



**SALGA**

*South African Local Government Association*

**COUNCILLOR  
INDUCTION**

**A HANDBOOK FOR  
MUNICIPAL  
COUNCILLORS, 2011**

**FACILITATOR'S  
GUIDE**

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# Introduction

The Facilitator's Guide is compiled to assist you to facilitate the induction programme for newly elected councillors. This Guide contains suggestions, ideas and activities on how to impart the information contained in each of the sections. Please note that this is an induction programme and not a comprehensive training programme. It provides newly elected councillors with an overview of their duties and responsibilities and the legislative framework and processes governing local government.

It is important to convey to participants that the Councillor Induction (CI) Handbook does not replace the relevant legislation or processes but is a summary of some of the main issues that they need to be aware of to enable them to fulfil their function with confidence.

The CI Handbook is written in chapters and can be trained consecutively or a chapter at a time. It contains suggestions for activities that can assist you in conveying the information in the section within the framework of the outcomes. As this is an induction programme the Guide will only focus on a few of the outcomes in each section and demonstrate activities that can assist in reaching these outcomes. Participants will need to read the CI Handbook in their own time to reinforce the information covered in this workshop.

## The CI Handbook and guide cover the following topics

- The policy and legal framework guiding local government
- Co-operative governance: The importance of national and provincial processes for municipalities
- Roles and responsibilities of councillors
- Key municipal processes
- Personal and leadership skills
- Meeting procedures

## Facilitating programmes

The way in which you conduct the workshop will set the tone as to how you interact with the participants. There are certain factors that can assist you to help participants in feeling comfortable and open to learning. The approach followed by this programme strives to create a learning environment that:

- embodies the values and attitudes on which any intervention for democracy, human rights and peace are based.
- is enduring – The programme must develop the understanding and knowledge that participants will need perform their role as a councillor.
- is empowering – The programme should provide not only the tools but also the confidence needed for participants to function as successful councillors.
- is enjoyable – Approaching learning with a positive attitude will enable participants to learn more effectively.

Familiarise yourself with the points discussed below and use them to encourage participants to commit themselves to the process of learning and to getting the most out of the programme.

*“We have to make people's experience of local government a pleasant one, as it touches their homes and their lives directly, every day.”*

**Source:** Excerpt from President Zuma's *State of the Nation Address to Parliament* on 10 February 2011.

### ***This guide includes information on***

- *facilitating programmes*
- *workshop etiquette*
- *using the guide*

## Values

- *All people are intrinsically of equal worth and should be treated with dignity and respect*
- *Difference is to be valued, honoured and celebrated*
- *It is possible for all people to live and work together co-operatively*
- *The best decisions are made by those people affected by them*

## As a facilitator remember to:

- *Ensure confidentiality amongst members of the group*
- *Insist on punctuality and be punctual yourself*
- *Show your commitment to the programme by being well prepared and knowing the content of the programme well*
- *Encourage members of the group to participate fully*
- *Be enthusiastic about the programme and what you are sharing*

## Confidentiality

Ensure that personal information that is shared by any of the participants remains in the group. In order for people to be able to relax and feel comfortable enough to share, they need to trust that other members of the group will respect their confidences.

## Punctuality

Participants need to make a commitment to keeping to time. This is important as a way of showing respect for others in the group and commitment to the work covered by the programme.

## Participation

Explain to participants that the more they contribute, the more they and the other participants will learn. Their learning and the learning of other members of the group are inter-related. It is important that participants take responsibility for ensuring that they get the most out of the programme.

As a facilitator your participation is essential. The participants will be relying on you to take them through the programme and to maximise their learning.

Remember that everyone has something valuable to contribute. Some participants may find it difficult to contribute, they should be encouraged to, but not pressurised to say anything if they are reluctant to.

Encourage participants to give feedback on the training and the learning process.

As a group, participants can assist others to learn and ensure that the group dynamic works effectively, thus enhancing the learning experience for themselves and others.

## Workshop process

### Introductions

- Help participants to get to know each other and to start feeling comfortable by giving participants an opportunity to introduce and share something about themselves.
- Clarify what name a participant wishes to be known by. For example, first name, surname, designation.
- Clarify the programme and the programme outcomes so that everyone knows what to expect from the day.
- Ask participants to share their expectations. This will help you to make sure that everyone has a similar understanding of the purpose of the workshop and to clarify any confusion participants may have as to what is expected of them.
- Agree on the times for starting and concluding, tea and lunch breaks. Participants who have a time constraint may feel pressurised and not able to give their full attention to the workshop if they are anxious about local transport, or have personal or business matters to attend to. In this way everyone in the group will be committed to participating fully.

## Ground rules

It is important to create a learner-friendly environment. In order to achieve this it is important to establish ground rules. Ground rules determine the behaviour of everyone in the group, both facilitator and participants. As a group, discuss what is essential to ensure the smooth running of the programme so that everyone gains the most they can from it.

### Suggested ground rules could cover

- Cell phones should be switched off and participants asked to retrieve messages during the breaks.
- Smokers' breaks should be sufficient for smokers to have a quick smoke, in designated areas.
- Although this is not a long process, participants should commit themselves to working within the allocated time frames. People arriving late from breaks or leaving through the process can be very disruptive for other participants, and shows a lack of respect for others.
- Agree on the language to be used for facilitation at the beginning of the workshop. If participants wish to express themselves in another language at some stage, they may do so if someone can translate for them.

## Workshop techniques

*The democratic values of tolerance, equality, dignity and respect should impact directly on the way in which people talk to each other, listen to one another, express opinions, share ideas and so on.*

### Communication

Communication is an essential ingredient for most activities in our lives. Communication is like the cement in a brick wall. The ability to communicate effectively with your group will assist you in getting the information across. Some useful tips to assist you include:

- adapt your use of language and your language style to suit the needs of your group. If you need to use technical terms ensure that your group understands what you are saying
- speak clearly and slowly
- listen with empathy and an open mind
- use language that is not judgmental or critical
- listening is important

### Group work

Group work is an important part of the facilitation process as it is a way of maximising participation, interaction and co-operation. Participation means dialogue which is based on people sharing their ideas and contributing to discussion. A big group is not always conducive to effective participation as not all participants may feel confident expressing their views publicly. Some activities will be conducted in the plenary (full group) whilst participants will be asked to work in pairs (groups of 2), or in groups of three to six for other activities.

The way in which the room is set up will also have an effect on participation. It is preferable to arrange the venue so that participants are seated in a way that they are all able to see each other. This will depend on the venue that you have available.

## Brainstorming

Brainstorming is an effective way of getting ideas to flow. These ideas may be ideas of content or ideas for organising content. Brainstorming involves thinking quickly and without inhibition so that you get as many ideas as possible on a given topic or problem. It is used to generate a wide range of ideas which can ultimately be narrowed down to specific activities or topics. It is unstructured in that participants voice the first idea that comes to them about a given topic. Once you have recorded all the ideas, you can either cluster them into specific topics, or highlight those ideas that are similar, or highlight the main ideas that you want identified through the brainstorming session.

## Nominal round

A nominal round is used to collect feedback from the group as a whole. It is useful because it encourages participation from all, or at least most, members of the group.

Ask participants individually or in small groups to list their responses to a question. In plenary ask each participant or group to make one point in response to the question or task. Participants may elaborate on a point already made or they may add a new point.

## Resources

A list of resources can be found at the beginning of each chapter that will be needed for that chapter. There is also a list of resources that will be needed for each activity at the beginning of each activity.

The following resources will be needed:

- ✚ Flipchart stand
- ✚ Flipchart paper
- ✚ Markers
- ✚ Prestik
- ✚ Name tags
- ✚ Register
- ✚ Data projector
- ✚ PowerPoint
- ✚ Pens and paper
- ✚ CI Handbook

In addition you will need:

### *Activity 1.1*

- ✚ PowerPoint 1.1

### *Activity 1.2*

- ✚ PowerPoint 1.2

### *Activity 1.3*

- ✚ The Constitution of the Republic of South Africa, 1996
- ✚ Municipal Systems Act, 2000
- ✚ Municipal Structures Act, 1998
- ✚ PowerPoints 1.3.2, 1.3.3, 1.3.5, 1.3.6
- ✚ Training Aid 1.3.8

### *Activity 1.4*

- ✚ Training Aid 1.4

## INTRODUCTION

### *Activity 1.6*

- PowerPoint 1.6

### *Activity 1.7*

- SALGA LED position paper
- PowerPoint 1.7

### *Activity 1.9*

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### *Activity 1.10*

- Training Aid 1.10

### *Activity 1.12*

- Training Aid 1.12.1
- Training Aid 1.12.2
  - Proceedings at Meetings
  - Order of Business
  - Process to follow in introducing a motion
  - Meeting procedures

### *Activity 2.2*

- Training Aid 2.2

### *Activity 2.3*

- Municipal Systems Act, 2000
- Schedule 1 Code of Conduct
- Training Aid 2.3

### *Activity 3.1*

- PowerPoint 3.1 a and b

### *Activity 3.2*

- Training Aid 3.2

### *Activity 3.3*

- PowerPoint 3.3

### *Activity 3.4*

- PowerPoint 3.4

### *Activity 3.5*

- Training Aid 3.5
- PowerPoint 3.5

### *Activity 4.1*

- PowerPoint 4.1
- Training Aid 4.1

### *Activity 4.2*

- PowerPoint 4.2

### *Activity 5.1*

- Constitution
- Training Aid 5.3

# How this programme works

## Methodology

This programme uses an outcomes-based approach to learning. The focus of this Guide and the CI Handbook, which stands alongside it, is on what participants will be able to do, in a practical sense, with the information presented to them.

The methodology is interactive and participatory. Case studies and examples will be presented and participants will be divided into groups to work with them so that they engage with the content in an active way, sharing their ideas, opinions and experience. The role of the facilitator is to ensure that the participants are able to learn in a relaxed and open environment. They should feel comfortable asking questions and to interact when appropriate.

The learning programme consists of 6 chapters. Each chapter correlates with a section in the CI Handbook. The programme overview at the beginning of this guide gives a breakdown of each chapter and estimated time frames. Specific outcomes are listed on the title page of each chapter.

## Each chapter includes the following information:

### Outcomes

In order to accomplish the necessary outcomes of this programme, participants will need to be able to do specific outcomes. Outcomes state what participants should be able to do by the end of each section in order to accomplish the overall outcomes of the programme. Each chapter will suggest one or two activities that will assist participants in achieving the outcomes.

### Resources materials

A list of materials and resources is placed at the beginning of each activity. It is important to ensure that you have all of these materials prepared in advance.

### Time

A guide of the amount of time each activity should take to complete is shown. It is important to be realistic and adapt the time depending on the needs of the participants.

### Process

The facilitation process is broken down into detailed step-by-step instructions for the facilitator to follow.

### CI Handbook references

Reference is made to the CI Handbook throughout this Guide. These references are indicated by an arrow with relevant page numbers of the CI Handbook.

At the back of the CI Handbook there is a glossary of terminology that may assist councillors. Draw their attention to this information.

# Session plan

These are estimated times suggested for each activity in the Facilitator's Guide. Some activities may take longer than anticipated or less depending on the experience and expertise of the group. Facilitator's may wish to leave out some activities and rather spend more time on another activity depending on the needs of the group. Use the below timetable as a guide and adapt it to suit your group and the time available. While this guide covers all components of the Councillor Induction Handbook, because of time constraints you may need to focus on the most important sections and participants to read the Handbook for further information.

## DAY 1

	Welcome, opening	
	Getting started	30 mins
<b>1.</b>	<b>Systems and structures of local government</b>	<b>11 hrs 30mins</b>
1.1	What is a municipality	30 mins
1.2	Policy and legal framework guiding local government	15 mins
1.3	Legislative Framework	4 hrs 20 mins
1.3.1	<i>What are the relevant laws and SALGA'S role</i>	<i>1 hr</i>
1.3.2	<i>Establishment of municipalities</i>	<i>45 mins</i>
1.3.3	<i>Structures of municipalities</i>	<i>25 mins</i>
1.3.4	<i>Functions &amp; powers of municipalities &amp; dissolution of council</i>	<i>20 mins</i>
1.3.5	<i>Developing policies and by-laws</i>	<i>1 hr</i>
1.3.6	<i>Remuneration of Office Bearers Act</i>	<i>20 mins</i>
1.3.7	<i>Traditional leaders</i>	<i>30 mins</i>
1.3.8	<i>Checklist</i>	<i>10 mins</i>
1.4	Functions and of key structures and office of councils	45 mins
1.5	Key municipal processes	15mins

## DAY 2

1.6	Municipal Integrated Development Planning	2 hrs
1.6.1	<i>Stage One Analysis Phase</i>	<i>30 mins</i>
1.6.2	<i>Phases 2-5 of the IDP process</i>	<i>1 hr 30 mins</i>
1.7	The role of local government in economic development	30 mins
1.8	Local government and ICT	15 mins
1.9	Municipal finance	1 day*
1.10	Performance management	45 mins
1.11	Public participation	45 mins

\*This is a separate one day programme and will be conducted on day four

1.12	Meeting procedures	1 hr
1.12.1	<i>Chairing meetings</i>	30 mins
1.12.2	<i>Council meetings</i>	30 mins
<b>2.</b>	<b>Roles and responsibilities of councillors</b>	<b>2hrs 45 mins</b>
2.1	Councillors roles	45 mins
2.2	Key role players in the municipality	45 mins
2.3	Code of conduct	45 mins
<b>DAY 3</b>		
2.4	Delegation of Powers	30 mins
2.5	Gender mainstreaming	30 mins
<b>3.</b>	<b>Personal and leadership skills</b>	<b>3 hrs 15 mins</b>
3.1	Establishing a value base	45 mins
3.2	Leadership skills	45 mins
3.3	Communication	30 mins
3.4	Managing and resolving conflict	15 mins
3.5	Problem solving	1 hr 30
<b>4.</b>	<b>Co-operative governance</b>	<b>1hr 30</b>
4.1	Co-operative governance	45 mins
4.2	NSDP and PGDS	45 mins
<b>5.</b>	<b>Protocol and international co-operation</b>	<b>1 hr 15 mins</b>
5.1	Principles, objectives and DIRCO's mandate	30 mins
5.2	Who are the stakeholders and how do they link together?	45 mins
5.3	Recommendations for improved co-ordination	30 mins
Closing session		

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**DAY 4**


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Time	Topic
<b>Session One:</b> Policy, planning, prioritisation and oversight framework in relation to municipal finance and budgeting	
<b>Time:</b> 08h30 – 10h30	
<b>Topics covered:</b> Spheres of government and assignment of functions; Government priorities and strategic alignment; Political and managerial accountability; Fiscal oversight	
08h30 – 09h00	Spheres of government and assignment of functions
	Understanding the councillor's role in this process
09h00 – 09h15	Government priorities and strategic alignment
	Understanding the councillor's role in this process
09h15 – 09h30	Political and managerial accountability
	Understanding the councillor's role in this process
09h30 – 10h30	Fiscal oversight
10h30 – 11h00	Tea
<b>Session Two:</b> Budgeting, budget reforms and division of revenue	
<b>Time:</b> 11h00 – 13h00	
<b>Topics covered:</b> what is a budget? How are budgets funded? The budgeting process. Contents of a budget. Roles and responsibilities.	
11h00 – 11h15	What is a budget?
11h15 – 11h45	How are budgets funded?
	Budget process
11h45 – 13h00	Contents of a budget
	Council oversight over budget and reporting
13h00 – 14h00	Lunch
<b>Session Three:</b> financial management and internal control systems	
<b>Time:</b> 14h00 – 15h00	
<b>Topics covered:</b> introduction to financial management concepts	
14h00 – 15h00	Introduction to financial management concepts
15h00 – 15h15	Tea
<b>Session Four:</b> monitoring, reporting and accountability	
<b>Time:</b> 15h15 – 16h30	
15h15 – 16h30	
<b>Session Five:</b> reflection	
<b>Time:</b> 16h30 – 17h00	
16h30 – 17h00	Reflection

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# Getting started



30 minutes

## Resources

- *Flipchart and marker*
- *Pen and paper*

## Introduction

This activity is the first one the group will be doing together. It helps set the tone for the workshop and gives participants an opportunity to relax. The facilitator and the participants will agree on the expectations and the group norms that will guide them throughout the workshop. You may need to adjust the exercises and the input depending on the level of experience of the group. If you have a group that is mixed in terms of experience you may want to pair more experienced councillors with less experienced councillors. You need to be alert to the needs and level of experience and knowledge of the group throughout the workshop.

## Step 1

Welcome participants and introduce yourself and where you come from. Explain that this is an induction programme and your role as facilitator is to assist participants in familiarising themselves with the content of the CI Handbook for Municipal Councillors. Advise participants that the methodology the workshop will be using is interactive and participatory and that your role is to facilitate the process. Explain that some activities will be conducted in plenary with the full group and others in pairs (i.e. working in groups of 2) or small groups. Explain that this is an induction programme and not a fully comprehensive training and that you will be referring to the CI Handbook throughout the workshop.

Your role as facilitator is to introduce the various topics in the CI Handbook. Participants will need to read the CI Handbook in more detail in their own time.

## Step 2

Write the following up on the flipchart:

- your name
- the ward you represent (specifying if you are a PR elected or ward elected councillor)
- what is the greatest challenge you face as a councillor
- one expectation from the workshop

Invite participants to introduce themselves by working in pairs and to introduce themselves to the person next to them answering the questions on the flipchart, and sharing the information with their partner.

Give pairs 10 minutes to go through the process.

## Step 3

Invite each pair to respond by introducing each other. For example participant A should introduce his or her partner participant B, by giving their name, the type of councillor they are and the ward they represent and their partner's expectation. Indicate to participants that they will only have a few minutes to introduce each other so that everyone has an opportunity to introduce themselves.

