Full Length Research Paper

Developing a national cadre of effective leadership towards sustainable quality service delivery in South Africa

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The application of the three (3) dimensional leadership competency model has the likelihood of having a positive impact on a sustainable developmental local governance framework. The purpose of the study was to explore the relevance of the Three (3) dimensional leadership competency model so as to suggest leadership traits that can be used in the enhancement of a developmental local governance framework. The lack of leadership with the requisite competencies and capabilities in the local government system has been the source of corruption and maladministration, and therefore necessitates an intervention in the development of leadership competencies. The research design, approach and method focuses primarily a qualitative approach, namely face-to-face in-depth interviews using a structured interview schedule triangulated through the review of published documents and publications. The findings show that significant progress has been achieved in many areas of the ideal of a developmental local governance framework, yet the lack of a value-based cadre of leaders is reversing the gains that have been achieved in the last 15 years of the ANC rule. Managerial competencies that are key components of leadership limit the acceleration of a developmental governance framework. This study indicates the relevance of the Three (3) dimensional leadership competency model in the enhancement of a developmental local governance framework, and has suggested key elements of leadership traits within the context of what can be used to achieve the objects of a developmental local governance framework.

Key words: Three dimensional leadership, developmental local government, qualitative study, grounded theory, South Africa.

INTRODUCTION

The establishment of a new democratic government in South Africa, under the leadership of the former President Nelson Rolihlahla Mandela in 1994, brought about a series of policy changes. These were all rooted in the principles of the new government's policy framework to support the reconstruction and development of post-apartheid South Africa (Republic of South Africa RDP, 1994). The reconstruction and development program (RDP) was an integrated, coherent socio-economic policy framework that sought to mobilise all the people and the country's resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist South Africa with the local government playing a pivotal role in the betterment of the lives of the historically disadvantaged people (Republic of South Africa RDP, 1994).

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To ensure that local government initiatives reflect the aspirations and ideals of members of local communities, the RDP encourages local authorities to work with non-governmental organisations (NGOs) and community-based organisations (CBOs) to establish minimum conditions of good governance and to implement effective developmental projects. The RDP was intended to be a model for facilitating consultation and joint policy formulation that needed to be emulated by all tiers of government in developing their respective action programmes. The intention was also that organisations of civil society would be responsible for the effective implementation of the RDP in order to continue fostering this inclusive approach to policy development and policy implementation.

In particular, the RDP made it clear that the local authority will gain access to increased resources only if it becomes developmental in its orientation, proactive in winning the trust of local residents, sensitive to issues of affordability, creative about financing models and more efficient in the delivering of services (Republic of South Africa RDP, 1994). Prior to the advent of a democratic government in South Africa in 1994, the local government system was underpinned by apartheid politics and policies of the then national government, which were largely illegitimate and exclusionary in nature. Reddy (1996) points out that, with the exception of white local authorities, local government management during the 1980s/1990s era was characterised by oppression, illegitimacy, inefficiency and fragmentation.

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

These considerations informed by considerations of the RDP principles, culminated in the publication of the 1998 White Paper on Local Government, which introduced a new local governance framework embodied in the concept of "Developmental local government" (DLG). The White Paper defines DLG as "A local government that is committed to working with citizens and groups within the local community to find sustainable ways that meet their social, economic and material needs and improve their quality of life" [White Paper on Local Government, 1998, Section B (1)].

As a new model to guide and inform the conduct of local government officials in the delivery of basic services, the implementation of the multifaceted vision of DLG required an enabling legislative framework. This necessitated the enactment of enabling pieces of legislation including, but not limited to, the Municipal Systems Act (Act No 32, 2000), the Municipal Structures Act (Act No 117, 1998) and the Municipal Electoral Act (Act No 27, 2000). These pieces of legislation provided a practical framework for implementing the constitutional provisions of local government, as articulated in Chapter 7, Section 154 (i) and (ii) and placed local government at the centre of service delivery. They obliged municipalities to provide basic services to communities in a sustainable and inclu-sive manner, and to promote the social and economic development of communities. In addition, the constitution required municipalities to participate in national and provincial development programmes in line with the constitutional principles of co-operative governance.

While the concept of DLG provides a robust framework for accelerating socio-economic development and improving service delivery to all communities, its imple-mentation requires effective leadership to translate the new vision of local government into reality.

