municipal councillors and ward councillors) in the Mangaung Metropolitan Municipality.

1.9 RESEARCH DESIGN AND METHODOLOGY

In seeking to fulfil the research objectives, the information was required from both secondary and primary sources. This was conducted through a literature review (Chapter 2 and Chapter 3) and an empirical study (Chapter 4) followed by recommendations (Chapter 5).

1.9.1 Research design

The research design is a general plan of how the researcher goes about answering the research question (Saunders, Lewis and Thornhill. 2009:136). According to Cooper and Schindler (2003:149), a research is regarded as the blueprint for collecting, measuring and analyzing data. The study followed a two-pronged approach, namely a literature study and an empirical study. The literature study was based on qualitative study, which included extensive literature, legislation, policy documents, journal articles, books, conference papers, internet and government reports, research reports about, the purpose of local government, the developmental role of local government as well as the requirements, purpose, roles, functions and mandate of municipal councillors and ward councillors. The literature study is covered in chapter 2, and 3 of this study. An empirical study was conducted by using a structured questionnaire during structured interviews with selected ward councillors to determine their training and competency challenges. An interview schedule was also administered to conduct interviews with selected municipal councillors (Proportionally public representative councillors). The empirical study is covered in chapter 4 followed by the recommendations in chapter 5.

1.9.2 Population

The population of this study consisted of the following with whom structured interviews and an interview schedules were conducted namely:

- Selected municipal councillors (Public representative councillors) of the Mangaung Metropolitan Municipality
- Selected ward councillors of the Mangaung Metropolitan Municipality

1.9.3 Sampling

Sampling is defined as the process of choosing a small group of respondents from a larger defined target population, assuming that the results discovered about the small group will allow the researcher to make conclusions concerning the larger group (Hair, Buch and Ortinau, 2003: 333). The probability random sampling method was used to select 30% out of a total of 49 ward committee members as well as to select 20% the 48 municipal councillors (Proportionally public representative councillors) that took part in the interview schedule. Although the researcher made use of a new interview schedule to administer the interviews with the municipal councillors, their willingness to participate was considered when the sampling size was constructed. The reason for this was that all municipal councillors (Proportionally public representative councillors) took part in the Competency Assessment Survey of Municipal Councillors conducted during 2012 in the Free State Province. The simple random sampling method was used to randomly selecting individuals from a sampling frame so that all municipal and ward councillors would have an equal chance of being selected. Leedy, (1985:154) is of the opinion that randomisation means selecting a sample from the whole population in such a way that the characteristics of each of the units of the sample approximates the characteristics of the total population. Salkind, (2009: 90-91) also explains that the most common type of probability sampling procedure is the simple random *probability sampling* method in that each member of the population has an equal and independent chance of being selected to be part of the sample.

1.9.4 Research instrument

A structured questionnaire was developed by using structured (closed-ended) and unstructured (open-ended) questions as to elicit information from the selected ward councillors (See Annexure B). A pilot study was conducted with a senior manager from the Mangaung Metropolitan Municipality who is familiar with the responsibilities of councillors (Proportionally public representative councillors) and ward councillors to test the quality and appropriateness of the research structured questionnaire and the interview schedule. In this study the structured interview schedule were used to conduct interviews with the selected municipal councillors (Proportional public representative councillors) of the Mangaung Metropolitan Municipality. The interview schedule consisted of structured (closed-ended) and unstructured (open-ended) questions (See Annexure C).

1.10 ETHICAL CONSIDERATIONS

Welman, Kruger and Mitchell, (2007: 181) states that certain ethical considerations concerned with issues such as plagiarism and honesty in reporting of results but additional issues arise when the research involves human subjects in both biological and social sciences. The following principles of ethical conduct were considered in the study:

- Permission Letter and consent. A letter (See Annexure A) was submitted to the Senior Director Corporate Services of the Mangaung Metropolitan Municipality to make them aware of the research purpose and to get their consent to make use of the structured questionnaire (See Annexure B) during structured interviews with selected ward councilors as well as to conduct the interview schedule (See Annexure C) with selected municipal councilors.
- Consent: Verbal permission was granted to the researcher by the Councillor Coordinator of the Mangaung Metropolitan Municipality to conduct the interviews and to make use of the questionnaire and the interview schedule. The Councillor Coordinator also assists the researcher with the distribution of the questionnaire and with the structured interviews with selected ward

councillors as well as with the structured interviews by using the interview schedule with selected municipal councillors.

- Voluntary participation of respondents to the questionnaire.
- Informed consent. Respondents were made aware of the purpose of the research and the respondents gave their consent to participate in the research.
- Privacy. The confidentiality and anonymity of participants was protected at all times.

1.11 LIMITATIONS

The study contains certain conditions, such as the commitment and willingness of participants to participate in the structured interviews.

1.12 DEFINITION OF CONCEPTS

1.12.1 Competencies. According to Grobler, et al (2006: 553) competencies on the one hand refer to the basic characteristics that can be linked to perform a job effectively by individuals or teams, while core competencies on the other hand refer to the integrated knowledge sets within an institution that create high value and distinguish it from other institutions. For the purpose of this study competencies refer to the ability of an individual to do a job properly.

1.12.2 Developmental local government. The White Paper on Local Government, 1998 defines developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and to improve their lives (Raga and Taylor, 2005: 140).

1.12.3 Local government

The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) section 151(1) defines local government as a sphere of government that consists of municipalities which cover the whole territory of the Republic of South Africa.

1.12.4 Metropolitan municipality

In terms of section 155(1) of the Constitution, 1996. (Act 108 of 1996) as cited by Madumo (2011:14) outlines a metropolitan municipality as a large gigantic area with a high population density, complex and with a diversified economy. A metro is understood to be a category (A) municipality capable of executing all the functions of government.

1.12.5 Municipality

Section 151(1) of the Constitution, 1996 states that local sphere of government consist of municipalities. The Local Government Municipal Structures Act, 1998 refers to a municipality as an organ of state within the local sphere of government consisting of political structures, office bearers and administration of the municipality within a geographic area. Van der Waldt, et al (2013:5) maintains that the word “municipal” has the same meaning as “local”. Therefore, the word municipality refers to the area of jurisdiction of a municipal or local government.

1.12.6 Municipal councillor

In terms of the Municipal Structures Act, 1998 a proportionally public representative municipal councillor is appointed by a political party to represent that party in the Municipal Council.

1.12.7 Training

According to Swanepoel, Erasmus and Schenk (2005:446) training refers to job related learning provided by employer to all employees, aimed at improving

employees skills, insight, knowledge, behaviour and attitude so that they can perform their duties according to the set organisational standard. Grobler, et al (2006:300) explains that general training refers to training in which employees gain specific skills that can be used at most institutions, while employee education involving basic skills would also qualify as general training such as how to improve reading and writing that would benefit any institution. Specific training refers to training in which employees gain information and skills that are designed for the specific workplace. Grobler, et al (2006:301) further explains that the concept training has been used to designate the acquisition of technical oriented skills by non-management personnel while the concept management development has been associated with the methods and activities designed to enhance the skills of manager. For the purpose of this study the definition of Swanepoel, et al (2005:446) will be used, namely; that training refers to job related learning provided by employer to all employees, aimed at improving employees skills, insight, knowledge, behaviour and attitude so that they can perform their duties according to the set organisational standard.

1.12.8 Training needs assessment

Grobler, et al (2006:304) explains that the first step in any training system entails a training needs assessment. The identification of training needs refers to a description of the specific training needed to improve job performance (Nel, et al 2001: 478).

1.12.9 Ward Councillor

A ward councillor is elected in terms of section 22 (1) 9b) of the Municipal Structures Act 1998 to represent a demarcated council ward. The ward councillor is also the chairperson of the Ward Committee (Section 73 (2) (a) of the Municipal Structures Act, 1998).

1.13 PROVISIONAL CHAPTER LAYOUT

The study is divided into the following five chapters:

Chapter 1: This chapter outlines the introduction to the study by outlining the training system in municipalities, statutory legislation pertaining to training, the problem statement, aim of the study and objectives, research methodology, limitations, clarification of concepts and provisional chapter layout. and objectives of this research study.

Chapter 2: This chapter focuses on the review of the legislative frameworks, the purpose of local government, the developmental role of local government as well as the requirements, purpose, roles, functions and mandate of municipal councillors and ward councillors.

Chapter 3: the chapter provides the theoretical overview of the functions and structures of legislative and executive authority and the role of municipal councils and councillors in local government. The chapter further outlines the current performance and service delivery challenges of developmental local government in South Africa.

Chapter 4: Empirical Investigation, results and findings. The chapter outlines the research methodology that will be used in this study. The chapter delineates the analysis, interpretations and findings of the study and extracts the main conclusions based on the findings.

Chapter 5: Conclusions and recommendations. A conclusion is drawn and proposals made concerning training courses for training of PR councillors and ward councillors.

1.14 CONCLUSION

This chapter provides a guideline on how the study will carry on. Therefore, this chapter manages to highlight the motivation of the research, the problem statement, objectives and research methods to be used. It further provides clarity in as far as the concepts that form the foundation of the research, are concerned. Drawing from the State of Local Government Report, 2009 that emphasises numerous service delivery and governance challenges of municipalities and municipal councillors

(Proportionally public representative councillors) and ward councillors, the Department of Co-operative Governance and Traditional Affairs (COGTA) launched the Local Government Turnaround Strategy (LGTAS) lately refer to as the “Back to Basics” initiative to deal with the factors undermining the developmental role of municipalities. It was explained in the chapter that the specific functions of a municipal councillor (Proportionally public representative councillors) are not comprehensively deal with in legislation, however, section 53 of the Municipal Systems Act, 2000 direct each municipality to define the specific role of each political structure and provide guidelines on how the councillors and municipal managers should interact to prevent any duplications. It is also emphasised that the South African Local Government Association (SALGA), (2011:182) municipal councillors are responsible for the following functions namely; municipal councillors should make decisions on behalf of their constituents they serve; municipal councillors represent the needs and interests of their constituents; municipal councillors should fulfil leadership roles in municipal councils; municipal councillors should act as custodians or guardians of public finance; municipal councillors should provide effective oversight over municipal executive and council officials and accounting officers; and municipal councillors should be responsive to the communities they serve.

The challenges that are encountered by municipal and ward councillors are magnified so as to prepare for the findings and remedy phase by the end of the study. As a result the chapter emphasises the sequence within which the dissertation will follow in terms of the research project and further outlines the focus areas of the research. As part of the literature study the overview the theoretical overview of developmental local government will be provided in chapter 2.

CHAPTER 2: THEORETICAL OVERVIEW OF DEVELOPMENTAL LOCAL GOVERNMENT

2.1 INTRODUCTION

It was indicated in Chapter 1, Section 1.2 that the new developmental role of local government requires from municipal councillors (Proportionally public representative councillors) and ward councillors to develop a culture that shifts from representative government to participatory governance. Raga and Taylor (2005:139) point to the fact that the new developmental role of local government places implicit responsibilities on local authorities. The developmental role of local government further requires a particular level of expertise and knowledge from municipal councillors to enable them to perform their functions in the best interest of the communities they were elected or appointed to serve.

The literature study will be covered in chapter 2 and chapter 3 of this study. Therefore, in this chapter a theoretical overview of developmental local government is provided. The chapter commences with an overview of developmental local sphere of government. The statutory and regulatory framework of local sphere of government will be provided followed, by a discussion about the key outcomes of developmental local government. The powers and functions, the objectives of local government are provided to emphasise the developmental role of all municipalities (metropolitan, district and local municipalities) local government. The different categories and structures of municipalities are provided. Lastly, the role of public participation, municipal integrated development planning, local economic development, performance management and inter-governmental relations are discussed.

2.2 AN OVERVIEW OF DEVELOPMENTAL LOCAL SPHERE OF GOVERNMENT

In terms of section 153 of the Constitution, 1996 a municipality must be structured and managed its administration and budgeting and planning processes in such a manner that it to give preference to the basic needs of the community. The Constitution, 1996 requires from national and provincial government to support and

strengthen the ability of local sphere of government to manage its own affairs, exercise its powers and to perform its functions through legislative and other measures. Section 152 of the Constitution, 1996 further requires that municipalities should promote the social and economic development of its community as well as to participate in national and provincial developmental programmes. In terms of Section 151 (1) and (2) of the Constitution 1996, the local sphere of government consists of municipalities, which must be established for the whole area of the Republic of South Africa. Section 152 of the Constitution, 1996, deals with the objectives of local government namely; to encourage the involvement of communities and community organisations in the matters of the municipality; to provide a democratic and accountable government for local communities; promote a safe and healthy environment; to ensure the provision of services in a sustainable manner and to promote social and economic development.

The White Paper on Local Government, (1998:46-47) puts forward three interrelated approaches which should assist municipalities to become more developmental namely their integrated development planning and budgeting, performance management and community involvement and participation in the affairs of local government. The Municipal Systems Act, 2000 provides the fundamental concepts that give effect to the new system of local government, namely;

- The engagement of communities in the affairs of municipalities concerning aspects such as planning, service delivery, and the performance management of a municipality;
- The establishment of a local government system that gives effect to the constitutional principles of transparency, efficiency and effectiveness;
- The establishment of financially and economically viable municipalities;
- Strengthen the need to promote a relationship between municipal councils, municipal administration and the local communities through the acknowledgement of reciprocal rights and duties;
- Promotion of a capable system of local government to fulfil its powers and functions.

Also, in terms of the above, it can be argued that local government must have competent councillors to promote local democracy and to involve the community in the design and delivery of municipal programmes that are incorporated in the integrated development plan of a municipality. According to Roux, (2005:69) local government is regarded as the sphere of government closest to communities and therefore the main function of municipalities is the provision of a variety of services as well as to promote the development of its local communities. Fourie and Opperman, (2011:33) mentioned that municipalities is as equal important as central and provincial government in accordance with the notion of distinct, interdependent and interrelated spheres of government. Section 151(4) of the Constitution, 1996 provides that the national or a provincial government may not compromise or impede a local sphere of government's ability or right to exercise its powers and to perform its functions. In addition, Section 154(1) of the Constitution, 1996 provides that national and provincial spheres of government must support and strengthen the capacity of local sphere of government to manage its affairs, to exercise its powers and to perform its functions.

2.2.1 Characteristics of developmental local sphere of government

The White Paper on Local Government, (1998:37) states that the developmental local government has four interrelated characteristics that all municipalities in South Africa should strive to achieve. The four characteristics of developmental local sphere of government entails the following; to maximise social development and economic growth; it includes integration and coordinating, to democratise development and the role of leading and learning. Thus, the concept of "developmental requirement" means that that the powers and functions of local government should be exercised in such a manner that it maximise the impact on the social and economic development of its communities.

In terms of White Paper on Local Government, (1998:39-40) the integrated development plan of all municipalities provides powerful tools for municipalities to facilitate integrated and coordinated delivery within a municipal area. Municipal councils fulfil a central role in promoting local democracy. Therefore, the municipal council should promote the involvement of the community and community groups in

the design and delivery of municipal programmes. Through effective leadership municipalities should play a strategic policy-making and visionary role to seek and to mobilise a range of resources to meet the basic needs and the achievement of developmental goals. Each of the characteristics of developmental local government as emphasised in the White Paper on Local Government, (1998:38) are discussed in the next sections.

2.2.1.1 Maximising social development and economic growth

The National Development Plan, (2012:16) sets out specific interlinked priorities that includes *inter alia* to build a capable and development state and to encourage strong leadership throughout society to work together to solve problems. One could argue that the focus on the promotion of developmental local government is seen as a national priority as well as the promotion of public participation. In addition the White Paper on Local Government, (1998:38) provided that the powers and functions of local government should be exercised in such a way that it has a maximum impact on the social development of communities. Maserumule, (2010:47) is of the opinion that the functions that a municipality fulfil should be done in such a manner that it has a positive impact on the social development of the municipal area more especially in meeting the basic needs and stimulating local economy in an area. Social development is concerned with the provision of basic services such as water and electricity to ensure that the members of the local communities maintain at a municipality a minimum standard of living (Koma, 2012:56). Additionally Tsatsire, (2008:117) expressed an opinion that the closeness of local government to the community makes it an ideal agent of social and economic growth. Thus, municipalities should play a dynamic role in guiding the local economic development by mobilising resources that are available and directing them towards the realisation of the local economic development goals. Local government is a sphere strategically located for rendering of multiple services and redistribution of wealth through its preferential supply chain policies and a progressive taxation policy (Tsatsire, 2008:117). Furthermore local government can also promote social development through arts and culture related activities, the provision of recreational and community facilities, and the delivery of aspects of social welfare services. More

over the empowerment of marginalised and disadvantaged groups is an important contribution to social development (Tsatsire, 2008:117).

2.2.1.2 Integrating and coordinating

The functions of many different role players that contribute towards the development of a municipal area should be integrated and coordinated effectively such as national and provincial governments departments, parastatals (Such as Eskom and Transnet) trade unions, community groups and private sector organisations (Maserumule, 2010:47 and Vyas-Doorgapersad, 2010:47). The White Paper on Local government (1998: 39) provides that developmental local government must provide a vision and leadership for all those who have a role to play in achieving local prosperity. Tsatsire, (2008:118-119) warns that poor coordination between service providers could destabilise the developmental efforts of municipalities. The desired coordination and integration can be achieved through Integrated Development Plans (IDP), which has powerful tools for municipalities to facilitate integrated and coordinated delivery within their locality (Tsatsire, 2008:119). Effective integration and coordinated delivery requires effective leadership from various role players within a municipality to achieve the developmental goals effectively.

2.2.1.3 Democratising development

According to the White Paper on Local Government, (1998:40) municipal councils play a central role in the promotion of local democracy. As such municipal councillors should promote the involvement of its communities and community groups in the design and delivery of its municipal programmes. In terms of section 152(i) (e) of the Constitution, 1996 municipalities have to encourage the involvement of communities and community organisations in matters of local government. The Municipal Structures Act of 1998 also makes provision for citizen participation in the affairs of municipalities. Section 72 of the Municipal Structures Act of 1998 makes provision for the establishment of ward committees to ensure active participation by communities in matters related to the local sphere of government. Tsatsire, (2008:120) explains that municipal councillors have to promote the involvement of citizens and community groups in the design and

delivery of programmes, with specific emphasis on the participation of marginalised sectors of the communities and excluded groups in the participation process to democratise development initiatives.

2.2.1.4 Leading and learning

The White Paper on Local Government, (1998:41-42) provided that extremely rapid changes at the global, regional, national and local spheres are forcing local communities to rethink the way they are organised and governed. According to Maserumule, (2010:47) local municipalities should strive to find new ways to sustain their economies, to protect their environments, to build their societies and to improve personal safety and to eradicate poverty in the municipal area. Tsatsire, (2010:120) expressed an opinion that developmental local government requires that municipalities become more strategic, visionary and very influential in the way they operate. Koma, (2012:57) contends that municipalities must take a leading role within their jurisdictions. As such the different role players of municipalities should be innovative and they have critical roles to fulfil as policy makers, planners, innovators and providers of basic needs of the communities within their jurisdictions. Social economic growth is one of the key developmental issues at the local sphere of government.

From the characteristics provided above, it is clear that development in local government has to be sustainable. Sustainable development should reflect a process that meets the needs of the communities (Tsatsire, 2010:126). Raga and Taylor, (2005:141) argues that the new developmental mandate requires from municipal councils to develop a culture that transform from representation to participatory local government. The focus of the theoretical overview emphasised the best practice principles and guidelines applicable to promote developmental local government, which is discussed in the next section.

2.3 THE STATUTORY AND REGULATORY FRAMEWORK OF DEVELOPMENTAL LOCAL SPHERE OF GOVERNMENT

In this section the statutory and regulatory framework pertaining to developmental local sphere of government is explained. The statutory and regulatory framework establishes a basis and scope for the developmental local sphere of government of which the representative council members and ward council members should be aware of to promote effective service delivery and development in all municipalities.

2.3.1 The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

The local sphere of government plays a considerable developmental role in the provisioning of public goods and services to the communities of South Africa. In terms of Section 152 and 153 of the Constitution, 1996 the objectives of the local sphere of government, is to ensure the provision of services to the communities in a sustainable and accountable manner. Section 195 of Chapter 10(1) of the Constitution, 1996, clearly stipulates that the government must be responsive to the needs of the citizens and the public must be encouraged to participate in policy making. In terms of municipal service delivery, Section 195 of the Constitution, 1995 stipulates that public administration should adhere to the number of basic principles and values, including that services should be provided impartially and equitably and that resources should be utilised in an efficient, economical and effective manner. In this regard, municipal councillors of the Mangaung Metropolitan Municipality must be responsive to the needs of the citizens and the public must be encouraged to participate in policy making.

2.3.2 Development Facilitation, 1995 (Act, 67 of 1995)

The Development Facilitation Act, 1995 (Act 37 of 1995) was the first to officially legislate integrated development planning for all municipalities across South Africa. The main aim of this Act is to encourage the efficient and integrated land development, by promoting the integration of social, economic, institutional and

physical aspects of development and also integrated land development in urban and rural areas.

The Development Facilitation, 1995 provides a framework to facilitate the implementation of reconstruction and development programmes and projects in relation to land. It lays down the general principles governing land development throughout South Africa. The Act also makes provision for development and planning commission so as to advise government and to provide for development tribunals in all 9 provinces. The main objective of the Development Facilitation Act, 1995 is the acceleration of the delivery of housing development for poor South Africans. The Act makes it obligatory for all municipalities to focus on its developmental role by requiring municipalities to compile Integrated Development Plans (IDP) as well as to formulate land development objectives (LDO).

2.3.3 The Demarcation Act, 1998 (Act 27, of 1998)

Section 4 of Demarcation Act, 1998 (Act 27 of 1998) makes provision for the determination for municipal boundaries by the municipal demarcation board. In terms of section 24 (a) of the Demarcation Act, 1998 the Constitutional developmental mandate as provided in section 152 (1) of the Constitution, 1996 is outlined.

Section 24 of the Demarcation Act, provided that when the Demarcation Board determines a municipal boundary, its objective must be to establish an area that would:

- (a) Enable the municipality for that area to fulfil its Constitutional obligations, including:
- I. the-provision of democratic and accountable government for the local communities;
 - II. the provision of services to the communities in an equitable and sustainable manner;
 - III. to promote social and economic development;

- IV. to promote a safe and healthy environment and to encourage the involvement of communities and community organisations in matters of local government
- (b) Enable effective governance:
 - (c) Enable integrated development; and
 - (d) Have a tax base as inclusive as possible of user, of municipal services in the Municipality.

The formulation of Demarcation Act, 1998 has led to the complete change in the size of local government in South Africa, by reducing the number of municipality from 843 to 293 during 1995. In terms of the Act the number was even reduced further to 284 which later were amended to 283 (Thornhill, 2008:498).

2.3.4 The Local Government Transition Second Amendment Act, 1996 (Act 97 of 1996)

In terms of section 10 of the Local Government Transition Second Amendment Act, 1997 each municipality should conduct its affairs in an effective, economical, efficient manner with a view to optimising the use of resources in addressing the needs of the society. The Act further provides that municipalities have to conduct its financial affairs in an accountable and transparent manner by preparing its budget in accordance with the Integrated Development Plan (IDP). The Government Transition Second Amendment Act, 1997 further requires that in respect of all its powers, duties and objectives all municipalities must structure and manage its administration, budgeting and planning processes in such a manner that it gives priority to the needs of its community and the promotion of social and economic development within its area of jurisdiction. The Act provides that municipalities must support the implementation of national and provincial development programmes, manage its financial resources to meet and sustain developmental objectives, monitor and assess performance periodically against its Integrated Development Plan, and that municipalities have to report and receive comments annually from its community pertaining the objectives of the Integrated Development Plan.

2.3.5 Intergovernmental Fiscal Relations Act, 1997 (Act 57 of 1997)

The Constitution, 1996 obliges all spheres of government to cooperate with one another in mutual trust and good faith through fostering friendly relations; assisting and supporting one another; informing one another of, and consulting one another on, matters of the same interest; and coordinating their actions and legislation with one another. The Constitution, 1996 makes provision in section 41 for the notion of cooperative government. It means that government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated.

The Intergovernmental Fiscal Relations Act, 1997 (Act 57 of 1997) provides a framework for promoting intergovernmental relations between the three spheres of government, as well as providing mechanisms and procedures for settling disputes. The Act provides the mechanism for the division of nationally raised revenues between the three spheres of government. The Act further establishes the Budget Forum, in which local government issues are discussed as part of the national budget process. The Intergovernmental Fiscal Relations Act, 1997 provides that a Division of Revenue Bill is tabled annually, setting out (among other things) the amounts to be transferred to each municipality.

2.3.6 Local Government: Municipal Structures Act, 1998 (Act 117 of 1998)

The Municipal Structures Act, 1998 was developed to further the vision of the White Paper on Local Government 1998, which includes among other things the development and implementation of an effective performance management system at the local sphere of government (Tsatsire, 2008:132). In terms of section 19 of the Municipal Structures Act, 1998 a municipal council must review on an annual basis the following:

- a) The needs of the community they serve;
- b) Its priorities to meet those community needs;
- c) Its processes for public participation;

- d) Its organisational and delivery mechanisms for meeting the needs of the community; and
- e) The overall performance in achieving the objectives set out in Section 152 of the Constitution, 1996.

According to Thornhill, (2008:499) the Municipal Structures Act, 1998 predominantly makes provision for the following:

- The establishment of municipalities in accordance with the requirements relating to the category and type of municipality;
- To establish criteria for determining the category of municipality for an area;
- To provides an appropriate divisions of powers and functions among other categories of municipality;
- To regulate the internal structures of political office bearers and senior officials; and
- To provide for appropriate electoral systems.

2.3.7 Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) and Amendment Act, 2011 (Act 7 of 2011)

The Municipal Systems Act, 2000 makes provision amongst others for the fundamental processes of municipal planning, municipal performance management, community participation, municipal human resource management, resource allocation, integrated development plan and organisational change.

Chapter 5 of the Municipal Systems Act, 2000 makes provision for the Integrated Development Plan, in which a municipality must assess the following;

- The current situation in the municipal area, including available resources, skills and capabilities;
- To assess the needs of the community with and through community structures and individual community members;
- To prioritise identified needs;
- To set goals to meet the community needs; and

- To devise strategies to achieve the goals of the municipality in an effective manner.

Chapter 4 of the Municipal Systems Act, 2000 makes provision on how a municipality should govern its activities; requirements such as the development of Integrated Development Plans, Performance Management Systems (PMS) and the constitutional requirements for public participation are outlined. The Act implies that councillors are required to consult with the citizens to get inputs on, the municipal budget, the Integrated Development Plan as well as the performance management system of the municipality (Du Plessis and Lues, 2011:108).

2.3.8 Intergovernmental Relations Framework 2005 (Act 13 of 2005)

The Intergovernmental Relations Framework Act, 2005 gives effect to the Constitutional obligation of cooperative governance. Layman, (2003:29) states that the primary object of cooperative government is to provide effective and efficient government cooperation between the three spheres of government. Layman, (2003:29-30) further contends that cooperative governance means that the three spheres of government have to promote the following:

- Mutual consultation on policy and legislation;
- Coordinated strategic planning; and
- Accountability for performance and expenditure in terms of legislation.

The Intergovernmental Relations Framework Act, 2005 further makes provision for the structures and institutions to foster intergovernmental relations among all the three spheres of government (Handbook for Municipal Councillors, 2011: 210). The Act provides the mechanisms and procedures for settling disputes among all the spheres of government.

Tsatsire, (2008:88) states that intergovernmental relations is intended to promote and facilitate cooperative decision making and ensure that policies and activities across all spheres encourage service delivery and meet the needs of citizens in an

effective manner. This, councillors has to promote effective cooperation with communities to meet the needs of citizens in an effective manner.

2.3.9 Local Government Turnaround Strategy, (LGTAS), 2009

The Local Government Turnaround Strategy (LGTAS) lately refer to as the “Back to basics” concept was introduced to pursue the vision of developmental local government with a strong emphasis on improving performance, monitoring, governance and accountability (Van Niekerk, 2012:58). Furthermore, the Local Government Turnaround Strategy is regarded as a comprehensive intergovernmental intervention aiming to organise all municipalities and their communities to embark on an effort to deal with factors undermining the countries municipality and to restore good performance and effective service delivery.

The Local Government Turnaround Strategy strives to address the shortcomings of developmental local government through five strategic objectives, which are:

- To ensure that municipalities meet the basic services needs of the communities;
- To build clean, effective efficient, responsive and accountable local government;
- To improve performance and professionalism in municipalities;
- To improve national and provincial policy, oversight and support; and
- Strengthen partnerships between local government, communities and civil society (COGTA, 2009b:19).

Van Niekerk, (2015:12) explained that the lately local government stakeholders replace the name Local Government Turn Around Strategy with the concept “Back to Basics”. The “Back to Basic” concept emphasised the same five strategic objectives as discussed above to strive to promote effective efficient, responsive and accountable local government.

2.3.10 National Framework for Local Economic Development (LED), 2006

The Constitution, 1996 outlines the developmental mandate of local government as follows:

- To advance social and economic development; and
- a safe and healthy environment,
- To give priority to the basic needs of communities and
- To encourage community participation.

The National Framework for Local Economic Development (LED), 2006 in South Africa was introduced to support the development of sustainable local economies through integrated government action. The Constitution, 1996 places the responsibility on local government to facilitate local economic development in South Africa.

The White Paper on Local Government, (1998: 42) introduced the concept of developmental local government, municipalities are not directly responsible for job creation. The main purpose of local economic development is to maximise the economic potential of municipalities. Municipalities should strive to enhance the resilience of macro economies through increased local economic growth, employment creation and development initiatives within their area of authority (Local Government Handbook South Africa, 2012:12).

The Local Government Handbook of South Africa, (2012:12) indicated that local economic development seeks to encourage communities to work collectively to achieve sustainable economic growth and development by promoting economic benefits and improved quality of life for all communities within a municipal area. The framework emphasises that municipalities have a major role to fulfil to promote sustainable economic growth in its area of authority.

2.4 KEY OUTCOMES OF DEVELOPMENTAL LOCAL GOVERNMENT

The White Paper on Local Government, (1998:42) provided the following key outcomes of developmental local government:

- The provision of household infrastructure and to provide basic services;
- The creation of liveable, integrated cities, towns and rural areas; and
- To promote local economic development within its area of authority.

Each of the key outcomes of developmental local government is discussed below.

2.4.1 Provision of household infrastructure and services

According to the White Paper on Local Government, (1998:43) local government is responsible for the provision of household infrastructure and basic services that form part of social and economic development. In terms of the White Paper on Local Government, (1998:43) basic municipal services usually refers to the provision of water, sanitation, local roads, electricity, drainage, and refuse collection.

A good starting point for positive development must be to prioritise the delivery of basic level and minimum standard of services to all communities (Koma, 2012:58). This can be achieved through the assistance of capital grants from the consolidated infrastructure programme, or through local cross subsidisation, by mobilising private investment in municipal infrastructure.

2.4.2 Creation of liveable, integrated cities, towns and rural areas

Koma, (2012:121) states that integrating spatial disparities of urban and rural settlement in South Africa is crucial for the overall acceptance, success and prosperity of South African communities. Tsatsire, (2011:122) is of the opinion that spatial structures in South Africa are characterised by townships being located far away from towns and places of work, which is the reason why development of an integrated spatial development. Such an approach will enhance economic growth

and it should facilitate more sustainability in the provision of services and development.

2.4.3 Local Economic Development

According to Koma, (2012: 58) municipalities should do more to promote sustainable local economic development and to enhance its basic service delivery initiatives. Koma, (2012: 58) further indicates that through the provision of good quality, cost effective services and by making a local area a pleasant place to live and work, significant boosting of the local economy can be achieved. The powers and functions of local government are outlined in the following section.

2.5 POWERS AND FUNCTIONS OF LOCAL GOVERNMENT

The local sphere of government, unlike any other sphere of government is governed by the principles and guidelines laid down in the Constitution, 1996. The Constitution, 1996 provides the framework where by the national and provincial spheres of government must adhere to when dealing and interacting with local government.

Tsatsire, (2008:72) outlines the following broad principles underlying the new system of local government. Firstly, the Constitution, 1996 grants local government original powers. Secondly, the local sphere of government is no more only responsible for the delivering of services but municipalities are essential for social and economic development. Thirdly, local government with its resources constraints has to appropriately contribute to both economic growth and social redistribution. Fourthly, local government must promote the democratic participation of communities. Lastly, municipalities constituting the new local government system have to be financially viable and sustainable.

In terms of Section 156 and section 229 (1) of the Constitution, 1996 local government has been consigned with the following extensive powers and functions:

- The right to managed local government matters entrusted to it by the Constitution, 1996;
- The authority to administer by-laws for the effective administration of the matters assigned to it, such as to impose rates, taxes and surges for the services provided by or on behalf of the municipality;
- May develop and or approve policies, plans and strategies, promote development and implement national and provincial legislation as assigned to it in terms of the Municipal System Act, 2000;
- To fulfil its functions with executive and legislative competence (Thornhill, 2008:503).

In this regard, Thornhill, (2008:503) maintains that the local government has executive authority of, and has the right to administer the following:

- The local government matters listed in part B of schedule 4 and schedule 5; and some or other matter assigned to it by national or provincial legislation; and
- The right to exercise any power concerning a matter reasonably necessary for, or incident to, the effective performance of its functions.

In terms of Section 155(6) and (7) of the Constitution, 1996 local government are responsible for the matters as listed in Table 2.1 below.

Table 2.1 Local government matters listed in Section 155(6) of the Constitution, 1996

In terms of Section 155(6) and (7) of the Constitution, 1996 local government are responsible for the following matters:

- Air pollution;
- Municipal planning;
- Child care facilities;
- Electricity and reticulation;
- Fire fighting services.
- Local tourism;
- Municipal airports;
- Municipal health services;
- Municipal public transport;
- Municipal public works more especially to the needs of municipalities in discharge of their responsibilities to administer functions assigned to them as provided in the Constitution, 1996 or any other laws;
- Storm water management systems more especially in build-up areas; and
- Water and sanitation, domestic waste water and sewage disposal systems.

In terms of Section 155 (6) and (7) of the Constitution, 1996 the following are the local government matters as set out for provinces:

- Beaches and amusement facilities;
- Posters and display of advertisements in public places;
- Cemeteries, funeral parlours and crematoria;
- Cleansing and the control of public nuisances;
- Control of undertaking that sell out liquor to the public;
- Facilities for the accommodation, care and burial for animals;
- Local amenities;
- Municipal parks and recreation;
- Municipal roads;
- Refuse removal, refuse dumps and solid waste disposal;
- Street lighting; and
- Traffic and parking spaces.

In light of the above table all the spheres of government must work together as a system of cooperative administration and governance, which includes provincial and national spheres.

The Constitution, 1996 provides that the executive and legislative authority of the municipality is vested in municipal council. Section 154(1) and (2) of the Constitution, 1996 provides that national and provincial government, must maintain and strengthen the capacity of municipalities to control their own affairs, to exercise their powers and functions effectively. The Constitution, 1996 also makes provision that draft national and provincial legislation that affects the status, institutions, powers or functions of local government must be published for public comment before it is introduced to parliament or a provincial legislature.