Record the expectation on the flipchart. If an expectation is already recorded, simply refer to it.

## Step 4

After all participants have had an opportunity to introduce themselves, ask if there are any expectations not recorded. If so, add to the list. Go through the expectations. If there are any expectations that will not be met you need to indicate which and explain why.

## Step 5

Explain that as you will be spending the next few days together as a group you need to establish a set of ground rules that will enable participants gain the maximum learning from the workshop. As a group you need to agree on the ground rules. Brainstorm the responses.

Refer to the ground rules outlined in the introduction to this Guide.

# Systems and structures of local government

## Objective

*To equip councillors with the relevant information to enable them to input into the planning of their municipality and to familiarise them with the legislative and policy framework within which developmental local government operates.*

## Outcomes

By the end of this session participants will be able to:

# Chapter 1

- Identify the functions of key positions
- Describe what an integrated development plan is
- Explain how different stakeholders contribute to the integrated development planning
- Identify legislation that supports community consultation
- Identify criteria for prioritising community and municipal issues and identify priorities in the ward they represent and the municipality as a whole
- Explain the role of performance management in assisting local government in service delivery and deepening participatory democracy
- Describe different meeting procedures
- Identify laws and policies influencing development local government
- Describe how policies impact on local government activities
- Describe SALGA's role and mandate
- Identify institutions supporting constitutional democracy in South Africa
- Describe the regulation process
- Distinguish between the different categories, structures and functions of municipalities
- Explain the role of traditional leaders in local government
- Explain the principles that guide the formation of local government laws.
- Follow the process of making by-laws
- Explain the Remuneration of Office Bearers Act, 1998



11 hours 30 minutes

### **Resources:**

- *Copies of the offices and functions chart*
- *Flipchart paper, markers and presstik*
- *Map of the municipality that you are training in*
- *LED Position Paper 2009*
- *Example of a KPI*
- *Meeting procedure cards*
- *Order of Business cards*
- *Introducing a motion cards*
- *The Constitution of the Republic of South Africa, 1996*
- *Municipal Systems Act, 2000*
- *Municipal Structures Act, 1998*
- *Checklist in Training Aids*
- *CI Handbook*

## **Introduction**

This chapter is the most comprehensive chapter of the CI Handbook and will take most of the workshop as it provides an overview of the systems and structures of local government and the relevant legislation. It also provides an overview of the office of councils, key municipal processes, the IDP, municipal financing and budgeting, performance management as well as how councillors engage with and encourage public participation in municipal processes, the categories of municipality and executive leadership systems, the role and function of SALGA and section 9 institutions as well as relevant Acts such as the Remuneration of Office Bearers Act. Participants are also introduced to the process of making by-laws. There will not be sufficient time to cover all components of this chapter in detail. Participants need to be reminded that they will need to read the CI Handbook for more information as well as the relevant legislation.

Activities are designed to simulate some of the planning processes that a municipality needs to engage in that can assist councillors in fulfilling their mandate as elected representatives. This chapter looks at the different pieces of legislation that have been introduced to give meaning to the Constitution, the categories of municipality and executive leadership systems, the role and function of SALGA and section 9 institutions, as well as relevant Acts such as the Remuneration of Office Bearers Act, 1998. Participants are also introduced to the process of making by-laws. There will not be sufficient time to cover all components of this chapter in detail. Participants need to be reminded that they will need to read the CI Handbook for more information as well as the relevant legislation.

## Activity 1.1

# What is a municipality?

### Step 1

Ask participants the question:

What is a municipality?

Take general responses from the plenary.

Sum up by referring to the content in the CI Handbook.

### Step 2

Show the PowerPoint 1.1 and take participants through the slide using the information in the CI Handbook to assist you.



30 minutes

#### **Resources:**

- Flipchart
- Markers
- PowerPoint 1.1

*CI Handbook p. 27*

*PowerPoint 1.1*

*CI Handbook p. 27*



15 minutes

**Resources:**

- Data projector
- PowerPoint 1.2
- CI Handbook

## Activity 1.2

# Policy and legal framework guiding local government

### Introduction

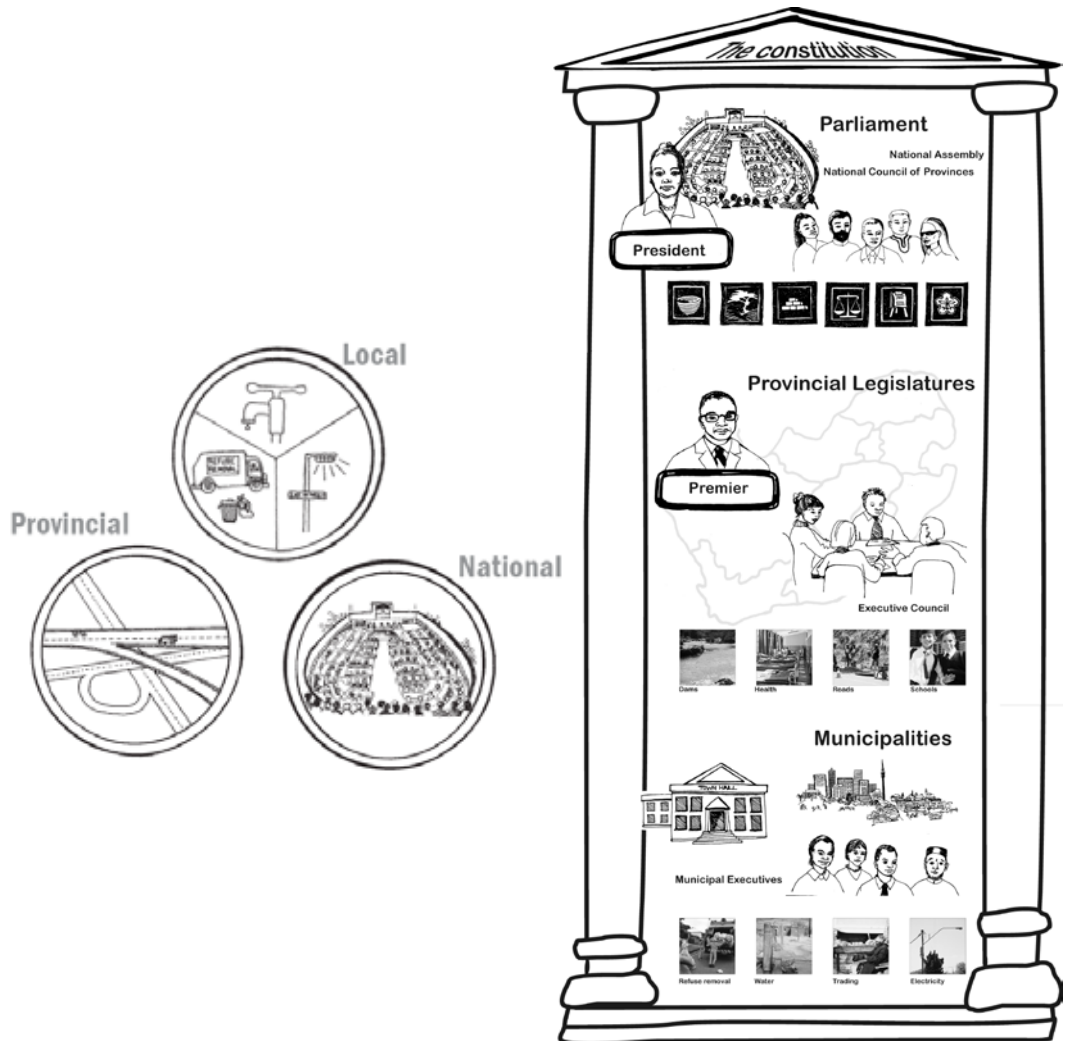
Participants are given an overview of the principles that guide the formation of local government laws and an opportunity to interrogate these laws more fully in the next activity.

### Step 1

Display the diagrams in the PowerPoint entitled 1.2. Explain that the Constitution provides for three spheres of government and that municipalities fall into the local government sphere. Refer to the CI Handbook taking participants through the notes.

PowerPoint 1.2

CI Handbook p. 31



## Activity 1.3.1

# What are the relevant Laws and SALGA's role?



1 hour

### Resources

- *The Constitution of the Republic of South Africa, 1996*
- *Municipal Systems Act, 2000*
- *Municipal Structures Act, 1998*
- *PowerPoints 1.3.2, 1.3.3, 1.3.5*
- *Training Aid 1.3*
- *CI Handbook*
- *Flipchart*
- *Markers*
- *Prestik*

## Introduction

Local government is underpinned by the fact that councillors represent the interests of the community and therefore have a responsibility to ensure that these interests are responded to. Every piece of legislation starting with the Constitution reinforces this notion. This activity draws participant's attention to the seriousness of their responsibility as elected leaders.

## Step 1

Explain to participants that the new dispensation in South Africa has completed an era of transformation whereby the local government transitional phase has developed into a new system of local government which seeks to provide democratic and accountable government for local communities. This objective is enshrined in our Constitution (section 152). In order to give effect to this objective various pieces of legislation have been formulated. Explain that working in groups, participants will explore some of the legislation and how it relates to local government. Advise participants that the CI Handbook contains more information that they can refer to.

Divide participants into five groups. Allocate each group a task as follows:

You may have to write each group's task on the flipchart paper to guide them.

**Task for group 1** - Ask the group to:

- refer to the Constitution
- find three sections of the Constitution that promotes democratic governance in the context of local government.

**Task for group 2** - Ask the group to:

- refer to the Municipal Systems Act, 2000 and outline the core principles underlying the Act
- find two supporting clauses in the Act that support the core principles.

**Task for group 3** - Ask the group to:

- refer to the Municipal Structures Act, 1998 and outline the core principles underlying this Act
- find two supporting clauses in the Act that support the core principles.

**Task for group 4** - Ask the group to identify:

- the institutions that support democracy contained in the Constitution (i.e. the Chapter 9 institutions)
- their functions
- how they relate to local government.

**Task for group 5** -Ask the group to:

- Refer to their CI Handbook and identify the purpose of the Local Government: Municipal Property Rates Act, 2004; the Intergovernmental Relations Framework Act, 2005; the Division of Revenue Act, the Organised Local Government Act, 1997, the Promotion of Administrative Justice Act, 2000, the Promotion of Access to Information Act, 2000 and the International Relations Policy Framework, 1998.
- Identify how these Acts relate to their role and responsibility as a councillor.

**Task for Group 6** -Ask the group to identify:

- SALGA's role and mandate
- How SALGA can assist them in performing their functions effectively

Below is an example of some responses for this group

You have the right to freedom of movement and residence.	Residents have the right to adequate housing and a councillor has the responsibility to ensure that this is provided. At the same time consideration has to be given to availability of land, costing etc.
You have the right to a clean environment.	Citizens need to live, work and have leisure time in an environment that is unpolluted and not detrimental to their health. At the same time funds need to be available, laws in place etc to protect citizens. Councillors need to balance the demand with available resource and realistic expectations.
SALGA represents, promotes and protects the interests of local government	Local councils meet regularly with SALGA and share their challenges.

## Step 2:

Give participants 15 minutes to find the information. Ask each group to give feedback on their specific task. Take discussion and questions from participants. Emphasise the role of SALGA and how SALGA can assist them in performing their functions as councillors.

Wrap up by summarising the main points made by participants. Use the information in the CI Handbook to add to the discussion.

Additional information is contained in the Facilitator's Information Box to assist you in wrapping up the discussion.

## Facilitator's Information Box

### Spheres of government

The Constitution of the Republic of South Africa, 1996, paragraph 40(1) requires that government is constituted as national, provincial and local spheres which are "distinctive, interdependent and interrelated."

### Status of municipalities

Section 151 of the Constitution, amongst other clauses, states that the local sphere of government consists of municipalities and that the executive and legislative authority of a municipality is vested in the Municipal Council.

### Objectives of local government

Section 152 (1) of the Constitution outlines the objectives of local government which include in particular (a) providing democratic and accountable government for local communities and (e) encouraging the involvement of communities and community organisations in matters of local government. In particular this applies to councillors as the elected representative of the community; they have the responsibility to ensure that these objectives are met.

### Developmental duties of municipalities

Section 153(a) of the Constitution stipulates that municipalities have developmental duties in that they must structure and manage their administration and budgeting and planning processes to give priority to the basic needs of the community and promote social and economic development of the community. Again, a councillor has a role to play in ensuring that this development takes place.

Municipalities therefore are required to provide municipal services and also to focus their efforts and resources on improving the quality of life of the communities residing in their areas of jurisdiction, especially those members and groups which were previously most often excluded or marginalised, such as women the physically challenged and the very poor.

Legislation has been in place specifically to meet this challenge. The White Paper on Local Government, 1998 defines developmental local government as "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and to improve their delay lives."

The White Paper on Local Government, 1998 – a guiding policy document that informed the formulation of various Acts – is supported by the Local Government: Municipal Structures Act, 1998 and the Local Government: Municipal Systems Act, 2000.



45 minutes

### Resources

- *CI Handbook*
- *Flipchart paper*
- *Markers*
- *PoerPoint 1.3.2*

## Activity 1.3.2

# Establishment of municipalities

### Introduction

This activity introduces participants to the categories of municipality outlined in Chapter 7 of the Constitution. There are three categories of municipalities:

- Category A: Metropolitans
- Category B: Local councils
- Category C: District councils

### Step 1

Explain that we will be looking at how local government is organised, namely Category A, B and C municipalities.

Working in pairs, ask participants to think about their municipality and describe it to their partner, for example it is large, small, does it have a lot of industry, is it well resourced etc. Take responses from participants and record it on the flipchart, grouping similarities. For example, you may have the following information that can be grouped together:

Highly populated	Small town	Few towns
A lot of industry	Few shops	Sparsely populated
A lot of businesses	No employment	Mainly rural

### Step 2

Use the information from step 1 to explain the different categories of municipality to participants. Use the information in the Facilitator's Box to assist you.

### Facilitators Information Box

The Demarcation Board, established in accordance with section 2 of the Local Government:

Municipal Demarcation Act, 1998 determined the areas for which Category A, B and C municipalities were to be established. 'Wall-to-wall' municipalities were demarcated in order to ensure that all areas of the country have access to development and governance. In an attempt to address the various developmental needs of different parts of the country, municipalities were classified into three categories.

Category A is the metropolitan municipality, which has exclusive authority to administer and make rules in its area. A metropolitan municipality can have up to a maximum of 270 councillors. Half the councillors are elected as ward councillors and the other half by proportional representation.

Category A municipalities need to have:

- A high population density
- Intense movement of people, goods and services
- Extensive development
- Multiple business districts and industrial areas
- A centre of economic activity with a complex and diverse economy

There are now eight Category A municipalities, namely, City of Johannesburg, City of Tshwane, Nelson Mandela, Ethekeweni (formerly Durban), Mangaung (formerly Bloemfontein), Buffalo City (formerly East London), City of Cape Town and Ekurhuleni.

Category B refers to a local municipality, which shares the authority in its area with the Category C municipality in which it falls. Local councils with more than seven councillors are divided into wards. A ward is a defined geographic area within a municipality. A district or local municipality may have no less than three but no more than 90 councillors. Local municipalities share their duties with district municipalities to allow for the redistribution of resources as district municipalities combine urban and rural areas.

Category C refers to a district municipality which has authority to administer and make rules in an area that includes more than one local municipality. Within each Category C municipality, there are a number of smaller Category B municipalities. As Categories B and C share responsibility for service delivery, local municipalities, through their designated councillors, have representation on district councils. The primary task of these councillors is to represent the interests of their local councils. District municipalities play a supportive role to local municipalities.

District councils are responsible for the planning and development of the whole district, as well as assisting local councils that do not have the capacity or revenue to deliver all municipal services. The district and local councils share responsibility for local government to ensure that all communities, particularly the disadvantaged, have equal access to resources and services.

The Municipal Structures Act, 1998, Chapter 5, describes the powers and functions of municipalities. It mentions (section 83) that a municipality has the functions and powers assigned to it in terms of sections 156 and 229 of the Constitution. Section 83 (3) specifies that a district municipality must 'seek to achieve the integrated, sustainable and equitable social and economic development of its areas as a whole'. It spells out how this must be done. Section 84 outlines the division of functions and powers between district and local municipalities, and section 86 spells out how disputes are resolved.

### Step 3

In plenary ask participants to list services offered by their municipality.

Responses could include:

Community hall	Clinics and hospitals
Municipal clinics	Law enforcement and traffic control
Storm water drainage	Refuse collection and Disposal
Cutting of verges	Cleansing
Roads and streets	Greening
Electricity	Cemetery and crematoria control
Gas supply	Sewage
Abattoirs	Sports facilities
Water	Swimming pools
Rent and housing stocks	Nature reserves
Transport	Municipal parks
Libraries	Housing
Fire-fighting	Building control
Ambulance services	Cleansing

Take responses from groups. The principles that would emerge from the responses include:

- Metros need to be self sufficient
- Municipalities of larger towns provide many of their own services
- Districts sometimes need to supplement smaller local municipalities delivery of basic services
- Emergency services and clinics are usually district functions
- A district supports infrastructure that runs across municipality borders
- Districts support capacity building in local municipalities
- It is envisioned that local municipalities develop their own capacity to provide basic services
- There needs to be good co-ordination and co-operation between district and local municipalities
- Local IDPs must accommodate district plans

Once you have taken all responses, top up with information from the CI Handbook, which lists the functions and powers of municipalities.