To this end, one of the most critical actions required is to enhance the leadership abilities of the local authorities' elected officials, such as councillors and traditional leaders and appointed officials, such as municipal managers and city managers. Within this framework, elected municipal representative councillors are expected to play multiple roles. In particular, they are required "to provide strategic leadership in transforming and restructuring their municipalities to become sustainable local governance entities that can deliver on its constitutional mandate" (Department of Provincial and Local Government and South African Local Government Association, 2003).

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

More seriously, this branding seems to continue the trend of stereotyping African leadership as corrupt and ineffective. Moreover, the lack of effective commitment to service excellence and the "Batho Pele" (people first) principles, low staff morale, costly staff turnover, and political infighting are some of the problems that make it impossible for local government in South Africa to deliver on its constitutional mandate. This state of affairs is not the desired effect of an effectively operating and led system of local government, as envisaged in the concept of DLG.

This study seeks to explore the relevance of the three (3) dimensional leadership competency model in the enhancement of a developmental local governance framework. Its focus is to suggest key elements of leadership traits within the context of what can be used to achieve the objects of a developmental local governance framework and the development of a national cadre of leadership that can work towards the construct of the

White Paper on a developmental local government.

Perspectives on leadership

Good leadership is paramount to organisational success. Without it, organisations are incapable of achieving their goals, as poor leadership leads to failure, and good leadership to success (Lussier and Achua, 2007).

The significance of leadership as a key determinant of success or failure of an organisation is eloquently articulated by John C Maxwell, an internationally recognised leadership expert, who argues with considerable merit that "I wholeheartedly believe that everything rises and falls on leadership. By that I mean that, more than anything else, the leadership of any group or organisation will determine its success or failure" (Maxwell, 2007a,b). According to Magadlela (2008), elected leaders playing vital roles in development programmes and processes often do not have all the requisite know-how in local government systems and processes, let alone managing the volatile relationships around delivery demands from their constituencies.

In contrast to Lussier and Achua's view (2007), which postulates that leadership is a combination of five key elements, Roodt (2005) sees leadership as a function of three key variables. In particular, Roodt (2005) argues that leadership is the principle that integrates values, governance and strategy into a single business model. It is not leadership alone, or business strategy, or governance, which makes the difference in becoming a winner. It is the mutually reinforcing support from each of these critical factors in pursuit of a shared purpose that comes to constitute organisational DNA. Perhaps this difficulty of defining leadership can be traced back to earlier theories and approaches to leadership which emphasised personality traits, situations, styles and attitudes (Robbins, 1992).

These early theories and approaches have been proven to be somewhat outdated and unreliable by numerous scholars, and new research has begun to posit new approaches to the study of leadership and its impact on organisations.

The trait approach to leadership

One of the oldest theoretical approaches to leadership is the trait approach to leadership. This approach viewed leadership from the "Great person" perspective and postulated that leaders are born and not made. The notion that leaders are born can best be found in the Aristotle expression that "from the moment of their birth, some are marked for subjugation and others for command". The aristocratic view that the upper class differs biologically from the lower classes underpins this approach (Johnson and Johnson, 1999).

These early approaches emerged from theorists such as Gordon Allport who suggested that there were nineteen essential traits for leadership, including intelligence and aggression (Charlton, 1993). Cook (2003), writing in the "Current Trends in Leadership Thinking", suggests that the "big man" model of Corporate Leadership has undergone an astonishingly quick collapse and instead leaders are being encouraged to develop their emotional intelligence so as to enhance teamwork and build the effectiveness of others.

The behavioural approach to leadership

The lack of consistency in the trait approach to leadership generated a new generation of leadership approaches, which consider specific behaviours of leaders. Ivancevich and Matteson (1999) cite job-centred and employee-centred leadership and initiating structure and consideration as examples of leadership behaviour. The implication of this theory is that once these traits are identified, leadership can then be taught, and subsequently an infinite supply of effective leaders will be made (Luthans, 2005).

The contingency approach to leadership

Fiedler (1967) proposed that effective group performance depends on the proper match between the leader's style interchanging with the subordinates as well as the degree to which the situations give the leader control and influence.

