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LOCAL GOVERNMENT TRAINING AND DEVELOPMENT IN JOHANNESBURG: 1948 - 1994

by

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DISSERTATION

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of the requirements for the degree

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EXECUTIVE SUMMARY

MALEKA M.G. Local Government Training and Development in Johannesburg 1948-1994 Study. Dissertation: Masters Degree Public Administration. Rand Afrikaans University. Supervisor: Advocate W. Zybrands and Co-supervisor Dr Piet Liebenburg.

Training in local authorities in South Africa is seen against a background of development problems which include insufficient management skills and, inferior education. These are typical problem of black people in South Africa.

It is against this background that, in the present day South Africa, there is a greater sensitivity to the importance of good local government management than ever before. Where skilled local government officials are scarce, as they were in the former black local authorities, they should be developed. Training and development are perhaps the first steps towards that end, though obviously they alone are not enough to solve all the human resource deficiencies within these local government structures. This dissertation identifies the priority training and development needs, describes current

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training and development efforts in local government and proposes further steps that local government should take to encourage, develop and support appropriate human resource development.

Taking cognisance of lessons learned in training and developing elected councillors and appointed officials in local government, a need for a more scientific assessment of participants (councillors/officials) under going training and development was identified thereby ensuring that training becomes more targeted and effective.

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The original sample targeted for the assessment was 200 participants, being a little more than 20% of the total of potential participants. Eventually 107 respondents (11.2%) participated in the assessment. The sample is however enough to draw conclusions and make generalisations. The assessment was carried out in five centres: Germiston, Vanderbijlpark, Randfontein, Johannesburg and Pretoria. It was done largely using focus group discussions where open-ended questions gave participants enough opportunity to express themselves in an informal environment this proved to be very effective.

The most pressing need identified by the participants was for training on the budgetary processes.

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ABBREVIATIONS

Affirmative Action (A A)

African National Congress (ANC)

Azanian People's Organisation (AZAPO)

Black Local Authorities (BLA)

Democratic Party (DP)

Diep-Meadow City Council (D-M C C)

Dobsonville City Council (D C C)

Human Resource Development (HRD)

Interim Measures Act (IMA)

Johannesburg City Council (J C C)

Local Government (LG)

Local Government Negotiation Forum (LGNF)

Local Government Training Board (LGTB)

National Party (NP)

Pan African Congress (PAC)

Randburg Training Council (R T C)

Regional Services Council (RSC)

South African National Civic Organisation (SANCO)

Soweto City Council (S C C)

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White Local Authorities (WLA)

Witwatersrand Council Metropolitan Chambers (W C M C)

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CHAPTER ONE

1. INTRODUCTION

The aim of this dissertation is to analyse the history of local government development and training with specific reference to Johannesburg from 1948 to 1994. An analysis of local government training within a historical perspective should create an understanding of the changes that took place over the years and the reason for changes which are relevant to democratic local government in South Africa.

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It is mentioned in the executive summary that there is a lack in particular of competent local government councillors and officials. This makes them relatively ineffectual as institutions for the delivery of services to the community, and precludes them from playing a significant role in the development process. This weakness could be attributed to the fact that most of black South Africans were

subjected to an inferior education and have no experience of a democratic local government system.

The new constitutional dispensation as negotiated in the Local Government Negotiating Forum (LGNF), and at the Multi Party negotiations has put an end to a system of racial segregation. The transitional measures provided guidelines for proceedings from where local government was into the period when local government elections were held during November 1995. In terms of the transitional measures, the local government transition had three phases, the pre-interim, the interim and the final phases. In accordance with this phasing, local based negotiations were expected to commence, and to establish the foundations for representative local government.

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The challenge facing local government is to address the lack of adequately trained or skilled officials and councillors. Local government officials and councillors are the important vehicles for community participation and providers of needed services. However, to a large degree they remain highly fragile and face immense challenge in order to operate effectively. In broad terms this challenges reflect a lack of basic skills in the organisation and management of local government structures and in the exercise of public policy influence. This does not just refer to "technical skills" such

as bookkeeping, grant reporting, or analysis of pressing public problems, but also the communications and organisational skills required to run effectively meetings.

For many years officials and councillors that have served under the system of black local authorities, have been accused of corruption, and some of them have in fact been subjected to enquiries or have been charged for corruption. According to Wallis, (1992:31) its structures were perceived as being profoundly undemocratic and incapable of providing for the social needs of the communities they were supposed to serve.

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The officials were not held accountable and there was scant provision for training to change the ethos of local government management or meet the needs of democratic reconstruction. Walls, (1992:27) mentioned that, it is due to a lack of management and administrative skills in black local authorities, that the officials experienced problems of not being able to manage the local government structures which led to inefficiency, mismanagement, maladministration and corruption and to

administrative crisis in black local authorities. There was a significant level of alienation and distrust of them by the communities which made it difficult for them to function effectively. This kind of working relationship still exist and affecting newly elected councillors and appointed officials.

This was echoed by Zybrands, (1992:15), in his evaluation study on Local Government Training Board where he demonstrated the shortage of skilled black local government officials. According to Zybrands, (1992:17) the serious shortages of skills were in the field of development management and administration, policy analysis etceteras. Equally important is the concern that the shortage of skills in black local government has led to a lack of adequate capacity to advance communities (Levy,1993:12).

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The Local Government Training Board has defined its mission as providing training support to local government bodies in order to ensure effective local government and administration. However, the Local Government Training Board since its inception, has proved not been able to stop the general deterioration of especially Black Local Authorities (BLAs). This was the case because the initial reason for the establishment 0f the Local Government Training Board was to promote the viability of separate local authorities. It could not achieve this objective in the past. It is neither possible to address the present disparate and precarious situation through

training alone. It speaks for itself that a total restructuring of its role and function is necessary.

In order to rectify the situation which prevailed during apartheid local government period, there is a need for the restructuring of local government training institutions such as the Local Government Training Board.

The Local Government Training Act should be restructured the same time as the Local Government Training Board because the Act belonged to the past and reflected the values of the old apartheid system. At the stage when the government wanted to entrench the system of separate local authorities, the training Act was promulgated to train blacks to administer their own local authorities. The specific problems with the administration of the Local Government Training Act was that, the department which initially administered the Act also controlled the political objectives which were envisaged when the Act was drafted.

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Training support could however, not in on its own, ensure effective and advancement of the institutional capacity of local authorities and also enhance the socio-economic development of local government and administration. It is therefore, important to note that, local government development is of a multi-disciplinary nature.

It will be argued in this dissertation that the training and development of local government councillors and officials is perhaps the key to local government survival in South Africa. According to Nadler, (1979:3), the problem is that, for organisations, the most difficult resource to manage is its human resources. He argued that, the effective utilization of an organisation's employees is most often the critical factor in the successful accomplishment of its mission. Regardless of high technologies that organisations have in their offices, there will still be a need for efficient and effective people to perform the work (FitzGerald, 1992:18).

The target groups this dissertation researches on are local government councillors and officials. Officials being from assistant director level to chief director level. According to Wallis, (1992: 24), the challenge for provision of training for the management of local government suggests a total transformation in the style and approach to training. This will be one of the concerns of the research programme,

particularly those aspects of development. For Levy, (1993:8) alternative approaches will need to be identified for the whole body of local government.

Appropriate training and development mechanisms will be a crucial factor in determining the success or failure of local government restructuring initiatives. According to Craythorne, (1990:7), the move towards a more government representative, accountable, responsive and developmentally-oriented local government implies that the tasks and styles of local government employees will necessarily differ on many respects in the future. In order to ensure that the aspirations of a future local government dispensation are realisable, an emphasis must be placed on the training of competent and professional staff. The development of an appropriate and comprehensive training policy is an essential step in building capacity to service the needs of future local government.

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1.1 PROBLEM STATEMENT

The lack of managerial skills of most local authorities in Johannesburg covered by the research is identified as one of the central constraint to effective local government. Because of the councillors and officials' limited management, financial and policy formation skills local authorities are unable to provide appropriate and adequate local services to improve the quality of life of the people, particularly in disadvantaged communities. They may be unable to develop, or even maintain the infrastructure essential for development or participate directly in the development process by engaging in income and employment generating projects.

This was echoed by Human (1992: 21) that, there is a critical projected shortage trained staff. The management and executive development programmes previously offered to local authorities officials and councillors were inadequate in that they did not equip managers and executives with the skills that are essential to optimise their effectiveness.

Large numbers of newly elected councillors and appointed officials are going to be handicapped due to the lack of adequate formal education. There are councillors who are functionally illiterate, that is, unable to communicate effectively in English particularly around Gauteng rural areas. This creates communication problems with all its associated problems. Furthermore, the existing training courses need to be

developed so that they reach a certain level of training without a lowering of standards, but bearing in mind the challenge that it will be difficult to train and develop councillors with basic education skills (Levy,1993:33).

Mphai, (1992:37) pointed out that, due to an inferior black education and the black education crisis many councillors were not able to receive an adequate education and this had a detrimental effect on both local government as an organisation and the communities. Furthermore, the latent potential of many employees in the local government remains dormant and underdeveloped. The most important remedial aid which is training, should be fully developed and consequently optimally utilised.

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The challenges facing the democratic local government is to improve the situation in local authorities by training councillors and officials. Well trained civil servants are likely to perform and deliver required services to the constituents (FitzGerald,1992:51). This will prevent the uproar from the pressure groups which challenged the previous local government. Prominent pressure groups were civics

whose demand focused on service delivery and improving the living conditions of their constituencies (Fubbs,1993:13).

However, Phologoane cited in People Dynamics, (1994:7), argued that, people can no longer blame apartheid for everything because it has been abolished. Some members of the pressure groups, are now elected as local government councillors. It is therefore, high time that through an introspection come up with strategic plans as to how they could rectify mistakes of the past since they have been elected into positions of power. They should be careful not to repeat mistakes of the past because that could be a national catastrophy.

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Since the call for rent boycotts in the 1980's and the destruction and killing of black councillors in the 1980's left irreparable damage, this situation has to be changed. But to change it, people should have a knowledge as to how they should deal with change (Wooldridge, 1992:11). It is therefore, argued that training for councillors and officials could make a positive impact. If councillors and officials have the capacity to manage local government structures effectively and efficiently, the problem of maladministration and mismanagement experienced during the previous apartheid local government will be improved. According to Fubbs, (1993:16), the delivery of cost-effective services which promotes affordability depends critically on the level of skills and commitment of both councillors and officials.

Fubbs, (1993:29) stated that, there is an obvious and urgent need to 'reform' the training system given the problems mentioned above. The amalgamation of racially based structures will require complex processes of legal and fiscal integration, new systems of development and large scale training initiatives and organisational development. However, the restructuring process should not be allowed to disrupt service delivery.

Mokgoro, (1993:28) pointed out that, mechanisms for the evaluation and monitoring of the impact of training were inadequate since training was divided according to racial lines. The training of black local authorities was inferior as compared to their white counterpart. For example:

- Training processes excluded groups of people from access to training opportunities and participation in decision-making vis-à-vis training priorities, selection of candidates and course contents.

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- Many local authorities, as previously constituted, lacked the capacity to maintain a sustainable training process. Structures and management systems were insensitive to training priorities, and failed to provide incentives for self-development.
- There was insufficient accountability and transparency within current training practices, policies and programmes.

- Appointment procedures and access to training were inappropriate. Mechanisms for measuring potential were culturally biased (Mokgoro,1993:34).

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1.2. SCOPE AND LIMITS

An appropriate and effective training policy for local government should address the following:

- the development of a comprehensive, effective, accountable training system for local government officials.
- National standardization.
-Access to training including affirmative action, accreditation of courses by universities, technikons and Local Government Training Institutions.
- Provision of training materials, implementation of training, funding for training.
- Evaluation of training, ethos and professional ethics.

-The roles of institutions involved in training and accreditation.

- Structures within the training system.

-The relationships between training, management systems and organisational structures and participation in decision-making process as regards training.

1.3. POLICY PRINCIPLES

A training system for local government in South Africa should be designed in accordance with the following principles: Democracy, Non-racialism, Non-sexism, Responsiveness, Transparency, Development-orientation, Sustainability, Empowerment, Participation, Inclusivity and Cost-effectiveness.

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Picard (1991:18) analyses these principles as follows:

DEMOCRACY

A training system for local government should be democratic in its approach, policies and practices. A democratic approach encompasses the principles of non-racialism,

non-sexism, and participation at all levels. The training ethos should be that of preparation for service in a democratic and accountable environment.

NON-RACIALISM

There should be no exclusion from access to training or participation in decisions regarding training, on the basis of race.

NON-SEXISM

There should be no exclusion from access to training, or participation in decisions regarding training, on the basis of gender.

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RESPONSIVENESS

Training should effectively respond to the needs of employees, the organisation and the community served by the organisation. This encompasses an awareness of and adaptability to the social, political and economic environment in which local government operates. Further, a training system should move beyond reactive responsiveness towards proactive responsiveness that is, anticipate future needs through planning, proactive consultation and outreach, and prepare to meet them.

ACCOUNTABILITY

Those involved in decision-making, planning, designing and implementing courses should be accountable to both supervisory bodies, and the trainees. Training should empower employees to meet the needs of the community, and in this sense be accountable to the community. The principle of accountability should also be applied to the funding of training, and the overall deployment of resources. Bodies of persons entrusted with managing funds should be accountable for the effective use and allocation thereof.

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TRANSPARENCY

All decision-making processes regarding the planning, design, implementation and funding of training should be transparent. Information regarding all aspects of training should be available to both employees and the broader public.

DEVELOPMENT-ORIENTATION AND SUSTAINABILITY

Training should be developmentally-orientated. It should also be financially sustainability and appropriate and continuously relevant to the local government context of South Africa.

EMPOWERMENT

Empowerment refers here to the development of individual employees within the organisation. This includes the development of potential towards active participation, and the creation of an environment where skills can be utilised.

PARTICIPATION

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A training system should proactively strive to include all relevant stakeholders in decisions regarding training needs and priorities, selection of candidates and courses, as well as evaluation, the allocation of funding and funding systems.

Mbere, (1996:8) argued that the management of the bureaucracy and front-line workers need to be brought into an inclusive process that cuts through existing hierarchies. This would empower them with information and skills to comprehend and handle the complex and difficult dynamics of change taking place outside and inside the organisation.

INCLUSIVITY

The principle of inclusivity encompasses and operationalizes those of non-racialism, non-sexism and participation. It therefore extends to the development and inclusion of previously marginalised groups. The implementation of inclusive policies may include programmes to proactively develop and advance such groups. Access to training should not be limited through race, gender, present status, or other inappropriate and non-applicable institutional criteria. Institutes and bodies involved in determining criteria for access should do so in line with the principles as articulated here.

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COST-EFFECTIVENESS

Funds made available for training should be used to their maximum benefit in fulfilling the needs of the trainees, local government structures and communities In order to address the problems stated in the introduction, and to come up with an appropriate training policy as suggested in the policy principles above, there is a need for a comprehensive research on these issues.

1.4 OBJECTIVES OF THE RESEARCH

1.4.1. AIMS OF THE RESEARCH

One of the major concerns that this dissertation wishes to look into is the lack of legitimacy in terms of existed local government training systems or structures. This is particularly so because of the history of local government in South Africa in that vast of majority of role-players in the training represented one sector of society. There is an urgent need for the new structures to provide ample opportunity for representation of people from the disadvantaged communities and other stakeholders.

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The aim of the dissertation is to analyse previous training system for councillors and officials. This is done with the intention of coming up with the mechanism which could improve their skills and capacity in policy-formulation, resource allocation, financial, management, Masakhane, legislation and RDP issues. This will assist them in ensuring good and stable governance and to decisively contribute and shape the local government transformation process. Managerial training for officials and councillors will be important as will focus specifically on strategic management to give overall direction to the organisational direction in terms of what it want to achieve and the transformation of local government itself.

The analysis will be marshalling information on the existing infrastructure and canvassing opinion on local government training structures. This will enable action strategies for the development of management training policies to be developed. The analysis will also be looking into specialised sectors and technical fields of local government; examining which educational and training policies would help to develop and extend the democratic management of local affairs. It investigates which management training strategies would facilitate the most democratic response to the requirements of communities. It also aim to maximise consultation with them and advance their aspirations for a democratic transformation of society, helping to systemise training policies, prescribing the institutional supports for the extension of management training facilities, suggesting changes in course provision and advising on financial resourcing for such developments (De Beer,1995:45).

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According to FitzGerald, (1992:22), it is vital to develop training in the local government, determining current management priorities for local government. There is also a need for identifying appropriate management criteria to redress the social,

economic and gender imbalances. Most importantly is the identification of future training priorities and programmes for the democratic development of management personnel and all other areas of local government.

The theme local government training and development is central to the research programme. This theme will guide the analysis and methodology to be adopted. Whilst the debates started in 1993 on the restructuring of local government remained open ended in respect of future developments, clear guidelines emerged from the consultative conferences and discussions of the various forums on the parameters of the restructuring process.

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It will be argued therefore, that if local government is to make a distinctive and positive contribution to the management of change at local level, there are a number of advanced views, already considered in some detail. These views will provide a preliminary basic set of values and ethos, in defining the criteria for the management of local government in the future. They include both the framework in which the transition process in local government is perceived and prescriptions for reconstruction in the future. (Parnel et.al.,1991:11).

It will be argued in this that, to achieve the above objectives, the process of management would have to be transformed to involve the harmonising of all the training programmes of local government councillors and officials.

The new thinking mentioned above presents major challenges for local government management and future training and development programmes. It will serve as important criteria of relevance in the approach to the research. Indeed it constitutes the substantive context for local government reconstruction (FitzGerald, 1992:14).

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1.4.2. SOURCES

Questionnaires used for the research will be important sources of information for the research. In addition published data, some of it deriving from governmental and semi-governmental sources will be consulted as well as other data and sources emanating from the growing volume of discussion and working papers generated by the network of democratic local government bodies including political parties, civics, academic institutions and individuals. An extensive database of publications,

including working papers, compiled under the auspices of UNESCO will also be consulted.