## Step 4

Ask participants consider the following:

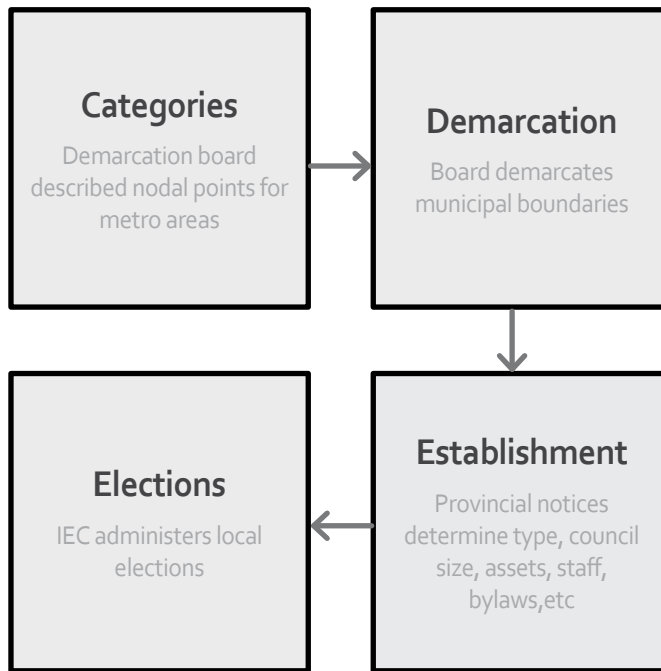
- How do Category A municipalities generate most of their income?
- How do Category B municipalities generate most of their income?
- How do Category C municipalities generate most of their income?

Take responses. Highlight that Category A municipalities generate most of their income by selling electricity and charging rates, while Category B municipalities rely largely on intergovernmental grants. Explain that Category B municipalities do not have the infrastructure to supply the necessary services and are therefore not in a position to generate income from service provision. Another factor is that in poorer areas communities have difficulty in paying these services. This means that municipalities need to develop economically and grapple with issues of poverty to enable them to be viable in the long term. Explain that Category C municipalities support Category B municipalities who may not have enough infrastructure, capacity or ability to raise their own income.

Refer to the diagram below (you can put it up on flipchart before you begin this activity, or refer participants to PowerPoint 1.3.2 or their CI Handbook).

*PowerPoint 1.3.2*

*CI Handbook p. 38*



### Step 5

Conclude with a discussion on municipal ward committees and ward participatory systems and sub-council participatory systems and highlight the importance of including the community in decisions relating to service delivery.



25 minutes

### **Resources**

- PowerPoint 1.3.3
- CI Handbook

## **Activity 1.3.3**

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# Structures of municipalities

### **Introduction**

Activities 1.3.3 and 1.3.4 build on the previous activities deepening participants understanding of how their council works.

### **Step 1**

Show PowerPoint 1.3.3 and ask participants what kind of structure their municipality has. Participants who may have served a term before or participated in a ward committee may be familiar with their structure and this gives them an opportunity to share their experience.

### **Step 2**

Using the notes in the CI Handbook and using the diagram explain the different systems to participants.

Ask participants who have been councillors previously, what committees they have served on and to briefly share with the group their experience of working on a particular committee.

*CI Handbook p. 41-42*

## Activity 1.3.4

# Functions and powers of municipalities and dissolution of council



20 minutes

### **Resources:**

- *CI Handbook*

### Step 1

In plenary ask participants to identify which sphere of government each of the statements that you read out belongs to as follows:

- Develop a national education policy
- Provide water and sanitation
- Provide health services
- Support provinces in the roll out of health services
- Set national education norms and standards
- Develop an integrated development plan
- Control noise pollution
- Establish public parks and recreational services

### Step 2

Refer to the notes in the CI Handbook to top up.

### Step 3

Close by going through the process for the dissolution of council.

*CI Handbook p. 43-44*



1 hour

### Resources

- *CI Handbook*
- *PowerPoint 1.3.5*
- *Flipchart*
- *Markers*
- *Prestik*

*CI Handbook p. 45*

*CI Handbook p. 48*

*PowerPoint 1.3.5*

*CI Handbook p. 47*

## Activity 1.3.5

# Developing policies and by-laws

### Introduction

One of the functions of a municipal council is to make and pass by-laws. Councillors need to be familiar with and how they participate in the process.

### Step 1

Using the information in the *CI Handbook* and give a brief overview of the role of policies and by-laws, highlighting what a policy is, how policies assist local government and the components of policy making. Refer to the definition of a by-law in the *CI Handbook*.

### Step 2

Close by inviting participants with previous experience to share their experiences.

### Step 3

Refer to the *CI Handbook* and take them through each stage of the law making processes. Show *PowerPoint 1.3.5* on the process of making and scrapping a by-law and the policy formulation steps. Take participants through the process. If you have participants who have served a term before, invite them to share their experience.

### Step 4

Refer to Components of policy making in the *CI Handbook*. Use the flipchart briefly to go through each phase.

### Step 5

Divide participants into groups of four. Explain to the groups that representatives from the community have come to them to ask them to assist the community in getting permission for street traders to trade. Ask groups to draft a memorandum to submit to their municipality's legal advisor on the contents of the by-law including suggestions as to how and on what terms, if any, street traders should trade. Refer to stage 3 of the Components of policy making to guide you.

### Step 6

Give groups 15 minutes to prepare the memorandum. They can write notes to assist them, as they will need to give feedback to the plenary.

### Wrap up

Wrap up by highlighting the role they place a councillor in the formulation of by-laws and policy making, and that any decision they make or process they undertake should be informed by need to promote service delivery and development.

## Activity 1.3.6

# Remuneration of Office Bearers Act

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20 minutes

**Resources:**

- Dataprojector
- PowerPoint 1.3.6

### Step 1

Show slide 1.3.6 highlighting the main points in the Remuneration of Office Bearers Act.

Explain to participants that they will need to read through the content in the CI Handbook for further information.

*CI Handbook p. 50*



30 minutes

### **Resources**

- *CI Handbook*
- *Introduction*

*CI Handbook p. 53-56*

## **Activity 1.3.7**

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### **Traditional leaders**

Section 81 of the Municipal Structures Act, 117 of 1998 provides a role for traditional leaders to participate in the municipality and be consulted before any project is finalised. This activity briefly discusses how local councillors can engage with traditional leaders in regard to community development in their respective municipality.

#### **Step 1**

Invite participants who have been councillors before to share their experience of working with traditional leaders. In plenary have a broader discussion as to the role that traditional leaders can play in community development. Alternatively, if none of the participants have such experience, invite participants to brainstorm what role they think traditional leaders play in community development.

#### **Step 2**

Refer to the information in the CI Handbook and top up.

Then refer participants to the different pieces of legislation that provides for participation by traditional leaders in local governance. Conclude by stressing the important that local development is a partnership between all stakeholders and that traditional leaders play an important role in engaging with communities and ensuring that the needs of communities are taken into account when planning the IDP and service delivery.

## Activity 1.3.8

### Checklist

Invite participants to complete the checklist which is also in the Training Aids marked Activity 1.3.8.

	True	False
✎ There are six institutions provided for in Chapter 9 of the Constitution		
✎ The Constitution makes no reference to local government		
✎ The Municipal Systems Act, 2000 discusses categories of municipalities		
✎ A metropolitan is a Category A municipality		
✎ A municipal council can delegate the function of passing a by-law		
✎ The executive mayor may choose to appoint any councillor to serve on the mayoral committee		
✎ A member of the community can introduce a draft bylaw in the council		
✎ A by-law can only come into effect by a majority vote of 50% plus one		
✎ Local government is responsible for providing democratic and accountable government for local communities		



10 minutes

#### Resources:

- Flipchart
- Training Aid 1.3.8

Training Aid 1.3.8



45 minutes

### Resources

- Flipchart
- Training Aid 1.4

Training Aid 1.4

CI Handbook p. 57-61

## Activity 1.4

# Functions of key structures and office of councils

### Introduction

Make sufficient copies of the chart in the Training Aids for your group of participants. As they will be working in pairs you will need one chart per pair.

If you do not want to include the chart as an ice breaker then go straight into step 3. Explain that this activity will look at the different offices of council and their functions before you start.

### Step 1

Make copies of Training Aid 1.4 and in pairs ask participants complete the chart by linking the office of the council with the function of the office.

### Step 2

Take responses from pairs inviting a different pair to give one answer. There are two answers for each of the offices of the council except for the municipal manager where there are three.

### Step 3

On a flipchart put up four headings: Mayor, Speaker, Chief Whip and Municipal Manager. Invite participants to brainstorm the different functions of each of these offices and record them on the flipchart under each heading. Clarify where necessary and if you have participants in your group who have filled these functions previously invite them to share their experiences.

### Step 4

Refer participants to the CI Handbook. Explain that we have only identified some of the functions and that the CI Handbook provides more information that they should refer to.

## Activity 1.5

# Key municipal processes

### Introduction

There are a number of key processes that councillors need to be familiar with as part of their responsibilities as elected leaders. The following activities introduce participants to these functions, namely Integrated Development Planning; Municipal Budgeting and Finance Management; Performance Management and Citizen Participation.

### Step 1

Explain to participants that there are several processes that they need to be familiar with and that the next four activities will cover the activities outlined above.

List each of the processes on the flipchart and invite participants to say what they think each of these processes involve, namely: Municipal Integrated Development Planning, Municipal Budgeting and Finance, Municipal Performance Management, Public Participation and Citizen Involvement. If there are participants who are serving a second or third term as a councillor invite them to give their understanding and top up if necessary.



15 minutes

### Resources

- Flipchart
- Markers

*CI Handbook p. 62*



2 hours

**Resources:**

- Dataprojector
- PowerPoint 1.6
- Flipchart
- Markers
- Prestik
- CI Handbook

*PowerPoint 1.6*

*CI Handbook p. 63*

*CI Handbook p. 63-64*

## Activity 1.6

# Municipal Integrated Development Planning

### Introduction

This activity will enable participants to go through each of the phases involved in integrated development planning. It is conducted in an interactive way and encourages participants to consider each aspect and how it impacts on the overall plan that a municipality draws up and its impact on the community. It also highlights the role the councillor plays in the process and considers how community-based planning fits into the Integrated Development Plan (IDP) process. Participants will work through the different phases of designing an IDP. Remind participants that they should go through the content of their handbook to inform themselves fully as all the content cannot be covered in this workshop. A lot of time has been allocated to this activity as the IDP is crucial to development at local level.

### Step 1

Refer to the CI Handbook definition on PowerPoint 1.6 and go through the definition with participants.

Explain that the IDP is a planning process that all municipalities must do in early in the new term of office it guides the activities of the council and the municipal officials for the duration of the five years. It sets out a vision for a municipality and a strategy for meeting it. Explain that municipalities face the challenge of service delivery. One of the ways is by the design of an integrated development plan that considers how best available resources can be used, and identifies resources that will be needed to achieve this. It also has to take into consideration the realities on the ground and that a councillor plays an important role in this process.

### Step 2

Invite participants to brainstorm in plenary broad guidelines for an IDP. Refer to the information in the CI Handbook.

## Activity 1.6.1

### Stage One Analysis Phase



30 minutes

#### Resources

- SALGA LED position paper
- PowerPoint 1.6
- Flipchart
- Markers

#### Introduction

This stage of integrated development planning is the first stage of the planning process. It requires participants to identify priorities for Iketsetseng (a Sotho word meaning 'do it yourself') Municipality. In this activity the different interest groups present their priorities.

#### Step 1

Divide participants into five groups. Give each group a map of the municipality and a flipchart page and a marker. Explain that new councillors are required to develop the new IDPs that will guide the development during their term of office. The IDPs need to build on the developments of the preceding councils and take account of reviews of existing plans.

Explain that each group represents a different sector in the community. Allocate one of these roles to each of the groups:

**Group 1:** Members of the community in Ward A. – A middle class wealthy ward with 100% employment

**Group 2:** Members of the community in Ward B - a combination ward with some residents employed and upper income bracket and some residents unemployed and some low income earners

**Group 3:** Members of community in Ward C – residents live in informal settlements

In all the above groups one member of the group must represent the councillor.

**Group 4:** Members of the community in a ward that is made up mostly of farms and rural areas. (If you are conducting a workshop in a metro or local council you can leave out this group)

**Groups 5:** Members of the municipality – this group consists of municipal managers and some departmental heads

#### Step 2

Explain that in their groups they are required to identify five priority areas for their council and to write them up on a flip chart.

#### Step 3

Invite each group to put up their priorities and other groups to do a quick "walk around" to view each group's priorities.

## Step 4

In groups discuss

- What criteria would you use for prioritising development?
- What guidelines could you use to decide what the most important issues are?

Use a nominal round to ask participants to list the criteria they identified. Write them up. In plenary and ask the group as a whole to rank the criteria in order of importance.

## Step 7

In plenary, using a nominal group technique, agree on five priority areas for the municipality to focus on.

## Activity 1.6.2

### Phases 2 -5 of the IDP process



1 hour 30 minutes

#### Resources

- Flipchart
- Markers

### Introduction

In this activity, participants participate in a mock planning and strategising process. They use this information to identify projects, and grapple with issues of budgeting and managing performance. They then discuss the importance of the integration and approved phases of the planning process.

### Step 1

Working in the same groups as the previous activity each group needs to:

- Write up a vision statement for Iketseng Municipality
- State objectives for two of the priority areas identified in the previous activity
- Develop strategies for each of the above objectives
- Identify two projects for each of the above strategies

Write these questions on the flipchart in advance. Give each group a piece of flipchart paper and a marker to record their responses.

### Step 2

Once they have completed the exercise invite groups to put up their responses around the room. Allow participants some time to view each other's strategies. Briefly discuss how a municipality's strategies need to promote developmental local government by referring to examples from participants charts. Refer to the IDP flow chart in the CI Handbook for additional information.

CI Handbook p. 68-71

## Facilitator's Information Box

### Vision

A powerful vision provides everyone in the organisation with a picture that helps them to see what they are planning to create in the future. A vision statement provides a word picture of what the organisation intends to become – in five years. This statement should contain as concrete a picture of the desired state as possible. It should provide the basis for formulating objectives and strategies.

### Objectives

Objectives are statements of attainable, quantifiable; intermediate-term achievements that help accomplish goals contained in the vision. For example, an objective would be to achieve 'the construction of 80 units of affordable housing annually until the year 2010.'

### Strategy

A strategy is plan or method including options and priorities towards the achievement of a defined goal or objective. It links development goals with the actions required to achieve them. A strategy may have economic, social, environmental, and spatial components; it specifies the major problems to be alleviated and the opportunities to be realised by short to medium-term investments in specific projects.

### Project

A project is a temporary task, or set of tasks, undertaken to create a unique product or service. Temporary means that the project has an end date. Unique means that the project's end result is different than the results of other functions of the organisation.

## Step 3

Refer participants to two of the projects that were identified in Step 1. Explain that phase 3 of the IDP process, that is project planning, links directly to budgeting and performance management and that the IDP cannot function without a budget. Funding for Development Projects is integrally linked to integrated development planning. Explain that the purpose of this activity is to give councillors insight into the role of the municipality in designing projects. Give them about 15 minutes. They may not have enough time to complete all the components but this activity is an example of the challenges that local councils face when deciding what is required in their municipality and they need to plan for it.

In plenary briefly discuss:

- How can this information be used in budgeting?
- How can this information be used in performance management?

## Step 3

Introduce this step by saying that the final stages of the IDP process are integration and approval of the IDP. Refer to the IDP phases in the CI Handbook.

In plenary ask participants:

What is meant by integration? Why is it an important aspect of the IDP?

Responses should include:

- Integration refers to the process of fitting plans together with the plans for other levels and role players. It is valuable because it co-ordinates activities and prevents overlap and waste of resources.
- Integration makes it easier to access funds from other spheres of government for capital projects and for service provision.
- Integration ensures that the municipal plans fit in with district and provincial plans, to use resources efficiently.
- Integration with land use plans ensures that spatial planning is accommodated within longer-term development plans.
- It ensures that municipality's capacity is developed to accommodate the tasks that they will need to perform.
- Integration allows local plans to fit with broader developments and policies.

Conclude by explaining that district and metro plans are required to fit into provincial growth and development strategies, while local IDPs have to articulate with district plans.

## Step 4

Ask the participants who needs to approve an IDP.

Why does an IDP need to be approved?

Responses should include:

- The IDP needs to be approved by: the community, the council, the district and provincial and national structures.
- Approval indicates that the plans have been checked and that they can expect to receive the support of the role players involved.

Wrap up by referring to the phases of the diagram.

*CI Handbook p. 71*



30 minutes

### Resources

- SALGA LED position paper
- PowerPoint 1.7
- Flipchart
- Markers

*This can be downloaded from [www.salga.org.za](http://www.salga.org.za)*

## Activity 1.7

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# The role of local government in economic development

### Introduction

Sound Local Economic Development (LED) practice can facilitate an appropriate environment for economic development. It also impacts on creating an enabling environment for economic growth and is therefore crucial for effective service delivery and growth of the local municipality. Councillors need to be familiar with the purpose of LED and how it fits into the overall development of their community.

**Facilitators will need to obtain copies of the SALGA LED position paper in advance and make copies for participants.**

### Step 1

Give each participant a copy of the SALGA LED position paper (2009). In groups of four ask them to read through the position paper and highlight five important points in the position paper and what they need to do as councillors to ensure LED in their municipality and how they think they can achieve it.

### Step 2

Take responses from each group and record them on the flipchart and facilitate a general discussion on the role of LED in local government. Draw on experiences of previous councillors to share with the group.

## Activity 1.8

# Local government and information communication technology

### Introduction

Information and Communication Technology (ICT) is increasingly playing an important part in municipal councils from billing to delivery of public services. Councillors need to be familiar with modern technology, even if they don't have to use it directly, to enable them to input into the introduction of technology in their municipalities.

