

# **THE ROLE OF LEADERSHIP IN IMPLEMENTING SERVICE DELIVERY INITIATIVES: A CASE STUDY OF BUFFALO CITY MUNICIPALITY**

A thesis submitted in partial fulfilment of the requirements of the degree of

MASTER IN BUSINESS ADMINISTRATION

AT

RHODES BUSINESS SCHOOL: RHODES UNIVERSITY

By

**BHEKISISA JACOB MTHEMBU**

(STUDENT NUMBER 09M6128)

SUPERVISOR: TREVOR AMOS

**JANUARY 2012**

# TABLE OF CONTENTS

INTEGRATED SUMMARY	iv
ACKNOWLEDGEMENTS	vi
DECLARATION	vii
ACRONYMS	viii
ANNEXURES	ix

## **SECTION ONE: CASE STUDY**

<b>1. INTRODUCTION</b>	<b>1</b>
<b>2. LITERATURE REVIEW</b>	<b>2</b>
2.1 Spheres of Government in South Africa	3
2.1.1 National sphere of government	3
2.1.2 Provincial Sphere of government	3
2.1.3 Local sphere of government	4
2.2 Local government in South Africa	4
2.2.1 Metropolitan Municipalities( Category A)	4
2.2.2 Local Municipalities( Category B)	4
2.2.3 District Municipality( Category C)	5
2.3 Service delivery in Municipalities	5
2.4 Importance of leadership	6
2.5 Definition of Leadership	8
2.6 Leadership versus Management	11
2.7 Defining the role of leadership in municipalities	12
2.8 Role of good leadership in municipalities	12
2.9 Types of leadership in municipalities	13
2.9.1 Political leadership	13
2.9.2 Administrative leadership	14
2.10 Objectives of the research	15
<b>3. METHODOLOGY</b>	<b>15</b>
<b>4. FINDINGS</b>	<b>16</b>
4.1 The Administrative leadership role in Buffalo City Municipality	16
4.2 The Impact of Policies, Regulations on Departmental Performance	16
4.3 The Availability of Resources	17
4.4 The administrative leadership in service delivery	18
4.5 Team Motivation in Service Delivery	18
4.6 Challenges Leaders Face in Departments	18
4.7 The Influence on Employees to Follow Strategic Vision	19
4.8 Effective Leadership in Municipalities	19
4.9 Values and Ethics in the Organisation	20
4.10 Key Performance Indicators	20
<b>5. The Executive Political Leadership</b>	<b>20</b>
5.1 Decision-making Process	21
5.2 Committee Resolutions	21
5.3 Communication of the Core Values of Council	22
5.4 Operational Structure towards efficient service delivery	22
5.5 Strategies for Improved Service Delivery	22
5.6 Service Delivery Integration	23

5.7	Interaction between Administration and the Council	23
5.8	Perceptions on the Oversight Role of Council	23
6.	<b>Ward Councillors</b>	24
6.1	Accountability to the Community	24
6.2	Communication of municipal Policies to Communities	24
6.3	Ward Meetings in Communities	25
6.4	Perceptions on Delivery of Services	25
6.5	Monitoring and Evaluation	26
6.6	Role of Ward Councillors in Administration	26
6.7	Integrated Development Plan	27
7.	<b>DISCUSSIONS</b>	<b>27</b>
7.1	Administrative Leadership	27
7.2	Executive Political leadership	29
7.3	Ward Councillors	29
8.	<b>Conclusion</b>	<b>30</b>
9	<b>Recommendations</b>	<b>30</b>
10.	<b>REFERENCES</b>	<b>31</b>

## **SECTION TWO: LITERATURE REVIEW**

1.	<b>BACKGROUND</b>	<b>35</b>
1.1	Leader	35
1.2	Followers	36
1.3	Communication	36
1.4	Situation	36
2.	<b>THE AIM AND IMPORTANCE OF THIS SECTION IN THE RESEARCH</b>	<b>36</b>
2.1.	Spheres of Government in South Africa	<b>37</b>
2.1.1	National sphere of government	37
2.1.2	Provincial Sphere of government	37
2.1.3	Local sphere of government	37
2.2	Local government in South Africa	37
2.2.1	Metropolitan Municipalities( Category A)	38
2.2.2	Local Municipalities( Category B)	38
2.2.3	District Municipality( Category C)	38
2.3	Service delivery in Municipalities	39
2.4	Importance of leadership	40
2.5	Definition of Leadership	42
2.6	Leadership versus Management	44
2.7	Defining the role of leadership in municipalities	46
2.8	Role of good leadership in municipalities	46
2.9	Types of leadership in municipalities	47
2.9.1	Political leadership	47
2.9.2	Administrative leadership	48
3.	<b>CONCLUSION</b>	<b>48</b>
4.	<b>REFERENCES</b>	<b>49</b>

## **SECTION THREE: RESEARCH METHODOLOGY**

<b>1.</b>	<b>BACKGROUND</b>	<b>52</b>
<b>2.</b>	<b>RESEARCH OBJECTIVES</b>	<b>52</b>
<b>3.</b>	<b>SAMPLE SIZE AND POPULATION SAMPLING</b>	<b>52</b>
<b>4.</b>	<b>RELIABILITY AND VALIDITY</b>	<b>53</b>
<b>5.</b>	<b>DATA COLLECTION</b>	<b>54</b>
<b>5.1</b>	<b>Structured Interviews</b>	<b>55</b>
5.1.1	Thermalizing	55
5.1.2	Designing	55
5.1.3	Interviewing	55
5.1.4	Transcribing	55
5.1.5	Analysing	55
5.1.6	Verifying	55
5.1.7	Reporting	55
<b>6.</b>	<b>REVIEWS / DEDUCTIVE FORM OF ANALYSIS</b>	<b>56</b>
<b>7.</b>	<b>DATA ANALYSIS</b>	<b>56</b>
<b>8.</b>	<b>ETHICAL CONSIDERATIONS</b>	<b>57</b>
<b>9.</b>	<b>LIMITATIONS / RESERVATIONS</b>	<b>57</b>
<b>10.</b>	<b>CONCLUSION</b>	<b>58</b>
<b>11.</b>	<b>REFERENCES</b>	<b>59</b>

## INTEGRATED SUMMARY

In terms of the South African Government Structure, Local Government is entrusted with the service delivery mandate. Furthermore, Local Government, being the closest sphere of government to the people, is expected to enhance service delivery to the communities within its jurisdiction.

Local Government has for the past four years, undergone numerous transformation processes, ranging from Local Authorities, to Transitional Local Councils and to Municipalities. Having mentioned that, Buffalo City Metropolitan Municipality, in particular, has recently acquired metropolitan status, which requires another transformation protocol. At the same time this automatically raises the bar on the service delivery expectations by the communities.

In general, Local Government has been extensively supported by the National and Provincial Governments to deliver superior services to communities. This has happened through numerous pieces of legislations such as the Municipal Structures Act 117 of 1998, the Municipal Systems Act 32 of 2000, the Municipal Finance Management Act 56 of 2003 and the Constitution of the Republic of South Africa, act 108 of 1996.

In 1997, the South African Government introduced a White Paper on the Transformation of the Public Service. This was to re-emphasise on the performance enhancing role of both the political and administrative leadership in the implementation of service delivery mandates. The need was identified that communities require an assurance that their needs are taken care of by the leadership of the municipalities. It is therefore the role of leadership to ensure effective implementation of service delivery initiatives and to promote a culture of performance among the administrative officials of the municipality.

The aim of this study is to critically investigate the role of leadership: A case study of Buffalo City Metropolitan Municipality (BCMM), with the view that BCMM is considered one of the high capacity municipalities within the Eastern Cape Province. During the literature review, it became evident that different people and scholars, dating back in the early 90's, view leadership in different forms. In sourcing the information for this research, structured interviews were conducted with five

Directors, five Executive Mayoral Councillors and five Ward Councillors. The interviews were an extensive consultation process which resulted in over 30 hours of engagement with research participants, with an average of 2 hours per structured interview. A four week period was allocated and effectively utilised for this exercise.

The research provides recommendations for further research on other related components of the subject such as the intended role as compared to the current role fulfilled by both administrative and political leadership, and suggested solutions to the current problems in Municipalities, in order to ensure their sustainability within Local Government. The research findings identified the need for the leadership to take the leading role in service delivery initiatives in order to address the service delivery challenges in local government. Political leadership need to enhance the public participation process to ensure the community is on board regarding the progress of their respective projects and planning processes.

## ACKNOWLEDGEMENTS

My research process would not have been a success without the contribution from the following people:

- The speaker of Council of the Buffalo City Metropolitan Municipality, honorable Ms L. Simon for granting me the permission to interview Councillors.
- The Acting Municipal Manager at that time, Ms N. Mbali-Majeng for allowing me to interview municipal officials and access to municipal documents.
- Mr. Trevor Amos, for his supervision, guidance throughout the process and ensuring that I succeed in my task.
- Mr. Rob Cross for the proof reading, formatting and editing, and ensuring that my work is of good quality.
- Rhodes Business School for a lifetime opportunity.
- MBA class of 2009, for the wonderful two and half years of learning experience together.
- The research participants for the time spent and availing themselves to engage with me.
- My wife Shereez, for the support and understanding, and putting up with my long hours of academic commitments.
- My daughter Caitlyn, for putting up with me from her first eight months of her life and always understanding that my absence from home for weeks meant the future in the making.

## **DECLARATION**

I hereby declare that, this thesis submitted to Rhodes Business School in partial fulfilment of the requirements of the Master of Business Administration degree is indeed my own work, it has never been submitted previously to any university for any degree, except where it is fully acknowledged within this research paper.

**Bhekisisa Jacob Mthembu**

**January 2012**

## ACRONYMS

<b>BCMM</b>	Buffalo City Metropolitan Municipality
<b>CM</b>	City Manager
<b>Council</b>	The Decision-Making Body Of The Municipality Constituted In Accordance With section 157 Of The Constitution
<b>Councillors</b>	Political representatives elected during the Local Government election and form part of the City Council
<b>Director</b>	The Head Of Each Administrative Section In The Municipality
<b>DM</b>	District Municipality
<b>DMA</b>	District Management Areas
<b>Executive Councillors</b>	Councillors appointed by the Executive Mayor to serve on the Mayoral Committee in a municipality that has a Mayoral Executive System
<b>Executive Mayor</b>	The Political Head Of The Municipality, Elected By The City Councillors In Terms Of Section 55 Of The Municipal Structures Act
<b>IDP</b>	Integrated Development Plan
<b>MEC</b>	Members of the Executive Council (in the Provincial Legislature)
<b>Metropolitan Municipality</b>	Category A municipality in terms of Section 155 (1) (a) of the Constitution
<b>MFMA</b>	Municipal Finance Management Act
<b>MM</b>	Municipal Manager
<b>Municipality</b>	The third sphere of Government - Local Government
<b>PR</b>	Proportional Representatives
<b>Speaker of Council</b>	The person who chairs the sittings of Council, elected by Council in terms of Section 36 of the Municipal Structures Act
<b>SDBIP</b>	Service Delivery and Budget Implementation Plan
<b>Ward Councillors</b>	Elected Councillors, directly responsible for specific wards in the Municipal boundary

# ANNEXURES

- ANNEXURE A:** Authorisation Granted By The Speaker: Councillor L. Simon
- ANNEXURE B:** Authorisation Granted By The Acting City Manager: N. Mbali-Majeng
- ANNEXURE C:** Consent Form
- ANNEXURE D:** Research Interview Questions: Administrative Managers
- ANNEXURE E:** Research Interview Questions: Mayoral Committee Councillors
- ANNEXURE F:** Research Interview Questions: Ward Councillors

# SECTION ONE: CASE STUDY

## 1. INTRODUCTION

In South Africa there are three spheres of government, namely, National, Provincial and Local. Local Government is the service delivery mechanism for government, through establishing Municipalities. Municipalities have an obligation to ensure that people in their constituencies are provided with basic services in terms of the Constitution of the Republic of South Africa (1996), such as water, sanitation, refuse removal, electricity, municipal health services, municipal roads and storm water drainage.

There are very comprehensive systems in place to ensure that Municipalities optimize their ability to render services to the communities. These include legislation, municipal policies and internal processes.

Municipalities have a huge task at hand to ensure the speed at which service delivery is implemented. The policies approved by municipal Councils should take into consideration the needs of the communities and implementation timeframes. There are set minimum standards whereby communities expect services to be provided by the Municipality (Batho Pele white paper, 1997).

The increase in service delivery expectations and responsibility has not only resulted in an increase in the services offered, but has also placed excessive pressure on the elected leadership to deepen representation with the communities, hence the role to be fulfilled by political leaders has to be broadened. Further to this, there has been an increase in legislation regulating Local Government, containing prescriptive requirements with which municipalities are expected to comply. In light of this it would no longer seem tenable to appoint political office bearers, at Local Government level, who are unskilled or uneducated, despite their working in a highly skilled and professional administration.

Councillors are the interface between the municipality and residents and as such, they play a critical role in respect of how citizens perceive the efficacy of Local Government in meeting their basic needs. According to Denhardt, et al (2006), changes in political environment, shifting of public demands, changes in technology

and a variety of other factors, demand that public leaders build organizations that can respond quickly and successfully to change.

According to the National Department of Cooperative Governance and Traditional Affairs (2010), out of 283 Municipalities in the country, 24 were placed under administration in May 2010 as a result of poor administration and the consequences of inadequate governance by respective Councils. The role that leadership needs to play is vital for the success of any organization (Brookes, 2007). The Municipal Council has to meet once a month to consider its business; the oversight role has to be exercised by Council at all times to the maximum benefit of the communities at large and to ensure service delivery (Municipal Structures Act 117 of 1998).

According to Northouse (2007), leadership is the process whereby an individual influences a group of individuals to achieve a common goal. This definition therefore clarifies the importance of the role that leadership plays in the success of any organization. The municipal Administration managers are expected to follow the directives of the Councillors in the implementation of policy. Legislation as well as policies clearly stipulates that the administrators are the implementers.