The research will, however, use these sources for the purpose of appraising and assessing them. The research will be conducted by direct field work, encompassing visits to local government training institutions.

1.4.3. RESEARCH METHODOLOGY

This section will present a comprehensive description of the research design that will be used to address the research issues in this study. Specifically, it focuses on the fundamental research questions that underpin this study. This section will also outline the procedures which will be used to collect the data that form the basis of this study. That is, the study on training and development of local government councillors and officials.

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1.4.4. ANALYSIS OF STRATEGIC AND POLICY TYPES

In order to answer the research questions, this section will assess, evaluate and match the strategic and policy profiles of local government organisations.
For example, Local Government Training Board, Training Centres and relevant tertiary institutions, particularly those offering Public Administration.

1.4.5. THE RESEARCH SAMPLE

This research's interest is mainly on local governments that operate in the Johannesburg area, and particularly those that reflect local initiatives and focus their resources on the development of local government councillors and officials, sampling techniques are non - random in nature. The method used is a convenience sample procedures.

1.4.6. RESEARCH METHOD AND INFORMATION GATHERING

The methods considered appropriate for data collection for this study are questionnaires as well as documentary analysis. The interview method does not only afford a context of direct social interaction between the interviewer and the respondent, it also enables the respondent to assess the interview and to establish for himself of herself whether the interviewer is trustworthy. Also, the interview enables the interviewer to observe non - verbal behaviour or to make a personal assessment concerning the position of others.

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It has been suggested in this chapter that, one of the major concerns of this research paper is to analyse the previous training system for councillors and officials of Local Government. This aimed at coming up with mechanisms which could improve councillors/officials' skill and capacity in policy-making, decision making, resource allocation and constituency representation. The research also intended to develop a training strategy which would ensure good and stable governance and to decisively contribute and shape local government. The paper pointed out that, new structures need to provide ample opportunities for representation of people from the disadvantaged communities and other stakeholders.

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It is argued in this dissertation that, the analyses of the training system should aim at orientating councillors and officials on new values, culture, system and role of local government. For example, managerial training will be important as it will focus specifically on developmental management to give overall direction to the organisation in terms of what it wants to achieve and the transformation of local government itself.

1.5. CONTENTS OF STUDY AND SEQUENCE OF CHAPTERS

Chapter one - is the introduction of the dissertation. The problem statement is discussed, together with scope and limits and policy principles. It further discusses objectives of the research, that is, aims of the research, research questions, sources and research methodology.

Chapter two - is a literature review. This chapter defines terminologies used in this paper. Administrative and institutional change management for local government and comparative study is discussed.

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Chapter three - describes the evolution of local government from 1948 to 1994

Chapter four - gives an overview of local government training in South Africa and Johannesburg in particular. It describes the establishment of the Training Board from a historical perspective. The objective is to inform the reader who was not in

the country during the promulgation of the 1983 constitution, or acquainted with the government policy regarding local government at that stage about what happened at policy making levels. The information provided would put the establishment of the Local Government Training Board and training in general into perspective and help understand the current debate about the locus of the Training Board.

Chapter five - describes and analyses the research findings.

Chapter six - is the conclusion and recommendations to the dissertation.

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CHAPTER TWO

2. LITERATURE REVIEW

2.1 INTRODUCTION

Chapter two will be divided into two sections. The first section will define terminologies used in this paper. The second section is a comparative literature study on the administrative and institutional change management in local government. It also explains the lessons South Africa should learn from other countries.

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The purpose of this first section is to give a proper understanding of the terminologies used. Without a proper understanding and the correct use of the relevant terms, it will be difficult to follow the discussion or arguments presented.

The main focus is on training and development of councillors and officials. Terminologies such as, training, education, development, administration, local government, and local authorities will be defined, since they will be used in the body of the dissertation. Many authors separate the usage of the terms "training" and "development". The approach in this dissertation is different because, the terms training and development are not separated. It therefore identifies with the approach used by McLagan, (1989:7) as found in the models for Human Resource Development practice.

2.2. DEFINITION OF TERMINOLOGIES

2.2.1. Local Government Defined

Zybrands (1996:2) defined local government as the level of government that is, local government ("plaaslike regering) as opposed to Provincial or National government. It might also indicate the activity of "governing".

Local government according to Motshekga, (1994:11), is defined as that part of government of a nation or state which deals mainly with such matters concerning the inhabitants of a particular district or place. Local government is further defined as a decentralised, sub - national, representative institution with limited powers. It is a lower tier of government, with the higher tiers enjoying wider powers.

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A working definition of local government would attribute to it the following features: A defined geographical area and resident population for which the local government is responsible. The authority to provide services to the public and plan the development of the locality. Craythorne, (1994:28).

According to Zybrands, (1996:3) the following levels of local government are suggested:

1. Rural Councils ("Landelike Rade")

This would apply to true rural communities and more specifically farming communities. It is a descriptive word and indicates that its functions will typically be that expected within a rural community as opposed to a more urbanised community. It would, in all probability, mainly be an advisory but democratically elected body and will only perform limited and clearly defined functions. Because its income levels could be very low, it would probably employ the bare minimum of staff, if at all.

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2. Traditional Councils ("Tradisionele Rade")

In this regard it is assumed that traditional leaders still have a role to play and, in spite of the undemocratic succession process, it still has a degree of legitimacy and cannot be abandoned forthwith. There is however a clear need to democratise the system and especially to afford the underlings of the traditional leader an opportunity to democratically elect certain representatives.

Such elected representatives would form a Council known as a "traditional council" who would decide on certain matters in a joint decision making process with the traditional leader, according to a formula still to be drafted.

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3. Local Councils ("Plaaslike Rade")

The word "Village Council " is perhaps more apt, but no suitable Afrikaans word could be found for "Village". "Dorpie" and "gehuggie" both have a derogatory ring to it. Such a local council would serve an isolated community where a limited degree of densification on small scale has taken place. There are many such communities scattered throughout South Africa. It is unlikely to be financially independent and will provide limited services.

4. Town Council ("Dorpsraad")

This would indicate a free-standing town that is essentially able to run its own affairs in a relatively autonomous manner. The vast majority of existing partially urbanised communities could fall into this category. It might from time to time require financial assistance, especially when a major project has to be undertaken.

5. City Council ("Stadsraad")

The word "city" in the past took on a special meaning, indicating a very large town. The Afrikaans therefor was "groot Stadsraad". This distinction was a bit artificial and in any case difficult to understand by the ordinary citizen. It is submitted that the word "city" and "stad" are indicative of the same concept.

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6. Metropolitan Council ("Metropolitaanse Raad")

This would indicate an over-arching type of structure where various communities, whether in the form of cities or towns have a certain commonality or shared interest

and where certain economies of scale can be achieved by closer co-operation and co-ordination activities.

7. Services Council ("Diensteraad")

Another word therefore could be District Council ("Distriksraad"). The word Services Council is preferred merely because it will primarily be expected of this Council to render services, and more specifically to render services on behalf of its constituent bodies. Because it in effect replaces the old Regional Services Councils and Joint Services Board the emphasis on services should be retained.

Such Services Council would act as guardians for the lowering order local authority structures, guiding them progressively towards more autonomy. This would also imply the provision of financial assistance to such structures.

For Vosloo, (1988:17) local government is defined as the regulation of matters of local importance by locally elected bodies, raising money necessary for their activities by the imposition of local taxes. The local government bodies are vested with prescribed controlled governmental powers. They also have prescribed and controlled sources of income to render specific local services. They develop, control and regulate the geographic, social and economic environment of defined areas (Vosloo 1988:34).

The area in which local government is exercised is limited by expressly defined geographical boundaries. As a rule, the local government body having control of that area may only exercise power and perform its functions within those boundaries, and it has no jurisdiction beyond them. Because a local authority exercises jurisdiction over a specific community in a limited area, it does not deal with matters of general national importance which are the sole responsibility of higher levels of government. What is regarded as a local matter appropriate for a local authority to deal with, varies in different countries. Thus, in certain countries the responsibility for education may be given to local authorities, whereas elsewhere these may be regarded as more suitably regulated by a central government. South Africa is a good example. In South Africa, local government may only exercise power in relation to specific matters (Vosloo,1988:48).

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2.2.2. Local Authorities Defined

Local authority could denote the juristic person that is responsible for a demarcated geographic area. One could thus say at local government level one finds a wide range of local authorities (Zybrands,1996:2),

Local authorities are defined by Cloete, (1990:71) as that part of a government of a nation or state which deals mainly with such matters that concern the inhabitants of a particular district or place, and which should be administered by a government subordinate to central government.

According to Ripley, (1970: 37), a local authority is a creature of statute. This means that it has to rely on legislation for all its rights and powers. It only has the powers and capacities expressly granted by legislature and it has to act within those powers. Should a local authority act beyond its powers, such an act will be null and void. To fulfil its functions, a local authority requires revenue. A typical method by which a local authority gathers this income is by imposing rates on the immovable property within its area.

A local authority may also be financed by raising tariffs for services rendered and imposing licence fees and fines. Local government is essentially a form of direct self-government. However, local affairs are not controlled by all the residents of a

town deliberating together. Even in a small village for instance, the population is generally too large for this to be effective or convenient. The residents of the concerned community elect a body of persons to manage their affairs on their behalf Kendall,(1991:51).

2.2.3. Administration Defined

Administration according to Cloete, (1990:79) includes those generic functions which aim is goal realisation within any institutionalised group activity; but does not include all the activities of members nor all the activities of a specific group of members, but specific activities of all the members.

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2.2.4. Training Defined

Not all authors distinguish among "training" "education" and, "development". They use the three words interchangeably. But for those who distinguish, as does Nadler, (1979:40) in his book, Developing Human Resources, training was described as: "Those activities which are designed to improve human performance on the job the

employee is presently doing or is being hired to do". Education is those human resource development activities which "are designed to improve the overall competence of the employee in a specified direction and beyond the job now held". To Nadler, (1979:59), "development" is concerned with" preparing the employees so they can perform at work situation."

Training is defined by Gomez-Mejia, (1986:200) as a mechanism in which training activities focus on learning the skills, knowledge, and attitudes required to initially perform a job or task or to improve upon the performance of a current job or task. The skills, knowledge and attitudes to be learned in the training activity must be clearly identified and there must be opportunities for direct and immediate application of what has been learned.

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Klinger, (1980:244) defined training as a systematic and planned effort to increasing an employee's job related skills. According to Nigro and Nigro, (1986:313) and Gomez- Mejia, (1995:293), the purpose of training is to help employees improve capacities to contribute to organisational effectiveness. The definitions of training presented by the aforementioned authors are directed at improving the skills or capacity of employees. In view of the fact that the participants in the rendering of public services are not necessarily employees, the dictionary explanation of training is also provided. It reads as follows: "To bring to a requisite standard, as of conduct

or skill, by protracted and careful instruction" (Funk et.al.,1969:133). It can therefore be concluded that training means to instruct and discipline in or for some particular art, profession, occupation or practice.

According to Buckley et. al. (1989:13-14) training has always played an important and integral part in furthering many kinds of human learning and development. The fact that, training can make an important, if not crucial, contribution to organisational effectiveness has been fully recognised. Companies, organisations and government are beginning to appreciate the value of an adequate, consistent and long-term investment in this function. Buckley et. al., (1989:20) argued that: "For in order to survive and to operate effectively, all types of organisation must adapt and respond in a timely and flexible way to technical, economic and social changes". According to him, this requirement has become imperative as it approach the twenty-first century and it implies that there are particular individual, group, organisational and institutional attitudes and perspectives needed by the nation's manpower.

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Training could therefore be regarded as one of the processes by which such needs can be realised. Training is defined by Buckley,(1989:24), as a planned and systematic effort to modify or develop knowledge/skill/attitude through learning experience, to achieve effective performance in an activity or range of activities. Its purpose, in the work situation, is to enable an individual to acquire abilities in order that he or she can perform adequately a given task or job.

Training however should be distinguished from the closely related concepts of learning, education and development. Learning according to Vosloo, (1988:44), is a process and a series of activities which aims at enabling an individual to assimilate and develop knowledge, skills, values and understanding that are not simply related to a narrow field of activity but allow a broad range of problems to be defined, analysed and solved.

Guest, (1991:50) defined training as the acquisition of the skills which permits employees to perform to standard. This training may be defined as an experience, a discipline, or a regimen which causes people to acquire new behaviours. The definition of training on the other hand, is enlarged upon with an explanation that the words' learning experience' emphasize that there is no clear dividing line between

training and education. It also stresses the importance of distinguishing between these two concepts.

Buckley et. al., (1989:34) made some useful distinctions that, training usually involves the acquisition of behaviours, facts and ideas that are more easily defined in a specific job context. Training is more job-orientated than person-orientated. In contrasting training and education Glaser, (1992:89) points out that 'when the end products of learning can be specified in terms of particular instances of student performance, then instructional procedures can be designed to directly train or build in these behaviours'. If the skill to be learned is highly complex and the relevant performance is difficult to analyse and to specify, then the student may be educated more generally by providing a foundation of behaviour on which the individual is expected to generalise or to transfer to similar situations.

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Lee, (1987: 63), pointed out that the effect of training, development and education is to change human behaviour. They have a common objective which is the

development of human resources. It has been said that a business organisation is distinct from its competitors in only one respect; its people. An organisation's plant, processes, equipment, even its new technical breakthrough, can be duplicated by its competitors, but its human resources cannot; they can only be pirated.

2.2.5. Education Defined

Education as defined by Nadler, (1979:94), said to be focusing on learning new skills, knowledge, and attitudes that will equip an individual to assume a new job or to do a different task at some predetermined future time. The applications of the newly learned skills, knowledge, and attitudes will be sometime in the foreseeable future, two years or less, in the majority of cases. The learning to be gained is identified from known prerequisites of the future job or task assignment.

Education activities are to be viewed as a short-term investment in the future. According to Nadler, (1979:96), an example of a human resource development activity in the education area is the company-sponsored engineering degree program, offered in the firm's classroom facilities by the extension division of a major university.

However, the learning gained from educational experience can be measured, that is, one can test the participant to determine the actual amount of learning gained from

the educational experience as such. However, on-the-job application of the learning is impossible to measure before the learner actually gets the job assignment.

Buckley et.al., (1989:35), defined education, on the other hand, as more person-orientated, as a broader process of change and its objectives are less amenable to precise definition. Assessment and career planning systems often reveal lapses in people's capabilities for future assignments; then education is needed, so that individuals can make more meaningful contributions to their current and future positions within the organisation.

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2.2.6. Development Defined

Development is defined by Nadler, (1979:106) as not job related but oriented to both personal and organisational growth. The focus of such activities is in areas not previously explored or experienced by the individual. Development activities provide "learning" opportunities that encourage such growth. Development is defined by

Buckley et.al. (1989:65) as the general enhancement and growth of an individual's skills and abilities through conscious and unconscious learning.
According to Guest, (1991:60), organisational development programmes use the human beings within the organisation as resources in a problem-solving effort which might reassign or reorganise the subgroups, restructure the communications channels or media, reshape individual responsibilities, behavioural modes, or communicative style.

Oluwu, (1988:84) in defining development, examines the term "development" by addressing two questions namely: 1) What is meant by the development of people? and 2) What type of development really occurs within an organisation?
It might in fact, examine every facet of the inter-human and systemic system in order to find a better way. A way which would permit the human energy to co-operatively produce desired outputs in order to reach organisational goals in ways which prove satisfying to all participant members of the organisation.

According to Swilling, (1992:26), the points view of political parties on the definition of development are as follows:
The African National Congress (ANC) defines development " as about people encompassing both the material and the spiritual. Genuine development must have as a fundamentally condition, unfettered popular participation when we talk about

development in South Africa, we are talking about democracy, national reconciliation reconstruction."

AZANIAN PEOPLE'S ORGANISATION (AZAPO) "Preferably, Azapo would have confined itself in using the concept liberation rather than development for this is what development fundamentally means to us. AZAPO's perception of development is that it is a very painful process marked by more or less violent conflict between social classes and groups..."

The Democratic Party (DP) "The concept of development has to be seen in the context of process. This is because there is no agreement on basic issues like strategies of economic development or even the priorities of development. The transition is therefore crucial, (the process) should ensured that as much (if not more) attention is given to socio-economic issues and problems as will be given to the constitution. The process should help to create a new 'social accord'...

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Inkatha Freedom Party "National development must clearly encompass the following, among other things: economic empowerment, eradication of poverty, political empowerment, educational progress, attainment and maintenance of health, attainment and maintenance of peace..."

National Party (NP) "... development does not only have an important role to play in the transition to democracy. Democratisation itself is a part of development process..., a process in which people increase their abilities and drives to satisfy their own needs and those of others... The most a government or any organisation can do is to encourage and facilitate development to create a material social and political climate in which human development can occur".

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PAN AFRICANIST CONGRESS (PAC) "By development we understand a comprehensive and ever positively unfolded, dynamic process in the improvement of the quality of life of the people in a sustainable environment,... the quick initiation of radical development process will help avert... revolutionary uprisings (resulting from sheer economic frustration and abject poverty).

SOUTH AFRICAN COMMUNIST PARTY (SACP)"... Revolution is not development.... we require a needs-based approach which in both general and concrete terms... development must involve changing the social, political and

economic power relations in the country we have no intention of building socialism on the ashes of a broken, depressed economy".

In conclusion, it could be pointed that training is perhaps a vital part of the success of development. The temptation to use only already skilled persons in a development initiative in local government should be resisted. A longer term perspective should be adopted in which the transfer of knowledge and skills is given an equal priority. Training must be provided to equip people to participate in development initiatives. Training "for" development and training "in" development projects are as important as product outcomes.

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Having defined all the relevant terminologies used in this dissertation, the next section will outline the broad approaches to change management in industrialised countries and Africa. The lessons learned by South Africa from this comparative study will be discussed.