### Step 1

Ask participants what they understand by ICT, then ask how many participants use technology and in what form. Response could include: facebook, email, sms's etc.

Facilitate a discussion around the advantages and disadvantages of using technology in service delivery and responding to residents needs.



15 minutes

### Resources

- *CI Handbook*

*CI Handbook p. 75*

## Activity 1.9

### Municipal finance

Dear facilitator for Municipal Finance and Budgeting,

The most successful facilitated processes are those in which the facilitator is confident about their subject and has a well-considered and carefully structured programme.

#### Municipal finance is at the heart of municipal mandate

*Democracy in South Africa is underpinned by a contract between the citizenry and the authority that governs. This is especially true at local government level, which is the closest sphere of government to the citizenry. In terms of this contract, elected leaders make commitments to the residents. The municipality then works on making these commitments a reality.*

The notion of the separation of powers has been a corner-stone of our democracy since 1994. The clear separation of powers between the executive and the legislature makes possible the authentic **oversight** of the execution of the will of the citizenry. Independent adjudication of the way the executive function is being performed is essential to democracy because without it, the citizenry cannot know whether and just how, its will is being put into practice by the executive and administrative branches.

The 'centre of gravity' of the system of local government has moved decisively to the legislature, the Council, and away from the Executive (Mayor, MMCs), thus increasing the degree of **accountability** of government to the people.

This means that there is a significant demand on councillors to perform their oversight duties. And, of course, a cornerstone of ensuring that municipalities deliver on their constitutional mandate is the manner in which budgets are formulated, disbursed and accounted for.

It is, thus, the responsibility of **all** councillors, not just Mayors, MMCs and chairs and members of portfolio committees to continually review and assess municipal finance, it is the role and obligation of every councillor to do so. Understanding municipal finance is at the heart of the job of all elected officials.

#### Facilitation principles

This induction intervention is designed using the following principles:

- Understanding the profile of the councillors is critical to customising the content to suit the needs and level of the learners.
- Aligning course content to overall local government mandate and context
- Skills acquisition is based on adult-learning principles in which we ensure that we move learners from simply being informed to understanding the relevance of the content to their context and therefore, how to apply their learnings in out-of-classroom situations.
- Sessions are sequential, reiterative and combine input with practice.
- The training methodology uses a number of different techniques.

#### **This guide provides:**

- Context to the induction process on municipal finance and budgeting;
- A lesson plan for the facilitation;
- List of resources;
- Guidance on how to conduct each session; and
- An evaluation form which participants should complete at the end of the day.

#### **Different techniques include:**

- Case studies;
- Multi-media technology including video and interactive CDs;
- Theory-based training;
- Role plays and simulations;
- Brainstorming;
- Group work;
- Competency/Outcomes-based training.

# Context for induction

## Context in which councillor training takes place

This is the third democratic local municipal elections. In previous elections support was provided to councillors. It is important to briefly identify some of the key lessons from these processes as well as to understand the specific contextual factors which will face the Councillors of 2011.

In order to ensure that councillor capacitation for financial management is effective it needs to take into consideration some of the lessons learnt from previous interventions, and acknowledges the current contextual challenges. But, importantly it needs to incorporate some key learning principles into the design of the materials and the roll out of the intervention. These principles are detailed in this section.

## Capacitation framework

This framework articulates the vision for the councillor capacitation to ensure that the process contributes to the strengthen of councillors political oversight and effective management of municipal finance. In order to achieve this vision there are several factors which must be present in the framework. These include an understanding of the different stakeholders, the different types of capacity interventions, and the fact that the intervention should be phased. This recognises that certain interventions should happen soon after the elections and the swearing in of office bearers and the establishment of oversight committees, and that other interventions can be seen as more long-term and on-going.

## The vision

Councillors are sufficiently capacitated to ensure that they can perform their roles and responsibilities in a way that contributes to an effective municipality. This is underpinned by the responsible management of finances and budget allocation to support a developmental agenda.

## Considerations to support the vision

These factors are critical in realising the vision, and form the scaffolding of the councillor capacitation intervention:

- Identification of stakeholders: successful capacitation recognises that scope and nature of capacitation will vary depending on the target audience. In other words, the framework recognises that there is a baseline of information and skills that are required in order to achieve the outcomes contained in the vision, but that there is also more specific content that is required for other audience sets.
  - All councillors: in general all councillors must be able to understand the fundamentals of municipal finance as this forms a key component of their oversight function
  - MMCs Finance: in their role as political leaders, MMCs Finance require a more in-depth understanding of municipal finance and knowledge which covers a broader range of financial areas.
  - Chairs of oversight committees: councillors occupying this position, will also require more advanced induction to that which they receive as part of the general five-day councillor induction programme.

- ↘ Recognising that in order to cover the financial management knowledge area there is a need for (see Annexure A for more detail of this content):
  - **Induction for all Councillors which covers:** Roles and responsibility (oversight), Financial Governance, Budgeting, Revenue management, supply chain management, asset management, accountability (Golden circle), MFMA, Municipal Structures Act, Municipal Systems Act using practical examples and case studies.
  - **Advanced induction for MMCs and Chairs of Committees which covers:** Oversight (MPACs), SCM, Budget Process, Financial Management for MMC's, Delegated – 2 day facilitated training/briefing session, Non Delegated – focus on MFMA Training. As well as, MPAC's, Establishment of MPAC, Role and responsibilities of MPAC, Reporting mechanisms
  - **Orientation for general councillors which contains a briefing on:** approved Budget, Annual Report, Draft AFS, 5 year IDP, Audit remedial plan, end of term report. In addition: Sign of Audit Plan, Discuss budget circular, Funding compliance, Engage AFS and AR drafting process, Management and appointment of CFO
  - **Orientation for MMCs and Chairs of Committees which contains a briefing on:** approved Budget, Annual Report, Draft AFS, 5 year IDP, Audit remedial plan, end of term report. As well as Sign of Audit Plan, Discuss budget circular, Funding compliance, Engage AFS and AR drafting process, Management and appointment of CFO
  - Specialised training for general councillors: Oversight (MPACs), SCM, Budget Process, Financial Management for MMC's, Delegated – 2 day facilitated training/briefing session, Non Delegated – focus on MFMA Training. As well as, MPAC's, Establishment of MPAC, Role and responsibilities of MPAC, Reporting mechanisms
  
- ↘ Implementation of capacity interventions must be phased. This means that it is important that general induction and orientation as well as advanced induction for MMCs and Chairs of Committees must be prioritised. More detailed training for general councillors should be viewed with a long-term perspective and seen as ongoing. For ease of reference, this document used the following time-frames:
  - Short-term: interventions that must take place within the first year after elections
  - Medium-term: interventions that must occur within two-years of elections
  - Long-term: those interventions which must be implemented within a three-year time-frame

## Lesson plan

### Process outcomes

By the end of the day, councillors will have:

- Clear idea of policy, planning, prioritisation and oversight framework in relation to municipal finance and budgeting;
- Understand budgeting, budget reforms and the division of revenue;
- Overview of financial management and internal control systems in municipalities;
- Understanding of how municipalities plan, monitor performance and report; and
- Understanding of their roles and responsibilities in relation to municipal budgeting and financial management

## Session One: Guidelines

<b>Session One:</b> Policy, planning, prioritisation and oversight framework in relation to municipal finance and budgeting <b>Time:</b> 08h30 – 10h30 <b>Topics covered:</b> Spheres of government and assignment of functions; Government priorities and strategic alignment; Political and managerial accountability; Fiscal oversight			
08h30 – 09h00	Spheres of government and assignment of functions	By the end of this session, participants will be: <ul style="list-style-type: none"> <li>• Reminded of the three spheres of government and their areas of responsibility;</li> <li>• Recall the concept of ‘developmental local government’ and what this means;</li> <li>• Clear about the assignment and reassignment of functions;</li> <li>• Clear about how others spheres of government can ‘intervene’ and what happens with ‘unfunded mandates’</li> </ul>	Slides and video clips
	Understanding the councillor’s role in this process	By the end of this session, councillors should have an idea of their roles in: <ul style="list-style-type: none"> <li>• Ensuring a developmental local government</li> <li>• Reassignment of powers</li> <li>• Interventions</li> <li>• Unfunded mandates</li> </ul>	
09h00 – 09h15	Government priorities and strategic alignment	By the end of this session, participants will: <ul style="list-style-type: none"> <li>• Know the 10 strategic priorities of the MTSF;</li> <li>• Know the 12 outcomes guiding government work</li> <li>• Reminded of the IDP and performance management systems</li> <li>• Aware of what this information means for them</li> </ul>	Slides and video clips
	Understanding the councillor’s role in this process	By the end of this discussion, councillors will know: <ul style="list-style-type: none"> <li>• Their role in relation in ensuring that priorities and outcomes are met;</li> <li>• The role in relation to the IDP</li> <li>• How to oversee KPs in the performance management system</li> </ul>	
09h15 – 09h30	Political and managerial accountability	By the end of this session, councillors will: <ul style="list-style-type: none"> <li>• Understand the concept of accountability</li> <li>• Know the different levels of accountability, viz:               <ul style="list-style-type: none"> <li>• Political</li> <li>• Managerial</li> <li>• Legal</li> <li>• Hierarchical</li> </ul> </li> <li>• Understand the concept of governance and ethics</li> <li>• Be clear about fiscal oversight</li> </ul>	Slides
	Understanding the councillor’s role in this process	By the end of this session, councillors will know how to relate to issues of governance and ethics, and their role in fiscal oversight.	
09h30 – 10h30	Fiscal oversight	By the end of this session, councillors will know: <ul style="list-style-type: none"> <li>• What ‘fiscal oversight’ is</li> <li>• What their role is in fiscal oversight</li> </ul>	Hand outs

## Session Two: Guidelines

<b>Session Two:</b> Budgeting, budget reforms and division of revenue <b>Time:</b> 11h00 – 13h00 <b>Topics covered:</b> what is a budget? How are budgets funded? The budgeting process. Contents of a budget. Roles and responsibilities.			
11h00 – 11h15	What is a budget?	Having provided an overview to the process, it is important to have a look at an actual budget. By the end of this session, councillors should know the elements of a budget. It also covers different kinds of budget formats.	Slides and video clips
	How are budgets funded?	This section focuses on how budgets are funded and shares the funding compliance guidelines	
11h15 – 11h45	Budget process	This section outlines the 'budget events' in a calendar year.	Slides and handouts
11h45 – 13h00	Contents of a budget	By the end of this session, councillors will understand the contents of a budget with its different elements	Slides and handouts
	Council oversight over budget and reporting	By the end of this session, councillors will know: Their role in the budget process Mayor's role in the budget process	Video clip

## Session Three: Guidelines

<b>Session Three:</b> financial management and internal control systems <b>Time:</b> 14h00 – 15h00 <b>Topics covered:</b> introduction to financial management concepts			
14h00 – 15h00	Introduction to financial management concepts	By the end of this session, councillors will have a overview of: <ul style="list-style-type: none"> <li>• Basic financial management concepts including:</li> <li>• Risk management systems</li> <li>• Internal controls</li> <li>• Asset management</li> <li>• Supply chain and procurement processes</li> <li>• The role of council and accounting officers</li> <li>• Credit control and debt collection policies</li> </ul>	Slides
15h00 – 15h15	Tea		

## Session Four: Guidelines

<b>Session Three:</b> financial management and internal control systems <b>Time:</b> 14h00 – 15h00 <b>Topics covered:</b> introduction to financial management concepts			
14h00 – 15h00	Introduction to financial management concepts	By the end of this session, councillors will have a overview of: <ul style="list-style-type: none"> <li>• Basic financial management concepts including:</li> <li>• Risk management systems</li> <li>• Internal controls</li> <li>• Asset management</li> <li>• Supply chain and procurement processes</li> <li>• The role of council and accounting officers</li> <li>• Credit control and debt collection policies</li> </ul>	Slides
15h00 – 15h15	Tea		

## Session Five: Guidelines

<b>Session Five:</b> monitoring, reporting and accountability <b>Time:</b> 15h15 – 16h30			
15h15 – 16h30		By the end of this session, participants will understand the importance of monitoring, reporting and accountability. They will also have been introduced the tools to ensure effective oversight.	Slides and video clip

## Session Six: Guidelines

<b>Session Six:</b> reflection <b>Time:</b> 16h30 – 17h00			
16h30 – 17h00	Reflection	This session is intended to bring together all the key concepts introduced throughout the day. The animated video clip will explore the importance of balancing a budget, ensuring operational and capital budgets, and how to manage risk, asset registers, and supply chain. It also looks at debtor management	Video clip

## Activity 1.10

# Performance management



45 minutes

### Resources

- *Training Aid 1.10*
- *Flipchart*
- *Markers*
- *CI Handbook*

## Introduction

In this activity participants begin to grapple with what is meant by performance management in the context of local government. Participants relate key performance indicators at a project level as an assessment tool for overall performance management of a municipality.

Participants discuss the role of performance management in relation to the ideals of developmental local government. **You will need to make copies of the KPI in the Training Aids, one for each group beforehand.**

## Step 1

In plenary, introduce participants to the concept of performance management.

Each municipality is legally required to develop a Performance Management System (PMS) that will enhance organisational efficiency and effectiveness, account for the use of municipal resources and indicate the achievement of outcomes. A PMS is also able to act as an early warning mechanism as it reflects non-performance or underperformance, thus allowing for relevant intervention for improvement. Refer to the CI Handbook. It is helpful to write up the key points on flipchart before you start this activity. Have copies of the example of Key Performance Indicators for each group.

Ask participants who develops the PMS. Refer to the CI Handbook page for the correct response.

## Step 2

Working in the groups, refer participants to the projects that they identified in Activity 1.6. Groups should identify one project that they want to work with. Explain that they should to identify key performance areas for each of their projects. Using the example of a KPI in the CI Handbook, ask participants to complete the KPI for the project that they have identified.

Key Performance area	Key performance indicator	Target/result	Measure	Who	Importance	Target reached? (yes/no comment)

*Training Aid 1.10*

*CI Handbook p. 132*

The facilitator circulates among the groups and offers assistance where needed. Make sure that the targets set by participants are realistic and measurable. The participants do not have to complete the task, but they need to have done enough indicators well enough to be able to reflect on the task in plenary.

## Step 4

Ask groups to discuss the process that they went through and to list any tips or guidelines that they may have come up with in this activity.

Possible responses could include:

- The indicators reflect the priorities in the IDP.
- The indicator cannot be imposed by a manager; they need to be agreed on by all the parties affected.
- The indicator includes evaluating how well the municipality is functioning and cannot blame the person involved.
- It is important to measure factors that will impact on delivering services.
- Indicators are linked to the social and economic rights in the Constitution as well as *Batho Pele* principles.
- Some indicators will be easy to observe at a ward level. Ward committee members could make useful input into this evaluation.

## Step 5

Facilitate a general discussion on the role of ward committees and communities in performance management referring to the CI Handbook.

## Step 6

End by discussing how PMS is audited and the national and provincial role in monitoring local government.

## Step 7

Ask participants what they understand by a service level agreement and what their role as a councillor is in regard to these agreements.

Take responses and top up referring to the notes in the CI Handbook.

*CI Handbook p. 154-156*

*CI Handbook p. 159*

## Activity 1.11

# Public participation and citizen involvement



45 minutes

### Resources

- *CI Handbook*

## Introduction

Local Government is regarded as the sphere closest to citizens. To give effect to this notion is the need to include the community in decision-making processes that affect their lives. Councillors need to be aware of the relevant legislation pertaining to the inclusion of communities in council decisions and how this impacts on service delivery.

## Step 1

Divide participants in four groups. Give each group one of the questions below with a page of newsprint and a marker.

- Why should communities participate in municipal planning processes?
- What are the qualities of a good participatory process?
- What is the role of ward committees in public participation
- What is the role of Community Development Workers in public participation

Give groups 10 to 15 minutes to complete the exercise.

## Step 2

Take responses and in plenary discuss how this can be achieved.

Responses could include:

- Create channels for public participation e.g. addresses, a toll free line
- Advertise the process widely
- Set up educational processes, so that communities understand municipal processes
- Use appropriate methods for consultation: e.g. meetings, workshops, accessible information
- Using a participatory methodology
- Ensure that a variety of interests are represented
- Choose meeting times that suit the needs of the participants
- Provide information in an accessible format

## Step 2

Refer participants to the relevant legislation that governs public participation in the CI Handbook.

End off with discussing the role of councillors in public participation. Draw on the experience of participants who have already served as councillors asking for examples from their experience.

*CI Handbook p. 162*



1 hour

### **Resources**

- *Training Aid 1.12.1*
- *Training Aid 1.12.2*
  - *Proceedings at Meetings*
  - *Order of Business*
  - *Process to follow in introducing a motion*
  - *Meeting procedures*

## **Activity 1.12**

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# Meeting procedures

### **Introduction**

This activity provides an overview of the different types of meetings that councillors will be required to participate in and in some instances chair. Councillors need to familiarise themselves with the formalities that govern meeting procedures to enable them participate with confidence. The best learning experience is practical exposure. This activity introduces councillors to the procedures so that when they attend their first meeting they have some knowledge of the process.

## Activity 1.12 (i)

# Chairing meetings



30 minutes

### Resources

- *CI Handbook*
- *Training Aid 1.12 (i)*
- *Flipchart*
- *Markers*

## Introduction

This activity identifies the different types of meetings that councillors will be required to attend and in particular focuses on the skills and qualities they will require as the chairperson of the ward committee in their area,

## Step 1

Explain to participants that there are different types of meetings that they will be required to participate in. Ask participants to suggest what these will be. Top up if necessary. Record the responses on the flipchart:

- ward committee meetings
- constituency and public meetings
- special meetings
- council meetings
- committee meetings

There are certain meeting procedures that need to be followed at all meetings; some are similar, whilst others, such as council meetings, may be different. Explain that we will go through the basic meeting procedures for a ward committee meeting and a council meeting. Councillors will need to go through the CI Handbook in more detail to assist them.

