CONCEPTUALISING A GENDER EVALUATION FRAMEWORK FOR THE LEADERSHIP DEVELOPMENT OF WOMEN IN LOCAL GOVERNMENT

by

Hunadi Mapula Nkwana

Submitted in partial fulfilment of the requirements for the degree

MAGISTER ADMINISTRATIONIS in Public Administration

In the Faculty of Economic and Management Sciences

University of Pretoria

Pretoria

Supervisor: Prof H.G. van Dijk

April 2011

Topic of work: **CONCEPTUALISING A GENDER EVALUATION FRAMEWORK FOR LEADERSHIP DEVELOPMENT OF WOMEN IN LOCAL GOVERNMENT**

Declaration

1. I understand what plagiarism is and am aware of the University's policy in this regard.

2. I declare that this thesis is my own original work. Where other people's work has been used (either from a printed source, Internet or any other source), this has been properly acknowledged and referenced in accordance with departmental requirements.

3. I have not used work previously produced by another student or any other person to hand in as my own.

4. I have not allowed, and will not allow, anyone to copy my work with the intention of passing it off as his or her own work.

SIGNATURE: HM NKWANA

DEDICATION

I dedicate this dissertation to my mother, the late Velly Velaphi Nkwana. You are and will always be my inspiration. I carry you in my spirit.

ACKNOWLEDGEMENTS

I would like to thank God Almighty for the ability and strength as well as the perseverance to be able to complete this dissertation.

My supervisor and mentor, Prof H.G van Dijk. Thank you for your professional conduct and high work ethic. Thank you for your encouragement and support and your open door policy. Most of all thank you for reminding me that failure is not within me.

I like to also thank my father, Velaphi Nkwana, my rock and number one supporter. Thank You for your unfailing support and confidence in me. To my sister Itumeleng Nkwana and brother Makhaya Nkwana, thank you for your words of encouragement and belief in me.

To the academic and administrative staff in the SPMA, thank you for all the assistance and support in the completion of my studies.

TABLE OF CONTENTS

List of figures

List of tables

List of abbreviations

CEDAW	Convention on the Elimination of Discrimination Against Women
CMTP	Consolidated Municipal Transformation Programme
COGTA	Department of Cooperative Governance and Traditional Affairs
DBSA	Development Bank of Southern Africa
GTZ	German Technical Cooperation
HDA	Human Development Africa
LOGOLA	Local Government Leadership Academy
MDG	Millennium Development Goals
MLDP	Municipal Leadership Development Programme
NQF	National Qualifications Framework
SALGA	South African Local Government Association

ABSTRACT

South Africa is held up internationally as a beacon of good practice in terms of its efforts to promote gender equality, the increased number of women in leadership positions in all spheres of government is testament to this. The representation of women in all spheres of government is advocated for and promoted by legislation and policies that aim to promote a gender focus in all government procedures and programmes. However, representation alone does not guarantee the promotion of gender equality; representation should be supplemented by a focus on gender in all aspects including training and development of councillors in local government.

The research focus of this dissertation is the Municipal Leadership Development Programme (MLDP) offered by the Department of Cooperative Governance and Traditional Affairs, under the Local Government Leadership Academy. The MLDP is a leadership development programme offered to councillors in local government in order to improve their leadership skills. This study highlights the need and importance of incorporating a gender focus in leadership development programmes offered to women in local government by identifying the extent to which gender considerations have been built into the Programme evaluation. The study is conducted using qualitative research methodology. This is done in the form of individual and focus group interviews with the Programme developers, Programme participants, Programme coordinators and the Programme facilitators. The aim of these interviews being to gain an understanding of the perceptions, views and experiences of the stakeholders in the Programme regarding the current evaluation framework of the Municipal Leadership Development Programme.

In line with the results of the interviews with the Programme stakeholders' regarding the effectiveness of the MLDP evaluation framework in building gender considerations into the Programme evaluation the study proposes a gender evaluation framework. A gender evaluation framework is an evaluation framework that builds in gender considerations at every step in the evaluation framework to ensure that the

effectiveness and impact of a Programme is not hampered by underlying gender barriers. This dissertation provides recommendations for the implementation of the proposed gender evaluation framework for leadership development of women in local government. This is done in order to ensure that the gender focus that has led to South Africa being held up as a beacon of good practice cascades to leadership development evaluation.

CHAPTER 1

INTRODUCTION

1.1 INTRODUCTION

Local government is regarded as the core of service delivery as it is the government arm closest to the people. Developmental local government necessitates new knowledge, skills and competencies from councillors as political leaders to display the leadership skills necessary to carry out their political responsibility. In this regard, the leadership development of councillors becomes an important aspect of meeting the objectives of developmental local government and forms part of the training and development programmes in local government. Training and development programmes, however, need to be constantly monitored and evaluated in order to ensure that they lead to fully capacitated councillors with the skills that will promote service delivery in local government.

In evaluating the leadership development programmes in local government, it is imperative to take into account the significance of the increased participation of women in local government and their increased representation in political structures in the local sphere of government. This requires evaluation with a specific focus on gender, because if evaluation does not reflect gender differences, specific gender needs might be overlooked and leadership development programmes will fail to support the empowerment of women.

The research focus of this dissertation is on the evaluation of the need and importance of a gender evaluation framework for the leadership development programmes offered to councillors in local government. The research aims to provide a gender evaluation framework in order to improve the effectiveness of the leadership development programmes in local government, by taking gender differences into consideration in the evaluation of these programmes.

1.2 BACKGROUND

Evaluation involves assessing the strengths and weaknesses of programmes, policies, products and organisations to improve their effectiveness. Critten (1995:157) states that "defining evaluation is like defining 'quality', we all know what it is and can recognise its outcomes but when it comes to definitions we get into all kinds of dilemmas". *Evaluation* is defined by Hornby (1974:297) as finding out or deciding the value of something. From the above, it is argued that evaluation of training, firstly, investigates a training programme, in order to analyse the advantages and disadvantages that can be derived from it. Secondly, evaluation aims to improve the training programme, by identifying challenges that hinder its effectiveness and by proposing strategies for improvement. Evaluation is an important facet of training and development and by extension leadership development, as it is through evaluation that the intent and objective of training and development will be realised.

There is a need for training and development programmes to be constantly monitored and evaluated. Martineau (2004:3) states that *leadership* is a complex activity, yet if the evaluation is done properly, it will not only improve development efforts and thereby the quality of leadership, but also contribute to the effectiveness of the organisation. Done well, the evaluation of leadership development is itself an important activity.

 Training and development programmes are aimed at building the capacity in the local sphere of government in order to improve service delivery. The impact as well as the value to the organisation that is brought about by leadership development programmes can only be visible if these leadership development programmes are effectively evaluated. In this regard, the research focuses on evaluating the leadership development programmes being offered to councillors in local government.

Mello (2008:211) argues that training and development should be coupled with the evaluation of training material and the ability of the trainees to perform the duties better after their training sessions. The evaluation of training and development programmes investigates whether the trainees' performance have been improved by the training

programme and aims to improve the effectiveness of the programme in order to add to the value of the individual undergoing the training, the organisation and the community. It is vital that every training and development programme be evaluated. The importance of evaluating development initiatives is further emphasised by Fourie (2004:49) who argues that a strategic framework is required to evaluate the immediate and medium-term priorities in the broader context of a human resource development plan for the organisation. This entails a framework for evaluating all human resource development plans including leadership development of councillors in local government.

Van Dijk (2004:511) states that due to a lack of evaluation of training courses, employees might be sent on training that does not satisfy their training needs and causes a non- alignment with organisational needs. It can therefore be deduced that the evaluation of training and development initiatives is vital both for the individual and the organisation. For the organisation, evaluation provides recognition of the impact that training and development programmes have or could have on organisational performance. For the individual, evaluation provides the advantage of self-satisfaction and meeting their own training needs which leads to improved performance and personal development. This research study aims to evaluate the leadership development programmes offered to councillors in local government, in which women councillors participate.

However, irrespective of the advantages that evaluation provides for both the organisation and the individual, the evaluation of training programmes is not given priority in organisations. Lewis and Thornhill (1994:24-27) identify two main reasons for this; namely the belief that training (and development) must be good, irrespective of the outcome, is not questioned. Another reason is that evaluation might point towards the ineffectiveness of the training (and development), which is why trainers and/or organisations shy away from dealing with or prioritising it.

This research study argues the case for the prioritisation of evaluation, with a specific gender focus, in evaluating training and development programmes, which include the leadership development programmes in local government. Local government councillors

should not be sent for leadership training simply because any training is good training. Training and development programmes offered to local government councillors should be constantly monitored and evaluated to ascertain the value inherent in training.

This research focuses on the formative evaluation of the leadership development programmes in local government. *Formative evaluation* is defined as the process of judging an entity or its components, which could be revised in form, for the expressed purpose of providing feedback to persons directly involved in the formation of the entity (Sanders & Cunningham, 1974:1). *Formative evaluation* is also defined by Patton (1980:7) as evaluations that are conducted for the purpose of improving programmes in contrast to those evaluations that are done for the purpose of making basic decisions about whether or not the programme is effective, and whether or not the programme should be continued or terminated. *Formative evaluation* which is sometimes referred to as internal evaluation is a method of judging the worth of a programme, while programme activities are forming (in progress). This part of the evaluation focuses on the process and is intended to foster development and improvement in an ongoing activity.

As stated above the central focus of this study is the formative evaluation of leadership development of women in local government with a specific focus on gender evaluation. McClaren (2000:ix) asserts that gender evaluation builds in gender-sensitive considerations at each step and uses gender-based analysis as a key element in evaluation. *Gender sensitive* refers to the state of knowledge of the socially constructed differences between women and men, including differences in their needs, as well as to the use of such knowledge to identify and understand the problems arising from such differences and to act purposefully to meet them (Local Government Gender Policy Framework, 2006:20). The goal of a gender-based evaluation framework is to integrate a gender perspective into programme evaluation. As previously mentioned, if evaluation does not take gender differences into account, the empowerment of women through leadership development cannot be promoted. Therefore this research aims to evaluate the leadership development programmes offered to councillors in local government in

order to propose a comprehensive gender evaluation framework for leadership development.

The leadership development programme that forms the central focus of this research study is the Municipal Leadership Development Programme offered by the Local Government Leadership Academy (Logola) as part of the Department of Co-operative Governance and Traditional Affairs (Cogta). The Municipal Leadership Development Programme consists of four skills modules equalling 38 credits, namely emotional intelligence (8 credits), effective communication (10 credits), problem-solving and analytical thinking (12 credits) and communal knowledge management (12 credits). The skills programme constitutes the core of what is registered with the South African Qualifications Authority (SAQA) as the National Certificate in Leadership Development. The Certificate is positioned at the National Qualifications Framework (NQF) Level 4, which is equivalent to a high school grade 12 certificate. The purpose of this qualification is to "enable qualifying learners to apply leadership competencies to ensure excellence within local government" (SAQA, 2010: 2).

The Local Government Leadership Academy was established, firstly, on account of the informed needs of the communities and the role that officials and councillors play in meeting these needs. Secondly, the *White Paper on Local Government,*1998*, reinforced by the *Local Government: Municipal Systems Act,* 2000 (*Act 32 of 2000), dictates the need for new skills and ways of working by councillors, with specific reference to the need for ongoing consultation, the prioritising of community needs and the encouragement of participation in local government (Logola, 2007:18-19). It is vital to state that the Local Government Leadership Academy was established in order to capacitate local government councillors and other elected and appointed officials with specific leadership competencies. In this regard, that the Municipal Leadership Development Programme was developed to build up leadership competence, which is necessary to achieve the aims of a developmental local government and promote improved service delivery.

The Municipal Leadership Development Programme aims to develop leadership skills of men and women councillors. The gender differences in leadership styles have to be taken into account, to ensure that even though women councillors participate in leadership development programmes these programmes, the evaluation the impact brought about by these differences through a gender evaluation. This research is motivated by the need to acknowledge gender differences in leadership and leadership development. The impact assessment and evaluation of the result brought about by leadership development have to be gender- specific in order to enable the development, implementation and evaluation of programmes that are not gender-blind but bring gender analysis into every aspect of leadership development. *Gender- blind* describes programmes, policies, actions, perceptions and processes that do not take women's needs or gender inequalities into account. *Gender analysis* identifies analysis and informs action to redress inequalities that arise from the different roles women and men occupy or the unequal power relationships between them and the consequences of these inequalities on their lives and well-being (Local Government Gender Policy Framework, 2006:79).

The research focus of this dissertation on the evaluate the need and importance of a gender framework for the evaluation of leadership development programmes offered to councillors in local government with a specific reference to the Municipal Leadership Development Programme offered by the Local Government Leadership Academy. The research further aims to provide a gender evaluation framework in order to improve the effectiveness of the leadership development programmes in local government, by taking gender differences into consideration in the evaluation of leadership development programmes.

1.3 MOTIVATON FOR THE RESEARCH

Gender refers to the socially determined and evaluated identities and roles of men and women, and is usually distinguished from their biological or sex differences. Gender identities and roles vary from society to society, but are usually based on the unequal status of men and women, and their roles in society (Local Government Gender Policy

Framework, 2006:15). However, the misconception is that gender refers only to women. Gender refers to the roles that are assigned to men and women by society. Service delivery in local government has an impact on the lives of women owing to their roles in society. The gendered nature of roles in society means that women tend to do the cooking and cleaning activities in families. The roles that women occupy in society dictate that service delivery has a direct impact on women in local government. Women as care-givers and guardians are the main users of municipal services; their input into municipal decision-making and policy is therefore critical. Councillors are elected from among these women and carry the responsibility to ensure that specific gender needs are given priority through their own leadership competence.

In 1999, only 16% of councillors were women and in 2006, there was an increase to 36%. There has been a significant increase in female mayors from 19.01% in 1999 to 40% in 2006 (SALGA, 2004).Women make up the majority of South African citizens and as a result, the inclusion of women in local government political structures constitutes a representation of the majority.

Women's needs in relation to municipal services in particular are different from men's. Bentley, Cherry and Maphunye *(*2002:7) assert that men and women experience poverty differently as a result of women's role in the home and as caregivers, and so, in circumstances of poverty, access to services such as water and electricity is more critical to women. Women are important agents for change at local level, because of their intimate knowledge of those communities. Their expertise and knowledge in this regard are an invaluable resource when deployed in local government.

It is therefore vital, given the role that women and women councillors have in local government, to take into consideration the importance of the leadership role of women in local government. The increased representation of women in political structures is an indication of the government's intention to empower women, but this must be consolidated by capacitating these women leaders so that they are able to identify and deal with service delivery challenges. Many of these women are first- term councillors and according to the Logola (2004:26), capacity building and leadership development of

women will be imperative given the gender barriers that women will encounter in their leadership roles in local government.

It becomes imperative for training and development initiatives to be put in place to deal with these barriers and to determine the subsequent impact through evaluation of these leadership development programmes. Leadership development, according to Hannum, Martineau and Reinelt (2007:6), serves important purposes, which include expanding the capacity of individuals to be effective in leadership roles and processes. The aim of leadership development is to create a pool of leaders that can accelerate change in communities and countries in order to resolve key issues and also to strengthen the capacity of teams to improve organisational outcomes.

This research is based on the premise that men and women have differences that go beyond the purely biological and that in developing the leadership competence of women and men it is important that these differences be taken into consideration. Research conducted by Bass(1990) on leadership styles found that women are less likely to practise management-by-exception and intervene only when something goes wrong. Women also typically temper criticism with positive feedback. Bass (1990) suggests that women are slightly more likely to be described as charismatic, as women scored higher on transformation higher than men. Kark (2004:8) states that transactional leadership emphasises the development of followers, their empowerment and the creation of emotional bonds between leaders and followers. These qualities are more consistent with stereotypic female styles of leadership than with stereotypic male styles. Kark (2004) and Bass (1990) through their research gave rise to the identification of differences between men and women leaders. Differences in leadership styles of men and women entail that women and men in the same position will not necessarily lead in the same way.

The existence of gender differences in leadership styles is also supported by Oshagbemi and Gill (2003:1) who state that women leaders frequently exhibit a co-operative, empowering style which includes nurturing team members. They observe that men have a commanding, control, militaristic leadership style and that women have a

participative leadership style because they feel more comfortable interacting with people. The roles that are given to women in society have rendered women as caretakers who are more concerned with the well-being of others, as opposed to men, who are more controlling and less nurturing. The fact that men and women are expected to behave differently by society, gives rise to the fact that even the way that women and men behave in leadership roles will be different. This is vital to consider when evaluating leadership development programmes.

Eagly and Carli (2001:781) state that transformational leadership may be especially advantageous for women because it encompasses some behaviour that is consistent with the female gender role's demand for the supportive and considerate aspect of transactional leadership, and it may resolve some of the inconsistencies between the demands of leadership roles and the female gender roles and therefore allow women to excel as leaders. This brings into consideration a need to take these gender differences into account when evaluating leadership development programmes being offered to men and women. A gender evaluation framework builds in gender considerations at every step in the evaluation process and this includes the leadership styles of men and women.

Differences in leadership styles of men and women necessitate an acknowledgement of gender differentiation in leadership development, in order to ascertain these differences and develop programmes that are not gender-blind but bring in gender analysis including gender-specific evaluation.

A further difference that has to be taken into consideration in leadership development is the difference in learning styles of women and men. It is important to take into account the extent to which gender impacts on adult learning. Farrel and Bhatt (2002:10-11) assert that several adult learning theories may be gender- blind and do not take into account context, cultural impacts and the policies of power in educational theory. When leadership skills are developed through a programme such as the Municipal Leadership Development Programme, which uses adult learning theories it is vital that evaluation assesses the extent to which these theories consider the different gender needs and the

way in which women and men learn. It is important that there are no underlying ways of discrimination that benefit one gender and disadvantage the other. Evaluation which builds in gender at every aspect will ensure that the existence of different learning styles is taken into account when evaluating leadership development programmes.

Belenky, Clinchy, Goldberger and Tarule (1986:5) state that the preconceptions of knowledge and truth that are accepted and articulated today have been shaped throughout history by the male-dominated majority culture. Modes of learning that are common, if not specific, to women have been devalued. Developmental theory has been developed by male-dominated modes of learning; this means that the way development between men and women is measured is based on a mode of learning that is more favourable to men. It is important for leadership development to ensure the inclusion of gender-based analysis. McClaren (2000:54) asserts that not only are the aims and agendas of existing traditions filled with gender-blind ways of handling evaluation, the methodologies they utilise may be inappropriate. It becomes important then to develop appropriate approaches that meet gender-specific needs and provide gender-sensitive programme evaluation.

Following the 1995/1996 local government elections, only 19% of councillors were women, resulting in heavily male-dominated local councils. However, after the local government elections in 2000, women constituted 28.2% of all local government councillors, currently 39.7% of councillors in local government are women. According to Letsholo (2006:1), it is important to consider this increment of women in political structures, which should be reflected in the manner in which leadership development programmes are evaluated. Local government municipal councils are composed of political leadership with an increasing number of women. Gender evaluation becomes an integral part in leadership development in order to ensure that the performance women and men is evaluated in a way that takes into consideration the differences in leadership styles and learning styles given the increased representation of women.

A comprehensive study was commissioned by the Development Bank of Southern Africa in 2004 on the training needs of local governments. The study revealed that the

major problem confronting municipalities is not the availability of training providers, but a shortage of quality providers offering appropriate courses. In other words, there are too many training providers, including both small and large-scale operations offering short-term 'orientation' and 'capacitating' courses that have little (if any) lasting impact on local government.

Municipal councils complain that they spend large amounts of money on such training but see little if any improvement in the performance of their staff (DBSA, 2004:46). This statement highlights the need for evaluation that improves the effectiveness of training and development programmes in order to show improvement in the performance of municipalities and their councils. This research study argues that a gender evaluation framework will improve the effectiveness in leadership development programmes and will lead to an increase in the performance of women and men who participate in leadership development programmes.

1.4 PROBLEM STATEMENT

Since South Africa's transition to a liberal democracy, government efforts to advance gender equity have been held up as a beacon of good practice across the world, (Beall, 2005:254). This is based on the strides that the country has made in terms of increasing gender equity and the representation of women in all spheres of government: national, provincial and local. These strides include the ratification of a number of international agreements such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) of 1979, aiming to promote gender equality. *Gender equality* refers to a situation where women and men have equal conditions for realising their full potential, are able to contribute equally to national, political, economic, social and cultural development and benefit equally from the results (Local Government Gender Policy Framework, 2006:18).

The Beijing Declaration and Platform for Action, which was adopted at the Fourth World Conference on Women in 1995, is an instrument that has an impact on the local sphere of government and its relation to women. The implementation of the Platform for Action

requires commitment from governments and the international community. The Beijing Declaration and Platform for Action commits member states to creating a gender-sensitive education system in order to ensure educational and training opportunities for women (United Nations: 1995). This commitment necessitates that in training a focus on gender should be incorporated.

In 1995, South Africa ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) of 1979. CEDAW aims to promote gender equality. Article 13 of the agreement commits state parties to equalising the role and the status of women in all areas of social and economic life and in employment. Article 14, of the agreement commits state parties to incorporating women into decision-making about rural development and economic planning, as well as to ensuring their access to basic services and state benefits (United Nations: 1975). Since 1995, the South African Government has made significant efforts to meet the obligation of CEDAW; this is visible in the number of women in political structures in all spheres of government.

At regional level, the Southern African Development Community (SADC) adopted the Gender Declaration, which was signed by 14 heads of state including South Africa in 1997. One of the aims of the Gender Development Declaration is to achieve a target of at least 30% of women in political and decision-making structures by 2005 (Local Government Gender Policy Framework, 2006:26). As previously mentioned and depicted, this target has been achieved in all spheres including the local sphere of government.

Article 2 of the African Charter on Human and People's rights on the Rights of Women in Africa (2003), asserts that state parties combat all forms of discrimination against women through appropriate legislative, institutional and other measures and integrate a gender perspective in their policy decisions, legislations, development plans and programmes in all other spheres. By signing the Protocol to the African Charter on Human and People's rights on the Rights of Women in Africa (2003), South Africa agreed to incorporate a gender focus in programmes in all spheres including local government. The Municipal Leadership Development Programme as a programme in

local government therefore has to incorporate a gender perspective in all aspects, including the evaluation thereof.

In this regard, a gender evaluation framework for leadership development of women in local government is significant. A *gender perspective* is a perspective incorporated into international and regional agreements to which South Africa is committed. There is an obligation on the local sphere of government through its programmes, procedures and policies to include gender in all aspects. It is this commitment that necessitates evaluation with a focus on gender.

South Africa has, in all spheres of government, namely national, provincial and local, made strides to promote the incorporation of a gender focus in all aspects of life. This is highlighted by Chapter 2 of the *Constitution of the Republic of South Africa,*1996 ,which makes provision for the equal treatment of men and women as well as the establishment of the Commission on Gender Equality to promote the equal representation and participation of women in South Africa. *The National Policy Framework for Women's Empowerment and Gender Equality* created to foster women empowerment is a framework that promotes the inclusion of women in political structures as well as their subsequent obligation towards development.

These strides have also cascaded to the local sphere of government, with legislation that regulates the inclusion of women in political structures to promote a representative democracy. The legislation includes *The White Paper on Local Government, 1998 and the Local government: Municipal Structures Act, 1998, (Act 117 of 1998)* respectively. The incorporation of the Local Government Gender Policy Framework (2006) is an instrument that indicates the intention of the local sphere of government to empower women and promote their equal participation and representation in local government.

However, even though the focus on gender is advocated for and envisioned and promoted in all spheres of government, the focus on gender does not cascade to training and development evaluation. Women's participation in training and development programmes does not translate into a focus on gender.

The problem is that within the current practice, the words *women* or *gender* are simply grafted onto existing evaluation traditions without any fundamental changes to the conceptual rationale of programme evaluation (McClaren, 2000:15). Even though the participation of women in leadership development programmes is visible, there is no indication of gender differences in the evaluation of leadership development programmes. Specific reference is made to the current evaluation framework for the Municipal Leadership Development Programme, which does not indicate the consideration of a gender focus in conducting the programme evaluation.

The current evaluation framework focuses on three aspects, namely, pre-programme assessment, process evaluation and outcome evaluation.

The pre-programme assessment has a specific focus towards: (Logola, 2007: 15-16):

- the feasibility of the programme, including the determination of appropriate institutions to deliver the leadership development programme;
- the readiness of councillors and municipal manager's to participate in the programme;
- logistical and material support necessary to implement the programme;
- the appropriateness of the curriculum ;
- the development of assessment process and procedures;
- management and administrative resources required to implement the programme;
- statutory provisions and facilitating regulations and mechanisms to implement the programme;
- political and budget provisions to institute the programme design and
- pilot testing of the programme and refining the programme design based on the outcomes.

The pre-programme evaluation focuses on the development of the programme and analysing the different resources that are required to implement the programme. The process evaluation focuses on (Logola, 2007:15-16):

- the implementation of the curriculum by delivery institutions to determine consistency and changes necessary to achieve the programme outcomes;
- programme inputs to determine their adequacy in meeting the programme goals;
- assessment procedures to determine whether they measure what they purport to measure and what changes are necessary to meet programme outcomes and results;
- levels of participation by councillors and municipal managers to determine the factors that would need to be changed to improve participation levels;
- programme efficiencies and systems that facilitate programme implementation including staffing systems;
- structure and other relevant programme issues and
- possible elements that may facilitate the continuation and replication of the programme.

 The process evaluation focuses on the implementation of the Municipal Leadership Development Programme. The evaluation aims at assessing the programme and developing indicators to measure the effectiveness of the programme and the functioning of the programme.

The outcome evaluation is concerned with developing lessons about what worked and what did not and the reasons why,(Logola, 2007:15-16):

- determine the exact programme outcomes and what led to those outcomes and
- consider efficiency in the definition of the span and locus of control.

Outcome evaluation evaluates the effects of the programme after it has been implemented, the assessment of whether the objectives of the programme have been

reached and a review of the lessons to be learnt in the further improvement of the programme.

The current evaluation framework of the Municipal Leadership Development Programme is restricted in two ways. Firstly the evaluation framework is restricted in that it is based on validation. Critten (1995:158) states that *validation* is about measuring whether the course has delivered what it promised in terms of its published objectives; whereas *evaluation* is about making a judgement about the effect of putting those objectives into practice. Secondly, the framework lacks a gender focus in that it does not indicate the consideration of gender differences when evaluating the leadership development of councillors in local government. The assumption that gender is a component that can be integrated into existing evaluation traditions is problematic. This is a problem given the existence of differences in leadership styles and the differences in learning styles between men and women.