Given the fact that the municipality has a very important role to play in service delivery, there is a need for strong leadership at both Council and administrative levels. This research is therefore concerned with the Political and Administrative leadership role within municipalities.

## **2.LITERATURE REVIEW**

South Africa in its young democracy, has been experiencing extreme pressure from the electorate to deliver services as per the election manifestos of the political parties. In addressing this challenge, in 1994 when the first democratic elections started, government introduced three spheres of government in order to fast track the planning process, passing of the laws that can effectively accomplish the service delivery mandates. The citizens on the other hand expected access to free basic services such as, low cost housing, water, electricity and sanitation. Government therefore applied the principles of Batho Pele (referring to People first), this concept aimed to revitalise the way in which services are rendered to the society, there are eight principles of Batho Pele, these are:

- **Consultation:** The public should be consulted about the level and quality of the public service they receive and, wherever possible, be given a choice about services offered.
- **Information:** The public should be given full, accurate information about the public services they are entitled to receive.
- **Access:** All the citizens should have equal access to the services to which they are entitled to.
- **Redress:** If the promised standard of service is not delivered, you should be offered an apology, a full explanation and a speedy and effective remedy. When complaints are made, you should receive sympathetic, positive response.
- **Service standards:** The citizens should be told what level and quality of public services you will receive so that you are aware of what to expect.
- **Transparency and openness:** The citizens should be engaged on how national, provincial and Local Government departments are run, how much they cost, and who is in charge.
- **Value for money:** Public services should be provided economically and efficiently in order to give you the best possible value for money.
- **Courtesy:** The citizens should be treated with courtesy and considerations, it is the responsibility of leadership to ensure this is done all the times

## 2.1 SPHERES OF GOVERNMENT IN SOUTH AFRICA

The constitution of the republic of south Africa ( Act 108 of 1996) establishes three spheres of government, all three spheres are obliged to principles of co-operate governance, and this principles are enshrined in the constitution.

**2.1.1 National Sphere of government :** This sphere is responsible for the supreme functions of the country, all matters that affect the country as a whole, these areas are safety, foreign affairs, defence, home affairs and overall public administration. This sphere of government also has the responsibility to monitor the other spheres of government performance and take remedial action should there be a need to do so.

**2.1.2 Provincial Sphere of government:** This sphere of government has the responsibility of ensuring that people in their area of jurisdiction are taken care of in terms of service delivery, such as health care, education, human settlement and social development. They are entrusted with the development of policies for their areas. They are also responsible for the planning, budgeting and to implement programmes in order to deliver services to their area of jurisdiction.

**2.1.3 Local Sphere of government:** The local sphere is the most important in the government service because it is entrusted with the delivery of basic services such as water, electricity and sanitation. Some of the functions of local government are shared with the provincial government, these are local tourism, public transport, planning services and building regulations.

## **2.2 LOCAL GOVERNMENT IN SOUTH AFRICA**

Local sphere of government is responsible for the delivery of basic services such as water, electricity and sanitation to the communities. Over and above, they are responsible for the variety of municipal functions, which some of them they share with the provincial government, such as planning, municipal transport and local tourism. Section 155(1) of the Constitution of the Republic of South Africa, 1996( Act 108 of 1996) identifies three categories of municipalities, these are

### **2.2.1 Metropolitan Municipalities (Category A)**

Metropolitan municipalities exist in the six biggest cities in South Africa. They service more than 500 000 voters each and co-ordinate the delivery of services to their whole area. There are metropolitan municipalities in Johannesburg, Cape Town, eThekweni (Durban), Tshwane (Pretoria), Nelson Mandela Bay (Port Elizabeth) and Ekurhuleni (East Rand). These municipalities are broken into wards. Half the Councillors are elected through a proportional representation ballot, where voters vote for a party and the other half are elected as Ward Councillors by the residents in each ward.

### **2.2.2 Local Municipalities (Category B)**

Areas that fall outside of the six metropolitan municipal areas are divided into local municipalities. There are a total of 231 local municipalities and each municipality is broken into wards. The residents in each ward are represented by a Ward Councillor. In local Municipalities, half the Councillors are elected through a proportional representation ballot, where voters vote for a party and the other half are elected as Ward Councillors by the residents in each ward.

### **2.2.3 District Municipalities (Category C)**

District municipalities are made up of a number of local municipalities that fall in one district area, in most situations, there are maximum of 6 local municipalities that form a district Council. In south Africa there are 47 district municipalities. The district municipality has to co-ordinate development and delivery in the whole district. It plays a stronger Political and Administrative role in areas where local municipalities lack capacity to deliver and has its own administrative staff.

The district Council is made up of two types of Councillors:

- Elected Councillors - they are elected for the district Council on a proportional representation ballot by all voters in the area (40% of the district Councilors).
- Councillors who represent local municipalities in the area - they are local Councilors sent by their Council to represent it on the district Council (60% of the district Councilors).

While metropolitan municipalities are responsible for the development and delivery of all local services in the metropolitan area, local municipalities share these responsibilities with district municipalities. This is especially the case in rural areas, where district municipalities have more responsibility for development and service delivery.

Buffalo City Municipality is the product of the amalgamation between the Transitional Local Councils and municipalities (i.e. formerly East London, King Williams Town, Bhisho, Beacon Bay and Gonubie). This political arrangement was concluded in 1996 after the first democratic election held in 1994. Hence, after the 2011 Local Government election Buffalo City Municipality will become one of the metropolitan municipalities.

## **2.3 SERVICE DELIVERY IN MUNICIPALITIES**

Municipalities all around the country has been continuously facing the similar challenges of service delivery protests. This symbolises the dissatisfaction from the citizens as the municipalities are in the face of service delivery. A large number of municipalities are unable to spend their allocated budget, and this results in the

Despite the existing systems being in place, challenges are still being experienced with regard to service delivery. There have been a number of service delivery protests around the country, with Buffalo City Municipality not being exempted. The role that leadership plays in implementing service delivery initiatives needs to be investigated. The success of an organization depends on transformational leaders to steer it in a new direction and achieving better outcomes (Van Wart, 2003).

Buffalo City Municipality has, in the past few years, been categorized as an institution which is unable to spend its allocated budget and consequently is not able to meet its service delivery objectives. The Municipality serves 1,020,000 people (Census, 2001). One of the elements in the municipalities to ensure optimum delivery is the leadership and their respective roles and responsibilities.

## **2.4 THE IMPORTANCE OF LEADERSHIP**

Institutions like Municipalities serve as a service delivery mechanism for the government. There are key focus areas under which the need to ensure basic services are accessible by all in the country. When the electorate votes during the Local Government elections, they don't only elect a Councillor, but they elect a leader to represent their interests in the municipality; someone to ensure their needs are taken into account when decisions are taken during the Council sittings.

Leadership ability then plays an important part in this process. Charlton (1993) states that "one of the most difficult challenges facing any person in a leadership position is translating intention into action and then sustaining it". In Local Government we often find that public representatives have good intentions as they come to municipal Councils. The challenge they face is when they come across internal processes which tend to complicate their plans and are thus often perceived as hindering progress.

This is the reason that the municipal Council is regarded as the decision making body of a municipality, given the leadership responsibilities entrusted to Councillors when they assume the functions. Leaders must have followers (Wesley, 1997), and so it is that Councillors have constituencies to whom they are accountable, and with whom they need frequently to interact. This is how they ascertain what their needs are. It is very important to note that service delivery is unlike running a marathon

race, whereby just one will cross the finishing line. A leader of the people needs to constantly listen to the grasshoppers, and be adaptive to the dynamic environment. The municipality, immediately after the new Council has been elected, needs immediately to consider training programmes for Councillors in order for them to understand their responsibilities. The consequence of good training is great in a sense that there will be true and enhanced leaders, who will understand and motivate the administration to do more for the benefit of the communities at large.

Organizations require a higher level of leadership than ever before to survive and prosper (Maccoby, 2009). This reflects highly in Local Government, especially in the South African context, because in South Africa there are many people who rely on government services. Facing these challenges, people therefore need to be led by a strong and visionary leader, given the fact that they can be unrealistic at times because they will not know what to expect from government. Therefore they require strong leadership to guide them through.

According to Mintzberg (2007) there are roles leaders need to fulfil in their respective areas of leadership, especially in municipalities, these are:

- Figureheads are individuals for high level interaction with customers, acting as a representative for the organization.
- Spokespersons are the voice of the organization, with the broader communication to the public about the activities of the organization being through its leader only.
- Negotiators are leaders who will continuously ensure that the organization has a good relationship with the rest of the business world through business development programmes.
- Coaches develop and motivate others for the purpose of empowering others to be better leaders of tomorrow.
- Team builders are good leaders who must understand that there has to be sustainability in the organizations they lead. This by ensuring that there is continuity and that team morale is very high at all the times to optimize the performance levels.
- Team players are leaders who need to display appropriate personal conduct to cooperate with others, encouraging others to do more.

- Entrepreneurs are leaders who have a responsibility to ensure that the organization's wealth is increased and to provide innovative ways of doing things in more productive ways.
- Technical problem solvers are leaders who provide hope for their followers and solutions where necessary.

It is important to note that there are factors which influence effective leadership, such as the type and calibre of people in the team. Nevertheless, leaders have to make the best of it at all the times because they have to provide direction to the followers.

## **2.5 DEFINITION OF LEADERSHIP**

In most cases leadership and management are often confused as one activity, whereas studies show that these are, in fact, two different activities. Some may believe that anyone can become a leader, but it can be argued that this is not possible because there are certain traits and qualities for someone to become a leader; namely:

- Decisiveness: an ability to make decisions and solve problems
- Initiative: an ability to find new and innovative ways of doing things
- Intelligence: creative ability, including judgment, reasoning and thinking capacity
- Supervisory skill: planning, organizing, influencing and controlling others.

Leadership is about influencing others to perform certain tasks in order to fulfil the organizational goal. Drucker (2008), defines a leader as someone who has followers, and to gain followers requires influence. He further states that it does not exclude the lack of integrity in achieving this. Indeed, it can be argued that several of the world's greatest leaders have lacked integrity and have adopted values that would not be shared by many people. Leadership is a process by which a person influences others to accomplish an objective and directs the organization in a way that makes it more cohesive and coherent (Northouse, 2007). These emphasize the importance of leadership in any organization, especially in a service delivery institution, such as a municipality.

In essence, leadership in an organizational role involves establishing a clear vision, sharing that vision with others so that they will follow willingly. In so doing leaders provide the information, knowledge, and methods to realize the organization's vision, and coordinate and balance the conflicting interests of all members or stakeholders. A leader comes to the forefront in case of crisis, and is able to think and act in creative ways in difficult situations. Unlike management, leadership flows from the core of a personality and cannot be taught, although it may be learned and may be enhanced through coaching or mentoring. Bass (1990) suggests that there are different approaches to the definition of leadership. While each of these perspectives and uses of the term are a legitimate use of the construct of leadership, he further points out that definitions can serve different purposes.

Bass (1990) further states that researched definitions on leadership can serve different purposes such as to identify the objects to be served; to identify the form of practice; to satisfy the particular value orientation; to avoid implication for a practice, and to provide a basis for the development of a theory. Account should be taken of the following 12 definitions of the leadership concept from different scholars who have defined the concept in different decades:

- Blackmars (1911) defines leadership as "centralizations of the effort in one person as an expression of the power of all"
- Bernard (1926) defines a leader as "as a person who is more than ordinarily efficient in carrying psychological stimuli to others and is thus effective in conditioning collective responses". This definition might divert the understanding of the concept from a personal attribute to that of a leader with that competency
- Warriner (1955) defines leadership as "a form of relationship between persons, it requires that one or several persons act in conformance with the request of another". Warriner's definition is mainly focused on a leader to follower approach as it emphasizes the compliance element
- Massarik (1961) defines leadership as "the activity of influencing people to cooperate toward some goal which they come to find desirable"
- Taylor (1968) defines leadership as an act; "one which results in others acting or responding in a shared direction"

- Merton (1969) defines leadership as “an interpersonal relation in which others comply because they want to, not because they have to” This definition gives the indication that the team has to be willing to be led through the vision of the organization, and therefore must have a sense of belonging.
- Janda (1998) defines as follows: “leadership is a particular type of power relationship characterized by a group member’s perception that another group member has the right to prescribe behaviour patterns for the former regarding his activity as a member of a particular group”. This definition put more emphasis on the process of interaction between both parties (the leader and the follower)
- Cowley (1928) defines a leader as: “a person who has a programme and is moving toward an objective with his group in a definite manner”. The emphasis according to this definition is on working towards the vision of the organization.
- Gordon (1955) defines leadership as an interaction between a person and a group, or more accurately, between a person and the group members. The need for everyone to play his/her role is very important in a leadership environment.
- Hemphill (1954) suggests that to lead is to engage in an act that initiates a structure in the interaction as part of the process of solving a mutual problem.
- Borgadus (1934) defines leadership as “personality in action under group conditions, not only is leadership both personality and a group phenomenon, it is also a process involving a number of persons in mental contact in which one person assumes dominance over the others”.

Having understood these different definitions of “leadership”, one can begin to create a picture of what to expect with regard to the leadership concept. It can be summed up as a very crucial area in the effectiveness of the organization. While the success of the organization is in the hands of its effective leadership, there must be a shared vision among all the members and there must be a strong interaction between the role players in order for the intended role to be effective. Similarly, there must be a flow of communication between the leader and the follower. In every situation a leader must be able to rise above the rest and provide hope to the followers in order for them to perform to their maximum potential.

## 2.6 LEADERSHIP VERSUS MANAGEMENT

Leaders manage and managers lead, but the two activities are not synonymous (Bass,2009). Management functions can potentially provide leadership and leadership activities can contribute to managing. Nevertheless, some managers do not lead, and some leaders do not manage (Bass, 2009).