## Step 2

Identify seven participants that will feel comfortable with a role-play. Explain to participants that we will be role-playing a ward committee meeting. The purpose of this activity is to consider the skills that a ward councillor should display as the chairperson of the ward council. Some of the participants will do the role play with one participant role-playing the councillor and the other participants, ward committee members. Whilst they are doing the role-play, the other participants must consider whether the 'chairperson' is conducting him/herself in an appropriate manner and in accordance with their function as the ward committee chairperson. Hand out the role-play cards and explain to each person what their role is. The other participants should not know what is in the cards of the other role-players.

While you are explaining each participant's role, refer the other participants to CI Handbook and read up on the skills and techniques for a chairperson.

## Step 3

Give ten minutes for the role-play. Then take responses from participants. Responses should include:

- the chairperson is not listening to the ward committee members
- some members support the chairperson because they are his/her friends

*Training Aid 1.12 (i)*

*CI Handbook pg 169-170*

- the chairperson doesn't take note of the ward committee members fears and expectations
- the chairperson blocks members from inputting to the meeting
- the chairperson doesn't get input from the members in preparing the agenda
- the chairperson does not write or circulate minutes

Note the responses on the flipchart and ask participants to suggest the appropriate manner in which a councillor should conduct him/herself as the chairperson of a ward committee.

## Step 4

Wrap up by referring to the CI Handbook for more information.

## Activity 1.12 (ii)

# Council meetings

### Introduction

Councillors will be required to attend council meetings. These meetings have specific processes that must be followed. This activity introduces participants to some of the processes. Councillors will need to refer to the CI Handbook to provide them with more information.

### Step 1

Divide participants into groups of five to six people. Depending on the size of your group you may have to give two groups the same set of cards. Invite groups to sort their cards into the correct order.

For example:

Group 1 has a set of cards describing the Order of Business at a meeting. This group needs to sort the cards into the correct order, starting with the first step that should happen in the order of business that takes place in a meeting.

Group 2 has a set of cards describing meeting procedures. This group needs to sort the cards into the correct order starting with the first step.

Group 3 has a set of cards describing the process that should be followed in introducing a motion.

Group 4 has a set of sample agenda cards.

### Step 2

Brainstorm in plenary the qualities that a chairperson should display in chairing a meeting.



30 minutes

### Resources

- *CI Handbook*
- *Training Aid 1.12 (ii)*
  - *Proceedings at Meetings*
  - *Order of Business*
  - *Process to follow in introducing a motion*
  - *Meeting Procedures*

*Training Aid 1.12 (ii)*

*CI Handbook p. 170*

# Roles and responsibilities of councillors

## Objective

*To equip councillors with the knowledge and skills that will enable them to carry out their work and understand their role.*

## Outcomes

By the end of this session participants will be able to:

# Chapter 2

- Explain the roles and responsibilities of a councillor
- Know the contents of and apply the councillor's Code of Conduct
- Explain the relevant delegations of authority
- Identify the key role-players in the municipality

## Introduction

Municipalities face great challenges in meeting the needs of their communities, addressing past backlogs and planning for a sustainable future. Councillors need to respond to these challenges within the framework of the legislation outlined in chapter 1 of the CI Handbook for Municipal Councillors, bearing in mind the vision contained in the White Paper on Local Government, 1998 that local government should “work with local communities to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.” Section 53 of the Local Government: Municipal Systems Act, 2000 determines that every municipality must define the specific role and areas of responsibility of each political structure, political office bearer and municipal manager (within the framework and in accordance with the relevant legislation).

This chapter provides councillors with an overview of what their roles and responsibilities are as councillors, the role of municipal councils, the council structures, the delegation of authority and the Code of Conduct governing the actions of a councillor. Councillors would need to go through the legislation in more detail.



2 hours 45 minutes

### Resources

- *Pen and paper*
- *CI Handbook*
- *Code of Conduct Role Cards in the Training Aids*
- *Municipal Systems Act, 2000*
- *Schedule 1 Code of Conduct*
- *Role Codes in the Training Aids*



45 minutes

### Resources

- *CI Handbook*
- *Flipchart*
- *Markers*

*CI Handbook p. 177-181*

## Activity 2.1

# Councillor's roles

### Introduction

This activity provides an overview to the role and functions of councillors and covers the following content in the CI handbook: Maximising social development and economic growth; integrating and co-ordinating; democratisation development, empowering and redistribution; leading and learning and oversight.

### Step 1

Refer participants to the CI Handbook.

Invite participants to read through the information and to summarise the main points under each heading namely:

- ↘ Councillor roles in promoting developmental local governance
- ↘ Maximising social development and economic growth
- ↘ Integrating and co-ordinating
- ↘ Democratisation, development, empowering and redistribution
- ↘ Leading and learning
- ↘ Developing a strategic vision
- ↘ Oversight

Give participants about 10 to 15 minutes to read through. They may not all get through all the information by the time you ask them to respond.

### Step 2

Invite participants in plenary to give their responses and note on the flipchart. After you take responses on each of those headings ask participants particularly to think about what they as a councillor need to do to fulfill these requirements. Take questions or clarify where necessary. Refer to the notes to top up.

## Activity 2.2

# Key role-players in the municipality



45 minutes

### Resources

- Training Aid 2.2
- Flipchart paper
- Markers
- Prestik

## Introduction

There are various role-players in a council, one of which is the councillor. Each of the role-player fulfil a function and has specific duties. This activity introduces councillors to the role-players and briefly outlines their functions. These functions are performed within the overall function of a council which can be defined as: representation, providing leadership, participating in decision-making and exercising delegation and statutory powers.

## Step 1

Ask for seven volunteers. Give each volunteer a role card. Explain that they should read their card and then describe who they are to the group without saying who they are.

They may add any other information they have to assist them. Based on their description participants should try and identify that particular role.

For example, one volunteer will be given a role card for the position of mayor. He or she will describe what they do and then ask the question “Who am I?” They must not say who they are, but give participants the opportunity to guess the role. Correct any incorrect information.

*Training Aid 2.2*

*CI Handbook p. 181-187*

## Facilitator’s Information Box

### Mayor

The mayor is elected by the council to co-ordinate the work of the council. He or she is the political head of the council. The mayor performs any ceremonial functions and duties delegated to him or her by the council. An executive mayor has all the executive powers to make decisions.

### Ward councillor

These are elected members who work with the council to pass by-laws and approve policies for their areas. They have to make recommendations for consideration by their municipality every year and have to decide on development plans and service delivery for their municipal area. They are required to work closely with the community and know their views.

### Ward committee member

The ward committee consists of a maximum of ten members and meets approximately 10 times a year (depending on the municipality). It makes recommendations on any matter that affects its ward. Ward committee members attend public meetings of their council and participate in planning for their wards. They suggest local government activities and monitor and evaluate these activities. Ward committee members are not paid but the municipality may reimburse them for expenses they incur in doing their duties, e.g. travel expenses.

### Municipal manager

The municipal manager is the most senior official in a municipality. Municipal managers need to know the policies of the political parties in council and must be able to offer ideas to council of ways in which they can deliver on their policies.

### Ordinary citizen

Ordinary citizens have a duty to participate in a democracy. Participation may take many forms. For example: standing for elections, voting in elections, being informed, debating issues, attending meetings, paying taxes, lodging petitions etc.

### Municipal official

Officials are the people who carry out the work of the municipalities. Councillors are responsible for policies and plans, but officials are there to deliver the services to the people.

There are many different kinds of officials. They may be clinic sisters, accountants, secretaries, clerks, garbage collectors, etc. Their job is to serve the community.

### Community development worker

Community Development Workers (CDWs) are public officials who work with municipalities where they live to bridge the gap between service provision by government and access by the communities. CDWs are required to address, amongst other things, the lack of information, knowledge and poor communication that communities experience in relation to government services. Municipalities are responsible for the CDW daily programme.

## Step 2

On flipchart paper draw three columns as follows:

Role	Task	Who accountable to
Mayor		
Speaker		
Ward councillor		
Ward committee member		
PR councillor		
Ordinary citizen		
Municipal manager		
Municipal official		
Community Development Worker		

In plenary ask participants to complete the grid.

Take responses from participants and complete the grid. Use the information below to assist you.

	Task	Who accountable to
Mayor	Makes political decisions about municipal activities, approves budget and works with council to approve plans	The voters and political parties and council
Speaker	Convenes and chairs council meetings, coordinates committee participation including ward committees and oversees the election of ward committee members	The voters and political parties and council
Ward councillor	Liaises with community representatives at a ward level, supports community participation, represent community interest in council	The community and the council through the speaker or mayor
Ward committee member	Represents community interests on the ward committees and, through the councillor, on council	To the community (ies) they represent
PR councillor	Participates in making policies and by-laws in council and supports ward councillors in liaising with the community.	The voters, political parties and the community
Ordinary citizen	Participates in local government as a voter, as a consumer, and as a ward member	The community in general
Municipal manager	Oversees the implementation of council policies and manages municipal activities and staff	The council through performance management and adherence to the IDP plans
Municipal official	Is employed by the municipality to perform specific tasks	Their department manager who reports to the municipal manager
Community development worker	Provides information to communities and municipalities and government departments	They are employed by the province but also work through the ward committee and ward councillor



45 minutes

### Resources

- *Municipal Systems Act 2000*
- *Schedule 1 Code of Conduct*
- *Training Aid 2.3*
- *CI Handbook*

*CI Handbook p. 187*

## Activity 2.3

### Code of Conduct

#### Introduction

Councillors are obliged to conduct themselves in a transparent and open manner. As representatives of their constituency they are accountable to their members and as leaders in their community they are expected to behave with decorum and in an exemplary way. This activity needs to be covered carefully as councillors need to be aware of the Code of Conduct and to apply it in their day to day conduct. They need to be aware that if there are any breaches, disciplinary measures can be taken against them. Refer to the CI Handbook and the information box below.

#### Facilitator's Information Box

The Local Government: Municipal Systems Act, 2000, Schedule 1 contains the Code of Conduct for councillors. Councillors need to be familiar with the Code and aware of the obligation it places on them. This activity needs to be covered very carefully as councillors need to be aware of the Code of Conduct and to apply it in their day to day conduct. They need to be aware that if there are any breaches, disciplinary measures can be taken against them... Particularly stress the procedures that must be followed in terms of the Municipal Supply Chain Management Regulations, Notice 868 of 2005, a copy of which is in their pack as these Regulations spell out how a tender can be awarded and services procured.

Councillors are accountable to the people who elected them and the Code of Conduct sets the framework that governs their behaviour.

The Code of Conduct states that they must act in the interests of the municipality at all times in such a way that the credibility and the integrity of the municipality are not compromised. Councillors are expected to conduct themselves in particular ways with regard to:

- Attendance at meetings
- Disclosure of interests
- Personal gain
- Declaration of interest
- Rewards, gifts and favours
- Unauthorised disclosure of information
- Intervention in administration and council property

The procedure to follow if the Code has been breached in any way is as follows:

- The speaker of the municipal council must authorise an investigation into the alleged breach.
- The councillor must be given reasonable opportunity to reply in writing.
- The matter must be reported to a meeting of the municipal council.
- The council may investigate the allegations themselves or they may choose to elect a special committee to do so and to make recommendations to the council.

If it is found that a councillor has breached the Code, he or she can be warned, reprimanded, suspended (by the MEC), fined or removed from office (by the MEC).

Most aspects of the Code also apply to traditional leaders who participate in the proceedings of a municipal council. The exception are the sections that relate to attendance at meetings, declaration of interests and full-time councillors. If it is found by a municipal council or special committee that a traditional leader is in breach of the Code, the council may issue a formal letter or request to the MEC that the leader be suspended or that his/her right to participate in the proceedings of council be cancelled. The suspension or cancellation will not affect the right of the traditional leader to express a view to the municipal council or in any matter directly affect his or her traditional area of authority.

**Source:** 'Participation and Accountability – Local Government for the 21st Century', Department of Constitutional Development (2000)

## Step 1

Refer participants to the discussion on the Code of Conduct in the CI Handbook. Explain that the Code is contained in the Local Government: Municipal Systems Act, 2000 and those councillors are obliged to abide by the Code.

*CI Handbook p. 187*

## Step 2

Ask participants to work in pairs. Hand participants the Code of Conduct scenarios. Ask pairs to read through the case studies that they have been given. Using the Code of Conduct as a reference, participants identify if the information in the case study is a breach of the Code and if so which section it has breached and why.

*Training Aid 2.3*

## Step 3

Take responses from pairs. As there are only five case studies you will need to identify five different pairs, going through one case at a time. Take general discussions from the other participants.

Wrap up by stressing the need for councillors to be an example to their constituents. Indicate that councillors need to be aware of the Code of Conduct and that they must act within the Code.



30 minutes

### Resources

- Flipchart
- Markers
- CI Handbook

## Activity 2.4

# Delegation of powers

### Introduction

As outlined in the previous activity, different role-players have different functions, the Municipal Structures Act, 1998 and the Municipal Systems Act, 2000 describe a wide range of powers and functions that may or may not be delegated. In particular a municipal council may not delegate:

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

As this will be covered in the Finance and Budgeting section you do not need to go into detail about these four areas, but it is useful to draw participants' attention to them.

### Step 1

Referring to the CI Handbook, highlight the three basic principles of delegation, which are authority, responsibility and accountability in the process of delegation.

Go through the information contained in the CI Handbook explaining each of these principles.

### Step 2

Ask participants what they think are the benefits of delegating tasks.

Responses may include:

- Quality and speed of decision-making is improved.
- Delegation raises the level of confidence and morale of committee members as by taking on responsibility they develop a sense of ownership.
- Enables the executive mayor or committee to concentrate on important issues which they feel uneasy about delegating or which they are prohibited from delegating.

Top up with the above information if this is not mentioned. Remind participants that when delegating authority, the delegator must work within the confines of the legislation.

Refer participants to the section on collective bargaining and disaster management in their handbook to read through it in their own time and if they have any queries to raise them in the course of the day.

## Activity 2.5

# Gender mainstreaming



30 minutes

### Resources

- *CI Handbook*

## Introduction

The South African Constitution, Chapter 2 Bill of Rights states that everyone “is equal before the law” and that the state may “not unfairly discriminate directly or indirectly against anyone on one or more grounds including, race, gender.....” (Section 9 (1) and (3). Ensuring that this right is protected is central to the Plan of Action for advancing gender equality and equity. Councillors need to be mindful of ensuring that women are included in all stages of development and implementation of policies, plans and projects. This activity draws participants attention to what is required of them as councillors in ensuring that gender is mainstreamed into all aspects of their work.

## Step 1

Ask participants in plenary their response to the following statements:

- It is only a woman’s duty to cook and take care of the children
- Women should not be in the workplace as they take jobs away from men
- Men’s needs should be taken into account first when making plans for local development

Facilitate a discussion around the responses.

## Step 2

Refer to the notes in the CI Handbook and take participants through the notes and conclude by asking participants what they will do to ensure that gender is mainstreamed in their work.

*CI Handbook p. 190-192*



# Systems and structures of local government

## Objective

*To equip councillors with personal and leadership skills to effectively fulfill their role.*

## Outcomes

By the end of this session participants will be able to:

# Chapter 3

- Reflect on the different styles of leadership
- Explain the values and practices of good governance
- Consider the different styles of leadership as it impacts on their responsibilities as a councillor
- Explain the principles of *Batho Pele*
- Identify potential areas of conflict that can occur between stakeholders
- Consider effective time management as a quality of good leadership
- Recognise the role that effective listening plays in effective communication
- Apply a problem solving model to community problems



3 hours 15 minutes

### **Resources**

- *Training Aid 3.2*
- *Training Aid 3.5*
- *Flipchart*
- *Markers*

## **Introduction**

Local government leaders have been elected by the people they serve. Their role is to represent the citizens in their municipality, articulating and responding to their interests by providing equitable, effective and sustainable services within the means of the municipality.

Councillors have to ensure sound municipal structures and mechanisms of accountability to local communities. In doing this they are expected to behave in an honest and transparent way. This section also looks at the practices of acceptable values because values are socially institutionalised to guide our judgement. Communication, conflict management and problem solving are skills that a councillor will need to enhance his/her ability to lead effectively.

## Activity 3.1

# Establishing a value base



45 minutes

### Resources

- Flipchart
- Marker
- CI Handbook
- Data projector
- PowerPoint 3.1 (a) and (b)

## Introduction

This activity reflects on how participants understand their community, and the way these communities operate. Building on the way the communities operate, participants then consider the values that operate within a community.

## Step 1

Write the word 'community' in the centre of the flipchart paper. Invite participants to brainstorm what they understand by the word and record the responses around the word community. This is a quick brainstorm.

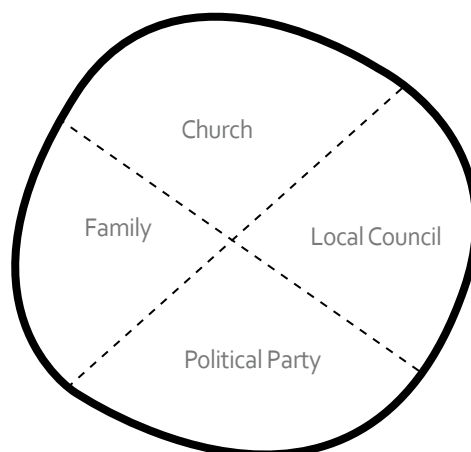
## Step 2

Ask participants to think about all the different communities they belong to and to list them on a piece of paper indicating:

- The type of community, for example they may belong to a church community, a family, a political organisation
- How important that particular community is to them.