When evaluating the impact of leadership development programmes, it is vital to note that leadership styles will not be the same in both men and women leaders. This does not mean that the programme is ineffective, however, that there are differences in leadership and learning styles that have to be taken into account in leadership development. Issues that are gender-specific have to be incorporated into aspects of programme development, implementation and evaluation.

This research study is therefore significant as it aims to investigate the gaps in the current evaluation framework, which might hinder the effectiveness of leadership development programmes in local government with specific reference to the Municipal Leadership Development Programme. The research is also important in order to provide a comprehensive gender evaluation framework for evaluating leadership development programmes in local government where women participate.

The objectives of the proposed research study will be:

- to describe the current environment within which the leadership development programmes for women in local government are implemented ;

- to explain the shortcomings in the evaluation framework for the Municipal Leadership Development Programme offered by the Local Government Leadership Academy ; and

- to propose a comprehensive gender evaluation framework for the evaluation of leadership development programmes aimed at women in local government and offered by the Local Government Leadership Academy.

The research question guiding the study is: To which extent will a comprehensive gender- specific evaluation framework ensure the success of leadership development programmes aimed at women in local government?

1.5 RESEARCH METHODOLOGY

According to Silverman (2001:4) methodology refers to "the choices made about cases to study, methods of gathering data, and forms of data analysis in planning and executing research study". Research methodology focuses on the process of research and the tools that can be used in the research process. This research study uses a qualitative research methodology. McNabb (2004:314) states that *qualitative research* refers to a collection of words, symbols, pictures or other non-numerical records that are collected for the purpose of answering a research question. Bryman (2004:266) refers to *qualitative research* as a strategy that usually emphasises words rather than quantification in the collection and analysis of data. For the purpose of this research study, the qualitative approach provides a deeper understanding of the research problem by providing detailed descriptions of situations, events, interactions as well as direct quotations from people about their experiences, attitudes and beliefs. This will allow the identification of challenges experienced in the evaluation of the Municipal Leadership Development Programme. In order to answer the research question and achieve the research objectives, it is necessary to interact with the different stakeholders involved in the planning, execution, participation and evaluation of the Municipal Leadership Development Programme.

The research was conducted using the case study method. A case study is used when examining a single case in a structured way. The Local Government Leadership Academy and its Municipal Leadership Development Programme were the case study for the research. The aim is to determine and evaluate the effectiveness of the Local Government Leadership Academy with reference to the evaluation of leadership development programmes aimed at women councillors in local government.

1.5.1 Instruments of data collection

With the aim of attaining the research objectives, the following qualitative data collection methods were used, namely interviews, analysing texts and documents as well as a focus group. The data collection methods allow the description of the experiences of the participants in the leadership development programme and also the in-depth description and explanation of the current environment for leadership development of women in local government.

Interviews provide the validity that observation lacks in that the data will not be based solely on the perceptions of the observer, but also on those of the participants in the leadership development programme. The interviews were unstructured and consisted of open-ended questions. De Vos, Strydom, Fouche and Delport (2005: 28) assert that open-ended questions enable the researcher to understand and capture the points of view of participants without prior selection of questionnaire categories. The advantage provided by interviewing is depth and detail. Interviews provide an opportunity to ask for clarity and to seek further explanation, which data collection methods such as questionnaires and surveys do not provide.

The interviews were conducted with the parties directly involved with the implementation, facilitation and roll-out of the Municipal Leadership Development Programme. This includes the Local Government Leadership Academy Competency Profiling Team as well as the Curriculum Development Team (Appendix A). The different teams are responsible for the conceptualisation of the Municipal Leadership Development Programme. The team of facilitators involved in the roll-out of the

Municipal Leadership Development Programme formed part of the participants interviewed (Appendix B). The Local Leadership Development Academy did not have the contact details of other facilitators who were involved in the facilitation of the Municipal Leadership Development Programme and in this regard, only one facilitator participated in the research study.

Focus group interviews also formed part of the data collection instruments. According to Hannum (2004:17), focus groups should be used to obtain qualitative information from a group of individuals that have had a similar experience (Appendix C). For the purpose of the research the similar experiences were the participation in the Municipal Leadership Development Programme offered by the Local Government Leadership Academy. An advantage provided by this method of data collection is that it will capture the experiences of individuals and the interaction among the participants and allow the researcher to get clarification, explanations and be provided with examples. Four women councillors from the Sedibeng District Municipality constituted the participants in the focus group.

The aim of the focus group was to determine the shortcomings and challenges as well as the strengths of the current evaluation framework for the Municipal Leadership Development Programme in order to develop a gender evaluation framework for the leadership development programmes offered to councillors in local government. Maree (2008:90) states that in focus groups participants are able to build on each other's ideas and comments to provide an in-depth view. The women councillors who participated in the Municipal Leadership Development Programme were interviewed.

The participants were selected through the purposive sampling method, whereby information-rich participants with both depth and breadth of experience and who share commonalities are identified. For the purpose of this research, the commonalities were the fact that the participants in the focus group are all women councillors in local government who participated in the Municipal Leadership Development Programme.

The original intent was to use three focus groups as a data collection method. However, the difficulty in arranging focus groups with councillors in the year leading up to and in the year in which local government elections took place resulted in adapting the original method to include individual in-depth interviews with participants from the remaining two municipalities. Individual telephone interviews were held with 18 women councillors asking the same questions as those asked to the focus group. Women councillors from the Greater Sekhukhune District Municipality as well as from the Gert Sibande District Municipality who participated in the Municipal Leadership Development Programme were interviewed. The purpose of these interviews was to obtain their views, opinions and experience regarding the Municipal Leadership Development Programme. One of the advantages provided by qualitative research is the prospect of flexibility. Bryman (2004:283) is of the view that qualitative research allows the researcher to change direction in the course of research more easily than quantitative research would allow. Quantitative research tends to have a built in momentum once the data collection is underway. The flexibility of qualitative research for the purpose of this study in the circumstances surrounding focus group interviews allowed the method to be changed to individual interviews with women councillors. For the purpose of this research Individual interviews were also conducted with the programme coordinators from each of these municipalities (Appendix D).

De Vos *et a*l. (2005:57) state that an ethical code of conduct aims to avoid fake interviewing, inaccurate reporting or bias shown in favour of the researcher's problem statement. Kumar (2005:212) states that in every discipline it is considered unethical to collect information without the knowledge of the participants, without their expressed willingness and informed consent. *Informed consent* means that the participants are aware of the information required from them, the reason for the research, the purpose of the research and how the research will directly or indirectly affect them. In this regard prior to participating in interviews, a letter of informed consent was obtained from the participants is obtained (Appendix E). The participants provided their informed consent for participation in the interview. In the case of the telephone interviews, the letter of informed consent was read to the participants, explaining the purpose of the study and

the voluntary nature of the interviews. The aim of the research as well the significance and the reason for the interviews was clearly explained.

As a method of data collection, document study also forms part of the data collection methods used. Maree (2008:82) states that document study as a data gathering technique focuses on all types of written communications that may shed light on the phenomenon under study and further asserts that this may include published and unpublished documents, reports, newspaper articles and administrative documents. For the purpose of this study, the documents used include published and unpublished documents from the Local Government Leadership Academy relating to the Municipal Leadership Development Programme.

1.6 DEFINITION OF TERMS

In the study, specific terms, which relate to the discipline and its functions and/or spheres will be used. These terms will now briefly be defined.

1.6.1 Public Administration and public administration.

Public administration is both an academic discipline as well as an activity. *Public Administration* is a university subject, which studies the way in which a country functions, tries to explain why the country functions as it does and seeks to obtain a good knowledge and understanding of its administrative systems (Gildenhuys,1988:9). The activity, *public administration*, is focused on implementing and executing the policies made by the legislature. As an activity, *public administration* includes all the functions implemented and decisions made by public officials in the execution of these policies. It can be said that public administration is the activity of government that serves the public by implementing policies to enhance and improve service delivery. In implementing policies the different generic functions of public administration are vital. Cloete (1997:150) identifies the following generic functions of public administration, namely policy-making, organising, financing human resource management, work process and control.

For the purpose of this study, the human resource management function of public administration is the central focus. Section 195 of the *Constitution of the Republic of South Africa*, 1996, states that public administration should provide services economically, effectively and efficiently, and also places the obligation that public administration should be broadly representative of the South African people. It can therefore be said that since the implementation and execution of policies in government are done in all three spheres of government, the activities of both elected and appointed officials in the national, provincial and local sphere of government constitute the activity of public administration. This study focuses on the local sphere of government in relation to specific elected officials, namely women councillors.

1.6.2 Local government

The local sphere of government consists of municipalities, which must be established for the whole territory of the Republic of South Africa. The executive and legislative authority of the local sphere of government is vested in the municipal council. The local sphere of government consists of three categories of municipalities. Chapter 7 of the *Constitution of the Republic of South Africa,* 1996, states that a Category A municipalities has exclusive municipal executive and legislative authority. Category B municipalities share executive and legislative authority with Category C municipalities within which they fall. Category C municipalities are municipalities that have municipal executive authority which includes more than one municipality as is the case in all three municipalities participating in the Municipal Leadership Development Programme. As defined in the White Paper on Local Government, 1998, *developmental local government* is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of lives.

The chairperson of the municipal councils in which the executive and legislative authority of the municipality is vested is a councillor. In local government, there are two different types of councillors namely; proportional representation councillors and ward

councillors. Proportional representation councillors are councillors elected through a system where the electorate votes for a party and the party decides on a candidate who will represent the party as councillor. Ward councillors are councillors directly elected for by the electorate in a particular ward.

Paralegal (ND: 4) states that metropolitan and local municipalities, are composed differently from district municipalities. In both metropolitan and local municipalities half of the councillors are proportionally representative councillors and the other half are ward councillors. The Category C municipalities, district municipalities, however, consist of two levels, the local level and the district management area level, the district management area level falls directly under the district council and has no local council. Of the councillors 40% are elected through proportional representation and the other 60% are drawn from, firstly, elected councillors of local municipalities and secondly, representatives from any district management areas in the district who have already been elected by voters in the area. For the purpose of this research study the term councillor refers to all types of councillors including proportionally representative councillors and ward councillors. This research study focuses on women councillors in local government.

1.6.3 Political-administrative interface

The political-administrative interface is explained by Thornhill (2005:182) with the practical example of a motor vehicle. The public administration and politics interface is where the tyre hits the road. In the case of a motor vehicle, the bonding between the tyre and the road determines the extent to which the driver is in control of the vehicle. If the bonding is insufficient due to tyre failure or road inconsistency, the vehicle tends to move in any direction but forward. By this it is meant that the executing authority is the tyre and the political office-bearer is the road, there has to be a relationship of trust and the responsibilities need to be clear. To avoid confusion and to enable the municipality to provide services economically, effectively and efficiently. For the purpose of this study, the political office-bearer refers to the councillors in local government and the

executive authority refers to appointed municipal officials responsible for the implementation of policies.

Councillors in local government give political direction and leadership in the municipality. Councillors, through their various parties, determine the policies of the municipality. Officials have the function of working with the council to implement these policies and take the leadership direction from the councillor. The officials are responsible for implementing these policies. There should be clear lines of accountability and a separation of roles (Paralegal, ND: 8). A councillor should not interfere in the management or administration of a department, for example, by giving instructions to municipal employees or interfering with the implementation of a council decision. It is important to note that councillors and municipal officials have to work together, but there should be no interference in the execution of their duties.

Some of the challenges identified by Logola (2008:8) and faced by local government councillors are the various interface levels for councillors and municipal managers including interaction with issues of traditional leadership and the maintenance of democracy, as well as the fulfilment of diverse political interests and dealing with lobby groups and individuals. The separation of politics from administration dates back to the 18th century, and continues to be an issue of great debate to this day. This study asserts that in carrying out their duties in council, councillors are required to provide leadership to municipalities and should not do this through interference, but in collaboration with municipal officials.

1.6.4 Leadership

According to Brache (1983:120), *leadership* is the process of defining current situations and articulating goals for the future, making decisions necessary to resolve the situation or achieve the goals and gaining the commitment from those who have implemented these decisions. Therefore, leadership can be regarded as the responsibility that a person takes over a number of people in order to motivate them to reach a particular goal. For the purpose of this research study, councillors are required to provide

leadership to municipalities and enable municipal officials to be able to implement the policies that are provided by council. This means that councillors in local government influence the work of municipal officials in order to carry out the policy decisions of the political parties they represent. This study deals with leadership in the local government context with a specific focus on providing a n evaluation framework for the leadership development of women.

1.6.5 Leadership development

Leadership development focuses on enhancing the capacity of those in leadership roles to be able to carry out their roles and achieve improved organisational performance (Hannum, 2004:5). Leadership development builds the skills, knowledge and abilities of a leader in order to develop and improve his or her competence. In the local government context leadership development aims to developing the skills of senior elected and appointed officials to ensure that they have the competence necessary for improved service delivery. In order for councillors to carry out their leadership roles effectively, they must be capacitated with the leadership skills to be able to lead. The leadership development of councillors is therefore vital. The Municipal Leadership Development Programme is a programme that is aimed at developing the leadership skills of men and women councillors in local government. This research study focuses on the women councillors who participate in the Municipal Leadership Development Programme offered by the Local Government Leadership Academy.

1.7 CHAPTER OUTLINE

Chapter 1 of the research study focuses on introducing the topic, providing background information and offering a motivation for the study. The chapter discusses the research methodology, instruments and population involved in the study as well as details of how the data will be presented. Chapter 2 describes the current environment in which leadership development of women in local government is implemented by the Local Government Leadership Academy. The environment is divided into the external and internal environment.

Chapter 3 identifies the challenges in the current evaluation framework used by the Local Government Leadership Academy in the evaluation of its leadership development programmes with specific focus on the Municipal Leadership Development Programme. Chapter 4 proposes a comprehensive gender evaluation framework for leadership development programmes aimed at women. Chapter 5 concludes the research study and proposes recommendations for improving the evaluation framework of the Local Government Leadership Academy.

1.8 CONCLUSION

This chapter focused on the research study with a specific reference to the leadership development of women in local government through the Municipal Leadership Development Programme offered by the Local Government Leadership Academy. The background of the Local Government Leadership Academy was provided, the motivation for the research as well as a discussion of the problem statement. Furthermore, the research methodology used in this research was identified and a discussion regarding the terms to be used was provided. The chapter concluded with a preliminary framework for the presentation of the data. The next chapter will focus on the environmental framework within which leadership development of councillors in local government is implemented.

CHAPTER 2

ENVIRONMENTAL ANALYSIS APPLICABLE TO LEADERSHIP DEVELOPMENT OF WOMEN IN LOCAL GOVERNMENT

2.1 INTRODUCTION

The previous chapter provided an introduction to the research study. This chapter focuses on the environment in which leadership development of women is implemented in local government. The chapter provides a discussion of the roles and functions of councillors in local government as these functions inform the training and development programmes in the local sphere of government. Chapter 2 places a focus on the external and internal factors impacting on leadership development programmes offered to women councillors in local government.

2.2 ROLES AND FUNCTIONS OF COUNCILLORS

Local government is the sphere at the forefront of service delivery. Local government has a developmental role in terms of Section 152 of the *Constitution of the Republic of South Africa*, 1996 and the *White Paper on Local Government,* 1998. Developmental local government requires political leadership which creates opportunities to account to the community over and above regular elections. Increased accountability ensures that the actions of the council resolve the aspirations of the community increase the legitimacy of the council and deepen local democracy*.*

Section 152 of the *Constitution of the Republic of South Africa,* 1996, identifies the objectives of the local sphere of government and states that local government has the objective to provide services to communities in a sustainable manner, to promote social an economic development, to promote a safe and healthy environment, and to encourage the involvement of communities and community organisations in the matters of local government. For the purpose of this study, the objectives of local government are the objectives which councillors as political leaders in local government should strive to achieve.

The central focus of this research study is the Municipal Leadership Development Programme offered by the Local Government Leadership Academy. The implementation and consequent evaluation thereof cannot be done without taking into account, firstly, the developmental role of local government and the roles and functions of councillors in local government in promoting the objectives of the developmental local government. Leadership development programmes, which aim to develop political leadership skills in local government, have to be evaluated in line with the roles and functions of councillors. As previously mentioned, leadership development is dual-goal oriented. This means that through participation in leadership development programmes both the individual councillors as well as the municipalities they serve have to benefit from the programme. To evaluate whether the leadership development programme is effective, the roles and functions of councillors have to be determined. For the purpose of this research study, the roles and functions of councillors serve as an indicator of the effectiveness of the evaluation framework used in developing the leadership skills of local government councillors. These specific roles and functions will now be discussed:

2.2.1 Representation

The word, *represent* means acting on behalf of or in place of someone else. Councillors have the role of representing the people in their electoral ward or political party. Makhubedu-Mametja and Bauer (2003:373) state that councillors have to ensure that the real needs and justified expectations of the residents are met. Municipal councillors have a duty to represent the views and needs of the community and present them to the council.

Councillors have the responsibility that the decisions they take must redress the past imbalances and provide access to services and opportunities (SALGA 2006:41). In order to achieve the result of promoting developmental local government, councillors will be expected firstly, to evaluate the policies and programmes of the municipality, secondly, to take into consideration the needs of the people they represent, and thirdly, to make recommendations that can improve these policies and programmes in line with the objectives of local government.

A representative democracy is one which identifies the needs of the people in the governing of their affairs, and further recognises that those that are elected to positions as the representatives of the electorate have to be aware of the dynamics which are of concern to the people they represent. Representation also necessitates accountability and transparency. *Accountability* means being willing to account for one's decisions and actions.

In executing their role of representation, councillors act as motivators, because a participatory democracy necessitates public participation in the governing of their own affairs. Therefore, councillors should use available opportunities to motivate voters to participate in local government affairs such as attending public meetings.

In order for councillors in municipalities to execute their function of representing the electorate, it is vital that these councillors portray specific leadership competencies. Firstly councillors should demonstrate their leadership competence through the ability to disseminate information, verbally communicate with the public at public meetings, listen effectively, and communicate the concerns of the community to the different stakeholders. Communication is the key to a councillor interacting with his or her community in a constructive way (SALGA, 2006:50).

This highlights the importance of communication skills to councillors since councillors have an obligation to relay the concerns of the public to the council and therefore must have the competence that will allow them to do so. The Local Government Leadership Academy, through its Municipal Leadership Development Programme, offers as part of the programme a module of effective communication skills, which teaches councillors, how to prepare and make a presentation, how to facilitate government-related communication, how to use proper communication tools and how to communicate at different levels of government including with communities. The effective training and development of councillors and the transfer of proper communication skills therefore constitute a vital part of leadership training to councillors in their role of representation.

2.2.2 The ward councillor as the chairperson of a ward committee

The *Local Government: Municipal Structures Act,* 1998 (Act 117 of 1998), Section 73(a), states that a ward committee consists of the councillor representing that ward in the council, who must also be the chairperson of that ward committee. This means that municipal councillors are legislated to serve on the council. The councillor of the ward committee is responsible for calling meetings for the election of the ward committees as well as convening regular ward committee meetings. Leadership competence for councillors is necessary to enable them to chair their ward committee meetings.

Botes (1996:227) states that municipal councillors will be able to participate meaningfully in committees if they are conversant with the council's by-laws, resolutions and other legislation affecting the sphere of local government. It can therefore be said that the skills that the Local Government Leadership Academy has incorporated into its Municipal Leadership Development Programme are vital to councillors in the effective execution of their role and function on behalf of their constituents and stakeholders at all spheres of government.

2.2.3 Councillors serve as facilitators of community and constituency input

The principle of participatory democracy means that citizens have the right not only to elect their representatives, but to participate actively in government decision-making on a continuous basis between elections. Councillors are expected to be in close contact with their constituencies and to keep the council informed of the real experience and views of residents in the municipality (SALGA, 2006:49).

Councillors have to facilitate a culture of public participation that allows for the views of the people to be heard and taken into account in the making of policies and the allocation of resources. It is therefore important that councillors are not only capacitated with proper communication skills but also with conflict resolution, problem-solving and negotiation skills. In their interaction with various stakeholders in local government, councillors will be faced with different views, which will require the ability to negotiate.

The Local Government Leadership Academy, in its skills development programme aims to capacitate councillors with problem-solving and analytical thinking. The programme explores the following topics, namely the need for negotiation skills, steps in the negotiation process, applying the steps in the negotiation process to an authentic situation and explaining strategies that could be used in negotiation. Makhubedu-Mametja&Bauer (2003:376) assert that a councillor has a role to perform as a defender of the rights of voters. If there are problems or issues that arise in the community, the first point of departure will be the councillor. The duty of the councillor therefore has to be to address the issues of the electorate and forward them to the council.

In line with the function that councillors have to perform, problem-solving skills are vital to the ability of councillors to function effectively. It is vital that councillors are trained in reacting in different situations and to negotiate with different stakeholders. Analytical thinking is also a necessary trait that councillors require in this regard and forms part of the Municipal Leadership Development Programme.

2.2.4 Councillors help to monitor municipal performance

Councillors in municipalities act as a key feedback mechanism for monitoring: whether the municipality's plans and programmes are achieving the intended effect, whether services are being provided in a way that is efficient and fair, and whether capital projects as committed to in the integrated development plans are actually taking place within a reasonable time frame. Municipal councillors have to communicate with stakeholders at different spheres of government, decisions have to be made to ensure effective service delivery to the electorate and these decisions are to be made by municipal councillors. The ability to make decisions, think analytically, communicate effectively and negotiate is a necessary component of leadership competence that councillors at the municipal sphere have to possess.

In performing these roles and functions, councillors in municipalities are required to portray leadership competence. The competence requires leaders to acknowledge the environment in which leadership takes place including the requirements of both the external and internal environment in which councillors execute their leadership roles.

This brings into relevance the importance of analysing the environment within which leadership development programmes in local government are developed, implemented and evaluated. The importance of this analysis is to determine the extent to which gender impacts on effective leadership development programmes to women councillors. The term *environment* refers to the total surroundings of an organisation. In this context, the environment consists of factors, internal and external, which have a direct and indirect impact on the Municipal Leadership Development Programme.

2.3 EXTERNAL ENVIRONMENTAL ANALYSIS OF LEADERSHIP DEVELOPMENT OF WOMEN IN LOCAL GOVERNMENT

The term *external* refers to an event or occurrence arising outside a programme or organisation. The external environment consists of determinants that do not directly have an impact on the Municipal Leadership Development Programme; however, which have an indirect impact on the programme. The external environment of leadership development of women in local government in this study consists of the political environment and the socio-economic environment.

2.3.1 The political environment

The political environment within which leadership development of women is implemented consists legislation and local government policies, which have an impact on leadership development at the local sphere of government.

As discussed in Chapter 1, South Africa is signatory to various international and regional agreements (see 1.4). The relevance of the international and regional agreements to this study is to draw attention to the importance that gender has not only to South Africa but to the international community. By signing these agreements, the South African Government committed itself, firstly, to promoting the equal rights of women in all aspects of government and secondly, to promoting the empowerment of women and thirdly, to putting an emphasis on gender and the extent to which gender should be taken into consideration in all government policies, programmes and procedures. Lastly, these agreements highlight a need for a focus on gender and the empowerment of women in all spheres of government including the local sphere.

In South Africa, various pieces of legislation promote a focus on gender, namely the *Constitution of the Republic of South Africa*, 1996. Section 1 of the*, Constitution of the Republic of South Africa,* 1996, states that the Republic of South Africa is one, sovereign, democratic state founded on the values of supremacy of the Constitution and the rule of law. Section 2 affirms the *Constitution of the Republic of South Africa*, 1996, as the supreme law of the Republic and that any law or conduct inconsistent with it is invalid and all obligations imposed by it must be fulfilled. The *Constitution of the Republic of South Africa,* 1996 is the law that sets the precedence for other laws in all spheres of government including the local sphere. Therefore, all requirements set out in the local government legislation have to be done in accordance with the constitutional requirements.

Chapter 2 of the *Constitution of the Republic of South Africa,* 1996 describes the Bill of Rights, which outlines the rights that all South Africans have. The right not to be discriminated against on the basis of race, gender or culture is protected by the Bill of Rights. In this regard, the *Constitution of the Republic of South Africa,* 1996*,* protects women from unfair discrimination on the basis of gender. This requirement extends to all spheres of government and therefore local government has to ensure that its policies and procedures do not discriminate against women in any manner. This requirement of equal treatment of women and men is an indication by the legislative authority to regulate the inclusion of women in all local government processes and to promote gender equality through a gender evaluation framework for the leadership development of women in local government.

Section 187 of the *Constitution of the Republic of South Africa*, 1996, sets out the establishment of the Commission for Gender Equality; Section 187(1) asserts that the Commission for Gender Equality must promote respect for gender equality and the protection, development and attainment of gender equality. The establishment of a Commission for Gender Equality highlights the intention by the Government to foster the inclusion of women in all spheres of government by promoting gender equality.

Gender equality entails that the underlying causes of discrimination are systematically identified and removed in order to give women and men equal opportunities. This

research study finds relevance in terms of the requirements of the *Constitution of the Republic of South Africa,* 1996*,* which stipulates that men and women have to benefit equally from development. Section 195 of the *Constitution of the Republic of South Africa,* 1996*,* outlines the principles of public administration. The *Constitution of the Republic of South Africa*, 1996, sets the priority for other pieces of legislation impacting on local government. The following are policies that specifically relate to the local government sphere:

The White Paper on Local Government, 1998, requires political leadership which represents the diversity of interests. Municipal councils which represent the diversity of interests in the local community are best able to provide credible and effective leadership. Municipalities should take active steps to ensure that representatives from groups which tend to be marginalised such as women, people with disabilities and the poor, are encouraged to stand for elections for local government, and build skills in areas such as public speaking, organising public meetings and fundraising. *The White Paper on Local Government,* 1998*,* places an obligation on local government to increase the representation of women in local government and this obligation has been achieved as is currently visible in the composition of local government councils.