Local government in South Africa finds itself in a situation of change; changes that will affect every member of the community and the life of every citizen in the country. The most important change can be seen as political changes which will influence every day life. In this section attention will be given to changes that are important during the transitional stages in the local government especially in the areas of administration and management.

This section of the dissertation will outline briefly the approaches to change management in industrialised countries and Africa, and compare this with the South African situation. The terms used to refer to different approaches may differ from discipline to discipline.

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2.3 ADMINISTRATIVE AND INSTITUTIONAL CHANGE MANAGEMENT FOR LOCAL GOVERNMENT (A COMPARATIVE STUDY)

The management of change theories are discussed in this chapter only to link the discussion on training and development and the evolution of Local Government. I t is also to indicate that all these concepts cut across each other, and it is therefore, very important that it be understood what all these concepts are and it be realised that they do not stand in isolation.

In reading this section and the succeeding chapters, Education, Training, Development, Local Government, Management/Administration and Affirmative Action theories must be linked to the empirical evidence in this paper in order to come up with a comprehensive policy framework for training within local government.

It will be argued in this dissertation that, training programmes are lagging behind and leaving both local government managers and communities unprepared to meet the challenges facing the changing South African local government environment. New training activities, fundamentally based on learning rather than teaching, need to be developed and evaluated (Picard,1991:8).

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It is therefore important that local government training institutions including the Local Government Training Board should engage in management of change. The importance of managerial training provides an essential source for enhancing official talent (Picard,1991:11) and has been particularly useful in influencing the

success of development projects. Before analysing training needs within local government management, it is important to look into different theories of change because the training and development fields are based on theories of change and on needs to be changed so that planned change can happen in a specific situation, (Fowler,1988:29).

The theory of change management at the local level spans a number of disciplines. Here, the concentration will only be on management theory, development administration and human resource development because each discipline contains a body of literature which converges in the field of change management. Approaches to change management are to a large extent defined by the body of literature and ideas on which they draw.

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2.3.1 Administrative restructuring in industrialised countries

Administrative reform theory originated in the industrialised countries with the decline of the church, monarchy, and nobility, and boomed in the post World War 2 period. The role of the state increased, became more complex, and was increasingly characterised by organisational differentiation. This was exacerbated by the growth in urbanisation. Increased local government activity pointed to a need for new approaches towards administering the local government (Mutahaba,1989:33).

The development of new theoretical approaches was also spurred by the growing recognition that Weber's concept of rational administration failed to deal with the complex policy environment in which the bureaucracy operates in the local government (Albo,1993:25). Techniques of scientific management, pioneered in business and industry, were applied and adapted to the management of local government. This approach, known as "administrative reform" or "structural approach", advocated administrative restructuring of a largely functional and structural nature, and focused on rationalising organisations and procedures, adjusting structures and increasing management control. Techniques associated with this approach include rigid lines of internal accountability, upgrading of management skills and technologies to hold the bureaucracy accountable, and financial mechanisms to hold the state accountable for expenditure of public revenue (Albo,1993:28-31).

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2.3.2. Administrative restructuring in Africa

The theory on administrative restructuring in Africa emerged largely during the 1950s and 1960s, when many African states acquired independence. Not only were the appropriateness of colonial administrations questioned, but often the functions and priorities of government changed, requiring a different form of administration. Approaches to administrative restructuring in Africa can be broadly divided into two approaches: the "administrative reform" approach and the "development administration" approach. The former is predicated on scientific management principles, and was imported to a large number of African states through the agencies of the United Nations and USAID. The second approach, 'development administration', emerged from CAG (Comparative Administration Group) under the auspices of ASPA (the American Society for Public Administration). CAG restructuring initiatives were largely funded by the Ford Foundation (Jordan,1984:39).

According to Nelson, (1984:43), literature documenting both approaches is largely written by authors from industrialised countries, including development economists, consultants, academics and staff of international donor agencies. While the African experience is still largely presented in the terms of administrative reform theory generated in industrialised countries, it provides many case studies of relevance to

the South African context, as well as an invaluable insight on consequences of implementing reform initiatives within various theoretical approaches.

2.3.3. The "Administrative reform" approach:

This approach places emphasis on the adoption of structural and organisational changes (Mutahaba,1989:59) calls it the less extreme version of the structural approach an 'administrative-consolidative' approach. This approach argues that Africa's capacity and human resource skills are underdeveloped, and this capacity needs to built up over time to implement reform initiatives, and allow for initiatives to become sustainable and internalised. These areas are selected on the basis that they will 'induce' further reform initiatives. Structures which are usually targeted as 'growth-inducing' include financial and human resource development systems.

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2.3.4. The "Societal-development" approach:

The second approach to administrative restructuring in Africa placed emphasis on the need to develop extra training institutions. It was argued that the administrative

system is a subsystem in a broader set of interdependent systems. In developed countries the human resource is already developed and possesses disproportionate amounts of resources and skills in contrast to other subsystems, and needs to be balanced by strong 'extra-human resource development training' systems. This approach therefore argued for broader societal development-strong civil society, organised interest groups, a vibrant economy as a prerequisite for an effective administration (Mutahaba,1989:61).

Mutahaba identifies (1989:67) a less extreme version of the 'societal development' approach, namely the 'environmental-innovative' approach. This approach also predicates the success of administrative reform measures on societal reform, but tends to emphasise different areas of societal reform, notably increasing civic participation and enhancing economic development.

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2.3.5. Evaluation of the approaches:

The "societal development" approaches are criticised for being too piecemeal, and unable to gear the local government bureaucracy to deal with scope of development issues it faces. Further, empirical studies show that where the 'societal development' approach has been used, particularly in countries where independence followed long periods of revolutionary activity which relied on social mobilization, most efforts were placed on developing a strong political system and

institutionalising former revolutionary pressure groups. In practice, this has often resulted in a one-party system where the party and state are inseparable.

Recent literature on administrative reform in Africa emphasizes that reasons for past failure hinge as much, or more, on the manner in which administrative change has been implemented, as on the choice of and approach to reform initiatives. The restraints and opportunities for administrative change differ from country to country and region to region.

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The "Administrative reform" approaches *are* criticised on the grounds that there is insufficient trained capacity in many African States to fill the positions created by organisational restructuring. Similarly, computerised finance and personnel systems have often collapsed due to lack of capacity to maintain and operate these systems.

The 'structural' approaches are criticised for placing too much emphasis on developing the administrative system at the cost of other societal systems. It is argued that this emphasis creates a dissonance between the administration and broader society, resulting in the benefits of reform remaining largely in the bureaucracy, and failing impact on the society at large, Walls, (1992:68).

In the South African context, the starting point for developing an approach to restructuring must be the need to be responsive to the demands of citizens and 'end-users'. Democratic change refers to the identification of the most appropriate role in the process for all those involved, including politicians, civil society and bureaucrats so that they are also empowered to deal with and manage change in administrative and institutional areas. This approach facilitates joint responsibility for the implementation of institutional change and greatly improves the successes of change "strategy" (Levy,1993:44).

The traditional 'administrative reform' approach is limited because it focuses exclusively on restructuring organs of government. In practice, this is often reduced to a 'top-down/technocratic' imposition of a new organogram. However, change is not simply about the establishment of a fixed set of institutions as the 'administrative reform' approach implies. Rather, change should consolidate a process which

constantly extends the rights, ability and capacity of people to participate in government (Wallis,1992:81).

Focusing on this relationship between government and citizens indicates a shift in emphasis from 'government' to 'governance'. Governance refers to the structures and interrelationships of government and civil society institutions which shape the living and working conditions of citizens. In order to reflect a 'process' approach that deals with the entire gamut of power relations inscribed in institutional structures rather than the more limited focus of 'administrative reform', the concept of change management approach flows directly from the need to ensure fullstake holder involvement in administrative and institutional change (Wallis,1992:43).

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Administrative and managerial capacity was in short supply in black local government, and its scarcity crippled local government efforts to deliver. According to Levy (1993:59), a widely recognised "managerial gap" existed between the demand for and supply of black local government officials management talent at

nearly all levels, and this gap constituted a major constraint in achieving economic and social development in black communities.

2.4. EDUCATION AND TRAINING NEEDS

The evolution of local government to be discussed in chapter three, and the legacy of apartheid system discussed in chapter one, demand the local government as institution to engage in the management of change. Local government should go through management of change particularly its training on management skills. Education and training trends to be discussed below would give an insight to the serious need of the local government to change and to develop training systems.

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For the purpose of education and training trends in South Africa statistics and comments are taken from a publication of the Institute for Future Research, University of Stellenbosch, called "Business Future".

2.4.1 Education Needs

This section is to show how inferior education and training as the result of segregation policies had disadvantaged black communities in the area of skills requirement, for example uneven managerial skills which cut across all levels of local government.

There is a growing need for improving the administrative and managerial capabilities of local government, and an increasing sense of urgency and demand for high-quality managerial talent in local government, Wallis, (1992:93).

This section will focus on training and education trends and how they developed over the years. Analysing education and training trends will contribute to the understanding of insufficient management and administration skills within local government. This will also explain the importance of change management in the institutional administration of local government and the need to redress the mistakes of the past as discussed below.

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The major trend to be noted in respect of education and training is the proportionate increase in the number of black secondary pupils and school leavers. The expectation is that by the year 2 000, 51 000 matric or equivalent certificates will be awarded to whites.

The corresponding figures for the other so called "population groups" are:

Blacks	198 000 to 311 00.
Coloured	31 000
Asians	13 000

For the year 2020 the forecasts in this regard are:

Blacks	444 000 to 868 000
Whites	53 000
Coloureds	45 000
Asians	12 000

Source Business Future (1990:151)

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These figures emphasise that within the next three decades, large numbers of secondary schools leavers will enter the labour market, and that the vast majority of these schools leavers will be black South Africans. These people will be available for careers in the public sector and other sectors provide the basic human resource for training purposes. Similar trends are visible when the figures for university enrolment are considered.

The situation for the above categories is summarised by Business Future (1990:157) where it is stated that trends in technical education show a rapid growth in black

enrolment. The indications are therefore that technical education will expand rapidly into the black market in the next couple of decades.

2.4.2 Training Needs

Training needs exists when an employee lacks the knowledge or skill to perform an assigned task satisfactory. Establishing training needs or needs analysis is one of the most important steps in the entire training cycle. The correct identification of the training needs will help determine training objectives, evaluation techniques, and will prevent training for training's sake.

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According to Levy (1993:63), it has to be accepted that the training of the public sector in the future South Africa will be influenced by the scenarios that develop in terms of political and economic changes. It can be accepted that a movement to a political system which provides for participation in policy-making by the previously disenfranchised and deprived black majority will change constitutional and training policy objectives and public sector action programmes in general. As a minimum

point of departure it can also be accepted that a future government will have to address the enormous backlog of infrastructure and services, that developed as a result of apartheid policies, sanctions and the stagnation of the South African economy over many years Kroukampt,(1996:70). It should therefore, be expected that the role of government in the short and medium terms will increase in nature and scope.

2.4.3. Affirmative Action

A final training need with the South African context is connected to affirmative action. It has to be accepted that past discriminatory actions generally and specifically those regarding public sector employment has created a real need for redressing existing deficiencies. Affirmative Action creates numerous training needs at improving functional skills and knowledge, bridging the transition into the civil service, job competency training and awareness training. The Local Government Training Board provided for the "promotion of training for personnel of local authorities and related matter" (Schwella, 1992:13). At a macro level, three training needs are, professional training, public management training and affirmative action training.

Gomez-Mejia (1986:299) argued that, with regard to basic development needs training it is well-known truism that South Africa suffers from a critical shortage of

skilled human resources, and that this shortage was only kept in check because of the low growth rates of the country. On the other hand an oversupply of unskilled labour was experienced. The causes of this could to a large extent be attributed to government policies of the past.

The fact is that the shortage of skills will be exacerbated by an economy which will have to grow dramatically in the future. An indication of this is provided in forecasts such as that of Watson(1988:14-16), where he stated that if an average growth rate of 4,5% should be achieved between 1980 and 1990 and 6% until 2 000 the shortage/supply position in the human resources field will come into balance.

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It has to be accepted that these professional, technical and highly skilled shortages would necessitate a massive training effort involving large numbers of the black population. It is evident that there are increasing in the number of blacks entering professional, technical and highly skilled training courses at tertiary educational levels. The majority of students in these areas are however, still white. There are

many possible reasons for this. Some of these are, the economic position of South Africa with the concomitant effects of budget allocations for education; the differential and discriminatory education spending patterns of the past; the social and political upheavals in black community especially regarding science and mathematics teaching, (Nigro and Nigro,1986:18).

Given these problem areas and causes the question of prognosis remains. According to Schwella(1992:16), any prognosis with even a remote chance of success will have to address macro as well as micro aspects. At a macro level political changes and economic growth is necessary. At a intermediate level government policies and spending patterns will have to change. Education for all South Africans needs a thorough reshaping with emphasis on a developmental and technological skills. Drastic changes are to be made in this regard (Kroukampt,1996:23).

When public management training is considered the institutional availability and even proliferation for training is striking. The immediate caveat has to be added that the productivity of these institutions is seemingly lacking (Jeppe cited in Schwella,1992:14). Another significant perspective to be considered in relation to this general shortage is the position of blacks in the training of public management positions.

The trend of increasing but largely insufficient black involvement in management training generally is corroborated for public management specifically when the allocation of bursaries under the Public Service Bursary Scheme is considered. The Public Service Bursary Scheme was one of the instruments used in the public service to promote the formal training of personnel. This scheme was traditionally administered by the Office of the Commission for Administration on behalf of all the departments but, in order to promote the greater managerial autonomy of departments, it has been administered by individual departments since the beginning of the 1991 academic year (SAIPA, 1992:21). Figure 1 below shows however that non-white applicants increased from 19,5% in 1986 to 49.9% in 1990. The percentage of non-whites of the total number of successful applicants also grew from 11.5% in 1986 to 22.6% in 1990 Figure 2 below; (SAIPA,1992:28-29). There was also a continued interest on the part of public servants in improving their academic qualifications. For the 1990 academic year, of the total number of applications received, 64.8% were from whites, 9,7% from coloureds, 7.2% from

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Asians and 18.3% from blacks. These figures illustrate the increasing need for formal training of non-whites and the constraints imposed by their inability to meet the requirements of the bursary scheme.

Figure 1

APPLICANTS FOR THE PUBLIC SERVICE BURSARY SCHEME

	1987	1988	1989	1990
Blacks	1.7	22.4	26.1	34
Asians	13.1	7.1	6.2	4.5
Coloureds	4.7	10.0	10.3	11.4
Whites	80.5	60.5	57.4	50.1

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Source: Annual reports of the CFA

for 1987,1988,1989 &1990

Figure 2

SUCCESSFUL APPLICANTS

	1987	1988	1989	1990
Blacks	2.2	10.3	24.0	9.2
Asians	6.1	8.8	9.1	6.6
Coloureds	3.2	8.4	4.6	6.8
Whites	88.6	72.62	62.3	77.4

Sources: Annual reports of the CFA for 1987, 1988, 1989 & 1990

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It is then argued by Schwella (1992:21), that the great number of institutions available for Public Management and Administration are not producing sufficient qualified administrators and sadly fail in their efforts to supply black public managers.

The macro causes in the case of Public Management and Administration are therefore amplified by inapplicable policies and inadequate management and co-ordination. The policy does not provide sufficiently for a rapid integration of blacks into the system. According to Boyens, (1991:22), the management and co-ordination seem to lead to the ineffective and inefficient utilization of the available Public Management and Administration training capacity. Policy views are changing dramatically with political and administrative changes which are imminent after the local government democratic election that took place in November 1995.

The management problem will have to be solved through a proper assessment of all available training institutions and their capacity and productivity. After such assessment a properly managed and co-ordinated approach will have to be designed to utilise productively available training capacity in satisfying the real training needs in respect of local government management, Schwella,(1992:18).

According to Fourie, (1988:33), the present institutional proliferation seems to be a potential problem as this could create uncoordinated and wasteful efforts. One of the pertinent aspects underpinning the training question in respect of basic development and public management training is the extremely important need to properly utilise the total population of South Africa in development and management.

It can also be pointed out that, not for moral reasons only but also for reasons of economic expediency, any discriminatory policy in the future will be disastrous.

This was echoed by De Villiers (1993:20), that a growing economy will stretch the limited supply of development and management skills to a near breaking point. For these reasons affirmative action training is of utmost importance. For this purpose priorities will have to change dramatically. Aspects regarding the Public Service Bursary scheme and the Local Government Training Fund are to be considered within this context. An affirmative action approach to training which is completely justified, given the discriminatory past as well as the relative influence of whites and their capacity to finance their own way would demand a completely different approach in this respect. Such an approach would give high preference to acceptable black applicants even at the expense of white applicants (De Villiers,1993:25).

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It is significant that indications exist at local government level of affirmative action type training programmes, such as bridging courses, and awareness training for present incumbents such as negotiation skills, leadership skills, conflict resolution skills and management of development training. This is very important area to address, given economic needs and moral considerations (Gildenhuys,1987:41).

It can be concluded that with the local government election long past, desperate needs exist in respect of all aspects of training and that these needs are especially acute in respect of the inclusion of all South African citizens in the public sector. Available training facilities will come under tremendous pressure regarding development skills training and highly innovative and creative solutions are called for over and above fundamental political and economic policy changes. Public Management training facilities seem to be in a better position in terms of availability, but policy priorities will have to change and improved management and co-ordination is needed (Boyens, 1991:31).

Given its crucial, fundamental and highly needed role, affirmative action training is a priority area which will have to come into it.

This literature survey outlined the broad approaches to change management in industrialised countries and Africa. The terms used to refer to different approaches

may differ from discipline to discipline demands centred around democratising the organisation, and civics, whose demands focus on service. Whilst there is a great need in rectifying the imbalances of the past, so there is a need to educate local government civil servants in moving away from the culture of toying toying to developmental projects, delivery of services and improving the living conditions of their constituencies (Bowman,1991:11).