Fiedler's (1967) failure to include additional contingency variables in his leadership theory gave rise to one of the most popular and influential approaches to leadership, namely the situational leadership theory. This model presupposes that an effective leadership style is determined by the maturity of the subordinates. Maturity in this sense is defined as a person's need for achievement, willingness to accept responsibility and task-related ability and experience (Smit and Cronje, 1992).The limitation of the contingency theory of leadership is that leadership is not always as important as certain individuals' jobs – organisational variables can act as subordinates for leadership or can neutralise the effect of the leader to influence subordinates. Leadership subordinates render leadership unnecessary; it negates the leader's ability to increase or decrease the followers' satisfaction or performance (Ivancevich and Matteson, 1999). Contemporary research on leadership has generated new concepts of charismatic, transactional and transformational types of leadership, and has put a different emphasis on the personality trait theory. Robins (1992) refers to these as implicit theories, which attempt to explain the successes or failures of leaders. The following are examples of implicit theories:

Charismatic leadership

Charismatic leadership originated from the German social

theorist, Max Weber (Evers and Gabrielle, 1996). Charisma is a Greek word that means "gift". The possession of some powers by some individual that cannot be explained logically is called charisma. Charismatic leadership behaviour is a combination of charm and personal magnetism that get other people to endorse a leader's vision and promote it passionately (Ivancevich and Matteson, 1999). While earlier theories of leadership emphasised charisma as an important element of leadership; the role of charisma has not diminished in the latest theories and models of leadership. Conger and Kanungo (1998) argue that charismatic leadership fits in the overall paradigm on leadership. They posit charismatic leadership as a behavioural model that is based on attribution.

According to Conger et al. (1998), charisma must be viewed as an attribution made by followers. The leadership roles displayed by the person make that individual (in the eyes of the followers) not only as a task leader or a social leader and a participative or directive leader, but also a charismatic or non-charismatic leader. Charisma can be considered an additional inferred dimension of leadership behaviour or an additional leadership role. Non-charismatic leaders, on the other hand, have goals that are not discrepant and a weak articulation of goals and motivation to lead. They conform to existing norms and are expert at using available means to achieve goals within the framework of the existing order. Charismatic leaders have personal expert power whereas non-charismatic leaders rely on position power based on rewards (Conger et al., 1998).

Transactional leadership

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

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

Transformational leadership

Transformational leadership is a special type of transactional leadership. Here the employee's reward is internal.

The leader motivates employees to work for organisational goals, achievement and self-actualisation and not for self-interest and security. The leader persuades followers to work hard at achieving goals envisioned by management (Ivancevich and Matteson, 1998).

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

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

Transcendental leadership

A much newer concept in leadership is the notion of transcendental leadership, which extends beyond the transactional and transformational theories of leadership. It argues that for leadership to find meaning, it must be value based and spiritual. In transcendental leadership, leadership is formed by mutual consent and traditional leadership roles are replaced by co-ordinators (Oesterberg, 1993).