## Step 3

Draw a circle in the middle of the flipchart. Ask for a volunteer to give their response. Using this response complete the circle, by allocating a portion of the circle to the amount of time or the priority it takes in the participant's life.



## Step 4

Explain that we can talk of two kinds of communities, that is a geographical or a functional community.

Ask participants how they would identify a municipal council. The response would be both a geographical community and functional community as a council comprises different wards which may have different economic and social interests.

*Geographical community – all the people come from the same geographic area*

*Functional – stresses the shared interests and values of a group of people who do not necessarily come from the same area*

## Step 5

Reflect on the previous steps where we briefly outlined geographical and functional communities. Highlight that these communities may have different values from each other but that these values are important to the people from these communities. Ask participants what values or beliefs they think operate in these communities. You may need to assist participants by clarifying what you mean by a value.

Represent the deeply held beliefs within the organisation/community and are demonstrated through the day-to-day behaviors of all employees. An organisation's or communities values make an open proclamation about how it expects everyone to behave. Values should endure over the long-term and provide a constant source of strength for an organisation.

Note the responses on the flipchart. Responses may include:

- Mutual respect
- People are important
- Safety and security

## Step 6

Indicate that we are now going to spend some time thinking about a committee which has as its main responsibility, the service of the community.

Write the following question on the flipchart:

What do you think a committee might hope to achieve for the community it serves?

Take responses in plenary noting them on the flipchart. Make sure the responses reflect a committee as a body, elected to represent its members.

Responses could include:

- To satisfy the broad needs of the community
- To create and maintain a balance between the needs and the resources of the community
- To provide the community with the opportunity to use its strengths and potential to develop its members
- To bring about change in the community

If responses do not highlight the above add to the responses you have received.

## Step 7

Explain that:

- Human beings live in a society and the things we do affect each other's lives
- Organisations, committees, etc. are no different
- They consist of people who decide what they will do, and where and how things will be done
- The identity of this entity (organisations, committee, council) is therefore determined by the people who are part of it
- As mentioned above, municipal councils are meant to serve the interests of a particular community. However, this can only be achieved if each member understands and is fully committed to a common set of values and beliefs. This would apply to any other committee, such as a ward committee, portfolio committee etc.

Ask participants to brainstorm in their pairs which values and beliefs should underpin the municipal council and its subsidiary committees. Give participants a few minutes to do so.

## Step 8

Take responses and refer to step 4 and identify similarities. You may find that the responses are almost the same. Refer to the diagram in the CI Handbook as an example of a value system. Explain that this is one model, but does not necessarily exclude some of the other values that participants may have raised.

Refer to the CI Handbook and highlight the collective responsibility and accountability of elected representatives.

*CI Handbook p. 195*

*PowerPoint 3.1 (a)*

## Step 9

Wrap up by referring participants to the Public Service Values, that is the *Batho Pele* principles. This is contained in the CI Handbook. Go through each one and ask participants what they should do to uphold the principle.

*CI Handbook p. 196*

*PowerPoint 3.1 (b)*

Run through the principles and remind participants that as councillors they are obliged to uphold the *Batho Pele* principles. Ask them if they have had experience of civil servants practicing the *Batho Pele* principles. Ensure that you get positive feedback so that you can reinforce the importance of practicing *Batho Pele*.

Refer to the Facilitators Information Box below to assist you if necessary.

## Facilitator's Information Box

### Respect for human dignity

This principle opposes any authoritative management (top down) and defends the autonomy of the community. The uniqueness of each human being is taken into account as well as his/her ability and responsibility to deal with his/her own problems according to his/her convictions, expectations and resources. Regard for others includes respect for their opinions and their ability to make decisions and build a life of their own. This respect is founded on the uniqueness of each individual.

### Self determination

People like to know that they have the ability to make decisions which affect their lives.

Committee and council work presupposes that all people who participate in this structure have the potential to improve their own interests, speak for themselves and help as well as be helped to effect change.

### Self help

Self-help implies that the members accept the responsibility to do something for themselves in order to improve their circumstances.

### Partnership

People who participate are given the opportunity to develop their abilities. Much of an individual's ability to grow and develop depends on the active association with other people in different situations. The community and the committee/council are partners in the community work process.

### Justice

Justice strives to provide sufficient similar opportunities for all individuals and groups. It is an active concept of life.

### Confidentiality

Committee means will gain access to confidential information. This information may relate to private information about another member of the committee, or about members of the community, or even information about the community as a whole. This information may be of a personal or business nature. It is essential that this information is confidential and should not be discussed outside committee meetings. Breaking confidence can be extremely destructive. It could even lead to the breakdown of the committee.

Source: adapted from the *EISA Making Democracy Work* manual

## Activity 3.2

# Leadership skills



45 minutes

### Resources

- *CI Handbook*
- *Training Aid 3.2*
- *Flipchart*
- *Markers*

## Introduction

Leaders, including community leaders or councillors, are responsible for direction and coordinating the work of others. Leaders need to make decisions. The way they make decisions reflects on their leadership style. This activity explores the different styles of leadership and participants use this information to reflect on their own style of leadership. Use the information in the CI Handbook.

Refer to Training Aid 3.2 and copy the sheet indicating different kinds of leadership cards to be handed out to participants.

## Step 1

Ask participants to think of someone they know in a leadership position whom they admire and to identify the qualities that they admire in that person and to think of someone they know in a leadership position whose qualities they do not admire.

## Step 2

Divide the flipchart into two and mark one side “Good leadership qualities” and the other side “Poor leadership qualities”. Take responses from the plenary, recording the information on the flipchart under each column.

## Step 3

Hand participants the sheet indicating the different styles of leadership.

Invite participants to read the different cards and discuss with their partner the approach to leading each person is taking.

## Step 4

Take responses from random pairs.

Top up with the information contained in the CI Handbook on the three styles of leadership, namely autocratic, consultative and democratic.

Refer to the fact that sometimes situations may require one particular style of leadership.

## Step 5

Wrap up by referring to the impact that time management can have on a councillor and the example it sets for the community and/or committee members. Poor time management impacts on a councillor. If a councillor is serious about community-based planning this needs to be carefully scheduled to allow for participation and inclusion of the community.

*Training Aid 3.2*

*CI Handbook p. 199*

*CI Handbook p. 200*



30 minutes

### Resources

- Data projector
- PowerPoint 3.3

## Activity 3.3

# Communication

### Introduction

A community is made up of people with different ideas, needs and demands. These different needs lead to some form of conflict and balancing these diverse needs requires skill and patience. This activity will highlight the role that effective communication plays in dealing with people who have diverse interests.

### Step 1

Divide participants into pairs, one person is A and one is B. Ask all the A's to leave the room.

Explain to the Bs that when their partners come back into the room, they will be telling them about something that happened to them recently. The B's must act totally disinterested in what A is saying, they should look out of the window, interrupt and start telling their own story, yawn etc.

### Step 2

Go to the A's outside the room and explain that they must go to their partner and tell their partner a story about something that happened to them recently. It can be a problem they had getting to the workshop because of lack of transport, or a power failure they had when preparing a meal or a problem they have with a neighbour or any other problem that they choose.

Invite the A's to come back to the room and give them 5 minutes to tell their story to their partner B.

### Step 3

Now ask all the B's to leave the room. Explain to the A's that when their partner comes back into the room they should listen carefully and patiently to what their partner has to say. They should ask questions for clarification where necessary and listen attentively.

### Step 4

Go to the B's outside the room and ask them to think of a story that they would like to share with their partner. Invite them back into the room and let them tell their partner their story for about 5 minutes.

### Step 5

De-brief the group by asking the A's how they felt when they tried to explain their story to their partner who wouldn't listen. Responses may include:

- I felt frustrated
- I wanted to shout at my partner

- My partner was rude

Then ask the B's how they felt when they gave their story to their partner who listened carefully.

Responses may include:

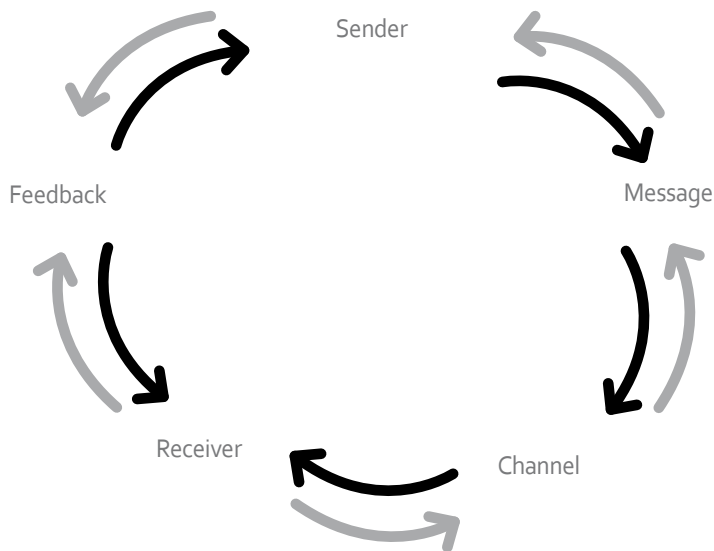
- I felt my partner understood me
- I felt comforted

## Step 6

Wrap by highlighting the importance of listening as a means of communication and that if we don't listen carefully we can make a situation worse, create tension and antagonise people.

Use PowerPoint 3.3 or draw the diagram below on the flipchart adding one section at a time as you take participants through each step to explain how communication takes place.

### The components of communication



Refer to the CI Handbook and go through the main points under Effective Listening with participants.

*PowerPoint 3.3*

*CI Handbook p. 202-203*



15 minutes

### **Resources**

- *CI Handbook*
- *PowerPoint 3.4*

*CI Handbook p. 204-205*

## **Activity 3.4**

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# **Managing and resolving conflict**

### **Introduction**

This activity introduces participants to the next activity which is a practical exercise in the skills needed to resolve conflict. Participants should be encouraged to read the CI Handbook for more detailed information.

### **Step 1**

In plenary ask participants which stakeholders in the community are councillors likely to come into conflict with. Take responses and refer to the CI Handbook to help you.

### **Step 2**

Show PowerPoint 3.4 and briefly outline the different methods to manage conflict, namely negotiation, mediation and arbitration. Ask participants when they think each method can be used.

## Activity 3.5

### Problem solving



1 hour 30 minutes

#### Resources

- Training Aid 3.5
- PowerPoint 3.5
- Flipchart
- Markers
- Prestik
- CI Handbook

#### Introduction

Conflict is inherent in any context. Councillors will find themselves in situations, either one on one meetings with individual residents, ward committee members, council officials, traditional leaders and other councillors or in their interaction with institutions, organisations, council members, community members etc. How the conflict is managed is a challenge for a councillor. This activity identifies possible conflict situations and looks at the problem solving model as a useful tool to use in managing and resolving conflict.

#### Step 1

Refer to the notes in the CI Handbook to assist you take participants through the stages of the problem solving model, using the following case study. The case study is available in the Training Aids.

State which case study you will be using that is relevant to your group. Use the case study to go through the various steps involved in problem solving.

Write up each stage in advance on the flipchart and explain the process in each step, using the case study that you have selected to illustrate each step in the problem solving model.

#### Step 2

Using PowerPoint 3.5 or the flipchart, look at Step 1, the introduction. Take participants through the purpose.

Refer to the first step and its purpose in the problem solving model which is:

*CI Handbook p. 206-207*

*Training Aid 3.5*

#### **Step 1: Introduction**

*The purpose of this step is to develop trust and reduce fears.*

Ask participants how they would approach the introduction assuming that they will be the facilitator in the process. Responses should include:

- Introduce yourself as the councillor, explain that you represent all residents in your ward
- That as the councillor for the ward you would like to find a solution that benefits all residents.
- Invite residents from each group to introduce themselves and agree on ground rules as to how you will conduct the meeting (these would include, allow parties to state their case without interrupting, respecting the other side's viewpoint even if we don't agree with it etc).

Add to the feedback to ensure that the above information is covered.

Working in pairs, identify one person in each pair to be the facilitator and to introduce him/ herself to his or her partner as outlined in step 1 of the problem solving model.

## Step 3

Display Step 2 of the problem solving model that you have written on the flipchart.

Read out the step and explain the purpose.

### ***Step 2: Understanding and diagnosis***

*The purpose of this step is to advance understanding and analyse the dispute.*

#### Step 3.1

Explain that at this stage the councillor would invite each party to present the problem as they understand it. For example if you are using Case Study 1, the representatives from the informal settlement may say that the services delivered to their area are inferior to those delivered to the residents of the well established area, and therefore they frequently have power cuts.

The representatives from the well established area may say that the reason for the power cuts is that the informal settlement was not planned for and they are now faced with a problem of power cuts.

During this step conflicting parties may raise a range of issues such as:

- Residents from the informal settlement may raise the issue that they receive inferior services because they have little access to income or employment.
- The residents from the well established area may complain that their security is threatened, rather than either side focusing on the problem.
- The councillor, as the facilitator of the meeting, may need to assist the parties by focusing on the issue at hand, that is, power cuts. The next phase would look at the reasons for power cuts which may embrace other factors such as employment, lack of facilities etc.

If you are using Case Study 2, the dog owner may say that his dogs are not to blame but the neighbours are because they don't lock their chickens up in a safe place or close in their yard and that they deliberately leave the chickens out to antagonise the dogs, that the people with crops should fence their property to protect their crops.

The residents who are complaining could say that this man is a trouble maker and aggressive and always threatens the community and refuses to be reasonable because he is jealous of the fact that they can sell their products at the market.

As the facilitator of the meeting you need to sift through the information and identify the problem.

## Step 6.2

Divide participants into two groups, one group represents the residents of the informal settlement, group A and the other group, group B, represents the residents of the well established area for Case Study 1, or the dog owner and residents for Case Study 2. Give each group ten minutes to prepare for the meeting. Each group should identify two representatives to speak on their behalf. Invite group A to present their case. (If group either group heckles or prevents the other group from speaking, remind participants that ground rules will have been set in Step 1 which all parties are required to adhere to). Then invite Group B to present their case. Sum up both presentations and highlight the problem.

## Step 4

Refer to Step 3 in the problem solving model that you have written up on the flipchart paper and go through the purpose of this step.

### **Step 3: Problem solving**

*The purpose of this step is to develop consensus by:*

- *Generating options (brainstorming ideas)*
- *Agreeing on criteria to assess each option*
- *Choosing the best solution*

### Step 4.1

Using the flipchart refer to the first phase of Step 3 i.e. generating options. Invite both sides to think about how the situation can be resolved by brainstorming ideas. Capture the ideas on newsprint.

### Step 4.2

Refer to the second phase of Step 3 on the flipchart i.e. agreeing on criteria to assess each option. Explain to participants that the person who is facilitating the problem solving method can respond to this phase in several ways and would need to choose which he/she feels will achieve the best results. For example a facilitator may:

- Break the meeting into smaller groups and make sure that each group includes representatives from both parties. These groups work together and brainstorm criteria and present the criteria to the plenary, which then agrees on a set of criteria.
- Ask the representatives of each group to go back to their members and discuss possible criteria and bring their responses to the plenary which then decides on a set of criteria.
- Take suggestions in the plenary. In this activity use the plenary approach and invite suggestions from the plenary as to what criteria they feel should be used to prioritise solutions suggested in Step 3. As a group agree on the criteria.

Responses may include:

- What is possible immediately
- Financial consideration and who will carry the financial burden

### Step 4.3

Write the third phase of Step 3 on the flipchart paper i.e. choosing the best solution. Go through the options based on the criteria by which to assess each one and as a group agree on the order of priority.

### Step 5

This is the last phase of the problem solving model. Display on the power point or write on the flipchart the last step in the problem solving model.

### ***Step 4: Closure***

*The purpose of this step is to bring closure by reaching an agreement and implementing it. This can be achieved by developing a list of steps that should be taken to raise concerns and how to address them effectively, identifying resources needed to implement a decision or to carry out an action plan and listing the tasks and working out time it will take to complete them.*

### Step 6

Ask participants what they would include in an agreement. Let each group give ideas and summarise the ideas on the flipchart. Explain that the parties would sign the agreement and each party would take a copy so that they commit themselves to the agreed on solution.

### Step 7

Wrap up by summarising the four stages of the problem solving model and remind participants that conflict is inevitable as we are all human and human beings have different views. Conflict in itself is not necessarily always negative but can even be a catalyst for change. Responding to conflict and differences in a constructive way is the challenge. Refer to the CI Handbook.

# Co-operative governance: The importance of national and provincial processes for municipalities

## Objective

*To make councillors aware of guiding national and provincial policies and processes that are relevant to local development and service delivery.*

## Outcomes

By the end of this session participants will be able to:

# Chapter 4

- Explain the importance and role of co-operative governance
- Recognise the key components of the Government's Programme of Action as it relates to local government
- Identify the seminal concepts in Government's National Spatial Development Perspective
- Demonstrate how the Provincial Growth and Development Strategies affect Local Government



1 hour 30 minutes

### **Resources**

- *Data projector*
- *PowerPoints 4.1 and 4.2*
- *CI Handbook*
- *Flipchart*
- *Markers*
- *Intergovernmental Relations Framework Act, 2005*
- *The IGR Practitioners Guide DCoG 2006*
- *Spatial Guidelines for Infrastructure Investment and Development (SGIID)*
- *National Spatial Development Perspective (NSDP)*
- *Provincial Growth and Development Strategies for the province where the workshop is being held*
- *Training Aid 4.1*

## **Introduction**

This chapter provides an overview of the role that co-operative government plays in the delivery of services, development and growth. It provides information on the Intergovernmental Relations Framework Act, 2005, the Government's Programme of Action, the National Spatial Development Perspective and the Provincial Growth Development Strategies. This chapter will require participants to read through the CI Handbook and the Intergovernmental Relations Framework Act, 2005 and apply the information to a range of activities. It will be presented as a PowerPoint to introduce the concepts followed by practical activities. If facilitators do not have access to a PowerPoint presentation then make use of the CI Handbook and flipchart and markers.