Bennis (2006) argues that there is a profound difference between management and leadership, and both are important. To manage means to bring about, to accomplish, to have charge of or responsibility for, and to conduct. Leading is influencing, guiding in a direction, course, action, opinion. The distinction is crucial. Based on the argument as stated it is very clear that managers are people who do things right and leaders are people who do the right thing. Bennis (2006) further defines the difference using the following paired contrasts:

- The manager administers; the leader innovates.
- The manager maintains; the leader develops.
- The manager accepts reality; the leader investigates it.
- The manager focuses on systems and structures; the leader focuses on people.
- The manager relies on control; the leader inspires trust.
- The manager has a short-range view; the leader has a long-range perspective.
- The manager asks how and when; the leader asks what and why.
- The manager has his or her eye always on the bottom line; the leader has his or her eye on the horizon.
- The manager imitates; the leader originates.
- The manager accepts the status quo; the leader challenges it.
- The manager is the classic good soldier; the leader is his or her own person.

Leadership and management are both important for the success of the organization, but they seek to do different things. According to Rowe (2010), every organization structures itself to accomplish its goals in a way that is in tune with or responsive to its environment. Management remains the main focus because it should keep the organization functioning smoothly at all the times. There is always a paradigm shift in every organization, social behaviour, culture, technology, historic events, and so on. Over time, the organization can become less and less in tune with or responsive to

its environment, creating more and more management problems. Times like this require organizations to think more in terms of leadership roles.

In an environment such as Local Government, there is a high demand for leadership effectiveness because this environment is very dynamic. The electorate's demands are very high and in most cases unrealistic because the expectations are of a short term such as housing, electrification of houses, water and sanitation. Councillors assume the leadership role, and the administration assumes the role of manager because they are the implementers of Council policies, in terms of Council resolutions, passing of the policy, by law, etc.

## **2.7 DEFINING THE ROLE OF LEADERSHIP IN MUNICIPALITIES**

Kouzes and Posner (2005) argues that the role is defined by a set of expectations about behaviour of any job incumbent, it relates to the task and responsibilities a leaders needs to perform. Each role has a set of tasks and responsibilities that may or may not be spelled out. Roles have a powerful effect on behaviour for several reasons, to include money being paid for the performance of the role, there is prestige attached to a role, and a sense of accomplishment or challenge. In municipalities, both the political and administrative managers have a set of roles they have to play to ensure the success of the municipality in delivering effective services to the community. According to the MFMA, Act 53 of 2003 and Municipal Systems Act 103 of 1998, states that the councillors are the supreme executive of the municipality, and the administrative managers are the implementers of the council decisions and resolutions.

## **2.8 ROLE OF GOOD LEADERSHIP IN MUNICIPALITIES**

In municipalities the leadership success is measured based on the performance of the particular service functions. In the Buffalo City Metropolitan (BCM) area of jurisdiction alone, there is an estimated 40 percent of the population who are unemployed. In March this year alone, 66 000 people are affected by the poverty, and are therefore referred to as indigent people and registered on the indigent register (BCM Monday report, 2011), hence the reliance on government grants for their livelihood.

Kotter (2001) states that, it is the purpose of leadership to provide process that will reduce predictable results. This statement substantiates that in a municipal environment, communities as well the municipality are fully reliant on the leadership to implement the turnaround strategies and also to ensure that public complaints are reduced significantly. The public complaints are as a result of non-delivery of services in the community.

According to Hamann, Kepelus and Ndlovu (2010) in Louw and Venter (2010), Social and environmental factors, such as poverty, crime, food security, water scarcity and climate change, present an organization in any sector with important risks that need to be adequately understood and responded to. The leader has to constantly monitor the performance of his/her department to ensure that service delivery is at the optimum level. According to Nel et al (2005), preceding intervention in performance management process includes performance appraisal and then a change in the employee's conditions of employment that has been measured in that performance appraisal.

## **2.9 TYPES OF LEADERSHIP IN MUNICIPALITIES**

In municipalities there are two types of leadership, with each responsible for a certain part and the role in service delivery.

### **2.9.1 POLITICAL LEADERSHIP**

The hierarchy in the municipality consists of the City Council and the Administration. The City Council's role is policy formulation. In Buffalo City Municipality there are 89 Councillors from different political parties. Of these 45 are Ward Councillors, elected directly by the communities during the Local Government elections. The remaining 44 Councillors are referred to as Proportional Representatives (PR) of their respective political parties. The number of Councillors per municipality is legislated, and published in the government gazette accordingly by the Member of Executive Council (MEC) responsible for Local Government in the province, this is before the local government election takes place

According to Municipal Systems Act, Act 53 of 1998, the Executive Mayor may appoint no more than ten (10) Councillors to serve on the Mayoral Committee as Political Champions for each service delivery department. These Councillors support

the relevant Directors of each and every service departments in the municipality. Buffalo City Municipality consists of eight directorates, each headed by a Director. The directorates are: Engineering Services, Planning and Economic Development, Chief Operating Office, Financial Services, Corporate Services, Community Services, Health and Public Safety and Executive Support Services. As a result they are also eight mayoral committee councillors who form the executive committee structure.

The Municipal Systems Act 53 of 1998 states that, Council is expected to play an oversight role and guide the Administration which is ultimately responsible for implementing Council resolutions. These Council resolutions are implemented in collaboration with policy implementation processes, programmes and projects. According to Amos (In Louw and Venter, 2010), for successful strategy implementation there needs to be leadership, not only 'of' the organization, but also leadership 'in' the organization, aligned to strategy.

### **2.9.2 THE ADMINISTRATIVE LEADERSHIP**

The administrative leadership is responsible for the overall implementation of Council resolutions. According to the municipal hierarchy, the administrative arm is headed by the Municipal Manager and the directors who are responsible for each service department, and also expected to perform executive duties, guide officials and offer administrative advice to political structures within the municipality as per the Municipal Finance Management Act, 53 of 2003.

Rakate (2006) states that, public service delivery is the result of the intentions and decisions of government and government institutions, and the actions undertaken and decision made by people employed in government institutions. It is the role of administrative leadership to ensure that resources are effectively utilised to ensure effective service delivery initiatives, and the staff members in their respective departments are fully trained to facilitate delivery accordingly.

According to Sisson et al (1990), training increases the extent to which employees feel valued by the company, further to that it is emphasised that, companies that invest in long-term development and retention of skilled people create a portfolio of career development process.

## 2.10. OBJECTIVES OF THIS RESEARCH

The overall goal of the research is to investigate the role of leadership in Municipalities in implementing service delivery initiatives, with focus on Buffalo City Municipality. The following are the objectives of the research:

- **To identify the intended role of Councillors as political leaders in a Municipality:** This involves interaction with Councillors as they are key role players in Local Government in the form of recommendations at the end of this study.
- **To identify the intended role of Administrative Managers in a municipality:** This involves the thorough interrogation of the role fulfilled and responsibilities, especially in the administrative arm of the municipality which carries the policy directions of the City Executive, transforming it into actions in the form of service delivery. This is also detailed in the recommendations of this study
- **To identify the current role fulfilled by Councilors with proper analysis being done** in the form of Councilor interviews in order to ascertain whether the current roles fulfilled by Councilors are adequate for proper provision of services to their communities.
- **To identify the current role fulfilled by administrative managers:** Administrative managers play a key role in implementing laws and policies of Council. Hence the current role fulfilled will be determined by thorough engagement with the managers through interviews.
- **To identify gaps if any and provide recommendations.**

## 3. METHODOLOGY

This case study is made up of the Buffalo City Metropolitan Municipality(BCMM) officials and councillors. BCMM currently employs approximately 5000 employees, including senior management, referred to as Directors. The total number of population sampled for this research was 15 respondents, the views of the sample population of the case study who were able to share their experiences, knowledge and all related information regarding their roles as leaders. Among them were 5 Executive councillors, 5 ward councillors and five Executive directors.

The structured interviews was used to gather the data, and the open ended questions was utilised. The respondents were visited at their place convenient to them, and each interview lasted over an hour, which resulted in the total time utilised for the interview to exceed total of 30 hours.

All information during the interviews was typed since the respondents did not allows the recording of the interview process. The analysis was therefore conducted at the end of the interview process, comparing the literature with the findings of the research.

Validity and reliability was tested using accuracy, transferability and dependability especially since the researcher is an employee of the municipality. Ethical consideration was adhered to in that, the respondents were assured that the information remains confidential and their anonymity will be maintained. The research had limitation in that, the research process took place during the transition phase, 2011 local government elections. As a results some of the councillors were new in their responsibilities. And that the researcher is an employee of the municipality where the case study was conducted.

## **4. FINDINGS**

### **4.1 The role of administrative Departments in the Municipality**

Five Executive Directors from different administrative departments were interviewed, based on their line of duty and responsibility, with the aim of determining whether a gap existed in understanding the intended role they were expected to fulfil, compared the current role fulfilled by the same leaders. From the five respondents interviewed there seemed to be a tendency to follow the paper train with regard to the job description provided on the appointment of the individual to the particular position. Hence during the interaction with the researcher, it was not easy for them easily to identify their role in service delivery initiatives. It was easier to indicate what they are supposed to be doing as a department, thus emphasising the departmental mandate, rather than the leadership role, to drive service delivery initiatives.

### **4.2 The Impact of Policies, Regulations on Departmental Performance**

Two respondents out of five interviewed responded that the policies were destructive in nature because the municipalities tended to operate in an environment that is

more secure, thus leading to them having at all times to satisfy the legislation/policies rather than ensuring that, the output of service delivery is at its best. They further stated that some of the policies were vague and did not have much meaning. One of the respondents indicated that the policies had more limitations than advantages, and further to that the respondent stated that they tended to hamper service delivery rather than fast tracking it. However this respondent felt that the existence of these policies helped them to exercise good governance at all times. Two of the respondents out of five felt very strongly about the existence of policies as a driver towards effective service delivery.

### **4.3 The Availability of Resources**

This provided a mixed reaction among the rest of the respondents, with two respondents actually understanding the systems of Local Government in terms of the resources they have at their disposal. However, the remaining three respondents were very uncertain as to whether they had adequate resources for them to ensure that service delivery initiatives were implemented at their best abilities. The two respondents were confident when mentioning that, as far as available resources, municipalities tended to face challenges with regard to scarce skills, i.e. people didn't want to relocate to smaller municipalities, especially from big cities like Johannesburg Metropolitan, City of Cape Town, Ethekewini Metropolitan, etc.

One of the respondents stated that resources were available but political interference by the political leadership in capacitating their respective directorates was not at the desired level. Furthermore, it seemed apparent that there was a poor level of understanding of the municipality in context. This might be caused by the fact that the respondents did not have long service records with the municipality and hence did not understand the structural arrangements. This respondent also cited that the municipality had access to funding which was utilized for consultancy, meaning that reliance on consultants is prevalent in the municipality. Previous studies confirm that municipalities rely on work by consultants, refining this and making it into working documents, instead of their own.

#### **4.4 Administrative Leadership in service delivery**

Four of administrative directors interviewed, responded with a strong indication that leaders, and more importantly for them as leaders in their respective directorates, must lead by example, set the tone at the top, and also monitor and evaluate the performance of their respective directorates to ensure the goal is achieved. They further mentioned that they could enhance their role through empowering their staff to ensure they performed the tasks at hand with due diligence.

Continuous training was mentioned on numerous occasions by the respondents as the key to the success of their respective directorates. One respondent indicated that, for them as a leader, it was extremely difficult to exercise their leadership role on staff matters because staff are often deployed, which in turn made it difficult for the departmental leadership to effectively supervise those individuals in implementing the service delivery projects and initiatives.

#### **4.5 Team Motivation in Service Delivery**

The respondents were asked this particular question in order to establish how far they could go to ensure the achievement of their institutional goals, and ultimately their contribution to the overall goal. Two of the five respondents expressed the importance of two-way communication as an encouragement to the rest of the team and an important tool to keep the team informed. One of the respondents indicated that the team should form part of the overall planning in terms of strategic planning for the institution.

They have the will of the institution but when they were not part of the overall process they tended to ignore the goals and the strategic planning for the institution. Two of the respondents emphasized the importance of teamwork in ensuring the achievement of the institutional goals. They further emphasized that Buffalo City Metropolitan Municipality could achieve a lot through collective effort from all staff, but this heavily relied on continuous motivation by leaders in every department.

#### **4.6 Challenges Leaders Face in Departments**

Leaders are the point of entry in every department in the municipality; they account to the ultimate Accounting Officer, and as a result the challenges they encounter on

a daily basis becomes a hindering factor for them in effectively executing their respective tasks, resulting in delays in the delivery of services to the community. Two of the respondents also indicated that the Local Government environment itself is highly regularised, and that tended to become a challenge in itself, since departments could not use initiative in doing what they thought would be best for the community at that time. They were expected to follow certain processes, which entail long delays in arriving at certain decisions, e.g. the budget adjustment is only permitted once a year for the whole municipality.

#### **4.7 The Influence on Employees to Follow Strategic Vision**

Three of the respondents felt strongly about this particular item as being the key driver towards the success of the organisational goals and strategic vision. They mentioned that the greatest failure for the municipality arose from both Administrative and Political leaders not doing enough to motivate their staff, with effective consultation with the rest of the employees being necessary to ensure the alignment of goals. Two of the respondents indicated that they always kept employees informed through departmental meetings on a weekly basis. They said these meetings were scheduled to discuss feedback, progress on projects and plans for the department going forward.

#### **4.8 Effective Leadership in Municipalities**

Two of the respondents felt that a leader in a municipality is a key figure who is expected to always ensure unity and be very honest in their activities they conducted and engaged in. They further emphasized that they must always be able to communicate with the people in the organisation with no obstacles. The other three respondents all felt the leader must also be visionary to be effective, thus ensuring that the commitment of all is gained and a common understanding of the goals is achieved amongst all employees.

The importance of a people-centred leader was mentioned as being a very important element for effective leadership, with an ability to interpret legislation also being mentioned as a point of departure for a leader in Local Government, since the environment is highly regularised. In looking at all these utterances by the

respondents it is evident that for a leader to succeed, they must be driven by wisdom, be able to be responsive to deadlines and be value driven.

#### **4.9 Values and Ethics in the Organisation**

In the country and the African continent, like any others in the world, violation of ethical behaviour has been experienced, and seemingly the cure for such disease has not yet been found. As in similar schools of thought, three of the respondents indicated that the key to this problem is an undertaking towards. They further mentioned that the organisation should also guard against its own interests in this regard.