The amalgamation of existing racially based local government structures will require complex processes of legal and fiscal integration, and new systems of human resource development (HRD). The dismantling and redesigning of the existed legislative system, the large scale training initiatives and organisational development has to be fast tracked. In addition, the restructuring process of the Local Government Training Board should not be allowed to disrupt the training of local government officials. The general restructuring process cannot be allowed to disrupt service delivery, and will have to ensure that there is some 'stability' and continuity during the transition period (Planact,1992:25).

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CHAPTER THREE

3. THE EVOLUTION OF LOCAL GOVERNMENT

3.1. INTRODUCTION

During the Apartheid era local authorities were supposed to be under the jurisdiction of the provincial government and could not enact by- laws without the approval of the provincial government. Unlike provincial government local authorities were financially relatively independent. The proportion of funds received from the central government by local authorities was 8.3% (Samson,1993:30). The rest of the financing came from the following sources: charges for goods and services, assessment rates, rents, government and provincial subsidies, interest, levy fees, licences, fines and forfeitures (Botoman, 1985:62).

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The following is an explanation of how the South African local government was structured during the Apartheid era which was the period 1948 when the National Party came into power and 1994 when the first democratic election took place. This is necessary in order to understand the discussion on the evolution of local government and local government training.

3.2 BRIEF HISTORY OF LOCAL GOVERNMENT FROM 1948 - 1994

1948 saw the Nationalist party coming into power with the interest of agricultural capital and white working class. The Apartheid policy was put into practice and with this the government interfered considerably in the affairs of local government. This was done through the Native Affairs Department. The state further centralised its control over the provision of municipal housing and the development of the townships model (Unterhalter,1987:10).

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By the 1960's the process of centralization of administrative power through the department of Bantu Administration and Development was far advanced with the main thrust of its policies being directed towards urban control rather than the provision of services and better education for black population. Bantustans were developed during this period as a strategy to further limit the number of blacks that could come to urban areas (Green, 1975:41).

In 1961 the Urban Bantu Councils Act No.79 provided for the establishment of Urban Bantu Councils. These were no different from previous Advisory Boards since they were also advisory bodies with no real power (Raftopoulos,1986:38).

The Boards were created at the end of a long phase of capital accumulation which had been underwritten by the repression of the 1960's and the disorganisation of the popular classes in the townships, Grest (1988:92). The wider areas of jurisdiction of Boards were a response to calls for greater labour mobility, but their labour allocation functions were subordinated by the State's influx control strategy.

By the mid 1970's state policy governing the control and reproduction of the labour force in black townships had created the preconditions for the Soweto student uprising of June 16, 1976. Conditions of daily living had deteriorated under the Administration Boards. The downturn in the economy from 1972 contributed to urban unemployment (Morrisby,1980:13).

In 1971 the Bantu Affairs Administration Board Act transferred the responsibility for the administration and control of urban black areas from White municipalities to Bantu Administration Boards. These Boards were directly responsible to the central government.

There were 22 such boards. Apart from Administration Boards tightening control over every aspect of the daily lives of townships dwellers, it also meant an increase in the strictness of influx control measures which were coupled with section 10 qualifications of Act No. 69 of 1956. Influx control and section 10 qualifications meant that only those blacks who had valid work permits or were born in the urban area were allowed to be residents in urban areas. Township services were badly ignored and from 1968 there was a virtual freeze on family housing construction (Morrisby,1980:21).

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Violence broke out in Soweto in 1976 and spread to other centres. Attacks were on Administration Board buildings and liquor outlets as the most visible symbols of state rule in the townships. In Soweto the Urban Council collapsed after the Administration Board announced an unpopular rent increase (Grest,1988:99).

In the post 1976 and 1977 uprisings, the state strategy was aimed at dividing and controlling the Black people under the guise of the twin policies of reform and development coupled with coercion where other measures failed.

The Urban Foundation as a private sector body was designed to make strategic interventions in the field of state urban policy. In 1977 Community Councils operated alongside Administration Boards. Ministerial power over the councils was total. The minister concerned established the councils, allocated powers, made regulations in regard to elections, period of office, conditions of service, conduct of meetings, employment, finance, and other matters affecting its operation. The councils were also supposed to provide housing and to build schools. This was at a time when the state was looking at ways of shifting the burden of costs of provision of services increasingly onto the Black working class (Morrisby,1980:49).

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Influx control and labour allocation remained under the control of the Boards in conjunction with the police and commissioners' offices and the courts. It was made clear that this function would not be handed over to the Community Councils.

The 1979 Riekert Commission led to a limited relaxation of control on urban dwellers and a tightening of prohibitions against outsiders. By 1980, 224 Community Councils were established, but were rejected by the vast majority of township

residents because they were seen as not representing the interest of the people. Where elections were held polls were very low (Watson,1988:49).

When the Community Councils took over control of the townships they inherited the difficulties of the boards in that they found it difficult to provide for the running of the townships without sufficient financial assistance from the central government. This was due to the loss incurred when housing construction was suspended, and when the monopoly on beer halls came under popular attack in the late 1970's thus crippling the financial base of the boards. The councils, therefore, became responsible for implementing unpopular increases in rent and service charge. The township residents found it difficult to meet the rent increases due to their low wage levels. From 1979 a series of township struggles over rent led to the creation of community based organisations which mobilised against the Community Council system (Kendall,1991:174).

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In 1980 the following three bills, The Black Committees Bill, The Black Local Authorities Bill and Orderly Movement and Settlement of Black Persons, were introduced by the Minister of Co-operation and Development but were withdrawn in the face of widespread opposition. These bills were intended to give effect to the state's new urban policy. The bills resurfaced again in 1982. By this time Community Councils had collapsed and the new legislation the Black Local Authorities Act No.102 of 1982 was to decentralise power under the control of developing Black Local Authorities (BLA) . The BLA had similar powers and functions as white municipalities or village councils of similar size. The administration of the BLAs was assigned to the Minister of Constitutional Development and Planning. The new local authorities were vested with a range of powers which were previously the function of the Administration Board. A large degree of control remained in the hands of the Minister, including financial decisions. The Development Boards (previously Aoministration Board) continued to control township housing and were also to maintain influx control functions, although it was accepted in principle that they would lose these powers at some future stage (Kendall,1991:178).

Parliament adopted the Republic of South Africa Constitution Act, 110 of 1983, on 9th September 1983, and a new era in terms of separate development began to unfold for all population groups in South Africa. In terms of the 1983 constitution,

local government was regarded as an "own affairs" which meant that separate local government bodies for the different population groups were prescribed in terms of the act.

Elections were held in November and December of 1983 for the first twenty six councils to be upgraded under the new Black Local Authorities Act No.102 of 1982. This was against a background of growing popular resistance and increasing violence in the townships. Councils came under attack with death threats, bomb attacks, murder and assault. The majority of the new councils were created in the Transvaal urban areas, where an anti Community Councils Committee was formed to co-ordinate rejection of the new system. Voting figures showed a twenty one percent overall turnout of registered voters. Under the 1983 constitution coloureds and indians entered into parliament. This was unacceptable to the majority of the people as it excluded Black people who were by far the largest population group in the country (Lemon,1991:34).

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In 1983 Management Committee elections were held in the Cape Province, but few voters participated in the elections. By this time civic associations in these areas bypassed the management committee and negotiated directly with White local authorities on housing and other related issues (Lemon,1991:44).

According to Hodges, (1993:22) the introduction of the 1983 constitution brought a lot of change on both the national and local level. Blacks were excluded under the 1983 constitution but were told that BLAs were a substitute for political rights at central government level. As a result of the exclusion of blacks under the 1983 constitution as mentioned above, the BLAs rapidly ran up deficits. Between March and September 1984, fourteen councils in the Witwatersrand announced rent and service charge increases.

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There was a call to scrap the councils and the councillors were asked to resign. Resistance to rent increases linked with educational and political grievances led to rebellions in the Vaal Triangle in 1984, which later spread to other parts of the country with the Eastern Cape being one of the areas most affected. Town councillors were seen as corrupt and they came under attack, causing some to resign. Some councils became unworkable (Kendall,1991:180).

While some scrapped the rent increase for some time, others created paramilitary community guards for protection. By late 1984 things were getting worse and the trade unions were drawn in as well. In July 1985 the government declared a State of Emergency in thirty six magisterial districts, largely on the Witwatersrand and Vaal Triangle region (Lemon, 1991:57).

By 1984, the BLAs were no longer doing the functions that the government had intended for them. White administrators took over where councils were no longer functioning. Street committees and people's courts were created as organs of people's power to take the place of the councils. Due to widespread violence, the deepening economic crisis in the country and the lack of visible progress by government towards stabilising the situation, the business community lost confidence in the state and begun to distance itself from state strategy and began to look for political alternatives more in keeping with their own needs for long term stability. During consumer boycotts in the Cape business people took it upon themselves to talk to community leaders and they called upon the government to

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abolish all discriminatory legislation and to introduce participation in all levels of government (Hodges,1993:31).

Faced with this, the state came up with another strategy for the restructuring of local and regional government. The state's guidelines for the local authorities as set out by the Minister were based on the principles of maximum devolution of power and decentralization of administration to the local level and of minimal administrative control over Local authorities. Local authorities were to be established for various population groups. In 1985 the Regional Services Council Act, Act No.109 was promulgated (Hodges, 1993:44).

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The Regional Services Council (RSC) had various duties but one that involved local government was that, joint services would be provided at metropolitan level and local governments would be responsible for their own affairs which included services such as parks, beaches and swimming pools. The elected white, black, coloured and Indian representatives of local governments were all supposed to take part in the decision making in the RSC. A representatives were nominated by the elected councillors for the RSC. The BLAs have ended up not having much say in the RSC because participation was based on revenue income of a local authority. Because of this the general view of the RSCs were negative. It was also felt by civic groups that the RSCs is negative, and that the RSCs were bound to fail

because they were based upon the discredited community councils (Hodges,1993:63).

The black local authorities were collapsing in the late 1980s and 1990s, for example, by the end of 1990, 24 out of 82 councils had ceased operating, and third of the seats in Transvaal councils were vacant (Kendall,1991:186). According to Kendall (1991:187), since November 1990 the civics increased their pressure on councillors to resign.

The Local Government Transition Act abolished the Black Local Authorities Act 102 of 1982, the Interim Measures for Local Government Act(IMA), Act 128 of 1991 and sections 28 and 29 of the Provincial. According to Motshekga (1994:33) the Act made provision for the establishment of local government negotiation forums, convened by existed local authorities. These negotiation forums included, at the invitation of the local authorities, community organisations and leaders. The immediate aim of new transitional measures was to ensure that municipal services

were properly provided during the interim period with all residents paying for the services.

The IMA also made provision for different forms of agreements to be reached in the forums, that is, transfers or secondment of officials, take-overs of certain functions, such as service provision, joint decision making between two local government bodies, single administrations, joint local authorities, single local authority and the dissolution of some or all existed local authority bodies.

The purpose of the IMA was to make a variety of arrangements possible, between existing black and white local authorities, so that services in black townships could continue to be provided. By 1993, 259 local negotiating forums were established nation wide (although not all in terms of the IMA). A total of 100 agreements were made, 66 of which were in terms of the IMA. Despite these figures, it is commonly accepted that the IMA in its form did not provide a satisfactory framework for addressing the problems of local government particularly in the 'homeland' areas. This was the case because in these areas local negotiation processes were not established. They had yet not concluded local government agreements, and did not address the crisis of local government. (Motshekga,1994:38).

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Even though, the Local Government Transition Act abolished the Black Local Authorities Act, it still left black local authorities in place. It placed them under the same law as the white local authorities. In other words. the Act de-racialised the law but preserved racially-based local government areas under a non-racial legislation. Thus the law abolished apartheid legislation but preserved apartheid structures created under that legislation. This approach leaves the integration of the cities to a national cross-racial settlement which can only occur over many decades due to entrenched economic power relations in the country

The IMA was followed by the Provincial and Local Authority Affairs Amendment Act 134 of 1992. The amendment Act made provisions for the establishment of joint administrations, for the appropriation of a proportion of finance generated by the industrial and commercial tax base (non domestic revenue) of the white local authorities, uniform service charges, a scaling down of the inter-governmental grants, and continued central Government finance for 'non-viable' joint

administrations (Motshekga,1994:41). Joint administrations were to be in place by January 1993.

According to Motshekga, (1994:45) 1993, the Minister of Local Government, Dr Tertius Delport, made a number of announcements concerning transitional measures of local government. It was announced that, from April, 1993, local government will be regarded as a 'general affair'. This meant that the 'own affairs' local government administrations of the tri-cameral parliament would fall under the Department of Local Government.

The minister finally looked to the proposed Local Government Negotiation Forum(LGNF) to end the 'culture of non-payment', and indicated that he expected civic organisations to deliver their constituencies on the issue. The statement by the minister was highly criticised for not providing a way forward in any way (Motshekga,1994:44). According to Motshekga (1994:49), it is important that residents pay for services, but simply to attempt to get civics and other organisations to go to their constituencies and try and persuade residents to pay ignores the structural causes of the problem. A sounder approach is to identify the root causes of the political, financial and administrative problems, and put together solutions that create the necessary conditions whereby all residents in South Africa pay for services

Local authorities throughout South Africa were restructured in accordance with the provisions of the Local Government Transition Act, No 209 of 1993. In terms of this Act, three distinct phases of restructuring (transition) was identified that is: The Pre-interim Phase. The Interim Phase and Final Phases (Zybrands,1995:3). According to Mbere (1996:43), the pre-interim phase meant the period that commenced with the signing of the Local Government Transition Bill on 20 January 1994. This phase according to her ended with the holding of municipal or local elections in October\ November 1994, which was postponed to November 1995.

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The interim phase according to her meant the period commencing immediately after the first local elections and should run for three to five years. While the final phase meant the period commencing after the adoption of the new constitution and provincial legislation for local government under which future local elections will be held. Local government elections were held on the 1st November 1995.

3.3. THE JOHANNESBURG-SOWETO CASE: SEPARATE CITIES

Johannesburg and Soweto lie in the heart of the Witwatersrand which is the most important economic centre and is the hub of the most populous and prosperous urban agglomeration in South Africa. The Witwatersrand, which also represents the metropolitan area, Johannesburg comprised of more than ten towns where at least 20 per cent of the country's population resides (Lemon, 1991:ii). The population of the metropolitan area is estimated at 2.6 million (Hodges, 1993:48). Johannesburg has come to represent what can be seen as South Africa's biggest city even though it is neither the national capital nor the mother city. Politically this area has also been significant in that most of the political activity and mass action would begin here and spread to the rest of the country. It is therefore the focus of both government and capital.

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3.3.1 Johannesburg and its Neighbouring Towns

Soweto, a suburb of Johannesburg lies South West of the city. Apart from Alexandra which is north of the city, Soweto is the only black suburb of Johannesburg. There are other towns/cities around Johannesburg mainly for whites(Samson, 1993:39). The most important ones in relation to Soweto and Alexandra are Roodepoort, Sandton and Randburg. For purposes of this paper this area will be referred to as metropolitan Johannesburg. Apart from the CBD, metropolitan Johannesburg contains an industrial belt and office parks where most

residents of Soweto and Alexandra are employed. This means that black residents have long distances commuting to work whereas those in white suburbs are closer to their place of work (Lemon, 1991:53).

3.3.2. Industrial Belt and Office Corridor in Metropolitan Johannesburg

Although Johannesburg and Soweto are part of the Witwatersrand metropolitan area they have been singled out because of their unique relationship. They exist as one city and function as one economy. Even though they share so much, Apartheid policies encouraged them to develop into two separate cities with different municipalities. The other suburbs in the metropolitan area are much smaller in size and do not always have the characteristics of metropolitan Johannesburg. The composition of the population of metropolitan Johannesburg is predominantly black. Most of the black people reside in Soweto and Alexandra but since 1983 many black families have moved near downtown Johannesburg into high rise apartment building in the Hillbrow neighbourhood (Hodges,1993:19). Statistics as to how many black families have moved into the inner city are at the moment unavailable.

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The movement to the inner city is a response to a shortage in housing and to a need to be near places of work. The following table gives a breakdown of the number of types of accommodation that were available to the residents of Soweto in 1989 and highlights the shortage in housing in black areas.

TABLE 1: Housing capacity in Soweto

TYPE	UNITS
Housing units	82 116
Shacks	29 493
Hostel beds	15 339
Apartments	871

Adapted from Hindson (cited in Hodges)1993

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These statistics are from 1989 and since then there has been an increase in population and the number of informal housing/ shacks and a decrease in the building of formal housing by government. The units were to house a population of between 1.5 and 2 million people in Soweto (Hodges,1993:50).

According to Samson (1993:18) Johannesburg's strong black-supported commercial and industrial tax base allowed it to subsidise white ratepayer's via a rebate method, to the tune of 55%. In 1989 it took over R160 million to run Soweto. If there had been no rent boycotts the amount that the council would have been able to extract

from payment of rents and other services would have come to R94 million which means that they would have had a shortfall of R66 million. In practice the council was only able to collect R20 million leaving a shortfall of R140 million. The state had to come up with R791 million in 1987 for Soweto and other black areas. This was higher than what had been estimated before thus showing how fiscally non viable the townships were. Even without the rent boycotts this kind of money mentioned above to cover other costs would still be needed (Swillling and Shubane 1991:43). Table 2: below gives a breakdown of the gains and shortfalls of local government for white and black local authorities in the Pretoria, Witwatersrand and Vaal Triangle area.