2.5.1 Assigned powers of local government

Section 156 (1) of the Constitution, 1996 makes provision for the assignment of powers for local government. Assignment refers to schedule 4 or 5 matters assigned to a municipality by national and provincial government if the matter would be most effectively administered locally and the municipality has the capacity to administer it. The objectives of local government are discussed in the following section below.

2.6 OBJECTIVES OF LOCAL GOVERNMENT

Section 151 of the Constitution, 1996 local government has to achieve the following objectives:

- 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.

What is contemplated in the provision is that all municipalities should structure and manage its affairs in such a manner that it fulfils its developmental role in an effective manner. While, section 153 of the Constitution, 1996 provided that a municipality has to structure and manage its administration and budgeting and planning processes in such a manner that it to gives priority to the basic needs of the community, as well as to promote the social and economic development of the community. The Act further provided that all municipalities have to participate in national and provincial development programmes. The different categories of municipalities are outlined below.

2.7 CATEGORIES OF MUNICIPALITIES

The Municipal Structures Act, 1998, chapter 1, part 1 provided the various categories and types of municipalities. The table below illustrates the various categories of municipalities as follow:

Table 2.2 Various categories of municipalities

Municipal category	Description of category
Category A: Metropolitan council	A municipality that has exclusive municipal and legislative authority in its area. This is regarded as a large urban area with extensive business and industrial activity with a maximum of 270 councillors.
Category B: Local council	A municipality that shares municipal executive and legislative authority in its area and category C within whose area it falls. Additionally, this consists of local councils in small urban areas. Lastly, local councils with more than seven councillors are divided into wards.
Category C: District council	A municipality that has municipal executive and legislative authority in an area that includes more than one area.

(Source: Municipal Structures Act, 1998; Nyalunga 2006:4; Handbook for Municipal Councillors, 2011:37).

As provided in Table 2.1 above Nyalunga, (2006:4) point out that that metropolitan council are restricted to its area of jurisdiction while, local and district councils share the same authority. The Municipal Structures Act, 1998 provides that metropolitan councils have a single metropolitan budget, common property ratings and service tariffs system and a single employer body. The Municipal Structures Act, 1998 further provides that district councils must strive to achieve the integrated, sustainable and equitable social economic development for its area of authority.

According to Fourie, (2000: 42) it is an imperative for a municipal council to have an understanding of municipal applicable laws and structures of local government, as well as the what impact the changes in structures will have on the governing and representative function of councillors. As indicated in the table above category B and category B municipalities have similar characteristics in terms of service delivery, of which the main responsibility of councillors are to represent their local councils. Thus, district councils have to fulfil a supportive role.

In addition, local government is made up of 241 local councils, with 52 District Councils and 14 district management areas for South Africa as a whole. More to this there are seven metropolitan municipalities in South Africa namely:

- Nelson Mandela Metropolitan Municipality;
- City of Johannesburg;
- Mangaung Metropolitan Municipality;
- Cape Town Metropolitan Municipality;
- Tshwane Metropolitan Municipality;
- EThekweni and Ekurhuleni Metropolitan Municipality; and
- Buffalo City Metropolitan Municipality (Handbook for Municipal Councillors, 2013:37).

According to Thornhill, (2008:499) the Municipal Structures Act, 1998 makes provision for two kinds of councillors in a municipal council, whereby 50% of these

councillors are elected on the ward basis. This means that a (municipality except a district and some metropolitan areas) are divided into wards and the electorate in each ward elects a councillor to represent them in councils. The other 50% of councillors are elected on proportional basis through the party list system and according to the number of votes the party accumulates. Section 20(1) of the Municipal Structures Act, 1998 further provides that district councils or a local council should not have more than 90 councillors in their councils. Metropolitan municipality should not have more than 270 councillors in their respective councils (Madumo, 2011: 32).

2.8 STRUCTURES OF LOCAL GOVERNMENT

Section 51 of the Municipal Systems Act, 2000 prescribes the organisational structuring of local government which states that a municipality must, within its administrative and financial capacity, establish and organise its administration in a manner that would enable the municipality to:

- Be responsive to the needs of the local community;
- Facilitate a culture of public service and accountability amongst its staff;
- Be performance orientated and focused on the objects of local government set out in section 152 of the Constitution, 1996 and its developmental duties as required by section 153 of the Constitution, 1996;
- Ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality's integrated development plan;
- Establish clear relationships, and facilitate co-operation, co-ordination and communication, between its political structures and political office bearers and its administration and its political structures, political office bearers and administration and the local community;
- To organise its political structures, political office bearers and administration in a flexible way in order to respond to changing priorities and circumstances (Section 51 of the Municipal Systems Act, 2000).

The Municipal Systems Act, 2000 further provides that municipalities must perform its functions through operationally effective and appropriate administrative units and mechanisms, including departments and other functional or business units when necessary, on a decentralised basis. Municipalities have to assign clear responsibilities for the management and coordination of these administrative units and mechanisms and to hold the municipal manager accountable for the overall performance of the municipality. The next section addresses the role of public participation in developmental local government.

2.9 ROLE OF PUBLIC PARTICIPATION IN DEVELOPMENTAL LOCAL GOVERNMENT

In terms of section 152 of the Constitution, 1996 local government has to promote democratic and accountable government and it have to encourage the involvement of communities and community organisations in the matters of local government. De Visser, (2009:18) argues that the involvement of communities in municipal affairs is not only a key objective of local government but also one of the main reasons for South Africa's choice of developmental local government. This statement is supported by Tsatsire, (2008:163) who also states that the system of developmental local government is incomplete without public participation structures and systems. This statement is further highlighted by Madumo, (2011:51) who states that public participation is an essential element of democracy, which makes it a sacred notion that is applauded by everyone. The Constitution, 1996 provides that local government must engage with the citizens when making decisions that affect communities' lives.

The adoption of a developmental approach at local government implies a move away from purely rendering of services to the people, but to engage directly with the communities pertaining to how resources should be allocated (Tshabalala, 2006:51).

Section B of the White Paper on Local Government, (1998:53) stipulates that developmental local government should play a central role in representing the local communities, as well as to protect human rights and to meet the basic needs of all communities. The White Paper on Local Government, (1998: 53-54) further

stipulates that local government must focus its efforts and resources in such a manner to improve the quality of life of local communities especially those members and groups within communities that are most often marginalized or excluded, such as women, disabled people and very poor people. In addition all municipalities are tasked to involve communities in drafting of their Integrated Development Plans (IDP), their budget, and in the taking of decisions regarding service delivery and development projects (De Visser, 2009:19).

According to Njenga, (2009:12) the White Paper on Local Government, (1998: 53-54) further provides that municipalities have to develop mechanisms to ensure community participation, including:

- Forums to influence policy formulation both from within and outside local government;
- Structured stakeholder involvement in certain council committees;
- Participatory budgeting initiatives to ensure that community priorities are aligned to capital investment programmes;
- Focus group participatory to gather information on specific needs and values of communities. The requirement is that this function should be carried out together with NGOs and community based organisations; and
- Providing support to associations to enhance their organisational development.

It is thus necessary for councillors to take up their responsibility pertaining to promote democratic and accountable local government and to encourage the involvement of communities and community organisations in the matters of local government that affect the communities.

2.9.1 Public participation in the IDP process

Public participation is described by the IDP Guide Pack 1 (DPLG, 2001a:38) as one of the ways of enabling interaction between local government and its communities.

The IDP Guide Pack 1 (DPLG, 2001a:38) further gives the following reasons for public participation in the Integrated Development Planning process:

- To ensure that development responds to the people needs and problems;
- To ensure that municipalities come up with appropriate and sustainable solutions to problems of communities in a municipality;
- To entrench a sense of ownership to local communities;
- To promote transparency and accountability by providing feedback to communities pertaining to the different phases of the Integrated Development Planning (IDP) (Njenga, 2009:18; IDP Guide Pack 1 DPLG, 2001a:38).

In light of the above one could argue that public participation is also a mechanism to promote effective monitoring and evaluation of the overall performance of a municipality. Therefore, there should be a clear linkage between public participation and monitoring and evaluation in all municipalities to promote an effective, efficient, responsive and accountable local government.

The Municipal Systems Act, 2000 stipulated in Section 17(2) declares that pertaining to the public participation mechanisms, processes and procedures, municipalities must take into account the special needs of people who cannot read or write, people with disabilities, women, and other disadvantaged groups.

2.10 MUNICIPAL INTEGRATED DEVELOPMENT PLANNING (IDP)

The Municipal Systems Act (2000) requires that each elected council should develop and adopt an Integrated Development Plan (IDP) at the start of its term of office. Integrated Development Planning is a process by which municipalities prepare five year strategic plans that are reviewed annually in consultation with communities and stakeholders (The Local Government Handbook South Africa, 2012:10). An Integrated Development Plan (IDP) is one of the main approaches used by the South African Government to promote its developmental role. Tsatsire, (2008:124) states that the main purpose of Integrated Development Planning is to enhance the level of

service delivery as well as to address poverty through an integrated and aligned approach among role players and stakeholders within its area of authority.

The White Paper on Local Government, (1998:46) stipulates that Integrated Development Planning refers to planning and strategic frameworks to assist municipalities to fulfil their developmental mandate. A municipalities Integrated Development Plan (IDP) should promote the alignment of resources with objectives, the integration of planning activities, prioritising of essential aspects, prioritising of poverty alleviation initiatives and that scarce resources are utilised in such a manner that it has an impact on improving the general welfare of communities (Tsatsire, 2009:125).

In terms of section 26 of the Municipal Systems Act, 2000 and the White Paper on Local Government, (1998:47) an Integrated Development Plan (IDP) must reflect the following:

- The municipal council vision for the long term development of the municipality with special emphasis on the municipalities most critical development and internal transformation needs;
- An assessment of existing level of development in the municipality , which must include an identification of communities who do not have access to basic municipal services;
- The councils development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- The councils development strategies must be aligned with any national or provincial sectoral planning requirements binding on the municipality in terms of legislation;
- A spatial development framework which must include the provision of basic guideline for a land use management system for the municipality;
- The council operational strategies;
- Applicable disaster management plans;

- A financial plan, which must include a budget projection for at least the next three years; and
- The key performance indicators and performance targets.

According to Thornhill and Cloete, (2014:93-94) councillors should fulfil a leading role in the preparation of a municipalities' Integrated Development Plan (IDP) to ensure that every constituency's specific needs are acknowledged. Thornhill and Cloete, (2014:93-94) further point out that as soon as the Integrated development Plan (IDP) has been completed and adopted by the metropolitan council and in the case of a local municipality, adopted by the district municipality, the implementation should be monitored. Therefore, councillors should fulfil their governing responsibilities by evaluating the extent to which the executive actions will succeed in achieving the planning goals and whether the actions are efficient and effective. This, one could argue that municipal councillors and to a certain extent ward councillors should be familiar with the integrated development planning process and councillors should exercise their governing responsibility by evaluating whether the planned actions are achieved in an effective manner.

2.11 ROLE OF LOCAL ECONOMIC DEVELOPMENT IN DEVELOPMENTAL LOCAL GOVERNMENT

According to (Muller, 2012:15) Local Economic Development (LED) can be described as a mechanism which allows local government and their communities to shape their environments, improve competitiveness in their local economies and to ensure the provision of infrastructure and public services. Furthermore it support previously disadvantaged people and marginalised communities, black empowerment enterprises and small medium and enterprises (SMME's) in order to allow them to participate to the reduction of inequality across the nation. According to the Education and Training Unit (ETU) (2011:3-4) Accessed 10 June 2014, the following principles reflect the importance of (LED) in the reduction of poverty and inequality:

- To prioritise job creation and poverty alleviation;

- To target previously disadvantaged groups, marginalised communities, and geographical regions to allow them to participate fully in the economic life of the country;
- To involve local, national and international partnerships among communities; business and government to create joint ventures build up local areas;

Local economic development must be developed as an approach that is best suited to a local context involving the integration of diverse economic initiatives in a comprehensive approach to local development (Asmah-Andoh, 2009:108). As provided in terms of section 152 of the Constitution, 1996 and The White Paper on Local Government, (1998:132) elected representatives (Proportional public representative councillors) have to take up their responsibility pertaining to promote democratic and accountable local government and to encourage the involvement of communities and community organisations in the matters of local government such as the municipalities Integrated Development Plans (IDP) and local economic development matters that affect the communities.

2.12 THE ROLE OF PERFORMANCE MANAGEMENT IN DEVELOPMENTAL LOCAL GOVERNMENTAL

The White Paper on Local Government, (1998: 51) states that performance management is crucial in ensuring that plans are being implemented, that they are having the desired development impact, and that resources are being used efficiently. In addition the White Paper on Local Government, (1998: 56) stipulates that the democratic local government system must address its weaknesses and that it should build the capacity of its municipalities to address the numerous challenges faced by local government. In order to address such weaknesses, performance management is critical to ensure that Integrated Development Plans are being implemented, and that resources are used efficiently. This statement is supported by Tsatsire, (2008:131) who states that performance management is aimed at ensuring that municipalities measure their Integrated Development Plans (IDP) and thereby continuously improve their operations, performance and accountability.

The Municipal Structures Act, 1998 makes provision for the main principles, mechanism and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and to promote affordable basic services.

Chapter 6 of the Municipal Systems Act, 2000 outlines the main components of performance management. It entails that all municipalities (Metropolitan, district and local municipalities) in terms of its performance system must ensure the following:

- Set appropriate key performance indicators as a benchmark for measuring performance, with regard to the municipality's development priorities and objectives set out in its Integrated Development Plan;
- Set measurable targets, monitor and review performance based on the indicators linked to their IDP at least once in a year;
- Establish a process of regular reporting to the council, other political structures, political office bearers and staff of the municipality; and the public and the appropriate organs of state.
- Involve the community in setting indicators and targets and reviewing

In light of the above and in terms of the Municipal Systems Act, 2000, section 42 a municipality through appropriate mechanisms, processes and procedures must involve the local community in the development, implementation and review of the municipalities performance management system and in particular allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality. This is in line with the powers and objectives of a municipal council as set out in chapter 3 of the Municipal Structures Act, 1998 as well as in the White Paper on Local Government (1998:109) that proposes a developmental local government. The main role of a municipal council is to review the needs of the community, its priorities to meet those needs, its processes for involving the community, its organisational and delivery mechanism for meeting the needs of the community and its overall performance in achieving the objectives. Therefore, one could argue that municipal councillors should involve

the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality.

2.13 THE ROLE OF INTERGOVERNMENTAL RELATIONS IN DEVELOPMENTAL LOCAL GOVERNMENTAL

In terms of section 40 of the Constitution, 1996 government of South Africa is divided into three spheres, which are national, provincial and local government. All the spheres of government are distinctive, interdependent and interrelated with respect to administration and legislation therefore, all three spheres have to cooperate with one another in mutual trust and in good faith (Kahn, Madue and Kalema, 2011:64-65). According to the National Treasury, (2011:28) projects and programmes cannot succeed without effective intergovernmental relations. Thus, an important element of cooperative governance is that there needs to be a clear understanding of each sphere of government powers and functions to ensure that an organ of state does not intrude on the geographical, functional or institutional integrity of government in another sphere (National Treasury, 2011:28).

Section 41 (2) of the Constitution, 1996 provides that an Act of Parliament must establish or provide for processes, structures and institutions to promote and facilitate intergovernmental relations as well as to provide for appropriate mechanisms and procedures to facilitate the settlement of intergovernmental disputes.

According to Malan, (2005:229) there are six key objectives of intergovernmental relations, namely:

- “Achieving key national policy goals, with clear objectives informed by provincial and local circumstances;
- Cost-effective and sustainable service provision, responsive to needs of communities and accessible to all;
- Clearly demarcated areas of responsibility and accountability for all state institutions;

- Deliberate management of devolution to provincial and local governments while exploring asymmetrical options for devolution when capacity is poor;
- The encouragement of creativity for collaboration and partnership while strengthening performance and accountability of distinctive institutions; and
- Elimination of wasteful and unnecessary duplication of services”.

In terms of the above mentioned objectives Layman, (2003:30) states that strategic planning is a key mechanism for giving effect to the objects of cooperative government. While each sphere is responsible for strategic planning within its own sphere, each one must inform, and be informed by, other spheres regarding planning.

2.14 CONCLUSION

This chapter dealt with the theoretical overview of developmental local government. This was done through a brief outline about the legislations regulating developmental local government in South Africa. It was clearly emphasised in terms of The White Paper on Local Government, (1998:37) that developmental local government comprises four interrelated characteristics that all municipalities (metropolitan, district and local municipalities) in South Africa have to promote. The four characteristics of developmental local sphere of government that all municipalities have to promote include the following; to maximise social development and economic growth; it includes integration and coordinating, to democratise development and the role of leading and learning.

In terms of the Constitution, 1996 all municipalities must engage with the community when making decisions that affect communities' lives. It was further emphasised that in terms of the Chapter 4 of the Municipal Systems Act, 2000 councillors are required to consult with the citizens to get inputs on, the municipal budget, the Integrated Development Plans (IDP), development projects as well as matters pertaining to the performance management system of the municipality. It was also highlighted that in terms of the White Paper on Local Government, (1998:37-38) all municipalities (Metropolitan, district and local municipalities) are tasked to involve communities in

drafting of their integrated development plan, their budget, and in the taking of decisions regarding service delivery, development and performance management. It was further emphasised that public participation is also a mechanism to promote effective monitoring and evaluation of the overall performance of a municipality. It was argued that there should be a clear linkage between public participation and monitoring and evaluation in all municipalities to promote an effective, efficient, responsive and accountable local government. Thus, the statutory and legislative frameworks pertaining to developmental local government discussed in this chapter should guide municipal councillors to understand their developmental role as members of municipal councils.

The role of performance management was also discussed as it is imperative that each and every municipality set performance targets with regard to each of developmental priorities and objectives in their integrated development plan, and setting appropriate performance indicators as a tool for measuring performance towards realising those priorities and objectives. Municipalities must establish a comprehensive way of measuring and managing performance as this will enhance the level of service delivery. In the new system of developmental local government the role of local economic development was also discussed as this is an important means to achieving developmental local government. It was also emphasised that in terms of the Municipal Systems Act, 2000, section 42 a municipality through appropriate mechanisms, processes and procedures must involve the local community in the development, implementation and review of the municipalities performance management system and in particular allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality. This is in line with the powers and objectives of a municipal council as set out in chapter 3 of the Municipal Structures Act, 1998 as well as in the White Paper on Local Government (1998:109) that proposes a developmental local government. The main role of a municipal council is to review the needs of the community, its priorities to meet those needs, its processes for involving the community, its organisational and delivery mechanism for meeting the needs of the community and its overall performance in achieving the objectives. It was also mentioned that one could argue that municipal councillors should involve the community to participate in the setting of appropriate key performance indicators

and performance targets for the municipality. In the next chapter as part of the literature study the role of municipal councillors and ward councillors in a developmental local government was discussed.

CHAPTER 3: THEORETICAL OVERVIEW OF THE FUNCTIONS AND STRUCTURES OF LEGISLATIVE AND EXECUTIVE AUTHORITY AND THE ROLE OF MUNICIPAL COUNCILS AND COUNCILLORS IN LOCAL GOVERNMENT

3.1 INTRODUCTION

As explained in the previous chapter the developmental role of local government requires from municipal councillors and ward councillors to develop a culture that shifts from representative government to participatory governance. It means that municipal councillors must take radical steps to create a more active local democracy that will allow communities within a municipal area to take part in decisions that will affect them. The powers and objectives of a municipal council are set out in chapter 3 of the Municipal Structures Act, 1998 as well as in the White Paper on Local Government (1998:109) that proposes a developmental local government. The main role of a municipal council is to review the needs of the community, its priorities to meet those needs, its processes for involving the community, its organisational and delivery mechanism for meeting the needs of the community and its overall performance in achieving the objectives. According to William, (2012:6) a municipal council has the constitutional mandate to fulfil its oversight role over the administration and executive functions within its municipality.

The main focus of this chapter is to explore the functions and structures of legislative and executive authority and the role of councils and councillors in local government.

3.2 DIFFERENCE BETWEEN METROPOLITAN, LOCAL MUNICIPALITIES AND DISTRICT MUNICIPALITIES

This chapter explores the difference between metropolitan, district and municipalities. In chapter 2 of this study it was stated that the Constitution, 1996 provides in section 155 (1) the different categories of municipalities. As shown in Table 2.1 in the previous chapter a category A municipality refers to a metropolitan municipality with exclusive municipal legislative and executive powers in its area.

Whereas, a category B municipality refers to a municipality that shares legislative and executive powers in its area with a category C municipality. A category C municipality has legislative and executive powers in an area that includes more than one municipality. Metropolitan councils may make by-laws on all matters listed in schedules 4 and 5 of the Constitution, 1996. Metropolitan councils also have the power to pass by-laws on matters assigned to the council by national or provincial government. Fourie and Opperman, (2011:5) clarify that the case of local municipal and district councils the latter two councils respectively share the authority to make by-laws. The powers and functions of district municipalities is listed in section 84(1) of the Municipal Structures Act, 1998 derived from local government matters as defined in to the schedules 4 and 5 of the Constitution, 1996. Van der Walt in Van der Waldt, et al (2013:74) mentioned that the functions and powers may be shifted from district to local municipalities or from local municipalities to district councils. The Constitution, 1996 also further provides in section 155(2) as well as in the Municipal Structures Act, 1998 and the Municipal Demarcation Act, 1998 prescribe measures for the determination of which category of municipality must be instituted in an municipal area, as well as measures and procedures for the delimitation of municipal boundaries by an independent authority.

3.3 THE FUNCTIONS OF LEGISLATIVE AND EXECUTIVE AUTHORITY OF LOCAL SPHERE OF GOVERNMENT

According to the section 160(2) of the Constitution, 1996 legislative authority is vested in the municipal council and may not be delegated to any other structure or functionary of the council. Section 156(1) of the Constitution further provides that executive authority is vested in the municipal council, and that the municipal council has the right to administer, the local government matters subject to the division of powers in respect of local and district councils, as listed in schedules 4 and 5 of the Constitution, 1996.

In light of the above, Fourie and Opperman, (2011:5) explain that the council makes decisions concerning the exercise of all the powers and the performance of all the functions of the metropolitan or local municipality. However, care should be taken that the following functions may not be delegated by a municipal council, namely: the

passing of by-laws, the approval of budgets, the imposition of rates and other taxes, levies and duties and the raising of loans.

Fourie and Opperman, (2011:4) also argues that the differences between legislative and executive authority at metropolitan and municipal local government should be clearly understand. Cloete, (1997: 29) also points out that municipal councils usually perform legislative as well as governmental functions. Fourie and Opperman, (2011:4) further explain that on the one hand the legislative authorities are bodies of government that have the specific powers to make laws or by-laws in the case of metropolitan and municipal that are binding on the community in the area of jurisdiction. On the other hand executive authority is vested in bodies of government that put the laws or by-laws into effect.

In light of the above a municipality's executive and legislative authority is set out in section 156 of the Constitution, 1996. In addition section 11(1) of the Municipal Systems Act, 2000 states that the executive and legislative authority of a municipality is exercised by the council of the metropolitan or local municipality and the council takes all the decisions of the municipality. Section 11(3) of the Municipal Systems Act, 2000 further provides that executive and legislative authority must exercise its authority that includes, the development and adoption of policies, plans strategies and programmes; preparation, approval and implementation of municipal budgets; impose and recovering of rates, taxes, levies, duties, service fees and surcharges on fees, setting and implementation of tariffs, rates and tax and debt collection policies; municipal performance management systems; to make and administer by-laws for the effective administration of the matters which is has the right to administer. Section 151(4) of the Constitution, 1996 vests the executive and legislative authority of the municipality in the municipal council.

However, Fourie and Opperman, (2011:5) warn that although the local government sphere has the executive and legislative authority that is assigned to its council the Constitution, 1996 makes provision for provincial supervision of local government. Specifically when a municipality cannot or does not fulfil an executive obligation in terms of legislation, the applicable provincial executive may intervene by taking any appropriate steps to ensure the fulfilment of that obligation. The legislative and

executive authority of a metropolitan and local municipal council will be discussed in the next sub-sections.

3.3.1 Legislative authority of metropolitan and municipal councils

Section 156(2) of the Constitution, 1996 provides that the legislative authority of a metropolitan or local municipality refers to the ability of council to exercise powers and function in accordance with national a provincial legislation and to make as well as administer by-laws for the effective administration of the matters which the council has the right to administer. Van der Waldt, et al (2013:80) cited that the municipal or metropolitan council must always be the ultimate legislative authority of the municipality. Cloete, (1997:29) and Thornhill (2014:20) agrees with this statement by stating that the executive and legislative authority of a municipality is vested in its municipal council. Therefore, the power to make by-laws is vested in the municipal or metropolitan council. Section 156(2) of the Constitution, 1996 states that the legislative authority of a metropolitan or local municipality refers to the ability of council to exercise powers and function in accordance with national a provincial legislation and to make as well as administer by-laws for the effective administration of the matters which the council has the right to administer. Thus, metropolitan councils may make by-laws on all matters listed in schedules 4 and 5 of the Constitution, 1996. Metropolitan councils also have the power to pass by-laws on matters assigned to the council by national or provincial government.

The powers and functions of district municipalities is listed in section 84(1) of the Municipal Structures Act, 1998 derived from local government matters as defined in to the schedules 4 and 5 of the Constitution, 1996. Van der Walt in Van der Waldt, et al (2013:74) mentioned that the functions and powers may be shifted from district to local municipalities or from local municipalities to district councils.

In terms of section 156(2) of the Constitution, 1996 legislative authority of a municipality refers to the ability of a municipality to exercise its powers and functions in accordance with national and provincial legislation and to make and administer by-laws for the effective administration of the matters which is has the right to administer. Section 229 of the Constitution, 1996 provided that in terms of the

municipal fiscal powers and functions of a municipality it may impose rates on property, surcharges on fees for services provided by or on behalf of the municipality and if authorised by legislation, other taxes, levies and duties appropriate to local sphere of government. Thus, policy formulation is one of the major responsibilities of the metropolitan and local municipal councils.

In addition municipalities are also responsible to provide a platform for democratic practices such as the election of political representatives to increase the level of participation by communities in the affairs of government. Thornhill and Cloete, (2014:28) and Van der Waldt, et al (2013:76) state that in order to prevent the monopolisation of powers within a metropolitan and local municipal council, a division or legislative and executive authority takes place between the speaker and the executive mayor if the municipality have chosen an executive mayoral system. In the latter case the executive mayor appoints a mayoral committee while in the absence of an executive mayoral system the mayor of the municipality or metropolitan an executive committee is established (Education and Training Unit (ETU), 2011: 1 accessed 03 March 2014). In the absence of an executive mayoral system, Fourie and Opperman, (2011:90) state that a mayor is elected by the municipal council to coordinate the functions of the metropolitan or local municipality. One could argue that the executive functions take place through the executive committee or executive mayoral system.

Van der Walt in Van der Waldt, et al (2013:80) cited that the metropolitan or local municipal council must always be the ultimate legislative authority. This means that the power to make law is vested in the metropolitan and local municipality council. Therefore, the council may not dispose of the power to make by-law to any other committee, office bearer or official. According to section 75(1) and 98(1) of the Municipal Systems Act, 2003 some decisions or policies must be contained in by-laws as adopted by the metropolitan or local municipal council. These include tariff policies, the credit control policy and debt collection policies. Van der Walt in Van der Waldt, et al (2013:80) maintain that policies, whether it is contained in by-laws or not, is the responsibility of the council and it should promote good governance and therefore, it should hold the council accountable to the community. The executive

authority of metropolitan and local municipal councils will be explained in the next sub- section.

3.3.2 Executive authority of metropolitan and local municipal councils

According to section 156 of the Constitution, 1996 a municipality has the executive authority to has the right to administer the local government matters in terms of Part B of schedule 4 and Part B of schedule 5 of the Constitution, 1996 as well as any other matter assigned to the municipality by national or its provincial legislation. In this regard Van der Waldt, et al (2013:74) cited that the executive authority of a municipality is vested in bodies of local government that put the laws into effect whereas legislative authorities are bodies of local government that have the power to make and administer by-laws. According to Craythorne, (2006:113) an executive committee can be seen as a collective executive system which allows for the metropolitan or local municipality to exercise its executive authority that is outlined below.

3.3.2.1 The metropolitan sub-councils, or an executive mayoral system or an executive committee

According to the Municipal Structures Act, 1998 a metropolitan municipality may establish a metropolitan sub-council for each of its determined areas within the municipality. Section 62 of the Municipal Structures Act, 1998 further provides that each of the metropolitan sub-councils consist of ward councillors elected in the sub-council area as well as an additional number of appointed councillors in proportion to the number of registered voters in the sub-council. The metropolitan council may delegate the powers and duties to the metropolitan sub-council in accordance with section 32 of the Municipal Structures Act, 1998. A chairperson may be elected to chair the metropolitan sub-council. Furthermore, the sub-council has to make recommendations to the metropolitan council on any matters affecting its area. Section 71 of the Municipal Structures Act, 1998 also makes provision for the appointment of committees by the metropolitan sub-council to assist the sub-council in the performance of its duties and to exercise its powers effectively.

According to Craythorne, (2006 113) only municipalities of the type that allows such committees may establish an executive committee. The establishment of an executive committee must take place within 14 days after each general election. In accordance with the Education and Training unit (ETU), (2011:6) there are two systems for the appointment of an executive namely: the executive mayor appoints a mayoral committee or the mayor works with an executive committee elected by the council. Thus, the executive refers to the executive mayor and the mayoral committee or the mayor plus the executive committee. The executive or mayoral committee consist of councillors with specific portfolios which match the departments within the municipality's administration.

Craythorne, (2006:113) further maintains that the composition of the executive committee must be such that the parties and interest on the council are proportional represented. Whereas, Thornhill and Cloete, (2014:72) maintain as soon as the council establishes an executive committee, it must elect a number of councillors necessary for the effective and efficient governance of the committee. The executive committee may not have less than three members and it must be composed in such a manner that parties and interests represented in the municipal council be represented in the executive committee in the same proportion that are represented in the council (Thornhill and Cloete, 2014:72). The executive committee is the principal committee of council and the executive committee receives reports from other committees, which must be forwarded to the council for recommendations, unless the executive committee can dispose of the matter in terms of its delegated powers (Craythorne, 2006:113; Van der Waldt, 2013:62 and Education and Training unit (ETU) 2011:6-7 .Accessed: 10 June 2014).

The powers and functions of the executive committee include the following:

- To identify and to prioritise the needs of the local or metropolitan municipality;
- To recommend to council specific strategies, programmes and services to address the priority needs through the municipalities integrated development plan (IDP); and

- To make recommendations concerning partnerships and other approaches to deliver the strategies, programmes and services to the maximum benefit of the community within its areas (Craythorne, 2006:113; Thornhill and Cloete, 2014:72).

Section 44(1) of the Municipal Structures Act, 1998, outline that an executive committee as the main body within the municipal councils. The main purpose of executive committees is to contribute to the effective and efficient performance of municipal councils (Madumo, 2011: 33). The executive mayor and executive committee are obliged to implement the identified strategies so as to ensure the evaluation and review of the key performance indicators of the functioning of the municipality (Madumo, 2011:34).

According to Craythorne, (2006:113-114) the executive committee is accountable to the municipal or metropolitan council and has to get approval from council for policies and budgets. Once the policies and municipal budgets are approved by the municipal or metropolitan council the executive committee is responsible to ensure that the municipal or metropolitan administration implements it effectively. The Education and Training Unit (ETU), (2011:1) emphasised that the executive or mayoral committee proposes policy and presents budget proposals to council. Therefore, the executive is accountable to the council and has to get approval from its council. The Education and Training Unit (ETU), (2011:1) further emphasised that as soon as policies and budgets are approved by the municipal council, the executive is responsible for ensuring that the municipal administration implement the policies and budgets effectively. Councillors fulfil a monitoring and oversight role pertaining to this process. Therefore, one could argue that the municipal councillors fulfil a monitoring and oversight role in this process.

Crythorne, (2006:113-114) states that the executive committee must also monitor the management of the administration in terms of the policy and strategic direction of the municipal council. The functions and rights of municipal or metropolitan councils will be discussed in the next section in more detail.

3.3.2.2 Other committees to assist executive committees or executive mayors

The executive mayor or the executive committee has the power to appoint one or more committees to assist them with the effective and efficient performance of its functions and exercise of its powers (Craythorne, 2006:116; Thornhill and Cloete, 2014:74). In terms of section 32 of the Municipal Structures Act, 1998 the council must determine the functions of the committee and council may delegate powers and duties to the committees. In terms of Section 79 of the Municipal Structures Act, 1998 the committees may co-opt advisory members who are not members of the council to assist the committee with its duties and functions.

Section 33 of the Municipal Structures Act, 1998 further provides that a municipality may establish committee's essential for taking into account the powers and functions of the municipality and the need for delegation and commitment of resources to committees. The table below illustrate the functions and the main characteristics of section 79 and 80 Committees.

Table 3.1: Functions of section 79 and 80 committees

Section 79 Committees	Section 80 Committees
Municipal council establish functions and may delegate powers and duties	Executive mayor delegates powers and duties
Council has the power to appoint a chairperson	Chairperson appointed by mayor
Committee may co-opt non councillors	Committee comprises only councillors
Committee plays an oversight role for effective performance of council	Committee is established to assist the mayor only

(Source: Paradza et al 2010:12)

According to Thornhill and Cloete, (2014:74) these committees must report to the executive committee or in the case of an executive mayor the mayoral committee must report to the executive mayor in accordance with their directions. The primary function of the mayoral committee is to assist the executive mayor. Craythorne, (2006:117) also mentioned that the Municipal Structures Act, 1998 does not describe

the mayoral committee as a committee of the council. Furthermore, the Municipal Structures Act, 1998 also does not require minority party representation in the mayoral committee. As such the mayoral committee is accountable to the mayor and not to the council. According to Craythorne, (2006:116) the executive committee or executive mayor has to appoint the chairperson of the committee. The executive committee or executive mayor also has the power to delegate any vested powers and duties to such a committee. Thornhill and Cloete, (2014:71) aver that the Municipal Structures Act, 1998 makes provision for the delegation of powers and functions by municipal councils to committees. Furthermore, the executive committee or executive mayor may vary or revoke any decision taken by such a committee subject to any vested rights.

3.3.2.3 Portfolio committees

Van der Walt in Van der Waldt, et al (2013:80) explains that the council of a metropolitan or local municipality may establish a portfolio committee for a specific function or cluster of functions such as governance and administration, infrastructure and local economic development, health, environment and social services or public safety and transport. Van der Walt in Van der Waldt, et al (2013:80) further explains that any new draft or revised draft policy should be channelled to the relevant portfolio committee for its consideration, assessment and recommendations. In the next section the role of metropolitan and local municipal councils will be explained in more detailed.