The other two respondents emphasized the importance of the customer first approach. In this regard the government adopted the principles of Batho Pele. This was introduced so that in every activity performed people became the centre of focus. This means that there must be value for money in whatever we deliver, understanding that people need our services at all times, and when we offer these services, it should be with diligence.

#### **4.10 Key Performance Indicators**

Local Government has legislation that governs the performance of each municipality. The Service Delivery and Budget Implementation Plans (SDBIP) is the effective measure of performance of the municipality. The respondents highlighted that the vision must be shared by all in order to achieve the overall strategy. When the total workforce understands the strategy and buys into it, the organisational strategy can easily be achieved. All five of the respondents felt that what is lacking in the Local Government environment is that municipalities are not in a position where their strategy is shared by all. The major indication was also that there is a lot of time spent on strategic matters and less on its implementation on the ground.

### **5. The Executive political leadership role in Buffalo City Municipality**

The executive political leadership refers to those Councillors who are full time office bearers in the municipality, and they oversee the specific service delivery function, They are appointed by the Executive Mayor in terms of section 60 of the Municipal

Structures Act 117 of 1998, to assist the municipality with the political oversight in each service department.

### **5.1 Decision-making Process**

All five of the respondents were very uncertain of the future of their role in taking decisions at that level. They all indicated that they operated with a very limited mandate at their level as the Executive Councillors. Their role is to consider the business of the day and then recommend to Council to make the final decision. There was a strong indication that their leadership at that level was based on political values, and they are willing to learn more with regard to the role they need to play in the foreseeable future.

They are also willing to assist in any manner in ensuring that the municipality achieved its strategic objectives. They further indicated that they are hands-on in their respective Departments and should be regarded as the point of entry to all other Departments. One of the respondents even indicated that, for them as a Mayoral Councillor, they regard themselves as the starting point for anyone in approaching Council.

### **5.2 Committee Resolutions**

The respondents all highlighted the challenges facing them when it came to the final implementation of their resolutions. They reported on the mechanisms available to ensure that there is enough interaction between them and the directorates, such as the one-on-one with their respective directors. However this is not always effective because there are so many activities in the municipality. One of the respondents indicated that there is sometimes a perceived challenge for the administration staff to cope with the pace of Councillors.

It does not always work to assume that you have top class management, as once you put them to the test they don't always reach your expectations. All five respondents emphasized the need for a change in approach - the way we do things. They raised their concerns over administrators having to be results-driven rather than being position-based. There is also the need for improved communication methods and channels, and the selection of the right people for positions in the municipality.

### **5.3 Communication of the Core Values of Council**

The core values of the Council are what should be driving the key activities of the institution. The Councillors should uphold this and the administration should be a strong supporter of this process. The respondents were passionate about. This issue, indicating that this is what they are there for as Councillors - upholding the values of Council. All five of the respondents mentioned that the failure of the municipality in delivering services reflects on them and as a result they would like to see the situation change. They indicated that they would like to add more value to the system and would appreciate more engagement with officials to ascertain what can be done for them to do more on behalf of the Council.

### **5.4 Operational Structure towards efficient service delivery**

Respondents indicated that the structure is based on legislation, which does not allow them to have much say on it. However when service delivery is not carried out effectively due to long delays in implementation (resulting from the long protocol structure a project has to follow), it's them who take the knock, and are seen as failures. All five respondents indicated their desire to have this amended to give them, as local authority, more power to amend where necessary, and more importantly they indicated that they would like to tailor-make the structure to suit the needs of the municipality.

### **5.5 Strategies for Improved Service Delivery**

All five respondents indicated they would like to see the flexibility on the systems utilized. They all recommended a total review of the MFMA and indicated the non-practicality of some of its sections. While they praised it as a valuable document, they indicated that at times it exerted a delaying factor over them in implementing what they intended doing. The respondents recommended flexibility whereby they could adjust the budget or amend the IDP should the need arise.

They felt the status of Local Government had reached this situation because of the current systems in place which cannot be tailor made to suit the particular area's need and the community's demands at the time. The efforts made by them as Councillors are enormous to the extent that they sacrifice a lot for their families in order to please the community. They further indicated that there must be regular

interaction with the community through the public participation, saying that this process must not only be done once a year, but must be based on the needs of the community.

### **5.6 Service Delivery Integration**

Five of the respondents stated that they often meet with their respective directors as heads of departments where portfolio Councillors are situated. The directors need to constantly engage the Councillors with regards to reports and information. All five responded positively that they have confidence in the managers as they were able to provide them with information on time, citing the fact that managers have a strong administrative background. Therefore the need for the Councillor to provide political leadership at all times is very important in order to integrate both administrative and political activities to achieve one institutional goal.

### **5.7 Interaction between Administration and the Council**

The interaction between these two sections of the municipality is also legislatively driven. This is in terms of administration managers having to write reports to Council on a monthly basis, to inform Council of projects, proposals, progress reports on on-going projects, and implementation of by-laws. Thus, the level of interaction is frequent in this regard. All five respondents echoed that the level of interaction between the two leaderships could be improved through the Mayoral Committee Councillor, who is situated in each directorate. One respondent emphasized that, once you are allocated to the department as the Portfolio Councillor, you become the face of that department. When Council needs to enquire about anything from the directorate, they do so via the individual who is the Portfolio Councillor.

### **5.8 Perceptions on the Oversight Role of Council**

The accuracy of this perception is not always tested or confirmed, there are minimal chances where there is a review of the oversight role by councillors. This was the opinion of all five of the respondents during the interviews. Respondents felt very strained by community perceptions because on their own they feel that they are doing all they can to ensure that the communities become the centre of services in the municipality. They further echoed that expectations are very high and cannot easily be satisfied, so there must be some realistic measure of the Councillors'

performance. Respondents also mentioned that the law prohibits them from interfering in issues relating to procurement and other managerial issues, and this on its own presents a challenge because they have to believe what they are told by the managers of departments. Nevertheless they continue to exercise their Political role as a mandatory activity.

## **6. Ward Councillors**

Ward Councillors are those Councillors who are directly elected through the ballot paper by the community during Local Government elections. Each ward is represented by one ward councillor elected by the community.

### **6.1 Accountability to the Community**

Five respondents indicated that, as Councillors, they are always put under pressure to account to communities regarding the delivery of services. Four of the respondents even termed this accountability as “demand” because communities always demanded positive feedback from them. They feel that having elected the Ward Councillor, they “must” account to them regardless of how this is carried out as long as the Councillor keeps them updated on developments in the Council.

Respondents indicated that service delivery protests are a result of frustrations that emanate from protestors being uninformed of the roles fulfilled by leaders in the implementation of service delivery initiatives. There are many logical steps to be followed should a member of the community not be satisfied with the work of the Ward Councillor, but taking to the street is not one of them.

### **6.2 Communication of Policies to Communities**

One of the respondents emphasized the fact that the very first step to ensure effective communication is to make sure that as a Councillor they familiarize themselves with the legislation and policies of Local Government. Thus they would then be able to make sure that the communities served are informed of what to expect and what procedures and policies were in place to deliver the services expected. Respondents felt strongly that communities were not well informed of the municipality’s processes, resulting in extreme pressure being placed on Ward Councillors, which would result in them being labelled as “failures”. Through events

like Mayoral “Imbizos”, the public participation process is there to ensure the citizens remain engaged, especially on issues concerning delivery of services, as the municipality is aware of being entrusted with the delivery of basic needs.

### **6.3 Ward Meetings in Communities**

All five respondents felt strongly that meetings in each ward are driven by the demand for and availability of projects. These meetings must be there to inform the community of progress. Three of the respondents indicated that they often hold meetings with their communities on a quarterly basis to report the deliberations of Council, address expectations and provide hope to all by addressing their concerns accordingly.

Formal policies also dictate what must be done in wards and consequently pave the way for the effective consultation process. Of the five respondents interviewed, three of them raised concerns over the monitoring and evaluation process, based on the performance of the wards. They expressed their satisfaction on the good intentions that government broadly has and emphasized the need that they do more to earn the confidence of the communities they represent. They said since the ward’s activities are legislatively driven, one needed to fully understand the task at hand, and ensure that the constitutional obligation is fulfilled at all times.

### **6.4 Perceptions on Delivery of Services**

All five respondents indicated that this is a problematic issue, and became more of a big test of character after local government election has taken place. Immediately after the elections concluded, communities start expecting houses to be built and water and sanitation be provided. At the same time, legislation exists to guard against the abuse of these processes. At this stage the community feels that Ward Councillors are failing them, which is in reality not the case.

The respondents indicated that in their view communities felt that the municipality was severely lacking in delivery of services and this situation was exacerbated by the ever growing level of public needs and changing situations the people find themselves in. It then results into more pressure being on the Ward Councillors to do more in order to meet the community expectations. This finding confirms the claim of Kim (2001), who identifies ten dimensions of quality of services delivery similar to the

Batho Pele principles. These are: reliability; responsiveness; competence; accessibility; courtesy; communications; credibility of personnel; security and safety; understanding the customer; and tangibles and tools. This therefore allows communities to have a set of standards which they expect the municipality to follow.

## **6.5 Monitoring and Evaluation**

The reason for the existence of the Council is to exercise an oversight function and ensure the effective implementation of government policies. Therefore as Ward Councillors, they are entrusted with policy-making functions, monitoring and valuation of the performance of officials to ensure that policy deliberations translate into the delivery of services to the intended recipients. Out of the five respondents, four indicated that, for them as Ward Councillors, they account to their respective Branch Executive Committees. One may be tempted to ask the question: “What about those who are not political party affiliates?”

This presented a challenge for the respondents as they feel they are deployed by those branches to the Ward Councillor positions. In a broader view this might be considered a disadvantage in the long term to the community who remain neutral and not affiliated to any party.

## **6.6 Role of Ward Councillors in Administration**

The Ward Councillors have a role to play in the ultimate delivery but they have little to do in the administration, except to keep constantly following up. That is what the respondents indicated as one of their on-going concerns in the Local Government system. Three respondents indicated that they always have to interact with the Integrated Development Planning (IDP) process at a later stage when it has been drafted by the administration. However they indicated that there remains a need to ensure effective communication with stakeholders.

The budgeting process is always influenced by the IDP process; hence these must be aligned at all times. The Ward Councillor then forms part of the overall Council of the municipality, which subsequently serves as the overall decision making body of the municipality. Council approves the budget for the municipality and the adjustment budget thereof. Kotter (2003) states that management gets things done through its planning, budgeting, staffing and control processes. That means they form part and

parcel of the element of the administrative function. To ensure the administration functions well, there is a need to align these two functions, i.e. Ward Councillors and administration. This is because the Ward Councillors will have to go back and account to the community at large.

## **6.7 Integrated Development Plan (IDP)**

This is the municipality's strategic planning document. Community involvement takes place in this regard in compiling the document through public participation channels. The respondents indicated that this is indeed the backbone of the municipality's planning process. According to the constitution, citizens must always participate in economic well-being and help shape their own destiny.

Ward Councillors are to interact with the community for the purpose of understanding of the IDP process. This can also be done through the help of the ward committees, community-based organisations, and IDP representative forums. All of the five respondents indicated that without an understanding of the IDP by the communities, there is little to be done to satisfy them because the municipality only implements the projects that are articulated in the IDP document for a given period.

## **7. DISCUSSIONS**

### **7.1 Administrative leadership**

Respondents indicated that their role in the municipality tends to follow the proper trail, as in the job description without allowing them enough space to be innovative. The literature confirms that administrative leadership is the implementing arm of the city council, hence they take the policy directive from the political leaders. Respondents stated that, the existence of some of the policies tends to delay the service delivery due to long bureaucratic processes to be followed in accomplishing the delivery of services. According to Nel et al (2005), preceding intervention in performance management process includes performance appraisal and then a change in the employee's conditions of employment that has been measured in that performance appraisal.

Some of the respondents cited the political influence in their day to day duties by the political leadership, hence making their job difficult and this results in the service

delivery being compromised, because administrative leaders gets affected by the deployment of people in the jobs.

Respondents indicated that they are very clear what is expected of them in service delivery implementation, however indicated the need for continuous development in the form of in house training. One leader indicated that, it is very important for them to set the tone at the top, to lead their respective directorates by example. Legislation such as MSA and MFMA, states that administrative leadership need to play an advisory role in their respective department to ensure that optimum delivery is achieved.

Respondents stated that they were clear of what is expected of them to become effective leaders and achieve effective service delivery in municipalities. They however stated the need to revisit the culture of the municipality with regards to work ethics and performance management

Local Government is often faced with service delivery protests, with the challenges emanating from the existing gap between the community and the municipality. The administrative leadership has to ensure at all times that this gap does not widen because they are the implementers of the initiatives with politicians fulfilling the oversight role. One out of five respondents confirmed that their Administrative role in the implementation of service delivery initiatives is to provide support to the other directorates, by making sure that the resources were available on time and the budget was in place.

Local Government is fully capacitated by good policies, financial and human resources to implement the service delivery initiatives and the country should not be experiencing problems as is at the moment.

Two of the respondents highlighted the inability of departments to work together, thus meaning that teamwork is a major challenge for most of them. This finding confirms the claim made by Dubrin (2004), that without teamwork in an organisation, the outcome is bound to negative because not all the people will be working towards one strategic goal.

## **7.2 Executive Political leadership in Buffalo City Municipality**

Majority of the respondents were very confident that, their leadership is based on political values, and they were willing to learn more with regards to their role to play in the foreseeable future. Municipal Structures Act 108 of 1998 puts the executive political leadership( Mayoral committee) at the help of the advisory to the executive mayor and the city council. Kotter (2001) states that, it is the purpose of leadership to provide process that will reduce predictable results. This statement substantiates that in a municipal environment, communities as well the municipality are fully reliant on the leadership to implement the turnaround strategies and also to ensure that public complaints are reduced significantly.