## Activity 4.1

# Co-operative governance



45 minutes

### Resources:

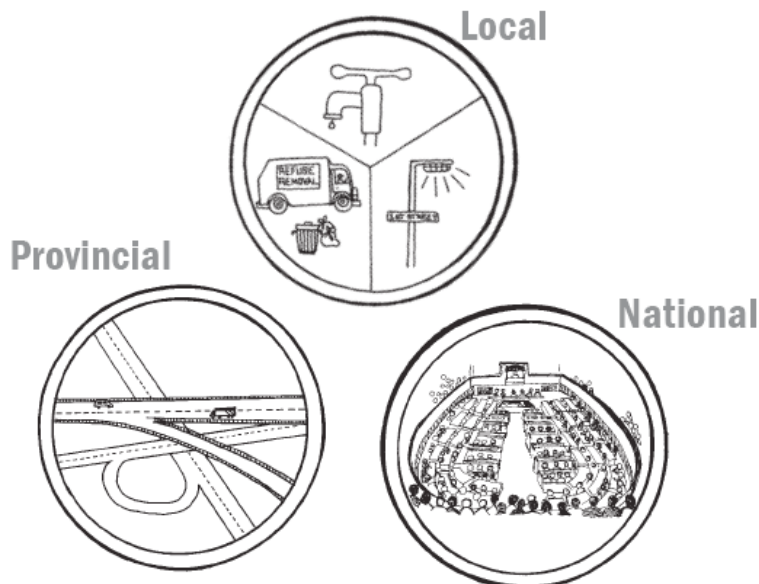
- *CI Handbook*
- *PowerPoint 4.1*
- *Training Aid 4.1*

*CI Handbook p. 210*

*PowerPoint 4.1*

## Introduction

This activity introduces participants to the notion of co-operative governance and is conducted in the form of a question/answer session. If you have access to a PowerPoint presentation, display the diagram below. It is contained in the Training Aid 4.1 and you can scan and use it. Alternatively refer participants to their CI Handbook.



To avoid this activity becoming too long and boring, keep responses short and use the information in the CI Handbook to top up after asking each question.

*CI Handbook p. 208-209*

## Step 1

Refer to the diagram and remind participants that there are three spheres of government as illustrated in the diagram. In plenary ask participants the question:

- Why is co-operative governance important?

Take a few responses and top up with the notes in the CI Handbook.

*CI Handbook p. 208-209*

## Step 2

Now ask participants:

- What is co-operative governance?

Take a few responses and top up with the notes in the CI Handbook.

*CI Handbook p. 208-209*

### Step 3

Continue asking the questions in your CI Handbook and topping up with the notes in the CI Handbook:

- Why is local government important to co-operative governance?
- What are implementation protocols?
- What happens if there are disputes between spheres of governance?

Refer participants to the IGR Practitioners Guide DCoG 2006 if you have copies for them to go through in their own time.

### Step 4

Conclude with a brief summary of the content described under the heading Government's Programme of Action in the CI Handbook.

*CI Handbook p. 208-209*

*CI Handbook p. 208-209*

## Activity 4.2

# National Spatial Development Perspective (NSDP) and Provincial Growth and Development Strategies (PGDS)

### Introduction

This activity briefly outlines what the Government Programme of Action, the National Spatial Development Perspective and the Provincial Growth and Development Strategies. Remind participants that this is only a brief introduction to these concepts and given the time constraints are not being covered in depth.

### Step 1

Refer to PowerPoint 4.2 and highlight the main points of the programme of action.

### Step 2

Divide participants into groups of four or five depending on the number of participants. Write up the following on the flipchart in advance.

- Identify three important aspects of the NSDP or the PGDS

Hand out a copy of the NSDP to two groups and the PGDS to the remaining groups. Ask groups to consider the question on the flipchart for either the NSDP or the PGDS, and working in their groups, discuss the topic and record their responses.

### Step 3

Invite one of the groups who considered the NSDP to volunteer their input. Invite the second group to give their input. Do the same for the groups who considered the PGDS. Ask if any other group has any other points that they identified not yet mentioned and note the points on the flipchart. Take discussion on the points.

### Step 4

Go back to PowerPoint 4.2 and go over the main points under the NSDP and the PGDS.



45 minutes

### Resources

- *Spatial Guidelines for Infrastructure Investment and Development (SGIDD)*
- *National Spatial Development Perspective (NSDP)*
- *Provincial Growth and Development Strategies (PGDS) for the province in which you are training*
- *PowerPoint 4.2*
- *Flipchart*
- *Markers*
- *CI Handbook*

*PowerPoint 4.2*

*CI Handbook p. 211*

*You can download from [www.idp.org.zag](http://www.idp.org.zag)*

*CI Handbook p. 212-213*

*PowerPoint 4.2*

*CI Handbook p. 214-215*



# Protocol and international co-operation

## Objective

*To familiarise councillors with the measures in place to co-ordinate South Africa's foreign policy efforts and the responsibility of each tier of government in supporting South Africa's international relations.*

## Outcomes

By the end of this session participants will be able to:

# Chapter 5

- Explain the mandate of DIRCO
- Describe the responsibility of each sphere of government in contributing to the achievement of South Africa's foreign policy
- Identify areas for improved co-ordination for intergovernmental co-ordination on international relations



1 hour 15 minutes

### **Resources**

- *Copies of the Constitution of the Republic of South African, 2006*
- *CI Handbook*
- *Flipchart*
- *Markers*

## **Introduction**

This chapter focuses on the need for co-operation and co-ordination amongst role-players in South Africa's foreign policy to ensure that a common message is conveyed. Councillors need to be informed about the principles and objectives of this policy and the relationship between the Department of International Relations and Co-operation (DIRCO) and COGTA. Participants will be given an opportunity to explore ways in which this co-operation can and should take place.

## Activity 5.1

# Principles, objectives and DIRCO's mandate



30 minutes

### Resources

- *Copies of the Constitution of the Republic of South African, 2006*
- *CI Handbook*

## Introduction

Participants will be provided with a brief overview of what guides South Africa's foreign policy, the mandate of DIRCO and the stakeholders involved in meeting the objectives of this policy.

## Step 1

Ask participants if they think that local government has any role to play in South Africa's foreign policy. More than likely the response may be negative. Divide participants in groups of three or four and give each group a copy of the Constitution and invite them to find the relevant section of the Constitution that describes the functions of various departments and spheres of government (Chapters 4, 6 and 7). Take response from the groups.

## Step 2

Refer to the Introduction of this chapter and highlight that:

- South Africa plays an active role in international relations
- This involves many different stakeholders and they need to have a common understanding of what our policy is
- The Cabinet Lekgotla suggested that the International Relations, Peace and Security (IRPS) cluster should submit guidelines on how the co ordination between different role-players can take place
- Our foreign policy is guided by priorities set out by Cabinet, our Constitution and our Public Service Regulations. The Public Finance Management Act and Municipal Finance Management Act requires that multi-year programme; priorities and strategic delivery plans are developed.

Take participants through the mandate of DIRCO outlined in the CI Handbook.



45 minutes

### Resources

- *CI Handbook*

## Activity 5.2

# Who are the stakeholders and how do they link together?

### Introduction

Participants are introduced to the different stakeholders, structures and processes that give effect to DIRCO's mandate.

### Step 1

In the same groups give each group one of the stakeholders and ask them to read through it and describe in their own words what the practice of each group is.

- |                |   |
|----------------|---|
| <b>Group 1</b> | Presidency and South African Missions Abroad                        |
| <b>Group 2</b> | National Departments  |
| <b>Group 3</b> | Provincial, Local Governments (SALGA) and Legislatures and Councils |
| <b>Group 4</b> | Parliament and parastatals  |
| <b>Group 5</b> | Foreign missions accredited to South Africa                         |

If you have fewer groups then allocate the different sections accordingly so that all the information is covered. If you have more groups allocated the section on National Departments to more than one group and ensure you get each group to give feedback.

### Step 2

Take feedback using the nominal round and refer participants to the notes in the CI Handbook.

## Activity 5.3

# Recommendations for improved co-ordination

### Introduction

The content relating to improved co-ordination is quite dense and some participants may find it difficult to follow. Use the diagram in the CI Handbook and put it up on flipchart (if you have access to a data processor you can use it). The diagram is also available in the Training Aids.

Have them available in advance on flipchart and take participants through the diagram using the notes to assist you in your explanation.

Fill in the dotted lines outlined in the second diagram you explain that these are already existing channels of communication.

### Step 1

Conclude with a discussion on the link between local government and South Africa's foreign policy inviting participants to suggest what they as councillors could and should do.

Responses could include:

- Partnership with other cities in other countries and they way we engage with them should reflect our foreign policy
- Bilateral agreements made between a city, e.g. the City of Johannesburg and a foreign country in regard to development in the city
- Liaising with provincial and/or national government in planning and co-ordinating international visits



30 minutes

### Resources

- Flip chart
- Markers
- CI Handbook

*Training Aid 5.3*

*CI Handbook p. 219*

*PowerPoint 5.3*



20 minutes

### Resources

- Flipchart
- Markers

# Closing Session

## Introduction

This is the last activity in the programme. It pulls the programme together by recapping what has been covered, and by giving participants the opportunity to reflect on what they have learned during the workshop.

## Option 1

### Step 1

Remind the participants of the topics that have been covered over the duration of the workshop. Refer to the course outline if appropriate.

### Step 2

Draw an outline of a tree trunk and branches and leaves on the flipchart paper and put it up on the wall. Ask participants to come up to the flipchart and write in the leaf one thing they have learned from the workshop.

### Step 3

Once everyone has recorded their learning go through all of them.

### Step 4

Go around the room and ask if there are any additional learnings not recorded that participant's may wish to add.

## Wrap Up

Ask participants to each say one thing that they want to do as a result of this workshop.

Conclude by informing participants that this workshop has introduced them to the contents of the CI Handbook. Councillors however will need to read through the relevant pieces of legislation in their own time to supplement the points covered in this workshop. They should also go through the CI Handbook in more detail. Explain that the legislation and the CI Handbook are tools that can assist them in carrying out their duties effectively.

Thank participants for their contribution.

*Alternatively if you feel that this will not be an appropriate conclusion:*

## Option 2

### Step 1

Ask each participant to say one thing they have learned during the course of the workshop. Record each thing that is said on the the flipchart thereby creating a 'Learning Bank' for everyone to see.

### Step 2

Pull the activity together by reminding the group that we need to make democracy happen in our communities by becoming involved in the daily issues that confront us. Stress that our strength lies in the community. If we act together, and work together as a diverse community we can live democracy, and make a meaningful difference to our communities.

### Wrap Up

Ask participants to each say one thing that they want to do as a result of this workshop.

Conclude by informing participants that this workshop has introduced them to the contents of the CI Handbook. Councillors, however, will need to read through the relevant pieces of legislation in their own time to supplement the points covered in this workshop. They should also go through the CI Handbook in more detail. Explain that the legislation and the CI Handbook are tools that can assist them in carrying out their duties effectively.

Thank participants for their contribution.



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## Activity 1.3.8

### Checklist

	True	False
✎ There are six institutions provided for in Chapter 9 of the Constitution		
✎ The Constitution makes no reference to local government		
✎ The Municipal Systems Act, 2000 discusses categories of municipalities		
✎ A metropolitan is a Category A municipality		
✎ A municipal council can delegate the function of passing a by-law		
✎ The executive mayor may choose to appoint any councillor to serve on the mayoral committee		
✎ A member of the community can introduce a draft bylaw in the council		
✎ A by-law can only come into effect by a majority vote of 50% plus one		
✎ Local government is responsible for providing democratic and accountable government for local communities		

## Activity 1.4

# Functions of key structures and office of councils

Office	Function
Mayor	Chair of council meetings
	Call the first meeting of the newly elected council and preside over the election of the speaker
Speaker	Political head of the council
Chief whip	Appointment of staff and job descriptions
	Annually report on the involvement of communities and community organisations in the affairs of the municipality
	Drive the preparation of the municipality's annual report
Municipal Manager	Set agendas and allocate time of the meetings with the speaker
	Responsible for provision of services to local community in a sustainable and equitable manner
	Ensure that council meets quarterly
	Ensure that councillors attend to their duties and are accountable

## Activity 1.10

### Performance management

Key performance area	Key performance indicator	Target /result	Measure	Who	Importance
Participation	Council meetings are open to the public	At least 75 % of meetings are open to the public	Record of meetings	Municipal manager	1 2 3 4 5
	Formally recognised mechanism for consultation	There are ward committees	Council policy	Municipal manager & council	1 2 3 4 5
	Public participation in budgeting	At least 1 public meeting per year on the budget. At least 2 opportunities for ward committees to make input on budgeting	Record of meetings	Council	1 2 3 4 5
Consultation	Report on expenditure and financial management is available to the public	The meeting where the Auditor- General's report is tabled, is advertised. The Auditor-General's report is tabled at council meetings that are open to the public & wards committees	Record of meetings	Council, finance manager & ward councillor	1 2 3 4 5
	Community is able to track municipal progress through reports	Project report on projects and programmes must be given. Each ward councillor reports on projects at ward committee meetings	Record of meetings	Ward councillor	1 2 3 4 5
	Delivery of service and projects addresses greatest needs of residents	All development is reflected in the IDP and subject to consultation	Record of meetings & consultations	Ward councillor	1 2 3 4 5
	Priorities in project implementation match priorities in IDP	Local ward priorities are reflected in planning and project implementation	Priorities in IDP & records of ward committee input. Project reports from municipal departments	Ward councillor	1 2 3 4 5

## Activity 1.12 (i)

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# Chairing meetings

## Role-play cards

### Chairperson

You are the chairperson of the Iketseng Municipality ward committee. You have prepared an agenda which you table for the first time at the meeting. You did not send out a Notice of Meeting or circulate the agenda in advance. You also have not circulated any minutes prior to the meeting and in fact do not have any minutes from the previous meeting. At the meeting you interrupt members and refuse to listen to complaints, suggestions or comments.

### Ward committee member 1

You are of the view that the chairperson is not doing his/her job properly. The chairperson never circulates notices of meetings, agendas or minutes of meetings in advance. You have frequently asked for minutes and an opportunity to input to the agenda and he/she never responds. You are angry at the attitude of the chairperson and keep raising these issues. When the chairperson presents the agenda you put up your hand and raise an objection.

### Ward committee member 2

You are not happy with the conduct of the chairperson. A new housing project is being undertaken. The owner of the development company is the brother-in-law of the chairperson and the land that the development is taking place on will mean that the children who attend the local school will now have to walk an extra 2 km to reach their school as it cuts across the path they usually take. Although you accept that housing is a national and provincial issue, it impacts locally on the school children. You want to raise the issue at the meeting and keep putting up your hand.

### Ward committee member 3

You are a friend of the chairperson and you are unhappy about the other members complaining about the chairperson and every time another member says something you defend the chairperson and start arguing with the committee member.

## Ward committee member 4

You think the chairperson is doing a good job and that the only way to get things done in your municipality is by acting in an authoritarian way as you think that if the chairperson doesn't behave like this then ward committee members spend too much time having a discussion and never actually do anything. You spend the meeting reading a book and sometimes interjecting in support of the councillor.

## Ward committee member 5

You are unhappy with the chairperson as you feel that chairperson does not consult with the ward committee members. When you ask for a report back meeting to the community the councillor does not organise the meeting. Also, the councillor is reluctant to call ward committee meetings.

## Ward committee member 6

You represent women in the community and you feel that the councillor does not understand the needs of women. You are also of the view that the municipal council doesn't consider women. A group of women have started a vegetable co-op to supplement their income. For some of the women, this is their only income. However the women have been prevented from selling their products at the bus rank. You have been trying to get this issue put on the agenda for several months and you have tried to raise this issue with the councillor. You are feeling frustrated and angry with the councillor.

## Activity 1.12 (ii)

### Council meetings

*Make copies and cut them up separating each stage. Insert into an envelope clearly marked 'proceedings at meetings'.*

## Proceedings at meetings

The Chairperson shall control and conduct a meeting and may for such purpose issue directions to any participant or person, and at his or her discretion adjourn the meeting at any time.

Whenever the Chairperson speaks during a meeting, any participant then speaking or intending to speak shall be silent and all persons present shall be silent so that the Chairperson may be heard without interruption.

A participant who speaks shall confine his or her speech strictly to the motion or proposal under discussion or to an explanation or point of order and no discussion shall be allowed which will anticipate any matter on the agenda.

Any participant may ask the Chairperson for permission to address the meeting:

- on a point of order with a view to calling attention to any departure from the prescribed procedure; or
- in personal explanation, in order to explain some material part of his or her former speech which may have been misunderstood, and any participant so asking shall be heard forthwith unless the Chairperson rules the point of order or explanation to be inadmissible.

If a participant misconducts himself or herself, behaves in an unseemly manner or obstructs the business of any meeting or challenges any ruling of the Chairperson, the Chairperson shall direct such person to conduct himself or herself properly and if speaking to discontinue his or her speech.

In the event of a persistent disregard by any person of the directions of the Chairperson, the Chairperson shall direct such person to retire from the place where the meeting is being held for the remainder of the meeting, failing which the Chairperson may direct that he or she be removed from such place.