3.4 THE ROLE OF METROPOLITAN AND LOCAL MUNICIPAL COUNCILS

In terms of section 22 of the Municipal Structures Act, 1998 a metropolitan and a municipal council consist of a determined number of councillors. Section 157 of the Constitution, 1996 provides that the municipal council consist of elected ward councillors and councillors nominated in terms of proportional representation on the basis of the number of votes cast in favour of their specific part in relation to the total number of votes. This means that a specific number of councillors are elected in accordance to the number of wards in its area of jurisdiction. An equal number of

councillors must represent the various parties proportionally according to the percentage of votes attained by the party during the general elections in the area.

Municipal councillors are elected political representatives of local communities in a municipality (Thornhill and Cloete, 2014:63-64). Therefore they have the responsibility and accountability, as elected representatives, to govern on behalf of, and in the interest of citizens. The roles of municipal councillors are guided by the framework set out in the White Paper on Local Government (1998:42-44) that proposes a developmental model of local government. This means that municipal councillors must be familiar with how the local government is structured in order to operate.

In order to effectively achieve the objectives of local government municipal councils are required to manage and structure their administration, budgeting and planning processes in such a manner that they are prioritising the needs of the community, that they ensures social and economic growth within their constituencies and to ensure the promotion of national and provincial development programmes including the promotion of the national development plans (SALGA, 2011:9).

3.4.1 Full-time Political Office Bearers (Speaker, the Mayor, Deputy Mayor Executive Mayor)

According to Craythorne, (2006:104) a number of councillors may be designated in accordance with the Municipal Structures Act, 1998 as full time political office bearers, including the Speaker, the Mayor, Deputy Mayor (executive and non-executive), the members of an executive committee and the Chief Whip. Section 36 of the Municipal Structures Act, 1998 makes provision for the appointment of the Speaker, who is the chairperson of the council. The speaker is elected from amongst the councillors who make up the metropolitan council or local municipal council. Craythorne, (2006:108) cited the following statutory functions of the metropolitan or local municipal speaker:

- To preside at meeting of the council;

- To perform the duties and to exercise the powers as delegated to the Speaker in accordance with the Municipal System Act, 2003;
- To ensure that the metropolitan or local municipal council meets at least quarterly;
- To maintain order during council meetings;
- To ensure compliance in the council and council committees in accordance with the Code of Conduct of Councillors; and
- To ensure that council meetings are conducted in accordance with the rules and regulations of the metropolitan or local municipal council.

In terms of the Municipal Structures Act, 1998 the municipal council must elect a member of its executive committee as the mayor and, if the MEC for local government in the province approves another member of the executive committee must be elected as the deputy mayor of the municipality. The Municipal Structures Act, 1998 makes provision for the following functions and powers of mayors:

- The mayor of a municipality presides at meetings of the executive committee and performs the duties, including any ceremonial functions, and exercises the powers delegated to the mayor by the municipal council or the executive
- The deputy mayor exercises the powers and performs the duties of the mayor if the mayor is absent or not available or if the office of the mayor is vacant. The mayor may delegate duties to the deputy mayor.

In addition the mayor is also the political head of the municipal council and is assisted by the executive committee or in the case of an executive mayor system a mayoral committee. The executive committee is made up of councillors with specific portfolios which match the departments within the municipal or metropolitan administration. The executive committee and mayor oversee the work of the municipal manager and department heads (Education and Training Unit (ETU) 2011:9; Craythorne, 2006:110; Thornhill and Cloete, 2014:76).

In light of the above Thornhill and Cloete, (2014:77) state that only certain types of metropolitan, local and district councils may have executive mayors. Therefore, the

executive mayor is elected by the council. Section 56(2) of the Municipal Structures Act, 1998 makes provision for the following functions of an executive mayor:

- To receive reports from the committees of the council and to forward them with recommendations to council excepts if the executive mayor can dispose of a matter in terms of his or her delegated powers;
- To identify the needs of the municipality;
- To review and evaluate the needs into priorities;
- To make recommendations to the municipal council concerning strategies, programmes and services, to ensure address the identified priority needs of the community;
- To take into account any national and provincial development plans such as the National Developmental Plan of 2030; and
- To recommend the most effective way to deliver the identified strategies, programmes and services to the benefit of the whole community (Thornhill and Cloete, 2014:77-78); Craythorne, 2006:109).

Van der Waldt, et al (2013:77) state that only certain types of municipalities may establish executive committees. The council of the metropolitan or local municipality elect a member of the executive committee to serve as the mayor as well as another member as the deputy mayor for the duration of the term of the executive committee. Van der Waldt, et al, (2013:77) further state that the mayor has no powers equal to that of the executive mayor.

According to SALGA, (2011:42) the council of a metropolitan and local municipality is responsible for all the decisions of a municipality subject to section 59 of the Municipal Systems Act, 2000 which, deals with the system of delegations in a municipality. Whereas, Tsatsire (2000:119) is of the opinion that the municipal councils play a crucial role in promoting local democracy, thereby representing the community interest within the municipal council. Thus, it is clear that municipal councils are instrumental in the efforts towards achieving government objectives.

3.4.2 The relationship with municipal managers

In terms of the Municipal System Amendment Bill, 2010 must appoint a municipal manager as head of administration. In terms of the Municipal System Act, 2000 and the Municipal Finance Management Act, 2003 the municipal manager is also the accounting officer of the municipality. The Municipal Finance Management Act, 2003 also prescribes minimum competency levels with which the municipal manager as accounting officer must comply with. The municipal manager as accounting officer is responsible for the proper and diligent compliance with applicable municipal financial management legislation and regulation. In accordance with the Municipal Finance Management Act, 2003 as accounting officer the municipal manager is responsible for all income and expenditure of the municipality as well as for all assets and the discharge of all liabilities of the municipality.

According to Craythorne, (2006:193-194) the municipal manager is responsible and accountable for the following:

- The development of an economically, effective and efficient and accountable administration who are operating in accordance with the municipalities performance management system;
- To implement the municipalities integrated development plan (IDP) as well as monitoring the process;
- Management of the municipalities administration in terms of the Municipal System Act, 2000 and other legislations;
- The management of the provision of services to the local community in a sustainable and equitable way;
- The appointment of staff other than those senior managers accountable to the municipal manager in accordance with the Employment Equity Act, 1998 (Act 55 of 1998);
- The management, effective utilisation and training of staff;
- The maintenance and discipline of staff members;
- The promotion of sound labour relations;

- The management of effective communication between the municipalities administration and its political office- bearers;
- Advising the political office-bearers of the municipality;
- To carry out the decisions of the political office-bearers of the municipality;
- The administration and implementation of the municipalities by-laws and other legislation;
- To exercise the powers and to perform the duties delegated by the council, or sub-delegated by other delegating authorities of the municipality to the municipal manager;
- To facilitate participation by the local community in the affairs of the municipality;
- To develop and to maintain a system of assessing community satisfaction with municipal serviced;
- The implementation of statutory and provincial legislation applicable to the municipality; and
- The performance of any other function that may be assigned by the council.

3.5 GENERAL RESPONSIBILITIES AND FUNCTIONS OR DUTIES OF METROPOLITAN, LOCAL MUNICIPAL AND DISTRICT COUNCILS AND COUNCILLORS

The South African Local Government Association (SALGA, 2011:61) stipulates that councillors are elected representatives of communities and are mandated as elected representatives to make decisions on behalf of their constituencies. In this regard Van der Waldt, et al (2013:75) maintains that a municipal or metropolitan council consist of a determined number of councillors, who are elected according to the number of wards. Section 22 of the Municipal Structures Act, provides that an equal number of councillors represent the various parties proportionally in accordance to the percentage of votes attained by that party. This means that councillors need to enhance the interest of the people they are serving. According to (Paradza et al 2010:11) there are two types of councillors in local government namely; the municipal councillors (Proportionally public representative councillors) (and ward councillors;

- The municipal councillors (Proportionally public representative councillors) are elected through a party lists and therefore they are primarily accountable to the party,
- The municipal councillors may interact with party structures at local and provincial levels, and can get input relevant to such structures (Paradza et al 2010:11).

In addition, elected municipal councillors as proportional public representative (PR) councillors have legislative powers to pass by-laws that are not in conflict with national or provincial legislation. Elected councillors are also responsible to approve policies for their areas. Furthermore, municipal councillors as proportional public representative (PR) councillors have to pass a budget for their municipality or metropolitan each year and they have to decide on the Integrated Development Plan (IDP) and service delivery for their municipal areas. In general municipal councillors (Proportionally public representative councillors) meet in committees to develop proposals for council (Gildenhuys, 1997:68-69).

In terms of the Municipal Structures Act, 1998 the council of a district municipality consist of councillors elected by voters on the municipalities segment of the national common voters roll to proportionally represent parties in accordance to the number of votes obtained by the party. The district council also consist of councillors appointed by the council of the respective local municipalities in that district municipality to directly represent the applicable local municipalities. Section 23 of the Municipal Structures Act, 1998 makes provision for elected councillors of a district management area according to votes obtained by the different parties to proportionally represent the parties that contested the election (Craythorne, 2006:65-66).

According to section 4 of the Municipal Systems Act, 2000 the duties of a metropolitan and municipal council includes the following:

- the right to govern on its own initiative the local government affairs of the local community;

- to exercise the municipality's executive and legislative authority without improper interference;
- To finance the affairs of the municipality by charging fees for services, imposing surcharges on fees, rates on property and, to the extent authorised by national legislation, other taxes, levies and duties.

While, section 2 of the Municipal Systems Act, 2000 provides that the council of a municipality must within their financial and administrative capacity exercise the executive and legislative authority and use the resources of its municipality in the best interest of its community.

The Municipal Systems Act, 2000 further provides that the council must further provide democratic and accountable government and encourage the involvement of its community in the affairs of the municipality. Furthermore, the municipal council must strive to ensure that municipal services are provided to the local community in a financially and environmentally sustainable manner and the council must promote a safe and healthy environment in the municipal area. The Municipal Systems Act, 2000, also requires that the municipal council provides local community equitable access to its services and ensure that it consult the local community about the level, quality, range and impact of municipal services directly or through a service provider. Another duty of the municipal council in accordance with the Municipal Systems Act, 2000 is to promote and ensures development within the municipal area, as well as to promote gender equity in the exercise of the municipality's executive and legislative authority.

In addition to the above section 19(2) of the Municipal Structures Act, 1998, necessitates metropolitan and municipal councils to do the following:

- to review on an annual basis the needs of citizens;
- to review their priorities to meet those needs;
- to review the processes for involving the community;
- to review the organisational and delivery mechanisms for meeting the needs of the community; and

- To review the overall performance in achieving the objectives of local sphere of government.

In addition district councils are responsible for the development of their areas as a whole. Craythorne, (2006:58) states that there are three types of district municipalities namely: a district municipality with a collective executive system; a district municipality with a mayoral executive system and a district municipality with a plenary executive system. Furthermore, district councils also have to ensure that resources and services are distributed equally amongst the local municipalities. Some of the functions and powers of district municipalities as discussed by the Education and Training Unit (ETU) (2011:11) include the following:

- To provide bulk supply of water that affects a large proportion of the municipalities in the district;
- To provide bulk supply of electricity that affects a large proportion of the municipalities within the district;
- To provide bulk sewage purification works and main sewage disposal;
- To provide waste disposal sites for the whole district council area;
- Responsible for municipal roads for the whole district council area;
- To regulate passenger transport services;
- To provide municipal health services for the whole area;
- To provide fire-fighting services for the whole area;
- To control fresh produce markets;
- To control cemeteries;
- To promote local tourism for the whole area; and
- Responsible for municipal public works
(Education and Training Unit (ETU) 2011:11).

The Education and Training Unit (ETU) (2011:9) states that the municipal manager is responsible for managing the administration to implement policy and achieve the specified outcomes of the municipality. The municipal manager must carry out the instructions given by the executive or committees on behalf of the council. The council monitors the performance of the mayor and the executive or committees.

The Education and Training Unit (ETU) (2011:9) summarise the responsibilities of the mayor and executive or mayoral committee and councillors as follows:

- The executive or mayoral committee sets the vision, mission and the outcomes and outputs required of the municipal administration;
- The municipal administration have to provide regular reports on its activities;
- The executive or mayoral committee has to monitor that the municipal manager fulfil their duties in accordance with legislation and the employment contract;
- The municipal council has to monitor the performance of the mayor and the executive or mayoral committee;
- Officials may not try to unduly influence the municipal council, or provide the council with misleading information;
- Officials and councillors may not be in a business venture together;
- Councillors approve policy or amend budgets and priorities proposed by the executive committees;
- Councillors pass by-laws that reflect the policies and objectives of the municipality; and
- Councillors cannot give a municipal official a direct instructions to do something in that this goes against the lines of accountability within a municipality;

As explained in section 1.3 of this study the specific functions of a municipal councillors are not comprehensively dealt with in legislation. One could argue for the purpose of this study that section 53 of the Municipal Systems Act, 2000 direct each municipality to define the specific role of each political structure as well as to provide guidelines on how the councillors and municipal managers should interact to prevent any duplication pertaining to the duties of municipal councillors and other political structures within a municipality.

In light of the above Fourie (2000:57) explains the responsibilities of councillors as provided in the Constitution, 1996 as follows:

- Section 152(1)(a) provided that councillors must be sensitive to public opinion);
- Section 153(1)(e) provided that councillors should react to the community needs;
- While section 151(3) provided the right to govern on its own initiative the local government affairs of its community, subject to national and provincial government legislation;
- Section 156(1) (4) provided the right to exercise powers with unnecessary interruption by national or provincial government.

The South Africa Local Government Association (SALGA, 2011:61:) outlines the following aspects of the councillors mandate of metropolitan and municipal councillors namely:

- Councillors must act as representatives of community they serve;
- Councillors must provide leadership in councils;
- Councillors must act as custodians and guardians of public finance;
- Councillors must promote the cooperative governance ethos;
- Councillors must provide effective oversight over the municipal executive and council officials; and
- Councillors must be accountable to local communities and report back to their constituencies on council matter, and;
- Councillors must be responsive to the committees they serve.

(The South Africa Local Government Association (SALGA), Handbook for Municipal Councillors, 2011:182).

In light of the above, Van der Waldt, et al (2013:81) point out that councillors are responsible for the following general responsibilities:

- Councillors must participate in council meetings;
- Councillors have to ensure that a ward committee is established in their ward;
- Councillors must act as chairperson of a ward committee;

- Councillors must be involved in his/her ward and have to determine the needs of the residents in their ward;
- Councillors have ensure that residents of a particular ward are informed of the mechanisms through which they may participate in the activities of council;
- Councillors must liase between his/her constituents and the council;
- Councillors must cast a vote on matters raised in council;
- Councillors must contribute to policy formulation;
- Councillors must be involved in the compilation of the integrated development plan of the municipality or metropolitan;
- Councillors must be involved in the compilation of the municipal or metropolitan budget to ensure that the needs of the community are addressed; and
- Councillors must contribute actively to assist council in fulfilling its functions, rights and duties in order to achieve the developmental goals of local government

Cloete, (1997:70) and Thornhill and Cloete, (2014:34) maintain that it is the duty of the councillors to perform legislative functions in that councillors should contribute to decisions pertaining to by-laws, policy matters such as estimates of income and expenditure. Craythorne, (2003:100-101) also adds that the statutory duties of councillors as provided in the Code of Conduct for Councillors include the following: councillors are elected to represent local communities on the local councils; councillors have to ensure that municipalities have specific structures of accountability to local communities; councillors have to meet the priority needs of communities by ensuring that the services provided by the municipality are equitably, effectively and also sustainable within the means of the municipality. In addition councillors must be accountable to local communities and report back on a quarterly basis to their constituencies on council matters, including the performance of the municipality in accordance with set performance indicators (Thornhill and Cloete, 2014:112).

Cloete, (1997:70) further maintains that it is also the duty of the councillors to perform governing functions which will involve *inter alia* certain governing functions

that will involve decisions about the implementation of statutory and provincial legislation, by-laws and other applicative directives as well as continuous monitoring of the activities of officials. Cloete, (1997:70) further argues that a councillor who is unable to perform legislative and governing activities will be less able to master administrative executive activities. Councillors who lack the necessary knowledge and insight may tend to busy themselves with simplistic and easily understood aspects of the administrative executive and therefore will not be able to fulfil its monitoring function.

In order to prepare a councillor to fulfil their legislative and governing functions effectively training initiatives of councillors should not be directed at obtaining functional expertise and skills but rather ensure that councillors and ward councillors will be able to fulfil their roles effectively. Cloete, (1997:70-71) aver that municipalities should ensure that specific condensed discussion and information sessions will be provided by experts to keep councillors informed about the numerous facets of local government, administration, and the diverse functional activities of local government. It was further argued that the aim of councillors training initiatives should be to inform the councillors about their duty to promote the general welfare of the local community and to make them aware of performance standards to be met (Cloete, 1997:70-71).

From the above discussions it can be deduced that councillors should have a thorough understanding of what their function of representation entails. Therefore, in order to ensure that municipal councillors effectively fulfil their constitutional mandate and obligations councillors need to have a thorough understanding about the communities they represent, in this regard the governing function of the councillors cannot be delegated as they are separately or jointly accountable to the different communities they represent (Raga and Taylor, 2005:140-141).

3.5.1 The oversight role of municipal councils and councillors

In terms of the Municipal Financial Management 56 of 2003 and Municipal Structures Act of 1998, oversight roles of the executive or mayoral committees are outlined as follows:

- Setting the policy direction for municipal activities;
- Setting actual policy parameters to guide municipal activities;
- Setting sound strategic objectives and prioritise stating the outcomes and output achieved;
- Supervise an actual implementation of policies and priorities by evaluating reports of outputs and outcomes;
- Ensuring the corrective measures are taken where outputs deviate from plans; and
- Guarantee accountability to the community for performance of predetermined objectives.

The Municipal Finance Management Act, 2003 identifies municipal council as the higher authority of the council by vesting it with significant powers and oversight. The Municipal Systems Act, 2000 together with the Municipal Finance Management Act, 2003 prohibit municipal councillors to be boards' members' of entities, audit committees and a tender or bid committee. Councillors should also not serve on planning tribunals and other approval forums. Furthermore, the Municipal Finance Management Act, 2003 also expect that municipal council reinforce their oversight role by forming portfolio committees within the council.

SALGA, (2011:180), declares that the oversight role of municipal councillors focus on accountability as it requires transparency and consultation. Thus, councillors are accountable to the community that its serves and to their party structures. The role of municipal councillors is essentially to improve the quality of life for all by overseeing governance and service delivery in the local sphere of government (SALGA, 2011:77). According to Williams, (2012:6) the oversight role of councillors is an essential part of any democratic dispensation.

The Municipal Finance Management Act, 2003 anticipates a council to undertake a number of tasks to fulfil its oversight role and these include inter alia:

- Considering and approving the budget and ensuring that the budget and IDP are aligned;
- Approving the budget related policies on relevant taxes, user charges, indigence policies, credit control and supply chain management;
- Exploring the views of communities and government regarding the budget and establishment of municipal entities;
- Re-evaluate the budget and performance of entities under council control;
- Adopting an oversight role by considering the audits and annual reports;
- Take care of capital projects and contracts with financial implications of more than three budget years;
- Taking responsibility for incurring debts and determining security over debts(although this may delegated to municipal manager for short term; subject to certain conditions;
- Considering the sales, disposal or transfer of all capital assets (even though this may be delegated to municipal manager to a value determined by a council);
- Reviewing unauthorised and unforeseen expenditure and reporting on unauthorised, irregular and fruitless and waste expenditure; and
- Investigating allegations of misconduct and take necessary action.

Furthermore, both the Municipal Systems Act, 2000 and the Municipal Finance Management Act, 2003 protect councillor's policy making role by separating it from the implementation role of officials. According to Williams (2012:7) the main purpose of the oversight role of local government is to ensure that municipal executive and administration are hold accountable should they fail to implement their constitutional mandate.

3.6 FUNCTIONS, ROLES AND RESPONSIBILITIES OF WARD COMMITTEES AND WARD COUNCILLORS

A ward committee can be established for each ward councillor to assist and advise the councillor to public participation in that specific ward. Therefore, ward committees can be set up only in Category A and B municipalities where the ward committee system is being used. The municipal council makes the rules and

regulations that guide the ward committee. These rules and regulations concerning ward committees should make provision how the ward committee members will be employed, how often ward committee meetings will take place and the circumstances under which a member of a ward committee can be dismissed (Education and Training Unit (ETU), 2011:9).

The main function of ward committee is to be a formal communication channel between the community and the council (Handbook for Municipal Councillors, 2011: 39-40). Furthermore ward committees are the suitable channel through which communities can lodge their complaints and it is an obligation to forward such complaints in the most effective manner to the council. According to (DPLG, 2005:38) roles and responsibilities of ward committees are to:

- Create formal unbiased communication channels and cooperative partnerships between the municipality and the community within a ward;
- Ensure contact between the municipality and community through the use of, and payment for services;
- Facilitate public participation in the process of development, review and implementation management of the integrated development planning in the municipality;
- Act as advisory body on council policies and matters affecting the community and wards;
- Serve as officially recognised and specialised participatory structures in the municipality;
- Serves as a mobilising agent for community action;
- Make recommendations on any matter affecting the ward councillor or the local council, the executive committee and the mayor;
- Execute other functions as delegated by the municipality;
- Ward committee members shall participate in the stakeholder cluster forums;
- Committees shall be represented in the councils study groups by their chairperson;
- Create harmonious relationships between residents of a ward, the ward, geographic community and the municipality.

In light of the above Handbook of Municipal Councillors, (2011:39) indicates that the ward councillors are expected to ensure that the concerns related to their wards are fairly represented in the council.

Apart from the articulation of residents needs in council, Paradza, et al (2010:11) point out that ward councillors are responsible for:

- Explaining the decisions of a council by providing residence with a progress report in committing resources;
- Monitoring whether the municipalities programmes and plans are having their intended objectives;
- Assessing whether services are being delivered comparatively, efficiently and in a sustainable way;
- Establishing whether the capital projects are being committed in accordance with IDP plan;
- Keep in close contact with their constituencies to ensure that council is informed of all issues on the ground;
- Communicate important information from council to residents;

In addition the Local Government Municipal Structures Act, 1998 makes provision for the establishment of ward committees to assist the ward councillors in identifying the challenges and needs of residents through public meetings and participation. Chapter 4 of the Municipal Systems Act, 2003 provides the obligations of municipalities in terms of what processes and procedures they have to put in place in order to facilitate community participation in local governance. Whereas, section 16(1) of the Municipal Systems Act, 2003 provides that municipalities must facilitate the participation of local communities in all processes related to their integrated development planning (IDP) as well as performance management systems. Smith (2000:8) continues to indicate that the former Department of Provincial and Local Government (DPLG) provides the guidelines on how municipal councillors, ward committees and officials should go about to establish ward committees. Smith (2000:8) further describes ward committees as:

- An advisory bodies;
- A representative structure;
- An independent structure; and
- An impartial body that must perform its functions without fear, favour or prejudice.

From above it can be deduced that ward committees are important components to assist councillors in identifying challenges and needs of their communities as required by the Municipal Structures Act, 1998.

The South African Local Government Association (SALGA), Handbook for Ward Committees (2011:204-205) provides the roles of ward committees as follows:

- To accelerate the participation of residents in municipal decision making, as they directly aligned with the municipal councils;
- To ensure that ward committees are representing the wards and are not politically connected;
- To ensure that ward committees are involved in matters related to the municipalities integrated development plan (IDP) processes, the municipal performance management, the annual budgets, council projects and other strategic activities that impact on the community;
- To ensure that ward committees identify and initiates local projects to improve the lives of the communities within the different wards;
- To provide information on municipal operations; and
- To assist with community awareness campaigns such as waist, water and sewage, payment of charges, as members know their local communities and their needs.

According to Smith (2000:9) ward councillors have the following roles to fulfil:

- They are responsible to establishing the constituency meeting to elect ward communities members;

- They act as the chairperson of ward committees;
- They are responsible to establishing the constituency meeting to elect ward communities members;
- They are responsible for calling the ward committee meetings;
- They have to ensure that a schedule for the meetings is prepared, including ward committee meetings, constituency meetings and special meetings;
- They have to promote effective communication with the ward committee to ensure that there is an annual plan of activities;
- They are responsible for ensuring that ward committees does what the municipality expect about reporting procedures;
- They are responsible for referring disputes to the municipality;
- They have to be fully involved in all community activities that the ward committee is involved with; and
- It is expected from the ward councillors to communicate the activities and meetings to the public representative councillor.

Van der Waldt, et al (2013:64) asserts that a ward committee may make recommendations on a matter affecting its ward to the ward councillor, or through the ward councillors to the metropolitan or local council, executive committee, executive mayor or the relevant sub-council.

3.7 THE CODE OF CONDUCT FOR MUNICIPAL COUNCILLORS

According to schedule 1 of the Municipal Systems Act, 2000 the Code of Conduct for Councillors refers to the general conduct such as how councillors should perform their functions of office in good faith, honesty and in a transparent manner at all times. Therefore, councillors should at all-time act in the best interest of the municipality, without compromising the credibility and the integrity of the metropolitan, local or district municipality.

Craythorne, (2006:99) points out that the Code of Conduct for Councillors clearly indicate that councillors must attend each meeting and that councillors may be

sanctioned for non-attendance. In addition, councillors should also disclose direct or indirect public or private business interest.

The Code of Conduct for Councillors provide that a councillor may not use their position or privilege as a councillor, or confidential information obtained as a councillor, for the private gain or to improperly benefit another person. Therefore, councillors cannot be a beneficiary under a contract for the provision of goods or services to the municipality, or the performance of any other work otherwise than as a councillor for the municipality. Nor must they obtain a financial interest in any business of the municipality, or acquire a fee by appearing on behalf of any other persons before the council or a committee of council (Education and Training Unit (ETU), 2011:8--91).

Craythorne, (2006:100) continues to point out that a councillor should declare in writing within 60 days of their appointment or election, their financial interest that include shares and securities in any private company, membership of a close corporation, interest in any trust, directorships, partnerships, pension, interest in property, subsidies, grants and sponsorship by any institution, fits above a specific prescribed amount must also be declared. The Code of Conduct for Municipal Councillors clearly indicates that full-time councillors may not undertake any other paid work.

The Education and Training Unit (ETU), (2011:8-9) summarises some of the aspects of the Code of Conduct for Municipal Councillors as follows:

- A councillor may not request, beg or accept any gift for voting/not voting on any matter, disclose privileged or confidential information, disclose any privileged or confidential information of the council or committee to any unauthorised person;
- A councillor may not interfere in the management or administration of any department of the council unless mandated by council, give or purport to give any instruction to any employee of the council except when authorised to do

so, encourage or participate in conduct that would cause or contribute to maladministration within the municipal council;

- A councillor may not use, take, acquire or benefit from any property or asset owned, controlled or managed by the municipality, to which that councillor has no right; and
- A councillor may not be in arrears to the municipality for any rates and services charges for a period longer than 3 months.

De Visser, (2006:7) explains that the speaker must ensure compliance with the Code of Conduct for Municipal Councillors within the council and council committees. De Visser, (2006:8) further indicates that the Code of Conduct for Municipal Councillors put the authority to impose a sanction for breach of the Code of Conduct for Municipal Councillors on the municipal council or, alternatively, the Member of Executive Council (MEC) for local government. If the council or a special committee finds that a councillor has breached the Code of Conduct for Municipal Councillors, the council can punish a councillor by:

- Issuing a formal warning;
- Reprimanding the councillor;
- Fining the councillor;
- Asking the MEC to suspend the councillor for a period; or
- Asking the MEC to remove the councillor from office (De Visser, 2006:8).

From above it is clear that compliance with the Code of Conduct for Municipal Councillors in local government is an imperative to enhance the level of ethics and confidence among the spheres of government. This means that obeying the Code of Conduct for Municipal Councillors increases the probability that municipal functionaries and councillors will behave in an ethical manner (Disoloane, 2012:55). Thus, the Code of Conduct for Municipal Councillors serves as the guidelines to ensure accountability and an ethical local government sphere. Furthermore, the Conduct for Municipal Councillors is a firm statement about how municipal councillors should behave from an ethical point of view.

Fourie, (2000:16) indicates section 152 of the Constitution, 1996, provides that councillors have to account to their electorate for their performance and non-performance. This means that councillors must have full understanding about the implications of their conduct and that they have to behave in accordance to the Code

of Conduct for Municipal Councillors. Tsatsire (2008:87) states that another mechanism to enforce accountability amongst the different spheres of government, within the various structures of municipality and between a municipality and its community is an annual performance report of municipal councillors. From the above it is clear that councillors should receive training pertaining to the Code of Conduct of Councillors to ensure that councillors fully understand the implications of their conduct.

3.8 DIFFERENCE BETWEEN COUNCILLORS AND ADMINISTRATIVE OFFICIALS

The distinction between the roles of councillors and municipal officials or employees is very important. On the one hand councillors are elected by the respective communities to serve as public representatives for a period of five years on the municipal council. Councillors only keep their positions only if they are re-elected. On the other hand officials or employees are appointed by the municipal management to fulfil specific functions and duties within the municipal administration. Senior officials include the municipal manager, Chief operating officers, and departmental heads of directors (Education and Training Unit (ETU), 2011:7-8).

According to Van der Waldt, et al (2013:83-84) senior managers are in general responsible for the management of the administrations of their departments as well as for the performance of the duties and functions directly associated to their departments and as delegated by council or sub- delegated by the municipal manager. Thornhill and Cloete, (2014:162-163) and Van der Waldt, et al (2013:83) further emphasise that after consultation with the municipal manager, a municipal council appoints managers who are directly accountable to the municipal manager such as departmental heads or directors responsible for functions and duties relating to specific departments or directorates. The various departments of the municipal council are organised in terms of the specific functions that the departments performed such as corporate services, finances, health and environmental services, social services, technical services and housing and land affairs. Managers for the offices of the speaker and mayor may also be appointed.

Craythorne, (2006:194) explains that departmental managers must be appointed in accordance of a written employment agreement, and a separate performance

agreement must be concluded with them on an annual basis. According to section 57 the Municipal Systems Act, 2000 managers who are directly accountable to a municipal manager must have the necessary skills and expertise to perform their duties associated with their post.

In addition the Education and Training Unit (ETU), (2011:7-8) states that councillors should provide the political direction and leadership in the municipality while councillors and officials determine the policies and direction of the municipality. Officials should have the knowledge and skills on the technical and specialised aspects on the affairs of the municipality. Whereas, councillors usually do not have the technical knowledge and expertise and therefore they rely on the recommendations from officials to make decisions in terms of community needs and interest. Once council has reached a decision officials are expected to implement the decisions in the most efficient and cost-effective way.

The Education and Training Unit (ETU), (2011:7-8) continues to explain that a councillor should not interfere in the management or administration of a department. Therefore, a councillor may not interfere with the implementation of a council decision, nor does a councillor give direct instructions to municipal officials or employees. It is also required from officials not to try to unduly influence the municipal council, or to provide the council with misleading information.

3.9 CURRENT PERFORMANCE AND SERVICE DELIVERY CHALLENGES OF MUNICIPAL COUNCILLORS

Since 2004 numerous cases of public unrest resulted from poor service delivery and a high rate of corruption by municipal officials and municipal councillor (Du Plessis and Lues, 2012:5). Kanyane and Mabelane (2009:82) states that the results of fraud and corruption is taking away at the tax collected from the public, simultaneously in the process also eating away at the moral fabric of society. The lack of service delivery by the municipality is an observable symptom of the major problem in the local sphere of government. In terms of the Constitution, 1996 section 151 one of the major objects of local government is to ensure that services are delivered in a sustainable manner.

According to a study conducted by the Centre for Policy Studies during 2010 in the Free State and Northern Cape high councillor turnover and excessive workload hinders municipal councillors to meet the requirements of their positions as stated in the Municipal Systems Act, 2000 (Paradza et al, 2010:16). A study conducted by Idasa during 2010 shows that ward committees are not fully functional, resulting in poor communication with the public. Furthermore the dysfunctionality of ward committees in many sections of the wards affects the performance of municipal councillors. Ward committees may make recommendations on any matter that affects its ward to the ward councillor, the metro council, the executive committee or the executive mayor. It is significant to note that ward committees have no line of communication to the administration (Raga and Taylor, 2005:142). Ward committees are established in South Africa in terms of chapter 4 of the Local Government Municipal Structures Act, 1998 and has to ensure active participation by communities in local government affairs (Raga and Taylor, 2005:142).

Another factor that remains a challenge on the part of municipalities' performance is the shortage and availability of skills of municipal councillors and ward councillors to fulfil their functions effectively (Idasa, 2010). According to Paradza, et al (2010: 81-88) the key factor that limit the performance of councillors as intermediaries in service delivery include the following; divisive party politics in some municipalities limit the performance of councillors as intermediaries in service delivery; lack of skills and portfolio-specific competencies limit performance of councillors as intermediaries in service delivery, ward demarcation and the geographical spread of constituencies also hampers performance of councillors as intermediaries in service delivery.

Another concern mentioned by Paradza, et al (2010: 84) is that councillors should be able to readily access information from various municipal departments to be able to fulfil their role as elected representatives of the communities. Paradza, et al (2010: 86) argues that councillors need more training to be able to interpret council decisions better, councillors also should be able to have a clear understanding of applicable municipal legislation and all councillors should have basic literacy and numeracy skills to be able to understand submissions made by the municipal administrators.

3.10 CONCLUSION

The main purpose of this chapter was to provide the theoretical overview of the functions and structures of legislative and executive authority and the role of municipal councils and councillors in local government. The chapter further outlines the current performance and service delivery challenges of developmental local government in South Africa. The chapter emphasised that in terms of section 53 of the Municipal Systems Act, 2000 each municipality is directed to define the specific roles of each political structure as well as to provide guidelines on how the councillors and municipal managers should interact to prevent any duplication pertaining to the duties of municipal councillors and other political structures within a municipality.

It was also indicated in the chapter that the key factors that limit the performance of councillors as intermediaries in service delivery entails *inter alia* divisive party politics, the lack of skills and portfolio-specific competencies of councillors. It was showed that ward demarcation and the geographical spread of constituencies also hampers performance of councillors as intermediaries in service delivery.

Another concern mentioned by Paradza, et al (2010: 84) in this chapter is that councillors should be able to readily access information from various municipal departments to be able to fulfil their role as elected representatives of the communities. Paradza, et al (2010: 86) argues that councillors need more training to be able to interpret council decisions better, councillors also should be able to have a clear understanding of applicable municipal legislation and all councillors should have basic literacy and numeracy skills to be able to understand submissions made by the municipal administrators.

The chapter emphasised that councillors who lack the necessary knowledge and insight may tend to busy themselves with simplistic and easily understood aspects of the administrative executive and therefore will not be able to fulfil its monitoring function. It was argued that a councillor who is unable to understand local government legislation and governing activities will be less able to understand the

administrative and executive activities of a municipality. In order to prepare a councillor to fulfil their legislative and governing functions effectively training initiatives of councillors should not be directed at obtaining functional expertise and skills but rather ensure that councillors and ward councillors will be able to fulfil their roles effectively. It was also suggest that municipalities should ensure that specific condensed discussion and information sessions will be provided by experts (Municipal officials and sector department experts) to keep councillors informed about the numerous facets of local government, administration, and the diverse functional activities of local government. It was further argued that the aim of councillors training initiatives should be to inform them about their duty to promote the general welfare of the local community and to make them aware of performance standards to be met.