The executive councillors were clear of what is expected of them with regards to the decisions to be taken by them and the follow up thereafter on the implementation of the recommendations of council. They were passionate about the support role they fulfil to the service delivery directorates and they indicate they have strong and frequent interactions with the directors to ascertain the progress on the service delivery projects, and they can benefit from the continuous development, in order to better understand department activities. According to Sisson et al (1990), training increases the extent to which employees feel valued by the company, further to that it is emphasised that, companies that invest in long-term development and retention of skilled people create a portfolio of career development process.

## **7.3 Ward Councillors**

Respondents indicated that they are more accountable to their political party's executive committee on a monthly basis to account on the delivery issues. Some further indicated the lack of frequent interaction with the communities, this is caused by the lack of proper structure of representatively for the communities at large. The ward meetings often takes place closer to the next local government elections and the respondents were very frustrated with this as they don't have much resources to facilitate the process.

Respondents were very concerned that, communication breakdown often takes place regarding the projects and this lead to service delivery protests. This then leads to communities being at discomfort with the ward councillors. According to

Hamann, Kepelus and Ndlovu (2010) in Louw and Venter (2010), Social and environmental factors, such as poverty, crime, food security, water scarcity and climate change, present an organisation in any sector with important risks that need to be adequately understood and responded to.

## **8. CONCLUSION**

In light of the findings of this research and the literature on leadership, it is evident that the role to be fulfilled by both the political leadership and administrative is crucial in the implementation of the service delivery initiatives. And for the achievement of the service delivery objectives, there must be the desire to do more at the municipal level. The study revealed the lack of intensive processes to address the challenges in a more systematic manner. Local government is the cornerstone of service delivery hence there must be the strong leadership ability to drive the service delivery processes.

## **9. RECOMMENDATIONS**

The Municipality has undergone major changes in the past ten years with the recent change after the 2011 local government elections, being to the transition to the Metropolitan status, (category A municipality) , this translates to even higher expectations by the citizens, a higher budget allocation, which at present is standing at R5 billion (BCM IDP, 2011). The following are the recommendations of the research:

- Both the political and administrative leadership should ensure that political interference is reduced at the administrative level, in order to ensure the administrative managers execute their task with confidence. It is therefore very unlikely that an individualistic approach can achieve the desired outcomes, this therefore needs a collective effort by all in the public administration of the municipality.
- Administrative managers are to be allowed an opportunity to be innovative in their respective functions. Training and development is to form part of the development process in order to allow the continuous development of managers to be innovative in their day to day duties.

- The institutional culture must be revisited to ensure that it is performance driven and ethical consideration must be in the centre of administrative activities at all the times. This will assist in preventing the unethical conducts such as fraud and corruption, etc.
- Municipal policies must be reviewed annually to ensure that they are “fit for purpose” and user friendly, also to avoid that the policies are hindering the optimum service delivery. This is in the form of long chain processes at times unnecessary and red tape.
- Introduce some administrative training in order for them to understand the administrative operations of the service departments. Each department in the municipality must be able to do their own customized project planning and conduct their respective monitoring and evaluation accordingly to measure the delivery progress.
- Ward councilors are to ensure there is frequent interaction with the community members they represent in council in the form of ward meetings , this in order to give feedback.

## 10. REFERENCES

Batho Pele White Paper, 1997. Transformation of Public Service. South Africa. Pretoria.

Bass, B.M. 1997. Handbook of Leadership. Research and Managerial Applications (3e). New York. The free press.

Bass, B.M. 1990. From transactional to transformational leadership. Learning to share the vision. Organizational dynamics. 13(3): 26-40. Sydney. Australia

Bass, B.M. 2006. The ethics of transformational leadership. The transformational leadership journal. 4(8): 321-409. California. United States of America.

Bass, B.M. Avolio, B.J., Jung, D.I., and Berson, Y. 2003. Predicting unit performance by assessing transformational and transactional leadership. Applied psychology. 88(2): 207-218. Boston. United States of America.

Bennis, W.2003. Leadership and theory and administrative behavior. The problem of authority. Administrative science . 4(6): 259- 260.Boston. United States Of America.

Bennis, W. 2003. On becoming a leader. New York: Basic Books.

Bernard.L.L.1926. Leadership and management in integrated service. American journal of sociology.

Blackmar.F.M.1911. Leadership in reform. Journal of sociology.16(1): 626-644. Boston . unites States of America.

Borgadus. E.S. 1934. Leadership and succession. sociology and social research.

Brookes, S.M., 2007. 360 degree leadership in the public sector. Developing an approach to collective leadership.

Buffalo City Municipality. 2011. Integrated Development Planning ,2010/2011. Buffalo City Municipality. East London. South Africa.

Buffalo City Metropolitan Municipality newsletter, 15 August 2011.

Buffalo City Metropolitan Municipality. 2011. Buffalo city municipality. Retrieved December 30,2011, from Buffalo city municipality: <http://www.buffalocity.gov.za/>

Charlton, G. 1993. Leadership: the human race. 2(e) Kenwyn publication. Australia

Cowley.W.H. 1928. Impact of leadership style. A tool to develop collective leadership ( 5e)

Denhardt, J.V. and Campbell, K.B., 2006. The role of democratic values in transformational Leadership. The admin and society journal, 38(5): 556-572.

Druker, P. 2004. Changing the roles of the Executives. leadership applications journal. 8(3): 129-135.

Dubrin ,A.J., 2001. Leadership Research Findings, practice and skills,3(e). Sydney. Australia.

Dubrin. A. 2001. Personality traits of leaders. Principles of management and leadership, journal of organizational behavior. 9(3): 112-132. Boston. United States of America

Gordon. T. 1955. Personal factors in leadership. *Organizational learning journal*. 8(6): 432-510. Harvard business school press. United States of America.

Hemphill. J.K. 1954. Defining leadership. A review of past, present and future ideas of leadership. 28(2):548- 573. Ohio State university. Columbia.

Janda. K.F. 1960. Conceptual and empirical leadership. Oxford University Press. United kingdom.

Kotter, J. 1990. *A force for change*. New York. New York University

Kotter, J.P. 2008. *What leadership really do*. Harvard Business School publishing. Boston. United states of America.

Kouzes, J.M., Posner, B.Z. and Biech, E. 2010. *A coach's guide to developing exemplary leaders: Making the most of leadership challenge and the leadership practices inventory( LPI)*. San Francisco. John Wiley and sons publications.

*Local Government Bulletin*, 2009.11(4):35-44. Pretoria. RSA.

*Local Government Strategic Agenda, 2006-2011*. Department of Provincial and Local Government. Pretoria. RSA.

Louw, L and Venter, P. 2010. *Strategic Management. Developing Sustainability in Southern Africa*. 2<sup>nd</sup> Edition. Oxford University Press. Southern Africa. Cape Town.

Maccoby, M. 2009. Culture driven leadership. *Journal of practice management*. 10(3): 30-39. California. United States of America.

Massarik. F. 1961. *The evolution of leadership theories ( 5e)*. Boston. United States of America.

Merton. R.K .1960. *Readings in leadership. A journal of biblical perspective of leadership*. 64(8): 161-174. Cambridge. United Kingdom.

McKay, D. 2006. *Leadership*. Sydney. Ashwyn Falkingham.

Mintzberg, H. 2007. Leadership and management development. *Journal of management executives*. 17(3): 13-15. Texas. United States of America.

Nel, P.S., Du Plessis, A.J., Marx, A.E. 2005. The future context of work in the business environment in South Africa. *Journal of Economics and Management science*.8(2): 187.200. Pretoria. South Africa.

Northouse, P.G. 2009. *Leadership. Theory and Practice ( 3e)*. Thousand Oaks. Sage Publication.

Rakate, N.F.2006. Transformation of the South African public service. Research report. University of Pretoria. South Africa.

Republic of South Africa.(1996) *The Constitution of the Republic of South Africa*108 of 1996. South Africa. Pretoria.

Republic Of South Africa.(2000). *The Municipal Systems Act 32 of 2000*. Department of Provincial and Local Government. Pretoria.

Republic Of South Africa.(1998)*The Municipal Structures Act 117 of 1998*. Department of Provincial and Local Government. Pretoria. South Africa.

Republic Of South Africa.(2003) *The Municipal Finance Management Act 56 of 2003*. National Treasury. Pretoria. South Africa.

Rowe, W.G., and Guerrero, L. 2010 *Cases in leadership*. Thousand Oak. Sage publications.

Shamir, B and House, R.J. 1993.*Towards the integration of transformation*. *Journal of management and organization*. 14(8): 133-144. Texas. University of Texas

Statistics South Africa. 2001, RSA, Pretoria.

Storey, J and Sisson, K. 1990. The limits to transformation. *Human Resource Management in the British context*. *Journal of industrial relations*.21(1): 60-65.

Taylor,S.J.1998. *Desegregation: the influence of local leaders*. Albany. Sunny press.

Van Wart, M., 2003. Public sector leadership theory. An assessment. *A Journal of Public Administration review*.63(2):214-228.Texas.University of Texas.

Warriners. C.K. 1955. *Leadership in a group (4e)*. United Kingdom. Oxford.

Wesley, A. 1997. The rethinking of leadership. Journal of leadership studies. 1(2): 46-54. Boston. Harvard University Press.

## **SECTION TWO: LITERATURE REVIEW**

### **1. BACKGROUND**

In section One significant points were highlighted as to the circumstances in which municipalities are expected to perform or deliver services. In so doing it set the flow of the process towards the type of leadership required to carry this responsibility forward. The purpose of the research is to investigate the role leadership in a municipality fulfils in the implementation of service delivery initiatives. Clearly the intended role of leadership in a municipality is crucial because Local Government institutions are entrusted with the delivery of basis services to the communities at large. This case study is specific to Buffalo City Municipality

In the US army (1983), the view on leadership was that leadership is based on four factors/pillars, i.e. situation, follower, communication and the leader.

#### **1.1 LEADER**

The leader must be honest in understanding who he/she is, what he/she knows, and what he/she can do. Also, to note that it is the followers, not the leader (or someone else) who determines if the leader is successful. If employees do not trust or lack confidence in their leader, then they will be uninspired. To be successful leaders have to convince their followers, not themselves, that they are worthy of being followed.

#### **1.2 FOLLOWERS**

Different people require different styles of leadership. For example, a person who lacks motivation requires a different approach from one with a high degree of motivation. A leader needs to know the people he/she leads. The fundamental starting point is having a good understanding of human nature, such as needs, emotions, and motivation. A leader must come to know his/her followers.

### **1.3 COMMUNICATION**

Leadership is a two-way communication process between the leader and followers. Much of it is non-verbal. For instance, “setting the example,” communicates to employees that they would not be asked to perform anything that leaders would not be willing to do. Communication style either builds or harms the relationship between leaders and followers.

### **1.4 SITUATION**

All situations are different. What is done in one situation will not always work in another. Judgment is required to decide the best course of action and the leadership style needed for each situation. For example, confrontation of an employee for inappropriate behaviour may be necessary, but if the confrontation is too late or too early, too harsh or too weak, then the results may prove ineffective.

Various forces will affect these four factors. Examples of forces are “top-up” and “top-down” relationships in organizations, relative skills of all involved, informal leadership structures within the organization, and level of organization.

## **2. THE AIM AND IMPORTANCE OF THIS SECTION IN THE RESEARCH**

In section one the problem statement was clearly stipulated. This section assists in providing clarity on the abilities of a good leader and the characteristics he/she must possess in order to be deemed a good leader. It also looks at relevant literature in the field of leadership in organizations.

These theories of leadership play a very important role in organizational success and further explain human behaviour, hence we are able to predict the future of the organization with a good leader. Many of the theories help define the characteristics and attributes of a good leader. In real situations, leaders need to align their leadership style and approach to the conditions for them to be able to succeed in a leadership arena.

Research theories also assist in solving problems that leaders face with regard to the expectations from their organizations. In broad, leadership theories help underpin the following points:

- They help introduce corporate language in order to strengthen the leadership model
- They help identify leadership characteristics, which will help aspiring leaders of tomorrow.
- They create a better understanding of what is termed an “effective leader” in any organization.

## **2.1 SPHERES OF GOVERNMENT IN SOUTH AFRICA**

The constitution of the republic of south Africa ( Act 108 of 1996) establishes three spheres of government, all three spheres are obliged to principles of co-operate governance, and this principles are enshrined in the constitution.

**2.1.1 National Sphere of government :** This sphere is responsible for the supreme functions of the country, all matters that affect the country as a whole, these areas are safety, foreign affairs, defence, home affairs and overall public administration. This sphere of government also has the responsibility to monitor the other spheres of government performance and take remedial action should there be a need to do so.

**2.1.2 Provincial Sphere of government:** This sphere of government has the responsibility of ensuring that people in their area of jurisdiction are taken care of in terms of service delivery, such as health care, education, human settlement and social development. They are entrusted with the development of policies for their areas. They are also responsible for the planning, budgeting and to implement programmes in order to deliver services to their area of jurisdiction.

**2.1.3 Local Sphere of government:** The local sphere is the most important in the government service because it is entrusted with the delivery of basis services such as water, electricity and sanitation. Some of the functions of local government are shared with the provincial government, these are local tourism, public transport, planning services and building regulations.

## **2.2 LOCAL GOVERNMENT IN SOUTH AFRICA**

Local sphere of government is responsible for the delivery of basic services such as water, electricity and sanitation to the communities. Over and above, they are responsible for the variety of municipal functions, which some of them they share

with the provincial government, such as planning, municipal transport and local tourism. Section 155(1) of the Constitution of the Republic of South Africa, 1996( Act 108 of 1996) identifies three categories of municipalities, these are

### **2.2.1 Metropolitan Municipalities (Category A)**

Metropolitan municipalities exist in the six biggest cities in South Africa. They service more than 500 000 voters each and co-ordinate the delivery of services to their whole area. There are metropolitan municipalities in Johannesburg, Cape Town, eThekweni (Durban), Tshwane (Pretoria), Nelson Mandela Bay (Port Elizabeth) and Ekurhuleni (East Rand). These municipalities are broken into wards. Half the Councillors are elected through a proportional representation ballot, where voters vote for a party and the other half are elected as Ward Councillors by the residents in each ward.