The representation of women in local government is also necessitated by the *Local Government: Municipal Structures Act,* 1998*,* (Act 117 of 1998). *The Local Government: Municipal Structures Act,* 1998*,* (Act 117 of 1998) specifies that*,* as far as councillors elected by proportional representation from party lists are concerned, every party must seek to ensure that 50% of the candidates on the party lists are women and that women and men candidates are evenly distributed through the list. It can be argued that there is a legislative obligation on parties when compiling their party lists to ensure that women are equally represented on their party lists as candidates for election. The requirement of equal representation of women necessitates effectively capacitating women political leaders be effectively capacitated with leadership competence in order to ensure that above and beyond their political election they possess the skills to be able to lead. Leadership development programmes are vital in order to build the leadership competence of political leaders; and the subsequent evaluation thereof is of vital

importance to ensure that these leadership development programmes are effective. It is not only women's representation in government that matters, but the active participation in the sense of being able to contribute to decisions about policies and the allocation of resources that is of concern. The challenge is to translate formal equality, which is equality in terms of the *Constitution of the Republic of South Africa,* 1996, and before the law, into substantive equality which is the actual exercise of the right to equal participation and recognition.

Chapter 4 of *the Local Government: Municipal Structures Act,* 1998, (Act 117 of 1998) requires municipalities to develop a culture that promotes participatory governance and to create enabling conditions in order to achieve this. Chapter 7 of the *Local Government: Municipal Structures Act,* 1998, (Act 117 of 1998) provides for the creation of a participatory democracy. The new local government dispensation based on a culture of representative government where community needs are met and revealed.

The above discussion highlighted three important aspects that are relevant to this research study. Firstly, it is not only a moral necessity for women to be represented in the local government political structures but also a legislative obligation. This is highlighted by CEDAW, the Beijing Declaration and the *Constitution of the Republic of South Africa,* 1996*.* Secondly, South Africa is obligated to not only ensure formative equality through representation, but also to ensure participation and recognition of women in political structures, thereby promoting gender equality in all spheres including the local sphere. Lastly, the role of local government as well as the objectives that local government aims to achieve has to be fulfilled in line with women being equally represented and equally treated.

However, representation alone does not ensure that every other administrative function of local government takes gender into consideration. Substantive equality makes provision for human resource development since it is only with particular skills, competence and knowledge that women can participate effectively in political structures. In this regard, legislation pertaining to human resource development in local government is brought into cognisance.

Section 68(1) of the *Local Government: Municipal Systems Act,* 2000, (Act 32 of 2000) states that a municipality must develop human resource capacity to a level that enables it to perform its functions and exercise its powers in an economic, effective, efficient and accountable way. In order to ensure that human resource capacity is well developed, the programmes that are in place to build capacity have to be effectively evaluated. Effective evaluation of leadership development programmes in local government constitutes evaluation, that, which, takes into consideration the increase in the participation of women in political structures, and secondly, incorporates a gender focus on the basis that gender evaluation leads to the empowerment of women.

It can therefore be argued that the development and training of councillors are vital to equip these councillors with the skills and leadership competence which ensures that the municipality is able to carry out its functions effectively. In developing the human resource capacity of municipalities through the provision of leadership development programmes that are offered to councillors, local government ensures that the appropriate recognition be given to the leadership role and function of councillors.

The impact of the *South African Qualifications Authority Act*, 1995, (Act 58 of 1995) as well as the *Skills Development Act*, 1998, (Act 97 of 1998) has to be taken into consideration as these Acts regulate skills development initiatives in all spheres of government.

The South African Qualifications Authority Act, 1995, (Act 58 of 1995*)* was established with the purpose of providing for the development and implementation of the National Qualifications Framework (NQF) and to establish the South African Qualifications Authority. *The South African Qualifications Authority* 1995 (Act 58 of 1995) *,*aims to create an integrated national framework for learning achievements, which means that all qualifications that are registered with the South African Qualifications Authority are recognised as formal qualifications. *The South African Qualifications Act* 1995 (Act 58 of 1995) finds relevance to this study in that the central focus of this study, the Municipal Leadership Development Programme, is registered with the South African National Qualifications Authority and is on the National Qualifications Framework Level 4.

Table 2.1 depicts the National Qualifications Framework in order to indicate where the Municipal Leadership Development Programme is placed in the framework. The importance of the table is also to indicate the academic value of the Municipal Leadership Development Programme. The evaluation of leadership development also focuses on the recognition of the qualification and the academic value that councillors will receive from obtaining this qualification.

The South African Qualifications Authority Act, 1995 (Act 58 of 1995) prescribes guidelines for determining the NQF level of qualifications. If leadership development programmes in local government are registered with the South African Qualifications Authority they are implemented under this authority. In relation to the *South African Qualifications Authority Act* 1995 (Act 58 of 1995) the *Skills Development Act* 1998 (Act 97 of 1998) also has an impact on leadership development programmes in local government.

Table 2.1: National Qualifications Framework

NQF	BANDS	QUALIFICATIONS
8	**Higher education and training**	**Doctorates and research master's degrees**
7	**Higher education and training**	**Honours: postgraduate diplomas and certificates**
6	**Higher education and training**	**First three-year degrees and diplomas**
5	**Higher education and training**	**Two-year diplomas and occupational certificates**
4	**Further education and training**	**High school/NGO/College certificates/Grade 12**
3	**Further education and training**	**School/NGO/college certificates**
2	**Further education and training**	**School/NGO/college certificates**
1	**General education and training**	**Grades 4-9 , ABET 1-4**

Adapted from: Republic of South Africa. 2007. Local Government: Municipal Systems Act: Draft Competency Guidelines: Generic section 57 managers' managerial competency framework and specific occupational competency profiles. Notice no. 29723. Government Gazette, 23 March 2007.

The Skills Development Act, 1998 (Act 97 of 1998) aims to provide an institutional framework to devise and implement national sector and workplace strategies in order to develop and improve the skills of the South African workforce and to integrate these strategies with the National Qualifications Framework contemplated in the *South African Qualifications Act* 1995 (Act 58 of 1995*).* The Municipal Leadership Development Programme is a skills programme, which aims to provide leadership skills to councillors in local government and in this regard falls under the scope of the *Skills Development Act*, 1998 (Act 97 of 1998).

*The South African Qualifications Act,*1995 *(Act 58 of 1995)* and the *Skills Development Act* 1998 (Act 97 of 1998) regulate skills development on all spheres of government including the local sphere of government and are therefore vital in the implementation of leadership development programmes. However, the local sphere of government in addition has policies specifically related to skills development. This includes the National Capacity Building Framework for Local Government, 2007.

The National Capacity Building Framework for Local Government, 2007, was drafted based on the requirements of the Presidential Coordinating Commission in 2001, which calls for "the development of a national capacity building framework which is differentiated to take into account the different provincial and local government circumstances and which would define the role of provinces in supporting local government. The framework needs to focus on building strong political and managerial leadership at a local level" (National Capacity Building Framework for Local Government, 2007:21).This statement highlights the need for leaders in local government that are skilled and knowledgeable in order to be able to approach the issues and challenges that are specific to local government. This can best be done through leadership development of councillors. Leadership development will ensure that leaders and more specifically women leaders will be prepared to handle their leadership responsibilities.

The intention of the National Capacity Building Framework for Local Government, 2007, is to define the impact that must be made on municipal capacity by 2011. The Municipal Leadership Development Programme as a skills development programme is implemented in terms of the scope of the National Capacity Building Framework for Local Government, 2007. The National Capacity Building Framework for Local Government, 2007, aims to provide a set of overarching goals for local government, namely:

- build on the foundation of ongoing capacity building;
- provide a framework for a package of support based on government-wide and local priorities; and
- Manage and ensure a more enabling environment for capacity support (National Capacity Building Framework for Local Government, 2007:22).

It is vital that all capacity building initiatives are implemented in local government taking into consideration the capacity building challenges that municipalities have to meet by 2011 and also that leadership development programmes in local government are evaluated based on their relation and relevance to the capacity challenges of municipalities and the impact that these leadership development programmes make on municipalities. The National Capacity Building Framework, 2007, relates to this study as it highlights the need for strong political leadership in local government, therefore, creating significance for leadership development programmes to equip political leaders with the skills required by municipalities require in order to reach their developmental roles. However, the provision of leadership development alone does not ensure that participants, namely councillors, will obtain these skills. Only through evaluation can the impact of these programmes be realised. Evaluation of leadership development is consequently necessary.

Evaluation, however, in itself has to include the differentiation of gender between men and women. In this regard the Local Government Gender Policy Framework, 2006, is relevant for this study. The Local government Gender Policy Framework, 2006, seeks to create an enabling environment for all municipalities and local government stakeholders

to implement programmes aimed at achieving gender equality and women's empowerment (Local Government Gender Policy Framework, 2006:1). The Local Government Gender Policy Framework, 2006, aims to promote the integration of gender equity and equality and women's empowerment in local government development programmes and service delivery.

An increase in the number of women councillors in a municipality, the number of women in ward committees and the effective participation of women in the IDP Representative Forum is a long-term success indicator of the successful implementation of the gender policy (Local Government Gender Policy Framework, 2006:51). Creating an enabling environment for equal gender representation can be effectively achieved if there are knowledgeable, competent and able women in local government who can take up leadership roles.

This study finds its contextualisation in terms of the requirements of the political authority. Firstly, the political authority promotes the equal representation and treatment of women in all spheres of government including the local sphere of government. However, the assumption that representation alone or the presence of women automatically redefines power relations at different spheres of government, specifically the local government sphere, is problematic. Equality not only in numbers, but equality that supports the representation of women in political structures, by ensuring that men and women contribute to development and benefit equally from development, is what should be promoted and protected.

 The political authority provides for specific objectives that local government has to achieve and further asserts that municipalities must build their capacity in order to promote the objectives of a developmental local government. Furthermore, when women are represented in politics, their roles remain, for the most part, defined narrowly in gendered terms around their perceived competencies and skills and not in terms of the broader constituency of women who have power to change and influence policy (Naidoo, 2000:50).

This necessitates particular skills, knowledge and competencies, which include leadership skills. Leadership development and training therefore become vital to ensure that women political leaders are continuously being developed with the skills and competencies in line with the developmental local government and also to ensure that women leaders are seen not as tokens of representation of gender-balanced numbers but are seen as leaders who are fully capacitated with leadership skills. However, as previously mentioned, the effects of leadership development programmes can only be realised through monitoring and evaluation. As women represent the majority in municipal councils, this entails the monitoring and evaluation of programmes in which both women and men participate, which brings into significance the acknowledgement of gender differences.

The Local Government Gender Policy Framework, 2006, acknowledges these differences and further aims to mainstream gender in all aspects of local government including human resource development. Women in South Africa have emphasised the need to ensure a gendered approach in all spheres of government responsibility: legislative, policy and planning activities (Naidoo, 2002:49). In this regard, specific gender evaluation becomes significant to ensure that gender is not only taken into account in representation but that the human resource initiatives that are aimed at supporting the representation of women and the evaluation thereof reflect gender awareness in every aspect.

A gender evaluation can be contextualised in the political environment in various ways; firstly, the political obligations placed on local government require that in achieving its developmental role, local government has to incorporate the inclusion of women in all aspects. This requirement means that women should not be discriminated against on the basis of gender. The representation of women in local government is legislated by legislation such as the *White Paper on Local Government,* 1998*,* as well as the *Local Government: Municipal Structures Act,* 1998 (Act 117 of 1998)*.* Representation of women in local government political structures should be supported by human resource development practices, such as leadership development of councillors in local government. However, the value of leadership development programmes can only be

ascertained through monitoring and evaluation. There is a need for a gender focus in leadership development evaluation, given the differences in leadership and learning styles of women and men, as well as the need for gender equality in all aspects of political life, which necessitates the need for women and men to benefit equally from development. The reason for this is that gender evaluation that builds in gender at every aspect empowers women and promotes gender equality, which is a core principle entrenched in the *Constitution of the Republic of South Africa, 1996*, and which also cascades to other pieces of local government legislation and policies.

2.3.2 The socio-economic environment

The *socio-economic environment* is defined as the environment developed by humans as contrasted with the natural environment being society as a whole, in its relation to the individual. Factors in the social environment that have an impact on leadership development of women include the masculine model of politics, cultural norms, values and attitudes towards women and low levels of education.

In the social environment, a cultural system is found, which is the society's basic beliefs, attitudes, role definitions and interactions. Nieuwenhuizen and Rossouw (2008:20) state that the *cultural environment* can be regarded as part of the social environment, because the cultural component includes social aspects such as religion, tradition and language.

2.3.2.1 Impact of traditions

Strong emphasis is placed on tradition in the African society. In African culture, women are sidelined in decision-making and the men make decisions on behalf of the women. Women are seen as the caregivers and they are responsible for the role of caretaker in the household.

Alexandra (2004:46) asserts that on the African continent, the place of the woman is in the kitchen and not in the midst of men debating and taking political decisions. Traditional authorities at the local sphere of government are significant because during

the apartheid era, governance of rural areas in South Africa was carried out by traditional leaders.

Letsholo (2006:4) states that the influence of traditional leaders spreads across six of the nine provinces and further asserts that there are about 10 000 traditional chieftains in South Africa who exercise a substantial influence over communal tribal land. Given that control of land falls under traditional leaders who believe that women cannot be active decision-makers, the control of land in the case where the husband dies, rather than being given to his wife is passed on to the closest male relative. Women still remain at a disadvantage because they are ruled by tradition.

Traditional leaders still occupy a significant role in local government to this day which is highlighted by the *Traditional Leadership and Governance Framework Act,* 2004 (Act 41 0f 2003). The *Traditional Leadership and Governance Framework Act,* 2004 (Act 41 0f 2003) validates the role of chiefs in local government and clarifies the position of traditional authorities that must now operate in and alongside local government structures. Of significance to this research study is the role that women are accorded in African tradition. Tradition places the woman as subordinate to men and therefore women are not allowed to participate in decision-making with men. This poses a barrier to women councillors who occupy leadership positions as these women face opposition from not only their organisation but societal tradition as well.

There is a need for gender evaluation of leadership development programmes of women in local government because evaluation with a gender-specific focus will take into cognisance the barriers that women face when compared with male councillors. Evaluation which is not gender-blind will not evaluate men and women in the same way given the challenges that are specific to women councillors. The impact that tradition has on the effectiveness of women calls for gender differences to not only be acknowledged but also incorporated into leadership development evaluation.

2.3.2.2 The masculine model of politics

Councillors in local government are political representatives. Gray and Mare (2002:5) assert that political life tends to be organised around a male lifestyle. Thus many meeting schedules, the lack of administrative support and the lack of infrastructure, such as child-care facilities are biased among those responsible for family care. Women are assigned the role of taking care of the household, and being care-giver is a role assigned by society to women; therefore the masculine model of politics does not take into consideration the various roles that women play in society. This leads to a barrier that prevents women from actively participating in political life. The masculine model of politics is a barrier to women being effective in political leadership roles and has to be incorporated into leadership development evaluation.

Another factor that impacts on the active participation of women in local government is the hostility or ridicule from male colleagues who feel threatened by women's presence. This was reflected by women councillors who were interviewed for the purpose of this research. They were of the view that they found that their skills and competencies were often not recognised and must confront sexist attitudes and behaviour, finding that they are often not afforded the same legitimacy and credibility as their male colleagues. The attitudes of society towards women are that they are subordinate to men therefore when women enter politics; the attitudes of their male colleagues tend to be negative towards them.

Sushma (2004) asserts that "it is very difficult for a woman to make up her mind to enter politics. Once she makes up her own mind, then she has to prepare her husband, and her children and her family. Once she has overcome all these obstacles then the male aspirants against whom she is applying make up all sorts of stories about her. And after all this when her name goes to the party bosses, they do not select her name because they fear losing their seat".

The masculine model of politics creates a necessity for gender-sensitive programmes in local government, taking into consideration gender differences and not only acknowledging them but incorporating gender-sensitive aspects in programmes that are

aimed at ensuring the active participation of women in local government. For the purposes of this research study, the masculine model of politics highlights that leadership development programmes in their implementation and evaluation have to take into consideration the challenges that women face, which are gender-specific. If the challenges that women face are not taken into account in the evaluation of leadership programmes and are not reflected in the programme implementation, then the full impact of these programmes will not be fully ascertained.

2.3.2.3 Low levels of education

An important factor that has an impact on leadership development programmes is the level of education among women. As previously mentioned, women in society hold a subordinate role to that of men. Women are seen as weak, they are also excluded from decision-making as the role of women is seen to be that of care-giver.

The *Constitution of the Republic of South Africa,* 1996, in Section 2 affords the right to education to all human beings; namely women, men and children, without discrimination on the basis of gender or race. Therefore, women and men have equal rights to be educated. Improving the level of education among women would reduce illiteracy, and would enable women to be literate enough to take part in politics because a lack of education influences access to a political career. For the purpose of this study, the level of education of women is vital. Women were not afforded the same education opportunities as men in the past, given the discriminatory practices that characterised South Africa.

It is important when evaluating the leadership development of women in local government to take into consideration the impact that the low levels of education among women have on leadership development. This has to be taken into account in all phases of leadership development including conceptualisation, implementation and subsequent evaluation. However, merely acknowledging the existence of low levels of education between men and women does not mean that gender is incorporated into the evaluation of leadership development. It is vital that gender differences are built into

every aspect of leadership development, hence the need for a gender evaluation of leadership development programmes.

2.3.2.4 Feminisation of poverty

Alexandra (2004:50) asserts that the term *feminisation of poverty* refers to three things, firstly, women have higher incidence of poverty than men, secondly, that women's poverty is more severe than men and lastly, that there is a trend to greater poverty among women associated with the high rates of women-headed households. Women are the biggest users of municipal services and a lack of water, electricity and health care facilities has a bigger impact on women than on men, because women spend more time taking care of the household and of their children. The increased number of women-headed households because of the tendency of men to move to the cities in search of employment means that poverty affects women more severely than men. If women are not employed and do not have access to education to be able to qualify for employment, then the impact of poverty affects the entire family and gives rise to high levels of poverty in society.

The socio-economic environment is an environment along with the political environment that brings gender evaluation of leadership development of women in local government into context in the broader context of leadership development. The feminisation of poverty is an obstacle that is gender-based. Women experience poverty more adversely than men and service delivery in local government impacts more on women given the societal roles that women are given.

The impact of tradition and the subordinate role given to women as well as the feminisation of poverty as discussed above, highlight the need to take into cognisance gender differences and not be gender-blind when evaluating leadership development programmes offered to women in local government. According to the *Gender Policy Framework for Local Government* (2006:79) *gender-blind* describes programmes, policies and actions that do not take gender inequalities into account. There is a need for evaluation to take gender into consideration, and build in gender at every aspect of

evaluation, hence a gender evaluation framework for the leadership development of women in local government.

The evaluation of leadership development programmes in local government is not conducted in isolation; it is impacted on by the requirements of the political environment and the requirements of the socio-economic environment. For the purpose of this study, these requirements have highlighted a necessity for gender-specific evaluation in leadership development programmes offered to women councillors in local government.

2.4 INTERNAL ENVIRONMENT

The internal environment consists of factors which have a direct impact on the Local Government Leadership Academy. These factors include motivation, knowledge and skills as abilities and attitudes.

2.4.1 Motivation

Robbins (1998:309) defines *motivation* as "the willingness to do something and is conditioned by this action's ability to satisfy some need for the individual". According to Chung (1977: 4) "motivation determines what an individual will do". Motivation is the key to individual well-being and organisational success. With regard to leadership development evaluation, councillors will participate in leadership development programmes if they have the willingness to do so. The willingness to participate in leadership development evaluation is derived from the councillors seeing the significance of the evaluation to both their individual well-being as well as the success of the organisation, which for the purpose of this study, is the municipalities the councillors serve. This study asserts that councillors will be motivated to participate in evaluation that there is gender-specific as this ensures that is no underlying hindrances to the effective evaluation of the impact of leadership development programmes.

For the purpose of this study the different motivational theories which outline factors having an impact on the willingness of councillors to participate in leadership development programme evaluation, will be discussed.

Maslow's hierarchy of needs is based on the premise that people are motivated to satisfy five basic types of needs organised in terms of a hierarchy, when one need is satisfied, a higher-order need arises. Bedian & Glueck (1983:138) state that adequate satisfaction of these needs triggers dissatisfaction at the next level. In terms of Maslow's hierarchy of needs, physiological needs such as food and water are lower order needs and self-actualisation is at the highest order of needs, these are realisation of one's potential. Leadership development can be regarded as self-actualisation needs, leading to realising one's potential. Leadership development evaluation of councillors therefore provides for the realisation of one's potential as councillors will develop their potential as leaders in local government.

Alderfer's ERG theory is based on three basic human needs, namely existence needs, relatedness needs and growth needs. According to Steers, Layman and Bigley *(*1996:16), *existence needs* are related to safety and physiological needs, whereas *relatedness needs* include social and interpersonal relationships and *growth needs* which include all those needs that relate to the development of human potential. Chung (1977:43) asserts that Alderfer's theory differs from Maslow's theory in that the lack of higher-order need satisfaction makes lower-order needs more important. Leadership development evaluation forms part of Alderfer's growth needs of developing the leadership potential of councillors and contribute to their growth. However, evaluation that does not build in gender considerations might overlook gender needs and therefore the impact and growth that women councillors might experience from their participation in leadership development programmes might not be ascertained.

According to Vroom's expectancy theory, *expectancy* is a person's estimate of the probability that a specific act or behaviour will result in a specific outcome or reward. The greater the estimated probability, the more likely a person will be motivated to act (Bedian and Glueck1983:149). Women councillors participated in the Municipal Leadership Development Programme in order to develop their leadership competence. Leadership development evaluation is necessary to determine whether the desired competence has been developed. In terms of Vroom's expectancy theory, councillors participate in leadership development programmes expect to be rewarded through

developed leadership competence. This study argues that an evaluation framework that determines the extent to which the leadership competence of women councillors is developed through their participation in the Municipal Leadership Development Programme is effective in meeting the expectations of these women.

Motivation is a vital component of human resource development and by extension leadership development. Motivation of participants in training and development relates to the problem that was identified in Chapter 1, namely that councillors should not only undergo training simply because training is good. However, they should undergo training because there is a genuine need for training and that because participants identify the value of the training in their growth and development. It is through evaluation, however, that the growth and development of participants in training can be determined; it is in this regard this study aims to propose a gender evaluation for leadership development of women in local government.

2.4.2 Attitudes

An *attitude* is defined by Bedian and Glueck (1983:117), as an individual's predisposition to evaluate an object in a positive (favourable) or negative (unfavourable) manner. Although attitudes are never seen or felt, they are inferred, and they can make a difference between an individual's success or failure. It can therefore be said that the attitude that councillors have towards their work and how they view their participation in leadership development evaluation and the impact of it on their work will have an impact on the effectiveness of the leadership development programme evaluation.

 Bedian and Glueck (1983:118) identify two opposing attitudes towards work, firstly, that work is a means to an end, which is unpleasant, but must be done in order to reach the ends desired to earn a living. If a councillor in local government perceive his or her participation in leadership development programme evaluation as unpleasant and as a means to an end then the attitude will be negative and have a negative impact on the councillor's participation in leadership development programmes. The second attitude that councillors might have towards their work is that work is an end in itself and is very satisfying. A person gains self-fulfilment through work. Councillors who perceive

participation in leadership development evaluation as satisfying and a goal in itself will therefore portray a positive attitude towards participating in the leadership development programme evaluation and will have a favourable impact on the effectiveness of leadership development evaluation.

An important aspect of leadership is the perception of task competence (Bierna and Fuegen, 2001:707). It is generally perceived that men are more competent than women in leadership roles. This stereotype affects evaluations of individual women. *Task competence* refers to an individual's ability to perform a particular task. Men are generally perceived to be more competent than women as leaders and therefore the way men and women are perceived is different and based on gender stereotypes.

Heilman (2001:657) states that the perceived incongruity between stereotypically based attributes ascribed to women (e.g. kind, caring and relationship-oriented) and the attributes described to men (e.g. tough, forceful and achievement-oriented) believed to be necessary for success at male gender-type jobs, is thought to give rise to expectations that women will perform poorly in these positions; and the greater the perceived lack of fit, the more negative the expectations. It is necessary to acknowledge and take into consideration the existence of negative attitudes associated with women in leadership positions, attitudes that are gender-specific. This study argues that a gender evaluation framework for leadership development will not only consider but will also acknowledge and build in the existence of these attitudes into leadership development evaluation.

2.4.3 Knowledge and skills

Robbins (1998:28) defines *skills* as the ability to demonstrate a system and sequence of behaviour, which is functionally related to attaining a performance goal. According to Bass (1959:101) knowledge, such as how to evaluate a subordinate's performance, skill, such as how to prepare clear instructions; and ability, such as how to speak fluently may be involved in what a leader needs to help a group. In the context of leadership development of councillors in local government, the roles and functions that have been identified earlier in this chapter require that councillors have particular skills.

This study in analysing the internal environment in which leadership development programmes are implemented by the Local Government Leadership Academy, focuses not only on what the programme offers in terms of content and facilitation but also on the actual transfer of knowledge and skills that councillors are expected to have after completing the leadership development programme.

The internal environment impacts on leadership development of women in local government and creates a context for gender-specific evaluation. Rutherford (2001:329) asserts that women were generally evaluated negatively when they exhibited leadership characteristics that were seen to exemplify men, that is, task-oriented, directive or autocratic behaviours. These characteristics are not seen as appropriate for women. When women display similar traits to men, they are often criticised as masculine. Eagly (2007:4) concurs that when women are evaluated as competent in a male sex-type role; they are disliked more than their male colleagues. These perceptions may contribute to the under evaluation of women and delay the recognition they are entitled to receive in order to move ahead in organisations, particularly when women perform well in domains that have been seen as male-oriented. It can therefore be deduced that it is necessary to build gender considerations into the Municipal Leadership Development Programme in order to ensure that women councillors who participate in this programme are not underevaluated.

Heilman (2001:657) asserts that because of gender biases and the way in which they influence evaluation in work settings, being competent provides no assurance that a woman will advance to the same organisational levels as an equivalently performing man. Gender stereotypes and the biased evaluations they produce inhibit women from progressing upwards to the top of organisations. These are the stereotyped conceptions of what women are like and how they should behave.