In terms of section 152 of the Constitution, 1996, councillors have to account to their electorate for their performance and non-performance. It was also discussed that the Constitution, 1996 provided in Section 152(1) (a) that councillors must be sensitive to public opinion and in Section 153(1) (e) that councillors should react to the community needs. The chapter further emphasised that according to South Africa Local Government Association (SALGA, 2011:5) metropolitan and municipal councillors must act as representatives of the community which they serve, councillors must provide leadership in councils; they must act as custodians and guardians of public finance; councillors must promote the cooperative governance ethos; they have to provide effective oversight over the municipal executive and council officials; councillors must be accountable to local communities and report back to their constituencies on council matters, and councillors must be responsive to the committees they serve.

The chapter further emphasised that development local government implies that councillors are accountable to the citizens. Furthermore, the code of conduct has been discussed so as to ensure that councillors have the proper mechanisms of accountability when executing their tasks. Councillors are elected representatives and in this regard they must account to the people who casted their loyal votes for them Fourie, (2000:3). However if the local government processes are inadequate or

fail the provincial government has a right to uphold municipal councillors accountable De Visser, (2006:14).

In terms of the Constitution, 1996 and key legislations such as Chapter 4 of the Local Government: Municipal Systems Act (2000) and Chapter 4 of the Local Government: Municipal Structures Act (1998) provides an authoritative legal structure for participatory local democracy and ward committees in particular. Ward committees were included in the legislation as a way of providing an opportunity for communities to be heard at the local government level in a structured and institutionalised way. Ward committees are the structure that makes it possible to close the gap between local municipalities and communities, since ward committees have the knowledge and understanding of the citizens and communities they represent.

In light of the above (SALGA, 2011:47) indicates that the ward councillors are expected to ensure that the concerns related to their wards are fairly represented in the council (SALGA, 2011:47). Further indicates that ward councillors are responsible to reinforce the relationship with the communities as well as to report on the activities of the council on the regular basis and to report on the annual performances of the municipality. The chapter further outlined that ward councillors are expected to ensure that the concerns related to their wards are fairly represented in the council. The chapter also point out that councillors should receive training pertaining to the Code of Conduct of Councillors to ensure that all councillors fully understand the implications of their conduct. This means that councillors must be able to fully understand the implications of their conduct and that they have to behave in accordance to the Code of Conduct for Municipal Councillors. The next chapter is about the empirical research, methodology and findings.

CHAPTER 4: EMPIRICAL RESEARCH: METHODOLOGY AND FINDINGS

4.1 INTRODUCTION

Having explained the theoretical aspects of this study in previous chapters, the researcher had to follow certain procedures that ensured a thorough analysis of the problem as laid out. Chapter 2 of the study provided the theoretical overview of developmental local government. Chapter 2 also explained the statutory and legislative framework and key outcomes of developmental local government. The chapter also emphasised the powers and functions of local government, the role of public participation, the role of integrated development planning, local economic development, performance management and it concluded with a discussion about the role of intergovernmental relations in developmental local government. Chapter 3 outlined the role of municipal councillors and ward councillors in a developmental local government. The aim of this chapter is to consider the research design and methodology used. It further explains the data gathering techniques and sampling, reliability and validity of the data measuring instruments.

A research methodology is a special approach of collecting and processing data within the framework of research process as cited by Brynard and Hanekom, in Motingoe, (2011:94). An empirical investigation of training and competency challenges in the Mangaung metropolitan municipality were undertaken. Hence this chapter explore the survey methods employed and theoretical basis for conducting empirical research, it also delineates the analysis, interpretation and findings of this study.

4.2 RESEARCH DESIGN AND METHODOLOGY

In order to achieve the results needed to solve the assumption highlighted in Chapter One, a questionnaire was developed, comprising all the relevant questions identified

through a literature review. The assumption was tested using available empirical survey results.

Research refers to a systematic analysis to discover new information and to expand or verify existing knowledge in an effort to solve a particular problem as cited by Taylor, in Tsatsire, (2008:228). “A researcher finds facts and then expresses a generalisation based on the interpretation of those facts”. The main purpose of this research is to provide knowledge pertaining to training and competency challenges of municipal councillors in the Mangaung Metropolitan municipality.

In order to approach the problem stated in chapter one a particular research design was utilised, which entails strategies and methods used for data collection. Kumar, in Madumo, (2011:6) states that the most important section of any research is the selection of an appropriate method and designs; as such the topic of the research should be able to determine the type of methodology to be used. According to Welman, et al (2007:46) a research design is defined as the plan or a method that guides the researcher to collect data from participants. Cooper and Schindler, (2003:149) define a research design as the plan or blueprint for collecting, measuring and analysing data. In this regard this research is aimed at providing knowledge so as to address training and competency challenges of municipal councillors in Mangaung Metropolitan Municipality in the Free State as a case. For the purpose of this research study it is imperative to reflect on the research approach used, to understand the guiding principles, on which the research techniques were based.

4.2.1 Data gathering technique

According to Struwig and Stead in Motingoe, (2011:95) there are a many ways of collecting data and analysing it and these is determined by the purpose, aims and objectives of the study. For the purpose of this study the main objective is to determine the training needs and competency challenges of municipal councillors (Proportional public representative councillors) and ward councillors in the Mangaung Metropolitan Municipality and what training interventions should be recommended to address the challenges. There are two main approaches to

research, which are qualitative and quantitative. According to Brynard, Hanekom and Brynard, (2014: 39) quantitative research is associated with analytical research. Quantitative research requires methods such as experiments and surveys to describe and explain phenomena. Further, this type of research is linked to analytical research and its purpose is to arrive at a universal statements. A qualitative researcher makes use of inductive reasoning by means of specific observations and by drawing conclusions about large and more general phenomena.

According to Salkind, (2009:209) qualitative research refers to social or behavioural science research that explores the processes that underlie human behaviour by making use of exploratory techniques such as interviews, surveys, case studies, and other relatively personal techniques.

According to Motingoe, (2011:95) a questionnaire is written document in a research survey that has a number of questions and recorded answers. While Tsatsire, (2008:229) aver that a questionnaire is a major vehicle in data collection, therefore care should be given to their structure and design, as this will ensure accuracy of data collected. Tsatsire, (2008:230) lists the following requirements to be taken into consideration when compiling a questionnaire:

- Confidentiality should be assured;
- If applicable a choice of answers should be given on the questionnaire;
- The lay out of the questionnaire is important, provision for adequate space for Answers should be provided;
- The questions should be formulated in such a manner that it is not offensive;
- Care should be taken that questions should not give cause for emotive language;
- Questions should not require any calculations; and
- The questions should be formulated in such a manner that is short, simple and to the point.

The questionnaire, for the purpose of this study, was designed to have fully structured statements. Confidentiality was also assured through the cover letter, and

the questionnaire was not biased so as to influence a particular response. All the above mentioned requirements were therefore taken into consideration.

4.2.2 Questionnaire and interview schedule

Tsatsire, (2008:229) states that there are various ways to collect data by namely: a questionnaire; personal interviewing; observation of events as they happen; and abstraction. According to Salkind, (2009: 142) a questionnaire is a set of questions on a form, which is completed by the respondents in respect of the research project. A questionnaire is an instrument of data collection, consisting of the standardised series of questions relating to the research topic to be answered in writing by the respondents (Bless and Higson-Smith, 1995:106-107).

In this study a structured questionnaire was developed and issued to the ward councillors (respondents) by the researcher. The structured questionnaire consists of structured and unstructured questions. Respondents who need assistance with the completion of the questionnaire were assisted by the researcher. The completed questionnaires were personally collected by the researcher, with the advantage that the majority of the questionnaires were completed in the presence of the researcher. The questionnaire is attached under Annexure B of this dissertation.

A structured interview schedule was used to conduct interviews with the selected municipal councillors of the Mangaung Metropolitan Municipality to obtain data pertaining to the training needs and competency challenges of (Proportional public representative councillors). The interview schedule consisted of structured (closed-ended) and unstructured (open-ended) questions. The interview schedule is attached under Annexure C of this dissertation.

4.2.3 Sampling

One of the significant steps in the research plan is sampling, because it determines the participants in the research. According to Motingoe, (2011:96) sampling refers to the process used to select the population for the study. Sampling is defined as the process of choosing a small group of respondents from a larger defined target

population, assuming that the results discovered about the small group will allow the researcher to make conclusions concerning the larger (Hair, Buch and Ortinau, 2003:333).

The researcher used the simple random sampling method as part of a probability sampling strategy in this study to select a sample of 30% of the 49 ward councillors and 20% of the 48 municipal councillors (Proportional public representative councillors) which that took part in the interview schedule. This, the sample was taken from the population of 15 ward councillors and 10 municipal councillors. All 15 ward councillors completed the questionnaire while a total of 7 municipal councillors took part in the interview schedule. A follow-up interview schedule was held with one municipal councillor while two members of the population never showed up for the interview schedule, nor were they available for follow-up sessions. It was explained in chapter 1 of this study was that all municipal councillors (Proportionally public representative councillors) of the Free State Province took part in the Competency Assessment Survey of Municipal Councillors conducted during 2012 in the Free State Province by the Central University of Technology to assess the competency levels of municipal councillors. Although the researcher made use of a new interview schedule to administer the interviews with the municipal councillors, their willingness to participate was considered when the sampling size was constructed. However, the researcher has not used the same questionnaire that was used during 2012 with the Competency Assessment Survey of Municipal Councillors. For the purpose of this study the researcher made use of a structured interview schedule to conduct the interviews with the selected municipal councillors of the Managing Metropolitan Municipality. This, the sample size was deemed representative enough in order to warrant a fair reflection of views of the respondents.

It was explained in chapter 1 of this study that the simple random sampling method was used to randomly selecting individuals from a sampling frame so that all municipal and ward councillors would have an equal chance of being selected.

Salkind, (2009: 90-91) also explains that the most common type of probability sampling procedure is the simple random sampling method in that each member of the population has an equal and independent chance of being selected to be part of

the sample. According to Leedy, (1985:154) randomisation means selecting a population in such a way that the characteristics of each of the units of the sample approximate the characteristics of the total population.

4.3 LIMITATIONS

Some respondents were either unavailable or unwilling to participate in the research. Respondents were demotivated and demoralised as they claim that no change will take place in their areas, even after the research. The researcher motivated the respondents to participate in the survey, as their participation is of utmost importance as this is for academic purposes. Their council support coordinator was not helping at all, as he kept on promising to set up a meeting with councillors on my behalf but did not deliver on the set promise. The researcher had to come up with plan B in order to get respondents to participate in the study.

4.4 ETHICAL CONSIDERATION

As indicated in Chapter 1, section 1.10 of this study the following principles of ethical conduct were considered in the study:

- Permission Letter and consent. A letter (See Annexure A) was submitted to the Senior Director Corporate Services of the Mangaung Metropolitan Municipality to make them aware of the research purpose and to get their consent to make use of the structured questionnaire (See Annexure B) during structured interviews with selected ward councilors as well as to conduct the interview schedule (See Annexure C) with selected municipal councilors.
- Consent: Verbal permission was granted to the researcher by the Councillor Coordinator of the Mangaung Metropolitan Municipality to conduct the research. The Councillor Coordinator also assisted the researcher with the distribution of the questionnaire and with the structured interviews with selected ward councilors as well as have structured interviews by using the interview schedule with selected municipal councilors.
- Voluntary participation of respondents to the questionnaire.

- Informed consent. Respondents were made aware of the purpose of the research and the respondents gave their consent to participate in the research.
- Privacy. The confidentiality and anonymity of participants was protected at all times.

4.5 DATA PRESENTATION AND ANALYSIS OF FINDINGS OF THE QUESTIONNAIRE

The following are the findings relating to the analysis and findings of the questionnaire. The interpretation of the research findings is divided into three sections, namely Section A, B and C.

SECTION A: BIOGRAPHICAL DETAILS

In question 1 of the bibliographical details of the respondents, the outcomes were as follows:

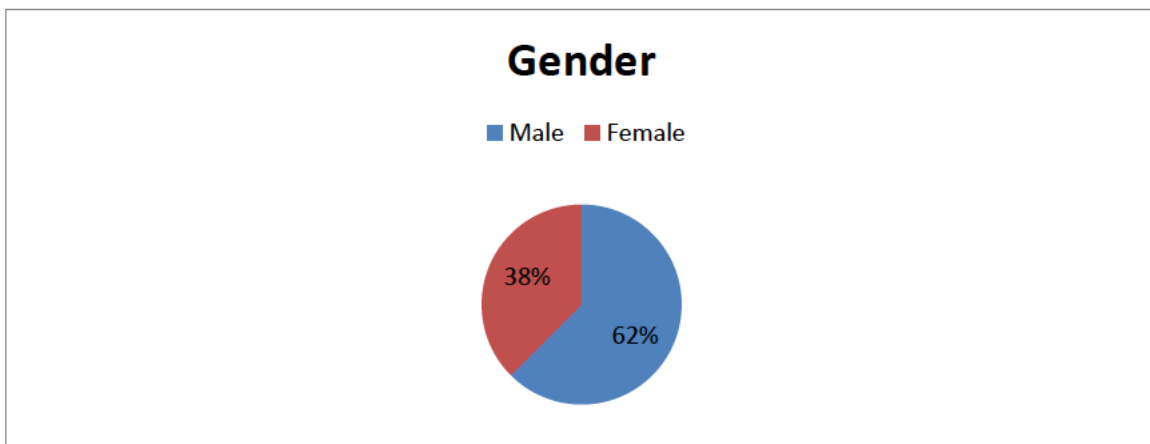


Figure 4.1: Gender of the respondents

The pie-chart above shows that 62.50% of the respondents were male and 37.50% were females. The aim of the question was to draw attention to the gender category of the respondents.

In question 2 of the bibliographical details of the respondents, the outcomes were as follows:

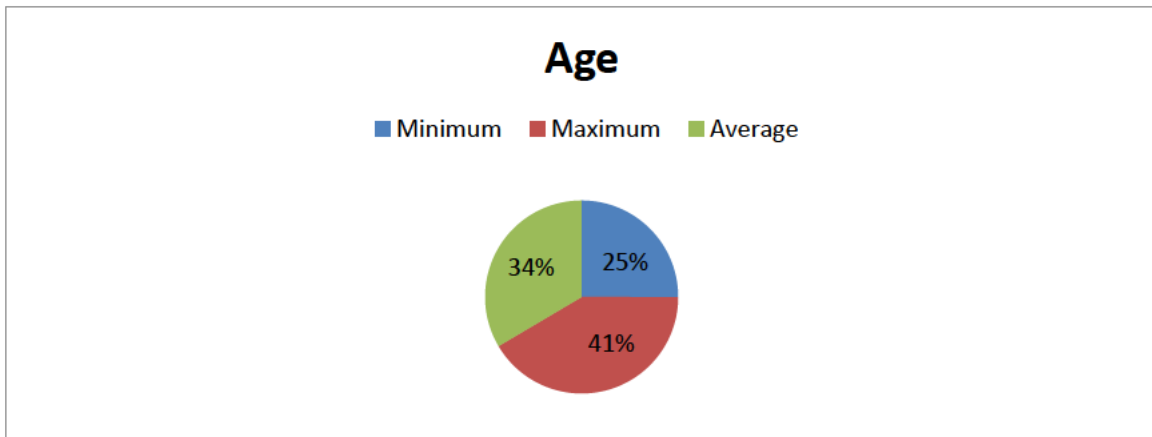


Figure 4.2: Ages of the respondents

The pie-chart above shows that the minimum age of the respondents were 41.0. The maximum age was 68.0 and the average age of the respondents was 54.9. The purpose of this question was to draw attention to the age of the respondents.

In question 3 of the bibliographical details of the respondents, the outcomes were as follows:

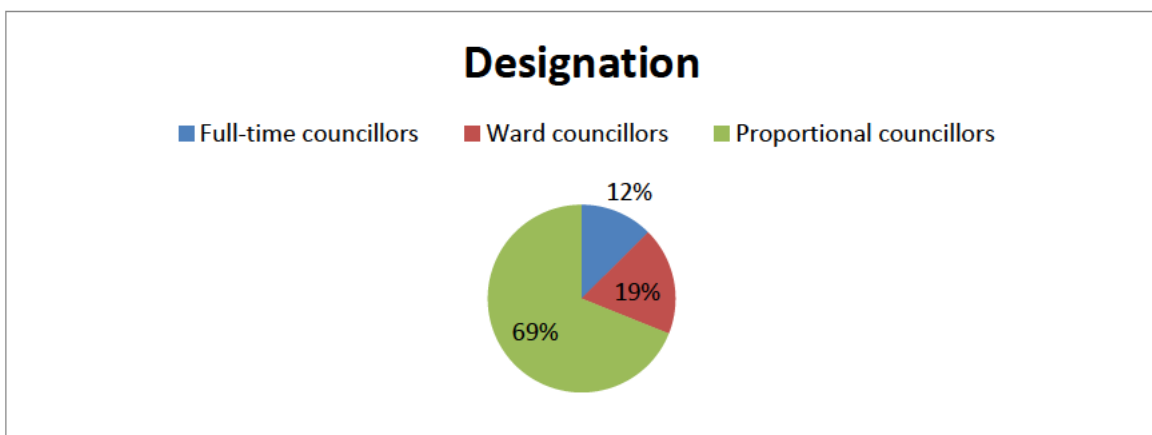


Figure 4.3: Designations of respondent councillors

From the above graphical information, 12.5% of the respondents were full-time councillors and 18.5% were ward councillors and 68.75% were proportional councillors. This gives a clear balance with regard to the designation of the respondents.

In Question 4 the respondents were requested to indicate which ward they represent. The results were as follows:

Question 4 Ward represented by the respondents				
Ward	Frequency	Percent	Cumulative Frequency	Cumulative Percent
1	1	9.09	1	9.09
11	1	9.09	2	18.18
14	1	9.09	3	27.27
2	1	9.09	4	36.36
23	1	9.09	5	45.45
3	1	9.09	6	54.55
40	1	9.09	7	63.64
42	1	9.09	8	72.73
44,48,20	1	9.09	9	81.82
46	1	9.09	10	90.91
48	1	9.09	11	100.00

Table 4.1: Ward represented by the respondents

Table 4.1 indicates the wards represented by the respondents. A total of 91% of the respondents indicates which they represent while 9% were reluctant to answer which ward they represent.

In question 5 of the bibliographical details of the respondents, the outcomes were as follows:

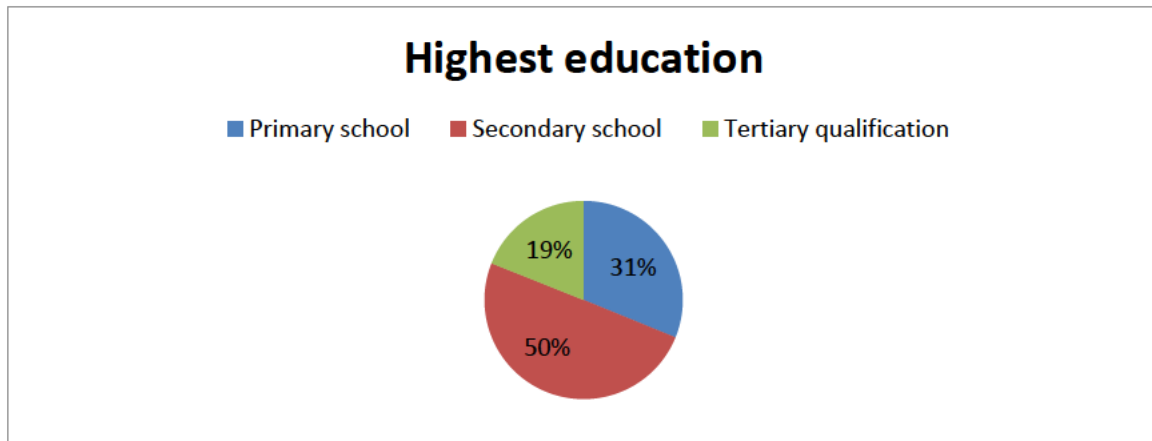


Figure 4.4: Education levels of the respondents

Figure 4.4 shows the education levels of the respondents. The pie-chart shows that 31.25% of the respondents attended primary school, 50% attended secondary school and 19% attended tertiary qualification and have either a diploma or a degree. The aim of this question is to draw attention to the educational level of the respondents.

In question 6 of the bibliographical details of the respondents, about the years in which councillors lived in their particular wards. The minimum years that the respondents lived in a specific ward was a minimum of 10 years, while the maximum years that one of the respondents lived in a respective ward was 51 years. The scenario suggests that the respondents are familiar with their respective wards.

SECTION B: COMMUNICATION SKILLS AND TRAINING NEEDS

In question 7.1 of Section B, about communication skills the outcomes of language proficiency were as follows:

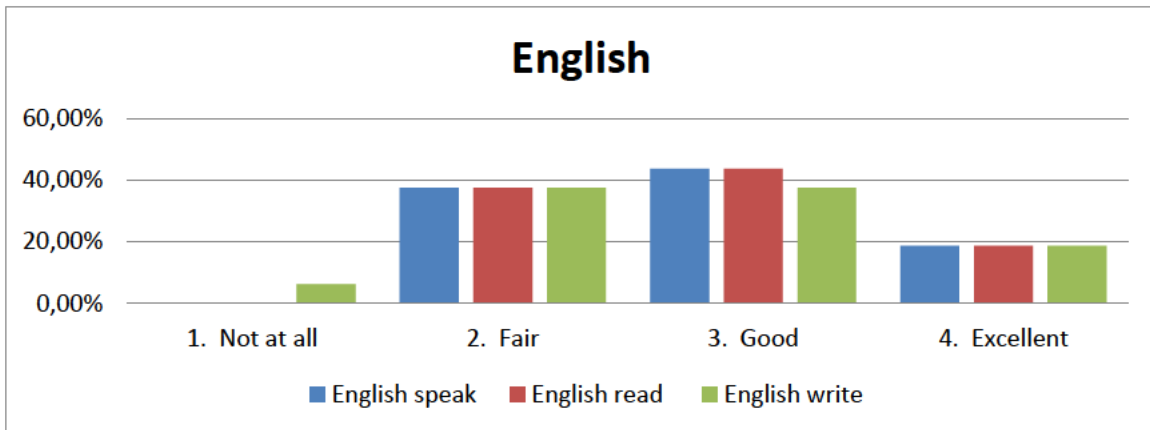


Table 4.2 English proficiency of the respondents

The table showed that a total of 43.75% of the respondents are good when speaking or reading English, while a total of 37.50% of the respondents are good and a total of 18.75% are excellent with writing in English.

In question 7.2 the outcomes of language proficiency were as follows:

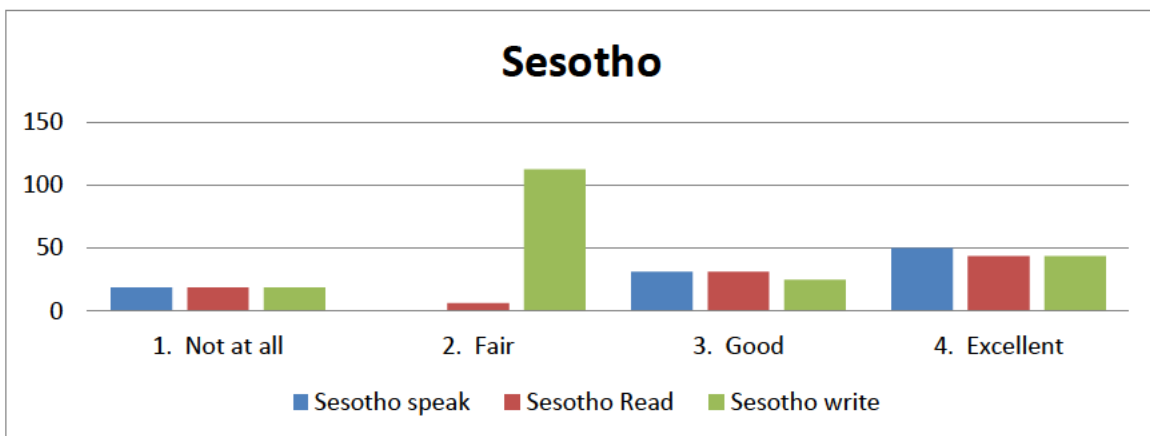


Table 4.5: Sesotho proficiency of the respondents

The table above showed that a total of 50% of the respondents are excellent when speaking Sesotho, while a total of 43.75% are excellent with reading and a total of 43.75% are excellent with writing in this language.

In question 7.3 the outcomes were as follows:

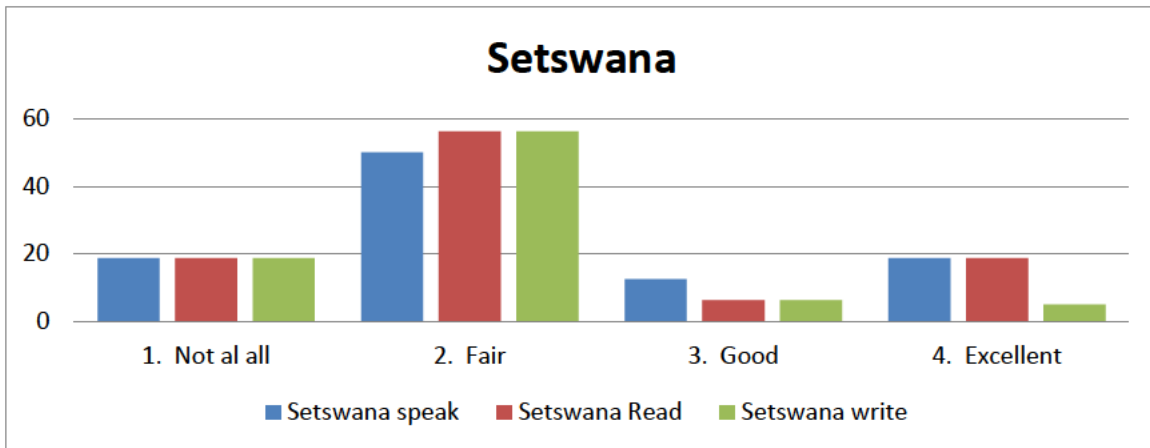


Table 4.4: Setswana proficiency of the respondents

The above table showed that a total of 18.75% of the respondents are excellent when speaking Setswana, while a total of 18.75% are excellent with reading Setswana and 18.75% are excellent with writing in Setswana. A total of 18.75% of the respondents cannot speak, read or write in Setswana.

In question 7.4 about the language proficiency in IsiXhosa a total of 31, 25% of the respondents could not speak or read the language while a total of 37.50% indicated that they could not write at all in the language. In question 7.5 about the language proficiency in IsiZulu a total of 43.75% could not at all speak the language while, a total of 50% of the respondents could not at all read the language, while a total of 56.25% of the respondents could not write at all in the language.

In question 7.6 the outcomes were as follows:

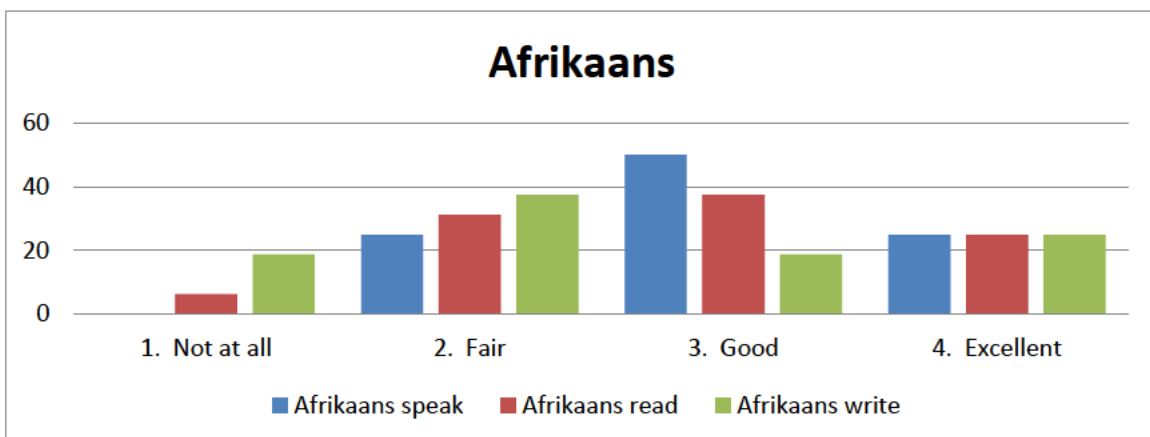


Table 4.5: Afrikaans proficiency of the respondents

The above table shows that a total of 50% of the respondents are good when speaking Afrikaans, while 37.50% of the respondents are good in reading Afrikaans, while a total of 18.75% are good in writing in Afrikaans. A total of 6.255 of the respondents cannot at all read in Afrikaans while a total of 18.75 cannot at all write in Afrikaans.

In question 7.7 50% of the respondents indicated that they could speak French.

In question 8 of Section B, on whether the respondents would like to improve their language proficiency in one or more of the languages the outcomes were as follows:

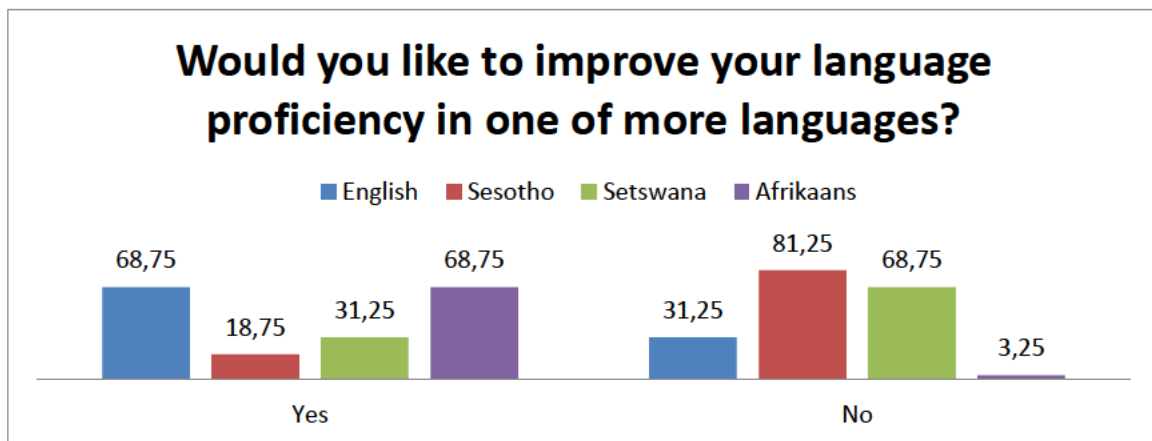


Table 4.6: Need of the respondents to improve their language proficiency in any of the above languages

In question 8 on whether the respondents would like to improve your language proficiency in one or more of the languages a total of 68.75% indicated that they would like to improve their language proficiency in English and Afrikaans, while a total of 18.75 want to improve their language proficiency in Sesotho and 31.25% have the need to improve their proficiency in Setswana. This gives a clear understanding of the training needs of the respondents concerning their language proficiency in the different languages of the region. In Chapter 3 of the study it was explained that it is expected from ward councillors to communicate important information from council to residents as well as to communicate the activities and meetings to the public representative councillor. Thus, one could argue that ward

councillors should be able to communicate effectively with communities as well as with municipal councillors.

In question 9.1, 100% of the respondents indicated that they would like to improve their knowledge concerning municipal legislation. The conclusion may be drawn that if these ward councillors are not familiar with these crucial legislative frameworks, it is therefore unlikely that the development needs of the community could be implemented successfully. The scenario above suggested that all ward councillors should receive training concerning the applicable local government legislative frameworks to improve their knowledge. It was also explained that ward councillors must be able to establish whether the capital projects are being committed in accordance with the municipal Integrated Development Plan (IDP). In order to this ward councillors must be familiar with the requirements of applicable municipal legislation pertaining to public participation, municipal services as well as the municipal integrated development planning process.

SECTION C: ROLE OF WARD COUNCILLORS WITH SERVICE DELIVERY

In question 10 of Section B, the respondents were asked to indicate the degree of agreement or disagreement with the following statement, that ward councillors in the Mangaung Metropolitan Municipality have to ensure that policies and plans regarding service provision are communicated to residents the outcomes were as follows

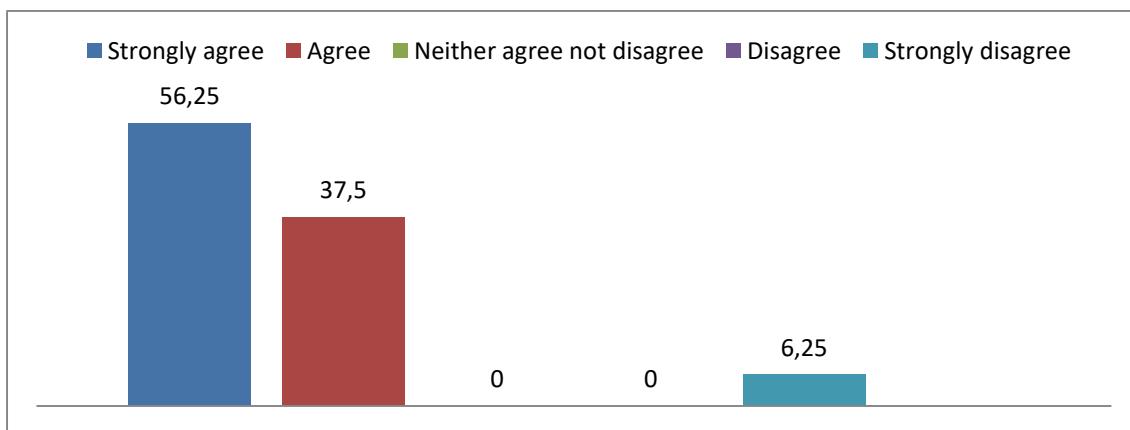


Table 4.7.1: Ward councillors in the Mangaung Metropolitan Municipality have to ensure that policies and plans regarding service provision are communicated to residents

From the above table one can determine that 56.25% of the respondents strongly agree with this statement, while 37.50% agree and only 6.25% strongly disagree with the statement. In Chapter 3, section 3.5 of this study it was explained that it is expected from ward councillors to assess whether municipal services are being delivered comparatively, efficiently and in a sustainable way. One could argue that ward councillors should be familiar with the type of services rendered by the metropolitan, district and local municipalities in order to fulfil this role effectively.