Any other person who misconducts himself or herself, behaves in an unseemly manner or interrupts proceedings at any meeting, shall, if the Chairperson so directs, leave the place where the meeting is being held, failing which the Chairperson may direct that he or she be removed from such place.

Any interpretation by the Chairperson of these Rules of Order shall, if any participant present so requests, be recorded in the minutes.

Source: Local Government Transition Act, 1993

## Activity 1.12 (ii)

# Council meetings

*Make copies and cut them up separating each stage. Insert into an envelope clearly marked 'order of business'.*

## Order of business

The order of business at a meeting shall be as follows:

- opening
- application for leave of absence
- statements and communications by the Chairperson
- finalising the agenda, including decisions on the release of documents to the media and the public
- confirmation of minutes of previous meeting
- matters arising from the minutes (if not covered by agenda item)
- consideration of report by a joint technical committee referred to in paragraph 12 including its working groups and task teams (if any)
- consideration of any matters of common concern or interest relating to the area of the forum
- matters of urgency or necessity in terms of subparagraph 4
- possible press statement.

The Chairperson may give preference to any item on the agenda with the consent of the meeting.

No business shall be transacted at a meeting other than that specified in the agenda relating thereto.

The Chairperson may as a matter of urgency or necessity accept a request to discuss a matter which request could not have been notified to the secretariat in terms of paragraph 7, in which case a properly motivated written request in this regard shall be directed to the secretariat a reasonable time before the meeting.

The Chairperson shall rule on the acceptability of any urgent request, and on the need for other participants to be given appropriate time to prepare for discussion thereof.

Source: Local Government Transition Act, 1993, Act no 209

## Activity 1.12 (ii)

### Council meetings

*Make copies and cut them up separating each stage. Insert into an envelope clearly marked 'process to follow in introducing a motion'.*

## The process to follow in introducing a motion

A problem is identified in the community.

A councillor submits a document in which he or she explains the problem and suggests a solution [this is the motion]. The councillor gets another councillor to second it. The councillor who seconds the motion can belong to any party.

The motion should be discussed with the councillor's party caucus in order to get support for the motion.

The motion should be submitted for inclusion to the council's agenda at least ten days before the monthly council meeting. If the motion is urgent, the councillor can submit it at the start of the meeting and explain why it was not submitted in time.

In council, the chairperson asks if the motion is opposed. If the motion is not opposed, then it will be accepted without any discussion. If the motion is opposed the following procedure is followed:

- The councillor is asked to explain (or move) the motion. He or she has to argue in favour of the motion.
- The members who oppose the motion are given an opportunity to say why they oppose it.
- The chairperson allows the debate on the matter.
- When the chairperson is satisfied that the matter has been sufficiently debated, the proposer is allowed to say a final word before the debate is closed.
- The chairperson then asks the council to vote on the matter.
- If the motion is agreed to (we say it is carried), the motion is sent to the relevant department, in the form of a recommendation for implementation.

Source: Planact Enhancement Programme for Ward Committees, Councillors and Officials

## Activity 1.12 (ii)

# Council meetings

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*Make copies and cut them up separating each stage. Insert into an envelope clearly marked 'sample agenda'.*

## Sample agenda

- Welcome
- Present and Apologies
- Adoption of the agenda – the meeting should agree to the contents of the agenda. If there are any items that were left out or a participant would like included they should be noted and added to the agenda.
- Minutes of the Previous Meeting
- Matters Arising – this item deals with decisions and tasks allocated at the previous meeting and the status of these activities such as fundraising for school hall
- Adoption of minutes – The minutes are adopted either the way they are or if there are any errors in the previous minutes recorded
- Other items such as
  - Financial report
  - Road closure on Fifth Avenue
  - Fundraising
- Any other business

## Activity 2.2

# Key role-players in the municipality

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### Mayor

The mayor is elected by the council to co-ordinate the work of the council. He or she is the political head of the council. The mayor performs any ceremonial functions and duties delegated to him or her by the council. An executive mayor has all the executive powers to make decisions.

### Ward councillor

These are elected members who work with the council to pass by-laws and approve policies for their areas. They have to make recommendations for consideration by their municipality every year and have to decide on development plans and service delivery for their municipal area. They are required to work closely with the community and know their views.

### Ward committee member

The ward committee consists of a maximum of ten members and meets approximately ten times a year (depending on the municipality). It makes recommendations on any matter that affects its ward. Ward committee members attend public meetings of their council and participate in planning for their wards. They suggest local government activities and monitor and evaluate these activities. Ward committee members are not paid but the municipality may reimburse them for expenses they incur in doing their duties, e.g. travel expenses.

### Municipal manager

The municipal manager is the most senior official in a municipality. Municipal managers need to know the policies of the political parties in council and must be able to offer ideas to council of ways in which they can deliver on their policies.

### Ordinary citizen

Ordinary citizens have a duty to participate in a democracy. Participation may take many forms. For example: standing for elections, voting in elections, being informed, debating issues, attending meetings, paying taxes, lodging petitions etc.

### Municipal official

Officials are the people who carry out the work of the municipalities. Councillors are responsible for policies and plans, but officials are there to deliver the services to the people.

There are many different kinds of officials. They may be clinic sisters, accountants, secretaries, clerks, garbage collectors, etc. Their job is to serve the community.

### Community development worker

Community Development Workers (CDWs) are public officials who work with municipalities where they live to bridge the gap between service provision by government and access by the communities. CDWs are required to address, amongst other things, the lack of information, knowledge and poor communication that communities experience in relation to government services. Municipalities are responsible for the CDW daily programme.

## Activity 2.3

### Code of Conduct

#### Case study 1

Mr Smith is a councillor for the Iketsetseng municipality. He is a shareholder in a rubble removal company called ABC Rubble Removers; The Company has its head office in Durban.

The Iketsetseng municipality has been busy with a housing project and needs to clear a large section of land that previously had a factory on it as well as trees and rubbish. The municipality put out a tender and ABC Rubble Removers has tendered. Mr Smith is on the tender committee to hear the application. He has not disclosed to the municipality that he is a shareholder.

**Q:** Identify the section of the Code that this situation refers to. What should Mr Smith do in the circumstances?

#### Case study 2

Councillor Ngubane has failed to attend council meetings on 2 consecutive occasions without providing an apology or reason. She was warned by the speaker that if she fails to attend the next meeting without an apology or reason she will be removed from office as a councillor.

**Q:** What section of the Code does this situation refer to? What should Councillor Ngubane do in regard to attending or not attending meetings?

#### Case study 3

Councillor Jones's cousin is interested in putting up a factory next to the railway station.

She is in the construction business. Ms Jones cousin asks her to intervene with the relevant officials who sit on the tender committee that awards tenders for construction and growth.

Her cousin has asked her to "help where she can" so that they are awarded the tender. In return, her cousin has promised her R50 000 for any help that she can give. Ms Jones makes an agreement with one of the officials on the Tender Committee that they will "share" the money if her cousin is granted the tender.

**Q:** Has Ms Jones breached the Code of Conduct? If so which section and what should she do in the circumstance.

#### Case study 4

Councillor de Bruin is a full-time councillor. His neighbour runs a small business in town delivering fresh produce to suppliers. He has received a request to supply a large supermarket with fresh produce and has asked Councillor de Bruin if he would like to partner him as they both have smallholdings. Councillor de Bruin agrees on the basis that they split the profits between them.

**Q:** Which section of the Code was breached and what are the procedures for a breach of the Code of Conduct?

## Activity 3.2

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### Qualities of an effective leader

#### Different styles of leadership cards

##### Card 1

You are an elected leader of an informal settlement. You believe that the members of your community need strong leadership otherwise they will continue to be marginalised. You have decided that as you know what their needs are you can make decisions on behalf of the community because there is no time to have endless consultations. Besides you have lived in the community and believe you are well placed to make these decisions.

##### Card 2

You have been asked by your organisation to represent the youth sector on the ward committee. You think they chose you because you frequently challenge speakers on whether they take youth issues seriously enough. The council is going to discuss the question of youth employment. You will be attending and to ensure that you are well informed, you speak to a range of youth groups so that when you attend the meeting you can table their concerns.

##### Card 3

You meet with your ward committee as the council wants the ward committee to make input into the IDP. The matter is discussed at the ward committee meeting and it is agreed that a community meeting should be held to ensure that you get as much input as you can from the community. You also realise that many members of the community may not know what an IDP is and ward committees undertake an information campaign by meeting with different groups, (church groups, youth groups etc) to explain this to them. At the community meeting you once again go through what an IDP is and spend time at the meeting by getting input from the people attending. At the end of the workshop, the community needs are prioritised. You hold a follow up meeting with the ward committee to finalise the input from the community to present at the council meeting.

## Activity 3.5

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# The problem solving model

## Case Studies

### Case Study 1

You are a councillor in an area that includes an informal settlement and a well established residential area. There have been problems recently regarding power outages. The local electricity company has been contacted on several occasions. On investigation they advise you that the reason for the outages is that some of the people in the informal settlement have illegally connected themselves to the power supply lines which is overloading the system, causing outages. Many residents in the well established areas are angry about these outages and have complained to you. Tension has developed between the residents of the well established area and residents of the informal settlement. Both have come to you to lodge a complaint. You call a meeting with representatives of both communities.

### Case study 2

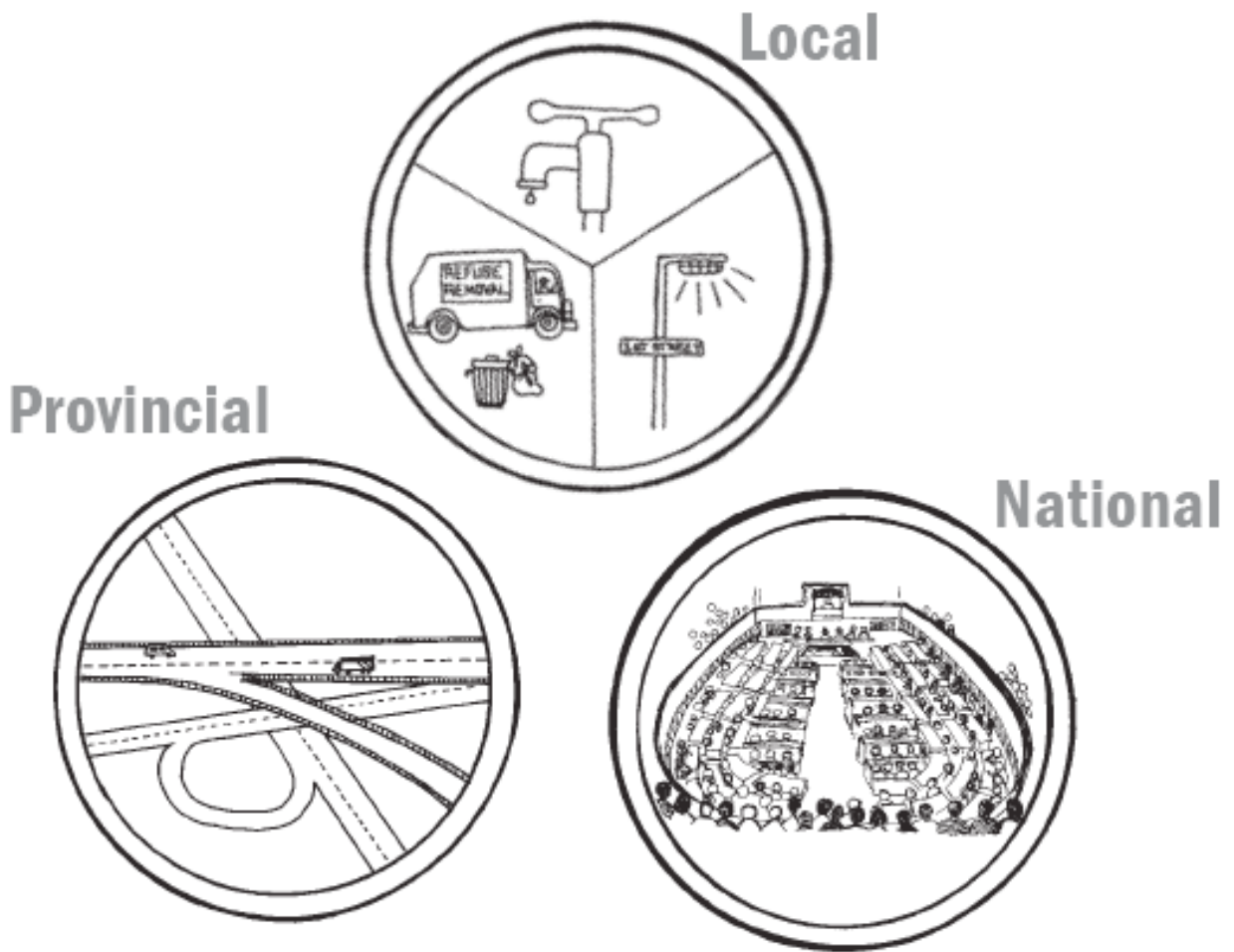
You represent a rural constituency. You have received a complaint by a group of residents who say that one of the resident's dogs have been coming on to their land and killing their chickens and in some instances destroying their crops. The chickens and the crops are their source of income as they sell them at the market. They have spoken to the owner of the dogs who says that he needs the dogs to protect his sheep as he has had a lot of theft.

The last time he was confronted he threatened to get the dogs to attack the two people who were selected to speak to him and now you are all afraid.

# Activity 4.1

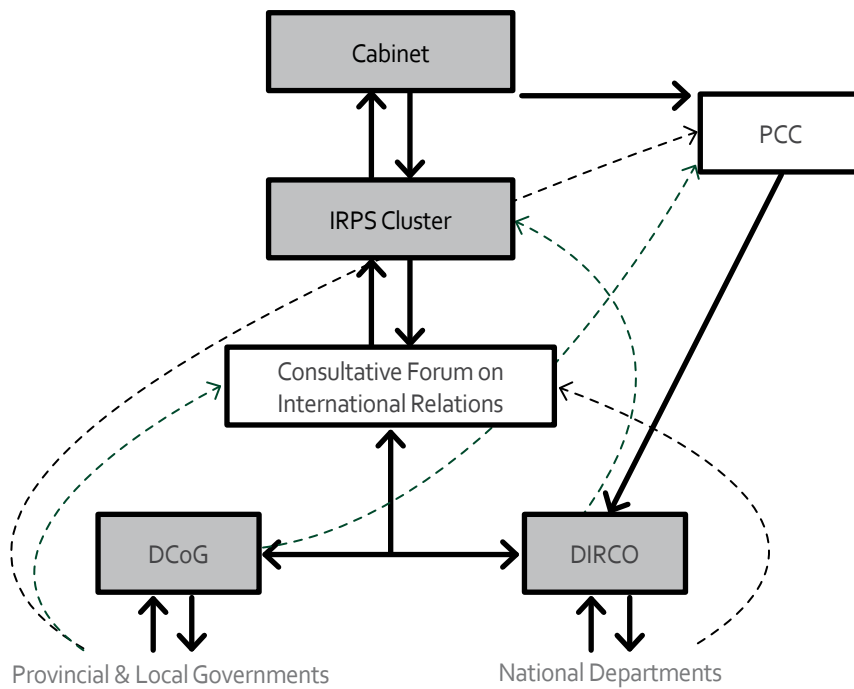
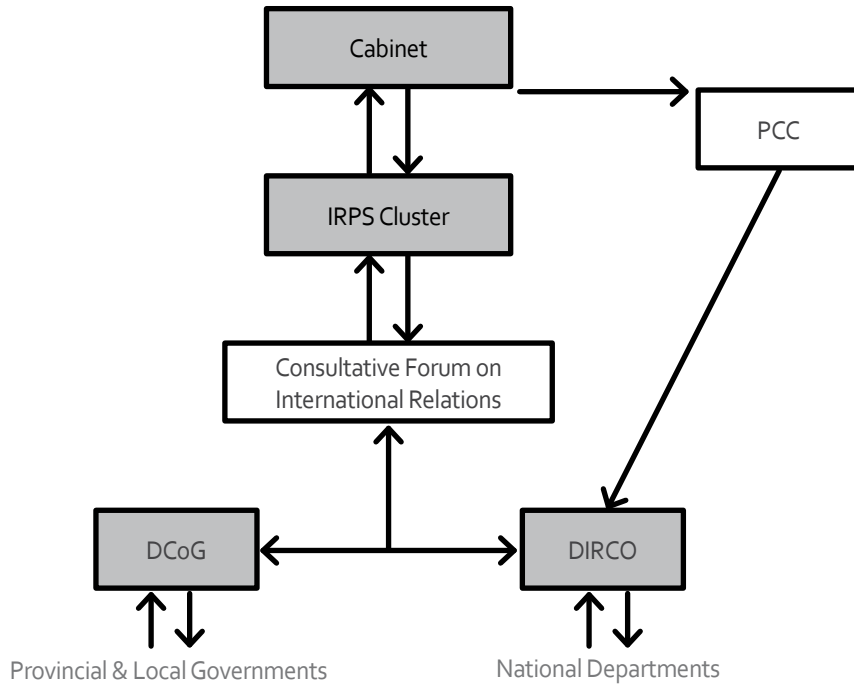
## Co-operative Governance

### Three Spheres of Government



## Activity 5.3

# Recommendations for improved co-ordination





**giz** Deutsche Gesellschaft  
für Internationale  
Zusammenarbeit (GIZ) GmbH



*On behalf of*  
Federal Republic of Germany  
The Federal Government



**cooperative governance  
& traditional affairs**

Department:  
Cooperative Governance and Traditional Affairs  
**REPUBLIC OF SOUTH AFRICA**