Lyness and Hielman (2006:777) are of the view that a 'lack-of-fit model' asserts that expectations and stereotypes held about women play a role in evaluative processes because there is a tendency to perpetuate and confirm them. These expectations become the lens through which information is filtered, including what behaviour is attended to, how behaviour is interpreted and whether it is remembered when critical

decisions are made. As a consequence, the negative expectations resulting from perceptions of lack of fit detrimentally affect how women are regarded and how their work is evaluated when they are in traditionally male jobs. As stated in Chapter 1 of this study, since 1995 there has been an increment in the number of women councillors from 19% to 40% in 2006, this means therefore that previously, councils were dominated by men. It therefore follows that as the number of women in municipal councils increases, gender stereotypes and perceptions come into consideration. There is therefore a need to ensure that women councillors are not underevaluated as a result of a lack of consideration for gender stereotypes.

2.5 CONCLUSION

This chapter focused on the environment in which leadership development of women councillors in local government is implemented by the Local Government Leadership Academy in offering the Municipal Leadership Development Programme to councillors in local government. An analysis of the external and internal environment was provided focusing on factors that have a direct and indirect impact on the Municipal Leadership Development Programme. The factors highlighted the need for the acknowledgement of and incorporation of gender into leadership development programmes offered to women councillors in the local sphere of government. The chapter contextualised a gender evaluation framework for leadership development. The next chapter will focus on the current evaluation framework for the Municipal Leadership Development Programme in order to assess the extent to which gender considerations have been built into the evaluation of the programme.

CHAPTER 3

CHALLENGES IN EVALUATING THE MUNICIPAL LEADERSHIP DEVELOPMENT PROGRAMME

3.1 INTRODUCTION

The effective evaluation of leadership development programmes offered to councillors is imperative given the role that councillors as political leaders play in local government. Through evaluation of leadership development programmes, gaps and challenges that hinder the effectiveness of these programmes can be identified and recommendations can be made on how to improve the programmes. The previous chapter focused on the external and internal environment in which leadership development programmes offered to councillors in local government are implemented and consequently evaluated. The chapter highlighted the impact that gender has on the evaluation of leadership development programmes.

This chapter will assess the extent to which gender considerations were incorporated into the evaluation framework for the Municipal Leadership Development Programme. The chapter will investigate the extent to which the evaluation of the programme is effective in meeting the gender requirements of the external and internal environment pertaining to leadership development of women councillors in local government. The aim of this chapter is to explain the challenges and shortcomings in the evaluation of leadership development of women in local government.

The findings from the individual and focus group interviews will be presented in this chapter. The purpose of the focus group interviews was to get the perceptions of the women councillors who participated in the Municipal Leadership Development Programme in order to fully ascertain their views regarding the evaluation of the programme. The individual interviews served the purpose of getting the perspective of other stakeholders in the evaluation of the programme, namely the programme facilitators. The political programme co-ordinators from the municipalities who participated in the Municipal Leadership Development Programme were also

interviewed. The participants in the interviews included the members of the Local Government Leadership Academy responsible for the conceptualisation, development and implementation of the Municipal Leadership Development Programme.

3.2 PROFILE OF THE THE MUNICIPAL LEADERSHIP DEVELOPMENT PROGRAMME

The Local Government Leadership Academy was established in order to capacitate local government councillors with specific leadership competencies. These competencies are necessary to achieve the aims of a developmental local government and promote improved service delivery. The aim is to contribute towards the development of a broad base of politically mature leadership that can sustain democracy and strengthen sustainable developmental local government in South Africa (Logola, 2004:47).

The aim of the Local Government Leadership Academy is to develop an expanding leadership cadre that is self-confident, visionary, creative, tolerant, inspirational and committed to the development of others. This leadership will advocate and maintain relationships of integrity with people at all levels of society and the polity. The Municipal Leadership Development Programme was borne out of a need to develop leadership skills among municipal leaders (councillors and senior managers) to enable them to perform their duties in a professional manner. The programme's short- term objective was a change in attitude and commitment to service delivery. The aim was to develop leadership skills to make the councillors ready to work effectively and enable re-election in 2011 (COGTA, 2010).

The programme was developed from a needs analysis that was conducted prior to the establishment of the Local Government Leadership Academy. The needs analysis focused on certain key elements of local government, namely, firstly, the legislative framework governing the local sphere of government are the *White Paper on Local Government,* 1998, as well as the *Local Government: Municipal Systems Act,* 2000 (Act

32 of 2000). The leadership role that councillors and municipal managers must play in strengthening the sustainability of local government is extensive and daunting (Logola, 2007). The legislative framework for this role is provided in the two pieces of legislation mentioned above.

In order to evaluate the Municipal Leadership Development Programme it is important highlight the vital elements of the programme that have an impact on the evaluation. This will be done by means of a programme profile. The Municipal Leadership Development Programme profile is relevant to this study in order to explain the purpose of the programme, provide a brief history of the programme, and give a description of the target population and number of participants and other information that has an influence on the evaluation of the programme.

Since its launch in 2007, 17 district municipalities have participated in the Municipal Leadership Development Programme. Fourteen of these municipalities participated in the first phase of the programme, which is regarded as the pilot phase of the programme. This phase provided leadership skills development programme's to men and women who were elected and appointed in local government. Three district municipalities participated in the second phase of the programme; this phase of the programme had a specific focus on women in local government. The second phase of the Programme was implemented in collaboration with the Municipal Transformation Programme (CMTP) and various other stakeholders (Logola, 2008:1).

The pilot phase of the Municipal Leadership Development Programme began in 2007, 14 district municipalities were selected from the nine provinces to participate in the programme. The criteria for the selection of the municipalities were:
- the municipality would have been a former cross-boundary municipality;
- would have hosted a presidential *imbizo;*
- would be situated in one of the rural or urban nodes;
- would have had a skills audit report conducted on officials (Logola 2008:1)

The Municipal Leadership Development Programme was piloted in nine municipalities and the number further increased to 14 upon great demand from the other districts (Logola, 2008:1). The interviews with representatives of the Local Government Leadership Academy, however, reveal conflicting information on whether the programme started with nine or 14 municipalities. The first phase of the programme was conducted in order to develop lessons as to what worked and what did not prior to rolling out the Programme to other municipalities. The pilot phase of the Programme would lead to participants receiving the Certificate in Leadership Development registered with the South African Qualifications Authority.

Both phases of the Municipal Leadership Development Programme have to be included in this study to fully show the way in which the programme is fully implemented in local government. The evaluation framework for the Municipal Leadership Development Programme will therefore be analysed in order to determine and identify the challenges in its evaluation framework.

3.3 EVALUATION FRAMEWORK FOR THE MUNICIPAL LEADERSHIP DEVELOPMENT PROGRAMME

This section of the research study will describe and explain the current evaluation framework of the Municipal Leadership Development Programme in order to assess the extent to which gender considerations are built into the Programme evaluation.

3.3.1 Structural evaluation

The structural evaluation of the Municipal Leadership Development Programme refers to the evaluation of the programme prior to its implementation. Important elements in the structural evaluation include the need for and feasibility of the Programme, the development of the Programme content and the selection of facilitators. These elements are discussed below.

3.3.1.1 The need for and feasibility of the programme

The first aspect of the structural evaluation focused on the feasibility of the Municipal Leadership Development Programme and the extent to which there was a need for a programme to develop the leadership skills of elected and appointed officials in local government.

The former Department of Provincial and Local Government conducted viability reports which assessed the viability of municipalities and found human capacity gaps related to human capital deficiencies. The deficiencies were articulated as a lack of skilled and competent staff, councillor's lack of self-interest and commitment, poor community relations and political interference. These issues created a need for competent leaders to transform local government in order to meet its developmental role (Logola, 2004:7)

Interviews with organised local government revealed specific challenges that councillors face in local government, namely (Logola, 2007: 23):

- the complex nature of relationships at various municipal levels given the geographic and population diversity of rural and urban-based municipalities and the difference in skills required from councillors who are in the metros as against those that are in the districts;

- the various interface levels for councillors and municipal managers including interaction with issues of traditional leadership and the sustenance of democracy, as well as the fulfilment of diverse political interests and dealing with lobby groups and individuals;

- interaction between the councillors themselves and issues of political, cultural and gender diversity;

- the varied levels of issue orientation amongst councillors given that some are tasked with portfolios and are by definition more engaged in portfolio-related

issues and development challenges facing their municipalities than those without portfolio.

- the fact that many existing capacity building programmes focus on functional responsibilities of councillors such as finance, project management and other related fields to the exclusion of personal leadership dimensions. Moreover the interviews suggest that many of these capacity building programmes directed at councillors are poorly co-ordinated;

- the difficulty of balancing issues of ward committees and their sector interests given the voluntary nature of ward committees and the leadership demands and capacity expectations imposed on these elected officials;

- the tendency for councillors to interfere with administrative matters in the domain of appointed officials instead of providing leadership in this regard. To illustrate this, one municipal manager reported that a councillor entered his office. The manager politely enquired how he could help. The councillor indicated that he was there to monitor the performance of the official. The councillor wanted to see "what the official did from 08h00 to 17h00 because it was important that the municipality remains accountable to the community".

The Local Government Leadership Academy developed the Municipal Leadership Development Programme as a result of the developmental role of local government. The Municipal Leadership Development Programme arose from a need to equip the municipal leaders to achieve the aim of a society in transition and realise a well - grounded and advanced system of local government.

The Municipal Leadership Development Programme feasibility study and needs analysis emphasised firstly, on the legislative framework governing leadership development which is important in that all programmes in local government have to be implemented in line with the legislative framework. The viability reports also revealed skills that were required by local government for councillors. The interviews with

organised local government highlighted specific challenges that councillors face, which are important to inform the development of a leadership development programme aimed at councillors in local government.

Of significance to this study is the indication that gender diversity was highlighted as a challenge that councillors experienced in their roles as leaders in local government. This highlights the point held by this study that gender has an impact on leadership in local government. The needs assessment focused on a broad view of the leadership skills required by councillors in local government. The specific leadership development needs of the 14 district municipalities that participated in the pilot phase of the programme as well as the three district municipalities that participated in the second phase of the Programme were not assessed. COGTA (2010) points out that a needs analysis per municipality was not done. The specific context under which each municipality operates was not assessed in the needs assessment. In addition, the individual leadership development needs of the women councillors were not assessed.

It can be deduced that a one- size- fits- all approach was used where all municipalities were seen as having the same leadership development needs. The above is supported by interviews for this study with women councillors who participated in the Municipal Leadership Development Programme. Their responses revealed specific barriers and challenges that they as women councillors faced in carrying out their duties as leaders in local government. Among these are the following:

- Women sometimes feel intimidated when attending public meetings where men are present and there is resistance from men who do not want to listen to a woman speak. One councillor made an example of a public meeting where a man attended a public meeting for the first time and saw a woman councillor addressing the community. He and started making comments that attending the meeting was not worth it because he did not come to listen to a woman speak.

- Women councillors have the perception that they cannot participate in decision - making due to the resistance they receive from men. The councillor made

mentioned the traditional *kgoro* where chiefs, community leaders and councillors come together to make decisions about community matters, and some men feel that women should not participate in decision- making and this makes the women councillors feel that they cannot do anything.

- Serving in a mayoral committee with men and having a woman chair the meeting are at times met with some resistance from the men. The mindset of the men regarding the competence of women has to change because if it does, not service delivery will be hampered.

The views from focus group participants reflected the following:

- "As a woman in a man's world you don't get assistance" (referring to the resistance and intimidation women receive from men in council meetings).

- Due to the resistance that women receive from men in council meetings, women form a women caucus before the council meeting to not be *blown out of the water* during council meetings.

- Men feel that they are better at debating a women and during the council meetings do not allow women to express themselves

From the above, it can be argued that women councillors who participated in the Municipal Leadership Development Programme face challenges that are gender-specific and have an impact on their effectiveness in their leadership roles. The fact that the individual councillor's needs were not assessed and determined leads to the needs analysis not having assessed specific challenges that a programme aiming to improve leadership skills of women has to take into consideration. A needs assessment that does not assess the specific leadership needs of women is therefore, according to this research study, restrictive and ineffective. The lack of a gender focus in assessing individual councillors needs is a shortcoming in the current evaluation framework for the Municipal Leadership Development Programme.

3.3.1.2 The development of the programme content

This section on the evaluation framework for the Municipal Leadership Development Programme focuses on the programme content. According to COGTA (2010) a design *indaba* consisting of design experts on leadership, practicing councillors and managers were consulted for the design of the programme content. The input from the *indaba* informed a report that was provided to external consultants to design the programme content. However, COGTA (2010) reiterates that the focus was generic leadership training and there was no specific emphasis placed on gender. This leads to the argument that no gender focus was considered for the programme content. This is a challenge given that the results of the feasibility study conducted by the Department of Cooperative Governance and Traditional Affairs (COGTA) revealed gender diversity as a challenge that councillors in municipalities face.

This is also a challenge given that the results from the empirical research conducted for the purpose of this research highlight gender-specific challenges that women councillors face as leaders in local government. The lack of gender considerations being built into the programme content in the two phases of the Municipal Leadership Development Programme is a gap in the evaluation framework for the Programme. This shortcoming is shown in the given the views of the women councillors, namely:

- One woman councillor who participated in the second phase of the programme states as an expectation prior to attending the Programme It has to be kept in mind that the programme was only provided to women councillors was that the women would be taught skills that would help women not to feel intimidated. The Programme would explain the role that women should play in terms of challenges not only from men but from their families as well. The councillor asserted that she expected the programme to teach her how to exercise her power as a woman both in the community and at home.

- Another participant in the programme stated that she expected the skills Programme on emotional intelligence to help woman councillors deal with social difficulties.

These are examples of how the women expected the same gender focus that was used in the selection of participants in the Municipal Leadership Development Programme to be used in the development of the Programme content. Other expectations held by women who participated in the Programme were that they expected to be taught skills that would help councillors with their jobs. As women face gender-specific challenges that impact on their jobs as councillors, it is important for gender considerations to be built into the programme content.

Focus group participants stated that they expected to learn something that would:
- help them in their community work;
- help them feel empowered;
- improve their commitment to their work and
- help them to understand policies and Acts.

The inability of the needs assessment to take into consideration the individual and collective expectations of the women councillors regarding their expectations of the Municipal Leadership Development Programme in developing the Programme content leads to non-alignment between practical and theoretical circumstances. The lack of a gender focus in the programme content is a shortcoming in the Municipal Leadership Development Programme evaluation framework.

However, the participants in the programme also saw the content of the programme beneficial to their roles and duties as councillors. The views of the women councillors regarding the programme content were:
- "I wasn't aware that if I go to the community and in my interactions with community members I have to apply a people-centred approach and fit myself in

their shoes in order to try and understand the challenges they are facing and through the things I learned in this Programme I was made aware of this."

- "The programme content was positive because it helped me to learn how to deal with unrest in the community."

Focus group participants stated that the content covered a broad spectrum of municipal management and that it was exciting because it had practical value.

These views from women councillors who participated in the Municipal Leadership Development Programme reflect the effectiveness of the evaluation framework in aligning the roles and functions of councillors with the programme content. This is an indication that the evaluation framework for the Programme is in line with the requirement of the environment within which leadership development programmes to councillors are implemented. This study further asserts that an incorporation of gender considerations would improve the effectiveness of the Programme content by specifically focusing on the issues women councillors in local government face.

3.3.1.3 The Selection of facilitators

The third element in the structural evaluation of the Municipal Leadership Development Programme is concerned with the selection of facilitators. Logola (2008:4) states that provincially based facilitators were chosen to implement the Municipal Leadership Development Programme because people with an in-depth understanding of the municipal context would be in a better position to deliver the programme than a people from a different province or environment. Local facilitators were selected on their ability to facilitate learners who might wish to express themselves in their mother tongue during the learning process. The argument is that a facilitator who understands the local language and context mediates learning better than a non-speaker of local languages.

It is important to highlight the positive aspect of the current evaluation framework, which takes into consideration the language barriers that might arise in the programme due to the fact that not all women councillors are fluent in English. This consideration is a strong point in the evaluation of the Municipal Leadership Development Programme.

A total of 22 facilitators delivered the programme all nine provinces. Out of 22 facilitators 15 were contracted to the Learning Resources Group and seven had links to Human Development Africa (HDA). Female facilitators numbered 13 in total and the male facilitators numbered nine (Logola 2008:4).

An important aspect of the evaluation framework for the Municipal Leadership Development is the combination of men and women as facilitators in the programme. The second phase of the programme aimed specifically at women councillors was facilitated only by women facilitators. This was an intention by the Local Government Leadership Academy to take gender into consideration (COGTA, 2010). It is important to mention that this consideration indicates the incorporation of a gender focus in the selection of facilitators.

3.3.1.4 Train-the-trainer

A one-month train-the-trainer programme was held for all programme facilitators. Two key components of the Programme were that the facilitators gain an understanding of the local government context and an understanding   of the content of the curriculum.

The train-the-trainer programme was a rigorous programme and some of the facilitators did not even make it to the end of the training programme. During the programme, different people such as members of a municipal council were brought in to provide the facilitators with insight into the functioning of a municipality so that the facilitators could get an understanding of the municipal context. Other presentations were related to the programme content and the reason for the content being taught to councillors in local government. Facilitators were also trained in the different assessment procedures to be

used in the Programme (Learning Resources Group, 2011). This supports the statement made by COGTA (2010) that the intention was to have all facilitators be assessors as well.

From the above, it can be said that the train-the- trainer programme focusing on the context in which councillors work and the content to be taught during the facilitation of the Municipal Leadership Development Programme display strength in the evaluation framework for the Programme. This is due to the fact that the facilitators in had to have an understanding of the local government context and the content to be delivered order to effectively deliver the Programme.

The facilitators were also trained in presentation skills, where different activities were done in order to train the facilitators on how to present. These activities included video recordings of facilitators during their presentations followed by an assessment of the presentations (Learning Resources Group, 2011). A strength in the current evaluation framework of the Municipal Leadership Development Programme is the inclusion of training in presentation skills. Due to the fact that facilitators would have to present in front of a diverse group of people, training in presentation skills is a vital part of the train-the-trainer programme.

According to the Learning Resources Group (2011), a gender component was incorporated into the train-the-trainer programme with a focus on the different gender stereotypes pertaining to women and men. For the purpose of this study this is a positive element in the evaluation framework for the Municipal Leadership Development Programme as it reflects a consideration of gender in the evaluation of the Programme. This is due to the fact that including a gender component ensures that the facilitators are aware of the stereotypes regarding men and women.

A weakness in the evaluation framework of the Programme is the lapse in communication between the Municipal Leadership Development Programme facilitators and the Local Government Leadership Academy regarding the train- the- trainer

programme. After attending the training the trainer Programme facilitators expected to receive certificates of competence and not certificates of attendance (Learning Resource Group, 2011). The lack clarity between the the Local Government Leadership and facilitators as to whether they would be receiving certificates of competence after the train-the-trainer Programme shortcoming in the evaluation framework of the Municipal Leadership Development Programme as it indicates a breakdown in communication between the stakeholders in the Programme. This study argues that the aim of a train-the-trainer programme is to familiarise the facilitators with the material and that facilitators do not attend such a programme for academic value as they are paid to facilitate a training programme. The study, however, argues that due to the breakdown in communication between the facilitators and the Local Government Leadership Academy the facilitators had expectations that were not met.

3.3.1.5 Developing assessment procedures

This element in the current evaluation framework for the Municipal Leadership Development Programme is focused on the development of procedures for the assessment of women councillors who participated in the Municipal Leadership Development Programme. The aim of this section is to assess the extent to which the participants learnt from the Programme. The assessment procedures were formative and summative. Formative assessment consisted on group and individual tasks in class. Summative assessment is based on portfolios of evidence, consisting of tasks that participants complete related to the specific municipalities where they carry out their leadership roles.

This research study notes the significance of the inclusion of tasks specifically related to the municipalities in which councillors work. This is important given the fact that women councillors can include the challenges and barriers that they face in their specific municipalities in the portfolios of evidence. This research study points out that this is a strength in the current evaluation framework for the Municipal Leadership Development Programme. The weakness, however, stems from the lack of inclusion of gender

specific challenges in the programme content, which is not consequently assessed in the tasks provided to these women. This research study relates this shortcoming to the lack of gender considerations in the development of the Programme content ,which spills over to a restricted focus on gender in the development of assessment procedures.

3.3.1.6 Financial resources to implement the programme

The first phase of the evaluation framework for all programmes in the Local Government Leadership Academy states that evaluation should focus on the logistical and material support and resources needed to implement a programme (Logola, 2004:60). This is evaluation before the implementation of the programme. However, the Programme was implemented and during the implementation of the programme it was discovered that the programme had to be stopped due to a lack of financial resources. The Pre-programme evaluation of the Municipal Leadership Development Programme reflects a gap in the indicators used in the evaluation framework. The programme did not have effective indicators that would have indicated the cost of the programme and the viability of implementing the programme given those resources.

There was a lack of proper planning and budgeting done by the Local Government Leadership Academy. It is important to note that the concept paper that was drawn up for the Municipal Leadership Development Programme in 2004 included a complete analysis of the cost of implementing the programme, as well as a cost breakdown of the amount per participant. However, the programme was discontinued due to a lack of financial resources. The lack of proper planning and budgeting led to some municipalities completing all the skills programmes and not receiving feedback on their performance. Other municipalities did not complete all the skills programmes. It is clear therefore that the pre-programme evaluation of the Municipal Leadership Development Programme was restricted and ineffective.

From the abovementioned structural elements in the evaluation of the Municipal Leadership Development Programme are indicated in table 3.1 is presented. Table 3.1 identifies the specific structural dimension, its desired outcome and indicator for successful implementation.

Table 3:1 Structural elements in the Municipal Leadership Development Programme

Structural dimension	Desired outcome	Indicators
The need for and feasibility of the Programme	There is an identified need for leadership development programme for councillors in local government	A needs assessment of the environment within which councillors carry out their leadership roles is conducted
The development of the Programme content	Relevant content related to the roles and functions of councillors in local development has been developed	The Programme content reflects an alignment between the roles and responsibilities of councillors
Selection of facilitators	Women and men have been selected to facilitate the programme	There is a combination of women and men facilitators.
Train-the-trainer	The facilitators are trained and capable to facilitate the programme	The facilitators attended and completed a train-the-trainer Programme

Development of assessment procedures	Assessment procedures are designed and are aligned with the programme content	The assessment procedures are linked to the skills and transfer of performance
Financial resources to implement	There are financial resources to implement the programme.	A preliminary budget has been drawn up.

The structural dimensions in the evaluation framework for the Municipal Leadership Development Programme are concerned with the elements that are necessary for the structure of the programme. The framework contains strong points that are in line with the requirements of the environment in which leadership development programmes are evaluated. The structural dimensions also reflect the lack of consideration of a gender focus, which is a challenge evident in the empirical research conducted for the purpose of this study and the description of the environment within which leadership development of women in local government is implemented. In order to deal with the challenge a gender evaluation framework is proposed through the research. The next section discusses the elements in the process evaluation framework for the Municipal Leadership Development Programme.

3.3.2 Process evaluation

The *process evaluation* is evaluation that assesses the effectiveness of the implementation of the Programme after the structure has been put in place. The elements in the process evaluation are the effectiveness of assessment procedures and the facilitation of the Municipal Leadership Development Programme.

3.3.2.1 The effectiveness of the assessment procedures

This element in the evaluation of the Municipal Leadership Development Programme has a specific focus on the assessment procedures to determine whether they are effective in assessing the competency levels of councillors. COGTA (2010) states that several methods of assessment were used, firstly, formative assessment, to demonstrate the participants' understanding during the skills module. Secondly, summative assessment was used at the end of the Programme through the submission of written assignments as well as portfolios of evidence, which consist of tasks that are specific to the work context of the councillors.

The focus group participants stated that:

- the assignments consisted of group discussions followed by plenary presentations (during the Programme); and

- the portfolio of evidence focused on the specific work environment where they work.

Other views from participants were that some of the tasks in the portfolios of evidence needed the councillors to consult and get assistance from other people. In these cases, the councillors would indicate the assistance that was provided and the person who provided the assistance.

The assessment procedures used in the evaluation of the Municipal Leadership Development Programme utilised important elements in assessing the extent to which the intended competency levels of councillors were demonstrated. Firstly, group activities were used to assess the participants understanding during the programme and secondly, the participants were being given tasks to be completed within their specific works context. This enabled women councillors to specifically point out any challenges that they might encounter in their leadership roles.

Participants, however, provided the following concerns about the assessment procedures:

- The issue of a 'pass one, pass all' approach to the assessment of the group activities, which refers to a situation where there are eight councillors in a group and only five participate in the group project, but all of them receive the same mark. This is seen as problematic to the participants who put in more effort and are awarded the same mark as those that did not.

- There is a lack of clarity regarding how the group assessments were graded and the fact that no results regarding the portfolio of evidence were received. This has left the participants unclear about the assessment procedures.

The section relates to the extent to which gender considerations were incorporated into the assessment criteria for evaluating the competence levels of councillors. The fact that the women would include the gender barriers they face in local government as councillors in their portfolios of evidence could be brought into consideration. However, the extent to which the criteria used for assessment of portfolios of evidence made provision for these gender barriers is unclear. The fact that after having submitted the portfolios of evidence they have not been assessed, leads to the reality that desired competence levels of councillors are uncertain and the extent to which gender considerations are recognised remains a unclear.

3.3.2.2 The facilitation of the programme

The Municipal Leadership Development Programme was delivered the using the action learning training model (Logola, 2008:4). The model seeks to provide participants with real-life problems and assist them to find solutions. *Action learning* entails that learners learn by doing and reflecting as they take real life challenges and transform them into opportunities for learning and growth as individuals and as employees in a specific context. Action learning as a methodological approach has been found to be effective in maximising learning and the transfer of training, especially in a diverse group with varying academic levels. This research study regards the selection of the action learning approach for the facilitation of the Municipal Leadership Development

Programme as a strength in the current evaluation framework for the Programme, given the fact that councillors are elected and not appointed based on their qualifications. It follows therefore that councillors have varying qualification levels, and the use of the action learning approach is an advantage in this regard, since the aim is self-reflection and growth.

Regarding the activities that were done during the different skills modules the participants stated that:

- The activities in class were linked to their role as councillors. One participant mentioned a particular activity in class presented during the effective communication skills module. This activity is regarded as the 'sharing of information activity' where councillors sat in a line and the first person in the line had to whisper something in the ear of the next person and this would continue until the message reached the last person. The councillor enjoyed the fact that by the time the message reached the last person, the message had totally changed.

- Focus group participants state that the plenary presentations in front of other councillors helped them to deal with stage fright and diversity as well as with people from vulnerable groups.

- "The facilitators were 'wonderful' as they allowed councillors to feel comfortable."