In Question 11 on whether ward councillors must be familiar with the environment of their ward (types of housing, services provided or not provided communities development needs etc.) the outcomes were as follows:

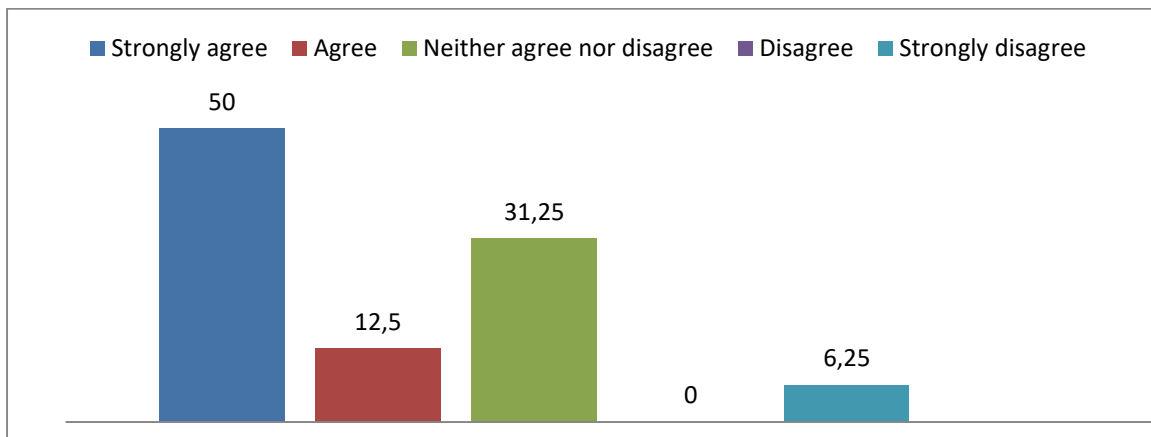


Table 4.7.2: Ward Councillors must be familiar with the environment of their ward (types of housing, services provided or not provided, communities development needs etc.)

A total of 50% of the respondents strongly agree with this statement while, 12.50% agree and 31.25 neither agree nor disagree with this statement and only 6.25% strongly disagree with the statement. As explained above it was explained in Chapter 3 of this study that it is expected from ward councillors to assess whether services are being delivered comparatively, efficiently and in a sustainable way in a specific ward.

In Question 12 on whether the ward Councillors should be aware of what organizations of bodies exist in the community such as cultural groups civic forums,

business, youth organizations, NGO's, school governing bodies, traditional leaders etc. the outcomes were as follows:

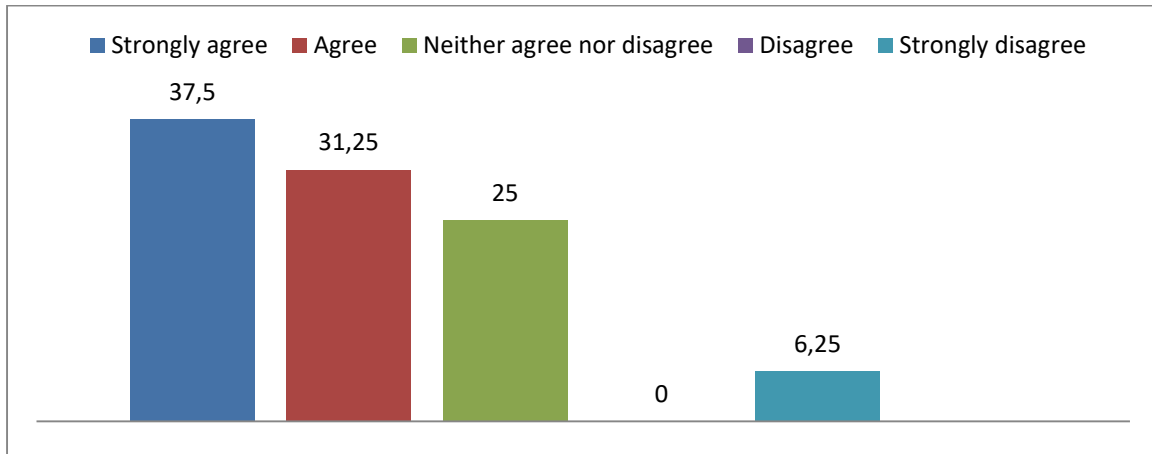


Table 4.7.3: The ward Councillors should be aware of what organizations of bodies exist in the community such as cultural groups civic forums, business, youth organizations, NGO's, school governing bodies, traditional leaders etc.

From the above table 37.50% of the respondents strongly agree while, 31.25% agree and 25.00 neither agree nor disagree with the statement while only 6.25% strongly disagree. It was discussed in Chapter 3, section 3.6 of this study that it is expected from ward councillors to be fully involved in all community activities within their specific wards.

In Question 13 on whether ward councillors should act as a consultative body on council policies and matters affecting the community and wards the outcomes were as follows.

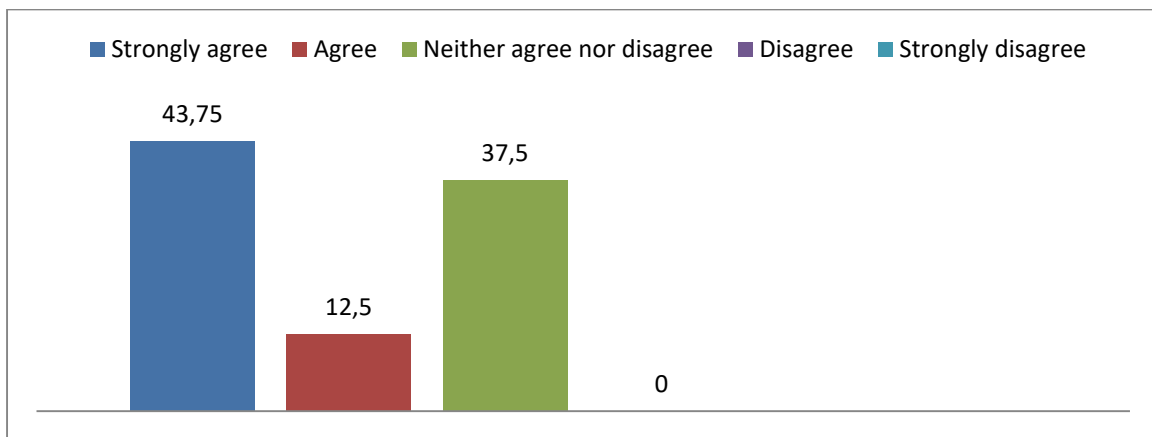


Table 4.7.4: Ward Councillors should act as a consultative body on council policies and matters affecting the community and wards

A total of 43.75% strongly agree and 12.50% agree with the statement while, 37.50% neither agree nor disagree with the statement and only 6.25% strongly disagree. In Chapter 3 it was explained that ward councillors should act as an advisory body on council policies and matters affecting the community and wards. Thus, ward councillors should be familiar with the type of services rendering by the municipality as well as the applicable municipal legislation affecting the ward in order to act as an advisory body on council policies and matters affecting the community and wards.

In Question 14 on whether ward councillors should make recommendations on any matters affecting ward or the metro councils etc. the outcomes were as follows:

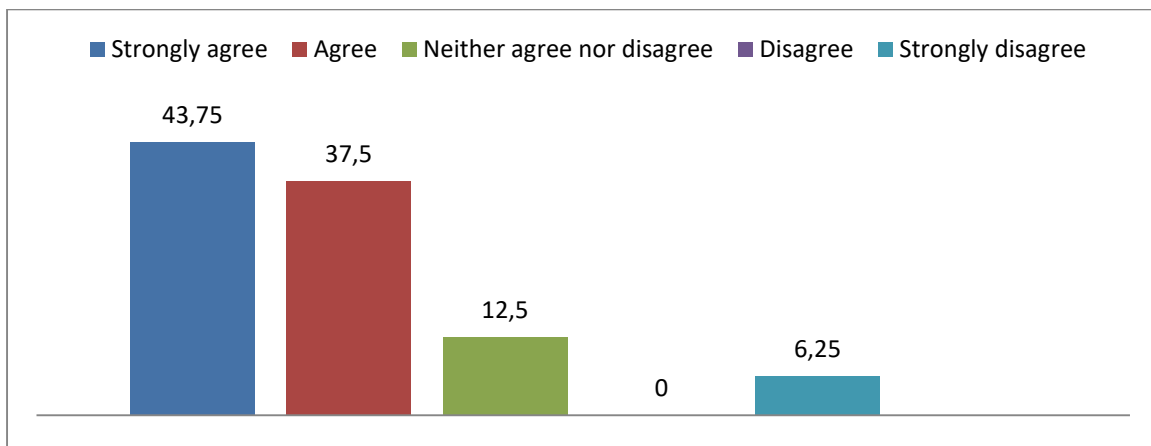


Table 4.7.5: Ward Councillors must be familiar with the environment of their ward (types of housing, services provided or not provided, communities development needs etc.)

From the table above you can determine that 43.75% of the respondents strongly agree and 37.50% agree while, 12.50% neither agree nor disagree and 6.25% strongly disagree with the statement.

In Question 15 on whether ward councillors should work closely with the speaker's office in arranging for the election of ward committees the outcomes were as follows:

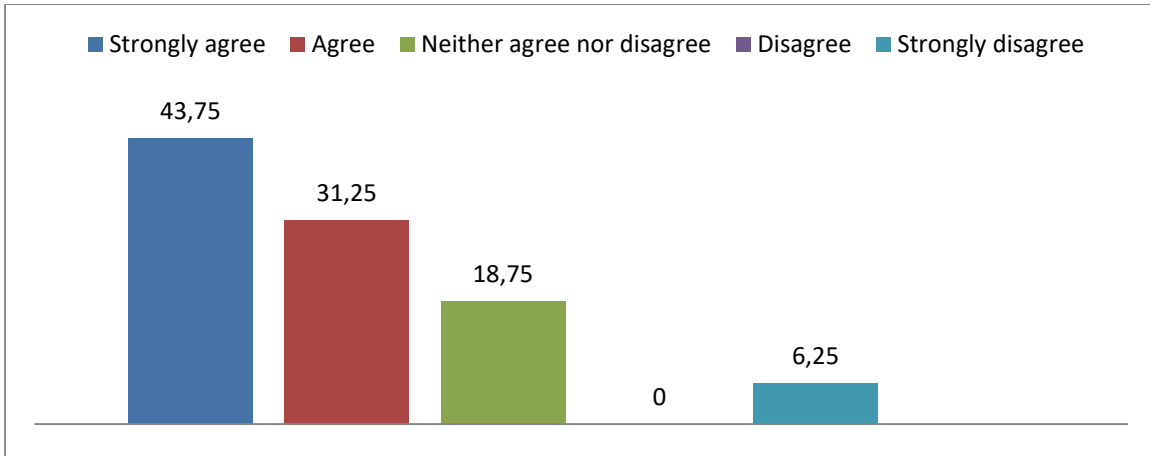


Table 4.7.6: Ward Councillors should work closely with the speaker's office in arranging for the election of ward committees

A total of 43.75% of the respondents strongly agree and 31.25% agreed that ward councillors should work closely with the speaker's office in arranging for the election of ward committees. A total of 18.75 neither agree nor disagree with the statement and only 6.25 strongly disagree with the statement.

In question 16 of Section C, Category 2 on whether ward councillors should report on the activities of the council to the community on a regular basis the outcomes were as follows:

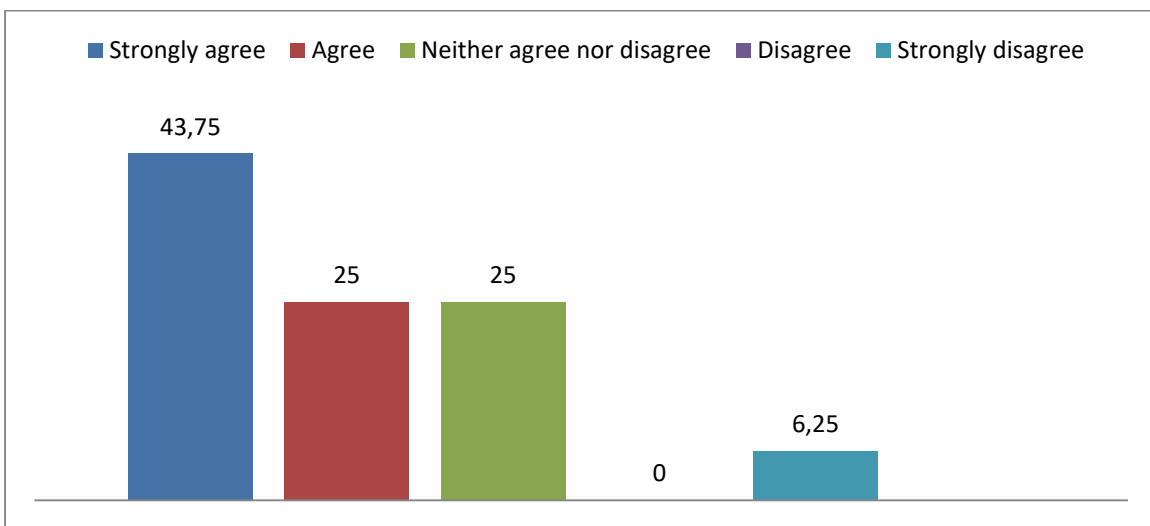


Table 4.7.7: Ward Councillors should report on the activities of the council to the community on a regular basis

From the above table a total of 43.75% of the respondents strongly agree and 25% agree while, 25% neither agree nor disagree with the statement and 6.25% strongly disagree with the statement that ward councillors should report on the activities of the council to the community on a regular basis. Section 3.6 of this study explained that it is expected from ward councillors to It is expected from the ward councillors to communicate the activities and meetings to the public representative councillor as well as to communicate important information from council to residents.

In Question 17 on whether ward councillors should be able to manage conflict as the chairperson of the ward committee effectively, the outcome was as follows:

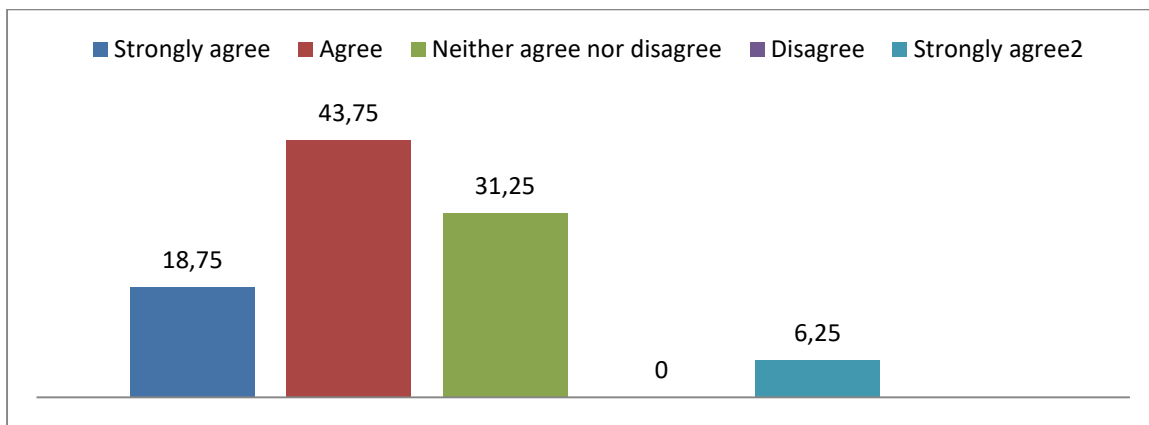


Table 4.7.8: Ward Councillors should be able to manage conflict as the chairperson of the ward committee effectively

Table 4.7.8 shows that the majority of the respondents strongly agree and agree that ward councillors should be able to manage conflict as the chairperson of the ward committee effectively. A total of 31.25% of the respondents neither agree nor disagree with this statement while only one respondent strongly disagree with the statement. In Chapter 3 it was mentioned that numerous public unrest occurred due to unhappiness of community members with service delivery, as such one could argue that ward councillors should be familiar with conflict management a part of the public participation process. In Chapter 3 of this study it was mentioned that ward councillors are the as the officially recognised and specialised participatory structures in the municipality and to facilitate public participation in the process of development, review and implementation management of the integrated development planning in the municipality.

In Question 18 on whether ward councillors should monitor how the Mangaung Metropolitan Municipality development programmes and plans are achieving the intended objectives the outcomes was as follows:

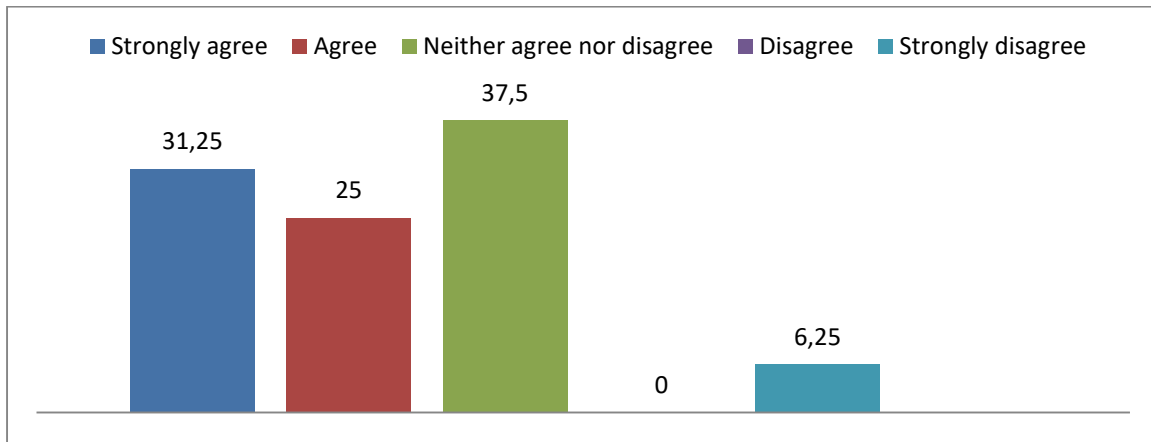


Table 4.7.9: Ward Councillors should monitor how the Mangaung Metropolitan Municipality development programmes and plans are achieving the intended objectives?

From the above table depicts that the majority of the respondents strongly agree and agree that ward councillors should monitor how the Mangaung Metropolitan Municipality development programmes and plans are achieving the intended objectives? A total of 37.50% of the respondents neither agree nor disagree while only one respondent strongly disagree. In Chapter 3, section 3.6 it was emphasised that according to the South African Local Government Association (SALGA) it is expected from ward councillors to provide feedback to the communities and to report on the annual performances of the municipality. Furthermore, it was explained that ward councillors have to establishing whether the capital projects are being committed in accordance with the municipalities' Integrated Development Plan (IDP). The fact that 37.5 % of the respondents nether neither agree nor disagree is a concern. Thus ward councillors should receive training in order to provide feedback to the community on whether the municipalities' programmes and plans are achieving the intended objectives.

In Question 20 about whether ward councillors should assess how municipal services are being delivered effectively and in a sustainable manner in their specific wards, the results were as follows:

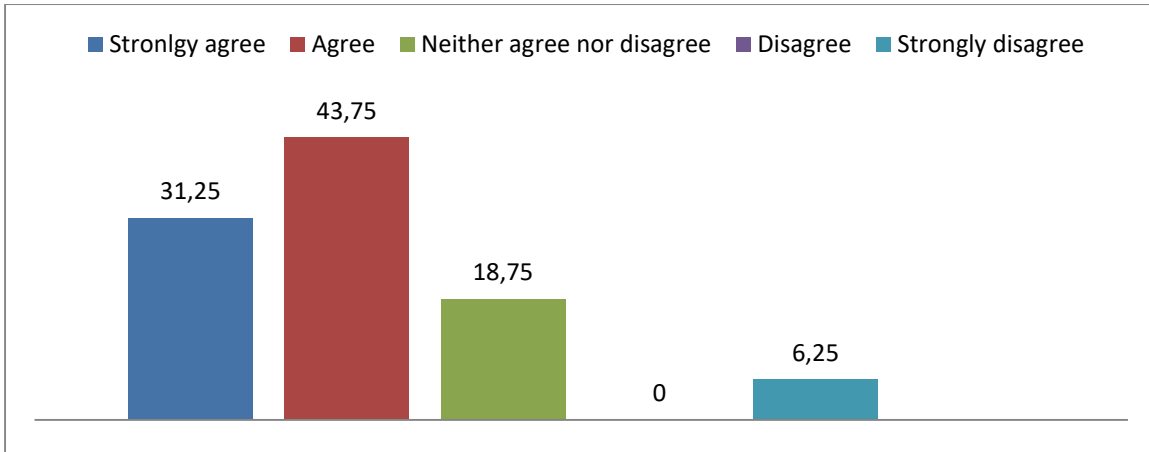


Table 4.7.10: Ward Councillors should assess how municipal services are being delivered effectively and in a sustainable manner in their specific wards?

Table 4.7.10 shows that the majority of the respondents strongly agree and agree with the statement that ward councillors should assess how municipal services are being delivered effectively and in a sustainable manner in their specific wards? While, 18.25% of the respondents neither agree nor disagree with the statement and only one respondent strongly disagree with the statement. In Chapter 3 of the study it was mentioned that it is expected from ward councillors to assess whether services are being delivered comparatively, efficiently and in a sustainable way. Thus, ward councillors should have the knowledge how to assess whether municipal services are delivered effectively.

In Question 21 about whether ward councillors should receive and record complaints from the community within the ward and whether the ward councillor should provide feedback on council responses.

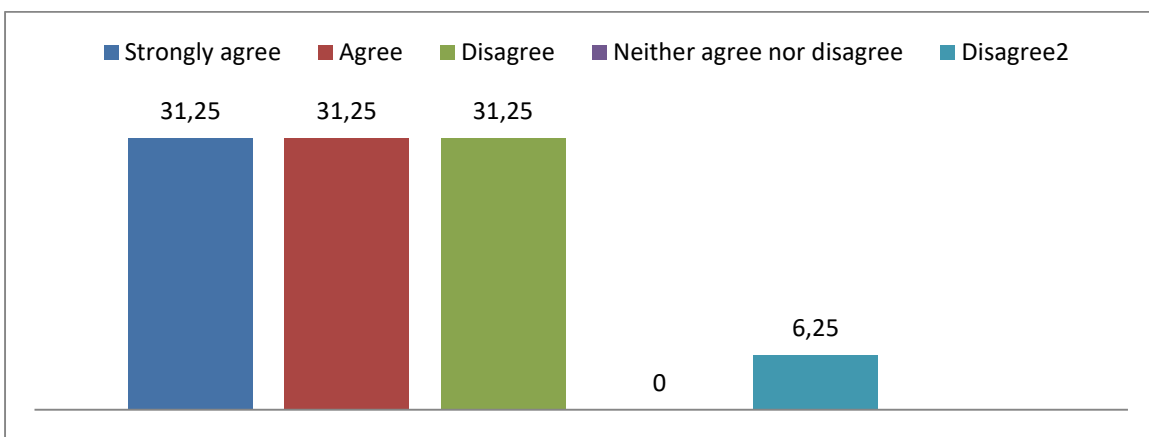


Table 4.7.11: Ward Councillors should receive and record complaints from the community within the ward and provide feedback on council responses

From the above table it is clear that the majority of the respondents strongly agree and agree with the statement that ward councillors should receive and record complaints from the community within the ward and provide feedback on council responses. A total of 31.25% of the respondents neither agree nor disagree with the statement and only one respondent strongly disagree with the statement. In chapter 3 it was emphasised that it is expected from ward councillors to keep in close contact with their constituencies to ensure that the municipal council is informed of all issues pertaining to the community. Furthermore, it was explained in chapter 3 of this study that it is expected from ward councillors to explaining the decisions of a council by providing the community with a progress report about committing resources. Thus, one could argue that ward councillors should be able to disseminate information and feedback from the community as well as from the ward committee and councillors to provide effective feedback to the specific ward.

In Section C, Role of ward councillors with the IDP process the respondents were asked to indicate their level of agreement. On whether ward councillors should ensure that ward committees are established and function according to legislative guidelines. In question 22 about whether ward councillors have to ensure that local communities of the Mangaung Metropolitan municipality participate in all processed related to the IDP the results were as follows:

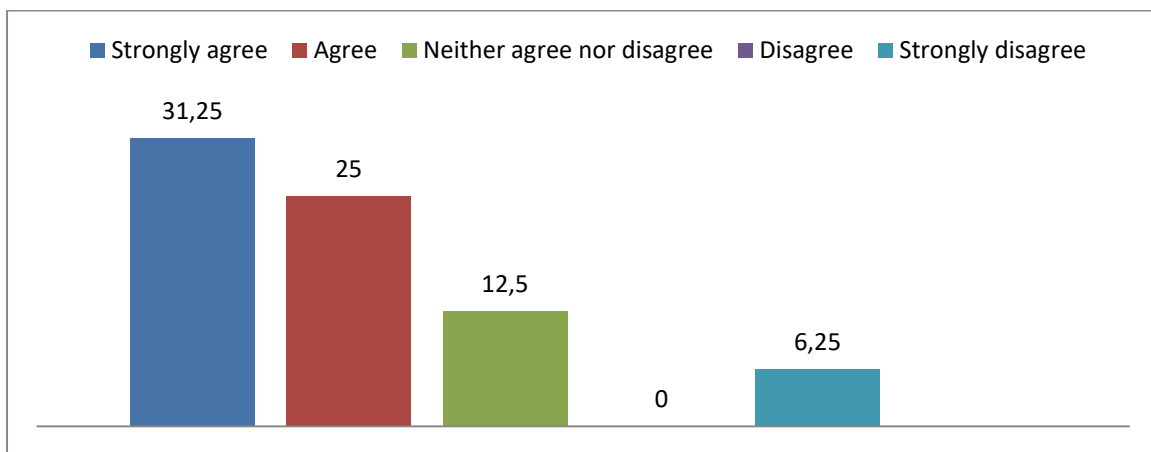


Table 4.7.12: Ward councillors have to ensure that local communities of the Mangaung Metropolitan Municipality participate in all processes related to the IDP

Table 4.7.12 It is evident that the majority of the respondents strongly agree and agree with the statement that ward councillors ward have to ensure that local

communities of the Mangaung Metropolitan Municipality participate in all processes related to the IDP. While, a total of 37.50 neither agree nor disagree with the statement while only 1 respondent totally disagree with the statement.

In question 23 the respondents were asked whether ward councillors have to determine whether capital projects of the Mangaung Metropolitan Municipality are being implemented in accordance with the IDP a total of 25.00% strongly agreed and a total of 50.00% of the respondents agree with the statement. Although the majority of the respondents supported the statement 18.75% of the respondents neither agree nor disagree with the statement and only one respondent strongly disagree with the statement. In chapter 3 it was explained that it is expected from ward councillors to facilitate public participation in the process of development, review and implementation management of the integrated development planning process of municipality.

In question 24 the respondents were asked if ward councillors and the speaker has to ensure that public participation in the IDP process is meaningful the majority of the respondents totally agree (43.75%) as well as a total of 18.75 agree with this statement. While, 31.25% neither agrees nor disagrees with the statement. As in the case of the above question one respondent strongly disagree with the statement.

In question 25 on whether ward councillors/council has to ensure that the IDP aims to respond to local community's needs a total of 56.25% strongly agreed, while 31.25% agreed with the statement. Thus, majority of the respondents agreed that ward councillors/council has to ensure that the IDP aims to respond to local community's needs. Only 1 respondent as in the case with nearly all questions strongly disagree with the statement.

In question 26 about whether ward councillors should convey through the ward committee important information about various planning and policy making processes and specific programmes or projects affecting the community from the Mangaung Metropolitan Municipality to residents the majority of the respondents (43.75%) strongly agreed while, 31.25% agreed with the statement. Only 18.75% of

the respondents neither agree nor disagree with the statement. Only 1 respondent strongly disagree with the statement.

In question 27 on whether ward councillors must regularly inform residents with a progress report explaining the decisions of the Mangaung Metropolitan Municipality in committing resources to IDP projects and programmes affecting the residents the majority of the respondents strongly agreed (50.00%) and 37.50% of the respondents agreed with this statement. While only 1 respondent neither agree nor disagree with the statement and only 1 respondent strongly disagree with the statement.

From question 22 to question 27 it is clear that the majority of the respondents strongly agreed or agreed with the above statements. The conclusion may be drawn from the fact that a certain percentage 37.50 and 31.25% in the case of questions 22 and 24 and 18.75% in the case of question 23 and 26 that these respondents are not familiar with the role of ward councillors with the IDP process. One could argue that training should be provided to all ward councillors to ensure that all of them understand their crucial role of ward councillors with the IDP process. One could also assume that while 1 respondent strongly disagree with all the statements in question 22 to question 27 that the respondent does not understand the statements or one could argue that training should be provided to all ward councillors to ensure that all of them understand their crucial role of ward councillors with the IDP process.

In Chapter 3, section 3.6 it was provided that in terms of section 16(1) of the Municipal Systems Act, 2003 that municipalities must facilitate the participation of local communities in all processes related to their integrated development planning (IDP) as well as performance management systems. One could argue in terms of the feedback from the respondents pertaining to question 22 to question 27 that ward councillors should be familiar with the Integrated Development Plan (IDP) of the metropolitan municipality in order to facilitate the effective public participation process of community members in the IDP process.

4.6 RESULTS OBTAINED FROM THE INTERVIEW SCHEDULE

According to Salkind, (2009:194-195) one of the basic tools used in survey research is the interview. Interviews can take the form of an informal question-and-answer session to a structured, detailed interaction between the interviewer and interviewee. Salkind, (2009:195) further explains that interviews contain two general types of questions, structured (closed-ended) and unstructured (open-ended) questions. In this study the structured interview schedule were used to conduct interviews with the selected municipal councillors of the Mangaung Municipality. The interview schedule consisted of structured (closed-ended) and unstructured (open-ended) questions. Brynard and Hanekom, (2006:40-41) state that interviews are one of the most used survey techniques of collecting data in that it allows the researcher to explain the questions if the respondents (interviewees) does not understand a question. One could argue that an interview schedule consists of a questionnaire that contains structured or unstructured questions and it assist the researcher (Interviewer) to ask the same questions to all the interviewees.

The questions used in the interview schedule were divided into three main sections, as follows:

- **Section A:** Local Government Legislations and Policy Documents
- **Section B:** Budgeting and Municipal Financial Management
- **Section C:** Integrated Development Planning and Local Economic Development
- **Section D:** Communications, Meetings and Report Writing
- **Section E:** General

SECTION A: LOCAL GOVERNMENT LEGISLATIONS AND POLICY DOCUMENTS IN THE INTERVIEW SCHEDULE

In this section the results obtained from section A of the interview schedule are provided below.

Rating value:

- 1.1 to 1.15: Yes. Partly. No
- 2: Very well. Fairly well. Not at all
- 3: Always. Sometimes. Never
- 4: Yes or No

In question 1.1 on whether the respondents were fully or partly familiar with the purpose and contents of the Constitution, 1996 the results were as follows:

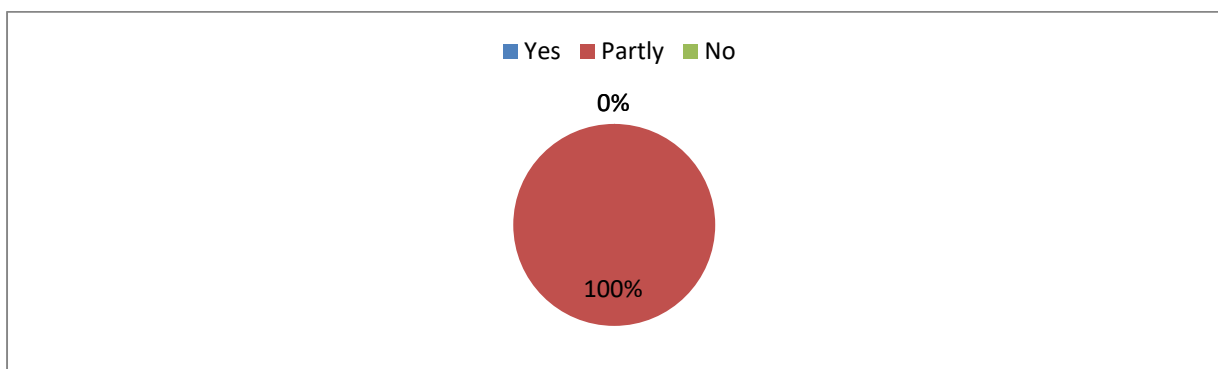


Figure 4.6: Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

The above table shows that 100% of the respondents are partly familiar with the purpose and contents of the Constitution, 1996. In Chapter 3, section 3.5 it was discussed that in terms of section 151(3) of the Constitution, 1996 a municipality has the right to govern on its own initiative the local government affairs of its community, subject to national and provincial government legislation. It was also argued in Chapter 3 of this study that if a municipal councillor is unable to understand local government legislation and governing activities they will be less able to understand the administrative and executive activities of a municipality. In order to prepare a councillor to fulfil their legislative and governing functions effectively training initiatives of councillors should not be directed at obtaining functional expertise and skills but rather ensure that councillors and ward councillors will be able to fulfil their roles effectively. Thus, one could argue that councillors should be familiar with applicable local, provincial and national legislation.

In question 1.2 about the White Paper on Local Government, 1998 the results were as follows:

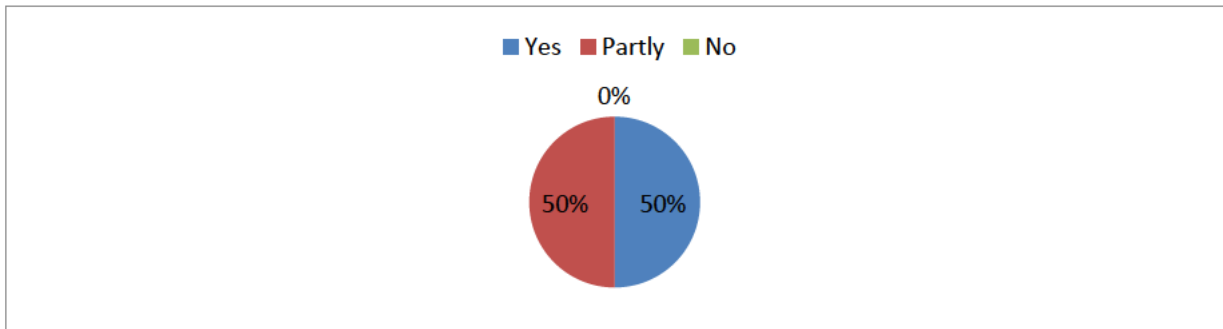


Figure 4.7: White Paper on Local Government, 1998

The above figure shows that 50% of the respondents are fully familiar with the purpose and the contents of the White Paper on Local Government, 1998. While 50% of the respondents are partly familiar with the purpose and contents of the White Paper, 1998.