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Table2: Local Authorities Gains and Shortfalls for the Witwatersrand

White Local Authorities	+/-	Black Local Authorities	+/-
Alberton	+3.8%	Thokoza	-24.3%
Johannesburg	+3.1%	Daveyton	-27.5%
Benoni	+1.8%	Tembisa	-35.6%
Springs	+1.2%	Tsakane	-45.3%
Brakpan	+1.1%	Wattville	-51.7%
Modderfontein	+0.7%	Duduza	-52.0%
Kempton Park	-0.2%	Soweto	-55.6%
Sandton	-0.6%	Alexandra	-199.0%
Midrand	-3.6%		

Source: Planact 1992

Electricity was of significance in all this. The way electricity was provided effectively in white areas contributed to the viability of the white sector of the Apartheid city. Electricity tariffs were structured in such a way that white consumers paid less per kilowatt hour than black consumers even though black consumers used far less electricity. The existence of industries and commercial activity in white areas called

for bulk usage of electricity which led to lower rates overall. The WLAs were able to buy electricity at a lower rate and sell it back to consumers at their own rate. In 1990 approximately 17% of the own source operating income of WLA's came from rates or property taxes. Apart from property taxes WLAs generated revenues from trading services. These were user charges for services such as trading services, including gas, water, transport, airport, sewerage, and electricity all these turned out to be the most important commodities. In 1990 these generated 63% of own source revenues (Samson:1993:8).

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In Soweto on the other hand there was no industrial or business activity. The earlier assumption of government was that blacks were just temporary sojourners led to electricity being installed after the townships were established and this turned out to be very expensive since residents had to pay high bills for the implementation of the electrical system.

The amount paid per unit was higher since they were not subsidised by the existence of trade. Since Johannesburg and Soweto already existed as one economy there were calls by various groups for a metropolitan body for metropolitan Johannesburg. A metropolitan chamber consisting of various groups and communities from the area was formed. Proposals were put forward by the chamber on how local government should be restructured. One such proposal was that the metropolitan area should have a single tax base with one metropolitan budget.

In summary, it was argued in this chapter that, local government particularly in black residential areas was in a state of crisis. The crisis resulted firstly from a breakdown in administrative and management capacity. Most officials or managers of black local authorities had no skills such as management or leadership skills. They were blamed for their inefficiency and ineffectiveness. Secondly, the administrative crisis was related to the insufficient finance. The structural financial crisis of black local authorities had its roots in the weak tax base.

Black local authorities had little or no access to industrial and commercial sources of revenue and had to rely largely on payments from residents, most of whom were very poor. The structural financial crisis was exacerbated by non payment of service charges by residents. It was finally argued that political upheavals since the

1970's worsened the situation in the townships. Chapter three will serve as a introduction to the following chapter which analyses the Local Government Training Board and also looks into new strategies as to how the situation in townships can be improved.

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CHAPTER FOUR

4. LOCAL GOVERNMENT-TRAINING IN SOUTH AFRICA

4.1 INTRODUCTION

This part of the dissertation will be divided into two sections, the first part will deal with an analysis of the role and function of the Local Government Training Board in South Africa, the second section will focus on Local Government Training at tertiary institutions.

The section on the history of local government and how it evolved over the years discussed in chapter three above, indicated that the local government was also affected by the policy of separate development. The apartheid patterns according to FitzGerald (1992:56), were counter-productive in terms of skills development.

> " Apartheid local government was characterised by racist, illegitimate and undemocratic structures, by financial unviability and extremely inadequate provision of services to black urban residents, and wasteful duplication of structures on the basis of racial divisions"(FitzGerald,1992:60).

Another issue of contention in the discussion is who should be the focus of training - the elected councillor or officials. According to Gildenhuys, (1987:41), local government officials and councillors should the focus of training as they both have to contribute to service delivery at the local level. He further argued, that, there is a great need in understanding the dynamics of local development, so that the training situation should be rectified, if elected local councils and appointed officials in the black communities are to perform on two fronts of efficiency and democracy, especially when they were introduced in the past as an administrative convenience for the apartheid government. (Gildenhuys,1987:53). He pointed out that, the mechanism to rectify the mistakes of the past is by empowering local government councillors and officials with skills in civil service ethics, leadership, negotiation, management, and information technology.

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4.2. An Analysis Of The Role And Function Of The Local Government Training Board In South Africa

4.2.1. Introduction

When parliament adopted the Republic of South African Constitution Act, No.110 of 1983, in September 1983, a new era in terms of separate development begun to unfold for all population groups in South Africa. The point was that the 1983 Constitution was used as a fundamental point of departure of the Committee of Enquiry into Personnel for local authorities and it was stated in the report that arrangements for blacks were not to be investigated, as the matter was then enjoying the attention of a special Cabinet Committee (Carstens,1992:11).

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The creation of local authorities for indians and coloureds were regarded as a relatively new field while responsibility to train personnel and office bearers for coloured and indian municipalities, were regarded as the responsibilities of white local authorities and other government institutions (Carstens,1992:13).

However, on a comparable basis the training of personnel for local authorities took place under the auspices of central body. The government assigned the responsibility for the co-ordination of local government affairs to the department of

Constitutional Development and Planning. With the promulgation of the Promotion of the Local Government Affairs Act,91 of 1983, the necessary measures were created to undertake the co-ordinating function. (Carstens,1992:17). It was as follows:

4.2.2. The Committee of Enquiry into Personnel for Local Authorities

The committee which undertook the enquiry consisted of central, regional and local government officials and councillors and a number of municipal interest groups and institutions. At that stage no blacks served on either the co-ordinating council or the committee of Enquiry into Personnel for Local Authorities (Carstens,1992:19)

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4.2.3. Training in the work situation.

In order to facilitate the possible mobility of personnel between local authorities, training in the work situation was introduced. This kind of training was presented nationally on a uniform and co-ordinated basis (Carstens,1992:20).

4.2.4. Training outside the work situation.

To save funds and manpower and to promote the maximum municipal functions, training outside the work situation was introduced. It was introduced because it was necessary to utilize existed institutions with proven expertise and training facilities as much as possible (Carstens,1992:22). To facilitate training there was a need for the establishment of a training structure or co-ordination of training.

4.2.5. Training structure (co-ordination of training)

According to Carstens (1992:23), the training committee mentioned above was ad idem that the recruitment, selection, training, utilization and retention of personnel for local authorities and the orientation of municipal councillors and members of management, consultative and local affairs committees should take place in a co-ordinated and continuous manner.

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The training committee's responsibility was to see to it that training structure had the following:

- A single training board for local government to ensure a coherent and coordinated approach to training and development.
- Employers and employees should enjoy equal representation on the Local Government Training Board.

- A training strategy which emphasised the development role of local government administration to be determined by the board.

4.2.6. The Policy Making Body Regarding Training in Local Government Affairs

The policy making body regarding training in local government affairs was formed. The co-ordination of training of personnel took place at various levels of government, that is, national level, regional level and sub-regional level. The Committee was in favour of a structure in which the Co-ordinating Council would be the chief advisory body. It was recommended that the co-ordinating council institutes a National Co-ordinating training committee to organise the co-ordination of training country wide. (Carstens,1992:24).

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The policy making body regarding local government affairs came up with some recommendations. The recommendations were centred around three ideas:

* That as training affected all local authorities it required centralised control

* That structures be created to co-ordinate and promote training but that training be undertaken by existed institutions.

* That a central fund be established to promote training.

4.2.7. Training of Municipal Personnel

The Committee of enquiry into personnel for local authorities recommended that:

(i) the co-ordination of the training of personnel should take place on a national, regional and sub-regional level,

(ii) a National Co-ordinating Training Committee was appointed by the Co-ordinating Council on a national level,

(iii) a Regional Training Committee for each region was appointed to undertake the co-ordination of training on regional level,

(iv) Sub-regional Committee appointed according to the needs of the regions to co-ordinate and do training on a sub-regional level. In order for the above to be sustainable, they required financing (Carstens,1992:31).

4.2.8. Financing

The committee of enquiry into personnel for local authorities recommended that:

(i) a Local Government Training Board in terms of Manpower Training Act, 1981 No. 56, be instituted and a Fund established to administer the financing of the training action and activities identical there to,

(ii) the Director General of the Department of Constitutional Development and Planning, subject to the directives of Minister was responsible for the Fund. (Carstens, 1992:39).

In 1985 the Local Government Training Act No. 41 was promulgated. The most important aspects dealt with by the Act were the following:
A Training Board for Local Government Bodies, which excluded local authorities in the TBVC states and self governing territories. A Local Government Bodies Training Fund which was administered by the Board and to which local authorities contributed by means of levies. The approval of training courses by the Board. This was amended by the Local Government Training Amendment Act No. 76 of 1991. The composition of the members of the Training Board, government officials and institutions served as ex officio on the Training Board were abolished to make way

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for nine members with expert knowledge in local training. The members were either councillors or officials, although the minister may still appoint two officials from his department and four from Provincial Administrations, whom may not necessarily have a knowledge of local government training(Craythorne,1993:244).

The recognition of specific training centres was deemed necessary as some almost did in fact, by appointing instructors and other training officials in agreement with TBVC states and self-governing territories. According to Carstens, (1991:13) it was possible for officials from the self-governing territories and TBVC states to attend training courses. They were however obliged to pay for their own costs as well as all course related costs, as they did not contribute towards the training fund.

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4.3 THE ABOLITION OF THE NATIONAL CO-ORDINATING TRAINING COMMITTEE

The training Board had no executive powers and was dependent on sub-committees which were appointed in terms of other legislation to execute the Training Act. With the amendments, the National Co-ordinating Training Committee was abolished and the Training Board was authorised to appoint its own committees This measure was regarded as important to streamline communication between the clients of training and the Training Board and to give it direct authority over its own committees.

The Training Board had, in terms of the Act, No.41 of 1985 uthority to undertake training. The role of the Training Board was primarily to promote training of local government officials and to give guidance to councillors. In order to fulfil its role it had to determine a training policy, strategies and evaluate training actions.

The Board did not have the power to impose training levies on municipalities for the Training Fund. Some of its specific and important functions in terms of the Act were as follows:

- To utilise the moneys for grants-in-aid, donations, bursaries, financing training courses etcetera.
- To approve training courses, and institutions as training centres.
- To enter into agreements with any institution and the TBVC states to provide trainining.

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4.4. LOCAL GOVERNMENT TRAINING BOARD

4.4.1 Training Officials

The objective of the Training Board was to train local government officials and to provide guidance to councillors. The sub-regional training committees in the various regions were given responsibility for determining their respective training needs. (Levy,1993:15).

The courses this Training Committee ran, tended to be for smaller black local authorities (BLA). Management Development courses were run for both white officials and councillors. Larger local authorities according to Cameron (1991:51), tend to ignore the Training Board and rely on their own in - house training programmes. Many courses registered seemed to be for artisans (replicating the function of the Manpower Act). Also, strict procedural norms have prevented many programmes from being registered.

Finally, Training Board country wide seemed beset by a lack of staff and finance. Most of the Sub-Regional Training Board only had five trainers although they employed consultants from the private sector.

4.4.2. Guidance for Councillors

Self study manuals have been available to councillors. There also had been a video which had been described as being highly indoctrinating for BLA councillors. Sub - regional Training Committees used to provide a separate course on the rights and duties of local government representatives. Later on councillors went jointly on courses with officials on Management Development Programmes which looked at duties of both officials and councillors. The aim was to bring officials and councillors closer together (Cameron:1991:64).

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The problem with this as expressed by Donald Craythorne (1994:50), is that this could have led to councillors interfering in administrative matters. Councillors often did not have an intellectual grasp of the principles of policy and issues and thus prefer to deal with nuts and bolts issues, the supposed domain of officials. Notwithstanding this, it could be said that if training is about providing strategic policy - making skills, the case for such joint training was valid enough. However, if it

entails providing councillors with administrative of functional skills, then Craythorne's argument seems a fair one.

However, Levy (1993:11), argued that, the question of training councillors was always going to be a controversial one. Although there will be a need to educate in some cases semiliterate councillors in a future democratic South Africa, the training of elected representatives always leaves those responsible for the formulation of such programmes open to the charge of political indoctrination.

Local authorities had their own training programmes. They did not use the Training Board's facilities, even though they could get reimbursed for courses that were accredited. The strict procedural norms of the Evaluation Committee was a major obstacle in this regard. Great research was needed into the efficacy of in-house training.

The courses for Community Based Programmes were mainly for the training of civic leaders. The most advanced course seemed to be that of the Technikon RSA which had run its first three months course for civics. The course aimed inter alia to provide participants with a broad understanding of the structure and functioning of local government and to provide a basic understanding of the importance of planning and analysis (Cameron,1991:65).

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Seminars were held every Saturday. Different tutors lectured participants every week on various aspects of local government. Participants were nominated by constituent members in order to enhance accountability. Students themselves had to give a presentation as well as conduct a research programme into a community problem.

A failure to allocate resources to research their environment. Black Local Authorities had therefore demonstrated an inability to control and administer both resources and activities, which were vital to empowering local communities.

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In this context, Moses Mayekiso, the former head of the Civic Association of the Southern Transvaal (CAST) argued that community councils would not be able to manage transition thus they had to go (Work in Progress", 72, 1991:25).

A new Bill tabled in Parliament on the 22 of May 1991 which became legislation in 1993, had given black and white local governments and civic associations powers to merge into single multi-racial local authorities.

The French theorist, Alexis de Tocqueville(1969:176), noted that, local governments are training grounds for democracy. The establishment of uniform legal, independent, democratic and accountable local government in South Africa is now a possibility which will be facilitated by ongoing negotiations between the civics and the local authorities.

4.5. THE ROLE OF LOCAL AUTHORITIES IN TRAINING

Local authorities were responsible for the training of their own staff, in terms of Training Board policy . Only where they were unable to provide this, could they request financial assistance from the Training Board via sub-regional training committees.

Officials were usually nominated to attend approved courses at municipalities with the necessary training resources in the sub-regions. In some instances on-the-job training was offered to small municipalities. Training staff from the private sector were only utilised when no capable or sufficiently expert staff were available from local authorities.

4.6. TRAINING COURSES

Courses were compiled by individuals and/or institutions. New courses were continually being requested or put forward for approval to the Training Board. Training courses offered to officials were divided into those of a "skills" category and courses aimed at the managerial capacity of senior staff and the governance task of councillors.

The standard of the first category were regarded as high, but the quality of the managerial courses and the guidance to councillors had short comings: According to Carstens (1992:46), the courses lacked a normative approach in terms of the current political thinking in South Africa and did not provide different viewpoints on local government. It did not compare internationally, provided for international development or provided for local political viewpoints on local government.

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This was repeated by Ivancevich (1983:10) that, the courses did not take cognisance of current political issues such as affirmative action. They only supported the generic view to public administration and lacked a professional urban management approach, with regard to metropoles and towns and that, training methodology lacked the use of case studies, simulations, syndicate solutions to current problems and research.

Finally he further argued that, the courses did not prepare staff and councillors socially or politically for their role in terms of a racially integrated local authority system. All the relevant municipal institutes verified and approved courses which fall within their field of interest. Various training methods were used. Methods such classroom training, mentor training, hand skills training and self administered modular training (Ivancevich,1983:22).

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4.7. TRAINING METHODS OF LOCAL AUTHORITIES

The following training methods were being employed to train officials and employees.

Classroom training

This method did not always take cognisance of different levels of basic knowledge and in many cases the level of retention of candidates was not being measured.

Self administered modular training

Entry levels and completion of modules, which were taught through distant learning, were determined by tests. Minimum educational levels were usually set as a prerequisite for this method of training.

Mentor training

Training needs were determined beforehand and one on one training takes place in small municipalities where personnel fulfil key positions and cannot be taken away for training for long periods. Mentors were however, few and not always willing to travel to various local authorities.

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Handskills training.

Practical training was provided in various fields such as crane operating, bricklaying and vehicle maintenance. Where facilities were not available at local authorities,

training was provided at nine regional training centres of the Department of Manpower in South Africa.

For example, Zybrands (1992:3) argued that:

> "Most of the courses were practical skills courses or historic approach to administrative and managerial matters. There was no evidence of an awareness of the requirements of a management approach that had been adapted to the requirements of a new South Africa. The only course which in an indirect manner addressed this issue was a course on Negotiation".

This was repeated by Mokgoro (1993:19) that, whatever policy and strategy to be implemented should take into account the fact that:

- There was no comprehensive national training policy for local government. Previous policy initiatives failed to address the scope of training needs for local government.
- The training system for local government lacked a strategic approach which took account of the relationships between training, development, and organisational structure and ethos within the context of a changing South Africa.

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- There was a lack of co-ordination within the existed training system as regards the role of local government training boards and institutes involved in local government training. This has resulted in fragmented, narrowly-focused training which failed to empower trainees. The statistics below is an example of biasness in terms of distribution of resources such as funding and training.

Details of the categories of training given to local authorities officials during the period July 1993 to June 1994. This detail includes statistics as to the number of officials trained.

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The number for the 19 local authorities in the Sentravaal Training Region in alphabetical order were:

1. ALEXANDER CITY COUNCIL

No training took place during the period July 1993 to June 1994 and no provision was made for a training budget.

2. DIEPMEADOW CITY COUNCIL

The following training took place

COURSE	BLACK	WHITE
Report writing	18	2
Strategic Management	3	
Public Manager Programme	2	
The Manager and his job	28	3
Effective Management	14	
Archives Course	12	

Provision was been made for R30 OOO during 1993/1994 and R30 OOO for 1994/1995.

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3. DOBSONVILLE CITY COUNCIL

The following training took place

COURSE	BLACK	WHITE
Report Writing	17	

4. ENNERDALE LOCAL DEVELOPMENT COMMITTEE

The following training took place:

COURSE	BLACK	WHITE
Negotiation skills		
Voter Education	180	
Communication skills		1
Handling of the Public	4	2

Provision was made for R52 000-00 for 1993/1994 and R65 220 for 1994/1995

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5. JOHANNESBURG CITY COUNCIL

The following training took place:

COURSE	BLACK	WHITE
Management and supervisory	269	464
Dealing with the Public	10	16
Report and Letter Writing		37
Communication skills	117	77
Performance Management	41	82
Voter Education	11 736	80
Computer Literacy	30	133

Provision was made for R4 977 000 for 1993/1994 and R6 012 000 for 1994/1995

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6. LENASIA SOUTH EAST EXECUTIVE COMMITTEE

No training took place during the period July 1993 to June 1994

Provision was made for R61 300-00 during 1993/1994, and R32 700-00 for 1994/1995.