### **2.2.2 Local Municipalities (Category B)**

Areas that fall outside of the six metropolitan municipal areas are divided into local municipalities. There are a total of 231 local municipalities and each municipality is broken into wards. The residents in each ward are represented by a Ward Councillor. In local Municipalities, half the Councillors are elected through a proportional representation ballot, where voters vote for a party and the other half are elected as Ward Councillors by the residents in each ward.

### **2.2.3 District Municipalities (Category C)**

District municipalities are made up of a number of local municipalities that fall in one district area, in most situations, there are maximum of 6 local municipalities that form a district Council. In south Africa there are 47 district municipalities. The district municipality has to co-ordinate development and delivery in the whole district. It plays a stronger Political and Administrative role in areas where local municipalities lack capacity to deliver and has its own administrative staff.

The district Council is made up of two types of Councillors:

- Elected Councillors - they are elected for the district Council on a proportional representation ballot by all voters in the area (40% of the district Councilors).
- Councillors who represent local municipalities in the area - they are local Councilors sent by their Council to represent it on the district Council (60% of the district Councilors).

While metropolitan municipalities are responsible for the development and delivery of all local services in the metropolitan area, local municipalities share these responsibilities with district municipalities. This is especially the case in rural areas, where district municipalities have more responsibility for development and service delivery.

Buffalo City Municipality is the product of the amalgamation between the Transitional Local Councils and municipalities (i.e. formerly East London, King Williams Town, Bhisho, Beacon Bay and Gonubie). This political arrangement was concluded in 1996 after the first democratic election held in 1994. Hence, after the 2011 Local Government election Buffalo City Municipality will become one of the metropolitan municipalities.

### **2.3 SERVICE DELIVERY IN MUNICIPALITIES**

Municipalities all around the country has been continuously facing the similar challenges of service delivery protests. This symbolises the dissatisfaction from the citizens as the municipalities are in the face of service delivery. A large number of municipalities are unable to spend their allocated budget, and this results in the

Despite the existing systems being in place, challenges are still being experienced with regard to service delivery. There have been a number of service delivery protests around the country, with Buffalo City Municipality not being exempted. The role that leadership plays in implementing service delivery initiatives needs to be investigated. The success of an organization depends on transformational leaders to steer it in a new direction and achieving better outcomes (Van Wart, 2003:214-210).

Buffalo City Municipality has, in the past few years, been categorized as an institution which is unable to spend its allocated budget and consequently is not able

to meet its service delivery objectives. The Municipality serves 1,020,000 people (Census, 2001). One of the elements in the municipalities to ensure optimum delivery is the leadership and their respective roles and responsibilities.

## **2.4 THE IMPORTANCE OF LEADERSHIP**

Institutions like Municipalities serve as a service delivery mechanism for the government. There are key focus areas under which the need to ensure basic services are accessible by all in the country. When the electorate votes during the Local Government elections, they don't only elect a Councillor, but they elect a leader to represent their interests in the municipality; someone to ensure their needs are taken into account when decisions are taken during the Council sittings.

Leadership ability then plays an important part in this process. Charlton (1993) states that "one of the most difficult challenges facing any person in a leadership position is translating intention into action and then sustaining it". In Local Government we often find that public representatives have good intentions as they come to municipal Councils. The challenge they face is when they come across internal processes which tend to complicate their plans and are thus often perceived as hindering progress.

This is the reason that the municipal Council is regarded as the decision making body of a municipality, given the leadership responsibilities entrusted to Councillors when they assume the functions. Leaders must have followers (Wesley, 1997), and so it is that Councillors have constituencies to whom they are accountable, and with whom they need frequently to interact. This is how they ascertain what their needs are. It is very important to note that service delivery is unlike running a marathon race, whereby just one will cross the finishing line. A leader of the people needs to constantly listen to the grasshoppers, and be adaptive to the dynamic environment. The municipality, immediately after the new Council has been elected, needs immediately to consider training programmes for Councillors in order for them to understand their responsibilities. The consequence of good training is great in a sense that there will be true and enhanced leaders, who will understand and motivate the administration to do more for the benefit of the communities at large.

Organizations require a higher level of leadership than ever before to survive and prosper (Maccoby, 2009). This reflects highly in Local Government, especially in the South African context, because in South Africa there are many people who rely on government services. Facing these challenges, people therefore need to be led by a strong and visionary leader, given the fact that they can be unrealistic at times because they will not know what to expect from government. Therefore they require strong leadership to guide them through.

According to Mintzberg et al (2007) there are roles leaders need to fulfil in their respective areas of leadership, especially in municipalities, these are:

- Figureheads are individuals for high level interaction with customers, acting as a representative for the organization.
- Spokespersons are the voice of the organization, with the broader communication to the public about the activities of the organization being through its leader only.
- Negotiators are leaders who will continuously ensure that the organization has a good relationship with the rest of the business world through business development programmes.
- Coaches develop and motivate others for the purpose of empowering others to be better leaders of tomorrow.
- Team builders are good leaders who must understand that there has to be sustainability in the organizations they lead. This by ensuring that there is continuity and that team morale is very high at all the times to optimize the performance levels.
- Team players are leaders who need to display appropriate personal conduct to cooperate with others, encouraging others to do more.
- Entrepreneurs are leaders who have a responsibility to ensure that the organization's wealth is increased and to provide innovative ways of doing things in more productive ways.
- Technical problem solvers are leaders who provide hope for their followers and solutions where necessary.

It is important to note that there are factors which influence effective leadership, such as the type and calibre of people in the team. Nevertheless, leaders have to make the best of it at all the times because they have to provide direction to the followers.

## **2.5 DEFINITION OF LEADERSHIP**

In most cases leadership and management are often confused as one activity, whereas studies show that these are, in fact, two different activities. Some may believe that anyone can become a leader, but it can be argued that this is not possible because there are certain traits and qualities for someone to become a leader; namely:

- Decisiveness: an ability to make decisions and solve problems
- Initiative: an ability to find new and innovative ways of doing things
- Intelligence: creative ability, including judgment, reasoning and thinking capacity
- Supervisory skill: planning, organizing, influencing and controlling others.

Leadership is about influencing others to perform certain tasks in order to fulfil the organizational goal. Drucker, (2008): defines a leader as someone who has followers, and to gain followers requires influence. He further states that it does not exclude the lack of integrity in achieving this. Indeed, it can be argued that several of the world's greatest leaders have lacked integrity and have adopted values that would not be shared by many people. Leadership is a process by which a person influences others to accomplish an objective and directs the organization in a way that makes it more cohesive and coherent (Northouse,2007). These emphasize the importance of leadership in any organization, especially in a service delivery institution, such as a municipality.

In essence, leadership in an organizational role involves establishing a clear vision, sharing that vision with others so that they will follow willingly. In so doing leaders provide the information, knowledge, and methods to realize the organization's vision, and coordinate and balance the conflicting interests of all members or stakeholders. A leader comes to the forefront in case of crisis, and is able to think and act in creative ways in difficult situations. Unlike management, leadership flows from the core of a personality and cannot be taught, although it may be learned and may be

enhanced through coaching or mentoring. Bass (1990) suggests that there are different approaches to the definition of leadership. While each of these perspectives and uses of the term are a legitimate use of the construct of leadership, he further points out that definitions can serve different purposes.

Bass (1990) further states that researched definitions on leadership can serve different purposes such as to identify the objects to be served; to identify the form of practice; to satisfy the particular value orientation; to avoid implication for a practice, and to provide a basis for the development of a theory. Account should be taken of the following 12 definitions of the leadership concept from different scholars who have defined the concept in different decades:

- Blackmars (1911) defines leadership as "centralizations of the effort in one person as an expression of the power of all"
- Bernard (1926) defines a leader as "as a person who is more than ordinarily efficient in carrying psychological stimuli to others and is thus effective in conditioning collective responses". This definition might divert the understanding of the concept from a personal attribute to that of a leader with that competency
- Warriner (1955) defines leadership as "a form of relationship between persons requires that one or several persons act in conformance with the request of another". Warriner's definition is mainly focused on a leader to follower approach as it emphasizes the compliance element
- Massarik (1961) defines leadership as "the activity of influencing people to cooperate toward some goal which they come to find desirable"
- Sharite (1968) defines leadership as an act; "one which results in others acting or responding in a shared direction"
- Merton (1969) defines leadership as "an interpersonal relation in which others comply because they want to, not because they have to" This definition gives the indication that the team has to be willing to be led through the vision of the organization, and therefore must have a sense of belonging.
- Janda (1960) defines as follows: "leadership is a particular type of power relationship characterized by a group member's perception that another group member has the right to prescribe behaviour patterns for the former

regarding his activity as a member of a particular group”. This definition put more emphasis on the process of interaction between both parties (the leader and the follower)

- Cowley (1928) defines a leader as: “a person who has a programme and is moving toward an objective with his group in a definite manner”. The emphasis according to this definition is on working towards the vision of the organization.
- Gordon (1955) defines leadership as an interaction between a person and a group, or more accurately, between a person and the group members. The need for everyone to play his/her role is very important in a leadership environment.
- Hemphill(1954) suggests that to lead is to engage in an act that initiates a structure in the interaction as part of the process of solving a mutual problem.
- Borgadus (1934) defines leadership as “personality in action under group conditions, not only is leadership both personality and a group phenomenon, it is also a process involving a number of persons in mental contact in which one person assumes dominance over the others”.

Having understood these different definitions of “leadership”, one can begin to create a picture of what to expect with regard to the leadership concept. It can be summed up as a very crucial area in the effectiveness of the organization. While the success of the organization is in the hands of its effective leadership, there must be a shared vision among all the members and there must be a strong interaction between the role players in order for the intended role to be effective. Similarly, there must be a flow of communication between the leader and the follower. In every situation a leader must be able to rise above the rest and provide hope to the followers in order for them to perform to their maximum potential.

## **2.6 LEADERSHIP VERSUS MANAGEMENT**

Leaders manage and managers lead, but the two activities are not synonymous (Bass,2009).Management functions can potentially provide leadership and leadership activities can contribute to managing. Nevertheless, some managers do not lead, and some leaders do not manage (Bass, 2009).

Bennis (2006) argues that there is a profound difference between management and leadership, and both are important. To manage means to bring about, to accomplish, to have charge of or responsibility for, and to conduct. Leading is influencing, guiding in a direction, course, action, opinion. The distinction is crucial. Based on the argument as stated it is very clear that managers are people who do things right and leaders are people who do the right thing. Bennis (2006) further defines the difference using the following paired contrasts:

- The manager administers; the leader innovates.
- The manager maintains; the leader develops.
- The manager accepts reality; the leader investigates it.
- The manager focuses on systems and structures; the leader focuses on people.
- The manager relies on control; the leader inspires trust.
- The manager has a short-range view; the leader has a long-range perspective.
- The manager asks how and when; the leader asks what and why.
- The manager has his or her eye always on the bottom line; the leader has his or her eye on the horizon.
- The manager imitates; the leader originates.
- The manager accepts the status quo; the leader challenges it.
- The manager is the classic good soldier; the leader is his or her own person.

Leadership and management are both important for the success of the organization, but they seek to do different things. According to Lewin (2010) every organization structures itself to accomplish its goals in a way that is in tune with or responsive to its environment. Management remains the main focus because it should keep the organization functioning smoothly at all the times. There is always a paradigm shift in every organization, social behaviour, culture, technology, historic events, and so on. Over time, the organization can become less and less in tune with or responsive to its environment, creating more and more management problems. Times like this require organizations to think more in terms of leadership roles.

In an environment such as Local Government, there is a high demand for leadership effectiveness because this environment is very dynamic. The electorate's demands are very high and in most cases unrealistic because the expectations are of a short term such as housing, electrification of houses, water and sanitation. Councillors

assume the leadership role, and the administration assumes the role of manager because they are the implementers of Council policies, in terms of Council resolutions, passing of the policy, by law, etc.

## **2.7 DEFINING THE ROLE OF LEADERSHIP IN MUNICIPALITIES**

Kouzes and Posner (2005) argues that the role is defined by a set of expectations about behaviour of any job incumbent, it relates to the task and responsibilities a leaders needs to perform. Each role has a set of tasks and responsibilities that may or may not be spelled out. Roles have a powerful effect on behaviour for several reasons, to include money being paid for the performance of the role, there is prestige attached to a role, and a sense of accomplishment or challenge. In municipalities, both the political and administrative managers have a set of roles they have to play to ensure the success of the municipality in delivering effective services to the community. According to the MFMA, Act 53 of 2003 and Municipal Systems Act 103 of 1998, states that the councillors are the supreme executive of the municipality, and the administrative managers are the implementers of the council decisions and resolutions.

## **2.8 ROLE OF GOOD LEADERSHIP IN MUNICIPALITIES**

In municipalities the leadership success is measured based on the performance of the particular service functions. In the Buffalo City Metropolitan(BCM) area of jurisdiction alone, there is an estimated 40 percent of the population who are unemployed. In March this year alone, 66 000 people are affected by the poverty, and are therefore referred to as indigent people and registered on the indigent register (BCM Monday report, 2011), hence the reliance on government grants for their livelihood.

Kotter (2001) states that, it is the purpose of leadership to provide process that will reduce predictable results. This statement substantiates that in a municipal environment, communities as well the municipality are fully reliant on the leadership to implement the turnaround strategies and also to ensure that public complaints are reduced significantly. The public complaints are as a result of non-delivery of services in the community.

According to Hamann, Kepelus and Ndlovu (2010) in Louw and Venter (2010), Social and environmental factors, such as poverty, crime, food security, water scarcity and climate change, present an organization in any sector with important risks that need to be adequately understood and responded to. The leader has to constantly monitor the performance of his/her department to ensure that service delivery is at the optimum level. According to Nel et al, (2005), preceding intervention in performance management process includes performance appraisal and then a change in the employee's conditions of employment that has been measured in that performance appraisal.

## **2.9 TYPES OF LEADERSHIP IN MUNICIPALITIES**

In municipalities there are two types of leadership, with each responsible for a certain part and the role in service delivery.

### **2.9.1 POLITICAL LEADERSHIP**

The hierarchy in the municipality consists of the City Council and the Administration. The City Council's role is policy formulation. In Buffalo City Municipality there are 89 Councillors from different political parties. Of these 45 are Ward Councillors, elected directly by the communities during the Local Government elections. The remaining 44 Councillors are referred to as Proportional Representatives (PR) of their respective political parties. The number of Councillors per municipality is legislated, and published in the government gazette accordingly by the Member of Executive Council (MEC) responsible for Local Government in the province, this is before the local government election takes place

According to Municipal Systems Act, Act 53 of 1998, the Executive Mayor may appoint no more than ten (10) Councillors to serve on the Mayoral Committee as Political Champions for each service delivery department. These Councillors support the relevant Directors of each and every service departments in the municipality. Buffalo City Municipality consists of eight directorates, each headed by a Director. The directorates are: Engineering Services, Planning and Economic Development, Chief Operating Office, Financial Services, Corporate Services, Community Services, Health and Public Safety and Executive Support Services. As a result they

are also eight mayoral committee councillors who form the executive committee structure.

The Municipal Systems Act 53 of 1998 states that, Council is expected to play an oversight role and guide the Administration which is ultimately responsible for implementing Council resolutions. These Council resolutions are implemented in collaboration with policy implementation processes, programmes and projects. According to Amos (In Louw and Venter, 2010), for successful strategy implementation there needs to be leadership, not only 'of' the organization, but also leadership 'in' the organization, aligned to strategy.

### **2.9.2 THE ADMINISTRATIVE LEADERSHIP**

The administrative leadership is responsible for the overall implementation of Council resolutions. According to the municipal hierarchy, the administrative arm is headed by the Municipal Manager and the directors who are responsible for each service department, and also expected to perform executive duties, guide officials and offer administrative advice to political structures within the municipality as per the Municipal Finance Management Act, 53 of 2003.

Rakate (2006) states that, public service delivery is the result of the intentions and decisions of government and government institutions, and the actions undertaken and decision made by people employed in government institutions. It is the role of administrative leadership to ensure that resources are effectively utilised to ensure effective service delivery initiatives, and the staff members in their respective departments are fully trained to facilitate delivery accordingly.

According to Sisson et al, (1990), training increases the extent to which employees feel valued by the company, further to that it is emphasised that, companies that invest in long-term development and retention of skilled people create a portfolio of career development process.

## **3. CONCLUSION**

In every organization, there are high level expectations with regard to performance. Leadership literature review conducted in this study provided an insights on the role of leadership in the implementation of service delivery initiatives. It is therefore

expected that there be high performance leadership to satisfy these expectations. In the Local Government sphere, particularly, there is a huge backlog of service delivery expectations, so the elected leadership in this sphere needs to possess the skill to effectively deliver and fulfil their constitutional obligation to provide basic services. It is very important to recognize that Local Government has both the task to perform and a social responsibility. In whatever they do they need to ensure that the public is taken on board as far as understanding of the processes is concerned to avoid unnecessary service delivery demonstrations.

In the next section the researcher will present the methodology on how the data is gathered for the purpose of responding to the research objectives and goals.

#### **4. REFERENCES**

Bass, B.M., 1990. Handbook of Leadership. Research and Managerial Applications (3e). New York. The free press.

Bass, B.M.1990. From transactional to transformational leadership. Learning to share the vision. Organizational dynamics. 13(3): 26-40.

Bass, B.M. 2006. The ethics of transformational leadership. The transformational leadership journal. 4(8): 321-409.california. United States of America.

Bass, B.M. Avolio, B.J., Jung, D.I., and Berson, Y., 2003. Predicting unit performance by assessing transformational and transactional leadership. Applied psychology journal. 88(2): 207-218.

Bennis, W. 2003. Leadership and theory and administrative behavior. The problem of authority. Administrative science journal. 4(6): 259- 260.Boston. United States Of America.

Bennis, W. 2003. On becoming a leader. New York: Basic Books.

Bernard.L.L.1926. Leadership and management in integrated service. American journal of sociology.

Blackmar.F.M.1911. Leadership in reform. Journal of sociology.16(1): 626-644

- Borgadus. E.S. 1934. Leadership and succession. sociology and social research.
- Charlton, G. 1993. Leadership: the human race. 2(e) Kenwyn publication. Australia
- Cowley.W.H. 1928. Impact of leadership style. A tool to develop collective leadership ( 5e)
- Druker, P. 2004. Changing the roles of the Executives. leadership applications journal. 8(3): 129-135.
- Dubrin ,A.J., 2001. Leadership Research Findings, practice and skills,3(e). Australia.
- Dubrin, A. Dalglish C. and Miller P. 2006. Leadership, 2(e) Asia Pacific.
- Dubrin, A.J, Dalglish, C & Miller, P. 2006. Leadership (3e).Queensland.
- Dubrin, A.J. 2009. Leadership personality traits and satisfaction and productivity. Journal of international business and information. 1(5):670-722. Boston. United States of America.
- Dubrin, A. J., Dalglish, C., & Miller, P. 2006. Leadership. Human Resource Management journal.10(1): 13-26. Wellington. New Zealand.
- Dubrin, A.J. Dalglish, A and Miller, P. 2006. Organizational size and satisfaction. International education journal. 9 ( 1). Oxford University press. United kingdom.
- Dubrin. A. 2001. Personality traits of leaders. Principles of management and leadership, journal of organizational behavior. 9(3): 112-132. Texas. United States of America.
- Gordon. T., 1955. Personal factors in leadership. Organizational learning journal. 8(6): 432-510.
- Hemphill. J.K. 1954. Defining leadership. A review of past, present and future ideas of leadership. 28(2):548- 573. Ohio State university. Columbia.
- Janda. K.F. 1960. Conceptual and empirical leadership. Oxford University Press. United kingdom.
- Louw, L and Venter,P.2010. Strategic Management. Developing Sustainability in Southern Africa. 2<sup>nd</sup> Edition. Oxford University Press. Southern Africa. Cape Town.

Maccoby, M. 2009. Culture driven leadership. Journal of practice management. 10(3): 30-39. California. United States of America.

Massarik. F. 1961. The evolution of leadership theories ( 5e). Boston. United States of America.

Merton. R.K .1960. Readings in leadership. A journal of biblical perspective of leadership. 64(8): 161-174. Cambridge. United Kingdom.

Mintzberg, H. 2007. Leadership and management development. Journal of management executives. 17(3): 13-15. Texas. United States of America.

Northouse, P.G. 2009. Leadership and Theory ( 3e). Sage Publication. California.

Rowe, G.W. 2001. Creating wealth in organizations. The role of strategic leadership. Journal of academy of management executive. 5(1):314-330. Sage Publication

Warriners. C.K. 1955. Leadership in a group (4e). United Kingdom. Oxford.

Wesley, A. 1997. The rethinking of leadership. Journal of leadership studies. 1(2): 46-54. Boston. Harvard University press.

# **SECTION THREE: RESEARCH METHODOLOGY**

## **1. BACKGROUND**

Thorough comprehension of research is attributed to the research strategy employed. The research instruments utilized, and perhaps developed, in the pursuit of goals and the research objective(s), result in the main purpose of this section being to:

- discuss the research philosophy that is applicable to this case study research in relation to other philosophies;
- expound the research strategy, including the research methodologies that are adopted, in pursuit of the goals and objectives of this research;
- introduce the research instruments that are developed and utilized in the pursuit of the research goals;
- indicate the sample and population size in the research;
- and, most importantly, highlight the ethical considerations and limitations as they are the most important risk to any research.

## **2. RESEARCH OBJECTIVES**

The overall goal of the research was to investigate the role of leadership in municipalities in the implementation of service delivery initiatives, with a specific focus on Buffalo City Municipality. The following were the objectives of the research:

- to identify the intended role of Councillors as political leaders in a municipality,
- to identify the intended role of Administrative Managers in a municipality,
- to identify the current role fulfilled by Councillors with proper analysis being done.
- to identify the current role fulfilled by Administrative Managers,
- to identify gaps if any and provide recommendations.

## **3. SAMPLE SIZE AND POPULATION SAMPLING**

The entire institution made up this case study, with the municipality currently employing approximately up to 5000 employees, including senior management. The selected sample represented the views of the members of the case study who were able to share their experiences, knowledge and all related information regarding their roles as leaders.

Fifteen (15) structured interviews were conducted in this process. The first of the interviews were conducted with five (5) Mayoral Committee Councillors, followed by five Directors and five ward councillors. The reason for this decision was that the Mayoral Committee Councillors are tasked with the responsibility of monitoring service delivery in each specific Directorate. Formal structured interviews with open ended questions were utilized for this purpose during the engagement with Councillors and Directors. The Councillors and Directors selected for the interview process were sourced from the following service delivery departments in order to get first hand information and details regarding the service delivery challenges and processes, these are:

- (i) **Engineering Services:** Service delivery relating to water, infrastructure, sanitation, roads and projects.
- (ii) **Development Planning:** Land administration for the building of houses, etc.
- (iii) **Local Economic Development:** Job creation and investment in the city for its economic viability.
- (iv) **Finance Department:** Issues relating to the procurement process for all municipal projects, and providing an overview of spending patterns within the various directorates.
- (v) **Community Services:** Provision of basic services relating to waste removal, grass cutting, etc.

Ward Councillors are the direct link between the community and the municipality, and therefore five (5) representatives of this group were interviewed through the structured interview process. According to De Visser (2009), South African municipalities experience serious challenges in dealing with the interface between politicians and administrators. This causes a strain because the service delivery mandate is vested in the Councillors of the municipality.

#### **4.RELIABILITY AND VALIDITY**

According to Lincoln (1994) the accuracy of the data can be established through the retention of raw data such as notes, tapes and other relevant documents for later inspection and analysis. The quality of the data was tested using accuracy, credibility, transferability and dependability in order to establish its validity and reliability. The tests assisted in ensuring reliability especially since the researcher is currently employed by the municipality where the case study research is being conducted.

According to Riege (1997), the case study method is about theory construction and building, and is based on the need to understand a real-life phenomenon. Researchers must obtain new holistic and in-depth understandings, explanations and interpretations about previously unknown practitioners' rich experiences, which may stem from creative discovery as much as research design. South Africa's present Local Government structure was formed in 2000 and, since its establishment, the country has witnessed growing service delivery protests and higher levels of dissatisfaction with the services received from local government. Therefore, one could argue that the system is not functioning effectively or that the people are not delivering according to the expectations of the masses.

The research being carried out will also assist in answering the following questions:

- Is Local Government incorrectly constituted with leadership roles which are not clearly defined?
- Is it correctly placed in Local Government?
- Are the systems, laws and legislation not conducive to the service delivery mechanism?

## **5.DATA COLLECTION**

The paradigm with phenomenological approach (inter-subjective, narrative) is utilized as this study involves the investigation of the roles of leadership within the municipal environment. Therefore the study is based on subjectivism epistemology (Lincoln,1994). Relevant documents such as legislation and policies will be reviewed to be able to describe the intended leadership roles. The structured interview will be utilized to acquire information from Councillors and administrative managers.

According to Yin (1994) there are three principles of data collection for case studies, namely; use of multiple sources of evidence, creating a case study database and maintaining a chain of evidence. A request was made to the respondents to allow for the recording of the interview process for record purposes. The request for the interview was forwarded to the identified respondents via email by our Knowledge management unit after the approval was granted by the Acting Municipal Manager and the Speaker of council. Following the email was the courtesy call by the researcher to arrange for the convenient time for an appointment.

## 5.1 STRUCTURED INTERVIEWS

According to the research sample selected, the total number of Councillors to be interviewed was ten (10), excluding the administrative managers. The structured interviews were formally requested with them in order to get the necessary information for the purpose of arriving at a recommendations. There are standard choices of methods to be made at the different stages of an interview and these are presented in stages as below (Kvale, 2008):

- 5.1.1 **Thermalizing**: Formulate the purpose of the investigation and describe the concept of the topic to be investigated before the interview starts.
- 5.1.2 **Designing**: Plan the design of the study, taking into consideration all stages before the interview starts.
- 5.1.3 **Interviewing**: Conduct the interviews based on an interview guide with reflective approach to the knowledge.
- 5.1.4 **Transcribing**: Prepare the interview material for analysis, which commonly includes a transcription from oral speech to written text.
- 5.1.5 **Analysing**: Decide on the nature of the interview material, on the basis of the purpose and topic of the investigation and which methods of analysis are appropriate.
- 5.1.6 **Verifying**: Ascertain the generalization, reliability and validity of the interview findings. Reliability refers to how consistent the results are, and validity means whether an interview study investigates what it is intended to investigate.
- 5.1.7 **Reporting** : Communicate the findings of the study and the methods applied in a form that lives up to scientific criteria, takes the ethical aspects of the investigation into consideration, and that results in a readable product.

Once the information was collected according to the above stages of the interview process, the notes were made for proper analysis at a later stage. This is because it might not be easy to capture everything during the interaction and hence it is important to conduct a thorough analysis at a later stage, after the interview process.

## **6. REVIEWS/ DEDUCTIVE FORM OF ANALYSIS**

Local government has a number of existing policies, which should be the driving force of service delivery. These were reviewed accordingly in order to respond to the objectives of the research. The Council minutes from previous meetings were scrutinized in order to ascertain the lead time from the resolution to the implementation of the resolution, or the translation of a Council resolution to the initial project benefiting the community.

The researcher was also in continuous contact with the Ward Councillors, spending time with them in order to verify the implementation of the policies and procedures. Data was collected also from relevant managers as they form part of the implementation process. The archived information also assisted as it provides the historical data for the purpose of comparison. Council holds its meetings on a monthly basis to consider reports from the service delivery departments. Therefore as a researcher I carried out site visits to one Council meeting to listen to the deliberations, analyse accordingly and compare them to the research objectives.

## **7. DATA ANALYSIS**

The approach was to present a holistic view of the data rather than a condensed view. The analysis seeks to describe the picture of “what is” in order to best respond to the objectives of the research. Information was captured in word format and typed in the computer for easy of reading during the analysis stage. According to Lofland (2006), there are six ways of looking for patterns in a particular research project, namely frequencies, magnitude, structures, processes, causes and consequences. The data was analysed using this approach in terms of the roles and the intended role of leadership in municipalities.