In question 1.3 on whether the respondents were fully, partly or not familiar with the purpose and contents of the Local Government Structures Act, 1998 (As amended), the results was as follows:

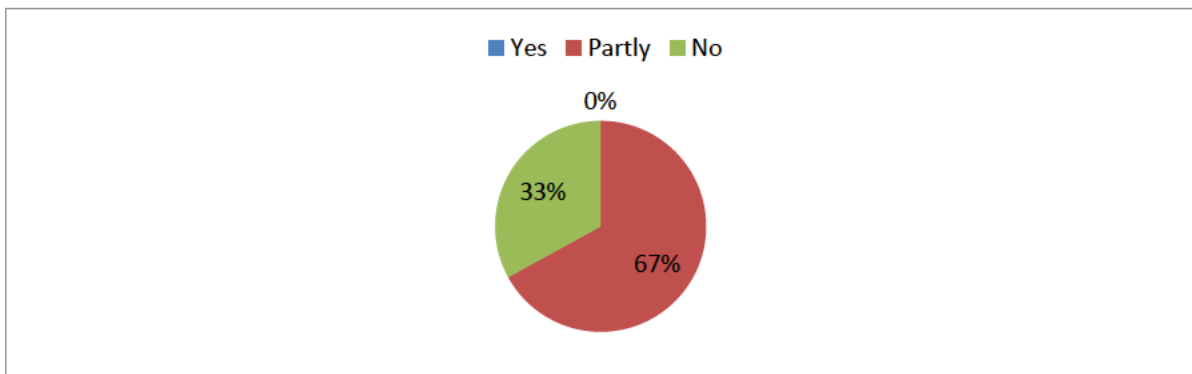


Figure 4.8: Local Government Structures Act, 1998 (as amended)

The above figure shows that 67% of the respondents are partly familiar with the purpose and the contents of the Local Government Structures Act, 1998 (as amended). While 33% of the respondents are not familiar with the purpose and contents of the Local Government Structures Act, 1998 (as amended).

In question 1.4 on whether the respondents were fully, partly or not familiar with the purpose and contents of the Local Government Municipal Systems Act, 2000 (as amended), the results was as follows:

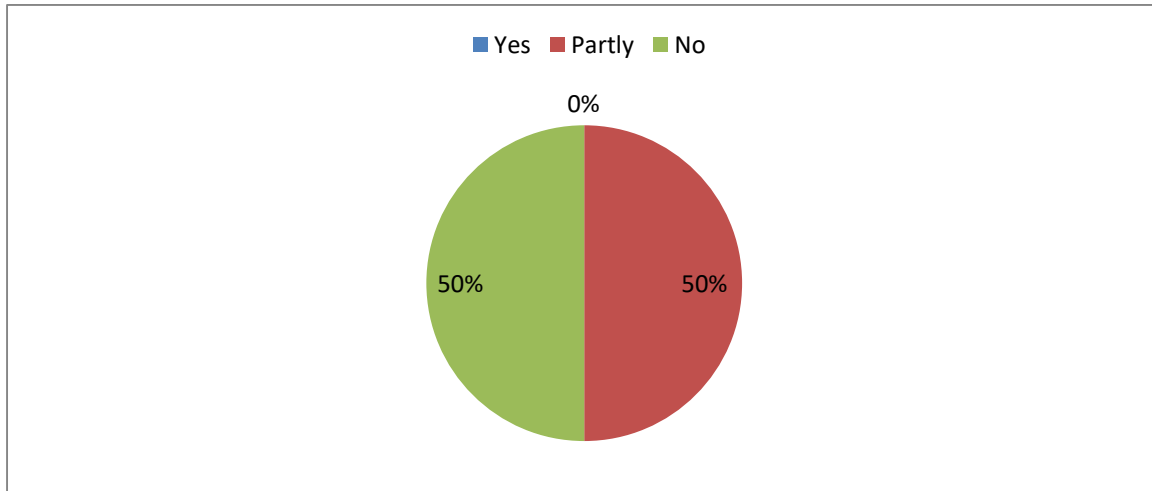


Figure 4.9: Local Government Municipal Systems Act, 2000(as amended)

The above figure shows that 50% of the respondents are fully familiar with the purpose and the contents of the Local Government Municipal Systems Act, 2000 (as amended). While 50% of the respondents are partly familiar with the purpose and contents of the Local Government Municipal.

In question 1.5 on whether the respondents were fully, partly or not familiar with the purpose and contents of the Municipal Finance Management Act, 2003. The results were as follows:

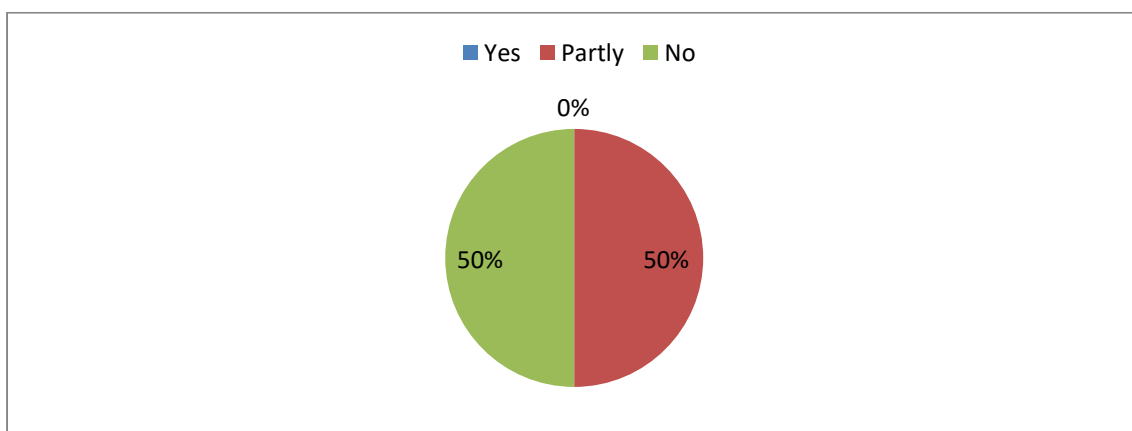


Figure 4.10: Municipal Finance Management Act, 2003

The above figure shows that 50% of the respondents are fully familiar with the purpose and the contents of the Municipal Finance Management Act, 2003. While 50% of the respondents are partly familiar with the purpose and contents of the Municipal Finance Management Act, 2003. In Chapter 3, section 3.5 it was stated that municipal councillors must be involved in the compilation of municipal and metropolitan budgets to ensure that the needs of the community are addressed. One could argue that municipal councillors should be familiar with the budgetary process as provided in the Municipal Finance Management Act, 2003.

In question 1.6 on whether the respondents were fully, partly or not familiar with the purpose and contents of the Municipal Fiscal Powers and Functions Act, 2007. The results were as follows:

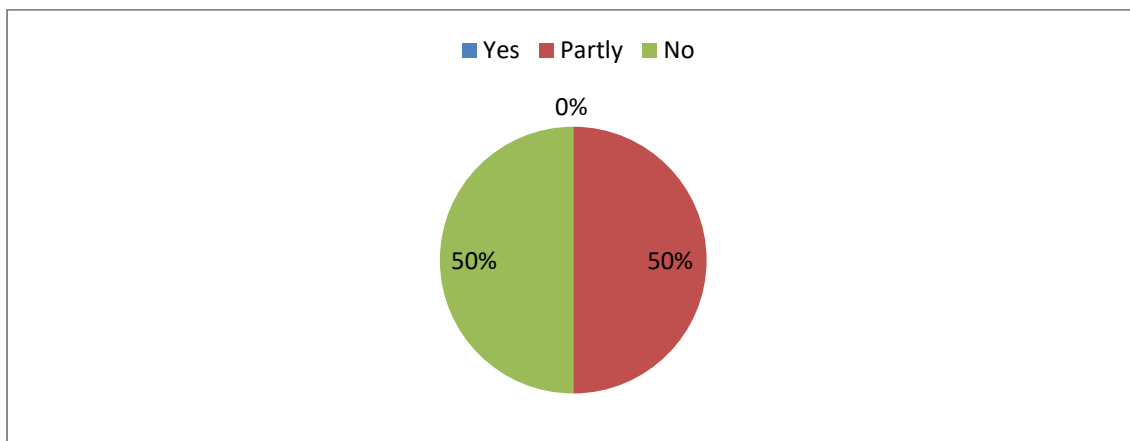


Figure 4.11: Municipal Fiscal Powers and Functions Act, 2007

The above figure shows that 50% of the respondents are fully familiar with the purpose and the contents of the Municipal Fiscal Powers and Functions Act, 2007. While 50% of the respondents are partly familiar with the purpose and contents of the Municipal Fiscal Powers and Functions Act, 2007.

In question 1.7 on whether the respondents were fully, partly or not familiar with the purpose and contents of the Preferential Procurement Policy Framework Act, 2000. The results were as follows:

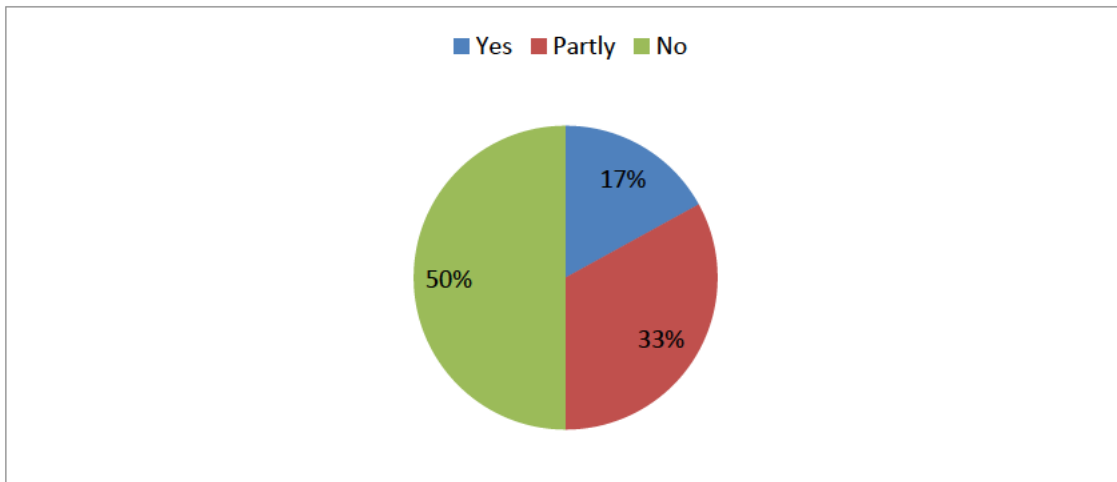


Figure 4.12: Preferential Procurement Policy Framework Act, 2000

The above figure shows that 17% of the respondents are fully familiar with the purpose and the contents of the Preferential Procurement Policy Framework Act, 2000. While 33% of the respondents are partly familiar with the purpose and contents of the Preferential Procurement Policy Framework Act, 2000. And 50% of the respondents are not familiar with purpose and contents of the Preferential Procurement Policy Framework Act, 2000.

In question 1.8 on whether the respondents were fully, partly or not familiar with the purpose and contents of the Promotion of Access to Information Act 2000, (as amended). The results were as follows:

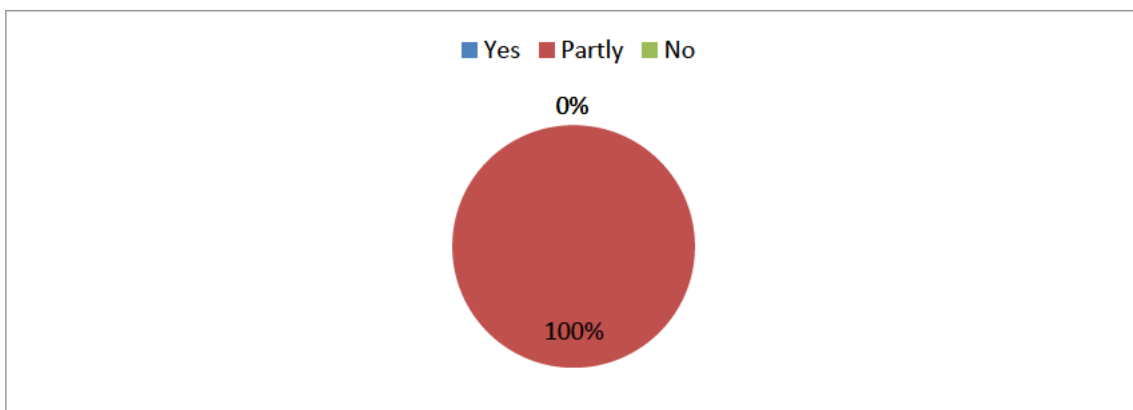


Figure 4.13 Promotion of Access to Information Act, 2000 (as amended)

The above table shows that 100% of the respondents are partly familiar with the purpose and contents of the Promotion of Access to Information Act, 2000 (as amended).

In question 1.9 on whether the respondents were fully, partly or not familiar with the purpose and contents of the Spatial Planning and Land use Management White Paper, 2001. The results were as follows:

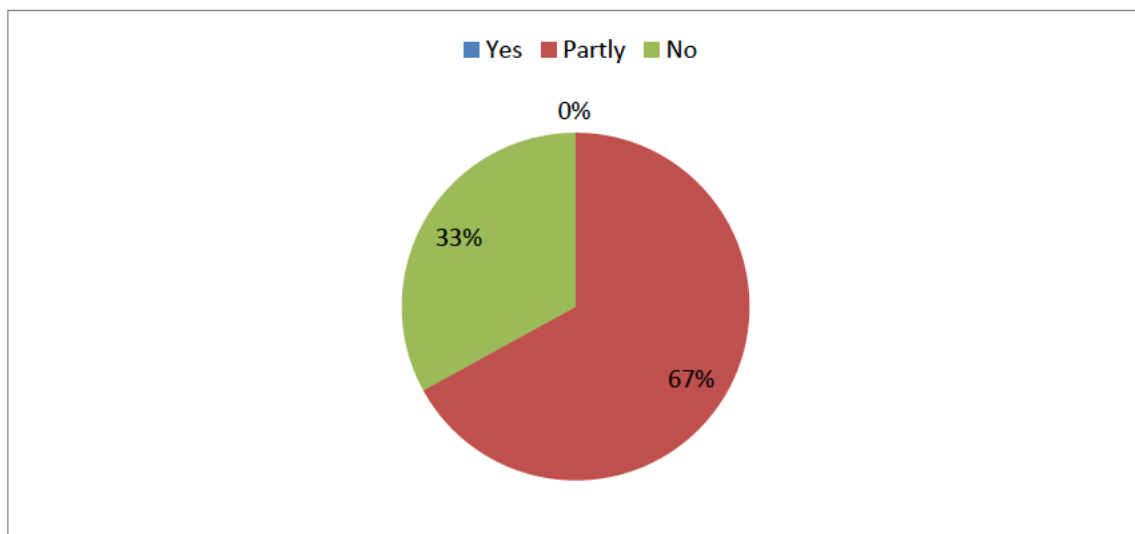


Figure 4.14: Spatial Planning and Land use Management White Paper, 2001

The above figure shows that 67% of the respondents are partly familiar with the purpose and the contents of the Spatial Planning and Management White Paper, 2001. While 33% of the respondents are not familiar with the purpose and contents of the Spatial Planning and Land use Management White Paper, 2001.

In question 1.10 on whether the respondents were fully, partly or not familiar with the purpose and contents of the Transformation of Public Service Delivery White Paper, 1997 (Batho Pele), 2001. The results were as follows:

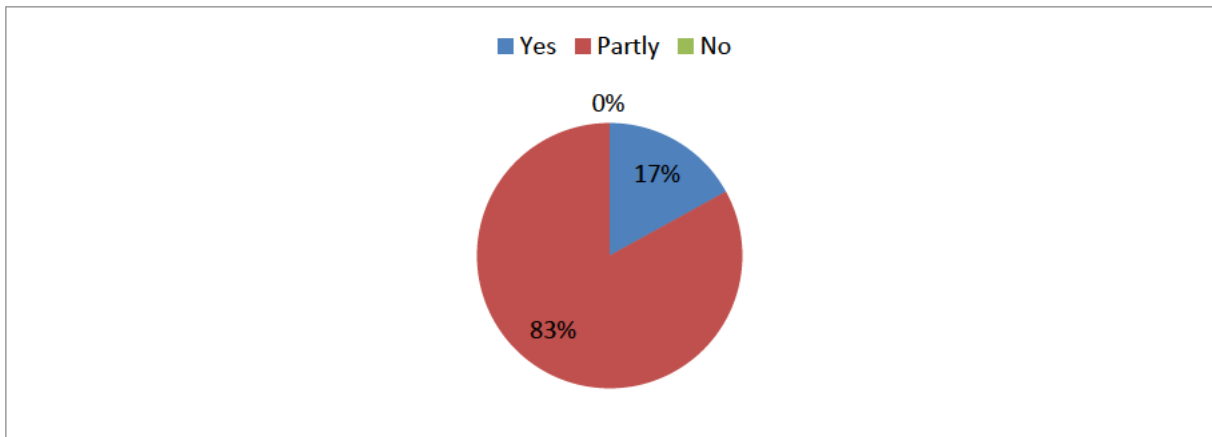


Figure 4.15: Transformation of Public Service Delivery White Paper, 1997 (Batho Pele)

The above figure shows that 83% of the respondents are partly familiar with the purpose and the contents of the Transformation of Public Service Delivery White Paper, 1997 (Batho Pele). While 17% of the respondents are fully familiar with the purpose and contents of the Transformation of Public Service Delivery White Paper, 1997 (Batho Pele).

In question 1.11 on whether the respondents were **(fully, partly or not familiar)** with the purpose and contents of the Disaster Management White Paper, 1999.

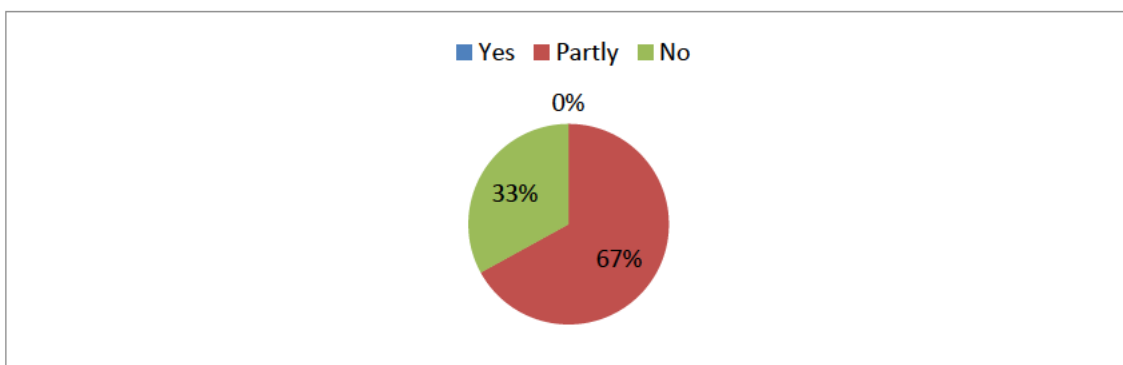


Figure 4.16: Disaster Management White Paper, 1999

The above figure shows that 67% of the respondents are partly familiar with the purpose and the contents of the Disaster management White Paper, 1999. While 33% of the respondents are not familiar with the purpose and contents of the Disaster Management White Paper, 1999.

In question 1.12 on whether the respondents were **(fully, partly or not familiar)** with the purpose and contents of the Disaster Management Act, 2002.

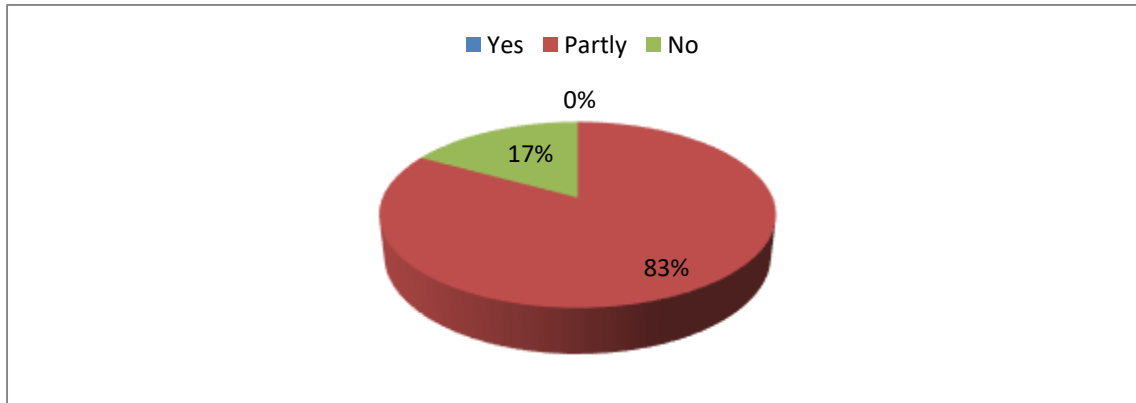


Figure 4.17: Disaster Management Act, 2002

The above figure shows that 83% of the respondents are partly familiar with the purpose and the contents of the Disaster management Act, 2000. While 17% of the respondents are not familiar with the purpose and contents of the Disaster Management Act, 2000.

In question 1.13 on whether the respondents were (fully, partly or not familiar) with the purpose and contents of the Integrated Pollution and Waste Management White Paper, 2000.

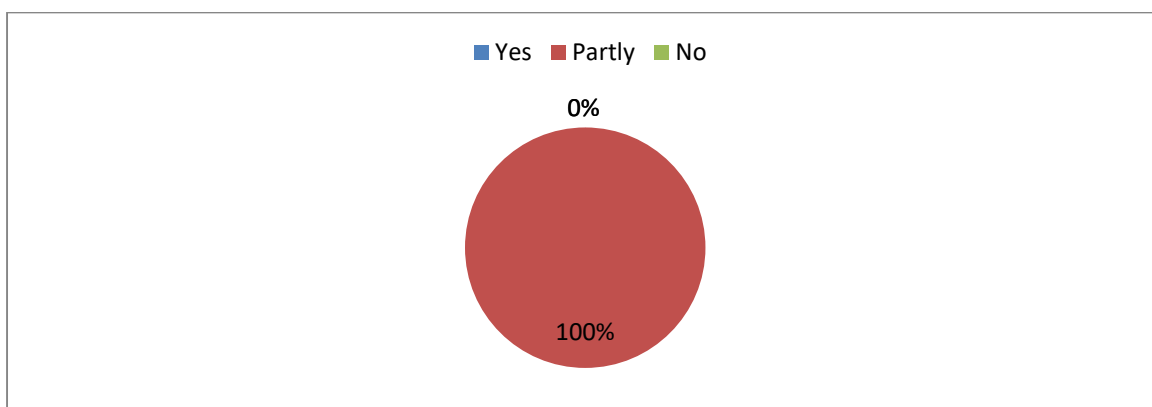


Figure 4.18: Integrated Pollution and Waste Management White Paper, 2000

The above figure shows that 100% of the respondents are partly familiar with the purpose and the contents of the Integrated Pollution and Waste Management White Paper, 2000.

In question 1.14 on whether the respondents were (fully, partly or not familiar) with the purpose and contents of the Division of Revenue Act.

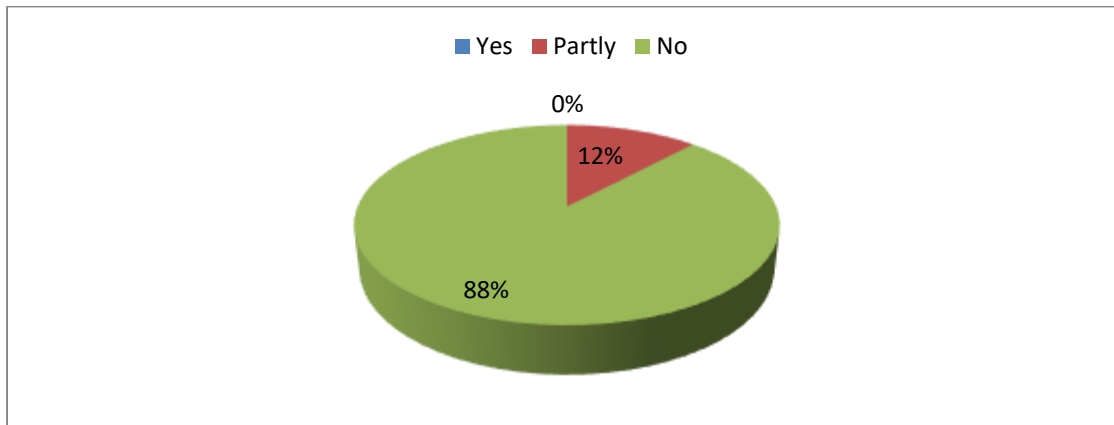


Figure 4.19: Division of Revenue Act

The above figure shows that 88% of the respondents are not familiar with the purpose and the contents of the Division of Revenue Act. While 12% of the respondents are partly familiar with the purpose and contents of the Division of Revenue Act.

In question 1.15 on whether the respondents were (fully, partly or not familiar) with the purpose and contents of the Municipal Property Rates, 2004.

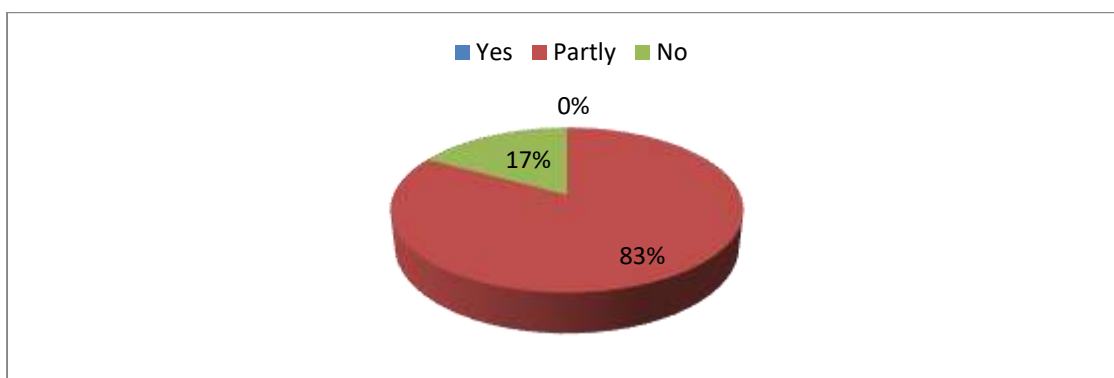


Figure 4.20: Municipal Property Rates, 2004

The above figure shows that 83% of the respondents are partly familiar with the purpose and the contents of the Division of Revenue Act. While 17% of the respondents are not familiar with the purpose and contents of the Division of Revenue Act.

In question 2 on how well can the respondents interpret legislations and related policy documents: (Very well, fairly well and not at all), the results were as follows:

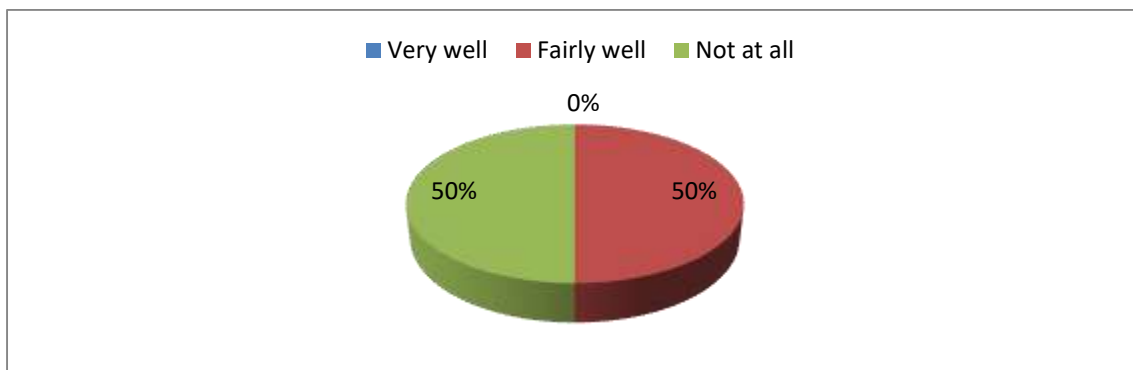


Figure 4.21: Interpretation of legislations and related policy documents

The above figure shows that 50% of the respondents can fairly well interpret legislation and related policy document, while 50% of the respondents cannot at all interpret legislations and related policy documents as indicated above.

On the question about whether the respondents are receiving necessary guidance from management to assist them with the interpretation and understanding of local government legislations and policy documents. The results were as follows:

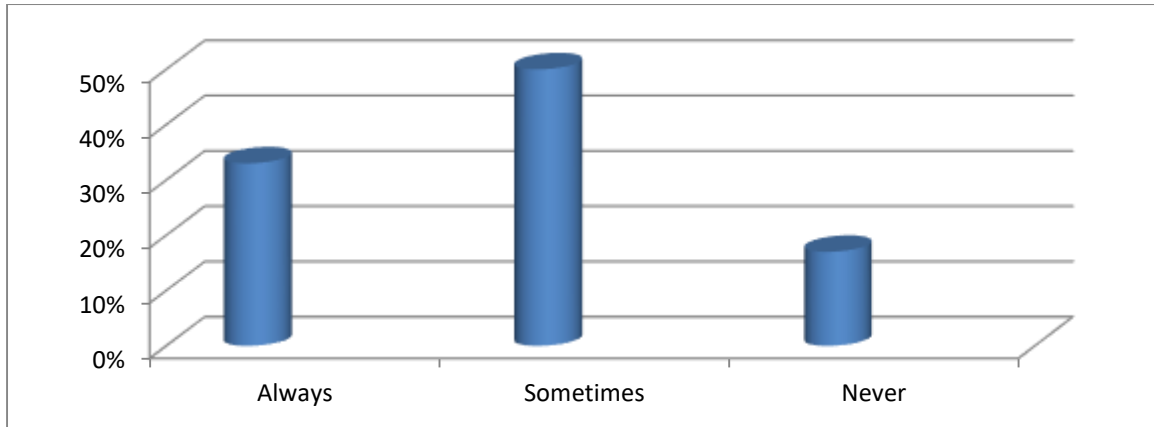


Table: 4.8 Necessary guidance from management to assist with the interpretation of legislations and understanding of local government

The table above indicates that out of only 33% get necessary guidance and support from management and 50% of them do sometimes get guidance and support from management and 17% indicated that they never get any support from management. From the results presented above it can be concluded that managers themselves do not always know how to interpret legislations and policy documents.

On the question about whether councillors would like to receive training pertaining to the Preferential Procurement Policy Framework, 2000. The results are as follows:

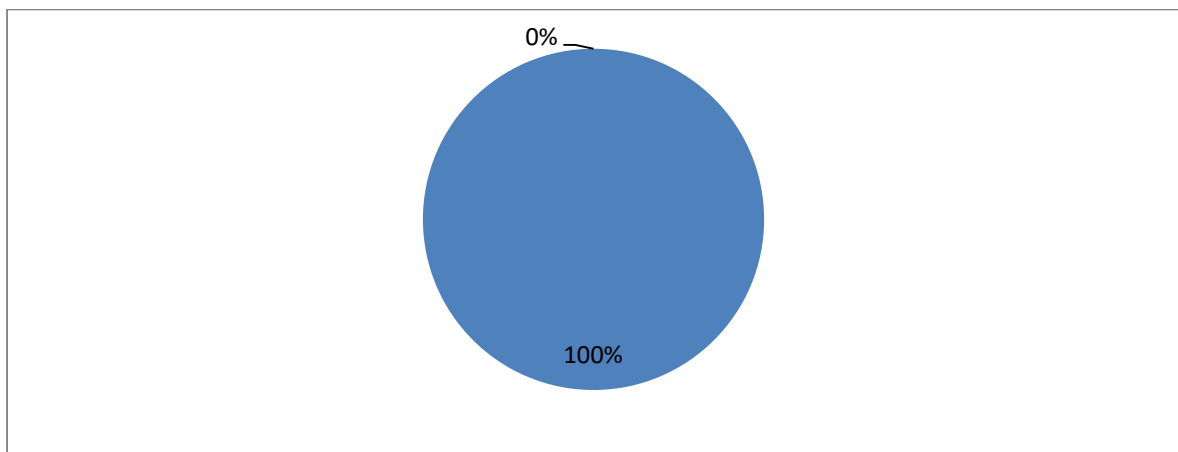


Figure 4.22: Training in the municipal legislations and policy documents

The table above shows that all the respondents would like to receive training in the interpretation of legislation and policy documents. There is a need for training in legislations and related documents in order to ensure smooth operation.

SECTION B: BUDGETING AND MUNICIPAL FINANCIAL MANAGEMENT

Rating value:

1. Yes or No.
2. Qualified. Unqualified. Disclaimer. Not sure.
3. Very good. Good. Not so good.
4. Very important. Important. Not so important. Not the role of the councillor.
5. Yes or No.

On the question as to whether councillors require training in financial and municipal budgeting (Yes or no). The results are as follows:

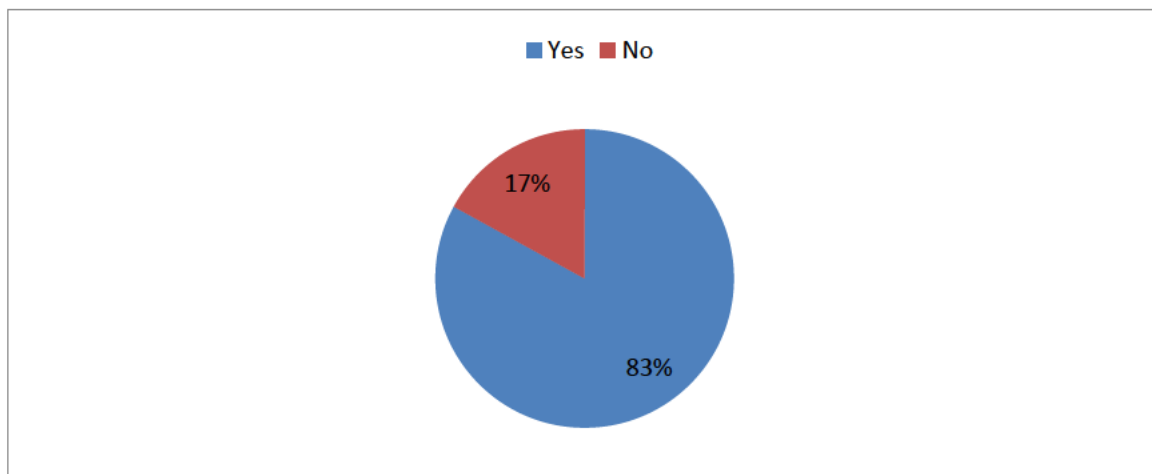


Figure 4.23: Municipal budgeting and financial management

The pie chart above shows that 83% of the respondents do need training in municipal budgeting and financial management, while only 17% don't any further training as indicated. Budgeting and municipal financial management is an area of concern for local government as majority of councillors indicated that they need training in that regard. As explained in Chapter 3, section 3.5 municipal councillors must be involved in the compilation of municipal or metropolitan budgets to ensure that the needs of the community are addressed. It was also explained that municipal councillors must act as the custodians and guardians of public finance. Thus, municipal councillors should be familiar with the municipal budgetary process.