7. RANDBURG TOWN COUNCIL

Provision was made for R423 333 for 1993/1994 and R526 989 for 1994/1995

The following training took place:

COURSE	BLACK	WHITE
Senior Management Development	2	24
Supervisory Training	1	23
Effective Management		8
Determination of Training Needs		6
Computer Training	3	68
Archive Training	1	14
Time Management	4	180
Presentation Technique	1	7

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8. ROODEPOORT CITY COUNCIL

The following training took place

COURSE	BLACK	WHITE
Management	17	52
Affirmative Action		2
Negotiation Skills		3
Computer Skills		15
Local Government Studies		1

Provision was made for R100 00 in 1993/1994 and R109 000 in 1994/1995.

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9. SANDTON TOWN COUNCIL

The following training took place:

COURSE	BLACK	WHITE
Voter Education		115

Management Skills (Various)	117
Mentorship	3

Provision was made for R286 202 in 1993/1994 and R513 491 and additional funds to the amount of R1 800 000 approved for Affirmative Action related interventions in 1994/1995.

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11. SEBOKENG TOWN COUNCIL

No provision was made for a training budget

No training took place

12. SOWETO CITY COUNCIL

Provision was made for R125 000 during 1993/1994 and R125 000 for 1994/1995.

The following training took place:

COURSE	BLACK	WHITE
Strategic Management	5	2
Labour Relations	45	
The Manager and his job	415	2
Voter Education	128	

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4.8. LOCAL GOVERNMENT- TERTIARY INSTITUTION TRAINING IN SOUTH AFRICA

Local government in South Africa has traditionally formed a relatively small section of overall public sector employment and expenditure. The National Party (NP) had however made devolution of powers to local authorities a major thrust of its constitutional proposals. The African National Congress (ANC), while having a more centralist vision of the post-apartheid state, is gradually coming around to the idea that autonomous local governments are desirable (Samson,1993:38).

This was echoed by Cameron (1991:13) that it seemed rather likely then, that local government will be a major focus of attention in a post-apartheid South Africa. There was a shortage of professional staff not only in black local authorities, but also in smaller, rural local authorities Cameron,(199:147). This was aggravated by the Remuneration of Town Clerks Act, which de facto set salaries of senior officials. Prior to the introduction of this Act, many small local authorities had to pay relatively high salaries to attract professional staff. This Act meant that senior officials could earn only a certain percentage of a town clerk's salary.

This legislation cut the remuneration package of a number of senior officials and has led the to resignations in certain local authorities The main problem was that, professional skills were not the major focus of local government training in South Africa, although a case could be made for the postgraduate training of officials, Cameron,(1991:48).

4.8.1. TERTIARY LEVEL TRAINING

Besides courses offered by Local Government Training Board, other tertiary institutions are involved in training local government personnel in South Africa. Institutions involved are universities and technikons. Advanced training for various professions in municipalities are conducted at tertiary training institutions. Usually a particular level of academic proficiency is required.

The following institutions are involved in training local government personnel in South Africa.

4.8.2. UNIVERSITIES

Most university based public administration programmes have local government courses. Universities have a relative autonomy to teach what they like in public administration courses for example, local government. Such separate local government courses were obvious candidates for rationalisation during state cutbacks to universities in the 1970s and 1980s (Cameron,1991:48).

Other critical issues are whether local government training should be academic or vocational and whether its primary focus should be undergraduate or postgraduate.

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4.8.3. TECHNIKONS

A number of technikons have separate Municipal Administration Diplomas. There is a nation wide curriculum, drawn up by the technikons themselves but approved by the Department of National Education. Technikons do have a certain amount of flexibility in that 20-25% of their curricula is devoted to contemporary issues, the content of which they can determine themselves. An accreditation committee of the Department of National Education visits the respective technikons every couple of years to check on the standards of the courses that are offered (Cameron,1991:48).

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According to Cameron, (1991:51), a major problem seems to be that there is little or no demarcation between what universities and technikons teach. Cameron argued that, what seems to be taught at technikons "is a watered down university programme".

This was echoed by FitzGerald (1992:56) that as for the demarcation between what universities and technikons teach, there are solutions to the problem and clear definition of roles.

> "It is argued that, Technikons should concentrate on functional skills, that is, a more applied approach. For example, students should be taught how to physically manage organisations. On the other hand, universities should concentrate more on strategic policy-making, financial and management skills; or technikons should upgrade programmes to approximate those of universities. This will entail more value-laden and theoretical courses".

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According to FitzGerald (1992:59), this could lead to a greater cross-fertilisation of students between these institutions. If this route is followed, there is a definite need for rationalisation in respect of local government courses.

In conclusion, it would be argued that, in order to change the present thinking in the local authorities, training and development should be the main focus of the Local Government restructuring process. The training of professional and technical staff for the local government should be a priority in the process. Democratically elected and autonomous institutions of local government are a prerequisite for the

establishment of non-racial democratic and accountable local government system in South Africa.

It was also pointed out in this chapter that, in order to face the challenges of transforming and rebuilding local government sector to serve the community efficiently and effectively, and to deliver quality service, there is a need for the transformation of local government training institutions. Mbere (1996:41) argued that, performance must be improved and productivity must be increased. In a nutshell, it was argued in this paper that, if the local government is to be managed professionally, the outputs of the time and money spent and the influence and consequences of training must be real and relevant. Effective and efficient local government managers and officials is what this country needs.

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It is therefore important that, responsible officials and local government councillors must entail a multi-pronged and integrated approach in terms of focus and contents of training. It should also be undertaken in partnership among all involved

stakeholders. This would include, universities, technikons, training institutions and other involved partners. It was finally argued that, the training of local government officials and councillors in management skills is one of the challenges facing democratic local government in this country.

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CHAPTER FIVE

5. INTRODUCTION

The new local government elected councillors and appointed officials commenced their tasks with differing degrees of preparedness and skills levels. They have different educational levels, management, governance and political experiences. Supposedly they all have one objective in mind: to deliver quality services to their constituencies. To be able to do that, they need to have certain general and specific skills. The most pressing need at this point, therefore, is a long-term training and development programme for the local government representatives. Fortunately, the need for training for local government participants had been identified by many concerned parties for example, Empower Africa, SANLAM Centre for Metropolitan and Local Governance at Rand Afrikaans University, NEDCOR Bank College, WITS' School of Public and Development Management, International Republican Institute (IRI) and many other organisations. However, before training programmes can be

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designed and implemented, it is quite clear that there is a need to ensure that these programmes are properly directed to meet the real needs of councillors and officials. This is the challenge that faces any institution that has to design and implement training programmes. Those in government have learned some valuable lessons in previous attempts to empower through training.

It was with this in mind and realising that training may become an indispensable ingredient for the success of local government, the training and development needs assessment for participants was conducted. An assessment will be appropriate for informing the training and development programme. It must also be said that while there were certain expectations that were confirmed by the findings in this assessment, a number of issues came out that were not anticipated prior to undertaking the assessment, and these should be particularly useful to those designing training programmes for the participants.

The needs of the participants are numerous, ranging from undertaking their primary roles as participants all the way to management and human resource skills. An understanding of the budgetary process was indisputably the top priority for all the participants in all the areas visited. The sample of participants used was fairly representative of all the councillors and officials in Gauteng.

5.1 THE ASSESSMENT METHODOLOGY

The assessment being part of this research study was conducted over a three-week period at five centres: Germiston, Vanderbijlpark, Randfontein, Johannesburg and Pretoria. The entire assessment was conducted during the months of September/October 1996. Every attempt was made to combine local authorities that neighbour one another to reduce time spent in each centre. The Local Government Training Sub-directorate helped in selecting the appropriate sample of councillors and officials for participation in the assessment. While the targeted sample had been 10% of the province's councillors and 10% of officials, it ended up with 11.2% sample (107 participants out of a total 959 councillors only, the total number of officials from assistant director's level is not known). While this was 8.8% less than was hoped for, it was nevertheless representative enough to generalise and draw conclusions from.

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5.1.1. Assessment Strategy

In the assessment both qualitative and quantitative methodologies were used. The qualitative study was conducted by holding focus group sessions with all the key players in the particular Metropolitan Substructure (MSS), and individual interviews with key councillors and officials. Participants in the focus group discussions ranged from 7 to 15 in number. Open ended questions were discussed in a relatively informal group format. The participants were encouraged to answer the questions put to them as broadly as they felt and, where necessary, issues that needed further clarity were followed-up so that the discussion could flow. The interviews and focus group meetings were structured to focus on not only the development and training needs of the councillors and officials, but also on all the other relevant issues obtaining in that particular local authority. The following broad area was covered during the discussions, namely:

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The objective of this discussion was to find out if participants had any formal or informal orientation as councillors and officials, or any training since assuming their positions in their offices; what skills a councillor and official should have to be effective, any skills deficits they have noticed among themselves; and their availability for training.

The quantitative study was conducted by the respondents completing a specially developed questionnaire in writing. The objectives of the questionnaire were to

collect biographic information of the respondents to determine their level of preparation for training and their experience levels. Furthermore the instrument was developed to assess their knowledge of, and experience in, as well as their agreement or disagreement with, the local government issue of Human Resources.

5.1.2. Overall Findings

Although there were some differences among the groups in the different centres, it was found that overall concerns, skills and experience, needs were very similar in a number of instances. As a result this broad area training is more specific to the particular centres that were visited.

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5.2. TRAINING AND SKILLS REQUIRED

The purpose of this discussion was to find out if participants had had any local government-related training prior to being councillors and officials, any formal or informal orientation, or any training since assuming their positions, what skills they thought a councillor/official should have to be effective, any skills deficits they had,

as well as their availability for training. Overall, it was found that councillors and officials in all the centres had had little preparation and training since taking their positions. The impression is that councillors as compared to officials were very much in need of training. The areas of training identified are listed under different centres.

5.2.1. Germiston, East Rand

Some participants had had an orientation programme during the interim period before the elections, that is the 10 months preceding the November elections, while others had had no orientation or training. Participants identified a number of skills that they thought they needed to be effective in their tasks. It included the following:

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- Communication skills to enable them to communicate with their constituents/ constituency outreach
- Knowing how local government works
- Knowing how subcommittees work
- Understanding the budgetary process
- Conflict management skills

5.2.2. Vanderbijlpark, Vaal

Participants had no orientation or any training. Participants identified the following skills that they thought they needed to be effective in their jobs.

Understanding the budgetary process

- Communication skills to enable them to communicate with their communities and with the officials
- Knowing and interpreting the ordinances and regulations report writing skills
- Project development and management skills
- knowing how local government works
- Town planning and land evaluation skills
- Protocol and etiquette
- Coping with the Masakhane campaign to encourage people to pay for services and making sure that people actually get the services they pay for.

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5.2.3. Randfontein, West Rand

Some participants had attended an orientation programme during the interim period of the 10 months preceding the November elections, while others had had no orientation or any training. The skills they said they needed include the following:

- Mediation and conflict management skills
- Public speaking skills
- Leadership skills
- Understanding local government by-laws and ordinances
- Understanding the budgetary process

5.2.4. Johannesburg, Central

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Some participants had an orientation programme during the interim period of the 10 months preceding the November 1995 elections, while others had no orientation or any training. The skills identified by Councillors to be effective in their jobs include the following:

- Knowing how local government regulations, meeting procedures and standing orders work
- The ability to access information, particularly information relating to decisions taken by the previous Council
- Understanding the Labour Relation Act
- The duties and functions of a Councillor/Official

- Conflict management skills
- Negotiation skills
- Policy formulation and implementation skills

5.3. THE QUANTITATIVE ASSESSMENT OF TRAINING NEEDS

The second part of the report is quantitative survey study to describe and summarise the information collected to determine the training and developmental needs of the Gauteng councillors and officials. The quantitative study or survey research was conducted employing descriptive and inferential statistical approaches. Descriptive statistics is a variety of methods for classifying and summarising numerical data or information. Descriptive statistics are used to classify and summarise data of a population that includes all members of a defined group, in this case the 959 participants. Inferential statistics is a collection of methods for making inferences about the characteristics of the population from knowledge of the responding characteristics of a sample, which is a subset of the population, in this

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case the 107 participants who participated in this study. The purpose of using inferential statistics therefore was to predict or estimate characteristics of the population of 959 participants by studying a sample of 107 (11.2%) participants.

The Gauteng Province elected a total of 959 Councillors. A sample of about 11.2% that is, a total of 107 respondents filled in their questionnaires. In terms of regional representation, more than half of the participants were from the East Rand, that is, 55 participants or 51.4%. In Johannesburg Central, 19 participants or 17.8% participated and in Pretoria 13 participants or 12.1% participated. Ten participants or 9.3% participated from Vaal Triangle and West Rand respectively.

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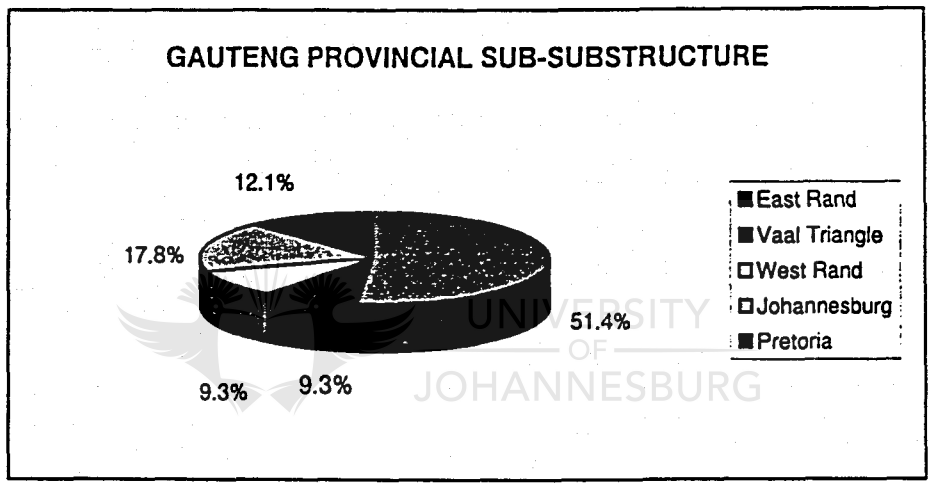
The following graph indicates the geographical spread of the participants, half of them participated in Germiston. However, given the similarities in all five regions in terms of ward Councillors, proportional representatives, Executive Committee members and subcommittee members, one can generalise the characteristics of the Councillors throughout the Province, based on this sample.

Table1 in the appendices provides biographical information about participating participants with regard to their gender, educational levels, and the 5 Gauteng centres visited, East Rand, Vaal, West Rand, Johannesburg and Pretoria.



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5.3.1 THE GENDER PARTICIPATION

There were 65 males and 42 females, which balanced the sample well in terms of gender with 60.75% males and 39.25% females. The 40% participation of women councillors and officials in this study could be inferred to the population, giving a strong voice to concerns of women at local government level.

Women were also well represented on both local councils and the Executive Committees, providing their input at different levels.

This suggests that training and technical assistance should include the perspectives of women. Consideration should be given to including women trainers.

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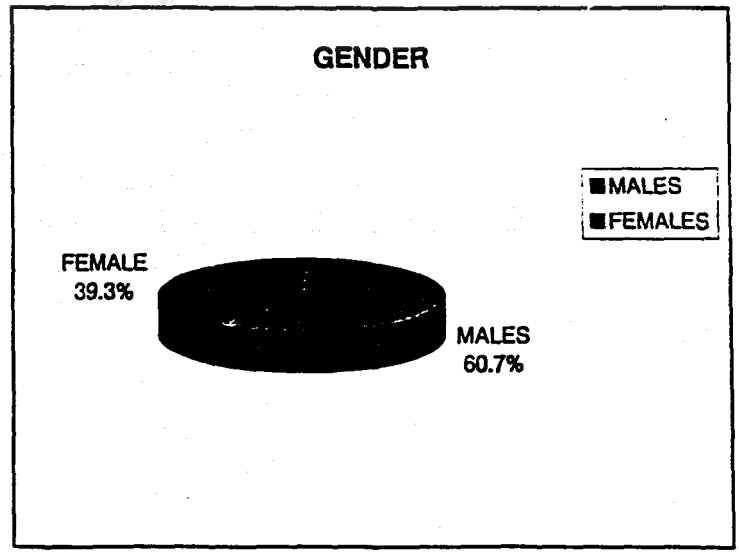
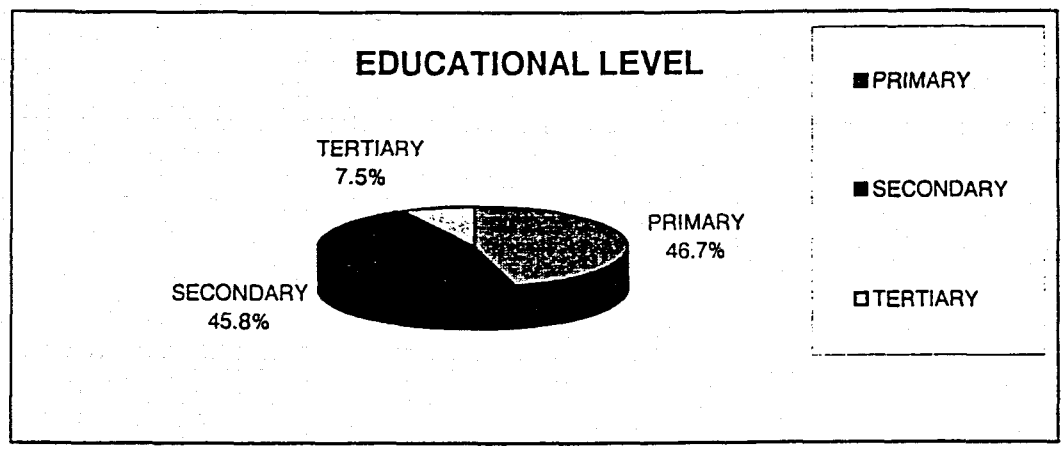


5.3.2. THE EDUCATIONAL LEVEL

In terms of the educational level of the participants who participated in the study, the following results were yielded by the study. Eight Councillors or 7.48% had a primary education, 49 Councillors or 45.80% had a secondary education, and 7 Councillors or 7.49% had tertiary education. Total number of Officials participated is 43 or 46.01% they all had tertiary education that is one to three university degrees. These fifty participants who indicated that they had a tertiary education, which included academic education at a university, technikon or college. Many were professionally trained in their respective fields. Since more than 90% of the participants obtained either a secondary or tertiary education, one can assume that they have the necessary reading ability to comprehend the volumes or reading material they are subjected to.