- "Each facilitator was different and used a different facilitation style."

- "Facilitators were very good and were really helpful in dealing with the material."

- "The facilitators were excellent, helpful, did not use jargon, and took participants' age into account."

These are examples of positive experiences from councillors who participated in the Programme. The facilitator views were that during the facilitation, the real-life experiences of the councillors made the facilitation interesting.

A facilitator involved in facilitating the Municipal Leadership Academy remarks that:

- "As a facilitator I come with the theory and the Programme content but the councillors bring practical experience to the class and this also contributes to my learning as a facilitator. It provides me with an understanding of service delivery and the reasons why service delivery is hindered."

The views of the facilitators and the councillors reflect a positive perspective towards on the facilitation of the programme. These perspectives are important for evaluation purposes in order to ensure that the lessons learnt from the programme can be recognised and that future leadership development programmes can be informed through these lessons learnt.

It is, however, important to highlight the participants' views regarding the facilitation with a specific focus on gender:

- A woman councillor remarked that she "preferred a woman facilitator in facilitating the programme because women are more understanding of the experiences and views of women as opposed to men".
- Another councillor also stated that she was more comfortable with a woman facilitator than with a man.

Other participants both in individual interviews and the focus group asserted that:

- "I have participated in other programmes where men were facilitating on leadership and there was no difference between the men and women facilitators."
- "It doesn't make a difference whether the facilitators were men or women."

The preferences of individual women councillors regarding a man or woman to facilitate the Municipal Leadership Development Programme have to be determined in order to ensure that women who prefer women as facilitators are not subjected to a situation where they are being taught by a man. Due to the gender needs of women as stated in the interviews conducted for the purpose of this research regarding perceptions and attitudes of women and their interaction with men in public or as colleagues, the inability of facilitation preferences of women councillors to be determined and incorporated into the facilitation of the Municipal Leadership Development Programme is a weakness in the current evaluation framework of the Municipal Leadership Development Programme. This study through table 3.2 summarises the abovementioned process elements in the evaluation of the Municipal Leadership Development Programme.

Table 3.2: Process elements of the Municipal Leadership Development Programme

Process dimension	Desired outcome	Indicators
The effectiveness of the assessment procedures	The assessment procedures are effective in measuring transfer of learning.	The tasks are linked to the content of the programme and the roles of councillors in local government.
The programme facilitation	The facilitation of the programme is aligned to the content of the programme.	The facilitation of the programme reflects the activities that are aligned to the needs of the participants.

An analysis of the process dimensions in the process evaluation of the Municipal Leadership Development Programme indicates a positive perspective regarding the evaluation of the programme as seen by the programme participants and facilitator. The process dimensions, however, also reflect a lack of a gender focus in the evaluation of

the programme, which is a challenge to be resolved through the proposed framework. The process evaluation of the current evaluation framework necessitates a gender evaluation framework to improve the effectiveness of the Programme.

3.3.3 Outcome and Impact evaluation

This aspect in the evaluation of the current framework of the Municipal Leadership Development Programme is concerned with the outcome and the impact of the Programme. The evaluation framework of the Programme is focused on an analysis of the strengths and weaknesses and a review of the outcomes and what led to these outcomes.

3.3.3.1 An analysis of the strengths and weaknesses

The first dimension in the outcome evaluation of the Municipal Leadership Development Programme is concerned with an analysis of the strengths and weaknesses of the Programme. After each of the four skills modules the participants completed a course evaluation form, the purpose of which was to determine the participants' perspectives regarding the programme (COGTA, 2010). The course evaluation forms (Appendix F) focused on the content of the programme, the facilitation of the programme, and the weaknesses and strengths of the programme as seen by the participants.

The course evaluation forms were designed to learn what worked and what did not and to determine the immediate reactions of the participants. This is regarded by this research study as effective to ensure that the immediate views of the participants were determined to assess what worked and did not work in the Programme.

In addition the facilitators completed a facilitator feedback report wherein the facilitators describe their experiences with the participants in the programme. The facilitator feedback report (Appendix G) consists of an outline of the objectives of the Programme, the participants' expectations regarding the programme as well as the learning points at the end of the training session.

Regarding the facilitator feedback report ,the following are the views of the facilitator:

- After every skills programme facilitated, the facilitators were expected to complete a feedback report and there were meetings held with the representatives of the Local Government Leadership Academy to discuss the programme, challenges encountered as well as the strengths and furthermore to make recommendations on how to better improve the programme.

- "As a facilitator I had access to the course evaluation forms and could see how the participants rated my performance."

A third stakeholder who participated in the evaluation of the programme were the representatives of the Local Government Leadership Academy who compiled observation reports on behalf of the Local Government Leadership Academy (COGTA, 2010). The observation report would serve as a third perspective regarding the Programme and its impact and the extent to which the programme goals were met. One of the main challenges in this element of evaluation is the fact that course evaluation forms, facilitator's feedback reports as well as observation reports that were collected have not been analysed and reviewed in order to learn what worked and what did not in the implementation of the Municipal Leadership Development Programme. Due to the aforementioned challenges regarding the funding of the Municipal Leadership Development Programme, the evaluation of the programme could not be continued.

The lack of evaluation and interpretation of the course evaluation forms, facilitators feedback reports and observation reports led to the various reactions from the Programme participants, the facilitators as well as the representatives of the Local Government Leadership Academy who observed the implementation of the programme not being determined. Some of the views of the participants in the programme regarding the elements that were evaluated in the course evaluation forms, facilitators feedback reports and the observation reports were:

- Communal knowledge taught councillors different ways to safe guard and safe keep information, emotional intelligence and effective communication is very helpful to councillors.

- Councillors loved the Municipal Leadership Development Programme, it was relevant to the work councillors do as community leaders, the way to behave, the way to approach community members, the way to interact as a leader, the budget of a municipality according to the needs of the community.

- Councillors like talking, very vibrant, and like to discuss, are not embarrassed to ask questions and the mixture with other councillors from different municipalities was good.

- The facilitators were excellent, helpful, did not use jargon, taking participants' age into account.

These views expressed by women who participated in the Municipal Leadership Development Programme were concerned with their immediate reactions and due to the lack of evaluation and interpretation of the course evaluation forms, the facilitators' feedback reports as well as the observation reports, similar views and opinions expressed regarding the programme were not ascertained. This hinders the effectiveness of the evaluation framework of the Municipal Leadership Development programme as it does not allow for a learning role to ensure that the strengths and weaknesses of the Programme, as seen by the women and the facilitators, can be determined in order to inform future leadership development programmes offered to women councillors in local government.

It can therefore be argued that the ineffectiveness in the pre-programme evaluation of the Municipal Leadership Development Programme spilled over to the impact evaluation. In terms of a focus on gender in this phase of the evaluation, the lack of proper data leads to lessons that were developed from the Programme regarding its impact on women, the perspectives and views of the women in the Programme, the views of the facilitators and programme developers not being taken into consideration. Lessons to inform future programmes offered to women in local government were not developed. The gender barriers that were encountered in the programme have not been ascertained. Therefore, there is a challenge in the evaluation of the Municipal Leadership Development Programme.

3.3.3.2 A review of outcomes and what led to those outcomes

This element in the current evaluation framework of the Municipal Leadership Development Programme is focused on reviewing the outcomes of the Programme and what led to these outcomes. Focus group participants declared the following about their participation in the Programme:

- "I am able to deal better with the problems during council meetings where they previously felt intimidated by their male colleagues."
- "I am sure of what I say and during council meetings men now ask questions instead of just criticising."
- "I have increased respect."

Some of the comments from participants regarding the impact of the programme were:

- The module on effective communication should be presented to all officials and councillors in government departments.
- They were looking forward to complete the programme and receive certificates of competence.
- They looked forward to other skills modules or developmental programmes
- They believed that officials who are not trained in the programme will hamper service delivery at their municipalities.

The participants in the programme mentioned that they would prefer a follow-up course as well as a refresher course to supplement the skills they had already developed in the Municipal Leadership Development Programme. The inability of the Local Government Leadership Academy to evaluate the long-term reactions of the participants has led to these views not being incorporated into the current Programme evaluation. Therefore the one of the purposes of evaluation which is to determine the impact of the programme cannot be achieved. This is a weakness in the evaluation framework for the Municipal Leadership Development Programme.

This element in the impact evaluation of the Municipal Leadership Development Programme focuses on: the level of satisfaction of the participants with the experience,

their personal evaluation regarding whether the objectives were met, and the effectiveness of the facilitators. This is usually done using course evaluation forms.

The Municipal Leadership Development Programme was evaluated by the participants through course evaluation forms that were completed after every skills module (COGTA,2010). The course evaluation forms aimed to get a view of the opinions, perceptions and views of the participants prior to them returning to their work context and applying the knowledge and skills (if any) gained from the programme. The course evaluation forms focused on the participants' views regarding the programme content, facilitation, learning material as well as the training venue. This study argues that the use of course evaluation forms as an evaluation tool is strength in the evaluation framework for the Municipal Leadership Development Programme.   Evaluation should be done after the programme to determine the lessons learnt from the programme and for future programmes.

The Sedibeng District Municipality (2011) stated that there were no scientific measures to measure whether the goals were met, this was also reiterated by Gert Sibande District Municipality (2011) and Greater Sekhukhune District Municipality (2010) who state that only through performance could that the municipality gauge the extent to which the Programme was effective. One of the weaknesses in the evaluation framework for the Municipal Leadership Development Programme is the lack of measures to determine whether municipalities recognise the impact of the programme on councillors.

The Sedibeng District Municipality (2011) asserted that it experienced a lack of continuity regarding the Municipal Leadership Development Programme. There was a lack of follow-up by the Local Government Leadership Academy due to financial constraints, which led to two of the expectations of the municipality not being met. These were, firstly, that the councillors, after having participated in the Municipal Leadership Development Programme, expected to have refresher courses, and secondly, that the municipality had also wanted the Programme to be provided to incoming councillors because the previous councillors viewed the programme as

beneficial. This was stated by a focus group participant who reiterated that "the Municipal Leadership Development Programme was appropriate for incoming councillors who found themselves in deep water".

This is an indication that the impact of the Municipal Leadership Development Programme is positive and there is a need for incoming councillors to undergo the programme, but without effective post-programme evaluation the impact made by the programme cannot be ascertained, which is a weakness in the evaluation framework for the Municipal Leadership Development Programme. Participants recommended the following:

- Focus group participants made recommendations to improve the programme by having an advanced refresher course.

- Another participant recommended that the time for the presentation of each course was too short and that it needed to be increased. The lack of post-programme evaluation leads to lessons that could have been learnt to inform future programmes not being done and the evaluation purpose not being ascertained.

- A further challenge that was stated by the programme co-ordinators and programme participants was that due to the busy schedule that councillors have they were unable to complete all four skills modules, which hampered their progress. This fact and was reiterated in facilitator feedback reports.

These views of the participants that highlighting the impact of the programme focused on gender-specific issues, which can only be identified through the use of gender-disaggregated data. The Municipal Leadership Development Programme was evaluated through course evaluation forms, facilitator feedback reports and observation reports. These forms of evaluation were focused on the immediate reactions and outcomes of the programme. There was no assessment of the programme after the participants had

returned to their various municipalities. *Transfer performance* refers to the extent to which participants are able to perform their duties better after attending a programme. This enables the exact programme outcomes to be determined. This, however, was not done when evaluating the Municipal Leadership Development Programme. The perspectives and views of the various programme co-ordinators, who were representatives of the municipalities and responsible for selecting the women to participate in the programme, were not ascertained

The views from participants in the Programme serve the purpose of understanding the expectations of the participants regarding the Programme. The views also serve the purpose of informing future programmes not only in local government but also in other spheres of government. From the reactions of the participants the expectation for certification was highlighted by the participants themselves. As stakeholders in the programme, they viewed their participation as a gateway to certification. Learning Resources Group (2011) states that another shortcoming in the Municipal Leadership Development Programme is the lack of consideration for the recommendations made by the Programme facilitators. Much good feedback was received during the pilot phase, which could have been used to inform the future implementation of the programme. However the inability by the Local Government Leadership Academy to meet the participants' expectations and the facilitators' recommendations due to improper planning and budgeting and ineffective pre-programme evaluation indicates a shortcoming in the evaluation framework for the Municipal Leadership Development Programme.

Table 3.3 of this study summarises the abovementioned outcome elements in the evaluation of the Municipal Leadership Development Programme. Table 3.3 depicts the outcome evaluation of the Municipal Leadership Development Programme, the desired outcome and the indicators of success.

Table 3.3 Outcome elements in the Municipal Leadership Development Programme

Outcome and Impact	Desired outcome	Indicators
An analysis of the strengths and weaknesses of the programme	The strength and weaknesses of the programme have been determined	None
A review of the outcomes and what led to these outcomes	The outcomes of the programme have been determined	None

The extent to which the goals of the programme, as seen by the participants and their municipalities, were achieved, were not determined. The exact outcomes of the programme could not be clearly determined. The lack of exact Programme outcomes being determined renders the evaluation framework for the programme ineffective. The purpose of evaluation is to determine the value brought by the programme. An inability to determine the impact of the programme hinders the effective evaluation of the Municipal Leadership Development Programme.

The above discussion regarding the evaluation of the Municipal Leadership Development Programme highlighted key elements that render the evaluation framework of the programme ineffective. This section of the research study will provide other challenges that were not included in the framework used to evaluate the Municipal Leadership Development Programme. In the evaluation framework for the Municipal

Leadership Development Programme, certain elements can be noted that are hindrances to the effective evaluation of the programme. The findings from the observation reports as well as the focus group interviews highlighted the impact that gender has on the effectiveness of the women in local government to perform their leadership roles.

This research study has, through a review of literature on gender, leadership and evaluation, deduced that gender has an impact on leadership and leadership development evaluation. This was also highlighted by the comments made by the women who participating in the Municipal Leadership Development Programme who listed gender-specific challenges that impacted on their abilities to perform their roles effectively.

There is a lack of gender-disaggregated data in the evaluation of the Municipal Leadership Development Programme. The Municipal Leadership Development Programme was provided to both women and men in local government, although in specific municipalities there was a focus on women only. It therefore follows that the evaluation of the programme was done by both women and men who participated in the programme. However, in reporting the views of the participants in the programme the data is not gender-disaggregated and the impact on women and men cannot be ascertained. One example of this is the observation reports that were compiled by the Local Leadership Development Programme representatives who attended the training sessions. The views of the participants are not differentiated by gender, which limits the determination of the impact that the programme had on men and on women, if any. This is a weakness in the evaluation of the Municipal Leadership Development Programme as its lessons cannot be developed to inform future programmes provided to women in local government.

The above-mentioned shortcomings and challenges have led to women in local government having undergone training for a programme with the aim of enhancing their leadership skills and enabling them to lead better and the results of this training have

not been determined due to a lack of effective evaluation. Municipalities who already faced some service delivery backlogs sent women to the programme and there was no tool to evaluate whether they see the outcomes of the programme or not. The women who participated in the programme regarded their participation in the Programme as a gateway to a better life after their term in office ends. The fact that no results were provided and no certificates have been issued is problematic as this means that the academic value as well as the work value of the Programme is limited.

3.4 CONCLUSION

This chapter focused on the evaluation framework for the Municipal Leadership Development Programme. The findings from the empirical research were provided in this chapter and they reflected the weaknesses and challenges in the evaluation of the Municipal Leadership Development Programme evaluation framework. The findings indicated that the evaluation framework used in evaluating the Municipal Leadership Development Programme is effective in meeting some of the requirements of the environment in which leadership development of women in local government is implemented.

It can be deduced from the abovementioned weaknesses and challenges in the current evaluation framework for the Municipal Leadership Development Programme that there is a lack of a gender focus built into programme evaluation. The programme was offered to both women and men in local government, however, specific gender barriers that face in their leadership roles were not incorporated into the programme. This study asserts that the Municipal Leadership Development Programme evaluation framework is restricted and limited. For councillors in local government, the value of the programme has not been determined. This has led to women councillors participating in a Programme which was not been properly evaluated.

Therefore this research study aims to provide a gender evaluation framework that incorporates and builds in gender considerations at each step in the evaluation process. The proposed gender evaluation framework is provided in the next chapter.

CHAPTER 4

A GENDER FRAMEWORK FOR THE EVALUATION LEADERSHIP DEVELOPMENT OF WOMEN IN LOCAL GOVERNMENT

4.1 INTRODUCTION

The previous chapter outlined the shortcomings in the evaluation framework of the Municipal Leadership Development Programme that hinder the effective evaluation of the Programme. This chapter deals with the conceptualisation of a gender evaluation framework for the evaluation of leadership development programmes offered to women in local government. The chapter will then explain the principles that underpin a gender evaluation, followed by the steps of a gender evaluation framework.

4.2 DEVELOPING A CONCEPTUAL FRAMEWORK

A *concept* is an image or systematic representation of an abstract idea. According to Fox and Meyer (1996:24), human thought is characterised by the use of language, which consists of symbols and rules, and a *concept* is an example of a symbol which represents similarities between a variety of phenomena. A *framework* is a structure that provides the best possible solution to a problem or hindrance. For the purpose of this research study, a framework will be conceptualised in order to propose recommendations for the shortcomings and challenges in the evaluation framework for the Municipal Leadership Development Programme.

A *theoretical framework* is the theory on which a study is based; a *conceptual framework* is the operationalisation of the theory. The theory on which this study is based highlights that a lack of gender considerations in evaluation leads to obscured and skewed evaluations and that an evaluation framework that builds in gender at every aspect in the evaluation framework will lead to a more effective evaluation. The conceptual framework therefore will put this theory into practice by turning the concepts into observable and measurable elements.

4.2.1 The principles underpinning the framework

The framework is based on the principle of gender equality. Gender equality is a principle that is informed by international and regional instruments to which South Africa is signatory. The Beijing Declaration and Platform for Action (1995), the Convention of the Elimination of All forms of Discrimination Against Women (1995), The United Nations Millennium Development Goals (MDGs) are international agreements that endorse the promotion of gender equality in South Africa. In South Africa, the *Constitution of the Republic of South Africa,* 1996, in *Section 2,* and Section 187(1), as well as the *Gender Policy Framework for Local Government*, 2006, promotes gender equality. *Gender equality* refers to affording women and men equal opportunities and benefits to develop their full human potential and meet development needs. The full potential of women can be developed by taking into consideration women's experiences and the issues that women face in their leadership roles in local government.

The development needs that women have, therefore arise from these experiences, which create a need for leadership development programmes. These programmes should that incorporate the actual experiences, challenges and barriers in order to be effective. A gender evaluation framework for the evaluation of leadership development programmes of women in local government will enable the gender experiences that women have to be incorporated into leadership programmes and into the evaluation of such programmes. Through leadership development programme incorporating the actual experiences of women and taking into consideration the actual leadership development needs of women, full development of their potential will be achieved. This is a step in achieving gender equality. The principle of gender equality is therefore an underlying principle in the conceptualisation of a gender evaluation framework.

This gender framework is developed in line with the that principle of good human resource management and career development practices to maximise human potential, must be cultivated as highlighted in Section 195(1) *of the Constitution of the Republic of South Africa,*1996. *Human resource management* is the design of formal systems in an organisation to ensure effective and efficient use of human talent to accomplish

organisational goals (Mathis & Jackson, 2003:4). Good human resource management entails training and development in order to equip the staff in an organisation with the skills, knowledge and competencies that will enable the goals of the organisation to be achieved.

A gender evaluation framework entails assessing the value that is brought about by leadership development programmes in order to ascertain the extent to which these programmes are aligned with the organisational objectives. A gender evaluation aims to ensure continuous improvement of programmes offered to women in local government. This improvement will enable their efficiency and effectiveness in developing the skills and competencies leading to the achievement of the objectives of the organisation. Effective training and development are at the core of human resource management.

Career development refers to the development of human resources within an organisation in order to enable them to create employability for themselves in the future (Mathis & Jackson, 2003:4). This means that the focus of development should not only be on the present development needs but should incorporate future development needs that might occur. With regard to women councillors, career development enables them to create employability after their term in office has lapsed. Career development also enables them to make the move in their career ladders. This principle aligns individual and organisational needs with development programme objectives. This alignment entails that women's needs should be taken into consideration and women's input should be incorporated into the programmes in which they participate. A gender evaluation promotes the principle of good human resource management and career management practices that pertain to women in local government.

Public administration must be broadly representative of the South African people, with personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past, as stated in the Section195(1) of the *Constitution of the Republic of South Africa*,1996,. One of the key elements in the environment within which women in local government is implemented is the existence of gender biases

against women, which reduces the fairness and objectivity of leadership development evaluation. Through consideration of and acknowledging the impact of gender on evaluation, the principle of broad representation and unbiased evaluation will be promoted.

The above-mentioned are the principles on which the proposed gender evaluation framework for leadership development of women is conceptualised. The next section provides a discussion on the models of evaluation and their impact on the proposed evaluation framework.

4.3 MODELS OF EVALUATION

There are various models that have been used in evaluating development programmes. This section provides a discussion of the models of evaluation.

4.3.1 The experimental research model.

The experimental research model draws a direct relationship between training and change in performance through controlled experiments. Programme evaluators randomly select different participants in a programme and assign them to a group. The group then attends a training programme, after the programme another group of participants attend the training programme and comparisons are made regarding the effectiveness of the programme through a change in performance in both groups (Stufflebeam& Shinkfield, 2007:173).

4.3.2 The systems model of evaluation

The systems model of evaluation measures evaluation based on, firstly, the identification of a training need, the difference between the present level of knowledge and skills and the expected standard, in order to identify a training gap. Producing a training course and identifying the people to be trained, by whom, when and how, will be the second step in the cycle. The third step involves the implementation and recording of the information regarding the training. The final step is evaluating the results of the training against the original need identified (Critten 1995:174).The systems model of

evaluation evaluates how a training programme is able to bridge the gap between the present level and the expected standard of performance.

4.3.3 Goal-directed model of evaluation

This model of evaluation puts an emphasis on the goals that the training should aim to achieve. Stufflebeam and Shinkfield (2007:160) state that the purpose of this model is to determine whether the programme's goals have been achieved. This model uses operational and behavioural objectives as well as performance assessments to assess whether the programme's goals have been achieved. It can therefore be argued that this model of evaluation is concerned with the determination of programme goals as the indicators of programme effectiveness.

4.3.4 Illuminative model of evaluation

This model of evaluation requires trainees to be given pre-tests and then be submitted to different training experiences. After a period of time, their attainment is measured to indicate the efficiency of the methods used. The evaluator does not make assumptions regarding the training. The role of the evaluator is to provide an understanding of the reality (Critten, 1995:186). The environment in which learning takes place consists of the cultural, societal and psychological variables which determine training and performance. The variables interact with each other in order to establish a new set of circumstances, pressures, opinions and work styles associated with each different training course. The illuminative model of evaluation emphasises the environment in which learning takes place and the effectiveness of the training method in different environments and is concerned with the 'reality' of training.

4.4.5 Costing, cost- effectiveness and cost-benefit analysis model

According to Stufflebeam and Shinkfield (2007:179) the aim of this model is to determine the costs associated with programme inputs, monetary value of the programme, compute benefit-cost-ratios and compare the computed ratios to those of

similar programmes. Evaluation measures the total value of a training programme; total value is inclusive of the financial value of the training to the organisation. The money spent on training is an investment of the organisation on the trainees, it is therefore necessary when assessing the value of training to consider the return on investment. The financial value of the training programme can be referred to as the organisation's return on investment.

This model of evaluation incorporates a financial value to training and measures training effectiveness based on the value that is derived from the participation in training. The costing, cost- and cost-benefit analysis model assesses the extent to which the money spent on development is in direct correlation to the value that is brought about by participation in training.

4.3.6 Levels of evaluation

The level of evaluation model is a combination of the goal based school of evaluation and the systems school of evaluation. It is goal based in the sense that it requires goals to be set for each level of evaluation, and it is systematic in that it requires the systematic collection of information at each level. Within this school of evaluation, the Kirkpatrick's model of evaluation levels is found as a practical application of the levels of evaluation school. The model consists of four levels of evaluation. The first level measures trainee's reactions to the training, the thoughts and feelings regarding the training. The second level of evaluation measures learning, an increase in knowledge or capability before and after the training programme. The third level measures behaviour the extent of change in behaviour and capability implementation. The fourth, final level measures results, the effects on the business or environment resulting from training. The levels of evaluation places an emphasis on evaluation at different levels, the reactions of training , the extent to which learning takes place, the change in behaviour and the effects of the results on the business , rather than a focus on one level, evaluation takes place at different points.

4.3.7 Goal free model of evaluation

This school of evaluation is based on consequences of training that are unanticipated on the basis that an emphasis on measurable objectives can prevent describing the actual outcome of a particular training course. The goal free school of thoughts evaluates the actual effects of training courses against the defined needs. Specifying objectives indicate the intention of trainer while evaluation should be based on evaluating the achievements and not the intentions.

4.3.8 The intervention list model of evaluation

This model of evaluation is based on the premise that evaluation should be a service rather than a research function to provide needed assistance and information. The approach uses a practical outcome. The proponents of the interventionalist model argue that the stakeholders in the training course should have a vested interest in the evaluation and assert that the goal of evaluation is not predetermined but will focus on the central issues that are of interest to stakeholders (Critten, 1995:186-187). The interventionalist model of evaluation ascertains that the value of a training programme is determined by the stakeholders having an interest in the training. The way in which the stakeholders perceive the value brought about by the training is an indicator of success.

The abovementioned models of evaluation have evolved over time; these models all have the purpose of extracting value from a development programme. Each model of evaluation emphasises evaluation from different angles. The research study asserts that an effective evaluation framework is one which encompasses all the components of the various evaluation models. These elements are:
- The relationship between the training and the change in performance entails an improvement in the performance of the women after their participation in the Municipal Leadership Development Programme. This necessitates a focus on gender based on the fact that empirical research highlights certain gender specific challenges that hamper effectiveness of the women councillors in their leadership roles.

- The return on investment is a concern of all the stakeholders involved in the Municipal Leadership Development Programme deriving value from their involvement in the Programme.

- The extent to which the training meets the training needs of an organisation and the trained entails the needs of women councillors as well as municipalities regarding leadership development being determined and met this includes gender-specific needs of women.

- Another element is the extent to which the goals of the training needs of an organisation and the trainees are achieved. The significance of this element in evaluation is to ensure that women councillors do not only participate in training because any training is good but to ensure that they derive value from the Programme.