The term transcendental leadership is used to describe transformational leadership that is also based on particular values and ethics, such as collaboration and service orientation. It is about leadership wisdom, the ability to know what is needed in the moment and to appropriately fulfil a worthwhile purpose (Verwey, 2006). The notion of transcendental leadership and its core elements and purpose resonates with Mbigi's (2005) view of African leadership. He asserts that the ultimate task of leadership in African organisations and communities is to develop the intelligent cultural strategies rooted in African cultural belief systems and thought, so as to ensure sustainable development and transformation. For Mbigi (2005), "the role of leadership is to develop the cultural
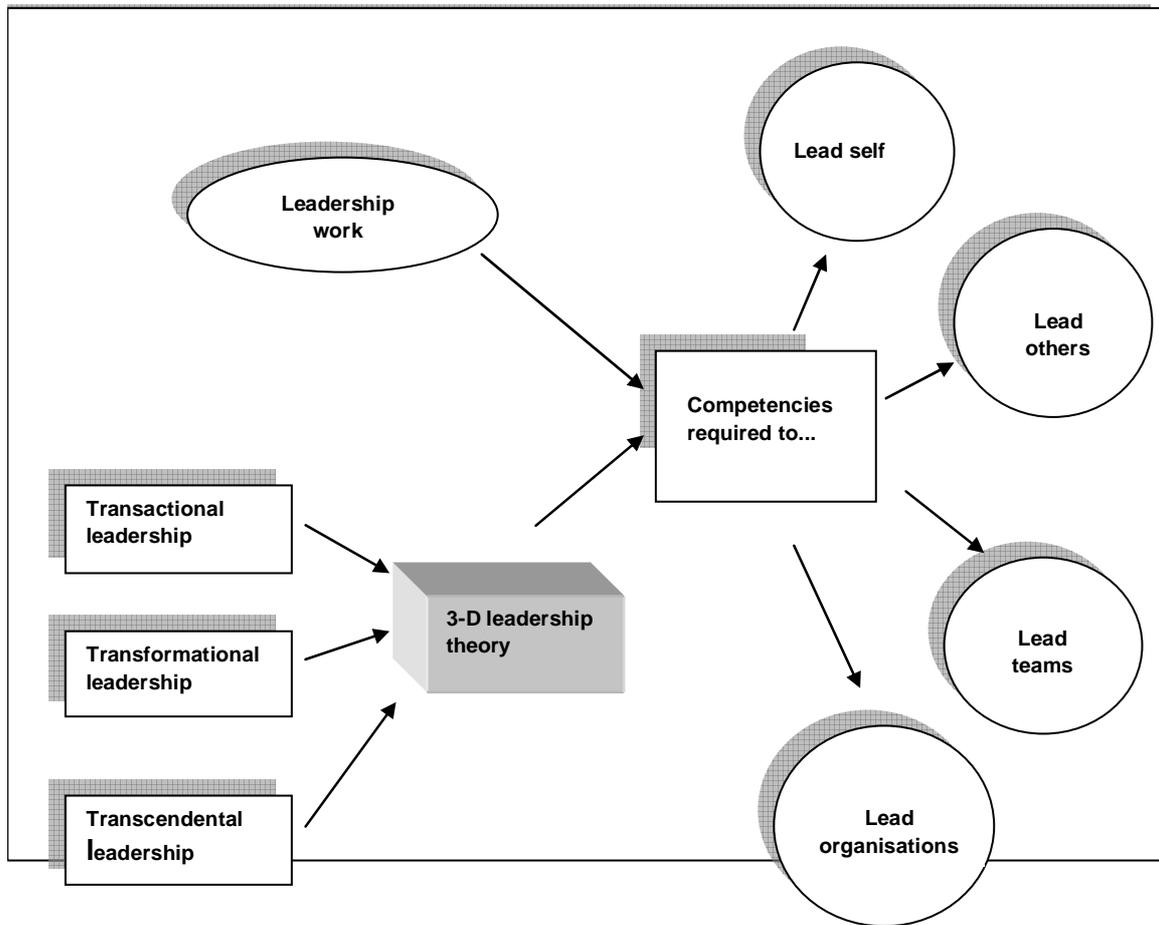
Figure 1. Abilities of leaders. Source: Verwey (2006).

capital and mindset of the organisation, thereby ensuring extra ordinary performance." Within this context, Mbigi (2005) argues that leadership programmes must develop skills in managers to create, preserve and appreciate beauty in their lives, organisations and communities. Leaders need to know what is good and desirable in the world. It will be impossible to create good institutions and communities with leaders who do not have the capacity to create, pursue and choose what is good in life as well as in the world (Mbigi, 2005).

The Three (3) Dimensional Leadership concepts

The three (3) dimensional leadership competency model, which derives its insights and ideas from the transactional, transformational and transcendental approaches to leadership discussed earlier, is the outcome of the evolution of theoretical approaches to leadership that has unfolded over the years. This approach to effective leadership is informed by the realisation that successful leaders tend to be eclectic

leaders, with the ability for flexibility and adaptation to time and circumstances.

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

According to Verwey (2006), transactional, transformational and transcendental leadership must be viewed from a three (3) dimensional perspective that defines the work of leadership. Whatever the perspective, for leadership to be effective, certain competencies are required of the leader. The framework proposed by Verwey (2006) is illustrated diagrammatically as Figure 1. Leadership competencies have been associated with leadership styles. The competencies of leaders were a function of personal style. Two different roles exist in organisations. One is the leadership role that is about doing the right thing and is associated with giving vision and direction. The other is the managing role, which is doing things right (Beckhard, et al., 1996).

These central tenets of the "3 Dimensional leadership concept" make it a particularly attractive model because any relevant learning programme to develop leadership skills must consider the context within which leadership is practiced, since the specific social, cultural and political variables govern interactions between individuals. It is from understanding the rules that govern these interacttions that strategies and processes of effective leadership can be designed for implementation (Mauhood, 2003).

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

While the "Three dimensional (3) leadership concept" is informed by insights and ideas drawn from both the western and indigenous models of leadership development, its central tenets and approach to leadership development can be firmly rooted in the unique developmental local government circumstances that have evolved in South Africa over the past decade or so.