Some however, requested speed reading skills training to better cope with the demand.



5.4. QUESTIONNAIRE OBJECTIVES

As mentioned before, the objectives of this questionnaire were to assess the participants' knowledge of, and experience in, as well as their agreement or disagreement with the following local government issues:

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Structure and Legislation

Policy Making

Local Government Finance

RDP and Management

Human Resource Development

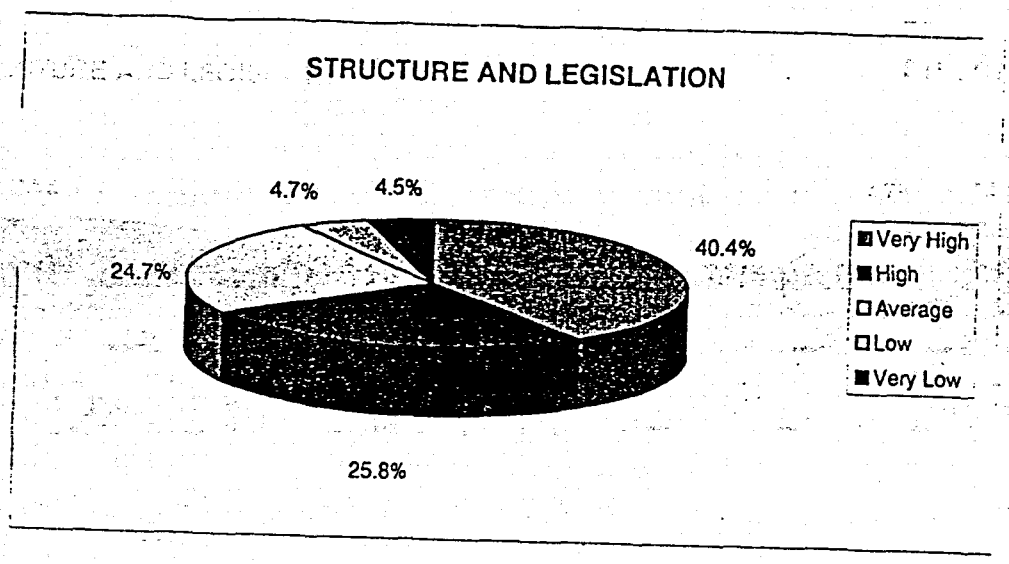
Community Empowerment

The responses to the questions are dealt with under the various headings as listed above.

5.4.1. STRUCTURE AND LEGISLATION

The following graph shows the response to Councillors' level understanding of issues as they relate to Structure and Legislation, ranging from a very high level of understanding to a very low level of understanding. About 40% of the sample reported that they had an average understanding, while a further 25% have a low understanding of local government structures and legislation. These findings show that more than half (64%) of the Councillors need training in these matters. Specifically, the majority of participants reported an average to low understanding of issues that relate to:

- the Local Government Transition Act of 1993;
- the scope of powers of Local Government
- local government functions according to the relevant legislation.



Further details on the questions raised and the response to it, are indicated in tables 2 and 3 in the appendices. The findings show that special efforts need to be made with the training of, and the assistance in the understanding of the governmental structures, the interpretation of legislation, and particularly the role and functions of Councils, Executive Committees and various sub-committees.

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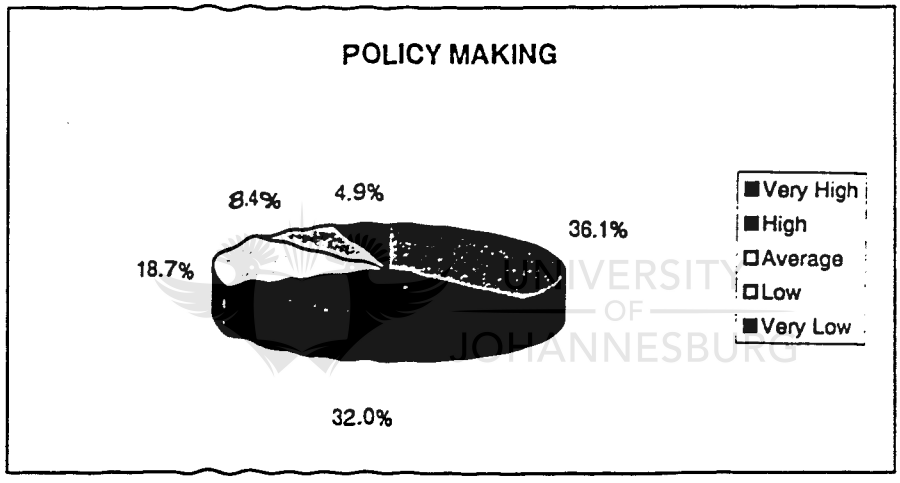
5.4.2. POLICY MAKING

The graph shows the responses to participants' level of understanding to a very low level of understanding. The responses to their level of understanding of issues as they relate to policy making varied from average (36.1%) to low understanding (32%) and very low understanding (8.4%). These responses add up to over 70% of the participants that need training in policy formulation and implementation.

It was apparent during the focused group discussions that some participants did not understand what policy making is all about, nor that policy making was one of their functions. A considerable effort has to be made to train participants and take them through the entire policy making process. Further details on the questions raised and the responses to it, is indicated in tables 4 and 5 in the appendices.



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5.4.3. LOCAL GOVERNMENT FINANCE

The following graph shows the responses to participants' level of understanding of issues as they relate to Local Government Finance, ranging from a very high level of understanding to a very low level of understanding.

About 78% of the participating participants had an average to low understanding of Local Government Finance. A widespread lack of understanding about the budgetary process was evident and it is clear that training and assistance in this regard should be a high priority.

- relationships between income and expenditure in local government books of account;
- capital and operating expenditures;
- how the budgetary process works;
- what the participant's role was in the budgetary process;

Further details on the questions raised and the response to it, are indicated in table 6 and 7 in the appendices

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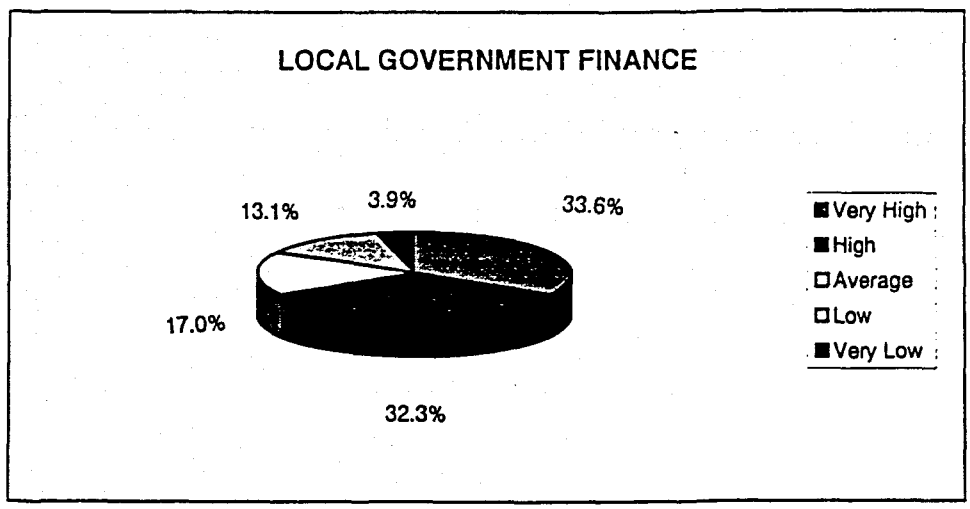


5.4.4. RDP AND PROJECT MANAGEMENT

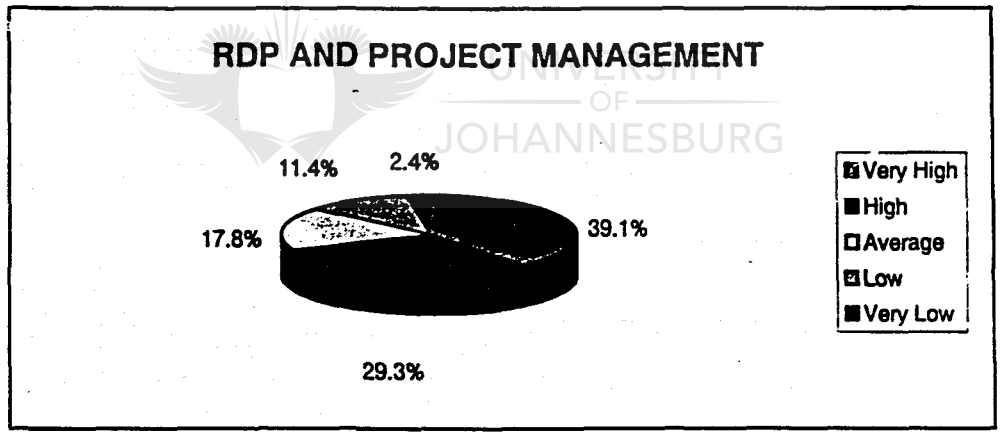
The next graph shows the responses to participants' level of understanding of issues as they relate to RDP and Project Management, ranging from a very high level of understanding to a very low level of understanding.

Responses with regard to the RDP policy framework and project management ranged from 17.8% for a low level of understanding, 39.1% a very high level and 29.3% average level of understanding. These responses add up to 68.4% having a

fairly adequate understanding of the RDP policy framework and project management issues.

However, more than 50% (according to table 9 in the appendices) of the participants had an average understanding of the RDP funding process and need training and assistance how to write business plans and the project management process in general

Further details on the questions raised and the responses to it, is indicated in tables 8 and 9 in the appendices.



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5.4.5. HUMAN RESOURCES AND LABOUR RELATIONS

The following graph shows the responses to participants' level of understanding of issues as they relate to Human Resources and Labour Relations, ranging from a very high level of understanding to a very low level of understanding.

With regard to the participants' understanding of human resources the responses clustered around a high level of understanding (22.8%), an average understanding (38.5%), and a low level of understanding (25.8%).

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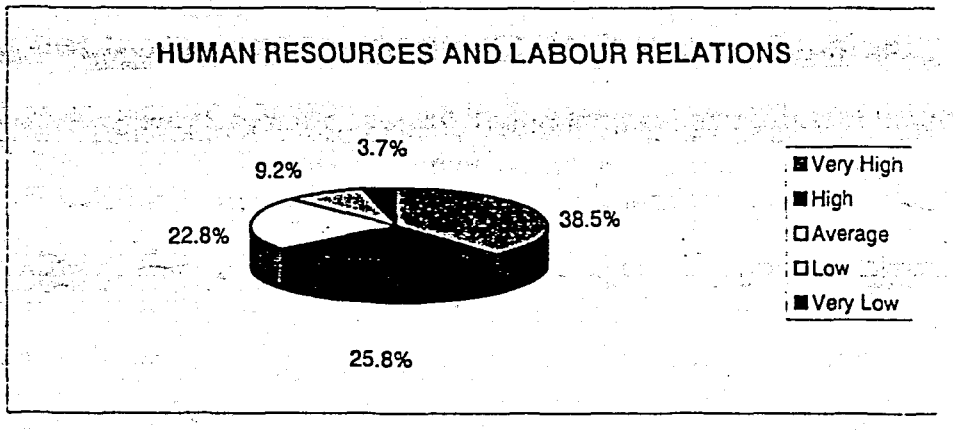
Almost 50% of the participants reported that they only had an average understanding of affirmative action as public policy, indicating that this issue and its implications is new to many Councillors and ought to be addressed during training.

Further details on the questions raised and the responses to it, are indicated in tables 10 and 11 in the appendices.



5.4.6. COMMUNITY EMPOWERMENT

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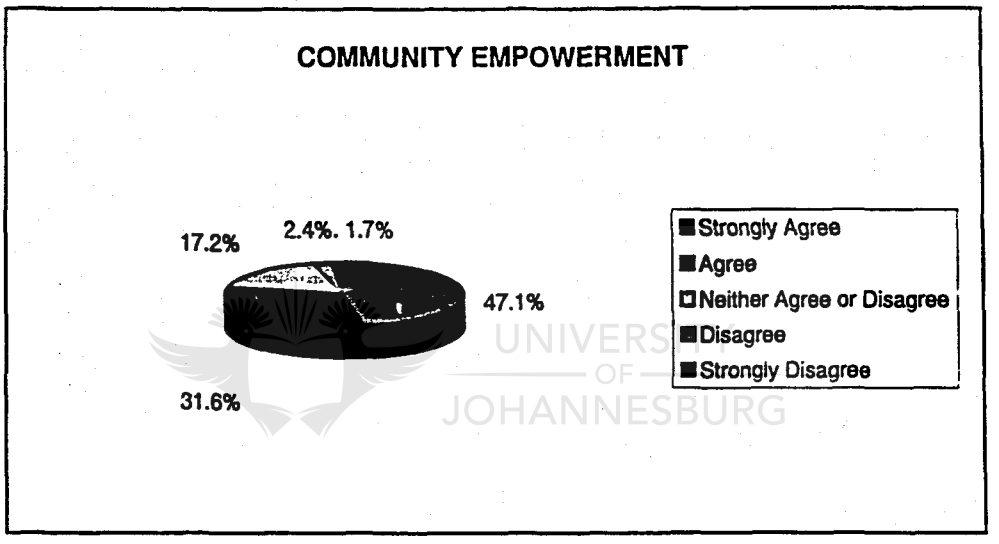
The last graph shows the responses to participants' level of agreement or disagreement with issues as they relate to Community Empowerment, ranging from a strong agreement to strong disagreement. The responses with regard to Community Empowerment ranged from 31.6% for strong agreement, 47,1% agreement and 2.4% disagreement with the issues raised in the questionnaire.

Specifically, 53 participants (see table 13) agreed with the following issues:

- that a participant is accountable to his/her constituency for every activity he/she is involved in;
- that a participant's constituency and understanding of key stakeholders in fundamental in the process of governing;

- that consultation and transparency are the building blocks of democracy.

Further details on the questions raised and the responses to it, is indicated in tables 12 and 13 in the appendices.



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6. RECOMMENDATIONS AND CONCLUSION

6.1. RECOMMENDATIONS FOR THE FUTURE

61.1. BROAD PRINCIPLES

It was not possible to view the local government training, development and restructuring measures as separate from macro and sectoral measures. But this does not mean that all these elements should be conflated into one programme. For a programme to be a success it must be conceptualised within the broad macro and policy framework but it must have a specific objective. Multiple objectives tend to confuse the planning and design of programme and thus reduce both its efficiency and its effectiveness.

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Training conceptualised as a "special programme" with the creation of upgrading of skills as its main focus is not an appropriate model in the context of development. The objective and focus of an effective training and development in South Africa must be the creation of an immediate strategy for management capacity building for local government. Training and education criteria must be a central element in the design and planning of the Local Government Training Board.

6.1.2. SPECIFIC RECOMMENDATIONS

To design a future training board for local government bodies as an effective training programe in South Africa. The following is required:

(a) Create New Training Structures and Institutions. New clients and new areas of skills need to be serviced.

(b) Reform and/or Transfer Present Structures. There can be no question that educational and training structures and institutions, whether schools, universities, technikons or other training facilities belong to the people and should be made to serve society at large. Tremendous amounts of resources have been poured into such structures, and knowledge and experience bound up in them is important for the development of the society.

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(c) Some combination of (a) and (b). New programmes need to be created to meet existing problems and to kick -start qualitatively different training strategies. Sustaining the development drive will undoubtedly require the ongoing reform of many of the training institutions, although this may proceed unevenly and may at

times be slow and frustrating. International input at critical levels and in specific areas will greatly assist in building and upgrading local training capacity, and bringing interest and relevant international case studies to the nation.

It is therefore the contention of this dissertation that, if Local Government Training Structures could be designed within the above context it would be able to encourage and nurtured local development initiatives. It is agreed with Walls (1992:69) is in this paper when he argues that, human resource development issues particularly training and development relating to the quality of any future local government's relationship to the essential fabric of civil society are complex. Process skills have to be brought into the society relating to accountability and information dissemination through well trained councillors and officials. Facilitation skills in regard to public relations and participatory planning processes need to be inculcated.

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6.2. RESEARCH FINDINGS RECOMMENDATIONS

Having gone through research findings analysis exercise, it is felt that there are a number of problems that affect local government, but most of these are problems which can be addressed relatively easily, especially since they have been identified. Fortunately, relations are improving in the councils, which should make it much easier to address the issues, which are related to both training and general concerns.

Recommendations are as follows:

That, the first priority in developing the councillors/officials should be given to them with information on their jobs and all the by-laws and ordinances in their councils; it is in view that it would not be too helpful to skill the councillors in general skills when they do not understand their jobs properly.

That, the provincial government should pay more attention to creating clear lines of communication between itself and structures below it, intergovernmental communication should be given priority and mechanisms should be created to facilitate this.

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That, the working relations between councillors and the officials in their municipalities should be improved as a matter of urgency to eliminate suspicions.

That, individual councils should be encouraged to hold regular team-building retreats to encourage councillors to know one another better and to understand one another's concerns; one major benefit of this, of course, is that councillors would be able to focus more on issues that affect their constituents; also, officials should be included in these whenever possible.