- The effectiveness of the training method used in the learning environment focuses on the extent to which the facilitation method is seen by the women councillors as being effective. This entails a focus on the gender facilitation preferences of women in terms of whether they prefer a woman or a man to facilitate the Municipal Leadership Development Programme.

- The extent to which the stakeholders perceive the value added by the training is another element in the evaluation of the framework. Evaluation has to ensure that the perceptions of all stakeholders regarding the value of the Municipal Leadership Development Programme to them are met.

- Another element is the impact of training on the organisational results. This element in evaluation focuses on an improvement in the performance of municipalities after the councillors' participation in the Municipal Leadership

Development Programme taking into consideration the gender barriers that women councillors face.

- The element of actual outcomes of the training is concerned with the results of the Municipal Leadership Development Programme and the impact brought about through participation in the Programme to provide a learning role to inform future programmes provided to women in local government.

The abovementioned elements were derived from the models of evaluation and are significant to this research in order to provide the various elements that an effective evaluation framework should consist of. The gender evaluation framework proposed in this research study is explained below.

4. 4 A COMPREHENSIVE GENDER EVALUATION FRAMEWORK

This section of the research study focuses on proposing a comprehensive gender evaluation framework. A *gender evaluation framework* is a framework that builds in gender considerations at every step in the evaluation process. For the purpose of this research, the focus of the evaluation framework will be specific on evaluating leadership development of women in local government.

Adapted from: McClaren J.2000. Evaluating programmes for women: a gender specific framework.[Online] Available from:

http://www.pwhce.ca/pdf/evaluatingPrograms.pdf[Accessed 10 March 2010].

Figure 4.1 depicts the gender evaluation framework proposed in this research study. The framework is composed of eight steps. Each of the eight steps builds in gender considerations in evaluating leadership development programmes. The framework is proposed in line with the shortcomings in the evaluation of the Municipal Leadership Development Programme identified in Chapter 3 of this research study. Each of the steps in the proposed gender evaluation framework is discussed below.

4.4.1 Step 1: Engage stakeholders

Stakeholders are people who care about what will be learnt from the evaluation and what will be done with the knowledge gained (Baker *et al,* 1995:17). Nickols (2005:127) defines a *stakeholder* as a person or group with an interest in seeing an endeavour succeed and without whose support the endeavour would fail. Stakeholders have a vested interest in the evaluation and are in a position to do something with the results and therefore the value of the programme can best be determined by those that have given time, money, energy and resources to the programme.

FIGURE 4.2: STAKEHOLDERS INVOLVED IN A LEADERSHIP DEVELOPMENT PROGRAMME
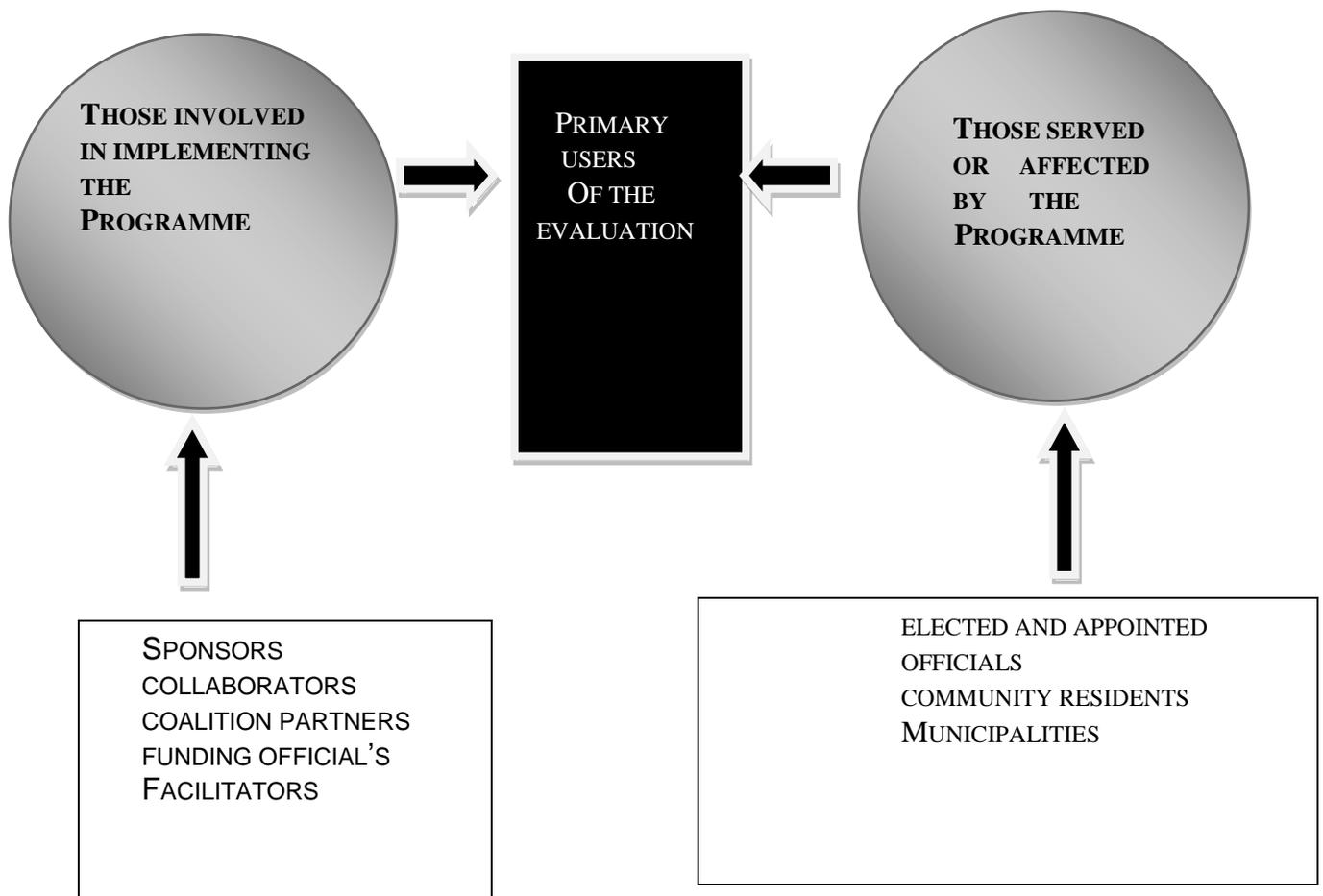
Adapted: Baker Q, Davis D,Gallerani R,Sanchez V, Viadro C. 1995. [Online] Available from:http://www.cdc.gov/eval/evalcbph.pdf. [Accessed on: 30 March 2011].

The stakeholders in the Municipal Leadership Development Programme are, firstly, the women councillors who participated in the Programme and who devoted their time, attention and energy in the hope to take out useful knowledge, skills, methods, tools and behaviours. Secondly, the stakeholders are the Programme facilitators who facilitated the Programme and invested skills, time, facilitating discussions, presenting subject matter and in some cases handled difficult trainees. Thirdly, the stakeholders are the developers of the Programme, who invested a great deal of time in designing

and developing the Programme material and therefore hoping to get a sense of a job well done. The municipalities that sent the councillors to the Municipal Leadership Development Programme have an interest in the evaluation and in the success of the Programme. Lastly, the Programme sponsors Consolidated Municipal Transformation Programme (CMTP) and the German Technical Corporation (GTZ).

Hannum and Martineau (2008:8) state that due to the fact that stakeholders are people who are and will be affected by the outcomes of the evaluation, it is important to ensure that stakeholders are included early on in the evaluation design process. It is important therefore that the stakeholders participate in the evaluation process so that the questions that the evaluation aims to answer are aligned with the answers required by the stakeholders.

This step of a gender evaluation framework aims to resolve the shortcoming in the evaluation of the Municipal Leadership Development Programme, which is a lack of clarity between municipal Programme coordinators and the programme developers from the Local Government Leadership Academy. COGTA (2010) states that no pre-programme assessment was done of the women councillors prior to their attending the Programme and that only profiles of the individual councillors were received from the municipal programme coordinators to enable the Local Government Leadership Academy to understand the profile of the councillors prior to participation. Greater Sekhukhune District Municipality (2010) points out that the participants profile was expected to inform the grouping of councillors in the Programme. This means that councillors would have been grouped together in line with their different qualifications to prevent councillors who are slow in grasping certain concepts hampering the progress of those who already know and understand those concepts. The fact that all the women were grouped together regardless of their skills, knowledge and competency levels is regarded by the Programme coordinator as a weakness in the Programme. In this regard this study recommends that the first step in the evaluation of a leadership development programme should entail engaging various Programme stakeholders to ensure clarity and understanding between them.

Baker *et al.* (1995:17) are of the view that opening an evaluation to opposing perspectives can strengthen the evaluation's credibility. It provides two things, utility and propriety. Utility ensures that the evaluation is useful and answers questions that are directly relevant to users. Propriety ensures that the evaluation is ethical and conducted with regard for the rights and interests of those involved. This research study recommends that all the stakeholders are engaged as the first step in the evaluation of the Programme. This requires that all stakeholders in the programme, those involved in the development and implementation of the programme, including those directly and indirectly affected by the programme participate in the evaluation. In this way all the stakeholders will be able to determine the information they require from the evaluation as well as how they will obtain the information. In engaging all the stakeholders from the first step, the information obtained will be credible, valid and useful to all stakeholders involved in the evaluation process.

4.4.2 Step 2: Specify the type of evaluation

This step specifies the type of evaluation that will be conducted. Structural, process or outcome evaluations are the types of evaluations.

Structural evaluation looks at whether the programme has the capacity to support women's interests in terms of the programme design. It examines the extent to which the programme structure is integrated. The main elements in the structural evaluation are: programme catchment area, funding, developing the programme content, developing assessment procedures as well as the institutions to facilitate the programme.

The desired outcome in the structural evaluation is to ensure that the programme serves a definable target population which should be defined by need and gender. This means that there must be a specific target population to whom the programme will be delivered and the target population must be differentiated by gender. Therefore, it must

be clear whether the programme is to be delivered to men and women or to women only. The significance of this step is to indicate from the outset the target population of the programme to determine whether there is a need to incorporate a gender focus in the evaluation of the programme. This step ensures that the needs of stakeholders are identified to ensure that the programme meets the needs of the stakeholders.

In order to reach the desired outcome, this step necessitates that a thorough needs assessment should be conducted beforehand and that the method of selection of participants in the programme is done through a common need taking gender into consideration.

4.4.2.1 Needs assessment

Leskiw and Singh (2000:447) assert that organisational leaders involved with successful leadership development programmes begin with a thorough needs assessment. A needs assessment entails assessing, firstly, the present and future leadership needs of the organisation. Leadership development entails building the leadership skills of individuals in organisations. The needs of municipalities with regard to leadership have to be determined in order to ensure that there is an actual need for the programme. Lastly, needs assessment entails an analysis of the training needs of individuals in order to ensure that individuals undergo training that will meet their needs.

Fulmer and Goldsmith (2000) state that there is a definite trend among organisations towards defining the programme needs by clearly linking the development programme to the organisational strategy. Linking the strategy of the organisation to the development programme ensures that organisations send individuals who will contribute to the achievement of the overall objectives to training programmes. In local government, there is a requirement for the human resource management needs of municipalities to be linked to the development programme. Therefore, a needs assessment is a vital part of leadership development for municipalities. Hannum (2004:8) states that one of the purposes of leadership development are developing the pipeline of leaders within an organisation and strengthening the capacity of teams to

improve organisational outcomes. The leadership development needs of municipalities who are selected to participate in the Municipal Leadership Development Programme should be assessed.

The individual training needs of the women who participate have to be assessed to ensure that trainees are not sent to training that does not satisfy their training needs. The needs of municipalities to be taken into consideration and assessed. Melum (2002:2) states that the organisation's strategic direction and intent should define leaders instead of someone designing leadership in a vacuum and trying to imprint it on the organisation. A leadership development programme is effective if it satisfies the needs of both the organisation and the individuals. It is therefore important that the first step in leadership development evaluation assesses the extent to which the leadership development needs of municipalities and women councillors are assessed prior to attending the Municipal Leadership Development Programme.

One of the shortcomings in the evaluation of the Municipal Leadership Development Programme is the restricted nature of the needs assessment. Chapter 3 of this research study concludes that the needs assessment of the Programme was based on a one-size- fits- all approach to municipalities, where all the municipalities were regarded as having the same leadership development needs. This is ineffective and therefore a thorough and more effective needs assessment is proposed.

The one-size-fits-all approach to the needs assessment hinders the effectiveness of the evaluation of the evaluation framework for the Municipal Leadership Development Programme as it provides a generalised assessment regarding the challenges facing the various municipalities. This led to the programme being developed without trying to fit it with the different municipalities. The 283 municipalities in South Africa are characterised by differences in resources, capacity and geographical situation as well as the differences in the stages of development of municipalities. . COGTA (2009:21) states that progress and success of local government system in South Africa is increasingly being overwhelmed by factors such as poor governance, service delivery

failures, their capacity and performance, but also by the unique challenges experienced in the varying spatial locations of municipalities. Challenges relate to the availability of human resource capacity, degree of economic activity and overall institutional strength. Some municipalities face huge infrastructure backlogs, the negative impacts of demographic change and prevailing apartheid-based socio-economic legacies.

The needs assessment did not include an assessment of gender needs regarding leadership. Municipalities vary in the way in which they prioritise and approach gender and the programmes that they are involved in. The needs assessment that was conducted did not take these needs into consideration and this shortcoming led to a programme that did not reflect the gender needs of the women who participated in the Programme as well as those of the municipalities they serve. The effectiveness of the Programme therefore is questioned as the needs that the programme had to satisfy and the actual needs of participants were not aligned. This has an impact on the extent to which the Programme would add value to the participants. The actual challenges and problems that participants face as women leaders in local government should be incorporated.

This research study recommends an extensive needs assessment to be conducted in the pre-programme evaluation of leadership development programmes to women in local government. A needs assessment should consider and build in the gender needs of women and the policies that municipalities have in place to meet these gender needs. In terms of the needs assessment recommended by this study, the current state of local government, which renders a one-size-fits-all approach to leadership development in local government, is restrictive and ineffective.

Koma (2010:14) asserts that the performance of municipalities should be located in the context of the unique challenges faced by the weaker and more vulnerable municipalities they serve. The setting of goals serves as an important benchmark from which effectiveness, value and impact can be determined and assessed. Development goals should serve as success indicators and ensure an alignment between the

developers of the Municipal Leadership Development Programme and the individual councillors who attend the Programme.

Given the difference in municipal performance and in challenges faced by municipalities, *effective leadership* is leadership that can rise to the challenges facing municipalities in local government. This study argues therefore that a one-size-fits-all approach to leadership development is ineffective and insufficient to assist councillors in dealing with the unique challenges facing municipalities. Therefore, the unique needs of each of the 283 municipalities have to be assessed, if leadership development programmes are to bring value to municipalities. Due to the challenges councillors face they cannot afford to attend programmes that provide no work or academic value. An extended needs assessment is therefore necessary in order to ensure the effectiveness of leadership development programmes in meeting the needs of the individual women councillors and the municipalities they serve.

Central to an assessment of the leadership development needs of women in local government is the consideration of gender needs. One of the shortcomings in the evaluation of the Municipal Leadership Development Programme is the lack of an assessment of the needs of both municipalities and the women participants' gender needs regarding leadership. Chapter 3 of this study described the views of the women who participated in the programme namely that they were looked down upon by their male counterparts and that they received a lot of resistance from men This had an impact on their effectiveness in leadership roles. The problem is that due to the limited nature of the needs assessment conducted, the challenges that were gender-specific to women were not determined prior to the programme and consequently could not be incorporated into the programme content. The needs assessment of the Municipal Leadership Development Programme also did not assess the municipalities' stance on gender.

4.4.2.2 Selection of participants

The second step in the contracting stage is the selection of trainees to go to the programme. Leskiw and Singh (2007:449) assert that organisations do not necessarily select the same level, position or types of people as the target of leadership development. The Municipal Leadership Development Programme is targeted at municipal managers, chief whips, speakers and councillors (elected) and appointed officials. It is important to determine the selection methods.

Hannum *et al.* (2007) differentiate between two methods of selection used in selecting participants. For leadership development initiatives, two common practices are self-selection and boss-selection. If participants are permitted to choose whether by participate (self selection), or their supervisors selected them for participation (boss selection) then people with certain characteristics (such as hectic work schedules, lower ambition) are more likely to be excluded. Selection of participants is a vital component of leadership development evaluation as it has an impact on the differences between groups that participate in a programme.

One of the shortcomings in the evaluation framework of the Municipal Leadership Development Programme is the lack of selection criteria for participants in the Programme and a lack of clarity on the reason for their selection. Some of the women who participated in the Municipal Leadership Development Programme did not have clarity about why they were selected to participate in the programme. Other participants stated that the fact that only women councillors were selected in the second phase of the Programme led to the expectation that the programme would deal specifically with issues pertaining to women in leadership positions. It can therefore be said that there is a need for clear selection criteria to be developed and communicated to the women councillors before they participate in the Programme.

Furthermore, it is also recommended that the expectations of the municipalities, sponsors and participants regarding participation are determined in communicating the criteria for selection of participants in the Programme. The significance of this is to

ensure a common vision between all Programme stakeholders from the outset. Chapter 3 of this study pointed out that women who participated in the Municipal Leadership Development Programme had gender-specific expectations which they expected to be dealt with in their participation in the Programme. Secondly, the municipal Programme co-ordinators expected councillors to improve their effectiveness as leaders in local government.

As the empirical research indicates gender barriers hampering the effectiveness of women councillors as leaders, it is important for these to be clearly explained and identified. Lastly, the Programme sponsors had a specific focus on gender when sponsoring the Programme; specifically the focus was on women councillors It is therefore important to determine the expectations of the sponsors about what they expect from the women councillors after the Programme. Through a determination of the expectations of all programme stakeholders, the developers of the Programme can ensure that these expectations inform future decisions relating to the Programme such as the development of the Programme content.

4.4.2.3 Funding for the programme

Following the identification and determination of the leadership development needs and expectations of all the programme stakeholders, this research study recommends that the evaluation framework should focus on the programme funding. This entails an analysis of the costs involved in meeting the stated needs and expectations of the programme.

The desired outcome in this evaluation dimension is to ensure that there is sufficient funding to meet the programme goals and to satisfy the leadership development needs of both the municipalities and the individual women who participate in the programme. McClaren (2000:28) states that the funding of the programme has to facilitate creative and cost-effective provision of services. The pre-programme evaluation focuses on the availability of the funds to develop, implement and evaluate the leadership development Programme.

One of the shortcomings in the evaluation framework for the Municipal Leadership Development Programme is the ineffective implementation of the Programme in all targeted municipalities due to financial constraints. The shortcoming in the pre-programme evaluation was the lack of proper indicators to show the extent to which financial resources were available to implement the programme. It can therefore be said that the structural evaluation framework was flawed in that the programme was not properly planned and budgeted for and this led to a discontinuation of the programme.

This evaluation framework recommends that the pre-programme evaluation should include an assessment of whether or not prior to the Programme being delivered the proper financial resources are in place to ensure effective implementation of the Programme. This includes an estimate of the cost of the Programme to be delivered and whether the Programme will be implemented, properly using these resources.

4.4.2.4 Designing and developing the programme content

This step in the evaluation framework is concerned with the development of the Programme content. The purpose of the Municipal Leadership Development Programme is to develop the leadership skills of the participants in the Programme. One of the shortcomings and challenges in the evaluation of the Municipal Leadership Development Programme is the limited nature of the needs assessment which did not take into account the gender needs of women pertaining to leadership development. This was indicated by the comments of various participants in the programme who noted gender-specific challenges. These challenges are gender-specific and there is a need for the challenges to not only be acknowledged but also to be built into the Programme content.

This evaluation framework proposes that the process evaluation emphasise the content of the Programme and the extent to which the content is aligned to the purpose and goals of the Programme. The content of the Programme has to be in line with the

specific leadership development needs that participants have in order to be effective. Therefore, the process evaluation must indicate the alignment between what is being taught in the Municipal Leadership Development Programme as well as the goals to be achieved, and the skills to be developed.

This framework therefore proposes that the process evaluation should emphasise incorporating a gender specific needs analysis of the women who participate in the programme in the Programme content in line with the shortcoming in the evaluation framework for the Municipal Leadership Development Programme which was based on the lack of a gendered approach to developing the Programme content. This incorporation will ensure that the content being taught is aligned with the actual problems and challenges that women in local government face, in order to ensure that participants do not undergo training because any training is good, but that the participants can derive work value from the Programme.

4.4.2.5 Assessment

This section in the gender evaluation framework is concerned with the development of assessment procedures. This gender evaluation framework builds on the strengths of the assessment procedures currently in the Municipal Leadership Development Programme, however, recommends an inclusion of tasks that are specifically linked to the gender challenges and barriers that women in local government face. The significance of this is to assess the extent of how the contents of what the councillors have been taught in the Programme assists them in meeting the gender-specific challenges that they face as women in leadership positions in local government.

4.4.2.6 Institutions to deliver the programme

This section in the gender evaluation framework is concerned with the institutions required to deliver the Municipal Leadership Development Programme. This includes the selection of facilitators to facilitate the Programme as well as the delivery of the train-the-trainer programme. This framework asserts that the selection of both women

and men as facilitators in the programme is a strong point as it ensures diversity of facilitators.

Process evaluation assesses the extent to which the programme functions consistent with its design and serves the women who participate in the programme. This evaluation framework recommends that the process evaluation focuses on the facilitation of the Programme as well as the effectiveness of the assessment procedures.

4.4.2.7 Facilitation of the programme

This dimension in the evaluation focuses on the extent to which the facilitation of the programme satisfies the facilitation and development needs of women who participate in the Programme. One of the shortcomings in the evaluation framework for the Municipal Leadership Development Programme is a lack of gender considerations for the facilitation preferences of the women who participated in the Programme. Some women councillors pointed out that they preferred women facilitators as women are more likely to understand their experiences in local government. Other women councillors asserted that it did not matter whether the facilitator was a man or a woman. This research study recommends that the facilitators undergo gender-sensitivity training in the train-the trainer programme to ensure that they are aware of the socially constructed differences between women and men and the differences in the needs of women and men. This recommendation is made in an effort to resolve the concerns of some women councillors who are of the view that men as facilitators do not understand the gender-specific challenges that women councillors face in local government.

4.4.2.8 The effectiveness of the assessment procedures
This element in the process evaluation of the proposed gender evaluation framework is concerned with an analysis of how effective the assessment procedures are in assessing the extent to which the women councillors have developed their leadership skills after their participation in the Programme. A shortcoming in the evaluation

framework for the Municipal Leadership Development Programme is the lack of clarity about how the group assignments were assessed given that women councillors state that in group activities some women did not participate in the activities but all the group members were awarded the same marks. This evaluation framework proposes that the assessment criteria used in assessing the participants in the Programme are clearly explained to the participants to avoid confusion regarding assessment and to ensure that participants receive marks based on performance and not a 'pass one, pass all approach'.

With regard to the Municipal Leadership Development Programme, another shortcoming regarding the assessment of the participants in the Programme is that the summative assessments (portfolios of evidence) were not assessed. It follows, therefore, that the effectiveness of the assessment procedures cannot be determined which renders the evaluation of the programme ineffective. This evaluation framework therefore proposes that the Leadership Development Leadership Academy assesses the portfolios of evidence submitted by women councillors in order to provide them with results for the hard work and input they put into their portfolios of evidence. Another vital point that follows the assessment of portfolios of evidence is the fact that the portfolios were linked to the specific context within which women councillors function. The lack of assessment of these portfolios leads to a shortcoming in the learning role of the evaluation framework as it prevents the determination of the lessons learnt by the women through their participation in the Programme. This is a shortcoming in that the experiences of women cannot be determined in order to determine the impact of the Programme and to inform future programmes offered to women councillors in local government.

Outcome or impact evaluation focuses on the extent to which the programme brings about the desired outcome and changes for the participants in the programme and other programme stakeholders. In order to analyse these two elements namely programme effectiveness and participant empowerment.

4.4.2.9 Programme effectiveness

Programme effectiveness is concerned with evaluating the extent to which the programme is effective in meeting the needs and expectations of all Programme stakeholders. Cacioppe (1998:2) states that the participant's manager should be aware of the major outcomes and competencies taught during the programme and to actively push the participant to utilise and implement the things covered. The Programme coordinators in the various municipalities did not provide feedback of the extent to which they recognise an improvement in the skills, knowledge and competencies of participants after the programme.

Hannum and Martineau (2008:37) state that in evaluating skill levels at the start of the process and in evaluating how much an individual has changed at the end of the process and it was shown that funders, facilitators, programme developers differ from each other and from the programme participants. It is important to consider all perspectives in order to gain the full picture of the Programme's effectiveness.

This framework proposes that a 360-degree feedback process be implemented in order to identify the quality of the work life after the programme. Conger (1992) states that 360-degree feedback has been widely used in leadership development programmes. It involves a participant completing a self-assessment of the key skills and competencies of leadership. Five other people, one or two of the peers and several subordinates also complete an evaluation of the person's skills. These should then be compiled into a summary report for the person, who includes a comparison of his or her self rating with the others. The significance of this recommendation is to provide an analysis of the extent to which other people who interact directly and indirectly with the women councillors perceive an improvement in the leadership skills, knowledge and competencies of the women after the participation in the Programme. A 360-degree feedback process also provides different perspectives that can inform the evaluation process by providing information regarding the exact outcomes and impact of the Programme.

4.4.2.10 Empowerment of participants

The desired outcome in this evaluation dimension is improving the self-knowledge and self-worth of the participants in the programme. Cacioppe (1998:5) states that it is important for participants to experience some improvement in their skills and abilities over time. They should be able to do something that they could not do before they spent time in a leadership programme. One of the shortcomings in the evaluation framework for the Municipal Leadership Development Programme is the fact that the feedback from the participants after the Programme was not effectively evaluated. The programme was only evaluated through course evaluation forms which captured the immediate reactions of the participants. There was no evaluation of the reactions of participants after they had returned to their specific municipalities. Cacioppe (1998:5) states that in order to gain full value from a leadership development programme there has to be transference and follow-up to ensure that the leadership skills are being utilised on the job.

