

**A model for institutional capacity creation and the empowerment of  
designated local government officials**

**VOORWOORD**

by

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## VOORWOORD

Opedra aan my moeder wat my geleer het dat mislukkings en om te faal tydelike menslike persepsies is en bloot as hekkies in die pylvak van die lewe, op pad na sukses, ervaar moet word.

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## **A model for institutional capacity creation and the empowerment of designated local government officials**

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### **Summary**

Organised local government is experiencing increasing pressure to provide additional and improved services. This, *inter alia*, includes municipal policing-, law enforcement-, basic health-, curative- and community development services to an increased community, largely due to the local and foreigner influx in most demarcated municipal areas. Post 1994 legislation and directives that were promulgated and issued respectively, in some instances (for example in the Centurion Town Council jurisdiction area) nearly doubled the area of jurisdiction.

Simultaneously, pressure is put on local government, as a designated employer, to appoint employees at all levels of the organisational structure in such a fashion that institutionalised local government reflects the composition of the broader community it serves. This can be ascribed to the environmental changes that have taken place, requiring local authorities to adapt to this in the spirit of reconstruction and development. A new dispensation of developmental local government is foreseen in the *White Paper on Local Government, 1998*. These changes must take place within the broad statutory guidelines of contemporary legislation - which will serve as the broad parameters and framework of this study.

One way of relieving the pressure on local government is to create structural capacity in the institutional organisation structure. This can be obtained through an efficient and effective organising process that includes early retirement, interim management incentives, voluntary packages, re-training and re-deployment interventions and fixed-period-contracts for interested personnel. This gives rise to the first study objective namely investigating an effective institutional structural capacity creation system for local government with specific reference to the Greater Pretoria Metropolitan Council. The investigation embraces the milieu within which the existing personnel appointment system has developed and it includes, *inter alia*, the external environment as well as current organisational arrangements relevant to the research topic. A further problem the study seeks to address is the situation in most municipalities where the current organisational arrangements, measured against community-, employee- and union needs, contemporary legislation, statutory benchmarks and monitoring guidelines, are wanting. The personnel

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establishment of a typical metropolitan local council will be analysed, to evaluate more specifically the representative nature of designated employees in middle- and top management positions. In most municipalities, the personnel establishments are nearly homogeneous in these categories with white males dominant. Strict statutory prescriptions exist regarding the composition of the workforce. It is expected of municipalities, in consultation with internal and other stakeholders to, as soon as possible, put an end to imbalances. The creation of alternatives to rectify this is a second objective of the study. There is a general agreement amongst scholars that access to a career in local government, especially for affirmative action candidates, is difficult and - in some cases virtually impossible. This is due to the educational and career inequities of the past. Challenges of the study are to indicate that transition on all levels of the institution will achieve that which is required by current government and legal prescriptions. In addition, the third objective of the study is to present possible solutions for the relatively low natural personnel turnover in supervisory and management posts which results in insufficient new appointments and promotion of affirmative action candidates. The research is conducted to seek remedies and to, *inter alia*, optimise succession planning and career development for an institution that has to deliver services to an expanded service area.

A fourth objective of the study is to create a general system to capacitate and empower designated local government employees in accordance with their development needs, aspirations and special interests, as well as the unique needs of the specific municipality. It is imperative to ensure that suitable employees with the required competencies, potential, qualifications and applicable experience are readily available when needed. A national applicable system could provide justifiable guidelines for the creation of a uniform policy.

A fifth objective of the study is to indicate that institutional capacity creation and the empowerment of designated employees in a proper management model can create an ideal framework according to which local municipalities, such as the Greater Pretoria Metropolitan Council, can identify problems, and together with employees, set and achieve specific capacity building and career objectives. Organisational arrangements can be effected through the creation and utilisation of effective empowerment and career development. This will ensure that employees who represent the true composition of the broad community, and who have the required potential, prescribed qualifications and the required applicable experience, are available when required. The use of succession planning can bring about the formulation, implementation and evaluation of policy to ensure that the institution's human resources (specifically the need for designated qualified and experienced employees) are optimally satisfied, however, it will also create sufficient career entry and promotional opportunities. It also means higher labour productivity, optimises labour peace and is in line with relevant legislation as reciprocal dividends on the part of the institution. Should this be implemented and non-designated employees (seen as pivotal in the empowerment endeavours suggested in this study) can also be incorporated into this process (a sixth objective of the study), all employees will regard their relationship with their employer as a long mutually enriching experience and career where the institution is also seen as one which fulfils its socio-economic role. This in turn can lead to self-actualisation on the part of the employee, while at the same time contributing to a self-sufficient employer regarding the availability of properly equipped officials when posts become vacant.

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## 'n Model vir institusionele kapasiteitskepping en die bemagtiging van aangewese plaaslike regeringsamptenare

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### Opsomming

Georganiseerde plaaslike regering ervaar toenemende druk om addisionele en verbeterde dienste te lewer. Hierdie dienste sluit wetstoepassing-, primêre gesondheidsorg-, kuratiewe- en gemeenskapsontwikkelingsdienste aan 'n uitgebreide gemeenskap in. Dit was grootliks as gevolg van plakker- en vreemdelinginstroming in die meeste areas, asook wetgewing en voorskrifte wat in bepaalde gevalle (byvoorbeeld in die geval van die Centurion Stadsraad jurisdiksie gebied) bykans die area van jurisdiksie verdubbel het.

Statutêre druk word terselfdertyd geplaas op plaaslike regering as werkgewer om werknemers op alle vlakke van die organisasiestruktuur aan te stel, in so 'n mate dat geïnstitutionaliseerde plaaslike regering die samestelling van die breë gemeenskap wat gedien word weerspieël. Dit kan toegeskryf word aan omgewingsveranderinge wat plaasgevind het en dat daar van plaaslike regering verwag word om aan te pas by die kontemporêre gees van heropbou en ontwikkeling. Daar word vir ontwikkelingsgerigte (*developmental*) plaaslike regering voorsiening gemaak in die *White Paper on Local Government, 1998*. Hierdie veranderinge moet plaasvind binne die breë statutêre riglyne van wetgewing wat sal dien as die breë parameters en die raamwerk van hierdie studie.

'n Manier om die druk op plaaslike regering te verlig is om strukturele kapasiteit binne die institusionele organisasiestruktuur te skep. