AN ASSESSMENT OF THE ROLE OF COUNCILLORS IN THEIR OVERSIGHT MANDATE: A CASE OF THE CHRIS HANI DISTRICT MUNICIPALITY: 2011-2013

A Mini-Dissertation submitted in partial fulfilment of a requirement of a Masters of Public Administration

University of Fort Hare: School of Public Administration

By

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Supervisor

PROF. D.R.THAKHATHI

AUGUST 2014
DECLARATION

I hereby declare that this research is my original work and has not previously submitted in any university for any qualifications, except where the references is cited in text or in the bibliography accordingly.

________________________

Z R SHWENI

AUGUST 2014
ACKNOWLEDGEMENT

This research is the product of interaction between the research respondents and the researcher and a number of people whom I remain grateful for. I would therefore like to acknowledge the following people for support and contribution, namely:

- My supervisor, Professor Thakhathi for the continued support and advice throughout the study.
- My research respondents for taking time in completing the research questionnaires and further interaction with the researcher.
- The Speaker of Council of the Chris Hani District Municipality for affording me the opportunity to engage with Councillors for the purpose of this research.
- My fellow students at the University for the Time well spent together.
- My wife Yolanda and my kids Esona and Olona for their support and understanding while I was busy with this study and being away from home for study blocks.
- Lastly, my institution where I serve the people of South Africa, the Chris Hani District Municipality for giving me an opportunity to expand my academic knowledge.
ABSTRACT

According to the Constitution of the Republic of South Africa, Act 108 of 1996, Local Government is the closest sphere of government to the people and thus regarded as the service delivery mechanism of government. In the same context municipal councils are accorded a legal status and authority of a deliberative legislative body.

This is considered critical for the municipal council to establish appropriate structures, processes and systems for effective oversight, particularly, oversight of budget execution and administrative processes. However, indications are that, the current legal and institutional measures need to be strengthened to enable municipal council to exercise oversight of the budget execution.

In this study, the researcher conducted extensive literature on the roles and responsibilities of councillors as prescribed in the Local Government: Municipal Systems Act and Municipal Structures Act respectively. An extensive review of the relevant local government legal provisions highlighted the authority of the municipal council, internal rules, reporting processes, council committees and the research capacity, as key aspects of the institutional measures required for oversight of budget execution. Equally, the review accentuated the ability and willingness of non-executive councillors to exercise oversight in the affairs of the Municipality.

A total of 20 research sample was selected for this research. Research participants were given research questionnaires for them to complete. This was completed and returned to the researcher for analysis. Key findings of the research was that, the municipal council must use its legal authority to reinforce mechanisms for effective oversight of budget execution.

In addition, the municipal council needs to provide an enabling leadership and governance environment that encourages and support non-executive councillors to actively engage in oversight processes and activities of the municipality. Further to the findings of this research, it was strongly recommended the further research in order to unearth the mechanisms that can further enable the Councillors to ensure optimum utilisation of resources.
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CHAPTER ONE: INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 GENERAL INTRODUCTION AND BACKGROUND


The spheres of government are distinctive, inter-related and inter-dependent. At the same time they all operate according to the Constitution and laws and policies made by national Parliament.

Some departments only exist at national level because they deal with issues that concern the whole country. Examples are Defence, Foreign Affairs, Water and Forestry, Science and Technology, Trade and Industry, Mineral and Energy, Public Enterprises, Home Affairs and Public Service and Administration. Other departments have national and provincial departments because they deal with direct provincial service delivery. Examples are Education, Housing, Health and Social Development. (Constitution of RSA of 1996)

There are nine provincial governments. Every province has a Legislature made up of between 30 and 90 members of the Provincial Legislature (MPLs). Some provincial laws are approved by Legislatures. The Legislature also passes a provincial budget every year. Legislatures are elected in provincial elections that are held with national elections, every five years (Constitution of RSA of 1996).

The whole of South Africa is divided into local municipalities. Each municipality has a council where decisions are made and municipal officials and staff who implement the work of the municipality. (Municipal Structures Act)

The Council is made up of elected members who approve policies and by-laws for their area. The Council has to pass a budget for its municipality each year. They must also decide on development plans and service delivery for their municipal area.
1.2. DIFFERENT KINDS OF MUNICIPALITIES

There are three different kinds of Municipalities in South Africa (Municipal Structures Act, 118 of 1998)

- Metropolitan municipalities (Category A):

Metropolitan municipalities exist in the eight biggest cities in South Africa. They have more than 500 000 voters and the metropolitan municipality co-ordinates the delivery of services to the whole area. There are metropolitan municipalities in Johannesburg called the City of Johannesburg, Cape Town, Ethekwini (Durban), Tshwane (Pretoria), and Nelson Mandela (Port Elizabeth) and the Ekuruleni (East Rand), Buffalo City Metropolitan Municipality (East London) and Mongaung (Bloemfontein)

- 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 of these 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. The other half are elected as ward councillors by the residents in each ward.

- District municipalities (Category C):

District municipalities are made up of a number of local municipalities that fall in one district. There are usually between 3 - 6 local municipalities that come together in a district council and there are 47 district municipalities in South Africa. Some district municipalities also include nature reserves and the areas where few people live - district management areas. These fall directly under the district council and have no local council. The district municipality has to co-ordinate development and delivery in the whole district. It plays a stronger role in areas where local municipalities lack capacity to deliver. It has its own administration (staff). The district municipal 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 councillors)
Councillors who represent local municipalities in the area - they are local councillors sent by their council to represent it on the district council. (60% of the district councillors)

1.2.1 Chris Hani District Municipality

Chris Hani is one of the 7 districts of Eastern Cape Province of South Africa. The seat of Chris Hani is Queenstown. The majority of its 810 274 people speak Xhosa, although Afrikaans speaking people predominate in the far west of the district. It has 42 Councilors in its Council; they serve as an executive authority of the district (Stats SA, 2011)

1.2.2 Total Population of Chris Hani District Municipality.

Population statistics is important when analysing an economy, as the growth in population directly impacts employment and unemployment as well as other economic indicators like economic growth and per capita income.

<table>
<thead>
<tr>
<th>Year</th>
<th>Chris Hani</th>
<th>Eastern Cape</th>
<th>National Total</th>
<th>Chris Hani as % of province</th>
<th>Chris Hani as % of national</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>811,355</td>
<td>6,488,918</td>
<td>46,010,360</td>
<td>12.5%</td>
<td>1.8%</td>
</tr>
<tr>
<td>2003</td>
<td>806,340</td>
<td>6,487,798</td>
<td>46,556,367</td>
<td>12.4%</td>
<td>1.7%</td>
</tr>
<tr>
<td>2004</td>
<td>801,923</td>
<td>6,486,837</td>
<td>47,071,080</td>
<td>12.4%</td>
<td>1.7%</td>
</tr>
<tr>
<td>2005</td>
<td>798,256</td>
<td>6,487,856</td>
<td>47,606,384</td>
<td>12.3%</td>
<td>1.7%</td>
</tr>
<tr>
<td>2006</td>
<td>795,654</td>
<td>6,492,350</td>
<td>48,177,404</td>
<td>12.3%</td>
<td>1.7%</td>
</tr>
<tr>
<td>2007</td>
<td>794,994</td>
<td>6,500,641</td>
<td>48,764,219</td>
<td>12.2%</td>
<td>1.6%</td>
</tr>
<tr>
<td>2008</td>
<td>796,209</td>
<td>6,517,241</td>
<td>49,411,215</td>
<td>12.2%</td>
<td>1.6%</td>
</tr>
<tr>
<td>2009</td>
<td>798,089</td>
<td>6,539,796</td>
<td>50,028,134</td>
<td>12.2%</td>
<td>1.6%</td>
</tr>
<tr>
<td>2010</td>
<td>800,477</td>
<td>6,573,111</td>
<td>50,761,147</td>
<td>12.2%</td>
<td>1.6%</td>
</tr>
<tr>
<td>2011</td>
<td>802,441</td>
<td>6,608,741</td>
<td>51,513,755</td>
<td>12.1%</td>
<td>1.6%</td>
</tr>
<tr>
<td>2012</td>
<td>804,573</td>
<td>6,645,998</td>
<td>52,248,192</td>
<td>12.1%</td>
<td>1.5%</td>
</tr>
</tbody>
</table>

Average Annual growth

| Year (2002-2012) | -0.08% | 0.24% | 1.28% |

Source: IHS Global Insight Regional Explorer version 700

With 805 000 people living in Chris Hani, the district municipality housed 1.5% of South Africa’s total population in 2012. When compared to Eastern Cape’s average annual growth rate (0.24%), Chris Hani’s population has grown at a significant lower rate of -0.08% over the last decade. There was a decline in the overall population for Chris Hani during the years 2002 to 2007 resulting in negative growth. From 2008 onwards, there has been a slight increase again with positive growth.
When compared to other regions, Chris Hani with a total population of 805,000 or 12.1% of the total population in Eastern Cape ranks fourth in 2012. The ranking in terms of size compared to the other regions of Chris Hani remained the same between 2002 and 2012. In terms of its share, it was in 2012 (12.1%) slightly smaller compared to what it was in 2002 (12.5%). When looking at the average annual growth rate, it is noted that Chris Hani ranked seventh (relative to its peers in terms of growth) with an average annual growth rate of -0.1% between 2002 and 2012.
The local municipality that had the lowest population growth (in fact negative, i.e. the population is shrinking) is the Sakhisizwe Local Municipality, where the population decreased at an average annual rate of 0.58%. The municipality with the highest population growth rate is the Inkwanca Local Municipality at 0.61% average annual growth. The Inxuba Yethemba Local Municipality too had a positive growth rate of 0.48%, which is still significantly lower than the average national growth of 1.28% over the same period.

1.2.3 POPULATION FORECAST

Based on the present age-gender structure and the present fertility, mortality and migration rates, Chris Hani's population is forecast to grow at an average annual rate of 0.4% from 2012 to 820 000 in 2017.
### Average Annual growth

<table>
<thead>
<tr>
<th></th>
<th>Chris Hani</th>
<th>Eastern Cape</th>
<th>National Total</th>
<th>Chris Hani as % of province</th>
<th>Chris Hani as % of national</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>804,573</td>
<td>6,645,998</td>
<td>52,248,192</td>
<td>12.1%</td>
<td>1.5%</td>
</tr>
<tr>
<td>2013</td>
<td>807,272</td>
<td>6,684,470</td>
<td>52,970,625</td>
<td>12.1%</td>
<td>1.5%</td>
</tr>
<tr>
<td>2014</td>
<td>810,240</td>
<td>6,722,591</td>
<td>53,670,888</td>
<td>12.1%</td>
<td>1.5%</td>
</tr>
<tr>
<td>2015</td>
<td>813,473</td>
<td>6,760,684</td>
<td>54,353,011</td>
<td>12.0%</td>
<td>1.5%</td>
</tr>
<tr>
<td>2016</td>
<td>816,609</td>
<td>6,796,639</td>
<td>55,002,438</td>
<td>12.0%</td>
<td>1.5%</td>
</tr>
<tr>
<td>2017</td>
<td>819,603</td>
<td>6,830,208</td>
<td>55,618,807</td>
<td>12.0%</td>
<td>1.5%</td>
</tr>
</tbody>
</table>

Average Annual growth

**2012-2017**  **0.37%**  **0.55%**  **1.26%**

*Source: IHS Global Insight Regional eXplorer version 700*

When looking at the population forecast of Chris Hani District Municipality shows an estimated average annual growth rate of 0.4% from 2012 with 805 000 people which is estimated to increase to 820 000 people in 2017. The forecast includes the assumption that internal job-seeking migration is slowing down, which historically had a huge impact on the population in Chris Hani where lots of young working age people left Chris Hani looking for work in the bigger metropolitan areas. The average annual growth rate in the population over the forecasted period for Eastern Cape Province and South Africa is 0.5% and 1.3% respectively.

**1.2.4 Population by population group, gender and age**

The total population of a region is the total number of people within that region measured in the middle of the year. Total population can be categorised according to the population group, as well as the sub-categories of age and gender. The population groups include African, White, Coloured and Asian, where the Asian group includes all people originating from Asia, India and China. The age subcategory, divides the population into 5-year cohorts, e.g. 0-4, 5-9, 10-13, etc.
## Population by Gender - Chris Hani and the Rest of Eastern Cape, 2012 [Number]

<table>
<thead>
<tr>
<th></th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chris Hani</td>
<td>381,229</td>
<td>423,344</td>
<td>804,573</td>
</tr>
<tr>
<td>Nelson Mandela Bay</td>
<td>572,239</td>
<td>607,265</td>
<td>1,179,505</td>
</tr>
<tr>
<td>Buffalo City</td>
<td>369,940</td>
<td>398,031</td>
<td>767,971</td>
</tr>
<tr>
<td>Cacadu</td>
<td>227,487</td>
<td>233,707</td>
<td>461,194</td>
</tr>
<tr>
<td>Amatole</td>
<td>422,364</td>
<td>476,969</td>
<td>899,333</td>
</tr>
<tr>
<td>Joe Gqabi (Ukhahlamba)</td>
<td>168,223</td>
<td>186,498</td>
<td>354,721</td>
</tr>
<tr>
<td>O.R.Tambo</td>
<td>638,619</td>
<td>735,904</td>
<td>1,374,523</td>
</tr>
<tr>
<td>Alfred Nzo</td>
<td>370,928</td>
<td>433,251</td>
<td>804,179</td>
</tr>
<tr>
<td><strong>Eastern Cape</strong></td>
<td><strong>3,151,030</strong></td>
<td><strong>3,494,969</strong></td>
<td><strong>6,645,998</strong></td>
</tr>
</tbody>
</table>

Source: IHS Global Insight Regional Explorer version 700

Chris Hani District Municipality's male/female split in population was 1.11 female per male in 2012. In total there were 423,000 (52.62%) females and 381,000 (47.38%) males. This is similar to the Eastern Cape as a whole where the female population counted 3.49 million which constitutes 52.59% of the total population of 6.65 million.

## Population by Population Group, Gender and Age - Chris Hani District Municipality, 2012 [Number]

<table>
<thead>
<tr>
<th></th>
<th>African</th>
<th>White</th>
<th>Coloured</th>
<th>Asian</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>00-04</td>
<td>43,135</td>
<td>43,399</td>
<td>440</td>
<td>433</td>
</tr>
<tr>
<td>05-09</td>
<td>43,063</td>
<td>42,321</td>
<td>508</td>
<td>456</td>
</tr>
<tr>
<td>10-14</td>
<td>41,392</td>
<td>38,668</td>
<td>483</td>
<td>554</td>
</tr>
<tr>
<td>15-19</td>
<td>42,664</td>
<td>36,654</td>
<td>542</td>
<td>514</td>
</tr>
<tr>
<td>20-24</td>
<td>34,406</td>
<td>32,858</td>
<td>394</td>
<td>384</td>
</tr>
<tr>
<td>25-29</td>
<td>25,745</td>
<td>25,519</td>
<td>538</td>
<td>528</td>
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<tr>
<td>30-34</td>
<td>20,131</td>
<td>18,310</td>
<td>486</td>
<td>522</td>
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<tr>
<td>35-39</td>
<td>16,327</td>
<td>13,617</td>
<td>533</td>
<td>552</td>
</tr>
<tr>
<td>40-44</td>
<td>14,816</td>
<td>16,341</td>
<td>592</td>
<td>584</td>
</tr>
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<td>45-49</td>
<td>14,774</td>
<td>19,197</td>
<td>585</td>
<td>673</td>
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<tr>
<td>50-54</td>
<td>15,873</td>
<td>22,869</td>
<td>630</td>
<td>682</td>
</tr>
<tr>
<td>55-59</td>
<td>13,768</td>
<td>22,037</td>
<td>599</td>
<td>600</td>
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<tr>
<td>60-64</td>
<td>11,351</td>
<td>19,209</td>
<td>476</td>
<td>539</td>
</tr>
<tr>
<td>65-69</td>
<td>8,916</td>
<td>16,619</td>
<td>449</td>
<td>465</td>
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<tr>
<td>70-74</td>
<td>5,625</td>
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<td>351</td>
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<td>4,349</td>
<td>14,748</td>
<td>402</td>
<td>472</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>356,334</strong></td>
<td><strong>397,306</strong></td>
<td><strong>8,000</strong></td>
<td><strong>8,310</strong></td>
</tr>
</tbody>
</table>

Source: IHS Global Insight Regional Explorer version 700

In 2012, the Chris Hani District Municipality's population consisted of 93.67% African (754,000), 2.03% White (16,300), 4.09% Coloured (32,900) and 0.21% Asian (1,690).
The largest share of population in terms of age is within the 00-04 age category with a total number of 91 400 or 11.4% of the total population. The age category with the second largest number of people is the 05-09 age category with a total share of 11.2%, followed by the 10-14 age category with 84 600 people. The age category with the least number of people is the 75+ age category with only 20 600 people, as reflected in the population pyramids below.

1.2.5 POPULATION PYRAMIDS

A population pyramid is a graphic representation of the population categorised by gender and age, for a specific year and region. The horizontal axis depicts the share of people, where the male population is charted on the left-hand side and the female population on the right-hand side of the vertical axis. The vertical axis is divided in 5-year age categories.

With the African population group represents 93.7% of the Chris Hani District Municipality's total population, the overall population pyramid for the region will mostly reflect that of the African population group. The chart below compares Chris Hani's population structure of 2012 to that of South Africa.
In Chris Hani District Municipality the economic sectors that recorded the largest number of employment in 2012 were the Community services sector with a total of 36 600 or 43.4% of the total employment. The Trade sector with a total of 13 200 (15.7%) employs the second highest relative to the rest of the sectors. The Electricity sector with 280 (0.3%) is the sector that employs the least number of people in Chris Hani, followed by the Mining sector with 292 (0.3%) people employed.

1.2.6 FORMAL AND INFORMAL EMPLOYMENT

Total employment can be broken down into formal and informal sector employment. Formal sector employment is measured from the formal business side, and the informal employment is measured from the household side where formal businesses have not been established.

Formal employment is much more stable than informal employment. Informal employment is much harder to measure and manage, simply because it cannot be tracked through the formal business side of the economy. Informal employment is however a reality in South Africa and cannot be ignored.
The number of formally employed people in Chris Hani counted 67 600 in 2012, which is about 81.07% of total employment, while the number of people employed in the informal sector counted 15 800 or 18.93% of the total employment. Informal employment in Chris Hani was estimated at 15 800 in 2012 and increase from 14 000 in 2002.

1.3. STATEMENT OF THE PROBLEM

Three phases in local government transition in South Africa have been identified. These are: first generation issues, focusing on political concerns of the amalgamation of Transitional Local and Regional Councils. A second phase or second generation issues focus on developing a model for local government in accordance with the provisions set out in the Constitution (Chapter 7) and third generation issues are those that concern the practicalities in the provision of services and development management. The model of Developmental Local Government adopted in 1998 was concretized through legislation in the form of the Municipal Structures Act (1998) and the Municipal Systems Act (2000).

It is therefore against this background that the expertise of councilors as elected policy makers needs to be analyzed. Municipalities often experience service delivery backlogs and a number of cases of financial mismanagement, these take place yet there is this arm of leadership which is supposed to play oversight in the affairs of Municipalities, in the form of councilors. This study will analyze the expertise and effectiveness of councilors in their oversight role to achieve their mandate and instill Good Governance from the 2011-2013 periods.

1.4. OBJECTIVES OF THE STUDY

The aim of this research is to analyse the role councillors fulfil in a municipality. The research therefore has the following objectives, namely;

- To critically analyse the expertise of councillors in fulfilling their legislative role in the Municipality.
- To critically analyze the expertise of councilors in fulfilling their oversight role in a municipality.
- To find solution in the capacitation of councilors/office bearers to fulfil their mandate.
- Improve service delivery by making a contribution towards the development of the system of local government by proposing alternative models of public engagement between elected representatives and the community

1.5. SIGNIFICANCE OF THE STUDY

Councilors are the core backbone of the functioning of local government. They continue to be the face of local governance. In looking at this, their role in oversight has to be analysed and understood. According to Thornhil (2005:41), most systems of accountability are significantly flawed and don’t deliver the results that the executive seeks.

Most importantly in the local government sphere, these systems are mostly disappointing because they tend to be the dominant factor when it comes to oversight efficiency only rather than in the enhancement of service delivery mechanism.

It is very crucial that this study is conducted in order to assist the institution with the implementation process. Also to identify key focus areas and diagnose the feelings and views of the councillors in the introduction of this system. The study will benefit both employees and management of the institution as well as the District councillors in that:

- The district Municipality will be able to perform at its best in terms of service delivery, will be able to render the superior services to the communities it serves.
- Councillors will be able to ensure maximum spending of the allocated budgets on service delivery, because employees will become goal driven.
- There will be learning and development for the councillors as the monitored performance will identify if there is a training need for a particular employees, and the performance rewards will be based on performance achievements.

In the current situation there is no realization of this benefit because the institution does not at this stage have the Evaluation method for its councillors, but rather have focused on the Institutional performance management systems for its management. This process can be seen as a bias method of neglecting councillor’s wellbeing and their development although they should be driving the organizational performance.
1.6. LITERATURE REVIEW

This brief description sets the scene for the scan by indicating the challenges that the local government system has experienced since the early 1990s as it tackled transformational issues and the need to fulfil its mandate guided by the framework of Developmental Local Government in which it must function.

1.6.1 The policy context: key transitional stages in local government

This section highlights the key policy changes in local government over the last decade as a background against which to explore the challenges faced by local government. It also examines the role of councillors in the process of facilitating the objectives of municipalities to ensure that citizens have their needs addressed.

Three phases in local government transition in South Africa have been identified, these are:

- First generation issues, focusing on political concerns of the amalgamation of Transitional Local and Regional Councils.
- A second phase or second generation issues focus on developing a model for local government in accordance with the provisions set out in the Constitution (Chapter 7) and
- Third generation issues are those that concern the practicalities in the provision of services and development management.

The model of Developmental Local Government adopted in 1998 was concretized through legislation in the form of the Municipal Structures Act (1998) and the Municipal Systems Act (2000). In 2001 municipal entities were rationalized from 1 000 to 284 municipalities. This was aimed at promoting effective local government in order to make better use of limited development resources, including finances.

To facilitate participative democracy outlined in the Municipal Systems and Structures Acts, the Ward Committee system was introduced. By 2004, this system had become the main form of community participation in local government. The major structural and policy changes to local government between the late 1990s and early 2000s placed an additional strain on this poorly-resourced third tier of government and service delivery problems over this period did not end. In accordance with the Constitution, obligating National and Provincial government to strengthen and support
municipalities through legislative and other measures, a review of local government began in 2007.

The review was aimed at addressing the ongoing service delivery challenges facing local government. The purpose of the review was, among other issues, to focus on examining existing systems of participatory governance to improve the quality of citizen participation in decision-making at the local municipal level, in determining the content of Integrated Development Planning. The outcome of this process was meant to lead to the development of a White Paper on Provincial Government as well as a review of the existing White Paper on Local Government.

1.6.2 The role of councillors in the South African system of local government

The work of councilors is guided by the framework set out in the White Paper on Local Government (1998) that proposes a developmental model of local government. Developmental local government espouses the philosophy of sustainable ways to meet the socio-economic needs of residents and improve the quality of life, particularly targeting the most marginalized and poorest members of society.

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 Councillors).
- Councillors who represent local municipalities in the area - they are local Councillors sent by their Council to represent it on the district Council (60% of the district Councillors).

- The PR councilor is elected through the Party lists and is primarily accountable to the party. The PR Councilors may interact with local and provincial party structures and may sometimes serve as a substitute chairperson on Ward Committees in cases where Ward Councilors cannot be present. PR Councilors are also allocated to wards to improve their accountability to communities
- Ward Councilors, on the other hand, are expected to make sure that the concerns related to the wards they serve in, and are chairpersons of, are
represented in Council. Apart from the articulation of residents’ needs in council, Ward Councilors are responsible for:

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

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

The Ward Councilors as chairperson of his or her ward must also raise concerns to council on behalf of ward members when residents experience problems relating to the financial management of a council. Councilors are also required to make recommendations to municipalities for the improvement of policies and programmes within the broad framework of developmental local government.

The council will remain responsible for the governmental functions performed in their areas of jurisdiction. Clarke and Stewart (2006:45), identify some roles of ward councillors, inter alia:

- They are elected representatives acting on behalf of their electors and a particular geographical arena.
- They ensure identification of priorities and resource allocation as priorities have to be defined and resources allocated. T
- They ensure policy development so as to shape and guide service delivery.
They also monitor and review projects.
They serve as community leaders.
They are strategic in matters of local government.

Van der Waldt et al (2007:5) further suggest that, in playing their role, municipal councils have a duty to:

- use their resources in the best interest of the communities;
- be democratic and accountable in the way they govern;
- encourage communities to be involved in the affairs of local government; and
- Provide services to the community and make sure that the environment is safe and healthy.

In addition, Van der Waldt et al (2007:38) add, ward councillors should ensure that the ways in which services are delivered, match the preferences of the community as to how these services should be delivered. Councillors should represent the interest of the community in the council and should promote the involvement of citizens and community groups in the design and delivery of municipal Programmes.

1.6.3 Councillor’s performance and service delivery dissatisfaction

A number of studies have highlighted key weaknesses and challenges facing public representatives at the local government level in South Africa. Another issue is a virtual collapse of municipal administration, with key appointments not being filled, making it impossible to continue with the daily functions of the municipality. This affects things like the implementation of development projects in municipalities.

The incidence of municipal service delivery protests rose from 27 in 2008 to a high of 104 protests in 2009. This significant increase is symptomatic of growing dissatisfaction with that sphere of government (local government) closest to the people and responsible for addressing the needs of citizens within municipalities.

To restore the diminishing confidence in local government, the Department of Cooperative Government and Traditional Affairs (CoGTA) undertook a comprehensive review of local government. The assessment was undertaken to determine the current problems experienced by municipalities. The review resulted in the publishing of an Overview Report on the State of Local Government in South Africa42. The overview
was used as a basis for drawing up the Local Government Turnaround Strategy launched by CoGTA in December 2009.

1. 7. RESEARCH METHODOLOGY

1. 7.1 Research design

This research took a qualitative form of design where the researcher will interact directly with the selected respondents through the self-administered questionnaires. A combination of both qualitative and quantitative methods will be applied by the researcher to minimize the weaknesses inherent in each of the two so as to maximize validity of the exercise.

The purpose of using quantitative analysis was to make observation more explicit. Quantitative analysis makes it easier to aggregate, compare and summarize data. Quantitative approach conceptualizes reality in terms of variables and the relationship between these variables. It rests on measurements and therefore restructures data, research questions as well as design.

 Strauss and Corbin, (2003:17) define qualitative research as any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification. In addition, Henning (2003:8) states that qualitative research is a research that utilizes open-ended, semi-structured or closed structured interviews, observations and group discussions to explore and understand the attitudes, opinions, feelings and behaviour of individuals or groups of individuals.

1. 7.2 Study site

The study was conducted at Chris Hani District Municipality situated in the Eastern Cape Province. Chris Hani District has a constitutional obligation to offer support to eight local municipalities in the region, 100% of them are in rural geographical areas.

1.7.3 Study population

The study population consisted of both the 10 PR councilors and 10 Mayoral Committee councilors who serve in the district municipal council. The respondents will be from the different backgrounds as the Municipal Council has a diverse number of councilors in terms of race, gender and backgrounds.
1.7.4 Sampling and sampling size

Since the total number of councilors in the Municipal council is 42 councilors. The sample will be grouped into two categories: PR councilors and Mayoral Committee members. The researcher will sample 10 PR councilors and 10 Mayoral Committee councilors, the total will therefore be 15 respondents. Participants will be contacted by the researcher and invited to complete the self-administered questionnaire.

1.7.5 Data Collection tool

A structured self-administered questionnaire will be used to collect data from the participants. It will consist of two sections. Section A comprised the socio-demographic characteristics consisting of six items, while Section B will consisted of 29 statements on the role and expertise of councilors as per the legislation, this will be measured on a five-point scale (strongly agree to strongly disagree).

1.7.6 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 in the process. The quality of the data was tested using accuracy, credibility, transferability and dependability in order to establish the validity and reliability. The tests assisted in ensuring the 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 with researchers obtaining 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. The Local Government was formed in the year 2000 in South Africa and since its establishment, the country has witnessed growing service delivery protests and higher levels of dissatisfaction and one could argue that the system is not functioning effectively or that the people are not delivering according to the expectations of the masses.
1.7.7 Data Analysis

Information will be captured in word format as well as tabulated in a spreadsheet and classified with the corresponding respondents for the purpose of analysis. An in-depth description will be provided, emphasizing contextual factors which cause the councilors to conduct their day to day activities in a particular way. According to Lofland (2006), there are six ways of looking for patterns in a particular research, namely frequencies, magnitude, structures, processes, causes and consequences.

1.8. 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 scientific inquiry (Babbie.2003). It was considered that respondents may reveal sensitive information pertaining to their day to day job requirements and the institution. Therefore they were assured that the information will remain confidential. The confidentiality was maintained at all the time during the study. Respondents were not named in the findings as this will be made available to the public. As per the University’s requirement, the researcher will also apply for the ethical clearance prior to engaging with the respondents.

1.9. SCOPE AND LIMITATIONS OF THE STUDY

Important limitations are inherent in a case study of this kind. Firstly, because the instrument used was a self-reporting measure, the information presented by participants is based upon their subjective perceptions. Although participants will be assured of confidentiality, it is therefore possible that they either over- or under-reported their level of perception. Secondly, individuals will not participate may differ in some manner from those will in fact participate. The findings of the study may not be generalized to all Municipalities as the different environment and circumstances prevailing in other not be the same.

1.10. CLARIFICATION OF CONCEPTS AND TERMS

Incentives: Performance reward offered by the employers to employees in recognition of achievement of goal
**Service delivery:** Constitutional mandate of the Municipality in terms of Municipal systems Act 32 of 2000.

**Public administration:** Is concerned with the administration of government activities in the form of service delivery.

**Integrated Development Plan:** A Municipal plan for an area that gives an overall framework for development. It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It should take into account the existing conditions and problems and resources available for development. The plan should look at economic and social development for the area as a whole. It must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected.

**Accountability:** The obligation of an individual or organization to account for its activities, accept responsibility for them, and to disclose the results in a transparent manner. It also includes the responsibility for money or other entrusted property.

**Governance:** refers to "all processes of governing, whether undertaken by a government, market or network, whether over a family, tribe, formal or informal organization or territory and whether through laws, norms, power or language. It relates to processes and decisions that seek to define actions, grant power and verify performance.

**Mandate:** A command or authorization to act in a particular way on a public issue given by the electorate to its representative: The president had a clear mandate to end the war.

**Democracy:** is a form of government in which all eligible citizens participate equally—either directly or indirectly through elected representatives—in the proposal, development, and creation of laws. It encompasses social, religious, cultural, ethnic and racial equality, justice, and liberty.

**Councillors:** are elected as members of political parties or alternatively as independents. Councils may also co-opt unelected councillors to fill vacancies on the council where insufficient candidates have stood for election, although in practice this is rare outside parish councils. Once elected they are meant to represent all their
constituents in the whole authority, and not just those who voted for them or just those in the district or ward they were elected in. They are bound by a code of conduct enforced by standards boards.

**Intergovernmental relations:** The system of intergovernmental relations and co-operative government in South Africa is rapidly evolving, not only because of its constitutional / legal framework but also because of the statutory commitment of the various spheres of government to the implementation of the principles of co-operative government and intergovernmental relations. This system of intergovernmental relations is crucial if policies are drafted or projects and programmes planned and implemented. Through the establishment of various institutional arrangements for intergovernmental relations - and the successful operation of these structures - it is expected that all three spheres of government will continually strive to co-operate with one another in mutual trust and good faith.

**1.11. PRELIMINARY FRAMEWORK FOR THE RESEARCH**

In responding to the initial question of the study, the research will be divided into chapter and they will categorize as follows:

- Chapter One: Introduction and Background.
- Chapter Two: review of the relevant literature will be explored.
- Chapter Three: Research methodology and design.
- Chapter Four: Findings, Interpretation and results will be detailed
- Chapter Five: General Conclusion and recommendations.
CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter will assess the impact of Councillors in their oversight role in a municipality in relations to Chris Hani District Municipality on service delivery. A brief background will be given, followed by a legislative and theoretical framework, using a descriptive and analytical approach. In conclusion, the chapter will evaluate the different respective roles and make deductions in order to harmonize the operations of the traditional leaders and ward councillors. In general, Councillors have been included from development initiatives, such as, human resource development.

Local government is the sphere of government closest to the people; therefore, many basic services are delivered by local the Municipality through ward councillors, who are the politicians closest to the communities.

In the run-up to the December 2000 elections, Councillors pressurized government to entrench their powers, in the fear that such powers would be lost, once the leaders became part of a new dispensation of local government. Their argument was the issue of representation in councils.

2.2 Legislative Framework

The Constitution of the Republic of South Africa 1996, Chapter 7, section 152, stipulates that the objects of local government are:

- To provide democratic and accountable government for local communities;
- To ensure the provision of services to communities in a sustainable manner; to promote social and economic development;
- To promote a safe and healthy environment; and to encourage the involvement of communities and community organizations in the matters of local government.
- To attain these objects, the machinery of local government should be organized in a way that will allow mutual deliberation
Section 153(a) and (b) of the Constitution clearly outlines the development duties of the municipalities:

- Structure and manage its administrative as well as budgeting and planning processes, to give priority to the basic needs of the community and
- To promote the social and economic development of the community; and participate in national and provincial development programmes.


Addition to the Municipal Systems Act, 2000 (Act No. 32 of 2000), section 17(2) (d) states that consultative sessions with locally recognized community organizations and, where appropriate.

It is further emphasized that a municipality must develop a culture of municipal governance that complements formal representative government, with a system of participatory governance.

The Constitution of Republic of South Africa of 1996 and the Municipal Systems Act, 2000 (Act No. 32 of 2000), the roles of ward councillors were clearly stated, regardless of the fact that the Municipal Structures Act, 1998, (Act No. 117 of 1998) section 81 regulates, albeit in a limited manner on the municipal council.

2.3 Councillors’ roles in committees and oversight

Councillors also serve as members of committees within Council. These committees are usually charged with the development of new policies. Committees include the Executive Committee, which decides what policies and proposals are put before Council to be discussed and subsequently enacted as municipal policy.

2.3.1 Definition of Committees in Council

The Municipal Structures Act, 32 of 2000 states that there must be committees established to assist the council in executing its duties in line with the constitutional mandate of the Municipalities. In line with that the Chris Hani District Municipality has statutory committees as follows, namely:
Table 1: Functions of Committees

<table>
<thead>
<tr>
<th>Section 79 Committees</th>
<th>Section 80 Committees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Council determines functions and may delegate powers and duties</td>
<td>Executive Mayor delegates powers and duties</td>
</tr>
<tr>
<td>Council appoints chairperson</td>
<td>Chairperson appointed by Mayor</td>
</tr>
<tr>
<td>Committee may co-opt non-councillors</td>
<td>Committee comprises only councillors</td>
</tr>
<tr>
<td>Committee plays an oversight role for the effective performance of functions of Council</td>
<td>Committee is established to assist the Mayor</td>
</tr>
</tbody>
</table>

Section 33 of the Municipal Structures Act provides that a municipality may establish committees detailing the specific powers of such committees and the need for delegation and commitment of resources to such committees. Section 79 Committees are established by the Council and its members for the efficient and effective performance of the Council. Members of the Committee comprise members of the Council, which determines the powers and functions of these committees.

Municipalities are not obliged to establish Section 79 Committees and the general trend is for municipalities to establish Section 80 Committees rather than Section 79 Committees. Section 80 Committees are also established by the Council, specifically to support the Mayor. The Executive Mayor may appoint a person from the Mayoral Committee or Executive Committee to chair each committee (Section 79 Committees) and may also delegate powers and duties to these Committees if necessary.

To promote inclusive, participatory governance, municipalities should be encouraged to use the committee system, with preference given to Section 79 Committees rather than Section 80 Committees that serve to support the Executive in the Council. De Visser et al. (2009) argue that where Section 79 Committees do exist, the trend, especially in larger municipal entities, is to relegate them to a management function covering more generic areas rather than those which specifically deal with oversight. This renders Section 79 Committees “toothless” in respect of the effective oversight role they should be playing through the Portfolio Committees. Quarterly Council meetings are not conducive forums for raising sector specific issues. By restricting
Portfolio Committees to Section 80 Committees, ordinary councillors are excluded from discussions on plans and policies to be implemented:

The deliberations and recommendations of a Section 80 committee meeting are conveyed to the executive through a member of the executive in a meeting that may well be behind closed doors. This also means that councillors who have a seat in Section 80 committees have no knowledge of how the recommendation of the latter was delivered to the mayoral committees. In a municipality that is dominated by Section 80 committees, the room for an ordinary councillor to exercise oversight is therefore limited. Despite these weaknesses, councillors have the responsibility to make important decisions by voting in Council.

On issues such as resolutions of Council, policy changes, the Integrated Development Plan and the annual budget are taken into account. Councillors therefore need to be informed about the content of plans, but for many councillors, especially opposition councillors, it appears that they are excluded from key discussions revealing the content of policies and plans. Once decisions have been taken in the Party’s caucus, Party members are expected to vote in the Council sitting according to that decision. PR Councillors are usually responsible for this. Enforcing councillor accountability remains paramount in the affairs of the Municipality. A local accountability framework has been established to ensure municipalities are accountable to their citizens.

This framework is enshrined in the Code of Conduct incorporated into the Municipal Systems Act (2000) that is meant to ensure councillors and Council abide by the principle of accountable local government. Briefly the Councillors’ Code of Conduct stipulates that councillors must: perform their duties in good faith, honestly and in a transparent manner; attend meetings of Council or Committees they are members of, and if they do not attend such meetings they are required to obtain a leave of absence; not stand to acquire any direct benefit from a contract concluded with the municipality; not engage in any other paid work without the consent of council if they are full time councillors; not use their privilege or confidential information for private gain or for themselves.
The objectives of the local sphere of government are outlined in section 152 of the Constitution of the Republic of South Africa, 1996. The section states that local government has as objective to provide services to communities in a sustainable manner, to promote social and economic development, to promote a safe and healthy environment, and to encourage the involvement of communities and community organisations in the matters of local government.

For the purpose of this article, the objectives of local government are the objectives which councillors as political leaders in local government should strive to achieve.

Three categories of municipalities are provided for in section 155 of the Constitution of the Republic of South Africa, 1996. A category A municipality is a municipality that has exclusive municipal executive and legislative authority in its area of jurisdiction.

A category B municipality is a municipality that shares municipal executive and legislative authority in its area with a Category C municipality within whose area it falls. A category C municipality has municipal executive and legislative authority in an area that includes more than one category B municipality. Prior to 2011 South Africa consisted of 283 municipalities, currently there are 278 municipalities (8 metropolitan municipalities, 226 local municipalities and 44 district municipalities).

A developmental state is a state that excels in public administration and intervenes strategically in the economy to promote social development. It is a state concerned with integrating dual economy by addressing the socio-economic needs of its entire population, especially the poor, the marginalised and the historically disadvantaged. A well-managed and democratic state that builds its legitimacy on its capacity to simultaneously foster productive economic activities and economic growth quantitatively improves the living conditions of its people. (National Capacity Building Framework 2007:9).

Local government in South Africa has a developmental role in terms of the Constitution of the Republic of South Africa, 1996 and the White Paper on Local Government, 1998. Developmental local government requires political leadership which creates opportunities to account to the community over and above regular elections. Increased accountability ensures that the actions of the councillors to resolve the aspirations of the community would increase the legitimacy of the council and deepen local democracy. This article argues for leadership development programmes for
councillors in local government to equip them with the skills, competencies and knowledge to be able to promote the role and objectives of developmental local government.

2.4.1 Roles and functions of Councillors

In order to provide strategies for effective leadership development it is important to ascertain what their roles and functions are. Differentiation must be made between two different types of councillors, proportional representative councillors and ward councillors. Proportional representative councillors are elected through a system where the electorate votes for a party and the party decides on a candidate who will represent the party as a councillor.

Ward councillors are elected for directly by the electorate in a particular ward. For the purpose of this article both proportional representation and ward councillors are referred to. Councillors serve as the representatives of the people. This role is based on the principles of representative democracy which recognises the need for people to have a voice in their government but assigns that voice to selected persons chosen through the voting process (SALGA LG circular 2006:48).

Councillors serve as facilitators of community and constituency input. The principle of participatory democracy is where citizens have the right not only to elect their representatives but to participate actively in government decision-making on a continuous basis between elections (SALGA LG Circular 2006:49). Councillors help to monitor municipal performance. Councillors act as a key feedback mechanism for monitoring whether the municipality’s plans and programmes are achieving the intended effect and whether services are provided in a way that is efficient and fair. Councillors serve as a communication link between council and the community.

The roles and functions of councillors require specific skills, knowledge and competencies. As councillors in local government are elected and not appointed, capacity building initiatives such as leadership development programmes provide an avenue to ensure that councillors build their leadership capacity.
2.4.2 Leadership in Local Government

There are almost as many definitions of leadership as there are people who have attempted to define it (Stogdill 2004:259). Leadership is defined by (Rothwell & Kazanas 2009:5) as the process of influencing the activities of an organised group toward goal achievement and deduces that leadership is not linked to position, but it is linked to the ability to influence others. It can therefore be argued that any person in the organisation can be regarded as a leader regardless of where he or she is in the organisational hierarchy.

According to Brache (2003:120) leadership is the process of defining current situations and articulating goals for the future. It involves making the decisions necessary to resolve a problem or achieve the goals; gaining the commitment from those who have implemented these decisions. Therefore, leadership can be regarded as the responsibility that a person assumes over a number of people in order to motivate them to reach a particular goal.

There are common factors that are common in all definitions of leadership which are; that leadership influence and that individual behaviour can be directed for the benefit of the organisation Logola (2007:13). The aim of leadership is to achieve organisational goals.

A leader must recognise the abilities of individuals in the organisation and establish how these can result in the best performance. It is in the context of leadership that leadership development becomes an important aspect of any organisation. The definition of leadership highlights the components that are vital in leadership; leadership development then focuses on developing these components. There are different leadership styles that are carried out by leaders.

Clarify the role of subordinates initiate structures and provide appropriate rewards, and conform to organisational values. Charismatic leaders have the capacity to motivate people to do more than is expected of them, they motivate people to do more than is expected of them whereas transformational leaders have the ability to make the necessary successful changes in the organisation’s vision and mission and goals (Smit et al, 2011:323).
Although there are different leadership styles, this article argues for leadership development that is based on the roles and functions that councillors perform. For the purposes of this article councillors are required to provide leadership in municipalities and enable municipal officials to be able to implement the policies that are sanctioned by council. This means that councillors influence the work of municipal officials in order to carry out the policy decisions of the political parties they represent. It is important to differentiate between leader development and leadership development.

Leader development includes those aspects commonly understood to result from individual development initiatives, changes in self-awareness, learning and behavior (Martineau 2004:5). Hannum et al (2007:18) define leadership development as “the expansion of the organisation’s capacity to enact leadership tasks needed for collecting work, setting direction, creating alignment and maintaining commitment.” Leadership development includes aspects associated with leader development but also involves connections among.

Individuals and among groups. Leadership development builds the skills, knowledge and abilities of a leader in order to develop and improve these competencies. In the local government context, leadership development aims to develop the skills of senior elected office bearers and appointed officials in local government to ensure that they have the competencies necessary for improved service delivery. In order for councillors to carry out their leadership roles effectively, they must be capacitated with the leadership skills to be able to lead.

2.5 The political/administrative interface.

The political/administrative interface is explained by Thornhill (2005:182) with the practical example of a motor vehicle. The public administration and politics interface is where the tyre hits the road. In the case of a motor vehicle, the bonding between the tyre and the road determines the extent to which the driver is in control of the vehicle. If the bonding is insufficient due to tyre failure or road inconsistency, the vehicle tends to move in any direction but forward.

By this it is meant that the executing authority is the tyre and the political office-bearer is the road, there has to be a relationship of trust and the responsibilities need to be clear (Thornhill 2005:182). It is important to ensure that there is clarity of roles and responsibilities in municipalities between elected and appointed officials.
The debate on the separation of politics from administration has been on-going for decades as explained by scholars in Public Administration. Woodrow Wilson in his article The Study of Administration asserts that the field of administration is a field of business, removed from the hurry and strife of politics. It is part of political life only as the methods of the manufactured product as machinery is part of the manufactured product. Policy does nothing without the aid of administration (Wilson 1887:12-13).

There is a difference between the function of seeing that laws are enforced and that of actually performing the functions the law calls for (Willoughby 1936:219). Public administrators are tasked with the job of elaborating and detailing of broad policy frameworks as put forward by political office bearers.

This entails the entire policy process, from formulation of policies, to the implementation (where these detailed policies have been adopted by political office bearers) and the review of policies (Kuye (2011:171). Elected and appointed officials in municipalities have to work together in order to promote the developmental role of local government. It is a reality however that politics and administration interface in municipalities which has an impact on the leadership role of councillors.

The results of interviews conducted by Logola (2007) with organised local government in terms of the context within which councillors execute their leadership role indicates a tendency for councillors to interfere with administrative matters in the domain of appointed officials instead of providing leadership in this regard. To illustrate this, one Municipal Manager reported that a councillor entered his office. The manager politely enquired how he could help. The councillor indicated that he was there to monitor the performance of the official. The councillor wanted to see “what the official did from 08h00 to 17h00 because it was important that the municipality remains accountable to the community.”

This is a practical example of the interface between politics and administration. Four types of political behaviour in organisations are outlined by Smit et al. (2011:327); the first is when a manager or a leader promises someone something in exchange for that person’s support. An example of this in municipalities could be when a councillor is offered a vote in exchange for something they do for someone else. The second type of political behaviour is persuasion which plays on a subordinate’s emotions and may even include fear or guilt.
Another type of political behaviour is the creation of an obligation, for example support in a particular matter even if opposed to it, being fully aware that the managers support will be needed sometime in the future (Smit et al. 2011:328). The fourth type of behaviour is the use of force to get one’s own way. It becomes important to develop leadership development programmes that take into account the impact that political behaviour has on leaders and their leadership role.

To develop leadership capacity of councillors to enable them to effectively function as leaders in municipalities the environment within which they execute their roles and functions must be considered. The impact of the political administrative interface on councillors’ duties therefore has to be considered to ensure effective leadership development programmes that reflect the context within which councillors lead.

2.6 Defining Oversight

The literature is replete with different definitions of oversight. Oleszek (2008:11) defines oversight as supervision or watchfulness which denotes authority to oversee, monitor, review, or evaluate performance and or operations. Another useful definition of oversight is provided by Lemos. According to Lemos (2006:2) oversight describes the nature of the relationship between the legislature and the executive in terms of the former having the right to monitor, supervise and control as well as the latter having an obligation to subject itself to scrutiny.

2.6.1 Legislative Oversight

Taking the definition of Lemos forward, this study uses the legislative as an adjective to oversight. The term legislative is often used synonymously with terms such as political or parliamentary when discussing the notion of separation of powers. In general, the term legislative connotes the authority of the legislature to act in the interest and on behalf of the public.

This authority provides the legislature with implied legal and political justification and legitimacy to speak and act on behalf of the public as a concept, legislative oversight has evolved progressively from being a neglected function of the legislature to one positioned at the core of its functions. The notable prominence of legislative oversight can be attributed to the growing levels of distrust between the legislature and the executive, as well as the complex nature of government administration.
Therefore, oversight is a distinct legislative function. The following quote attributed to Woodrow Wilson, captures very succinctly the essence of legislative oversight: "It is the proper duty of a representative body to look diligently into every affair of government and to talk much about what is seen. It is meant to be the eyes and the voice, and to embody the wisdom and will of its constituents. Unless Congress has and uses every means of acquainting itself with the acts and the disposition of the administrative agents of government, the country must be helpless to learn how it is being served.

2.6.2 Legislative Oversight

Legislative oversight is a loosely defined concept that covers a wide variety of obligations and responsibilities of the legislature. According to Lemos (2006:20), legislative oversight entails a process of holding the executive and other administrative structures accountable for their actions, or for their failure to act. Swartz and McCubbins (2011:88) define legislative oversight as deliberate attempts to detect and remedy executive-branch violations of legislative goals. Lemos also defines legislative oversight as activities that encompass any kind of control performed by an intra-state set of institutions designed to constrain illegitimate or arbitrary power and to discourage abuses and illegalities perpetrated by the state itself.

Authors define legislative oversight from different perspectives. For example, Fölscher (2009:11) defines legislative oversight as a mechanism for assessing government initiatives and approving, amending or rejecting them before the fact. On the other hand, Pelizzo and Stapenhurts (2010:35) refer to legislative oversight as the obvious follow up on activity linked to decisions approved by the legislature Schick (2010:33) defines legislative oversight as the "review after the fact" and puts emphasis on investigatory activity of past administrative activity.

Oversight as inquiries about policies that are or have been in effect, investigations of past administrative actions, and the calling of the executive officers to account. Lyons and Thomas define legislative oversight as encompassing all activities undertaken to influence administrative behaviour, during programme implementation as well as afterwards (Folscher, 2009:11).

Ogul (2009:11) defines legislative oversight as "the behaviour of legislators, individually or collectively, formally or informally, which results in an impact on bureaucratic
behaviour in relation to the structures and processes of policy implementation. The key distinction between the above definitions relates to the question when legislative oversight is exercised. Is oversight exercised prior to approval or authorisation of executive proposals, or during implementation of what was enacted or during the auditing stage. In some instances, the definition is more encompassing.

2.6.3 The Authority to exercise legislative oversight.

This section deals with the authority of the legislature in oversight processes and activities. It assesses the authority of the legislature over the executive. It specifically highlights how the authority of the legislature in financial matters enables the need for legislative oversight. Strom states that the essence of parliamentary democracy is that constitutional authority is delegated through a single chain of command whereby the legislature delegates to the executive.

Consequently, the authority for legislative oversight emanates from the legislature being the supreme institution over all the constituent aspects of law making powers. Strom further suggests that ultimately legislatures serve as the focus of executive decision making. As a result, the legislature is often granted political and legal mechanisms to subject government activities to scrutiny in order to enable participation in all aspects of law-making and the implementation of government decisions.

Authority to exercise oversight over the executive and administrative structures is either granted or implied in the legal and or political configurations of the relevant state or government. The authority for oversight is mostly applied through legislative processes such as law making and budgets and often takes the form of authorisation, investigations and general inquiries of the executive. The authority for oversight is also influenced by principle such as power of the purse that is mostly located in legislatures. The concept of the power of the purse is explored in more detail below.

2.7 Municipal Structures Act 117 of 1998

The Municipal Structures Act 117 of 1998 provides for the processes of establishing municipalities and municipal executive structures. The provisions that are most relevant to this study are the municipal objectives, decisions and business of municipal council as well as those on the establishment of committees.
2.7.1 Municipal Objectives

The Structures Act instructs the municipal council to strive within its capacity to achieve the objectives as set out in section 152 of the Constitution. In terms of this section, a municipal council must annually review its overall performance in achieving the objectives outlined in section 152 of the Constitution.

The above section confirms the role of the municipal council in reviewing the Performance of the municipalities in achieving its objectives. This role is a critical aspect of oversight including budget oversight. Accordingly, the municipal council is obligated to establish performance measures that will inform the behaviour of the other structures of the municipality in realising the municipal objectives.

2.7.2 Decision of Municipal Council

Key decisions of the municipality require the approval of the municipal council. The Structures Act provides that before a municipal council approves of the integrated development plan and any amendment to that plan; and the appointment and the conditions of service of the municipal manager and a head of a department of the municipality, the Executive Mayor or the Executive Committees must first submit to the council a report and recommendations.

2.8 Conclusion

It is paramount that Municipal Council must be recognized as an important stakeholder in rural areas though it is imperative that they must be integrated in local government structures so as to minimize tensions in policy development processes and programmes. A policy should be developed to give effect to the Constitutional obligation on the role of Councillors so as to avoid conflict which might be as a result of interventions.
CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

The primary goal of this chapter was to provide different research designs that were used to interact with the respondents. The focus is to present the tools, through which the data were collected. In this chapter the research design, methodology and sampling are explained. A research method is a special form of procedure, through which certain processes are carried out. According to Leedy (2004:90), it is important to recognize the fact that data and methodology are inextricably interdependent. Methodology is merely an operational framework, within which the facts are placed, so that the meaning may be seen more clearly (Leedy, 2004:91).

3.2 Research Design and Methodology

3.2.1 Research Design

According to Bless and Higson-Smith (2005:69), research design is the planning of a scientific research from the first to the last step. It is a programme to guide the researcher in collecting, analysing and interpreting observed facts. The research design is the plan for the study, provides the overall framework for collecting the data, outlines the detailed steps in the study and provides guidelines for systematic data gathering (Strauss & Corbin, 2001:17).

A research design is the arrangement of conditions for collecting and analysis of data in a manner that aims to combine economy in procedure (Neuman, 2000:17). In addition, Neuman (2000:18) further indicate that the research design is a plan that will be applied during the investigation in order to answer the research questions and aims at trying to ensure that answers to questions are accurate ones. The design shows, which individuals will be studied as well as when and where. The goal of a sound research design is to provide results that are judged to be credible.

According to Bailey (2007:13), research design is a stage where the researcher must decide how to measure the two main variables, hypothesis and the group of people, who will be used as research subject, what their particular characteristics should be and under which circumstances the data will be gathered. Kruger and Welman (2001:46) define research design as the plan, according to which researchers obtain research participants and collect information from them.
De Vos et al (2008:81) define research design as the plan or blueprint, according to which data are collected. For this research a phenomenology design was used as councillors in the municipality, ward councillors, Speaker of Council, Municipal Manager, Ward committees, community members and other interest groups constituted the focus group and using structured questions. The information received was collated, analysed and interpreted into a meaningful conclusion of this research.

For purposes of this research, it is important to reflect on the research approach used, to understand the guiding principles, on which the research techniques were based. The process of research concerns not just methods, but also the underlying methodology, philosophy of social research, in terms of which the basis assumption and criteria underlying research are framed (Bailey 2002:32).

There are different approaches to research, which are qualitative and quantitative. According to Bryman and Burgess (2009:36-37), quantitative research is essentially an exploratory and unpredictable way of conducting social investigation, while qualitative research is depicted useful as a means of eliciting hunches and hypotheses, which can be tested more rigorously by quantitative research. In quantitative research the researcher’s contact with the people studied is non-existent, due to the use of some methods associated with the research. Qualitative research entails a much more sustained contact especially when participant observation is the central method.

A combination of both qualitative and quantitative methods was applied by the researcher to minimize the weaknesses inherent in each of the two so as to maximize validity of the exercise. The purpose of using quantitative analysis was to make observation more explicit. Quantitative analysis makes it easier to aggregate, compare and summarize data.

On the other hand, quantitative approach conceptualizes reality in terms of variables and the relationship between these variables. It rests on measurements and therefore restructures data, research questions as well as design. Quantitative researchers tend to rely more heavily on deductive reasoning, beginning with certain premises and then drawing logical conclusions from them. Furthermore, this type of research is associated with analytical research and its purpose is to arrive at universal statements.

In quantitative methodology the researcher assigns numbers to observations. By
counting and measuring things or objects, data are produced. Quantitative research is underpinned by a distinctive theory as to what should pass as warrantable knowledge. It requires methods, such as, experiments and surveys to describe and explain phenomena. The methods could include techniques, such as, observations and questionnaires (Brynard and Hanekom, 2007:29).

In contrast, qualitative researchers make considerable use of inductive reasoning. These researchers make many specific observations and then draw inferences about large and more general phenomena. Qualitative research seeks to describe the complexities of the human experience, be it within or outside the workplace.

Strauss and Corbin, (2001:17) define qualitative research as any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification. In addition, Henning (2003:8) states that qualitative research is a research that utilizes open-ended, semi-structured or closed structured interviews, observations and group discussions to explore and understand the attitudes, opinions, feelings and behaviour of individuals or groups of individuals. According to Mouton and Marais (2006:160), qualitative research concepts and constructs are meaningful words that can be analysed in their own right to gain a greater depth of understanding of a given concept.

Mouton and Marais (2006:205) further state that the qualitative method is implemented, ño understand the complex processes that precipitate human interaction, it is necessary to obtain information that is relevant to various attitudinal, situational and environmental factors in the world of those being investigatedò Qualitative methods are flexible more so than quantitative methods.

According to Bless & Higson-Smith (2000:156), quantitative research is conducted using a range of methods, which use measurement to record and investigate aspects of social reality. It deals with data that are principally numerical. Quantitative research is thought to be more concerned with the deductive testing of hypotheses and theories.

Conversely, qualitative methodology refers to research, which produces descriptive data. Usually no number or counts are assigned to observations. The indispensable condition or qualification for qualitative methodology is a commitment to seeing the world from the point of view of the actor or participant. Qualitative research entails discovering novel or unanticipated findings and the possibility of attending research
plans in response to accidental discoveries. Furthermore, qualitative methodology allows the researcher to know people personally and to see them as they are, to experience their daily struggles when confronted with real life situations. This enables the researcher to interpret and describe the actions of people.

In qualitative research, methods such as case studies, in-depth interviewing of the key informants, participant observation, and questionnaires are used. The measures used in this type of method are highly structured and primarily tend to use closed-ended questionnaires and may be administered in either an interview or questionnaire. Proportional representative councillors, community members, ward councillors and ward committees, Speaker of Council and Municipal Manager were interviewed through the use of questionnaires. In addition these officials were also observed in their respective operational areas. The information gathered was collated into themes, analysed and interpreted into meaningful conclusion.

3.2.2 Research Methodology

3.2.2.1 Sampling and Population

The sample population of this research will consist of 20 Councilors, this will include both PR and Local Municipality representatives and Executive Councillors. Sampling is one of the important steps in the research plan, because it determines the participants in the research. For the purposes of this study, stratified and purposive sampling were used. A stratified sample is a type of random sample, in which the researcher first identifies a set of mutually exclusive categories and then uses a random selection method to select respondents in each case.

On the other hand, a purposive sampling technique is characterized by identifying access points or settings where subjects could be more easily reached, and by selecting especially knowledgeable subjects. In purposeful sampling, the researcher selects particular elements from the population that will be representative or informative about the topic. Purposive sampling is a form of non-probability sample, in which the subjects selected seem to meet the study’s needs.

This form of sampling generally considers the most common characteristics of the type it is desired to investigate, tries to figure out where such individuals can be found and then endeavours to study them (Baker, 2004:163). On the basis of the researcher's
knowledge of the population, a judgment is made about which participants should be selected to provide the best information to address the purpose of the research.

The sample could provide data that would be used as a basis for answering the research questions or testing of the hypothesis. Bless and Higson-Smith (2005:36) discusses the main advantages of sampling as: Gathering data on a sample is less time consuming; Gathering data on a sample is less costly, since the costs of the researcher are proportional to the number of hours spent on data collection; and Sampling may be the only practicable method of data collection.

Sampling is a practical way to collect data, when the population is extremely large and must be representative of the wider population. The target population of the study comprised Councillors, ward committees and other interest groups and each category was supplied with 30 questionnaires. This was done in order to get detailed information on their experiences.

The sample size was deemed representative enough in order to warrant a fair reflection of the views of the councillors. In order for a sample to be considered reliable, it must consist of a reasonable number of people (Marshall & Rossman, 2005:55). The samples were selected from homogeneous groups and according to the proportions from which these were represented within the sample. Some participants failed to complete the questionnaires and therefore, did not return the questionnaires either.

3.2.2.2 Research instruments and procedures Interview survey

The field interview involves asking questions, expressing interest and recording what was said. The field interview is a joint production of a researcher and a member. Members are active participants, whose insights, feelings and cooperation are essential parts of a discussion process that reveals subjective meaning. According to Clark and Sartorius (2004:15), interviews are qualitative, in-depth and a semi-structured procedure of conducting research.

An interview involves mutual sharing of experiences. A researcher might share his/her background to create trust and encourage the informant to open up, but does not force answers or use leading questions. It encourages and guides a process of mutual discovery. In interviews, members express themselves in the manner in which they
normally speak, think and organize reality. The focus is on the respondent’s perspective and experiences and in order to stay close to the respondent’s experience, the researcher must ask questions in terms of concrete examples or situations (Neuman, 2000:371).

To assist the participants in conceptualizing the purpose of the study and to provide ideas that would form the basis of the study, interview schedules with structured questionnaire were drawn up. Formal interviews were mostly conducted to gather information. Structured methods of interviewing engendered an open questionnaire that helped to minimize the risk of inaccuracy of respondents who needed more clarification.

Councillors, as well as the Speaker and Municipal Manager were interviewed using structured questionnaires. The questions were used to elicit ideas on practical experiences by role-players and their day-to-day encounters. The interview survey assisted the researcher to access a better understanding of the respective roles of the role-players and could assist in moving forward in differentiating their responsibilities.

Mouton and Marais (2006:212) posit that the aim of the qualitative interview is to provide a framework for the subject to speak freely and in his/her own terms about a set of concerns, which the researcher brings to the interaction and whatever else the subject may introduce. The interviews were done in the form of one to one discussions. Appointments with different participants were made to ensure their full participation.

At each appointment, interviews were conducted. The purposes of the interviews were to determine the understanding of the participants on the assessment of the impact of oversight by councillors on service delivery and also to determine their response and the challenges thereof.

4.2.2.3 Questionnaire survey

According to Bless and Higson-Smith (2000:156), a questionnaire is an instrument of data collection, consisting of a standardized series of questions relating to the research topic to be answered in writing by participants. Questionnaires encompass a variety of instruments, in which the participants respond to written questions to elicit reactions, beliefs and attitudes. The researcher chooses or constructs a set of
appropriate questionnaires and asks the participants to answer these questions, usually in a self-administered form that requires the participant to check the responses.

Mouton and Marais (2006:107) define a questionnaire as a set of questions on a form, which is completed by the respondent in respect of a research project. A questionnaire was developed and issued to the participants, who filled in the questionnaire; the information was then collected through home visits and at municipal offices. The respondents had an opportunity to ask the researcher for clarifications.

The data were personally collected by the researcher, with the advantage that some of the questionnaires were completed in the presence of the researcher. A close-ended questionnaire was used, as this type provides a number of alternative answers, from which respondents are to select one or more. Close-ended questions do not discriminate against the less talkative and inarticulate respondents.

The researcher distributed questionnaires by hand, so that sample respondents could complete it. This method was a challenge, because it proved to be time consuming, as the participants were not readily available at the time of the visit. Other challenges encountered during the process were that some of the participants were not available, but well versed with the matters in relation to their roles.

To avoid unreliability, the written questionnaires were restricted to those who were perceived to be willing to cooperate with the study and direct questions were maximized in order to obtain accurate responses. Written questionnaires were directed mostly at those who were perceived to be more enlightened and whose responses were based more on personal perceptions and knowledge. A recording was made of each interview. The management of questionnaires in the field was organized in accordance with the means that were used, such as, observations.

**Observations**

According to Neuman (2000:361), a great deal of what researchers do in the field, is to pay attention and listen carefully. The researcher becomes an instrument that absorbs all sources of information. In observation, the researcher carefully scrutinizes the physical setting to capture its atmosphere. Observational techniques are used to determine how individuals or groups of people react under specific circumstances either natural or artificial.
Every recording made should be a true reflection of what was observed at the precise moment and not of what was anticipated or predicted. The advantage of observation is that real life behaviour can be perceived, studied and verified. Misunderstanding can also be clarified on the spot. The disadvantage is that a group may feel that an outsider is interrupting them in their work and they may become uncomfortable.

The researcher has managed to observe the general attitude and reaction of the participants during the interview and questionnaire process. Some of the participants were raising questions, which were not relevant to the topic, due to their impatience as a result of the conduct of either traditional leaders or ward councillors. Their level of understanding of their respective roles was minimal. The observation was based mainly on the response from the participants on the assessment of the impact of traditional leaders and ward councillors relations on service delivery.

3.3 Limitations

Some respondents were either unavailable or unwilling to participate in the research. Respondents were de-motivated and demoralized as they claim that no improvement will ever take place in their respective areas, even after this research. Respondents were not readily available for interviews resulting in unnecessary delays in the interview process. The researcher is also a councillor in the District Municipality where the research was conducted.

3.4 Ethical Considerations

Ethical issues are of great importance in that all interviews involved some interaction between the participant and the interviewer. Ethics deal with personal conduct and moral duty, what are perceived as good and bad, right and wrong with moral duty and obligation. The researcher ensured that privacy was maintained and anonymity preserved.

The participants were assured that their personal information would be kept in the strictest confidence and their identities would not be disclosed. Information received from the participants would solely be used for the purpose of fulfilling the study requirements. Finally, written permission from the University was obtained and presented to the participants.
3.5 Conclusion

In this chapter, the research design and methodology were expounded. The interviews were selected, because they would assist the researcher during the time in the field to create variables and note issues of importance when the respondents gave answers to the questions. The respondents who were interviewed were those relevant to give information on the research topic.

The questionnaire and closed ended questions were used in order to get an in-depth understanding of the participants on the respective roles and responsibilities of both traditional leaders and ward councillors so as to arrive at an informed conclusion. The choice of using observations was due to the fact that the researcher had to look at the impact on the communities and the physical expression of the respondents, when responding to some of the questions. The findings emanating from the interviews will be discussed in the next chapter.
CHAPTER FOUR: RESEARCH FINDINGS AND INTERPRETATIONS

“As the political head and a member of the mayoral committee, I have a responsibility of oversight. Therefore I need to be part of the IDP process for the needs of the community” Research respondent.

4.1 INTRODUCTION

In the preceding chapter a detailed design and methodology was discussed as to how the researcher is going to acquire the data from the selected sample. This chapter is going to detail the findings of the research as well as the interpretation thereof. The authority of the municipal council, reports, committees, standing rules and research capacity were highlighted as key to institutional criteria for effective oversight processes. The aim of this section is to identify and discuss the relevant legislative measures for oversight.

In the South African context, local government is a sphere of government provided for in terms of Chapter 7 of the Constitution of the Republic of South Africa. The inclusion of local government in the Constitution represents a significant enhancement of the legal status of local government which was hierarchically subservient to other levels of government before 1994.

The current constitutional and legislative scheme has endowed municipalities with a constitutionally defined status, constitutional objectives and constitutional powers. Local government derives its existence directly from the Constitution and accordingly enjoys the legal status and authority to determine its own character without being just an administrative arm of the other spheres of government. Another significant aspect of the current status of local government is the identification and requirement to fulfil the objects of local government in the Constitution. These objects of local government are to:

- Provide democratic and accountable government for local communities;
- Ensure the provision of services to communities in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- Encourage the involvement of communities and community organisations in the matters of local government.
In terms of this research the particular themes were identified as the researcher interacted with the respondents. This research started by defining the status quo of the sampled population, this was to ensure there is a correct understanding of the participants in the research.

4.1.1 GENDER

Of the respondents selected, and the 17 that responded, 59% of them were females and 41% were males. This statistical data does not reflect that the Municipal council is in majority with the female councillors, but it only reflects the number of councillors who participated in the research process. The figure 4.1 below depicts the distribution of the respondents as per the sample.

![Gender Distribution](image)

FIGURE 4.1

4.1.2 RACE

It was important for the researcher to understand the participants which racial lines they are, this was in order to ensure the proper engagement between the researcher and the participants are very appropriate. Of the sampled and responded participants, 94% of them were African origin, whilst 6% of them were from the white race. It therefore evident that, the Chris Hani District Municipality is the majority of its
councillors from the African origin. Figure 4.2 below depicts the distribution of the respondents.

![Chart showing race distribution](image)

**FIGURE 4.2**

### 4.1.3 LANGUAGE

Respondents were requested to indicate their language preference and of origin, this was to make easy for the researcher to engage with them in the appropriate language. 94% of the respondents were speaking Xhosa as their first language whilst only 6% were Afrikaans speaking. The figure 4.3 below depicts the correct distribution of the responses.
4.1.4 COUNCILLOR STATUS

As this research was done in the district Municipality, there are different types of councillors in this category of the Municipality. It was therefore important for the researcher to indicate/ascertain the status of each research participant in terms of their respective deployment in the municipality. It emerged that all sampled respondents were councillors who hold a status of a proportional representative in the municipality. This therefore means they are not directly elected during the local government election, however their respective parties are elected to council and they therefore represent their parties in council. The below figure 4.4 depicts the distribution in line with the outcome of the research.
4.1.5 EDUCATION

Councillors are often faced with the challenges of high expectations by the recipients of the service delivery, i.e. the communities. This then means there must be often capacitation among the councillors, more especially if they are not in possession of the prior leaning qualifications. It was therefore important for the researcher to ascertain the level of education among the respondents, so as to understand the ability of the councillors to exercise the oversight efficiently. Majority of the respondents stated that they are in possession of the post matric qualification, this was represented by 53% of the respondents, 35% of the respondents stated that they have a postgraduate qualifications, whilst 6% of the respondents stated that they are having only matric and another 6% stated that they have other qualifications that is related to local government. The figure 4.5 below reflect on the statistical data for based on the outcome of this research.
4.1.6 MARITAL STATUS.

Respondents were asked to indicate their marital status for the purpose of the research. There was a 29% of the respondents who stated that they are single, whilst there was 59% of the respondents who stated that they are married and another 12% stated that they are holding the other status when it comes to marriage. The below figure depicts the distribution of the responses direct from the respondents sampled for this research.
4.1.7 AGE GROUP

The researcher further requested the sampled respondents to indicate their age group for the purpose of determining and understanding their different ages and categories they fall under. Of the 100% of the sampled respondents, 65% of the respondents were between the ages of 30-50 years of age, whilst there was another significant 29% of the respondents who are between the ages of 50-60 years of age, and another 6% of the respondents were between the ages of 60-70 years. This is also depicted on the figure below.

![AGE GROUP](image)

**FIGURE 4.7**

4.1.8 EXPERIENCE

The researcher tried to determine the level of experience from the councillors to interact with the municipal processes. The respondents were therefore given an opportunity to state their level of experiences for the purpose of this research. Figure 4.8 below depicts the distribution of the respondents as per the responses received. 65% of the sampled respondents were in the service of the municipality for the period of 0-5 years, whilst 12% stated that they are between 5-10 years, and 23% stated that they are 10-20 years of service in the municipality.
FIGURE 4.8

4.2 OVERSIGHT IMPERATIVE IN LOCAL GOVERNMENT IN SOUTH AFRICA.

There are different oversight models in South Africa, under which the government institutions in particular must abide by as a form of direction and adherence to certain standards. The Constitution of the republic of South Africa establishes the municipalities as the sphere closest to the people, and the service delivery mechanism for government.

Municipalities are specifically a highly guarded institutions in terms of the legislations. They often operate in a so called ‘highly legislated’ environment. For the municipalities to be effective there has to be some considerations placed on the applicable legislation and day to day operations. This research aimed to look closely on the ability of the councillors to exercise their respective oversight and ensure the municipality achieve the objective of ensuring access to basic services by all communities. The researcher in interaction with all respondents and the processes of the municipality, encountered some very interesting findings that will effectively contribute to the body of knowledge.
In the Municipal environment, there are numerous oversight structures who thereby assist council to advice on the oversight functions and roles, such as the Audit Committee, Performance Audit Committee respectively.

Source: Epstein et al. (2007: 22)
Figure 4.10: The causal relationships in the audit committee’s balanced scorecard

Source: Adapted from Epstein et al. (2007: 22)

The suggested framework above consists of the following columns: the best practice components of an effective audit committee based on the four dimensions of audit committee responsibilities, and the related strategic objectives. For each strategic objective, performance drivers, as well as the related measure (evaluation by the Board) and the target (namely, the King III Report) should be determined by the committee as a whole.

The effectiveness rating of performance, and the person responsible for addressing the follow-up steps and inefficiencies, should be indicated by the committee members. This is necessary to ensure optimal performance of the audit committee as well as of
the individual committee members. The measures, targets, rating and follow-up steps should be completed by the audit committee according to their regulatory framework, organisational structure and specific requirements.

4.2.2 ROLE OF COUNCILLORS IN SERVICE DELIVERY

“Public participation encompasses what is being done and what is to be done and how have we managed to do on what we promised, i.e. accountability” research respondent.

Over 75% of the respondents stated that, the deliberations and recommendations of a Section 80 committee meeting are conveyed to the executive through a member of the executive in a meeting that may well be behind closed doors. This also means that councillors who have a seat in Section 80 committees have no knowledge of how the recommendation of the latter was delivered to the mayoral committees. In a municipality that is dominated by Section 80 committees, the room for an ordinary councillor to exercise oversight is therefore limited.

Despite these weaknesses, councillors have the responsibility to make important decisions by voting in Council on issues such as resolutions of Council, policy changes, the Integrated Development Plan and the annual budget. Councillors therefore need to be informed about the content of plans, but for many councillors, especially opposition councillors, it appears that they are excluded from key discussions revealing the content of policies and plans.

Majority of the respondents stated that, once decisions have been taken in the Party’s caucus, Party members are expected to vote in the Council sitting according to that decision. PR Councillors are usually responsible for this. In many municipalities, Section 79 Committees are used more for generic municipal management functions rather than specific oversight functions in key portfolios responsible for specific Service Units, such as, for example, Health and Sanitation. Section 80 Committees appointed to serve the Municipal Mayors only, are very often where these key Portfolio Committees are located.
4.2.3 RELATIONS BETWEEN ADMINISTRATION AND COUNCILLORS

"Communication is key and proper planning is required in the municipality” research respondent.

Respondents were asked if they feel there is smooth interface between the administration and the political leadership in the Municipality. Majority of the respondents stated that, the organizational hierarchy within a municipality can also cloud the disciplinary procedure and the action that should be taken against councillors contravening the Code. The Speaker is the guardian of the Council, tasked with protecting its integrity and is accountable to Council.

The Speaker and Mayoral offices therefore need to respect each other’s authority in relation to the upholding of the Code. All councillors (including the Speaker, Mayor and Executive Mayor) must abide by the Code. The Speaker is tasked with being responsible for the actions and the behaviour of councillors and is responsible for the monitoring and compliance with respect to the Code of Conduct. However, in reality, within many municipalities, the Mayor heads the organizational hierarchy and in such instances the Speaker may ultimately be accountable to the Mayor and not the Council.

The same is applied in the administration whereby the Municipal Manager is solely responsible for the administrative leadership in the Municipality and thus assuming the role of being the Accounting officer of the Municipality.

4.2.4 RELATIONSHIP BETWEEN THE POLITICAL PARTY AND THE COUNCIL

The intended relationship between the political party and the council is not always clear. Party gains control of a council when its councillors are in the majority (or in a coalition). The councillors from one party form a caucus who decides how the councillors will debate and vote in council and its committees.

What is unclear is the relationship between the caucus and the party political structures outside council. Does the caucus have an autonomous voice on issues affecting the municipality only (such as appointments of section 56 managers), or is it simply executing mandates from party political structures, such as regional committee on all matters, including appointment decisions? What, then, is the legitimate influence that a regional party structure may exercise on the caucus and when does such
influence undermine the municipal governance arrangements? At what point does the political party become a governance entity of its own within the municipality? What are the indicators of such development? How is that phenomenon distinguished from legitimate party politics? The difficulties around this problem have surfaced in the interviews.

There would appear to be definite attempts by political party structures other than the council caucus to micro-manage the municipalities. This is easily effected through a very strict culture within the political party of following the political hierarchy. The caucus needs to consult with the branches and the regional leadership before taking a decision; this negatively impacts on the efficiency of decision making as it results in delays at times.

4.2.5 RELATIONSHIP BETWEEN POLITICAL PARTY AND THE ADMINISTRATION.

In law, there is no intended relationship between the political party and the administration. Political influence is exerted by political parties via the political arm of the municipality. The reality is often different. Political parties exert influence directly on the administration. It is important to identify these practices and examine their effect on governance arrangements.

4.2.6 POLICY CONTEXT

"Policies are guiding how the institution should work irrespective of the legislative framework" researcher

Respondents were asked to indicate their level of understanding of the policy context in the Municipality as this is a highly legislated environment and thus needing a policy to function effectively. 95% of the respondents stated that, the policy does address the challenges the municipality faces on a day to day basis in their operations, whilst there was 5% of them who stated that they feel there are shortfalls in the policy context.

Other respondents highlighted that there are high expectations of councillor performance juxtaposed against the reality of low levels of trust and disillusionment, towards local political leaders and municipal officials. Local political leaders and
officials are often requested to assist residents on a wide range of social and economic issues, from helping with fighting alcohol abuse to advice and assistance with starting up a business and assisting with problems relating to unemployment.

Despite these diverse requests for assistance from the authorities, widespread disillusionment with the leadership and perceptions were expressed that the Council and local government, although supposedly being ‘closest to the people’ is rather ‘government that is seemingly far away’. Residents also constantly accuse the Local political leadership of nepotism and discrimination on the appointment of municipal officials. Some of these practices are partly attributed to corruption and demonstrated a lack of trust in the local sphere of governance and leadership.

4.2.7 PUBLIC PARTICIPATION IN MUNICIPALITIES.

Respondents were asked to state their views on the current public participation framework whether it does address the challenges faced by the communities out there in respect of service delivery. 82% of the respondents felt strongly and indicated that, it indeed does address the challenges, they further indicated that, the municipalities must maintain the visibility to the communities at all the times, this will avoid the voter mobilisation approach, instead it will improve the civic education regarding the government operations. There was a significant 18% of the respondents who mentioned that they feel public participation has a negative effect to the communities in the current manner it is done.

They stated that, there are still public protest which is an indication of dissatisfaction in the manner in which government conduct public participation.

4.2.8. DISTINCTION OF ROLE BETWEEN WARD, PROPORTIONAL COUNCILLORS AND TRADITIONAL LEADERS.

The traditional leadership is the new concept in municipal councils. This concept emerged after the 2011 Local Government election, whereby traditional leaders were incorporated to municipalities. Municipalities in the areas where they exist, is in the areas where the responsibility of community mobilisation is the traditional leaders.
Hence the legislation/guidelines for the traditional leadership inclusion finds expression. 100% of the respondents concurred that, there is indeed clear separation of duties between the three categories of community leadership. Whilst there was 100% of the responses agreeing to the sentiments, there was also 65% of the respondents who indicated that councillors have a duty to ensure optimum utilization of resources. There was also a 35% response by the sample who stated that, the councillor roles is very limited.

4.2.9 OVERSIGHT EXERTED BY POLITICAL REPRESENTATIVES

In the local authorities, at council level, the representatives make decisions through the Full Council which is the highest legal organ for making decisions that are to be implemented by the bureaucrats. The Full Council meets at least every quarter of the year. The full Council is supported by a number of committees. These include Finance and Planning Committee, Economic, etc. 100% of the respondents stated that council has the ultimate role in the municipal affairs not the political parties. Councillors should cease to be political party representatives when they enter the council meetings.

The membership of these committees is from the list of Councillors. All issues tabled in the Full Council are scrutinized first by the committees. These organs face some challenges in performing their oversight role. Some of the problems include time space for doing the work properly. According to Mushi and Melyoki (2007:11) there are cases in which papers for the meeting are distributed to the members during the meeting or a day before the meeting which makes it difficult to read them and contribute meaningfully to the oversight discussions.

The reason given is the lack of resource to access the representatives in their wards/localities. For example, the council is unable to provide transport to the councillor when she or he comes to attend the meeting. Another major problem is the issue of capacity of these representatives to handle technical issues. There are very few of such representatives who can read financial reports and interpret them correctly and use them to influence decisions.

Local Government has a system for providing information to representatives either in the form of guidelines which help them to participate in the process of formulating
plans and budgets, or in the form of actual revenue and expenditure reports which can help them know the sources of finances and how such finances have been used. There are guidelines which are useful at national level applying mostly to central government institutions, and there guidelines which apply to the local government authorities.

A further element pertaining to the effectiveness of the functioning of council, is clear role definition regarding the implementation of oversight functions. One problem highlighted was the lack of clarity about who should follow up on the implementation of council resolutions - the speaker or the mayor? In some councils, it is the speaker that checks if council resolutions are implemented, in accordance with a register of resolutions.

What can make the practice problematic is when there are no clear guidelines of how councillors interact with the administration and how the MM is kept informed about the councillor’s dealing with an official. There is thus an absence of Terms of Reference that stipulate protocols for interaction between councillors and the administration.

There appears also to be no clear and common understanding about the meaning of "Interference". There seems to be at least two ways at looking at interference. The first, benign, way is to ensure that municipal officials do what they supposed to do to ensure that they clear drains when there is a problem. The other form of interference is trying to get officials not to follow rules and policies.

4.2.10 COUNCIL ACCESS TO INFORMATION FOR THE PURPOSE OF OVERSIGHT

Financial information provided is in professional formats which cannot be understood by any professionals. For example, publication of the balance sheets and revenue and expenditure statement in format proscribed by in international financial reporting standards may pose problems to non-financial experts.

70% of the respondents indicated that, there is sufficient access of councillors to information, whilst there was another 21% who disagreed that council has full access to information, there was also a low number of respondents who were not sure, and that was represented by 9% of the total sample.
The other problem is that of language used in the reported information, this view was expressed by a number of respondents given the fact that most of the respondents indicated that their level of education of matric and post matric respectively.

There is therefore a problem of accessing information that is useful for discharging oversight responsibilities. The problem is compounded further by the lack of skills on the part of the representatives. Low analytical skills hamper the use of such information. Some respondents cited the following as the main challenge for them to access the information, namely:

- The annual financial statements are prepared by the finance department within three months after the financial year-end date. The final financial statements included the budget and actuals for the year in question and the previous year’s actuals for comparison purposes. These documents were not prepared in a consistent manner reducing ease of cross year comparison and difficult to understand requiring extensive interpretation.

4.2.11 FINANCIAL AND ADMINISTRATIVE SYSTEMS: CHALLENGES

Majority of the respondents indicated that, there has been improvements in the last few years, there have been significant improvements related to budget process, procurement, accounting and audit. These improvements have also included greater oversight and scrutiny by Councillors, and strengthened capacity of the Municipal Public Accounts Committee. These initiatives have contributed to the creation of a conducive environment for accountability. In spite of the mentioned strength, the following shortcoming which in the final analysis undermine accountability:

- Limited transparency and Access to Information,
- Relatively weak civil society demand for financial transparency, accountability or participation: from NGOs, academia etc.
- Imbalance of attention to expenditure over revenue: there is much more attention on for example expenditure tracking, than what revenues are available, their sources and collection.
4.2.12 INVOLVEMENT IN THE IDENTIFICATION OF PROJECTS FOR THE COMMUNITY.

"Community identify projects through Integrated Development Planning as they do participate in it" research respondent

Respondents showed no understanding as the procedures to be followed when they need certain projects in the community. They do not understand the link between them and ward councillors from the Local Municipalities for implementation of projects.

On the other hand, ward committees were perceived as serving the interests of the elected councillors, ignoring the broader interest of the community. This scenario was portrayed by the response by most of the respondents, claiming that in some projects they were invited, but in others they were not. Their role was being questioned as they were not fully utilized.

Respondents are of the view that community should have their monitoring structures in order to monitor service delivery and other projects in place to avoid any hiring of poor labour and delay in service delivery. The researcher has observed that the level of authority in the community has been and will remain the centre of power in the community and indeed the interactive body between the community and local government.

Principles of Batho Pele on implementation of projects are disregarded; this is acting against the laws of the country stipulating regular consultation with the communities on any project to be implemented in the area. There was a view that, to certain extent projects are imposed without consulting beneficiaries, thereby resulting in the collapse thereof or having to redone because of poor quality. Consultation should not be disregarded in major decisions that affect the lives of community as it is their right to decide. The researcher’s view is that councillors could best mobilize communities their community towards participatory developmental approach as it has been his duty to always do so.

The intervention by Local Government department is very minimal if any, to create platforms to engage and solve the tensions between communities and councillors. Participants are of the view that local government should play a leading role in all service delivery projects by involving councillors’ leaders by proper consultation, creating a platform of working as a team with councillors in Municipalities.
4.2.13 COMPREHENSIVE REVIEW OF LOCAL GOVERNMENT BY COGTA.

"It needs other departments and other stakeholders in terms of intergovernmental relations to carry on with this responsibility" research respondent

Local government has undergone a comprehensive review in the recent past, and this has been as a result of the emanating problems in the country within local government. These ranges from service delivery protest to corruption allegations by the civic society. Respondents majority of the respondents stated that there turnaround plan does not address the challenges experienced by the municipalities, they further stated that, it is rather a ‘helicopter view’ of the challenges in the main. This view was represented by the 91% of the total sample selected. There was also a significant number of the sampled respondents who indicated that, the turnaround does indeed address the challenges experienced in Municipalities.

4.2.14 COUNCILLOR INDUCTION, KNOWLEDGE, ORGANISATIONAL VALUES.

"The legislation that talks to councillor development are very clear" research respondent.

Of the total sampled respondents, there was significantly high number of respondents who strongly suggested that councillors are fully competent, well inducted and adhere to organisational values in the municipality. This further evidenced by the administrative improvement by the municipality in terms of the audit opinion by the Auditor General.

This proportion of the samples was represented by the 90% of the responses received, who all stated that, councillors do have enough knowledge on the affairs of the municipality. And the level of commitment is at the level where it can be deemed desirable as well in terms of the ability to provide guidance to the administrative leadership under the guide of the Municipal Manager.

Whilst there was an overall agreements, there was also a 10% of the respondents who stated otherwise in terms of this particular question. These stated that there is still a room for improvement as far as the councillors’ induction and development is concerned. One respondent stated that ŷthere must be continuous development of us as councillors because we are dealing with a very complex environment."
4.2.15 DEVELOPMENTAL LOCAL GOVERNMENT PRINCIPLES

“The principles of developmental local government are to ensure that local government deliver service that are sustainable” research respondents

The principles of the developmental local government should find expression in each and every municipality. These are the principles under which municipalities are to operate in order to ensure optimum use of resources and at the same time ensure the citizens are fully involved in the affairs of the municipality.

Respondents were asked if they understand the role of a developmental local government in their space of work. Majority of the respondents stated that, developmental local government is key to ensuring smooth municipal operations and void public protest to certain degree.

This majority was represented by 86% of the respondents who strongly agreed to the principles of developmental local government. There was a very low number of respondents who stated that they don’t understand how they can impact to the developmental local government, this was represented by 14% of the respondents.

4.3 CONCLUSION

It can be deduced that the relations between the communities and councillors in relation to service delivery matters is not sufficiently dealt with to serve the cause of ensuring a better life for the people. The monitoring and evaluation committee should urgently be considered by government in order to appropriately address the issues related to service delivery.

Councillors and communities, Local government department should work together for the benefit of the community and should create a mutual trust between them in order to minimize the tension between them. The functioning of the municipality and the future role that can be played by all of these parties.
CHAPTER FIVE: CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION.

The previous chapter dealt in details with the findings and interpretations of the research as per the raw data collected from the respondents. As this chapter begins, the recommendations and conclusion thereof will be detailed in this chapter.

The following are some findings from the study that are relevant for further considerations:

- A trend towards developing a more open professional model of guidance, with the administration supporting and working through first-in-line guidance providers, was detected to have some reservation
- Reference was made to the development of a competence-based approach to training of councillors,
- Clarification of roles between the Ward and proportional representation councillors as well as the traditional leaders.

Based on a literature review and feedback/research findings from the study, a set of core competencies has to be identified, the core competencies should include:

- Ethical behaviour and professional conduct
- Advocacy and leadership training
- Intercultural awareness in order to be able to understand the diversity.
- Ability to communicate effectively
- Designing, implementing and evaluating guidance programmes
- Awareness of one’s limitations relating to the Municipalities and communicate them effectively.
- Ability to co-operate in a team of councillors.
- Knowledge of the lifelong career development process.
5.2 CHANGE MANAGEMENT

Many councillors feel distanced from decision making within their respective councils and administrative interface, and disaffection with the ‘backbench’ councillor role is widely acknowledged. Further to that, they identified six areas for change to the current councillor function, which reflect their desire to act as ‘connectors’ between communities and the council:

- Community engagement: Councillors need to be more actively engaged with all parts of the community if they are to be effective leaders. They need to be empowered and supported to engage with residents and community groups using a range of different tools.
- Advocacy: Councillors need to be able to speak freely and openly challenge the Administrative leadership.
- The political role: Councils need to acknowledge and value the political dimension of the role and not see this as a barrier to improving local service delivery.
- Local action: Councillors and community organisations want elected members to be able to tackle local issues directly, especially persistent problems concerning local public spaces such as fly-tipping, graffiti or unkempt parks and green spaces.
- Influence: Councillors must have real opportunities to influence strategic decisions about how mainstream services are allocated spending, and at a point where local priorities and intelligence can be fully reflected in how services are planned and delivered.
- Local intelligence and information: Members need more and better quality intelligence about local issues in order to make informed decisions and more effectively influence strategic decision making.

To fulfil this connecting role, councillors recognise the need for change management in two directions: they need to be more proactive and community-focused, and at the same time have much stronger links to strategic service planning, particularly over decisions taken ‘beyond’ their roles that have an impact to overall service delivery.

Councillors and officers acknowledged that developing an empowered role for councillors will require major changes to the way local authorities, political parties and
communities work with elected members. Many of these changes are dependent on a cultural shift within local authorities and political parties towards valuing frontline aspects of councillors’ work (such as community engagement and advocacy), and supporting them to operate in this capacity. These are long-term challenges that could take years, if not decades, to effect and must involve commitment from political parties, councils and communities.

In the short term, councillors recognise that they will have to develop different skills to make the transition to a more empowered role and will need new types of support to do this. Members and officers also agreed that councillor activity currently varies widely from place to place, according to the interests, political motivations and skills of individual councillors, pointing to the need for measures to ensure more consistent standards.

5.3 THE ACCOUNTABILITY OF THE EXECUTIVE OF THE MUNICIPALITY

Information flow is essential in order to make a municipal executive account for its decisions and performances in terms of delivering services and meeting locally prioritised outcomes. This, however, presupposes transparency in the manner in which the executive carries out its tasks.

The question is whether the institutional set up of the local government guarantees a transparent executive. Section 20(2) of the Systems Act requires a municipal council and its committees to conduct meetings in public. It specifically prohibits the council and its committees from conducting closed session on certain topics. The application of the process for open meetings to the mayoral committee depends, however, on whether or not the municipal executive can be considered as a committee of council.

The capacity of the municipal council to make its executive accountable is also affected by the particular configuration of the committee system that a municipality opts for. Section 33 of the Structures Act provides that a municipality, taking into account the extent of its functions and powers, the need for delegation and the resources available, may establish committees.

The committee system is made up of Section 79 and Section 80 committees, which are named after the provision of the Structures Act that regulate their establishment. According to section 79 of the Structures Act, a municipal council may establish one
or more committees necessary for the effective and efficient performance of its functions or the exercise of any of its powers. Section 79 Committees can be established by the Council from among its members. Council determines the functions of the committees and may delegate powers and duties to them. Section 80 Committees are established by the Council from its members to assist the executive mayor. The executive mayor or the executive committee appoints a person from the executive committee or mayoral committee to chair each committee and may also delegate powers and duties.

5.4 RESEARCH RECOMMENDATIONS

Based on the conclusion above, the researcher is hereby recommending a number of mechanisms that can mitigate the challenges often encountered by the councillors in ensuring their efficacy and the strength in doing their jobs.

5.4.1 Increasing strategic influence

- The research highlighted ways that the strategic influence of local councillors could be increased, a number of which are strongly related to the Local Government White Paper proposals. For instance, both national and local government need to consider how to bring about a "culture change" in Overview and Scrutiny with more effective independent support and a prohibition of party whipping.
- Municipal Council need to put in place better forms of overview and scrutiny at the ward level such as neighbourhood inquiries to allow non-executive councillors more ability to call in local service providers about local issues.
- National and Provincial government should extend and strengthen the "Duty of Cooperation" (proposed in the Local Government White Paper, 1998) to make sure it applies in wards and in all Local Municipalities.

5.4.2 Reforms and councillor induction

- Parties should agree a series of "national standards" for the operation of political party groups, particularly in relation to diversity, recruitment and selection.
• There should be cross-party support to significantly reduce, if not prohibit, the use of whipping in all aspects of local democracy other than in Council meetings.
• There needs to be significant improvement in councillor remuneration, in that there should be cross-party cooperation in opening a genuine national debate about member allowances and support function.
• Reinforce messages to local governments that they do and can play an important role in improving the diversity of local councillors, alongside political parties. Where these combined efforts have produced positive results, there should be clear ways to recognise, publicise and celebrate success.

5.4.3 Skills, support and information

• Municipal Councils need to invest in more effective ward-based information systems that allow authority-wide performance data to be disaggregated down to be disseminated to councillors in a relevant and timely manner.
• Councils need to develop a more strategic approach to councillor learning and development, this will assist them in enhancing their oversight responsibility.
• Councils need to identify a named official to offer direct support to councillors in respect to their executive support.

5.4.4 Further research

• It is the view of the researcher that, this particular subject provides an opportunity for further research. It is highly recommendable that, this subject of oversight cannot be conclusive in one research of this nature, but can be further explored in a bigger scale where the research can interrogate different types of accountability.
5.5 GENERAL CONCLUSION

The South African system of local government, by and large, provides for instruments that help to establish municipal accountability. It is suggested that the disjuncture between the decentralised system of governance and the centralised rule within political parties poses a specific challenge to the achievement of better accountability and oversight respectively.

Furthermore, a fundamental debate on the appropriateness of the constitutional fusion of legislative and executive powers may be necessary so as to clarify accountability relationships, particularly in larger and district municipalities. In areas where further progress is needed, the progress need not necessarily be pursued through legal reforms as focused support to municipality may go a long way to addressing these concerns.

There is, nevertheless, a strong interest in progressing towards more widespread adoption of zero tolerance towards clean governance which can only be achieved through effective oversight structures, with awareness that collaboration within and across institutions, as well as within and across the disciplines and the professions, offers the potential for cohesive strategies for development.

Progressive growth in practice cannot happen in isolation, but will require support through relevant policy development. In environments where governance and policy has been determined with the goals of bringing together the dimensions of integrated planning processes, in such contexts, the correlation between the attributes of a skilled and productive workforce and the quality of outcomes from Local Government institutions has been recognised.

The concept of communities of practice was identified as one of the mechanisms that would be of significant value, to encourage the sharing of good practice as well as lessons learned, for example, through case studies and information resource kits. The research respondents acknowledges that, given the timeframe for the project, it was not possible to develop detailed case studies of best practice in the use of oversight model.
6. BIBLIOGRAPHY


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ANNEXURE A

20 JANUARY 2014

The Speaker of Council
Chris Hani District Municipality
Queenstown
South Africa

Dear Sir

PERMISSION TO CONDUCT RESEARCH WITH COUNCILLORS

I am a registered student at the University of Fort Hare doing the Masters in Public Administration, As a requirements of the degree, I am expected to conduct a research on a proposed subject. My proposed research topic is as follows: *An assessment of the role of Councillors in their oversight mandate: A case of Chris Hani District Municipality 2011-2013.* This research is supervised by Professor Thakhathi from the University of Fort Hare.

The researcher will sample 10 PR councillors, 5 Local Municipality representatives and 5 Mayoral Committee councillors, the total will therefore be 20 respondents. Participants will be contacted by the researcher and invited to complete the self-administered questionnaire. Ethical issues will be strictly adhered to, thus the strict focus on topic, matters concerning confidentiality, secrecy and respondents will not be mentioned by names on the research report. Data will be collected through questionnaires and are strictly based on the research topic.

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

_________________
R SHWENI
Researcher

COUNCILLOR XOSEN

Supported/Not Supported

Speaker of Council: CHRIS HANI DISTRICT
RESEARCH QUESTIONNAIRE

GENDER

Male  Female

RACIAL SEGREGATION

African  Indian
Coloured  White

HOME LANGUAGE

English  Xhosa
Afrikaans  Other

COUNCILLOR’S STATUS

Ward councillors  PR councillor

LEVEL OF EDUCATION

Matric  Post matric education
Postgraduate  Other

MARITAL STATUS

Single  Married  Other

AGE GROUP

30-50 years  50-60 years  60-70 years

Other

PERIOD AS A COUNCILLOR

0-5 years  5-10 years  10-20 years

20 years and more
How do you understand the role of Councillor in relations to service delivery?

How do you view relations between Councillors and Administration?

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<th>Poor</th>
<th>Average</th>
<th>Good</th>
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Are you consulted by the Administration when there is a development that will take place in your Municipality?

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Are there any areas of development between the Administration and Councillors as far as the relations are concerned?

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<th>YES</th>
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Comment

If the answer is yes, in your view, what are the issues that cause tensions?

___________________________________________________________________
To what extent do they affect service delivery?

___________________________________________________________________
____________________________________________
_______________________________________________

Do you participate in Project Steering Committee for projects taking place in your Municipality?
YES NO
Comment

___________________________________________________________________

Are you involved in the identification of projects to be implemented in your Municipality?
YES NO
Comment

___________________________________________________________________

Does the policy context address challenges faced by local government
Yes No
Comment

___________________________________________________________________

Process of public participation in local government is sufficient enough to address the imbalances of the past and encourage community members to participate in the affairs of the Municipality
Yes No
There is a clear distinction of the roles of ward councillors, proportional representative councillors and traditional leaders in the society

Yes  No

Council prioritises the appointment of the key administrative positions for the purpose of administrative efficiency of our municipality

Yes  No

The comprehensive review of local government undertaken by CoGta is sufficient enough to turn around South African local government

Yes  No
Local government has sufficient Legislation and policies to enhance the service delivery mechanism

Yes  No

Comment_______________________________________________________________

_______________________________________________________________

All councillors fully understand their legislative mandate in the municipality

Yes  No

Comment_______________________________________________________________

_______________________________________________________________

Councillors are inducted before serving in any committee for oversight purposes

Yes  No

Comment_______________________________________________________________

_______________________________________________________________

I fully understand the developmental local government and what is expected of me as a councillors to fulfil this mandate.

Yes  No

Comment_______________________________________________________________

_______________________________________________________________
I have all the skills, knowledge and competencies to fulfil the oversight mandate in my municipality
Yes  No
Comment

All councillors aim to achieve organisational objectives
Yes  No
Comment

There is effective discussion of the council business in the council meetings
Yes  No
Comment

Organisational values are adhered to in my municipality
Yes  No
Comment

Councillors are continuously developed to ensure up to date with the current affairs of local government
Yes  No
In my municipality, councillors have an authority to exercise oversight

Yes  No

Council exercise budget oversight

Yes  No

Council frequently review the performance of the municipality at large

Yes  No

My municipality has a smooth political and administration interface.

Yes  No
CONSENT FORM

AGREEMENT BETWEEN RESEARCHER AND RESEARCH PARTICIPANT

I (participant’s name) _____________________________ agree to participate in the research of Zenzile Raymond Shweni.

I understand that:

The researcher is a registered student at the University of Fort Hare conducting the research as part of the requirements for a Masters of Public Administration degree.

The researcher is interested in my understanding and experience of the role of leadership.

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.

The transcriptions and written narratives will be retained and kept safely during the course of this study.

My participation in this research study is voluntary

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.

Researcher: __________________ Date: __________________________

Participant: ________________ Date: __________________________