This evaluation framework recommends that evaluation should incorporate an analysis of the way in which the participants recognise the value of the programme in their work. The programme stakeholders (participants, Programme co-ordinators and Programme developers) agreed that the purpose of the Programme was to empower the participants in order to enable them to perform their duties better after the Programme. As this was the goal of the Programme, the evaluation should assess the extent to which this goal has been met. It is recommended that this should be done through interviews with the women councillors six to 12 months after their participation in the Programme, after the women councillors have returned to their specific work contexts and have had time to implement the skills that were taught during the Programme.

4.4.3 Step 3: Develop evaluation indicators

This step in the gender evaluation framework is concerned with the development of evaluation indicators. Baker *et al.* (1995:40) define an *indicator* as a category of change,

used to translate general concepts about a programme and its expected results into measurable parts. McClaren (2000:29) asserts that an *indicator* is a measure expressed in a way that gives an indication of whether the desired outcome has been achieved or not.

It can therefore be said that *indicators* are signals that express the extent to which the desired result has been achieved by the programme. Gender-sensitive indicators are indicators that are specific to a particular gender. The Municipal Leadership Development Programme's evaluation framework has to incorporate indicators that take gender into consideration in determining the level of outcome that will be regarded as a measure of success. Given the differences in the gender leadership roles, needs and challenges that women face, it is vital to incorporate a focus on these gender-specific issues to women in leadership development. This assertion is supported by literature on the impact of gender on leadership.

One of the shortcomings in the evaluation of the Municipal Leadership Development Programme is the lack of gender-sensitive indicators. The Programme targeted women and men, yet the indicators of success did not reflect gender differentiation. The same indicators were used to indicate the success of the programme for both women and men and this was ineffective because, as the literature suggests evaluation which does not take a gender impact into consideration will be skewed.

A further shortcoming in the evaluation framework for the Municipal Leadership Development Programme is the ineffective evaluation indicators. The programme was not properly budgeted for and this was only ascertained during the programme. The structural evaluation indicators should have indicated the lack of financial resources to continue the implementation of the programme. This study asserts that there was a lack of effective evaluation indicators in the evaluation of the Municipal Leadership Development Programme.

Table 4:1 Structural evaluation: dimensions and indicators

Structural dimension	Desired outcome	Indicators
Programme catchment area	The programme serves a definable target population defined by need or gender differentiation	The leadership development needs of the participants have been determined and are include of gender roles in local government
Funding	The funding model provides a cost-effective way of implementing the programme to all participants and allows for effective implementation and evaluation of the programme.	A comprehensive budget indicating the required funds to develop, implement and evaluate the programme has been developed, the required funds have been allocated
Development of programme content	The content of the programme reflects the results of the needs assessment and enables women to face the specific leadership challenges that they face in their work environment	The content builds in gender considerations aligned with the context in which women in local government perform their duties

Institutions to facilitate and deliver the programme	The facilitators are trained and competent to facilitate the programme and to assess the participants.	The facilitators have received certificates of competence as facilitators and assessors
Development of assessment Procedures	The assessment procedures assess the skills of the participants after attending the programme	The participants are clear about the assessment criteria to be used and the participants are assessed in accordance with their performance

Table 4.1 indicates the proposed dimensions recommended for the structural evaluation framework of the Municipal Leadership Development Programme. The dimensions, desired outcomes and indicators are proposed in relation to the shortcomings in the structural evaluation framework identified in Chapter 3 of this research.

Table 4.2: Process evaluation: dimensions and indicators

Process dimension	Desired outcome	Indicators
Facilitation	The facilitation reflects the most appropriate learning style and learning approach suited to women	The method of facilitation is indicates of the learning style appropriate to women and their learning needs.
Assessment	The assessment procedures are aligned with the programme content and include tasks specifically focused on gender-specific challenges identified by women	The assessment tasks deal with gender-specific challenges

Table 4.2 indicates the process evaluation dimensions, desired outcomes as well as the evaluation indicators proposed in line with the shortcomings and challenges in the evaluation framework of the Municipal Leadership Development Programme.

Table 4.3: **Outcome evaluation: dimensions and indicators**

Outcome dimension	Desired outcome	Indicators
Programme effectiveness	The programme has resulted in participants showing improved leadership skills	The participants' views regarding the programme are positive and reflect efficiency of the Programme.
Participant empowerment	The participants and the people directly and indirectly involved with the councillors perceive the empowerment of the women councillors	The participants' views as well as the views of the people directly involved with the councillors in municipalities indicate a positive empowerment of the women

Table 4.3 indicates the outcome and impact evaluation dimensions, desired outcomes as well as the evaluation indicators proposed in line with the shortcomings and challenges in the evaluation framework of the Municipal Leadership Development Programme. This research study recommends that evaluation of leadership development of women builds in gender considerations when developing the indicators that would specify the effectiveness of the Programme in meeting the Programme goals.

4.4.4 Step 4: Develop a data collection design

This step in the evaluation framework focuses on developing a data collection design. Data should answer questions on the level of satisfaction of the participants with the experience? What is their personal evaluation of whether the objectives were met; whether the presenters were effective? This is usually done using course evaluation

forms immediately after the Programme. The course evaluation forms were aimed to assess the level of satisfaction with the programme immediately after it was done and prior to the participants actually applying the skills learnt in the municipalities. This is only one form of evaluation and had to be supported by consequent evaluations six to 12 months after their participation in the Programme in order to assess whether the level of satisfaction is still the same, whether the goals stated have been achieved, whether the participants have found any value from their participation in the Programme. Evaluation should be done after the programme to determine the lessons learnt from the Programme and for future programmes.

The shortcoming in the evaluation of the Municipal Leadership Development Programme is that only course evaluation forms were used to evaluate the level of satisfaction immediately after the Programme. The Local Government Leadership Academy asserts that no consequent evaluation was done after the Programme was delivered. The lack of consequent evaluation has been attributed to the budgetary constraints that were experienced in the implementation of the Programme. This lack of further evaluation is a hindrance to the effectiveness of the evaluation framework as the inability to ensure sufficient resources prior to implementing the Programme has spilled over to other elements of the evaluation which led to a lack of evaluation from the participants in the Programme after having been in their actual working environments.

Nickols (2005:126) asserts that participants devoted their time, attention and energy in the hope of taking out useful knowledge, skills, methods, tools and behaviours. Through ineffective evaluation, the extent to which the councillors see the return on their investment as having been rewarded has not been assessed. Therefore, if it cannot be ascertained whether the Programme provided value to participants in the Programme cannot be determined or assessed, firstly the actual impact the programme has had cannot be evaluated effectively as well as the extent to which the goals were met. This is a shortcoming and barrier to effective evaluation of the Municipal Leadership Development Programme.

The views of the facilitators who facilitated the Municipal Leadership Development Programme have to be ascertained and taken into consideration when assessing the effectiveness of the programme. Nickols (2005:127) states that facilitators invested skills and time, facilitated discussions, presented subject matter in the difficult relevant and in some cases occasionally handled difficult trainees. It is therefore vital that the views of the facilitators are taken into consideration.

The women councillors in the programme did not assessed the Programme other than through course evaluation forms immediately after the Programme and the challenges that were identified have not were determined. This barrier is one that hinders the evaluation of the programme. The purpose of evaluation is to assess the impact, determine the value, determine the challenges experienced in the Programme and ensure that these challenges are not duplicated in future programmes. Therefore, an evaluation framework that does not incorporate these elements is restricted and ineffective.

Interviews in Chapter 3 highlighted ineffectiveness in the data collection design used in the Municipal Leadership Development Programme. There was no tool to assess the perspectives of the municipal programme co-ordinators regarding the programme and its effectiveness in meeting their expectations and goals. This is a shortcoming that renders the evaluation framework ineffective in that the data collection was not designed in such a way to capture the perspectives of all the stakeholders in the Programme. The fact that there was no tool to show whether the municipalities were satisfied with the Programme and its intended impact renders the data collection ineffective.

A second shortcoming in the data collection design was the restrictive nature of the evaluation of the Municipal Leadership Development Programme by the participants. The only form of data collection that were available in the evaluation of the Programme was the course evaluation forms that was available to capture the participants immediate reaction to the Programme. There was no tool to capture the participants'

reaction after they had returned to their work context and had a chance to implement what they have learnt in the Programme. This is a shortcoming given that there was no other way to ascertain the extent to which the participants were satisfied with the Programme. This research recommends that all the stakeholders in the Programme should give their different perspectives regarding the Programme, whether their expectations and goals were met and any changes that should be made in order improve the programme. The facilitators, the participants the Programme co-ordinators and the Programme developers' perspectives had to be acknowledged in the design of the data collection.

4.4.5 Step 5: Collect the data

This step in the evaluation framework is concerned with collecting the data from the different stakeholders in the Municipal Leadership Development Programme in order to determine the extent to which the programme has provided value to them. The participants in the data collection process should be informed of what is required of them and the reasons for which the data is being collected. An important element in this step is in monitoring the data collection to ensure that relevant data is being collected and returned.

One of the shortcomings in the evaluation of the Municipal Leadership Programme is that not all the relevant data was collected and returned after each of the four skills modules. Some municipalities have not submitted their portfolios of evidence and in this regard, the extent to which the performance of the women who participated in the programme has improved and the extent to which the Programme added value to the municipalities have not been determined. This shortcoming is an indication of a lack of monitoring in collecting the data (COGTA, 2010).

This study therefore proposes that the data collection is monitored and timelines regarding the collection of data are developed. The recommendation is based on the

fact that data collection should pay full attention to, gender issues such as the time of the day, the workload as well as the family responsibilities that women have.

Baker *et al.* (1995:47) state that the data collection should focus on two factors, namely quality and quantity. *Quality* refers to the appropriateness and integrity of information gathered in evaluation. *Quantity* refers to the amount of information gathered in the evaluation; all evaluations should have a clear and anticipated use. The framework proposes that the data collection process should be monitored to ensure that data is of good quality and quantity and the data collection should be useable.

4.4.6: Step 6: Analyse the data using a gender lens

Gender-disaggregated data is data that is separated and analysed by gender. *Gender analysis* is the systematic approach to gender through needs assessment, development, implementation and evaluation.

The purpose of analysing the data through a gender lens is to ensure that programmes fully incorporate the needs, roles and participation and impact of the programme of and on women. This step enables evaluators to ascertain the value of the programme to women and the impact of the Programme on women.

Gender-disaggregated data and the lack of evaluation of the views of the stakeholders using a gender lens assess whether women and men perceived the value equally or whether there were differences. The extent to which gender played a role in the determination of the value and whether there were differences regarding the impact are important in order to inform future programmes provided to elected women in local government. There is a need to assess the extent to which gender considerations were built into this stage. Given the restriction that is evident in the evaluation of the Municipal Leadership Development Programme, this study asserts that gender-disaggregated data was not used. Given the literature surveyed in Chapter 2 of this study as well as the observation reports from the Local Government Leadership Academy, gender plays an important role in the way in which women perform in their

leadership roles. It can therefore be said that the lack of gender disaggregated data to assess the differences (if any) regarding how women councillors assessed the Programme in comparison with their male counterparts is ineffective.

During the pilot phase of the Programme as well as the second phase of the programme the data that was collected was not gender-disaggregated. The lack of gender- disaggregated data leads to a lack of determination of the impact that the programme has had on women. The gender barriers that women face hamper their effectiveness in performing their leadership roles. These barriers and the impact that they have on women in local government are gender-specific and need to be taken into consideration if leadership development programmes are to be effective.

4.4.7 Step 7: Develop recommendations

The purpose of evaluation is to provide a learning role for similar programmes to enable the same development needs to be satisfied through the same programme with the minimisation of the challenges experienced. It is important that the evaluation develops lessons what worked and what did not and ways in which the programme can be improved.

One of the shortcomings in the evaluation of the Municipal Leadership Development Programme was that the learning role of the evaluation was not provided. The recommendations that were made by the participants in the course evaluation forms were not used. They were asked to provide suggestions and recommendations in the evaluation forms however these were not used and analysed to develop recommendations for the Programme that could serve a learning role for future leadership development programmes. This research asserts that, in order for the evaluation to serve its purpose of providing a learning role for leadership development programmes, recommendations are made to improve the Programme.

4.4.8 Step 8: Disseminate evaluation results

The last step in the gender evaluation framework is the dissemination of evaluation results. The purpose of evaluation is to determine the value that is brought about by evaluation. After data has been collected and analysed, there is a need for the results and the outcomes of the evaluation to be disseminated to all Programme stakeholders in order that they gain a full picture of the impact of the Programme. Challenges noted in Chapter 3 indicate that evaluation results were not disseminated to Programme stakeholders. The information from the course evaluation forms, the facilitator feedback reports as well as the observation reports from the representatives of the Local Government Leadership Academy were not disseminated to the Programme stakeholders. The Programme co-ordinators in the various municipalities have not yet received feedback from the Local Government Leadership Academy. The Programme participants have not received results regarding their performance and their level of competence. The facilitators who implemented the Programme have not received feedback on the views of the participants regarding their effectiveness in facilitating the Programme.

 This research study therefore recommends that the final step in the evaluation of leadership development programmes offered to women in local government should be the dissemination of the research results. Baker *et al.*(1995:62) state that *dissemination* is the process of communicating evaluation procedures and lessons learnt to relevant audiences, in a timely, unbiased and consistent manner. The goal of which is to achieve full disclosure and impartial reporting. Dissemination of evaluation results provides a full picture of the views of all Programme stakeholders and the impact and value (if any) it has had on the various stakeholders.

4. 5. CONCLUSION

This chapter of the research study focused on the conceptualisation of a gender evaluation framework for leadership development of women. The chapter provided an overview of models that have been used in evaluation. A description of the elements of

an effective evaluation framework was outlined from the models and a gender evaluation framework for leadership development was proposed. The chapter gave an explanation of each of the steps in the evaluation framework in line with the gaps and challenges highlighted in chapter 3 of this research. The next chapter will conclude the research study.

CHAPTER 5
CONCLUSION

5.1 INTRODUCTION

The aim of this research was to highlight the need for and importance of a gender evaluation framework for leadership development programmes for women councillors in local government. The previous chapter provided a comprehensive gender evaluation framework for leadership development as well as recommendations on the implementation of this framework in the context of the Municipal Leadership Development Programme. This chapter will provide a summary of the research study, the findings as well as the extent to which the research objectives have been achieved. The chapter will further provide a summary of the recommendations and conclude the research study.

5.2 SUMMARY OF CHAPTERS

Chapter 1 of this research study provided an introduction to the research topic. The motivation for the research, the problem statement as well as the objectives of the research were provided. A detailed description of the research methodology and the research population was provided. Qualitative research methods were used in this research; this consisted of a focus group interview as well as telephone and one to one in person interviews with the stakeholders in the Municipal Leadership Development Programme. The stakeholders of the Municipal Leadership Development Programme are the Programme developers, Programme coordinators in three municipalities, Programme participants as well as a facilitator of the Municipal Leadership Development Programme. Chapter 1 concluded with an outline of the chapters in the study.

Chapter 2 of this research was concerned with a description of the environment in which leadership development programmes is implemented in local government. The chapter was divided into the external and internal environment. It was through this analysis that

the need for a gender evaluation framework for leadership development of women was contextualised. The requirements of the external environment highlighted a need for a gender focus in all programmes, policies and initiatives in local government. This was also supplemented with the requirements of the internal environment, which indicated gender-specific challenges that women councillors in local government face. The chapter concluded with a contextualisation of a gender evaluation framework for leadership development.

Chapter 3 of this study focused on the current evaluation framework for the Municipal Leadership Development Programme and the extent to which the current evaluation framework of the Municipal Leadership Development Programme is aligned with the gender requirements of the external and internal environment. The results from the empirical research were presented in order to provide the views of the programme stakeholders regarding the evaluation of the Municipal Leadership Development Programme. The chapter concluded that the current evaluation framework for the Programme has strengths that contribute to the effectiveness of the evaluation framework. However, the chapter also highlighted a lack of gender considerations in the evaluation of the programme, which led to the need for a gender evaluation framework for leadership development of women in local government.

Chapter 4 provided a comprehensive gender evaluation framework for leadership development programmes offered to women in local government with a specific focus on the Municipal Leadership Development Programme. The framework was proposed in line with the gaps and challenges identified in Chapter 3. The proposed framework was provided to build on the strengths already in the current evaluation of the Municipal Leadership Development Programme and also to build on the shortcomings in the evaluation of the framework by building in gender considerations at every step in the evaluation process.

This final chapter of the research study concludes the research and provides an answer to the research question that guides the study. The chapter explains the extent to which

the objectives of the research are met and also provides recommendations for the implementation of a gender evaluation framework for leadership development of women in local government.

5.3 RECOMMENDATIONS FOR IMPLEMENTATION

This section of the research study will provide recommendations for implementation. The recommendations are for the Local Government Leadership Academy under the Department of Co-operative Governance and Traditional Affairs, municipalities as well as the councillors who participated in the Municipal Leadership Development Programme. The gender evaluation framework provided in Chapter 4 of this research is integrative in nature. This entails that different stakeholders are assigned different roles that are interrelated. The role that the Local Government Leadership Academy plays can only be successfully completed if the municipalities, facilitators and participants complete the roles assigned to them.

5.3.1 Findings and recommendations for implementation by the Local Government Leadership Academy

The first shortcoming in the evaluation framework of the Municipal Leadership Development Programme is the lack of stakeholder input in the evaluation of the programme.The first step in the implementation of a gender evaluation framework is to engage stakeholders. It is recommended that the Local Government Leadership Academy **co-ordinate the engagement of stakeholders that are affected directly and indirectly by the Programme**. This means that the Local Government Leadership Academy must consult with the Programme sponsors (GTZ and CMTP), together with municipal Programme co-ordinators (who represent the municipalities' expectations and views regarding the Programme). Ensuring that all stakeholders' views, opinions and expectations are determined is the first step in the evaluation framework.

The Local Government Leadership Academy has to determine the extent to which the Programme sponsors, municipalities and participants an emphasise gender. With

regard to the Municipal Leadership Development Programme the sponsors, municipalities and participants indicated a specific focus on gender which was not taken into consideration in the evaluation of the Programme. Therefore, it is recommended that as the developers of the Programme; determine the extent to which a gender focus is required by the Programme stakeholders. The Local Government Leadership Academy has to assess the extent to which gender is incorporated into the statement of need, expectations, activities and resources.

One of the challenges identified in the evaluation of the Municipal Leadership Development Programme is the one-size-fits-all approach to the needs assessment of the municipalities. This resulted in a needs assessment that did not take into consideration the different contexts within which municipalities function and the various challenges they face in terms of personnel, finances and other obstacles. It is recommended that the Local Government Leadership Academy **develops a needs assessment tool for municipalities to use in order to determine their development needs with specific provision for gender differences**. Furthermore, the needs assessment should include a concise assessment of the leadership development needs of the municipalities, which includes an assessment of any programmes, policies or initiatives that municipalities have in terms of gender and in terms of training and development. The importance of this is to ensure an alignment between the various municipalities and the Local Government Leadership Academy as well as the individual councillors themselves.

A second shortcoming in the evaluation of the programme is the lack of proper budgeting and planning for the development, implementation and evaluation of the Municipal Leadership Development Programme. The Municipal Leadership Development Programme was not properly evaluated due to a lack of proper budgeting and financial planning. In this regard, it is recommended that the Local Government Leadership Academy **draw up a proper budget with an estimate of the cost of the programme to be delivered, and also the availability of the financial resources to allow for the implementation and the evaluation of the Programme**. This involves a

cost breakdown of all the costs involved in the delivery, implementation and evaluation of the programme and also ensuring that the finances are readily available to implement the Programme. It is recommended that this step be carried out at the structural evaluation stage before the programme is implemented in order to prevent the Programme being stopped half-way through implementation. If stopped halfway, it might happen that women councillors participate in a Programme that cannot be completed.

It is recommended that the Local Government Leadership Academy **incorporate gender sensitivity training in the train-the-trainer programme.** This entails ensuring that all facilitators are aware of the gender-specific issues that councillors face in local government. This recommendation is aligned with the shortcoming in the framework of the Municipal Leadership Development Programme which did not incorporate a gender focus in determining the facilitation preferences of women who participated in the Programme. Some women councillors prefer women to facilitate the Programme as they are more comfortable with talking to women about their experiences in their leadership roles. Other women councillors do not have facilitator preferences and would be comfortable with either a woman or a man as the Programme facilitator. It is important therefore to ensure that all facilitators are aware and capable of dealing with the gender-specific issues that participants face in their leadership roles in local government.

A further recommendation made to the Local Government Leadership Development Academy is to **ensure that the content of the programme reflects the needs identified in the needs assessment and that the content is indicative of gender-specific challenges that women councillors face**. The aim of this is to ensure that the content of the Programme is based not only on the needs of the municipalities and individuals but also reflects a gender focus which is required by the external and internal environment governing leadership development. This recommendation is based on the shortcoming in the evaluation framework for the Municipal Leadership Development Programme which lacked gender considerations in the development of the Programme

content and also which did not reflect the actual challenges that women face in their leadership roles.

The evaluation framework for the Municipal Leadership Development Programme is limited in terms of analysing and assessing the Programme effectiveness. The evaluation did not take into consideration the long-term reactions of the participants after having returned to their work environment. In order to solve this shortcoming, the Local Government Leadership Academy **conduct interviews with the different Programme stakeholders (Programme sponsors, Programme coordinators, Programme facilitators and the Programme participants) in order to ensure that the goals identified at the start of the evaluation have been met. These interviews should take into account the factor of gender as an element in analysing the effectiveness of the programme**. The importance of this recommendation is also in ensuring that the evaluations ascertain the extent to which the Programme is effective in assisting women to better handle the gender barriers that they face in leadership roles.

The evaluation framework for the Municipal Leadership Development Programme indicates a shortcoming in terms of data collection. The data collection design was limited in that all the stakeholders did not provide feedback regarding their views of the programme effectiveness, during and after the Programme. It is recommended therefore that **the data collection design make provision for all stakeholders to provide input regarding the Programme**. The data collection design should take into consideration not only the short-term but also the long-term reactions of the stakeholders. Lastly, the data collection design should provide timely, reliable and accurate information.

This research study found that the Municipal Leadership Development Programme uses an evaluation framework that does not ensure that the relevant data is collected from the various stakeholders. This includes certain municipalities that have not yet submitted their councillors' portfolios of evidence. This is a challenge given that without assessing the performance of the women councillors, it is not possible to determine the

extent to which the Programme has been effective. This research study recommends that the Local Government Leadership Academy monitor the data collection and set timelines for data collection. Furthermore, the Local Government Leadership Academy has the **responsibility of informing the municipalities as well as the participants about the date of submission of portfolios of evidence and evaluation forms, as well as other forms of assessment, in order to ensure that all the relevant data is collected for evaluation purposes.**

This research study recommends that the Local Government Leadership Academy **analyse the data collected through a gender lens**. This means that the data collected be separated and analysed based on gender. There has to be an analysis of the impact that the programme has had on women specifically. This entails an analysis of the extent to which women perceive their participation in the Programme as valuable and the strengths and weaknesses of the Programme as perceived by the women. In addition gender-disaggregated data serves the purpose of determining the impact of the Programme as perceived by other Programme stakeholders. The purpose of this is to inform future leadership development programmes to women councillors in local government and also to determine and identify barriers and obstacles that women in local government face.

A challenge in the evaluation framework for the Municipal Leadership Development Programme is the lack of proper recommendations. One of the purposes of evaluation is to provide a learning role; this means that the evaluation must provide lessons about what worked and what didn't in order to inform future leadership development programmes and to ensure that the challenges experienced in the Municipal Leadership Development Programme are not duplicated. It is recommended therefore that **after the data is analysed and separated by gender the findings of the evaluation be developed and recommendations to municipalities, facilitators, Programme sponsors and Programme participants be identified**. The Local Government Leadership Academy should also develop recommendations for its own evaluation purposes stemming from the data collected from all other stakeholders.

The abovementioned recommendations are proposed in line with the shortcomings identified through empirical research and which were identified and explained in Chapter 3 of this study. This research study proposes that the recommendations that are made be implemented in line with the strengths identified in the current evaluation framework of the Municipal Leadership Development Programme. The recommendations proposed by this study address the weaknesses in the framework with the aim of building on the strengths that already exist in order to improve the effectiveness of the Municipal Leadership Development Programme.

5.5.3.2 Findings and recommendations for implementation by municipalities

The following findings and recommendations are made for implementation by the municipalities relating to their participation in the Municipal Leadership Development Programme.

It is recommended that municipalities **determine scientific measures to assess the impact (if any) of the Programme, both short-term and long-term and communicate the results of this assessment with other programme stakeholders to ensure that lessons can be learnt from the Programme to determine the impact of the Programme and also to inform future programmes aimed at women councillors in local government**. This recommendation is made in line with the weakness in the evaluation of the Municipal Leadership Development Programme that there were no measures to assess the impact of the Programme and the extent to which the goals of the municipalities for selecting councillors to participate in the Programme are achieved. This research study asserts that women councillors should not be sent to training simply because any training is good; there is a need for programmes to be evaluated. Evaluation of training therefore has to incorporate measures to assess the impact brought about through participation in the Programme.

This research study recommends that the **municipalities forward the portfolios of evidence and the evaluation forms to the Local Government Leadership**

Academy. Another challenge in the evaluation framework of the Municipal Leadership Development Programme was raised by participants who attributed the lack of assessments done on their portfolios of evidence to the inability of the representatives from municipalities to forward the portfolios of evidence to the Local Government Leadership Academy. Therefore, the recommendation is made that the municipal Programme co-ordinators responsible for the coordination of the Programme ensure that all the assignments are forwarded to the Local Government Leadership Academy to prevent the lack of assessment being done due to assignments from councillors not being received.

It is recommended that the municipal Programme co-ordinators **communicate the selection criteria used for the selection of women councillors to participate in the Programme and the expectations of the municipality from the participants**. This is to ensure that the councillors are clear about the reasons for their selection and the expectations of the municipalities after participation. It is important to ensure that there is clarity between the women who participate in the Programme and the municipalities who send these women to the Programme. Determine the expectations of the individual councillors regarding the Programme, expectations in terms of what their individual goals are regarding the value of the Programme. The importance of this recommendation is to ensure that the councillors attend programmes that they regard as important.

5.4 CONCLUSION

This research study is concerned with the evaluation framework for the Municipal Leadership Development Programme offered to women councillors in local government. The study, firstly, analysed the environment in which leadership development of women in local government operates. This led to the research study contextualising a gender evaluation framework in the environment.