RESEARCH DESIGN

Research approach

Due to the exploratory nature of this study and the research questions that are posed, a qualitative research design was chosen. The qualitative research approach was selected because it is deemed to be pragmatic, interpretive and based on the lived experiences of the people. It focuses on the quality and texture of events rather than on how often those events occur (Kilbourn, 2006). The quantitative research approach tends to reduce complex human interactions into a pre-determined set of neat measurable variables, whereas the qualitative research approach allows a researcher to make knowledge claims based primarily on constructivist perspectives (that is, the multiple meanings of individual experiences that are socially and historically constructed) (Creswell, 2003).

The research questions posed in this study relate mainly to what leadership competencies are required for a sustainable developmental local governance framework that departs from apartheid's divisive system of a local government. The three (3) dimensional competency leadership model argues that transactional, transformational and transcendental leadership characteristics are critical for leadership success. The research design then sought to explore, within the context of a developmental local governance framework, the veracity of the relevance of these traits.

The qualitative research approach was selected also because it takes place in the natural world, uses multiple methods that are interactive and humanistic, focuses on context, is emergent rather than tightly prefigured, and is fundamentally interpretive (Rossman and Rallies, 2003).

Denzin and Lincoln (1997) suggest that the qualitative research method involves the studied use and collection of a variety of empirical material; case study, personal experience, introspective, and visual text that describe routine and problematic moments and meanings in individuals' lives.

Sample

Given the nature of this study, a purposive convenience sample, sometimes referred to as a judgemental sample, was opted for. This determined the participants for this study. This type of sampling method uses specialised knowledge about the population in order to get to the correct information (Gupta, 2001).

As a result of the researcher's knowledge and relationship with some of the key decision- and policy-makers in the entire local government system a sample of 15 leaders was taken. Each of these respondents was identified and contacted personally by the researcher with a view to ascertain their availability and willingness to participate in the study.

Data sources

The data that was gathered for the purposes of this study was both primary and secondary data. Primary sources of data were sourced through in-depth interviews, eyewitness accounts, letters and oral histories. Secondary sources of data, on the other hand, were sourced from people with indirect knowledge of the primary sources or other secondary sources. These included the review of books and government websites, especially the Department of Local Government and Administrations (DPLG) website, newspaper articles and television magazine programmes (Rozakis, 2004).

Data collection techniques

For the purpose of this study, our primary data was collected as earlier referred to, through in-depth interviews using a structured interview schedule that was administered by the researcher on a face-to-face basis. As opposed to a questionnaire, the response rate was higher and representative of the sample chosen. The interview schedule evoked spontaneity and the completeness of answers. Complex questions were simplified and clarified so as to ensure that the respondent was clear of what was being asked.

The interview schedule was essentially open ended rather than close ended. The intent was to learn from the respondents and to allow the respondent to provide information based on their perspectives (Creswell and Clark, 2007). The questions were also logically linked to the overall problem and were as precise and clear and within the bounds of the overall approach of the enquiry (Kilbourn, 2006).

The study was triangulated by the use of secondary data. Morse (1991) terms the use of multiple research techniques, methodological triangulation. The use of multiple techniques assists with the verification of data and contributes to the robustness of the research findings. For the purposes of this study, the secondary data was sourced from field notes, newspaper cuttings, government reports, published and unpublished reports, television magazine programmes and public officials' speeches.

Techniques for data interpretation and analysis

Most qualitative studies tend to be guided by the notion of grounded theory. Given the fact that this study is not about the development of a leadership theory but about the application of the three (3) dimensional approaches to leadership development theory, thematic content analysis was used to determine the main themes that emerged from the in-depth interviews. Notes and transcripts of the interviews were subjected to content analysis in order to fully comprehend all the responses and their nuances. Cryptic keywords

were developed for all the points raised by the respondent in their answers to each question. All the keywords of respondents to each question were grouped into appropriate themes and/or codes.

These themes were reviewed against the central tenets of the three (3) dimensional approach to leadership theory and the literature reviewed to emerge a constructive approach to key elements of emphasis in the theory that will be required to contribute towards developing a leadership cadre that can contribute towards a sustainable developmental local government.

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

FINDINGS

Schematically plotted along the elements of our grounded theory of the three (3) dimensional leadership competency model, the respondents tend to show a preponderance towards transformational leadership elements more than those elements that are a function of transactional or transcendental leadership as illustrated in the Table 1.