On the question about the most positive opinion that the Mangaung Metropolitan Municipality (Qualified. Unqualified. Disclaimer. Not sure) the results are as follows:

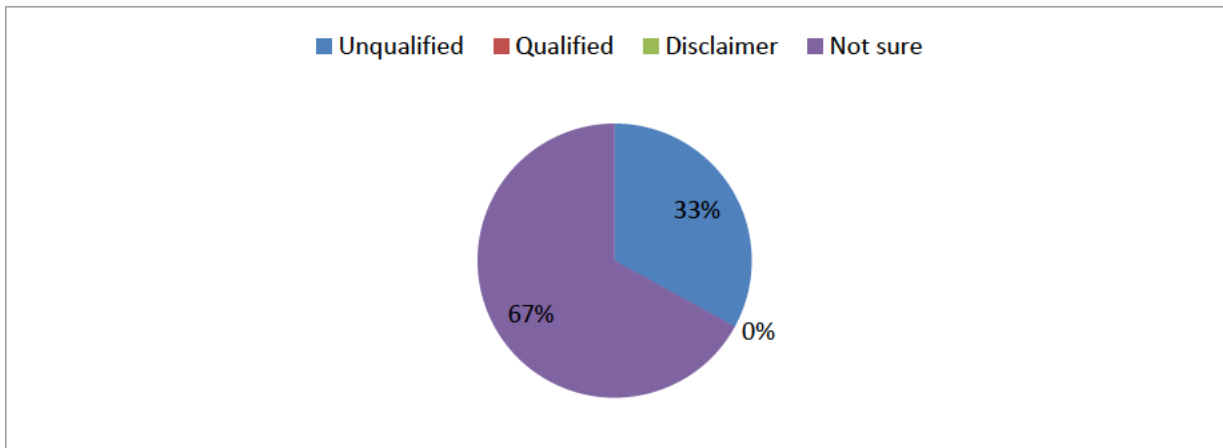


Figure 4.24: Recent audit report from the Auditor General South Africa

The pie chart above shows that 67% of the councillors in the Mangaung Metropolitan Municipality are not sure about the recent audit report, and 33% of the councillors indicated that the Mangaung Metropolitan Municipality have received an unqualified audit report. It is of great concern to learn that respondents in the Mangaung Metropolitan Municipality are not sure about the audit report their Metropolitan Municipality has received. In section 3.5 of Chapter 3 of this study it was mentioned that as part of their oversight role municipal councillors are accountable to the community that it serves and to their party structures. It was also explained that the role of municipal councillors are essentially to improve the quality of life for all by overseeing governance and service delivery in the local sphere of government. As such one could argue that councillors should be aware of the outcome of the annual Auditor General report pertaining to their metropolitan or local municipality to fulfil their oversight role effectively. Chapter 3 of this study clearly provided that it is expected from municipal councillors to act as custodians and guardians of public finance.

On the question about how well can municipal councillors analyse and interpret financial statements of the Mangaung Metropolitan Municipality (Very good. Good. Not so good).

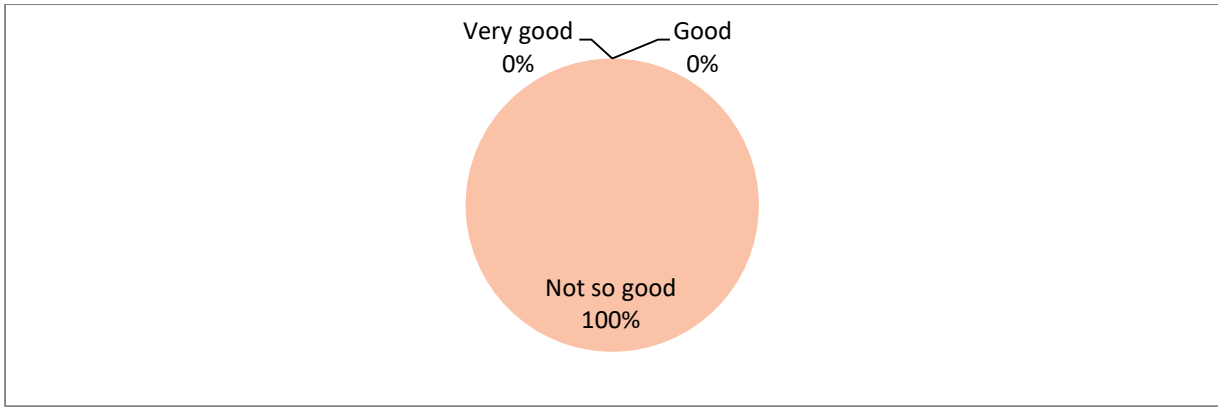


Figure 4.25: Analyse and interpret financial statement of the Mangaung Metropolitan municipality

The chart above shows that the majority of the respondents are not so good about how well can they analyse and interpret the financial statements of the Mangaung Metropolitan Municipality.

On the question about how important is the role of councillors in the implementation of MFMA (Very important. Important. Not so important. Not the role of councillor).

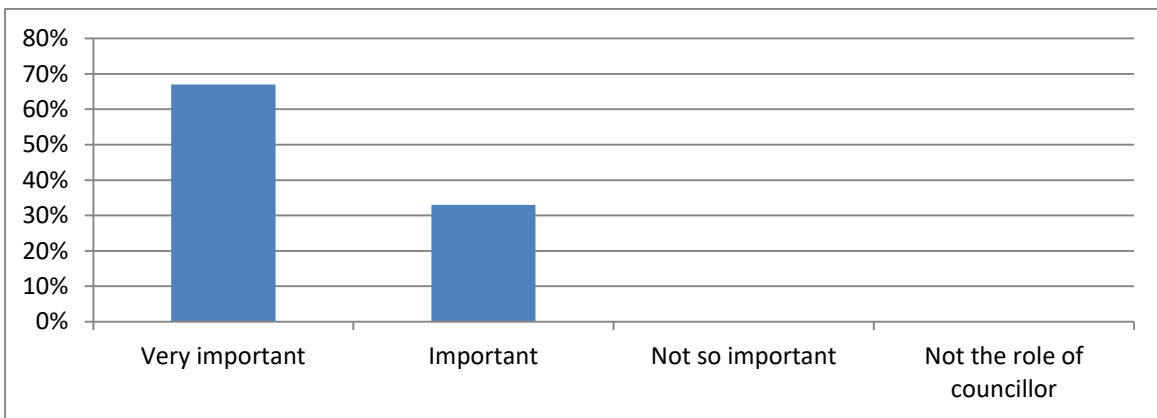


Table 4.9: Role of the councillors in the implementation of the MFMA

The table above shows that 67% of the respondents indicated that the role of councillors in the implementation of the MFMA is very important, 33% of the respondents indicated that the role councillors in the implementation of an MFMA is important. It is encouraging to learn that the majority of the respondents do regard the role of councillors in the implementation of the MFMA as very important.

On the question as to whether councillors require training in the preferential policy framework, 2000 (Yes or No). The results were as follow:

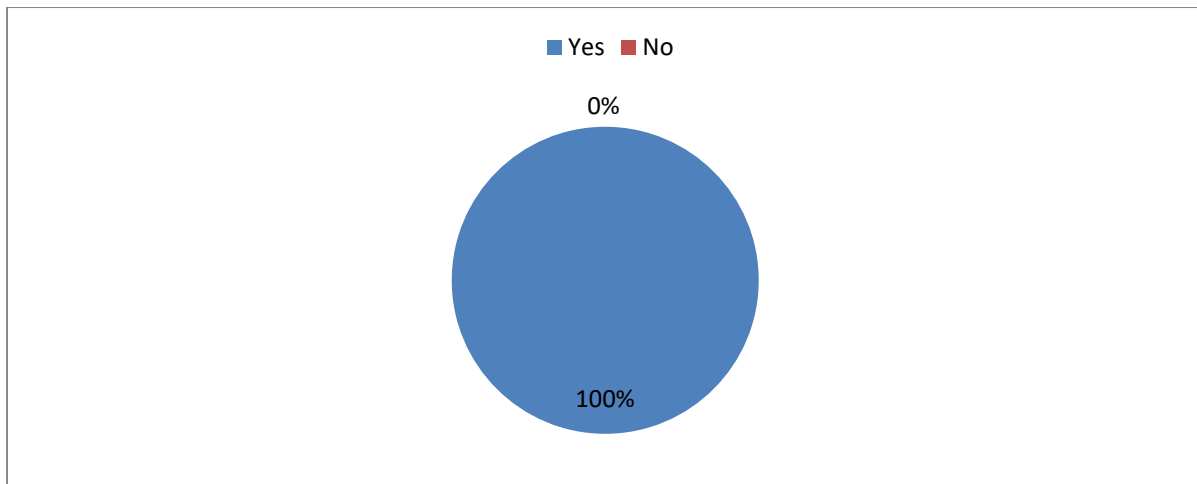


Figure 4.26: Preferential Policy Framework, 2000

The majority of councillors do need training in the Preferential Policy Framework, 2000.

SECTION C: INTEGRATED DEVELOPMENT PLANNING AND LOCAL ECONOMIC DEVELOPMENT

Rating value:

1. Specify.
2. Very familiar. Familiar. Not familiar.
3. Yes or No.
4. Very familiar. Familiar. Not familiar.

On the question about specifying any type of training councillors received in relation to IDP and public participation. The majority which is the total number of 83% of the respondents indicated that they attended councillor development workshop, and about 17% were reluctant to answer on this question. In Chapter 3, section 3.5 it was emphasised that municipal councillors must be involved in the compilation of the municipal or metropolitan Integrated Development Plan (IDP). Thus, municipal councillors should be familiar with the integrated development planning process in order to provide feedback to the community which they serve on the achievement of their needs. In Chapter 2 of the study it was highlighted that in terms of the White Paper on Local Government, (1998:37-38) all municipalities (Metropolitan, district and local municipalities) are tasked to involve communities in drafting of their

integrated development plan, their budget, and in the taking of decisions regarding service delivery, development and performance management. While, Chapter 4 of the Municipal Systems Act, 2000 councillors are required to consult with the citizens to get inputs on, the municipal budget, the Integrated Development Plans (IDP), development projects as well as matters pertaining to the performance management system of the municipality. Thus, municipal councillors should be familiar with all the processes of the Mangaung Metropolitan Municipality.

On the question as to whether how familiar are the councillors with the processes and objectives of the IDP?

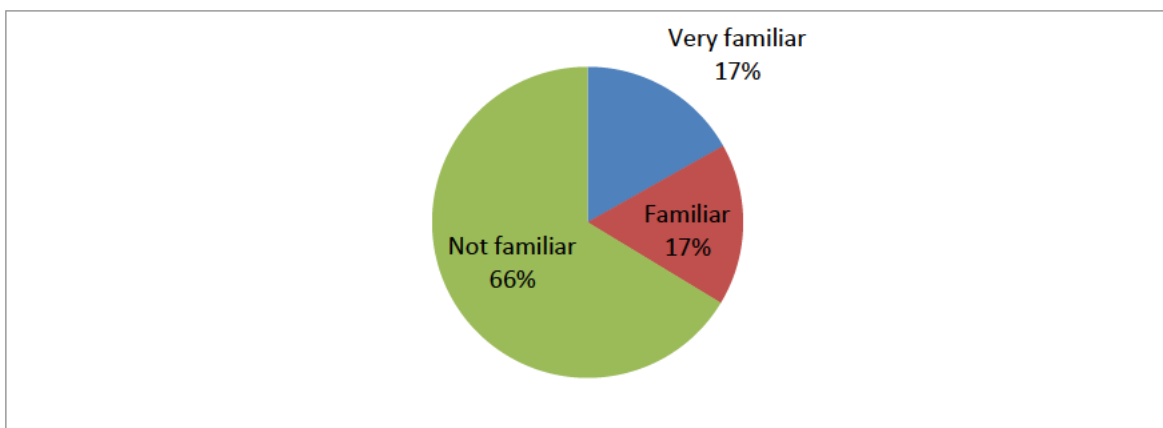


Figure 4.27: Familiar with the processes and objectives of the IDP

A highest percentage which is 66% of the councillors indicated that they are not familiar with the processes and objectives of the IDP, while 17% indicated that they are familiar with the processes and objectives of the IDP, and another 17% indicated very familiar with the processes and objectives of the IDP. From the statement provided above it is easy to assume that councillors do need training about the processes and objectives of the IDP.

On the question whether councillors would like to receive training pertaining to the IDP processes, Yes or No? The results are as follow:

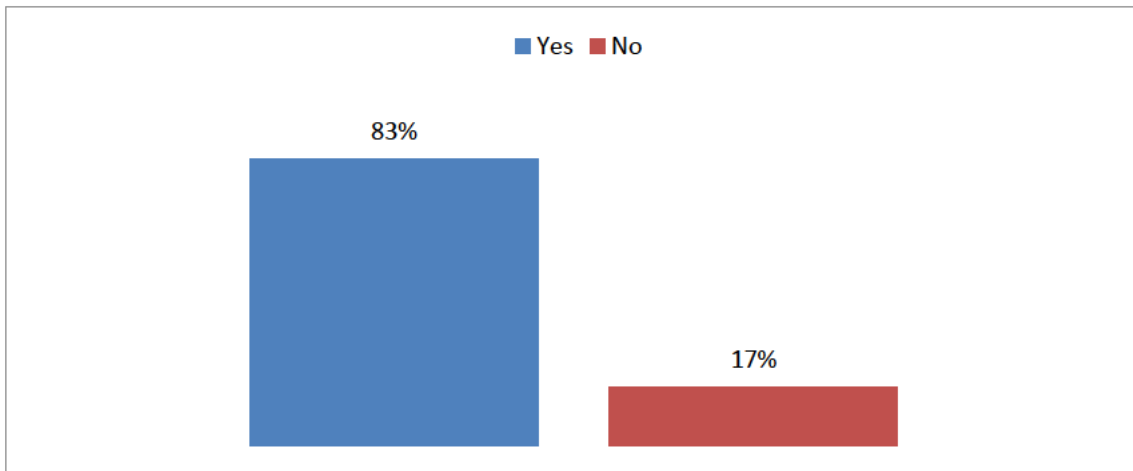


Table 4.10: Training pertaining to IDP Processes and objectives

The above table shows the relatively large percentage of the councillors which is 83% indicated that they would like to receive training pertaining to the IDP processes, while 17% indicated that they don't want to receive training in relation to the IDP processes and objectives. The statistical information provided above clearly indicates that municipal councillors should receive training pertaining to the integrated development planning processes of the Mangaung Metropolitan Municipality. In Chapter 2 of this study it was provided that in terms of Chapter 4 of the Municipal Systems Act, 2000 it is required from councillors to consult with the citizens to get inputs on, the municipal budget, the Integrated Development Plan (IDP), development projects as well as matters pertaining to the performance management system of the municipality.

On the question as to whether how familiar are the councillors with the Local Economic Development strategy, its processes and advantages, Very familiar. Familiar. Not familiar?

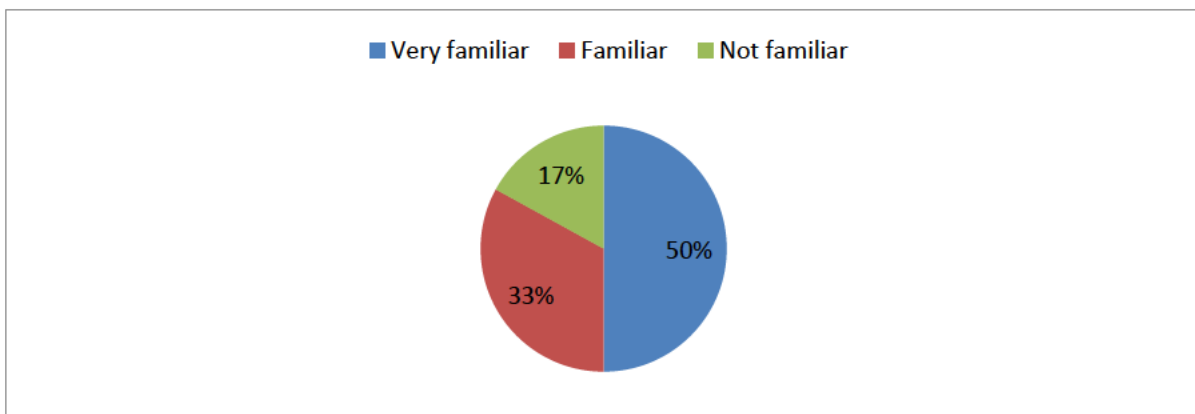


Figure 4.28: Local Economic Development, Strategies, processes and advantages

The pie chart above shows that 50% of the councillors indicated that they are familiar with the Local Economic Development Strategy, its processes and advantages. While 33% indicated that they are not familiar with the Local Economic Development Strategy, its processes and advantages. 17% of the respondents indicated that are not familiar with Local Economic Development Strategy, its processes and advantages. As explained in Chapter 3, section 3.5 of this study it is expected from municipal councillors to contribute actively to assist council in fulfilling its functions, rights and duties in order to achieve the developmental goals of local government. It was also explained in Chapter 3 that municipal councillors should react to the community needs of which their social economic development needs could not be excluded. Thus, one could argue that in order for municipal councillors to fulfil this responsibility they should have some knowledge about the local economic development initiatives of the municipality.

SECTION D: COMMUNICATION, MEETINGS AND REPORT WRITING

Rating value:

1. Very familiar. Familiar. Not familiar.
2. Yes or No.
3. Very familiar. Familiar. Not familiar.
4. Yes or No
- 5.1 Yes or No
- 5.2 Yes or No
- 5.3 Yes or No

On the question about how familiar are the respondents with meeting procedures?
The results were as follow:

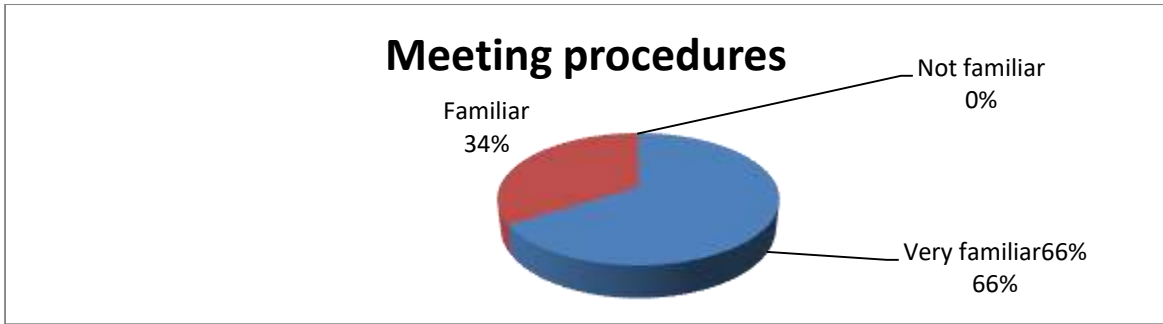


Figure 4.29: Meeting procedures

The above figure shows that the total of 66% of the respondents is very familiar with meeting procedures and 34% of the respondents indicated that they are familiar meeting procedures. Meetings are participations platforms, it is interesting to realise that councillors are very familiar with the procedures of the meetings. In Chapter 3 it was explained that it is expected from municipal councillors to participate in council meeting and that it is also expected from municipal councillors to act as the chairperson of the ward committee. It was also explained in chapter 3 that councillors need more training to be able to interpret council decisions. Thus, municipal councillors should be familiar how to conduct meetings.

On the question as to whether councillors would like to receive training in meeting procedures? The total of 100% which is the majority indicated that they don't need training in meeting procedures.

On the question on how familiar are the respondents with report writing? The results were as follows:

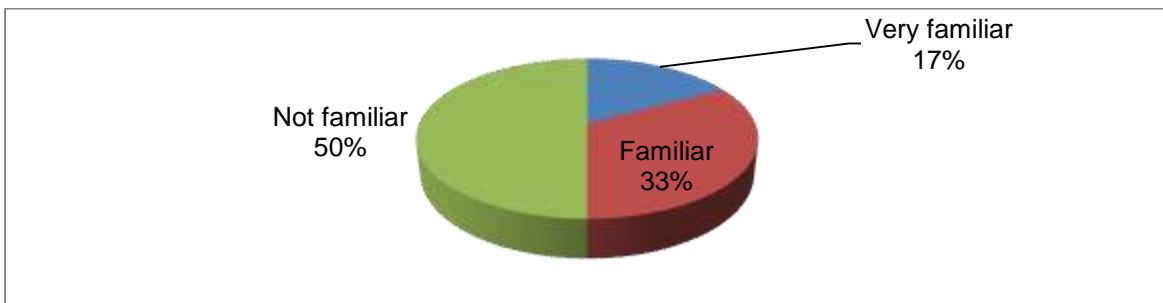


Figure 4.30: Report writing

The above figure shows that 50% of the respondents indicated that they are not familiar with report writing, while 33% of the respondents indicated that they are

familiar with report writing and 17% of the respondents indicated very familiar with report writing. Chapter 3, section 3.5 of this study provided that municipal councillors must be accountable to local communities and report back to their constituencies on council matters. Thus, municipal councillors should be familiar with reporting matters in order to report back to their constituencies on council matters.

On the question as to whether the respondents would to receive training in report writing (Yes or No). The results are as follows:

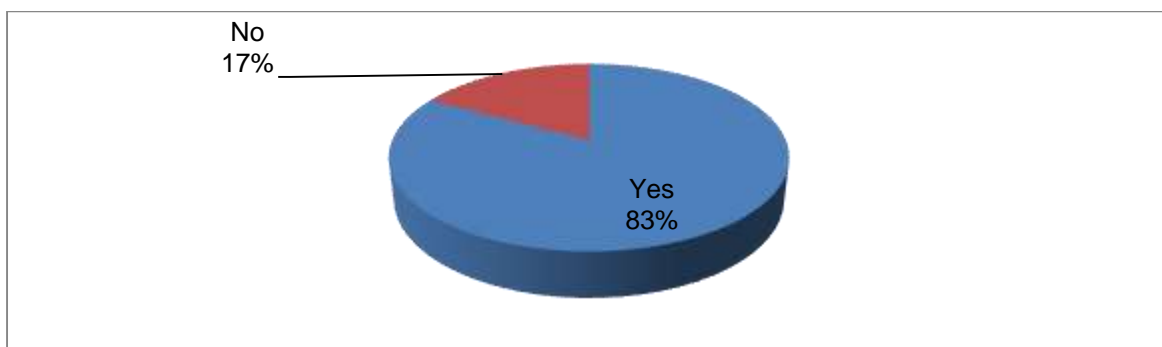


Figure 4.31: Training in report writing

The above figure shows that 83% of the respondents indicated that do want to receive training in report writing, and only 17% of the respondents indicated that they don't want to receive training in report writing. This is an area of concern for Mangaung Metropolitan Municipality. It was explained in section 3.5 of this study that municipal councillors need more training to be able to interpret council decisions better as well as that councillors should have basic literacy and numeracy skills to be able to understand submissions made by the municipal administrators as well as to report back to their constituencies on council matters. Thus, municipal councillors should receive training pertaining to the interpretation of council decisions as well as on report writing and reporting skills.

On the question as to whether the respondents would like to improve on any of the following skills, communication, Decision making, Active listening.

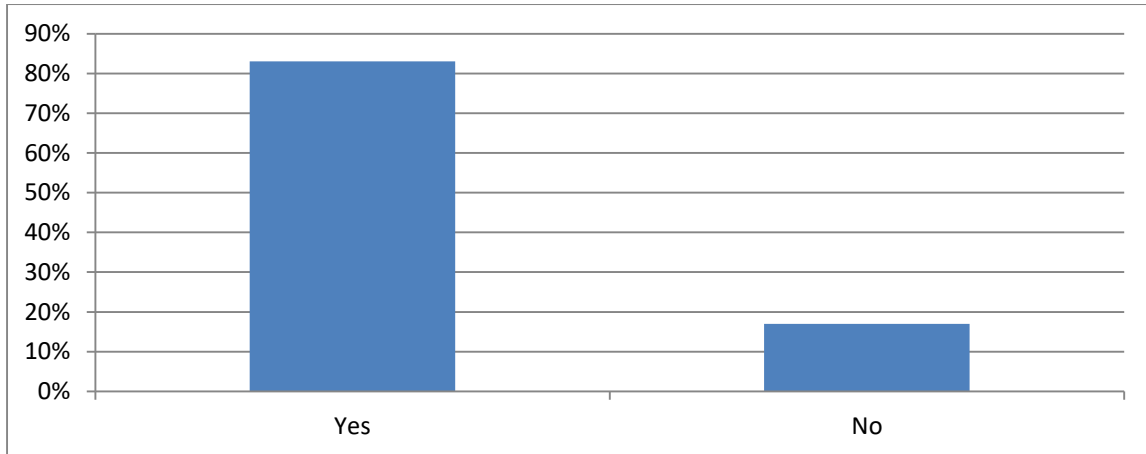


Table 4.11: Communication skills

The table above shows that 83% of the respondents indicated that “Yes” they would like to improve on communication skills. This is an area of great concern because “through communication with citizens, government gathers information about the needs, opinions, values and perspectives from the broadest spectrum of the public, enabling government to make better and more informed decisions” (Tsatsire, 2008:196).

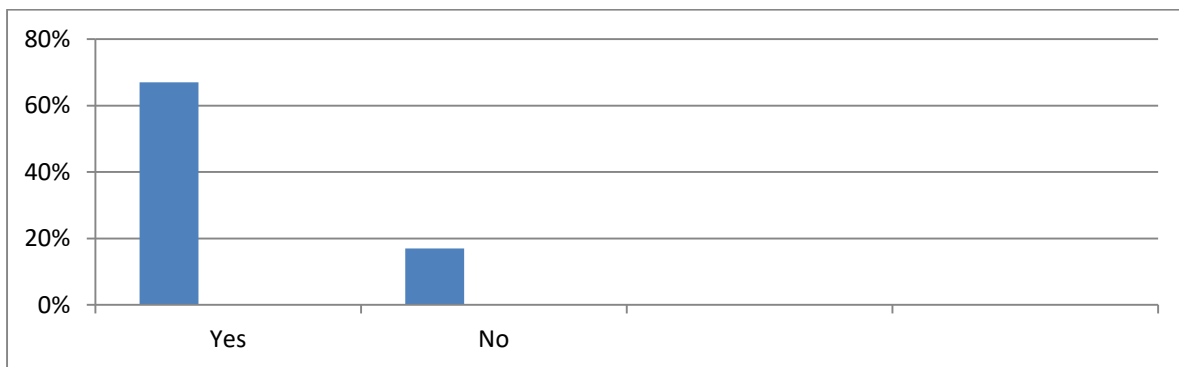


Table 4.12: Decision making skills

The table above shows that 67% of the respondents indicated that “No” they don’t want to improve on decision making skills, while 33% of the respondents indicated that “yes” they would like to improve their decision making skills. As explained in section 3.5 in Chapter 3 of this study municipal councillors need more training to be able to interpret council decisions better. The chapter showed that municipal councillors should be able to have a clear understanding of applicable municipal

legislation and all councillors should have basic literacy and numeracy skills to be able to understand submissions made by the municipal administrators.

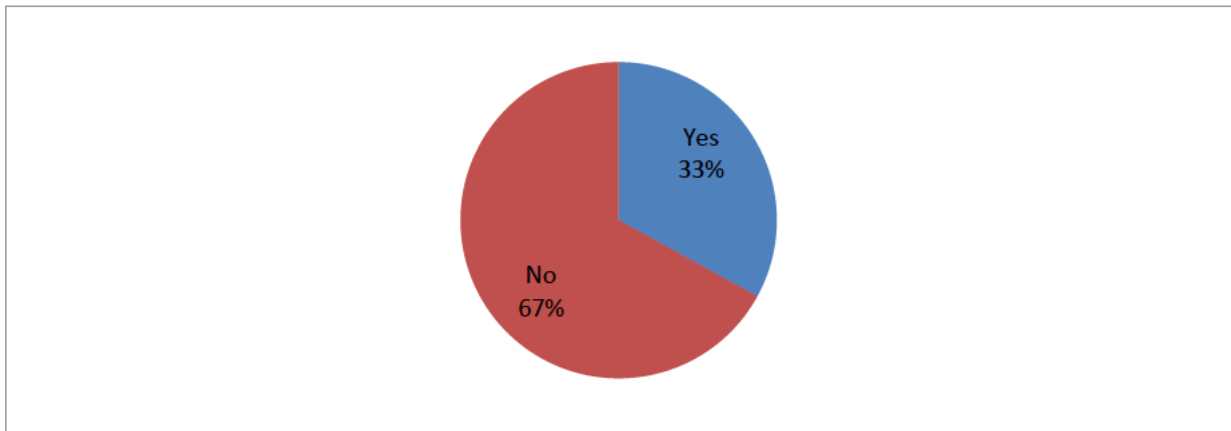


Figure 4.32: Active Listening skills

About 67% of the respondents indicated that “No” they don’t want to improve on active listening skills, while 33% of the respondents indicated that “Yes” they would like to improve their active listening skill.

SECTION E: GENERAL

Rating value:

1. Explain.
2. Yes or No.
3. Yes or No.
4. Yes or No

On question 1 respondent were asked about the highest level of education obtained and where have they obtained it? The results were as follows:

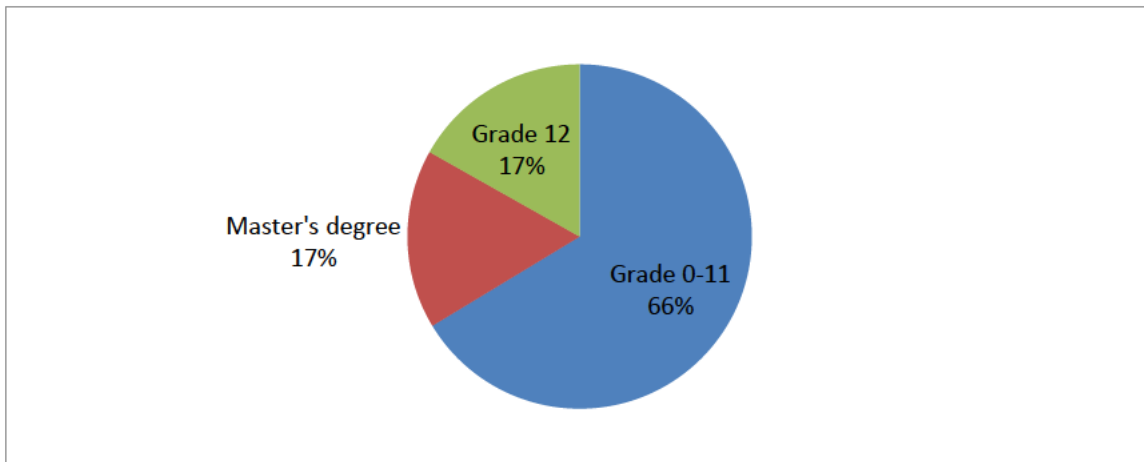


Figure 4.33: Education level of councillors

The above figure shows that 67% of the respondents which is the majority indicated that they have an education less than grade 12, while 17% indicated that they have Master's degree and another 17% have grade 12 which is a senior certificate. In Chapter 3 of this study it was argued that municipal councillors should have basic literacy and numeracy skills to be able to understand submissions made by the municipal administrators. It was also explained that if a municipal councillor is unable to understand local government legislation and governing activities they will be less able to understand the administrative and executive activities of a municipality. The assumption can be drawn that education plays a major role in councillor's execution of their duties; it could also be argued that a councillor without education will struggle to perform his/her duties. Thus, basic numeracy and literacy skills should be provided to municipal councillors who are illiterate to be able to understand local government legislation and to understand the submission made by the municipal administrators.

On the question as to whether councillors have the copy of the handbook for municipal councillors Yes or No? The results are as follows:

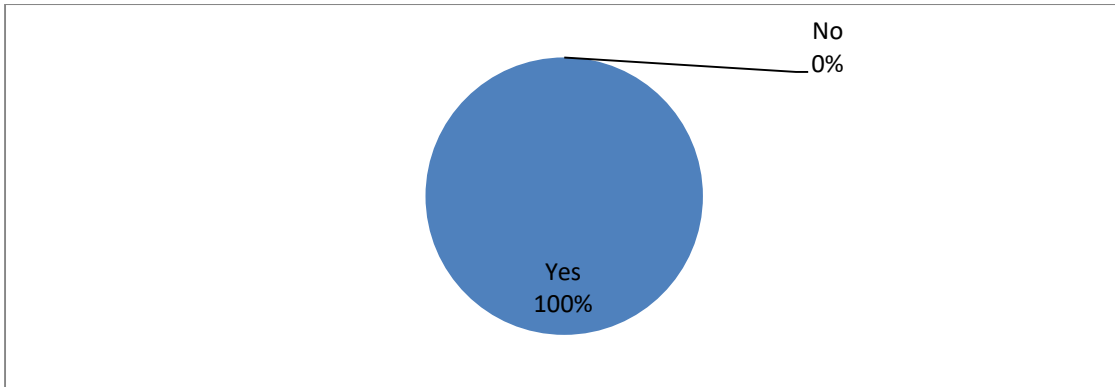


Figure 4.34: Handbook for municipal councillors

The above figure indicates that the majority of the respondents do have the handbook for municipal councillors.

In question 3 respondents were asked whether they have attended induction course for councillors.

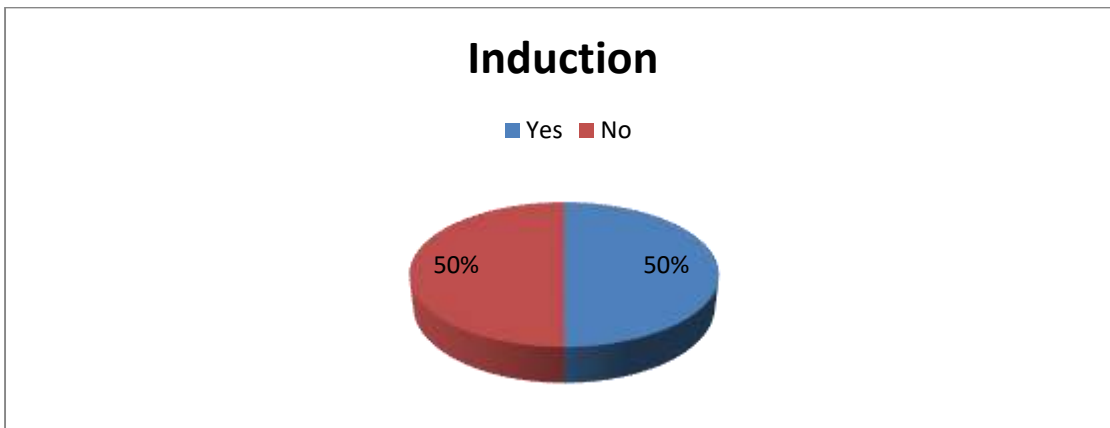


Figure 4.35: Induction course for councillors

The pie chart above shows that 50% of the respondents have attended induction for municipal councillors and 50% did not attend the induction course for councillors. It was explained in Chapter 1 and Chapter 3 of this study that the South African Local Government Association (SALGA) is responsible to provide training to councillors. It is suggested that follow-up training sessions should be provided to all councillors who could not attend the induction training sessions.