The research then analysed the current evaluation framework for the Municipal Leadership Development Programme and pointed out gaps and challenges highlighted

through interaction with the stakeholders involved in the evaluation of the Programme. The identified weaknesses and challenges allowed for this research to propose a gender evaluation framework for leadership development of women in local government. It can be concluded that the objectives of this research have been met. These objective were, namely, to describe the current environment in which leadership development programmes are implemented. To explain the shortcomings in the current evaluation framework of the Municipal Leadership Development Programme, as well as to propose a gender evaluation framework for the leadership development of women in local government. The research question guiding this study was: To which extent will a comprehensive gender- specific evaluation framework ensure the success of leadership development programmes aimed at women in local government?. The answer to this question is that women councillors face gender-specific challenges in their roles as leaders in local government. An evaluation framework that builds in gender at every step in the evaluation of leadership development programmes will improve the effectiveness of leadership development programmes by providing evaluation results which take these gender-specific challenges and the success of leadership development programmes can be improved.

REFERENCES

Baker,Q., Davis, D., Gallerani, R., Sanchez ,V., Viadro, C. 2000. *An evaluation framework for community health programmes.* [Online] Available from: http://www.cdc.gov/eval/evalcbph.pdf [Accessed: 30 March 2011].

Bass, B.M.1990. *Bass and Stogdill's handbook of leadership: theory, research, and managerial applications.* 3rd ed. New York: Free Press.

Bedian, A.G & Glueck,W.F.1983. *Management.* Chicago: Dryden.

Beall, J. 2005. Decentralizing government and decentering gender: lessons from local government reform in South Africa. *Politics& Society,* 33 :253-276.

Belenky, M.F., Clinchy,B.M., Goldberger, N.R.& Tarule, J.M. 1986. *Women's Ways of Knowing.* New York: Basic Books,.

Bentley, K., Cherry, J. & Maphunye, K. 2004. *Guidelines to enhance the representation and participation of women in local government in South Africa.* (Commissioned by the South African Local Government Association (SALGA), February).

Botes, P.S. 1996. *Public Administration and management: a guide to central, regional and municipal administration and Management.* 2nd ed. Pretoria: Kagiso.

Brache, A.1983. Seven prevailing myths about leadership. *Training and Development Journal.* 27(120).

Bryman, A. 2004. *Social Research Methods.* 2nd ed.Place: Oxford University Press.

Cacioppe, R. 1998. An integrated model and approach for the design of effective leadership development programs. *Leadership and Organisation Development Journal.* 19(1): 44-53.

Chung, K.H. 1977. *Motivational theories & practices.* Columbus, Ohio: Grid.

Conger, J. 1992. Learning to Lead: the art of transforming managers into leaders. Josey-Bass, San Franscisco,CA.

Cloete, J.J.N. 1997. *South African municipal government and administration*. Pretoria: Van Schaik.

COGTA(Department of Cooperative Governance and Traditional Affairs). 2010. Interview with Municipal Leadership Development Programme developer.

COGTA (Department of Cooperative Governance and Traditional Affairs). Report on the state of Local Government in South Africa. 2009. Pretoria.

Critten, P .1995. *Investing in People: Toward Corporate Capability*. 3rd ed. London: Butterworth Heinemann.

De Vos, A. 2005. *Research at Grassroots*. 3rd ed. Pretoria: Van Schaik.

DBSA(Development Bank of South Africa).2004. **Vulindlela Academy in perspective.** Availableonline:
http://www.dbsa.org/ABOUT%20US%202/structure/Documents/DBSAVAinPerspective.pdf. Accessed 22 July 2010.

Eagly, A.H.2007. Female leadership advantage and disadvantage: resolving the contradiction. *Psychology of women*. Page?

Eagly,H. & Carli,L. 2003.The female leadership advantage: an evaluation of the evidence. *The Leadership Quarterly*, 14: 807- 834.

Farrel M & Bhatt N.2002. Gender, Work and Learning Gender mainstreaming: exploring women's potential in the formal workplace.

Fourie, D. 2004. Training needs analysis for middle management: a South African Public service Experience. *Journal of Public Administration*, 39(4.1), 493-506.

Fox, W., Meyer, I. 1996. Public Administration Dictionary. Pretoria:Juta .

Fulmer, R.M. & Goldsmith, M. 2000. Future leadership development. *Executive Excellence*. 17(12):18.

Gray A & Mare C. 2002. The promise of women's equality: The transformation of local government in South Africa. *Local Government Working Paper series.* no.3.

Greater Sekhukhune District Municipality. 2010. Interview with Municipal Leadership Development Programme coordinator.

Gildenhuys, J.S.H. (ed.). 1988. South *African Public Administration: past, present and* future. Pinetown: Owen Burgess.

Hannum, K. 2004. Best practices: choosing the right methods for evaluation. *Leadership in Action*, 23(6): 5-8

Hannum, M., Martineau, W. & Reinelt, C. 2007. *The Handbook of Leadership Development Evaluation*. Place: Sage.

Hannum, K. & Martineau, J. 2008. *Evaluating the Impact of Leadership Development*. San Francisco: Pfeiffer.

Heilman, M.E.2001. Description and prescription: how gender stereotypes prevent women's ascent up the organisational ladder. *Journal of Social Issues*. 57: 657-674.

Kark, R. 2004. The transformational leader: who is (s) he? A feminist perspective. *Journal of Organizational Change Management*, 17(2):160-176.

Koma, S.B. 2010. The state of local government in South Africa: issues, trends and options. *Journal of Public Administration*, 45 (1.1):111-120.

Kumar, R. 2005. *Research methodology: A step-by-step guide for beginners*. 2nd ed. London: Sage.

Learning Resources Group. 2011. Interview with Municipal Leadership Development Programme facilitator.

Letsholo, S.2006. Gender and local government in democratic local government elections in South Africa: a critical review. *Eisa Occasional,* 42(12).

Leskiw, S. & Singh, P. 2007. Leadership development: learning from best practices. *Leadership & Organisational Development Journal*, 28(5): 444-464.

Lewis, P. & Thornhill, A. 1994. The evaluation of training: an organisational culture approach. *Journal of European Industrial* Training, 18(8) 24-27.

Lyness,K.S & Heilman, M.E. 2006. When fit is fundamental: performance evaluations and promotions of upper level female and male managers. *Journal of Applied Psychology*, 91:777-785.

Logola.2007. Local Government Leadership Academy: The Roadmap for the development of a national cadre of leaders for developmental Local Government: A concept paper. [Online] Available from:http://www.thedplg.gov.za/subwebsites/logola/documents/LOGOLA%20CONCEPT%20PAPER.doc. [Accessed 21 July 2010].

Logola.2008. Knowledge of local environment key to MLDP success. [Online].Accessed from: http://www.thedplg.gov.za/subwebsites/logola/documents/Logolo_2008-p4.pdf [Accessed 21 Jul. 2010].

Mathis, R. & Jackson, J. 2003. *Human Resource Management*. 10th ed. South Western

Martineau, J. 2004. Laying the groundwork: first steps in evaluating leadership development. *Leadership in Action*, 23(6):3.

McClaren J.2000. Evaluating programmes for women: a gender specific framework.[Online].Available from: http://www.pwhce.ca/pdf/evaluatingPrograms.pdf. [Accessed 10 March 2010].

McNabb, D. 2004. *Research methods for political science: quantitative and qualitative methods*. Armani, NY: ME Sharpe.

Mello, D. 2008. Human resource development for effective service in the South African Public Service. *Journal of Public Administration*, 43(2.1): 203-213.

Melum, M. 2002. Developing high- performance leaders. Quality Management in Health Care. 11(1)55-68.

Naidoo, S.2000.The integrated development plan. A framework for women's mobilisation around service delivery needs?.*Agenda Feminist Media*, 45:45-53.

Nickols S.2005. Why a stakeholder approach to evaluating training. *Advances in developing human resources.*7 (1):121-134.

Oshagbemi, T. & Gill, R. 2003. Gender differences and similarities in the leadership styles and behaviour of UK managers. *Women in Management Review*,18(6):288-298.

Paralegal.2010.**ParalegalManual.**[Online].Available from: http://www.paralegaladvice.org.za/docs/04_full.html. [Accessed 21 July 2010].

Patton, MQ. 1980. *Qualitative Evaluation Methods*. London: Sage.

Rutherford, S. 2001. Any difference? an analysis of gender and divisional management styles in a large airline. *Gender, Work and Organisation*, 8(3):327-345.

SALGA. 2004. Equal Gender Representation and participation in Local Government.Availableonline. http://www.5050.org.za/downloads/WRPLocalGovt%5BIEC%5D.pps#426,1,WOMEN REPRESENTATION AND PARTICIPATION [A COMPARATIVE STUDY]. Accessed 28 September 2009.

SALGA. 2006. Handbook for municipal councillors.

Sanders, J. & Cunningham, D. 1973. A structure for formative evaluation in product development. *Review of Educational Research*, 23: 217-236.

Silverman, D. 2001*. Interpreting Qualitative Data. Methods for Analysing Talk, Text and Interaction*. 2nd ed. Sage.

Sedibeng District Municipality.2011. Interview with Municipal Leadership Development Programme coordinator.

SAQA(South African Qualifications Authority). ND. Certificate in Leadership Development for LocalGovernment.pp1-12.[Online] Available from:http://www.thedplg.gov.za/subwebsites/logola/documents/Gazette LeadershipforLocalGovernmentQualificationAugust2005.doc [Accessed 18 June 2010].

Republic of South Africa. 1998. *Local Government: Municipal Systems Act, 1998 (Act 117 of 1998)*. Pretoria: Government Printers

Republic of South Africa. 1998. *White Paper on Local Government*. Pretoria: Government Printers.

Republic of South Africa 2006. Department of Provincial and Local Government. Local Government Gender Policy Framework. Pretoria: Government Printers.

Republic of South Africa .1996. Constitution, 1996. Pretoria: Government Printers.

Republic of South Africa. 1995. South African Qualifications Authority Act. Pretoria: Government Printer.

South Africa (Republic) 1998. Skills Development Act. Pretoria: Government Printers.

Republic of South Africa. 2000. Local Government Municipal Systems Act, 2000 (Act 32 of 2000). Pretoria: Government Printers.

Republic of South Africa. 2003. *Traditional Leadership and Governance Framework Act*, 2003. (Act 41 of 2003). Pretoria: Government Printers.

Republic of South Africa. 2007. Local Government: Municipal Systems Act: Draft Competency Guidelines: Generic section 57 managers' managerial competency framework and specific occupational competency profiles. Notice no. 29723. Government Gazette, 23 March 2007.

National Capacity Building Framework for Local Government. 2007. The Department of Provincial and Local Government. Pretoria.

Sushma, S. 2004. Member of Parliament in India quoted in 'parliament beyond numbers'. [Online]. Available from: http://www.idea.int/women/parl/ch2b.html.[Accessed 29 March 2011].

Steers,R.A, Layman ,P.W, Bigley, G.A. 1996. *Motivation and leadership at work*. New York. Free Press.

Robbins J. 2007. *Organisational Behaviour*. Upper Saddie River; NJ:Prentice Hall.

Thornhill, C. 2005.The Executive Mayor/Municipal Manager Interface, *Journal of Public Administration*, 43(4.1):725-735.

Van Dijk , H.G. 2004. Evaluating training -the missing link in Public Service human resource development. *Journal of Public Administration*,39 (4.1):507-517.

Appendix A

Interview: Department of Cooperative Governance and Traditional Affairs

This interview schedule consists of the questions that will be asked to the members of the Department of Co-operative Governance responsible for the conceptualisation, implementation and the evaluation of the Municipal Leadership Development Programme.

1. Why was the Municipal Leadership Development Programme conceptualised?
2. Who were involved in the initial development of the Programme? Who do you see as the important stakeholders for the success of the Programme?
3. Who developed the content for the Programme?
4. How did you validate the content of the Programme?
5. What do you think is the value of integrating participants' expectations into the content of a Programme?
6. How did you identify facilitators for the Programme?
7. What is the nature of the contractual relationship with facilitators e.g. should facilitators be registered with LG Seta?
8. Where the facilitator oriented and inducted prior to the programme?
9. Did the facilitators receive feedback after the training?
10. What selection criteria did you have for participants in the programme?
11. Did you assess participants prior to the Programme?
12. How were the participants in the programme assessed?
13. What types of assessments were used?
14. What are your requirements for assessors?
15. Is there any interaction between facilitators and assessors?
16. What feedback do participants receive?
17. How was the programme evaluated by the participants?
18. What was the aim of the evaluation from the participants?
19. What happened to the information obtained through evaluation?
20. What is your opinion regarding the organisational and individual value of the Programme?

Appendix B

Interview: Facilitators of the Municipal Leadership Development Programme

This interview schedule consists of the questions that will be asked to the facilitators of the Municipal Leadership Development Programme.

1. Are you a registered facilitator?
2. What is your qualification and experience in facilitation?
3. What is your relationship to the Department of Co-operative Governance and Traditional Affairs?
4. Were you trained prior to your first facilitation e.g. train-the-trainer?
5. If yes, what types of training were provided? (Styles, gender, content)?
6. What is your facilitation philosophy (role)?
7. What different styles/ activities do you use during your facilitation of the Municipal Leadership Development Programme?
8. What is your perception regarding the content of the Municipal Leadership Development Programme?
9. What do you perceive to be the gaps in the content?
10. What types of assessments are done?
11. What are your perceptions regarding the evaluation of the Municipal Leadership Development Programme?
12. Did the Department of Cooperative Governance and Traditional Affairs give you feedback on your evaluation?
13. What do you think are the strengths of the Programme?
14. What do you think are the weaknesses of the Programme?
15. Did you evaluate the Municipal Leadership Development Programme or give recommendations after facilitating the Programme?

Appendix C

Interview: Focus group interviews

This interview schedule consists of the questions that will be asked to the participants in the Municipal Leadership Development Programme in the various municipalities

1. Does your municipality have a specific gender focus? If so, what is it?
2. Would you classify your municipality as operating within a traditional environment? If so, what has been the impact thereof on you as a councillor?
3. When is the first time you heard about the Municipal Leadership Development Programme?
4. How were you selected to participate in the programme?
5. What were your expectations upon hearing about your participation?
6. Were you assessed before course?
7. What do you think of the content of the Programme?
8. What did you think about the facilitator?
9. Did the facilitator use different activities in class?
10. Which activity do you prefer and why?
11. What did you like or dislike about the interaction in the class?
12. Was your facilitator male or female and do you think that makes a difference?
13. Were you assessed during the course and how?
14. Were you given any feedback regarding your assessment?
15. Did you complete an evaluation form?
16. What did they ask you to evaluate?
17. What value did the Programme have for you?
18. What would you change about the Programme?
19. What is your perception regarding your role as a woman councillor?

Appendix D

Interview: Political programme coordinators in municipalities

This interview schedule consists of the questions that will be asked to the coordinators of the Municipal Leadership Development Programme in the various municipalities

1. What is the council's training and development policy?
2. What is the council's gender agenda?
3. Why is did you choose the Municipal Leadership Development Programme?
4. What is your role in ensuring that appropriate capacity is created in local government?
5. How did you select the participants in the programme?
6. What do you expect from participants?
7. How do you determine that your expectations are met?
8. Do you evaluate participants after completing the programme? And if yes, how?
9. Are participants expected to do anything on their return e.g. write report, present to council, train the rest?
10. Do you receive any feedback from the Academy?
11. What is the nature of the feedback received?
12. What do you perceive to be the strengths of the Programme?
13. What do you perceive to the weaknesses of the Programme?

Appendix E: Informed consent form

Informed consent for participation in an academic research study
School of Public Management and Administration
Title of the study
Conceptualising a gender evaluation framework for leadership development of women in local government

<u>Research conducted by:</u>

Ms. H.M Nkwana (26191122)
Cell: 079 018 2326

Dear Respondent

You are invited to participate in an academic research study conducted by Mapula Nkwana, Masters Student from the School of Public Management and Administration at the University of Pretoria.

The purpose of the study is to conceptualise a gender evaluation framework for the Municipal Leadership Development Programme offered by the Department of Cooperative Governance and Traditional Affairs under the Local Government Leadership Academy. Please note the following:

- This study involves an <u>interview</u> the answers you give will be treated as strictly <u>confidential</u>. You cannot be identified in person based on the answers you give.
- Your participation in this study is very important to us. You may, however, choose not to participate and you may also stop participating at any time without any negative consequences.
- Please answer the questions in the interview questionnaire as completely and honestly as possible. This should not take more than 60 minutes of your time
- The results of the study will be used for academic purposes only and may be published in an academic journal. We will provide you with a summary of our findings on request.
- Please contact my study leader, Prof. H.G van Dijk, 012 420 4140 or e-mail address gerda.vandijk@up.ac.za if you have any questions or comments regarding the study.

Please sign the form to indicate that:
- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

_____

Respondent's signature

_____

Date

Appendix F:
Appendix F depicts the course evaluation forms used in the evaluation of the Municipal
Leadership Development Programme

Branch: Systems and Capacity Building
Chief Directorate: Local Government Leadership Academy
(LOGOLA)
Directorate: Curriculum Development

Course Evaluation Questionnaire
Municipal Leadership Development Programme

(To be completed by course participants)

1. Province	
2. District	
3. Local Municipality	
4. Learner Designation	
5. Training Provider	
6. Facilitator 1	
Facilitator 2	
7. Name of Skills Programme	
8. Date of Skills Programme	

1	2	3	4	5
Unsatisfactory	**Poor**	**Good**	**Very Good**	**Excellent**

1.	COURSE EVALUATION	*(Circle the number chosen)*					
1.1	**COURSE CONTENTS**						
	There were clearly defined Skills Programme outcomes and objectives		1	2	3	4	5
	The contents of the Skills Programme were relevant to my work and responsibilities		1	2	3	4	5
	The facilitator clearly explained the outcomes of the programme		1	2	3	4	5
	The course material was of a good quality and was adequate for the programme		1	2	3	4	5
	Assessment tasks were explained fully		1	2	3	4	5

Any other comment(s):

1.2 TRAINING AIDS / ACTIVITIES

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

The following aspects were effectively used during the skills programme delivery:					
Course Material	1	2	3	4	5
Visual Aids	1	2	3	4	5
Individual activities	1	2	3	4	5
Group activities	1	2	3	4	5

Any other comment(s):

2. OVERALL COURSE EVALUATION

The learner manual was well laid out and easy to use	1	2	3	4	5
The Skills Programme content was at the correct level of the learner	1	2	3	4	5
The assignments were appropriate for the content of the programme	1	2	3	4	5
The case studies were appropriate for the content of the programme.	1	2	3	4	5
The activities were appropriate for the content of the programme.	1	2	3	4	5
The examples were appropriate for the content of the programme.	1	2	3	4	5

Any other comment(s):

2

3. ETD PRACTITIONER EVALUATION (*impression of the Facilitator*)

3.1 SKILLS PROGRAMME KNOWLEDGE

	Facilitator 1				
The facilitator had sufficient knowledge to present the Skills Programme	1	2	3	4	5
The facilitator had the ability to understand questions comprehensively	1	2	3	4	5
The facilitator had the ability to understand the answers comprehensively	1	2	3	4	5
The facilitator was well prepared to present the Skills Programme	1	2	3	4	5
The facilitator had the ability to relate knowledge to local government	1	2	3	4	5

Any other comment(s):

3.2 COMMUNICATION SKILLS

	Facilitator 1				
The facilitator spoke clearly enough to be heard	1	2	3	4	5
The facilitator listened well before answering	1	2	3	4	5
The facilitator was open to comments/discussions/suggestions	1	2	3	4	5
The facilitator was able to respond well to questions and answers	1	2	3	4	5
The facilitator was able to provide feedback on activities completed	1	2	3	4	5

Any other comment(s):

3.3 ETD PRACTITIONER EFFECTIVENESS

	Facilitator 1				
The facilitator was sensitive and responsive to the needs of the group	1	2	3	4	5
The facilitator was sensitive and responsive to the needs of individual learners	1	2	3	4	5
The facilitator created a relaxed and flexible learning environment	1	2	3	4	5
The facilitator was able to pace learning appropriately to the material being learnt	1	2	3	4	5
The facilitator used a variety of techniques to promote and stimulate interaction.	1	2	3	4	5

Any other comment(s):

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

4. ETD PRACTITIONER EVALUATION *l impression of the Facilitator)*

4.1 SKILLS PROGRAMME KNOWLEDGE

	Facilitator 2				
The facilitator had sufficient knowledge to present the Skills Programme	1	2	3	4	5
The facilitator had the ability to understand questions comprehensively	1	2	3	4	5
The facilitator had the ability to understand the answers comprehensively	1	2	3	4	5
The facilitator was well prepared to present the Skills Programme	1	2	3	4	5
The facilitator had the ability to relate knowledge to local government	1	2	3	4	5

Any other comment(s):

4.2 COMMUNICATION SKILLS

	Facilitator 2				
The facilitator spoke clearly enough to be heard	1	2	3	4	5
The facilitator listened well before answering	1	2	3	4	5
The facilitator was open to comments/discussions/suggestions	1	2	3	4	5
The facilitator was able to respond well to questions and answers	1	2	3	4	5
The facilitator was able to provide feedback on activities completed	1	2	3	4	5

Any other comment(s):

4.3 ETD PRACTITIONER EFFECTIVENESS

	Facilitator 2				
The facilitator was sensitive and responsive to the needs of the group	1	2	3	4	5
The facilitator was sensitive and responsive to the needs of individual learners	1	2	3	4	5
The facilitator created a relaxed and flexible learning environment	1	2	3	4	5
The facilitator was able to pace learning appropriately to the material being learnt	1	2	3	4	5
The facilitator used a variety of techniques to promote and stimulate interaction.	1	2	3	4	5

Any other comment(s):

5. Which part(s) of the course benefited

_____

_____

_____

6. Which part(s) of the course benefited you the least?

_____

_____

_____

7. Which part(s) of the course were not well covered?

_____

_____

_____

8. Please mention any suggestions for improvement, or ideas about the course, which could help future learners.

_____

_____

_____

_____

Appendix G:
Appendix G depicts the facilitator feedback reports used in the evaluation of the
Municipal Leadership Development Programme

Name of the Province : Limpopo Province

Name of the Municipal District : Greater Sikhukhune Municipality District (Limpopo)

Name of venue : Eagle Flight - Groblersdal

Date : 31 March – 2 April 2008

Compiled By : :

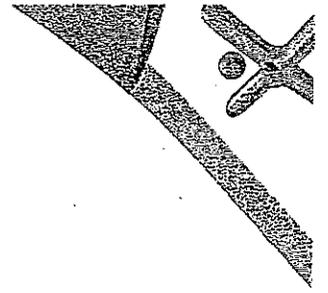Date of Submission : 3 June 2008

1. Introduction:

There were three facilitators at the beginning of the training session. Unfortunately due to personal crisis one of the facilitators could not facilitate for the entire three days. The entire three days worked very well even though it was extremely tiring for two facilitators to carry the day. Learners were open to the concepts of problem solving and they took down a lot of notes as there were numerous flip charts generated.

2. Process:

All thirty one learners were seated in a U-shaped arrangement. The facilitators took turns to facilitate the various sections of the module while assisting in between. Attendance was poor on the first day as this course coincided with their budgeting process. Apologies were sent through and the learners were in and out for the better part of the first two days. Expectations of the learners were taken together with the rest of the flip charts by LRG representative.

3. Highlights

This module was interesting in that it allowed for a few issues that pertain to the learners working relationship and processes to come to the surface. The learners were bringing up current issues that they were having problems dealing with and the entire class would attempt to assist them. For an example the issue of church bishops who were fighting with each other, literally. The speaker called an after hours meeting, which served as a feedback meeting perhaps, after the first day in order to address some of the issues as mentioned in the session. This was a very serious meeting as the meeting was an opportunity to correct certain behaviours that were ineffective from the learners during and outside of the course.

Greater Sekhukhune Report 2008

4. Challenges Experienced:

The challenge here was rather the fact that there were two facilitators and this module proved to be very involved and tiresome. The fact that the learners were coming in and out to attend their own meetings did not make this an easy task at all. The recapping and individual attention given to those who were late proved to be counter productive.

5. Attachment A. A list of attendees, indicating names, positions and municipalities, who attended.
(NB: List taken by DPLG – should be with LRG)

6. Recommendations:

The responsibilities of DPLG and LRG need to be clarified before the sessions as this confusion sometimes spilled over into the sessions when the representatives argue about who administrative duties.

7. Conclusion:

This was one of the modules that imparted practical skills to the learners. The notes on flip chart were collected by LRG representative and a promise made to type them out and distribute. This would assist the learners immensely if it is done. The centralising of all the Municipal Leadership responsibilities and competencies will help clarify the depth of their responsibility and the skills they have to practice daily. I have no doubt in y mind that this module was developed well and prepared with the Municipal Leader in mind.

The LR Group

LEARNER FEEDBACK

Learner Comments on the Skills Programme

- The place which was booked for our accommodation was not fine at all including their menu, however the facilitators were very well prepared for the session.
- This programme has given me the power to lead has developed me a lot. I am proud today because I can stand in front of my peers and community with confidence.
- Good facilitators. Keep it up!
- The workshop was very good and all the facilitators are excellent. We enjoyed the workshop very much.
- The programme is good, so that we can excel at our jobs.
- I feel that it is quite important to have all the notes jotted on the flip chart to be typed out and distributed to us as a reference material.
- The course was well, presented. I can just say keep, it up. Three days is not enough for the course. At least 4 days should be considered. The accommodation venue is not user friendly as there are no tables in the rooms and you can't read overnight.
- The course is good because it relates to our work situation and also assists us to improve where we have weak points. We also learnt new ideas of handling our communities in a positive way.
- It was excellent as we are starting understand and link all the courses we have already attended.
- The days are to close together, please consider alternative structuring to relieve the pressure.
- Accommodation needs to be reconsidered.
- This workshop is very nice because it give us skills and we are going to promote our municipality.
- I learnt a lot as I now understand how to manage/monitor a project.
- You are doing a good job for us as Women Leaders. Keep it up.
- Next time we wish to be provided with stationary such as pens, pencils, writing pads and others as usual in order to progress smoothly.
- The course was a good one. I enjoyed it.
- Good facilitators and they always make sure that we really understand all the modules that they are facilitating on the workshop.

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

LEARNER FEEDBACK GRAPH

CMTP
PROBLEM SOLVING & ANALYTICAL THINKING
31/03/2005 - 02/04/2008