Characterisation of a developmental local governance framework

The respondents suggested the following themes that characterised a developmental local governance framework – leadership; basic service delivery; urbanisation and migration; job creation; economic conflict; urban renewal; institutional development; financial management and viability; local economic development (LED); effective communication; governance; democratic and accountable government; community involvement; coaching and mentoring; understanding of culture of municipality; training preparation and induction; skills development; revenue collection; promotion of cultural heritage and cultivation of good relations for the institution of traditional leadership.

Viewed against the backdrop of the White Paper on DLG (White Paper, 1998), all the respondents clearly understood and supported the notion of a developmental local government (RDP, 1994).

This points to a significant departure from the erstwhile local authorities under Apartheid that were without political legitimacy, lack of revenue, management expertise, a weak political base and fiscal inadequacies (Reddy, 1995). Municipalities, however still face a myriad of challenges. These include, but are not limited to, governance, poor institutionalisation of systems, poor service delivery, poor political governance, political patronage and nepotism resulting in a lack of trust and confidence in the system. This has resulted in a spiral of community protests from 10 service delivery protests in 2004 to 52 in the period January to August in 2009 (Co-operative Governance and Traditional Affairs, COGTA).

Respondents indicated that, the meeting of basic service delivery needs must happen within the context of good governance, which is countenanced by a disciplined, informed and knowledgeable leadership that is able to communicate effectively at all levels of society and has the ability to discern ethical and political values. This view is one of the basic tenets of the three (3) dimensional leadership competency model under girded by the notion of transcendental leadership (Verwey, 2006).

Communication for a developmental local governance framework

The respondents cited the following communication forms; that is, effective communication; sector-based ward committees; local ward committees; constituency officers; mayoral road shows; project consolidation; community mobilisation; media briefings; Imbizos and IDP. In a case study of a district municipality conducted by Pretorius and Schurink (2007) on enhancing service delivery in local government, communication was identified as a major problem in the said district municipality. There is no denying the fact that the success of a developmental local governance framework can only be rooted in the free flow of communication between councillors and the communities that they serve. In spite of the dictates of the Municipal Systems Act in this regard, it is clear that this is still an area of difficulty. Minister Sicelo Shiceka (2009), writing in ANC Today, a publication of the ANC, cites among other challenges that are faced by the local governance system as poor communications ability. Respondents in this study emphasised that "It is imperative that municipal officials keep constant communication with their constituencies in order to keep them informed of their programmes and get advice from community members on what they believe the priorities should be for their municipalities."A sense of mission, negotiation and communication are all core leadership competencies that are required for success in creating change (Smith and Carstens, 2003). There can be no successful local governance framework without good communication between the leaders and followers.

Teamwork

Respondents agreed that teamwork is very crucial to serve people. They also emphasised the importance of team building initiatives and that they should be held regularly. The wall-to-wall system of municipal governance has created cultural and racially diverse communities with different lifestyles and historical backgrounds.

Table 1. Schematic presentation of respondents' views on transformational, transactional and transcendental leadership competencies and capability.

Three dimensional (3) leadership concept: Transactional leadership		
Communication	**Financial, resources management and information processing**	**Stewardship, maturity and ethics**
-IPPs	-Training on MFMA	-Monitor corruption
-Effective communication	-Working knowledge of MFMA	-Municipal Systems Act
-Local ward meetings	-Integrated approach	-Human things to do
-Consistency officers	-Monitoring of changes	-Portray good image of municipality
-Mayoral road shows	-Impact assessment	-Enhance confidence
-Project consolidate	-Legislative guidelines	-Exemplary leadership
-Community mobilisation	-Limits of legislation to debate	-Chatter of positive values
-Media briefings	-Constraints of legislation	-Respect and accountability
-Customer satisfaction surveys	-Budget and implementation plan	-Honesty and trustworthiness
-Imbizo	-Match HR and implementation plan	-Integrity
	-Adhere to MFMA	-Conduct SWOT analysis
		-Project future
Team work	**Market trends and stakeholder relations at community level**	-Scenario planning
-Council committees	-Stakeholder capabilities	-Personal development
-Business and small traders	-Formulation of integration	-Logola courses
-Mayoral committees	-Strategic relationships with pressure groups	-Dexterity
-Institutional traditional leadership	-Wards	
-Team building	-Meeting of community needs	
	-Fingers on the pulse of community needs	
Relationship management	-Scientific research	
-City-to-city agreements	-Constant community engagement	
-Collective approach	-Closeness to reality	
-Mobilisation of resources		
-Aspirations of leadership development		
-Alignment of programmes		
Creativity, innovation and community needs		
-Scenario planning		
-Greening the South		
-Capacity to imagine		
-Ongoing search for new ideas		
-Strive to be ahead		
- Long-term parking		
- Community empowerment		
-Code of ethics		
-Balancing acts		

It is important to have a system that destroys tensions and conflict. Teamwork can be encouraged through council committees, mayoral committees, institutions of traditional leaders and constituencies of small businesses and traders.