That, consideration should be given to the training of trainers in certain areas so that local government training boards should have a big enough pool to draw from when implementing training programmes.

That, women trainers should be given priority in these; finally, whenever possible, attempts should be made to get trainers who are representative of the communities that they serve.

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CONCLUSION

This dissertation examined the skills deficiency within black local authorities. The paper focused on the Johannesburg Metropolitan area. It was stated that, due to lack of management skills, it was mentioned that black councillors and officials in particular experienced problems of not being able to manage the local government structures and to deliver services. This deficiency led to inefficiency, mismanagement, maladministration and corruption in the former black local authorities.

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Thus, it is that training and development of the councillors and officials is perhaps the key to local government survival in the New Democratic South Africa.

Discussion in the problem statement indicated that, even though, appropriate training could be a crucial factor in determining the success or failure of local government, restructuring initiatives, that is, the move towards a more representative, accountable, responsive, and development-oriented local

government implies that, the tasks and styles of local government employees will necessarily differ in many aspects in the future.

It was further mentioned that, South Africa is on the fringe of the most important and pivotal period in its turbulent political history. The historical perspective of local government was discussed and how local government evolved over the apartheid period . It is therefore important that during this period of transition democratic local structures are put in place in order to facilitate the transition process. However, the structures also need people with good qualifications and skills to manage them because local government is an important area where both the legacy of apartheid education as well as burning development issues can be addressed effectively.

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The objectives of the research were also discussed in this section. It was mentioned that the questionnaires undertaken in this paper will be important sources of information for the research. It was also stated that, the research would be conducted by direct field work, encompassing visits to existing local government authorities and local government training institutions. The aim of the research questions, hypothesis, research methods and organisations, sources, research methodology were briefly discussed.

In reviewing the literature in chapter two, administrative and institutional change management for local government were discussed. It was argued that, the theory of change management at the local level spans a number of disciplines including development administration, management theory, organisational development and training. Each discipline contains a body to literature which converges in the field of change management. The approaches to change management were defined by the body of literature and ideas on which they draw. The section on literature review argued that training programmes are lagging behind and leaving both local government managers and communities unprepared to meet the challenges facing the changing South African local governmrent. The outline on the broad approaches to management in industrialised countries was compared to the South African situation.

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The training and management of change was discussed in this paper together with education and training trends to link the discussion on training and development issues. For example, how education for blacks in general developed over the

years in South Africa, explained the reason for having insufficient management skills within the black local government. This also explained why institutional and management of change is so vital for the restructuring of local government. The other important point mentioned in this section was that, the trend of increasing but largely insufficient black involvement in management training generally is corroborated for management specifically when allocation of bursaries under the Public Service Bursary.

In chapter three the evolution of local government was discussed. It was argued that it is important to understand how local government evolved in order to understand the reason why the Local Government Training Board functioned like it did from its inception and various institutions offering public administration training for government particularly local government .

The chapter on the research findings and analysis was based on empirical evidence. Interviewees in this section, indicated that, training on management or administration skills is insufficient. That, there is an urgent need to restructure the training system if newly elected local government councillors and appointed officials are to succeed, and to restore confidence in the communities.

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Recommendations for the paper and conclusions were also discussed. Recommendations for the future are divided into broad principles and specific principles.

It was stated before that training is a great need among participants and that a number of areas of need turned out to be more informational relating mostly to their tasks and how to go about their responsibilities. It is understandable that there will be a number of issues they do not understand, but the amount of frustration that this lack of understanding on key issues causes participants is significant and the provincial government will need to be sure to address this issue.

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Not surprisingly, the participants expressed an overwhelmingly and most urgent need for budgetary skills, that is, understanding the entire budgetary process. This was the case in every centre visited and the urgency of the need was spelt out with equal vigour. Another skill that came out quite frequently was communication. This was at two levels: public communication to enable participants to communicate with

their constituents and communication skills to be effective in Council proceedings in the case of councillors. Here, the concern was mostly on the ability to communicate effectively within the limited time allowed in the Council proceedings. Interpersonal skills also came out as a part of communication, to allow participants to communicate among themselves. The needs as expressed in the assessment are listed below in their order of importance as expressed by the participants.

Skill	**No. of times identified as a need**
1. Understanding the budgetary process	Identified by all groups
2. Understanding municipal by -laws and ordinances	Identified by all groups
3. Communication skills for communicating with each other (councillors and officials) and communities	Identified by all groups
4. Knowing how local government works	Identified by all groups
5. Conflict management	Identified by three groups
6. Coping with Masakhane	Two groups
7. Report writing skills	Two groups
8. Project development and management	Two groups

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9.	Negotiation skills	Two groups
10.	Protocol and etiquette	Two groups
11.	Interpersonal skills	One group
12.	Labour relations	One group
13.	Town planning and evaluation	One group
14.	Ability to access information	One group
15.	Public speaking skills	One group
16.	Ability to access information	One group
17	Leadership skills	One group

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It is clear from the findings that the areas of need that need urgent attention are: budgetary skills, knowing how local government functions, understanding by-laws and ordinances and communication skills.

The focus group sessions were purposely allowed to be open-ended and general, to give participants an opportunity to talk not only about their training and development

needs but also about other issues that were impeding them from performing their duties well. This proved to be very helpful and insight was gained as to the concerns of participants. It is believed that it will be helpful for the province. Some of the issues mentioned are: intergovernmental relations, council meetings, relations with municipal officials and team building.

It is evident from the above theoretical analysis of education and training trends and the figures given above on the numbers of people trained that a proactive and positive attitude towards training should dominate training policy and determine what optimum number of officials should be and which skills they should have in order to rationalise training.

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APPENDICES

Table 1: Biographical Information

Table 2: Questionnaire: Structure and Legislation

Table 3: Responses: Structure and Legislation

Table 4: Questionnaire: Policy Making

Table 5: Responses: Policy Making

Table 6: Questionnaire: Local Government Finance

Table 7: Responses: Local Government Finance

Table 8: Questionnaire: RDP and Project Management

Table 9: Responses: RDP and Project Management

Table10: Questionnaire: Human Resource and Labour Relations

Table 11: Human Resource and Labour Relations

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Table 12: Questionnaire: Community Empowerment

Table 13: Responses: Community Empowerment

TABLE 1: BIOGRAPHICAL INFORMATION

Councillor

Number	Gender	Educational Level		Region
18	Male	Tertiary	1	East Rand
		Secondary	17	
		Primary	1	

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Councillor

Number	Gender	Educational Level		Region
13	Female	Tertiary	1	East Rand
		Secondary	11	
		Primary	1	

Officials

Number	Gender	Educational Level		Region
11	Male	Tertiary	11	East Rand

Officials

Number	Gender	Educational Level		Region
11	Female	Tertiary	11	East Rand

Councillors

Number	Gender	Educational Level		Region
8	Female	Tertiary	-	Vaal
		Secondary	2	
		Primary	-	

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Councillors

Number	Gender	Educational Level		Region
6	Male	Tertiary	-	Vaal
		Secondary	6	
		Primary	-	

Officials

Number	Gender	Educational Level		Region
2	Male	Tertiary	2	Vaal

Officials

Number	Gender	Educational Level		Region
-	Female	Tertiary	-	Vaal

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Councillors

Number	Gender	Educational Level		Region
2	Female	Tertiary	-	West Rand
		Secondary	2	
		Primary	-	

Councillors

Number	Gender	Educational Level		Region
5	Male	Tertiary	-	West Rand
		Secondary	5	

		Primary	-	

Officials

Number	Gender	Educational Level		Region
2	Male	Tertiary	2	West Rand

Officials

Number	Gender	Educational Level		Region
1	Female	Tertiary	1	West Rand

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Councillors

Number	Gender	Educational Level		Region
8	Female	Tertiary	1	Johannesburg
		Secondary	7	
		Primary	-	

Councillors

Number	Gender	Educational Level		Region
8	Male	Tertiary	1	Johannesburg
		Secondary	4	
		Primary	3	

Officials

Number	Gender	Educational Level		Region
1	Male	Tertiary	1	Johannesburg

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Officials

Number	Gender	Educational Level		Region
2	Female	Tertiary	2	Johannesburg

Councillors

Number	Gender	Educational Level		Region
6	Male	Tertiary	3	Pretoria

		Secondary 2	
		Primary 1	

Councillors

Number	Gender	Educational Level		Region
3	Female	Tertiary	-	Pretoria
		Secondary	3	
		Primary	-	

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Officials

Number	Gender	Educational Level		Region
3	Male	Tertiary	3	Pretoria

Officials

Number	Gender	Educational Level		Region
1	Female	Tertiary	1	Pretoria

TABLE 2: QUESTIONNAIRE: STRUCTURE AND LEGISLATION

A. Structure and Legislation

Please indicate your knowledge of, or experience in the following matters by selecting and making a circle around either 5 or 4 or 3 or 2 or 1

1. What is your level of understanding of three tier government system and their hierarchical relationships?

(5) very high (4) high (3)average (2) low (1) very low

2. What is your level of understanding of the functional relationship among the various local government units such as council, chief executive officer, executive committees and head of departments?

(5) very high (4) high (3) average (2) low (1) very low

3. What is your level of understanding about the present local government evolutionary process since the collapse of the apartheid government system (Exposition of the Local Government Transition Act 209 of 1993)?

(5) very high (4) high (3) average (2) low (1) very low

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4. What is your level of understanding about the scope of powers of local government?

(5) very low (4) high (3) average (2) low (1) very low

5. What is your level of understanding about the government procedures according to the relevant legislation such as Local Government Affairs Council Act?

(5) very high (4) high (3) average (2) low (1) very low

TABLE 3: STRUCTURE AND LEGISLATION

STRUCTURE

	RESPONSES					
QUESTIONS	5	4	3	2	1	TOTAL
A1	7	33	40	28	2	

A2	6	26	38	30	7	
A3	6	23	46	26	6	
A4	4	28	45	24	6	
A5	2	22	47	33	3	
Total	25	132	216	138	24	
MEAN SCORE	5	26.4	43.2	27.6	4.8	107

RESPONSES WITH REGARD TO LEVEL OF UNDERSTANDING

(5) Very high (4) high (3) average (2) low (1) very low

TABLE 4: QUESTIONNAIRE: POLICY MAKING

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B. Policy Making

Please indicate ycur knowledge of, or experience in the following matters by selecting and making a circle around either 5 or 4 or 3 or 2 or 1

1. What is your level of understanding about the process of policy formulation?

(5) very high (4) high (3)average (2) low (1) very low

2. What is your level of understanding about essential role players pertaining to policy formulation?

(5) very high (4) high (3) average (2) low (1) very low

3. What is your level of understanding about the evaluation of public policy and its effectiveness?

(5) very high (4) high (3) average (2) low (1) very low

4. What is your level of understanding about the scope of powers of local government?

(5) very low (4) high (3) average (2) low (1) very low

5. What is your level of understanding about the relationship between policy formulators and implementations?

(5) very high (4) high (3) average (2) low (1) very low

TABLE 5: POLICY MAKING

POLICY

	RESPONSES					
QUESTIONS	5	4	3	2	1	TOTAL
B6	3	21	40	36	7	
B7	5	18	43	34	10	
B8	5	26	42	24	10	
B9	6	13	30	49	9	
B10	7	25	38	28	9	
Total	26	103	193	171	45	
MEAN SCORE	5.2	20	3.8	34.2	9	107

RESPONSES WITH REGARD TO LEVEL OF UNDERSTANDING

(5) Very high (4) high (3) average (2) low (1) very low

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TABLE 6 : QUESTIONNAIRE: LOCAL GOVERNMENT FINANCE

C. LOCAL GOVERNMENT FINANCE

Please indicate your knowledge of, or experience in the following matters by selecting and making a circle around either 5 or 4 or 3 or 2 or 1

11. What is your level of understanding about the relationship between income and expenditure in the books of account of a local government?

(5) very high (4) high (3)average (2) low (1) very low

12. What is your level of understanding about capital expenditure and its source of revenue (where does funds of capital expenditure normally come from)?

(5) very high (4) high (3) average (2) low (1) very low

13. What is your level of understanding about operating expenditure?

(5) very high (4) high (3) average (2) low (1) very low

14. What is your level of understanding about the budgetary process and who is involved in it?

(5) very low (4) high (3) average (2) low (1) very low

15. What is your level of understanding about different budgetary methods?

(5) very high (4) high (3) average (2) low (1) very low

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TABLE 7: LOCAL GOVERNMENT FINANCE

Local Government Finance

	RESPONSES					
QUESTIONS	5	4	3	2	1	TOTAL
C11	4	18	37	31	17	
C12	6	20	37	36	8	
C13	6	23	36	30	12	

C14	4	21	33	37	12	
C15	1	9	37	39	21	
Total	21	91	180	173	70	
MEAN SCORE	4.2	18.2	36	34.6	14	107

RESPONSES WITH REGARD TO LEVEL OF UNDERSTANDING

(5) Very high (4) high (3) average (2) low (1) very low

TABLE 8: QUESTIONNAIRE: RDP AND PROJECT MANAGEMENT

D. RDP and Project Management

Please indicate your knowledge of, or experience in the following matters by selecting and making a circle around either 5 or 4 or 3 or 2 or 1

16. What is your level of understanding about RDP as policy frame work, its implication for communities, government, civil societies and to society at large?

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(5) very high (4) high (3)average (2) low (1) very low

17. What is your level of understanding about the RDP project funding?

(5) very high (4) high (3) average (2) low (1) very low

18. What is your level of understanding about the writing of a business plan and its implication with regard to RDP project funding and management?

(5) very high (4) high (3) average (2) low (1) very low

19. What is your level of understanding about various project classifications and their implications with regard to project management

(5) very low (4) high (3) average (2) low (1) very low

20. What is your level of understanding about project evaluation and its value?

(5) very high (4) high (3) average (2) low (1) very low

TABLE 9: RDP AND PROJECT MANAGEMENT

	RESPONSES					
QUESTIONS	5	4	3	2	1	TOTAL
D16	5	31	50	19	3	
D17	3	20	54	25	5	
D18	1	13	40	34	19	
D19	1	13	34	43	16	
D20	4	18	31	36	18	
Total	13	95	209	157	61	
MEAN SCORE	2.6	19	41.8	31.4	12.8	107

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RESPONSES WITH REGARD TO LEVEL OF UNDERSTANDING

(5) Very high (4) high (3) average (2) low (1) very low

TABLE 10: QUESTIONNAIRE: HUMAN RESOURCES AND LABOUR RELATIONS

E. Human Resources and Labour Relations

Please indicate your knowledge of, or experience in the following matters by selecting and making a circle around either 5 or 4 or 3 or 2 or 1

21. What is your level of understanding about the process and objective of organisational development?

(5) very high (4) high (3)average (2) low (1) very low

22. What is your level of understanding about strategic management and change management as instruments of human resource development?

(5) very high (4) high (3) average (2) low (1) very low

23. What is your level of understanding about the objective and implementation of affirmative action as a public policy?

(5) very high (4) high (3) average (2) low (1) very low

24. What is your level of understanding about the objectives of training and retraining of employees as an on-ongoing policy?

(5) very low (4) high (3) average (2) low (1) very low

25. What is your level of understanding about the new Labour Relations Act and its implications on local government practices

(5) very high (4) high (3) average (2) low (1) very low

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TABLE 10 : RESPONSES: HUMAN RESOURCES AND LABOUR RELATIONS

HUMAN RESOURCES AND LABOUR RELATIONS

	RESPONSES					
QUESTIONS	5	4	3	2	1	TOTAL
E21	3	25	38	33	8	
E22	3	19	37	37	11	
E23	7	26	49	17	8	
E24	6	32	40	19	10	
E25	1	20	42	32	12	

Total	20	122	206	138	49	
MEAN SCORE	4	24.4	41.2	27.6	9.8	107

RESPONSES WITH REGARD TO LEVEL OF UNDERSTANDING

(5) Very high (4) high (3) average (2) low (1) very low

TABLE 12: QUESTIONNAIRE: COMMUNITY EMPOWERMENT

F. Community Empowerment

Please indicate your agreement or disagreement with the following matters by selecting and making a circle around either 5 or 4 or 3 or 2 or 1

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26. It is very important that a councillor must be accountable to his/her constituency for every activity he/she is involved din.

(5) strongly agree (4) agree (3) neither agree or disagree (2) disagree (1) strongly disagree

27. The make-up of a councillor's constituency (demography) and understanding of key stakeholders in such a community is fundamental in the process of governing and it ought to be treated as such

(5) strongly agree (4) agree (3) neither agree or disagree (2) disagree (1) strongly disagree

28. Consultation and transparency are building blocks of democracy. Therefore it is crucial for councillors to adopt them as a basis of their operation, hence they provide opportunities to the community to participate in issues affecting their lives.

(5) strongly agree (4) agree (3) neither agree or disagree (2) disagree (1) strongly disagree 29. Managing the social dimension of local government by identifying specific community needs, mobilising resources, prioritising and managing expectations is an important form of empowering communities.

(5) strongly agree (4) agree (3) neither agree or disagree (2) disagree (1) strongly disagree

30. It would be a great benefit for the government if communities are included in various stages of program planning and implementation.

(5) strongly agree (4) agree (3) neither agree or disagree (2) disagree (1) strongly disagree

TABLE 13: RESPONSES: COMMUNITY EMPOWERMENT

COMMUNITY EMPOWERMENT

	RESPONSES					
QUESTIONS	5	4	3	2	1	TOTAL
E21	33	53	18	1	2	
E22	32	52	20	3	0	
E23	35	52	18	1	1	
E24	36	45	26	0	0	
E25	33	50	20	3	1	
Total	169	252	102	8	4	
MEAN SCORE	33.8	50.4	20.4	1.6	0.8	107

RESPONSES WITH REGARD TO AGREEMENT OR DISAGREEMENT

(5) strongly agree (4) agree (3) neither agree or disagree

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