According to Kvale (2008), there are six steps of data analysis, namely;

- Subjects describe their lives during the interview.
- Subjects themselves discover new relationships during the interview and see new meanings in what they do and see.
- The interviewer, during the process of the interview, condenses and interprets the meaning of what the interviewee describes and sends the meaning back, ideally until there is only one possible interpretation left, or the multiple understanding of the theme by the subject is known.

- The transcribed interview is interpreted by the interviewer, either alone or with other researchers. The material is first structured. Then follows clarification by, for example, eliminating digressions and repetitions and distinguishes between the essential and the non-essential. The proper analysis involves developing the meaning of the interviews, bringing the subjects' own understanding into the light as well as providing new perspectives from the researcher of the phenomena.
- A re-interview. The subject gets the opportunity to comment on the interviewer's interpretations as well as elaborate on his/her own original statement.
- Begin to act from the new insight gained during the interview.

## **8.ETHICAL CONSIDERATIONS**

Anyone involved in scientific research needs to be aware of the general agreement shared by the researchers about what is proper and improper in the conduct of a scientific inquiry (Babbie, 2003). It is considered that respondents may reveal sensitive information pertaining to their day to day job requirements and the institution. Therefore they are assured that the information remains confidential. The confidentiality is maintained at all times during the study. Respondents are also not be named in the findings as this is made available to the public.

## **9. LIMITATIONS/RESERVATIONS**

This process was viewed by others as investigative activity which is aimed at another angle other than that of the research objectives. To circumvent this perception, the researcher informed the individuals in advance the purpose of the research, in order for them to be aware of this process and provide them with a letter from the university confirming the study being undertaken, accompanied by a formal consent form which was to be signed by all participants.

During the course of the study, the limitations were observed and addressed accordingly, the limitations are therefore outlined below as follows:

- The case study is focused on one high capacity municipality of Buffalo City Metropolitan Municipality, the problem might be bigger in the smaller municipalities in the province, where they don't have the capacity to deliver services.

- Top leadership ( i.e. Executive Mayor and Municipal Manager) of the municipality could not be interviewed nor become part of the research sample, this is due to their busy schedule and the nature of their responsibilities
- The research process was undertaken during the transition period from the old Council to the new one, the country held its Local Government election on the 18<sup>th</sup> of May 2011 to elect new Councilors
- The population sample was limited to 15 research participants only. Only the top management (i.e. Directors) was interviewed from the Administration, the middle and lower management was not part of the sample.
- Due to the political climate in the province and the municipality research participants did not allow the research interviews to be audio recorded/taped. This was also the results of the culture of fear currently at display in the municipality.
- The municipality has also been recently transformed to the Metropolitan Municipality category A, this after the Local Government election held on the 18<sup>th</sup> of May 2011.
- The researcher is also an employee in the Metropolitan Municipality.

## **10. CONCLUSION**

This chapter therefore presents a detailed account of the research philosophy, and methodology according to which this research is conducted. The emphasis is placed on both the validity and reliability, with reasons that this case study is being conducted in the institution where the researcher is currently employed.

Previous literature describing case studies is valuable in identifying the points of this case study methodology, as well as illustrating the limitations/reservations associated with earlier research. While minimal material concerning this research is readily available, an explanation on how it is proposed to interpret the two methods in order to achieve the research objectives is provided. This includes a substantial literature review, the enhancement of earlier research model and philosophy, and the development of a research instrument and method. Ultimately, the thesis will assist in providing a recommendation on improving the system to the benefit of the improved service delivery initiatives and segregation of duties between administrative leaders and political leaders.

## 11. REFERENCES

Babbie, E., 2008. *The Basics of Social Research*. Belmont, : Thomson Wadsworth. Unites States of America.

Kvale, S. 2008. *An introduction to qualitative research interviews*. Sage publications. London.

Lofland,J., Snow, D. Anderson, L. , and Lofland, L.H. 2006. *Analyzing Social Settings. A guide to qualitative observation and analysis*. 4<sup>th</sup> edition. Belmont. Wadsworth.

Riege, A.M. 2003. *Qualitative Market Research. An International Journal*, 6(2):75-86.Griffith University. Nathan. Australia.

Yin, R. 1994. *Case study Research. Design and Methods*. 2<sup>nd</sup> Edition. Sage Publication. California.



Buffalo City Metropolitan Municipality  
East London | Bhisho | King William's Town  
Province of the Eastern Cape  
South Africa

Website: [www.buffalocity.gov.za](http://www.buffalocity.gov.za)

**BUFFALO CITY  
METROPOLITAN MUNICIPALITY**

**“ANNEXURE A”**

**Directorate of Financial Services**  
PO Box 134, East London, 5200  
2nd floor Old Mutual building, East London, 5201  
Tel: 043 705 3381  
Email: [bhekim@buffalocity.gov.za](mailto:bhekim@buffalocity.gov.za)

**29 JUNE 2011**

**The Speaker of Council  
Buffalo City Metropolitan Municipality  
East London  
South Africa**

**Dear Madam**

**PERMISSION TO CONDUCT RESEARCH INTERVIEWS WITH COUNCILLORS**

I am a third year student at Rhodes University doing the Masters in Business Administration(MBA), one of the requirements is that I conduct a research. My proposed research field is the “*Leadership Roles in Municipalities*”, a case study of Buffalo City Metropolitan Municipality. This research is supervised by Trevor Amos from Rhodes University. The sampling size of this research consist of five service delivery Directors, five Ward councillors and five Executive Mayoral Committee councillors, the reasons for the interviews is to get the views on the intended roles of leadership and alignment with service delivery initiatives. This memo is therefore a request for a permission to interview the councillors as per the sample size of this research.

Ethical issues will be strictly adhered to, for example, the aim of the research, focus on topic, matters concerning confidentiality, secrecy and respondents will not be mentioned by names on the research report. Data will be collected through open-ended interviews and questions is strictly based on the research topic.

After completion of the research, participants will be informed of the findings of this case study via the office of the Accounting Officer for the directors and the officer of the speaker for the councillors , and the full research report once approved by the University will also be handed to Buffalo City Metropolitan Municipality. The study will be beneficial to the municipality at large as the aim of the research is “to compare and contrast the current and intended role of leadership in Municipalities”

Your kind assistance in granting me permission will be highly appreciated.

**MR B.J MTHEMBU  
MANAGER STRATEGY AND TRANSFORMATION**

**L. SIMON  
THE SPEAKER**

**SUPPORTED/NOT SUPPORTED**

Buffalo City Metropolitan Municipality  
East London | Bhisho | King William's Town  
Province of the Eastern Cape  
South Africa

Website: [www.buffalocity.gov.za](http://www.buffalocity.gov.za)



**BUFFALO CITY  
METROPOLITAN MUNICIPALITY**

## **“ANNEXURE B”**

**Directorate of Financial Services**  
PO Box 134, East London, 5200  
2nd floor Old Mutual building, East London, 5201  
Tel: 043 705 3381  
Email: [bhekim@buffalocity.gov.za](mailto:bhekim@buffalocity.gov.za)

**05 JULY 2011**

**The Acting Municipal Manager  
Buffalo City Metropolitan Municipality  
East London  
South Africa**

**Dear Madam**

### **PERMISSION TO CONDUCT RESEARCH INTERVIEWS WITH MUNICIPAL OFFICIALS**

I am a third year student at Rhodes University doing the Masters in Business Administration(MBA), one of the requirements is that I conduct a research. My proposed research field is the “*Leadership Roles in Municipalities*”, a the case study of Buffalo City Metropolitan Municipality. This research is supervised by Trevor Amos from Rhodes University. The sampling size of this research consist of five service delivery Directors, five Ward councillors and five Executive Mayoral Committee councillors, the reasons for the interviews is to get the views on the intended roles of leadership and alignment with service delivery initiatives. This memo is therefore a request for a permission to interview the councillors as per the sample size of this research.

Ethical issues will be strictly adhered to, for example, the aim of the research, focus on topic, matters concerning confidentiality, secrecy and respondents will not be mentioned by names on the research report. Data will be collected through open-ended interviews and questions is strictly based on the research topic.

After completion of the research, participants will be informed of the findings of this case study via the office of the Accounting Officer for the directors and the officer of the speaker for the councillors , and the full research report once approved by the University will also be handed to Buffalo City Metropolitan Municipality. The study will be beneficial to the municipality at large as the aim of the research is “to compare and contrast the current and intended role of leadership in Municipalities”

Your kind assistance in granting me permission will be highly appreciated.

**MR B.J MTHEMBU**  
**MANAGER STRATEGY AND TRANSFORMATION**

**MS NONCEBA MBALI-MAJENG**  
**ACTING MUNICIPAL MANAGER**

**SUPPORTED/NOT SUPPORTED**

**“ANNEXURE C”**

## CONSENT FORM

### AGREEMENT BETWEEN RESEARCHER AND RESEARCH PARTICIPANT

I (participant's name) \_\_\_\_\_ agree to participate in the research of Bhekisisa Mthembu

**I understand that:**

1. The researcher is a registered MBA student conducting the research as part of the requirements for a Masters degree at Rhodes University.
2. The researcher is interested in my understanding and experience of the role of leadership
3. My participation will involve writing a narrative with regard to the research being done. I may also be interviewed if clarification is needed on my written narrative.
4. The transcriptions and written narratives will be retained and kept safely during the course of this study.
5. My participation in this research study is voluntary
7. Anonymity is guaranteed. The report on the project may contain information about experiences and personal attitudes, but the report will be written in such a way that respondents will not be able to be identified by the general reader.

1. Researcher: \_\_\_\_\_

Date: \_\_\_\_\_

2. Participant: \_\_\_\_\_

Date: \_\_\_\_\_

**INTERVIEW FOR THE ADMINISTRATIVE MANAGERS IN THE MUNICIPALITY**

1. Describe the role fulfilled by your directorate in service delivery initiatives?

-----  
-----  
-----  
-----  
-----  
-----

2. Describe the impact of policies, rules, and regulations on the performance of the departments?

-----  
-----  
-----  
-----  
-----  
-----

3. To what extent are the necessary resources available to assist the individuals in the directorates to fulfill their tasks?

-----  
-----  
-----  
-----  
-----  
-----

4. Describe the role of leadership in the success of the directorate's in implementing service delivery objectives?

-----  
-----  
-----  
-----

5. What methods are used to ensure maximum commitment from your team regarding the service delivery targets?

-----  
-----  
-----  
-----

6. What is the biggest challenge/s you face as leader in the department regarding the service delivery targets and objectives?

-----  
-----  
-----  
-----  
-----  
-----

7. Explain how employees are influenced to follow the strategic vision for the organization?

-----  
-----  
-----  
-----  
-----

8. Can you describe what makes for an effective leader in a municipal environment?

-----  
-----  
-----  
-----  
-----  
-----

9. What are the most important values and ethics for improved performance in the organization?

-----  
-----  
-----  
-----  
-----  
-----

10. Describe what drive the performance in the organization?

-----  
-----  
-----  
-----  
-----  
-----

**“ANNEXURE E”**

**INTERVIEW FOR THE MAYORAL COMMITTEE MEMBERS**

1. What are the most important decisions taken at the Mayoral Committee level?

-----  
-----  
-----  
-----  
-----  
-----

2. Can you describe the mechanism the mayoral committee members can use to track their committee’s resolution for implementation?

-----  
-----  
-----  
-----  
-----  
-----

3. How do the committee members communicate the core values of council to the administrative level of the institution?

-----  
-----  
-----  
-----  
-----  
-----

4. What is the operational structure of the Municipality/council, regarding the service delivery implementation process? How is it determined?

-----  
-----  
-----  
-----  
-----  
-----

5. What strategies, interventions, tools, etc, would you recommend for the sustained and improved service delivery mechanism?

-----  
-----  
-----  
-----  
-----  
-----

6. What strategies, intervention, systems, tools, etc, in your opinion should be discontinued, and why in the local spheres of government?

-----  
-----  
-----  
-----  
-----  
-----  
-----

7. What recommendations do you have for the future efforts in improving the service delivery condition in municipalities?

-----  
-----  
-----  
-----  
-----  
-----

8. How is the service delivery integration process interfaced among service delivery departments?

-----  
-----  
-----  
-----  
-----  
-----

9. What is the level of contact/interaction with service delivery departments and council and how frequent?

-----  
-----  
-----  
-----  
-----  
-----

10. What is the perception of the Administrative Officials and communities on the oversight function of council ? based in recent surveys

-----  
-----  
-----  
-----  
-----  
-----

**INTERVIEW QUESTIONS FOR THE WARD COUNCILLORS FOR THE PURPOSE OF COMPLETING THE RESEARCH**

1. How do communities hold the municipality accountable to satisfying their needs?

-----  
-----  
-----  
-----  
-----

2. How is the community made aware of the institutional policies, legislation for the implementation of the projects in their respective areas?

-----  
-----  
-----  
-----  
-----

3. How frequent do ward councillors hold meeting with communities regarding the progress of their respective projects in their respective wards? Give details of the process followed.

-----  
-----  
-----  
-----  
-----

4. Tell me about the formal policies in the Municipality as compared to community expectations

-----  
-----  
-----  
-----  
-----

5. Do values of the institution/local government facilitate what needs to be done for the communities? How is this being monitored?

-----  
-----

-----  
-----

6. What are the perceptions of the communities on delivery of their needs on time?

-----  
-----  
-----  
-----

7. Can you describe the leadership responsibility in monitoring progress in the implementation of projects in communities

-----  
-----  
-----  
-----  
-----

8. Can you describe the role of a ward councillor fulfill in the administrative processes?

-----  
-----  
-----  
-----  
-----

9. Can you describe the role of a ward councilor in the budgeting process of the Municipality?

-----  
-----  
-----  
-----

10. Explain the process a ward councilor would follow to discuss the Municipality's Integrated Development Plan with the community to ensure proper understanding and knowledge

-----  
-----  
-----  
-----