Relationship management

The respondents identified the following aspects as key to initiating, building and maintaining relationships with stakeholders; that is, city-to-city agreements; collective approach; mobilisation of resources; aspirations for leadership development; alignment of programmes; and strengthening of partnerships. Pretorius and Schrunick (2007) suggest that a good working relationship built on mutual trust and with a developmental focus, an operational culture shaped by a consultative process and policies, a culture of open and mutually respectful communication, honesty, integrity, teamwork and commitment and a commitment to transformation and equity as a yard stick for all organisational processes and delivery can facilitate co-operation, co-ordination between political structures, political office bearers and the administration. Respondents agreed that relationship management with stakeholders is important in promoting a developmental local governance framework, but is very difficult to achieve outside the legally prescribed framework.

Market trends and stakeholder relations in community

The themes articulated by the respondents regarding market trends and stakeholder relation at community levels are the following: stakeholder capabilities; formulation of integration; strategic relationships with pressure groups; wards; meeting of community needs; fingers on the pulse on community needs; scientific research; constant community engagement and closeness to reality.

Creativity, innovation and community needs

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

Respondents, however, cautioned that the allocation of resources should not be exclusively dedicated to the previously disadvantaged areas. They suggested that "this must not be done to the neglect of established areas". Established areas must be looked after as they can sustain underdeveloped areas. This requires a capacity to imagine a local government leader who must drive the process. Inputs for a developmental local government must come through consultative processes as anticipated in the Systems Act.

The concept of change has been widely accepted, but there is still a need to educate people more, especially public representatives, with regard to how they should discharge their responsibilities.

Stewardship, maturity and ethics

Respondents suggested that leaders in this sphere must be guided by and follow the guidelines prescribed by legislation in terms of section 78 of the Municipal Systems Act. Councillors and municipal/city managers must weight conflicting information and identify ranges of possible appropriate alternatives before making a decision regarding service delivery in the respective municipalities. While this is ideal, it has the potential to create a great deal of pressure, challenges and tensions.

Van Aswegen and Englebrecht (2009) cite Bass and Avolio (1994) to suggest that "Leaders are truly transformational when they increase awareness of what is right, good and important, and when they raise followers into leaders who go beyond self- interest for the good of the organisation." Within the context of a developmental local government, this point was emphasised by the respondents. Respondents also pointed out that while this is ideal; the disease of immorality is rife. "The RDP of the soul", as per Madiba's pronouncement, is lacking among the DLG leadership. It ought to permeate throughout the municipality; however, it remains a challenge. Van Aswegen and Engelbrecht (2009) further suggest that corrupt behaviour is not impulsive, it is a premeditated act. The extent of corruption and unethical behaviour is a worrying factor that limits the acceleration of a developmental local government. As earlier indicated, service delivery protests escalated in the past two years and one of the major issues in this regard was the problem of corruption and unethical leadership behaviour.

The spate of the protests that were reported in the media in the last two years traced corruption among councillors and officials as one of the primary reasons for their inability to deliver basic services. It is these core values and ethics that are advocated for in the 3D leadership competency model (Verwey, 2006).

Financial resource management

The respondents cited the following themes, namely training on Municipalities Financial Management Act (MFMA); working knowledge of MFMA; integrated approach; monitoring of changes; impact assessment; legislative guidelines; limits of legislation to debate;

constrains of legislation; budget and implementation plan; match of human capital (HC) needs and implementation plan as they adhere to MFMA.

Pretorius and Schurink (2007) suggest that the effecttive utilisation of funds, resources and expertise is an important success factor for the district municipality to work towards. Elsewhere, Pretorius and Schurink (2007) posit that the only way to expedite producers is to change the administrative mentality of the municipality to that of a developmental mentality.

The respondents in this study reinforced this view. They indicated that both financial and other resources management is important and that this should not be done only as an empire building initiative for managers. Strategic developmental and budget implementation plans must be developed and the resources that are needed to achieve the implementation plan must be sought.