On the question as to whether councillors would like to receive additional training Yes or No? The results are follows:

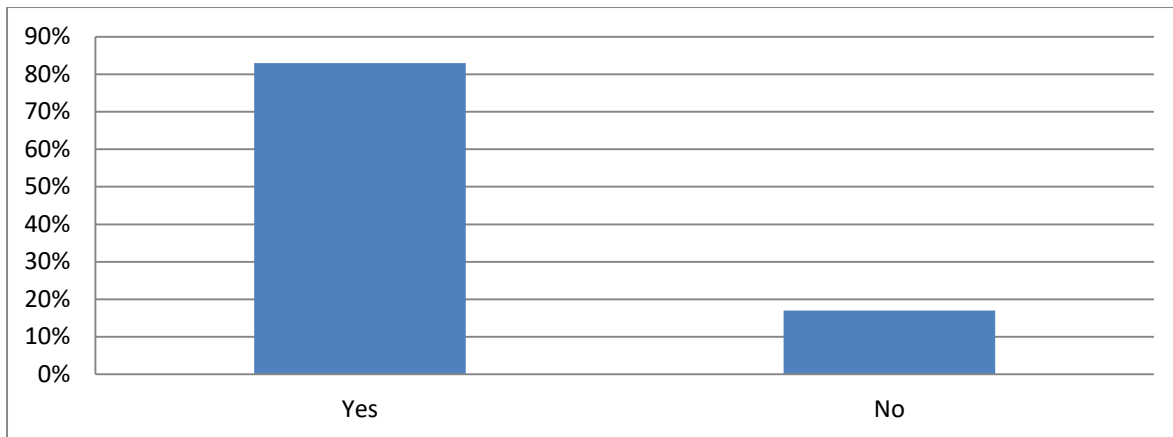


Table 4.13 Councillor training

The table above shows that 83% of the respondents would like to receive councillor training. While only 17% indicated that they don't want to receive any further training. This indicates the need for training for municipal councillors in the Mangaung Metropolitan Municipality as this will enhance the level of service delivery and development.

4.7 CONCLUSION

This chapter explored the appropriate research methods and designs that were employed for data collection. The researcher randomly selected the respondents who were relevant to give information based on the research topic. The questionnaire was used in order to get an in-depth understanding of the participants in their functions, roles and responsibilities within their municipality. Furthermore, before the commencement of the interviews the participants consent was obtained. The anonymity, confidentiality and dignity of the respondents were assured. Lastly this chapter provided findings of the interviews that were conducted with the respondents from Mangaung Metropolitan Municipality in the Free State that are presented and interpreted.

The next chapter provides a summary of conclusions drawn from the literature reviews and recommendations are made in order to rectify the challenges emanating from Mangaung Metropolitan Municipality.

CHAPTER 5: CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter begins by focusing on a summary of the literature review Chapters 1, 2, and 3. The problem statement of the study as explained in Chapter 1 was as follows; Councillors in the Mangaung Metropolitan Municipality will not be able to fulfil their developmental role as well as their leadership, management and oversight roles effectively if their training needs and competency challenges are not identified and rectified through specific training interventions. Chapter 1 also indicated that the study seeks to determine the training and competency challenges of municipal (Proportionally public representative councillors) and ward councillors in the Mangaung Metropolitan Municipality to be able to make specific recommendations pertaining to specific training interventions. This chapter reiterates the research objectives as proposed in Chapter 1. Finally the chapter concludes by making specific recommendations pertaining to the training needs and challenges of ward and municipal councillors.

5.2 SUMMARY OF THE CHAPTERS AND RESEARCH FINDINGS

The aim of the study was to determine the training and competency challenges of municipal (Proportionally public representative councillors) and ward councillors in the Mangaung Metropolitan Municipality to be able to make specific recommendations pertaining to specific training interventions. A summary of the findings in chapter 4 is also provided in the discussion below.

Chapter 1 proposes the orientation and problem statement, research objectives methodology and procedures as well as the provisional chapters of the study. An overview pertaining to the developmental role of municipalities as well as municipal councillors and ward councillors were provided. The municipal training system and the statutory and regulatory framework regarding development and training within municipalities were discussed in chapter 1. It was explained in Chapter 1 of this study that the specific functions of a municipal councillor (Proportionally public

representative councillors) are not comprehensively dealt with in legislation. It was also emphasised in this chapter that according to the South African Local Government Association (SALGA), who is responsible for the training of councillors that councillors are responsible for the following functions namely; municipal councillors should make decisions on behalf of their constituents they serve; municipal councillors represent the needs and interests of their constituents; municipal councillors should fulfil leadership roles in municipal councils; municipal councillors should act as custodians or guardians of public finance; municipal councillors should provide effective oversight over municipal executive and council officials and accounting officers; and municipal councillors should be responsive to the communities they serve. It was also explained that in accordance with section 53 of the Municipal Systems Act, 2000 each municipality has to define the specific role of each political structure and provide guidelines on how the councillors and municipal managers should interact to prevent any duplications. The chapter further outlined that in previous studies it was found that that many councillors lacked basic core skills to enable them to perform their functions effectively such as literacy and numeracy. It was also point out that if council members were unable to read council documents, policies and plan in preparation for council meeting and some were forced to rely on municipal administrators to assist them, in so doing compromising their ability to exercise their effective oversight role. In section 1.6 it was suggested that a holistic approach to training and education in local government needs to be adopted. Another suggestion made in Chapter 1 was that councillors serving on oversight portfolio committees should receive specific training to fulfil their oversight role effectively.

Chapter 2 provides a theoretical overview of developmental local government is provided. The chapter commences with an overview of developmental local sphere of government. In section 2.12 it was emphasised that in terms of the Municipal Systems Act, 2000, section 42 a municipality through appropriate mechanisms, processes and procedures must involve the local community in the development, implementation and review of the municipalities performance management system and in particular allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality. The chapter provided that in terms of Section B of the White Paper on Local Government,

(1998:53) all municipalities (Metropolitan, district and local municipalities) as part of developmental local government should play a central role in representing the local communities, as well as to protect human rights and to meet the basic needs of all communities.

Chapter 2 provided that The National Development Plan, 2012, sets out specific interlinked priorities including to build a capable and development state and to encourage strong leadership throughout society to work together to solve problems. One could argue that the focus on the promotion of developmental local government is been seen as a national priority as well as the promotion of public participation. It was also emphasised in this chapter that in terms of the Chapter 4 of the Municipal Systems Act, 2000 councillors are required to consult with the citizens to get inputs on, the municipal budget, the Integrated Development Plans (IDP), development projects as well as matters pertaining to the performance management system of the municipality. It was also highlighted that in terms of the White Paper on Local Government, (1998:37-38) all municipalities (Metropolitan, district and local municipalities) are tasked to involve communities in drafting of their integrated development plan, their budget, and in the taking of decisions regarding service delivery, development and performance management. It was emphasised that the statutory and legislative frameworks discussed in Chapter 2, pertaining to developmental local government should guide municipal councillors to understand their developmental role as members of municipal councils. Section 2.9 point out that public participation is a mechanism to promote effective monitoring and evaluation of the overall performance of a municipality. In Section 2.9 it was also emphasised that one could argue that municipal councillors should involve the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality. Section 2.11 of this chapter explained that in terms of section 152 of the Constitution, 1996 and The White Paper on Local Government, (1998:132) municipal councillors (Proportional public representative councillors) have to take up their responsibility pertaining to promote democratic and accountable local government and to encourage the involvement of communities and community organisations in the matters of local government such as the municipalities Integrated Development Plans IDP) and local economic development matters that affect the communities. In Chapter 2 of the study it was emphasised that

in terms of section 152 of the Constitution, 1996 the objectives of local government namely; to encourage the involvement of communities and community organisations in the matters of the municipality; to provide a democratic and accountable government for local communities; promote a safe and healthy environment; to ensure the provision of services in a sustainable manner and to promote social and economic development. Therefore in section 2.3.8 of this chapter it was argued that councillors have to promote effective cooperation with communities to meet the needs of citizens in an effective manner. The powers and functions, the objectives of local government are provided to emphasise the developmental role of all municipalities (metropolitan, district and local municipalities) local government. The different categories and structures of municipalities are provided. Lastly, the role of public participation, municipal integrated development planning, local economic development, performance management and inter-governmental relations were discussed.

Chapter 3 outlined the theoretical overview of the functions and structures of legislative and executive authority and the role of municipal councils and councillors in local government. The chapter further outlines the current performance and service delivery challenges of developmental local government in South Africa. The chapter emphasised that in terms of section 53 of the Municipal Systems Act, 2000 each municipality is directed to define the specific roles of each political structure as well as to provide guidelines on how the councillors and municipal managers should interact to prevent any duplication pertaining to the duties of municipal councillors and other political structures within a municipality.

Chapter 3 further outlined that the key factors that limit the performance of councillors as intermediaries in service delivery entails *inter alia* divisive party politics and the lack of skills and portfolio-specific competencies. It was indicated that ward demarcation and the geographical spread of constituencies also hampers performance of councillors as intermediaries in service delivery.

Another concern mentioned in chapter 3 was that councillors should be able to readily access information from various municipal departments to be able to fulfil their role as elected representatives of the communities. It was argued that

councillors need more training to be able to interpret council decisions effectively. It was discussed in Chapter 3 that Councillors must participate in council meetings; furthermore, councillors have to ensure that a ward committee is established in their ward; and councillors must act as chairperson of a ward committee. Thus, councillors should be able to have a clear understanding of applicable municipal legislation and all councillors should have basic literacy and numeracy skills to be able to understand submissions made by the municipal administrators.

The chapter emphasised that councillors who lack the necessary knowledge and insight may tend to busy themselves with simplistic and easily understood aspects of the administrative executive and therefore will not be able to fulfil its monitoring function. It was argued that a councillor who is unable to understand local government legislation and governing activities will be less able to understand the administrative and executive activities of a municipality. In Chapter 3, section 3.5 it was emphasised that councillors have to ensure that municipalities have specific structures of accountability to local communities and that councillors have to meet the priority needs of communities by ensuring that the services provided by the municipality are equitably, effectively and also sustainable within the means of the municipality. Section 3.5 of this study further provided that in order to prepare a councillor to fulfil their legislative and governing functions effectively training initiatives of councillors should not be directed at obtaining functional expertise and skills but rather ensure that councillors and ward councillors will be able to fulfil their roles effectively. It was also suggested in chapter 3 that the South Africa Local Government Association (SALGA) who are responsible for the training of councillors ensure that specific condensed discussion and information sessions will be provided by experts (Municipal officials and sector department experts) to keep councillors informed about the numerous facets of local government, administration, and the diverse functional activities of local government. It was further argued in chapter 3 that the aim of councillor training should be to equip councillors with the necessary competency, knowledge and skills to fulfil their functions and roles effectively so that they could promote the general welfare of the local community and to make them aware of performance standards to be met.

In terms of section 152 of the Constitution, 1996, councillors have to account to their electorate for their performance and non-performance. It was also discussed in chapter 3 that in terms of the Constitution, 1996 councillors must be sensitive to public opinion and that they should be able to react to the community needs. The chapter further emphasised that according to South Africa Local Government Association (SALGA) metropolitan and municipal councillors must act as representatives of the community which they serve. The chapter further provides that in terms of the South Africa Local Government Association (SALGA) councillors must provide leadership in councils and they have to act as custodians and guardians of public finance. Councillors must promote the cooperative governance ethos and they have to provide effective oversight over the municipal executive and council officials. It was further emphasised in chapter 3 that councillors must be accountable to local communities and report back to their constituencies on council matters and councillors must be responsive to the committees they serve.

The chapter indicated that in terms of the Constitution, 1996 and key legislations such as Chapter 4 of the Local Government: Municipal Systems Act (2000) and Chapter 4 of the Local Government: Municipal Structures Act (1998) the authoritative legal structure for participatory local democracy and ward committees in particular were provided. It was also discussed in the chapter that in terms of the South Africa Local Government Association (SALGA) ward councillors are responsible to reinforce the relationship with the communities as well as to report on the activities of the council on the regular basis and to report on the annual performances of the municipality. The chapter further outlined that ward councillors are expected to ensure that the concerns related to their wards are fairly represented in the council. The chapter also point out that councillors should receive training pertaining to the Code of Conduct of Councillors to ensure that all councillors fully understand the implications of their conduct. This means that councillors must have full understanding about the implications of their conduct and that they have to behave in accordance to the Code of Conduct for Municipal Councillors.

Chapter 4 highlighted the research method, data gathering techniques and sampling used for the study. Finally, it concluded by presenting the data which was gathered from the ward councillors by using a structured questionnaire as well as the data

gathered from the interview schedule held with municipal councillors. Finally, it concluded by presenting the data which was gathered as well as an analysis of the findings.

The following is a summary of the findings pertaining to the training needs and challenges of ward councillors as well as municipal councillors (Proportional public representative councillors) from Chapter 4 of the study:

- **Ward councillors** required English proficiency training as well as effective communication skills such as active listening.
- Ward councillors required training in the effective disseminating of information as well as reporting and feedback skills.
- Ward councillors required training pertaining to applicable municipal legislation, with specific reference to public participation, municipal services and the integrated development planning process.
- Ward councillors required training about conflict management skills to promote effective public participation as well as to participate effectively in ward committee meetings.
- Ward councillors required training pertaining to decision-making skills as well as how to conduct a meeting (meeting skills) to be able to effectively take part in ward committee meetings.
- **Municipal councillors** (Proportional public representative councillors). The majority of the municipal councillors required training about applicable national, provincial and municipal legislation and municipal policies.
- All municipal councillors should have basic literacy and numeracy skills to be able to understand applicable legislation as well as to understand the submissions made by the municipal administrators.
- Majority of municipal councillors required training pertaining to municipal budgeting and financial management.
- Majority of municipal councillors need training pertaining to the different audit outcomes of the Auditor General.
- Majority of the municipal councillors required training pertaining to the integrated development planning process of the metropolitan.

- Majority of the municipal councillors required reporting and report writing skills.
- Induction training should be provided to the municipal councillors who were not able to attend the municipal councillor's induction training session.
- Majority of the municipal councillor's indicated that they would like to receive effective councillor training as this will enhance the level of accountability and effective service delivery and development within the metropolitan.

5.3 RESEARCH OBJECTIVES

In this discussion an attempt is made to reflect on the extent to which the research objectives have been realised and the corresponding research questions proposed in Chapter 1 have been answered. The following were the research objectives of the study:

The main objective of this study is to determine the training needs and competency challenges of councillors (municipal representative councillors and ward councillors) in the Mangaung Metropolitan Municipality and what training interventions should be recommended to address these challenges. The following primary objectives were posed in chapter 1 of the study:

- To investigate through the extensive literature, journal articles, on line source and legislative frameworks, the purpose of local government, the developmental role of local government as well as the requirements, purpose, roles, functions and mandate of municipal councillors and ward councillors.
- To determine through an evaluation of extensive literature, journal articles, national, provincial and local government reports, the current performance and service delivery challenges of developmental local government in South Africa and particular the Mangaung Metropolitan Municipality.
- Conducting empirical research by means of a structured questionnaire with selected ward councillors and to conduct an interview schedule with selected municipal councillors to determine their training and competencies challenges.

- Making specific recommendations based on the literature study and research findings concerning specific training interventions to address the identified needs and challenges of councillors (municipal councillors and ward councillors) in the Mangaung Metropolitan Municipality.

5.3.1 Objective 1: To investigate through the extensive literature, journal articles, on line source and legislative frameworks, the purpose of local government, the developmental role of local government as well as the requirements, purpose, roles, functions and mandate of municipal councillors and ward councillors. Chapter 2 of this study outlines the theoretical overview of developmental local government. The statutory and regulatory framework of local sphere of government, the key outcomes of developmental local government as well as the powers and functions, the objectives of local government were provided to emphasise the developmental role of all municipalities (metropolitan, district and local municipalities). The different categories and structures of municipalities, the role of public participation, municipal integrated development planning, local economic development, performance management and inter-governmental relations were also discussed. While Chapter 3 focussed on the role of municipal councillors and ward councillors in a developmental local government. The difference between metropolitan, local municipalities and district municipalities, the functions of legislative and executive authority of local sphere of government; the legislative authority of metropolitan and municipal councils, the executive authority of metropolitan and local municipal councils as well as other committees to assist executive committees or executive mayors as well as the metropolitan sub-councils, or an executive mayoral system or an executive committee were provided.

In chapter 3 the role of metropolitan and local municipal councils, full-time political office bearers (speaker, the mayor, deputy mayor executive mayor) as well as the relationship with municipal managers and the general responsibilities and functions or duties of metropolitan, local municipal and district councils and councillors were provided. In Chapter 3 the functions, roles and responsibilities of ward committees and ward councillors were outlined. The code of conduct for municipal councillors and the difference between councillors and administrative officials or employee's

current performance and service delivery challenges of municipal councillors were also provided in Chapter 3.

5.3.2 Objective 2: To determine through an evaluation of extensive literature, journal articles, national, provincial and local government reports, the current performance and service delivery challenges of municipal councillors in a developmental local government in South Africa. In Chapter 3 the current performance and service delivery challenges of municipal councillors were discussed.

5.3.3 Objective 3: Conducting empirical research by means of a structured questionnaire with selected ward councillors and to conduct an interview schedule with selected municipal councillors to determine their training and competencies challenges. Chapter 4 indicates how the empirical study was undertaken. A summary of the findings of the empirical research pertaining to the results of the questionnaire used to collect data from the ward councillors as well as the results of the interview schedule used to collect data from the municipal councillors is presented in section 5.4 below.

5.3.4 Objective 4: Making specific recommendations based on the literature study and research findings concerning specific training interventions to address the identified needs and challenges of councillors (municipal councillors and ward councillors) in the Mangaung Metropolitan Municipality. Chapter 5 of this study provides the recommendations pertaining to the training needs and challenges of municipal councillors (Proportional public representative) and ward councillors in the Mangaung Metropolitan Municipality.

5.4 RECOMMENDATIONS

The aim of the study was to determine the training and competency challenges of municipal (Proportionally public representative councillors) and ward councillors in the Mangaung Metropolitan Municipality to be able to make specific recommendations pertaining to specific training interventions. Based on the literature study (Chapter 2, and 3) and the empirical study (Chapter 4) undertaken,

the following are recommendations concerning specific training interventions to address the identified needs and challenges of councillors (municipal councillors and ward councillors) in the Mangaung Metropolitan Municipality:

- It is recommended that the South African Local Government Association (SALGA) in cooperation with the Free State Provincial Department of Cooperative Governance and Traditional Affairs arrange a holistic training programme as part of a training intervention to ward councillors as well as to municipal councillors within Mangaung Metropolitan Municipality to improve their competencies, skills and knowledge.
- It is recommended that the following training should be included in the training should be included in the training programmes provided to ward councillors:
 - English proficiency training as well as effective communication skills such as active listening.
 - Effective disseminating of information as well as reporting and feedback skills.
 - Training pertaining to applicable municipal legislation and municipal policies with specific reference to public participation, municipal services and the integrated development planning process, as well as the National Development Plan is an imperative.
 - Conflict management skills to promote effective public participation as well as to participate effectively in ward committee meetings are essential.
 - Decision-making skills.
 - How to conduct a meeting (meeting skills) training is an imperative so that ward councillors would be able to effectively take part in ward committee meetings.
- It is recommended that the following training should be included in the training should be included in the training programmes provided to municipal councillors (Proportional public representative councillors):

- Training pertaining to applicable national, provincial and municipal legislation, municipal policies and the National Development Plan should be provided. Councillors are accountable to the community that it serves and to their party structures. The role of municipal councillors is essentially to improve the quality of life for all by overseeing governance and service delivery in the local sphere of government.
- Basic literacy and numeracy education should be provided (Adult Based Training programmes) should be provided to councillors who are illiterate. It is an imperative that all municipal councillors understand applicable legislation as well as to understand the submissions made by the municipal administrators. Councillors should be able to readily access information from various municipal departments to be able to fulfil their role as elected representatives of the communities.
- Training pertaining to municipal budgeting and financial management is an imperative. Municipal councillors are the custodians and guardians of municipal finances.
- Training pertaining to the interpretation of the different audit outcomes of the Auditor General is an imperative in that councillors must exercise their oversight role by considering the audits and annual reports.
- Training pertaining to the integrated development planning process of the metropolitan is an imperative, in that every councillor should fulfil an active role in the preparatory phase of the IDP to ensure that every constituency's specific needs are acknowledged in an effective manner.
- Reporting skills and report writing skills pertaining to the performance of the municipality is an imperative. Councillors must be accountable to local communities and report back on a quarterly basis to their constituencies on council matters, including the performance of the municipality in accordance with set performance indicators.
- Induction training should be provided to the municipal councillors who were not able to attend the municipal councillor's induction training session.

- The Mangaung Metropolitan Municipality has to ensure that on a continuous basis specific condensed discussion and information sessions will be provided by experts (Municipal officials and sector department experts) to keep municipal councillors informed about the numerous facets of local government, administration, and the diverse functional activities of local government.
- Lastly, all councillors should receive training pertaining to the Code of Conduct of Councillors to ensure that all councillors fully understand the implications of their conduct.

5.5 CONTRIBUTION OF THE STUDY

The study identified the training and competency challenges of municipal councillors and ward councillors in Mangaung Metropolitan Municipality. Based on the findings of the study, recommendations were made in terms of the training needs and competency challenges. The South African Local Government Association (SALGA) who is responsible for the training of councillors will find the recommendations useful ensure that they implement suitable training interventions for municipal councillors and ward councillors in the Mangaung Metropolitan Municipality. The Department of Cooperative Governance and Traditional Affairs (Cogta) of the Free State Provincial Government will also be able to use the specific findings and recommendations pertaining to the training needs and competency challenge of municipal councillors and ward councillors to promote effective training interventions to improve the skills and competencies of municipal councillors (Proportional public representative) and ward councillors in Mangaung Metropolitan Municipality as well as in the rest of the Free State Province.

5.6 CONCLUSION

The chapter focuses on the summary of the entire study and summarises the findings made in Chapter 1, 2, 3 and 4 based on the research objectives. Based on the findings, conclusions are drawn, recommendations were made pertaining to the training needs and competency challenges of municipal councillors and ward councillors. This dissertation was completed in the hope that the findings recorded

here and the recommendations made, will be useful to promote effective training interventions to improve the skills and competencies of municipal councillors (Proportional public representative) and ward councillors in Mangaung Metropolitan Municipality as well as in the rest of the Free State Province. The findings and recommendations could be used by South African Local Government Association (SALGA) and by the Department of Cooperative Governance and Traditional Affairs (Cogta) of the Free State Provincial Government to implement effective training interventions of municipal councillors and ward councillors within the Free State Province.

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ANNEXURE A: PERMISSION LETTER TO MANGAUNG METROPOLITAN MUNICIPALITY



Central University of
Technology, Free State

To: Municipal Councillor Coordinator
Mangaung Metropolitan Municipality

From: Prof T van Niekerk, Central University of Technology, FS (CUT)
HOD: Department of Government Management

Date: 27 August 2013

Priority: Important

**Subject: PERMISSION LETTER TO MANGAUNG METROPOLITAN MUNICIPALITY:
TO CONDUCT INTERVIEWS WITH MUNICIPAL AND WARD
COUNCILLORS – MASTER STUDENT MR TA TAAIBOSCH**

Dear Sir/Madam

This serves as a permission letter to allow a registered master student, Mr TA Taaibosch (M Tech Public Management) from the Department of Government Management, Central University of Technology, Free State to conduct interviews with selected municipal councillors and ward councillors of the Mangaung Metropolitan Municipality. The purpose of the research is to identify the current training and competency challenges of municipal

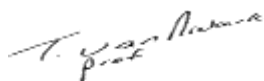
councillors and ward councillors in the Mangaung Metropolitan Municipality, Free State Province.

Kindly allow Mr. TA Taaibosch to conduct the interviews by using a questionnaire to obtain feedback from the selected ward councillors and by using an interview schedule to obtain feedback from the municipal councilors on issues relating to their competencies, functions, roles, responsibilities and training needs within the metropolitan municipality.

Mr TA Taaibosch will observe protocols, professionalism and ethical considerations by maintaining anonymity of the participants and the structures concerned. Once the research is completed, it will be made available on request to the municipality and concerned structures including individuals for your attention.

Based on the findings of the study specific recommendations will be made pertaining to the training needs and competency challenges of the councilors. The South African Local Government Association (SALGA) and the Mangaung Metropolitan Municipality as well as the Department of Cooperative Governance and Traditional Affairs (COGTA) of the Free State Provincial Government will also be able to use the specific recommendations in terms of the training needs and competency challenges of municipal councilors (Proportional public representative councilors) and ward councilors to promote effective training interventions to improve the skills and competencies of municipal councilors. Your support in this research endeavour is appreciated.

Kind regards.



Prof Tryna van Niekerk

HOD: Department of Government Management

Central University of Technology, Free State (CUT)

ANNEXURE B: STRUCTURED QUESTIONNAIRE – WARD COUNCILLORS

Respondent number

QUESTIONNAIRE STRUCTURED INTERVIEWS

Purpose of the survey:

The purpose of the survey is to determine the training needs, competency challenges and the role of municipal ward councillors in the Mangaung Metropolitan Municipality.

Note to the respondent

- I would appreciate your willingness to assist in this research project; please take note that you are not compelled to partake in this survey.
- Your contributions to the interview will remain private and confidential and no one will be able to trace your responses back to you as an individual.
- Your permission to use these responses is required for the purpose of this master study.

How the survey should be completed:

- The researcher is only interested in your opinion regarding the training needs, competency challenges and the role of municipal ward councillors in the Mangaung Metropolitan Municipality.
- Read each question carefully.
- Please use a pen to mark your responses by placing a cross, in the appropriate box or write your comments in the appropriate lines.
- If you are unable (illiterate) to complete the questionnaire the researcher will assist you by placing a cross in an appropriate column on your behalf.

Thank you for your participation.

SECTION A
Biological Information

Please mark with an X

What is your Gender?

- Gender

Female	<input type="checkbox"/>	Male	<input type="checkbox"/>
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- Age: Indicate:

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- Designation

Official	<input type="checkbox"/>	Ward Committee Member	<input type="checkbox"/>	Other	<input type="checkbox"/>
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- Ward of Representation:

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- Education Level:

Illiterate	<input type="checkbox"/>
Primary	<input type="checkbox"/>
Secondary	<input type="checkbox"/>
Tertiary	<input type="checkbox"/>

- Length of period living in the Mangaung Metropolitan Municipality Area:

1-10 years	
Over 10 years	

SECTION B Ward Councillor's Role

This section consists of question that seeks to collect information about the role of ward councillors and training needs of ward councillors.

Category 1. Communication skills

- Your ability to communicate in one of more of the following languages: Mark with an x in the applicable column.

1.1.1 English:

	1. Not at all	2. Fair	3. Good	4. Excellent
Speak				
Read				
Write				

1.1.2 Sesotho:

	1. Not at all	2. Fair	3. Good	4. Excellent
Speak				
Read				
Write				

1.1.3 Setswana:

	1. Not at all	2. Fair	3. Good	4. Excellent
Speak				
Read				
Write				

1.1.4 IsiXhosa

	1. Not at all	2. Fair	3. Good	4. Excellent
Speak				
Read				
Write				

1.1.5 IsiZulu

	1. Not at all	2. Fair	3. Good	4. Excellent
Speak				
Read				
Write				

1.1.6 Afrikaans

	1. Not at all	2. Fair	3. Good	4. Excellent
Speak				
Read				
Write				

1.1.7 Any other languages not listed:

.....

.....

-
-
- Would you like to improve your language proficiency in one or more of the following languages:

	Language	Yes	No
1.2.1	English	1.	2.
1.2.2	Sesotho	1.	2.
1.2.3	Setswana	1.	2.
1.2.4	IsiXhosa	1.	2.
1.2.5.	IsiZulu	1.	2.
1.2.6	Afrikaans	1.	2.

Category 2: Integrated Development Planning and Public Participation

2.1 Please indicate the degree of agreement or disagreement with the following statements concerning the role of ward councilors with service delivery

Nr	Statements	1 Strongly Agree	2 Agree	3 Neither Agree Nor Disagree	4 Disagree	5 Strongly Disagree
2.1.1	Ward Councillors in the Mangaung Metropolitan Municipality have to ensure that policies and plans regarding service provision are communicated to residents					
2.1.2	Ward Councillors must be familiar with the environment of their ward (types of housing, services provided or not provided, communities development needs etc.)					
2.1.3	The ward Councillors should be aware of what organizations of bodies exist in the community such as cultural groups civic forums, business, youth organizations,					

	NGO's, school governing bodies, traditional leaders etc.					
2.1.4	Ward Councillors should act as a consultative body on council policies and matters affecting the community and wards.					
2.1.5	Ward Councillors should make recommendations on any matters affecting ward or the metro councils etc.					
2.1.6	Ward Councillors should work closely with the speaker's office in arranging for the election of ward committees.					
2.1.7	Ward Councillors should report on the activities of the council to the community on a regular basis					
2.1.8	Ward Councillors should be able to manage conflict as the chairperson of the ward committee effectively.					
2.1.9	Ward Councillors should monitor how the Mangaung Metropolitan Municipality development programmes and plans are achieving the intended objectives?					
2.1.10	Ward Councillors should assess how municipal services are being delivered effectively and in a sustainable manner in their specific wards?					
2.1.11	Ward Councillors should receive and record					

	complaints from the community within the ward and provide feedback on council responses.					
2.1. 12	Ward Councillors should ensure that ward committees are established and function according to legislative guidelines.					

2.1.13. Would you like to improve your knowledge concerning the following?

	Activity	• Yes	• No
2.13.1.	Municipal legislation such as the Local Government Municipal Systems Act, Act 32 of 200; Local Government, Municipal Structures Act, Act 117 of 1998 and Local Government Municipal Financial Act, Act 56 of 2003.	• Yes	• No
2.13.2.	Report Writing	• Yes	• No
2.13.3	Decision-making	• Yes	• No
2.13.4	Meeting procedures	• Yes	• No

2.2 Please indicate the degree of agreement or disagreement with the following statements concerning the role of ward Councillors with the IDP process.

Nr	Statements	1 Strongly Agree	2 Agree	3 Neither Agree Nor Disagree	4 Disagree	5 Strongly Disagree
2.2.1	Ward Councillors have to ensure that local communities of the Mangaung Metropolitan Municipality participate in all processes related to the IDP.					
2.2.2	Ward Councillors have to determine whether capital projects of the Mangaung Metropolitan Municipality are being implemented in accordance with the IDP					
2.2.3	Ward Councillors/Speaker has to ensure that public participation in the IDP process is meaningful.					
2.2.4	Ward Councillors/council has to ensure that the IDP aims to respond to local					

	community's needs.					
2.2.5	Ward Councillors should convey through the ward committee important information about various planning and policy making processes and specific programmes or projects affecting the community from the Mangaung Metropolitan Municipality to residents					
2.2.6	Ward Councillors must regularly inform residents with a progress report explaining the decisions of the Mangaung Metropolitan Municipality in committing resources to IDP projects and programmes affecting the residents					

2.2.10. Would you like to improve your knowledge concerning integrated development Planning (IDP)?

2.2.10.1. Yes	
2.2.10.2 No	

Thank you very much for taking part in this survey.

ANNEXURE C: INTERVIEW SCHEDULE – MUNICIPAL COUNCILLORS (PROPORTIONAL PUBLIC REPRESENTATIVE COUNCILLORS)

The dissertation is titled: Training and competency challenges of municipal councillors in the Mangaung Metropolitan Municipality in the Free State Province.

The researcher is a student currently pursuing studies for a Master's degree (M. Tech) in Public Management. The interviews seek to determine the training and competency needs and challenges of municipal councillors in Mangaung Metropolitan Municipality so as to develop appropriate responses and interventions. Kindly take note that the information obtained will be used only for research purposes and no names or any identifying date regarding the participant will be revealed. Participation in an interview is voluntary. The participants need not to identify themselves and their anonymity is guaranteed.

A. LOCAL GOVERNMENT LEGISLATION AND POLICY DOCUMENTS.

Are you fully or partly familiar with the purpose and contents of the following legislation and policy documents?

1.1 Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

Yes Partly No

1.2 White Paper on Local Government, 1998

Yes Partly No

1.3 Local Government Structures Act, 1998 (as amended)

Yes Partly No

1.4 Local Government Municipal Systems Act, 2000 (as amended)

Yes Partly No

1.5 Municipal Finance Management Act, 2003

Yes Partly No

1.6 Municipal Fiscal Powers and Functions Act, 2007

Yes Partly No

1.7 Preferential Procurement Policy Framework Act, 2000

Yes Partly No

1.8 Promotion of Access to Information Act 2000 (as amended)

Yes Partly No

1.9 Spatial Planning and Land use Management White Paper, 2001

Yes Partly No

1.10. Transformation of Public Service Delivery White Paper, 1997 (Batho Pele)

Yes Partly No

1.11. Disaster Management White Paper, 1999

Yes Partly No

1.12. Disaster **Management Act, 2002**

Yes Partly No

1.13. Integrated **Pollution and Waste Management White Paper, 2000**

Yes Partly No

1.14. Division **of Revenue Act**

Yes Partly No

1.15 Municipal **Property Rates Act, 2004**

Yes Partly No

2. How well can you interpret legislation and related policy documents:

Very well Fairly well Not at all

3. Do you get the necessary guidance from management to assist you with the interpretation and understanding of local government legislation and policy documents?

Always Sometimes Never

4. Would you like to receive training in the interpretation of municipal legislation and policy documents?

Yes No

B. BUDGETING AND MUNICIPAL FINANCIAL MANAGEMENT

1. Do you require training in municipal financial management and budgeting process?

Yes No

2. What was the most positive audit opinion that the Mangaung Metropolitan Municipality received recently from the Auditor General South Africa (AGSA).

Qualified Unqualified Disclaimer Not sure

3. How well can you analyse and interpret the financial statements of the Mangaung Metropolitan Municipality?

Very good Good Not so good

4. How important is the role of councillors in the implementation of the MFMA?

Very important Important Not so important Not the role of the councillor

5. Do you require training pertaining to the Preferential Procurement Policy Framework, 2000?

Yes No

C. INTEGRATED DEVELOPMENT PLANNING AND LOCAL ECONOMIC DEVELOPMENT

1. Specify any training that you as a councillor received in relation to IDP and public participation?

.....
.....
.....

2. How familiar are you with the processes and objectives of the IDP?

Very familiar Familiar Not familiar

3. Would you like to receive training pertaining to the IDP processes?

Yes No

4. How familiar are you with Local Economic Development strategy, its processes and advantages?

Very familiar Familiar Not familiar

5. Would you like to receive training in Local Economic Development strategy, its processes and advantages?

D. COMMUNICATION, MEETINGS AND REPORT WRITING

1. How familiar are you with meeting procedures?

Very familiar Familiar Not familiar

2. Would you like to receive training in meeting procedures?

Yes No

3. How familiar are you with report writing?

Very familiar Familiar Not familiar

4. Would you like to receive training in report writing?

Yes No

5. Do you want to improve any of the following?

5.1 Communication skills. Yes No

5.2 Decision-making skills. Yes No

5.3 Active-listening skills. Yes No

E. GENERAL

1. What is your highest level of education and where have you obtained the qualification?

.....
.....

2. Do you have a copy of the Handbook for Municipal councillors?

Yes No

3. Have you attended the induction course for councillors?

Yes No

4. Do you want to receive any additional training as a councillor?

Yes No

5. If yes specify what type of training is needed:

.....
.....
.....

THANK YOU FOR TAKING PART IN THIS INTERVIEW