DISCUSSION

The White Paper on a developmental local government established a policy framework that would be characterised by maximising social development and economic growth, integration and co-ordination, democratisation development and leading and learning (Pretorius and Schurink, 2007).

Against this backdrop, the study concludes that significant progress has been achieved in many areas of the ideal of a developmental local governance framework, yet the lack of a value-based cadre of leaders is reversing the gains that have been achieved in the last 15 years of the ANC rule. Notwithstanding the establishment of ward structures to democratise development, and the vast regulatory framework to buttress the developmental local governance framework evidenced in the promulgation of the Municipal Structures Act and the Municipal System Act, Municipal Finance Management Act and the regulations thereto, service delivery protests have rocketed to 52 in 2009 compared with 32 in 2008 (COGTA, 2009), ward committees are dysfunctional (The Big Debate Series, 2009; Asikhulume, 2009), cite corruption, fraud, financial and asset mismanagement are rife (COGTA, 2009; The Star, 2009).

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

Communication for a developmental local governance framework

These precepts and frameworks were founders of the developmental local governance framework (Developmental Local Government White Paper, 1998). The RDP

precepts were further supported by the promulgation of the Municipal Systems Act that reinforces communication and consultation through the introduction of the integrated development planning (IDP) processes for Municipalities (Municipal Systems Act, 32 of 2000). Within this context, a sense of mission, negotiation and communication are all core leadership competencies that are required to create change (Smith and Carsterns, 2003).

The Minister of COGTA has acknowledged this by articulating that, amongst other challenges that are faced by the local governance system, is poor communications ability and that the IDP processes tend to be technical exercises rather than serious communication and consultation processes (ANC Today, 2009; Asikhulume, 2009; The Big Debate, 2009).

Teamwork for a developmental local governance framework

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

Relationship management and stakeholder relations

The lack of values, principles, or ethics in these cases indicates that there are officials and public representtatives for whom public service is not a concern, but amassing wealth at the expense of poor communities is their priority (COGTA, 2009). Transformational leadership is characterised by charisma where the trusted and respected follower wants to identify with the leader (Evers and Gabrielle, 1996). The transformational leader motivates for the achievement of organisational goals and self-actualisation and not for their self-interest and security (Ivancevich and Matterson, 1998). It would seem that the leadership described by the COGTA report falls short of this trait. The fact that communities have lost trust in the system of local governance and have shown such by, in some cases, burning councillors' properties and disrupting community lives call for a serious review of the leadership in place.

Financial and resource management

The effective utilisation of funds and expertise is an

important success factor for a developmental local governance framework. Human capital needs must match implementation plans. Respondents suggested that strict adherence to the Municipal Finance Management Act must be ensured. The prominence of under spending must be avoided and monitored in relation to the IDP.

Poor financial skills, poor financial management, lack of financial controls, non-adherence to labour policies, dysfunctional labour forums, and a breakdown in labour and management interface are features of the majority of municipalities who have qualified audits or disclaimers (COGTA, 2009). It pointed out that under investment in people – particularly where technical, managerial and leadership skills are required – is the order of the day (COGTA, 2009). Based on the interviews and literature surveyed in this regard, this study confirms that the managerial competencies that are key components of leadership limit the acceleration of a developmental governance framework.

CONCLUSION AND RECOMMENDATIONS

It is a given that transformation cannot occur without effective leadership. Within an Afro-centric and developmental state context, such leadership becomes more urgent. Magadlela (2008) suggested that elected leaders who find themselves playing vital roles in development programmes and processes do not have all the requisite skills and know-how in local government and systems. Khoza (2005) states that "The notion of server leadership is instructive." The leadership that is defined by the COGTA report has limited or none of these traits, therefore it is one's submission that the (3) dimensional model could be of great help in developing a leadership cadre that will deliver effectively the ideals of the developmental local government as envisaged by the 1998 White Paper as amended. Mbigi (2005) suggests that, it will be impossible to create good institutions and communities with leaders who do not have the capacity to create, pursue and choose what is good in life as well as in the world. Within the context of Verwey's (2006) transcendental leadership notion, leadership consists of faith, consciousness and moral character.

It is thus, evident that Verwey's (2006) three dimensional leadership model defines the key competencies of leadership as managing self, managing and leading others, managing and leading teams and managing and leading organisations that are critical development elements and variables for a developmental local governance framework.

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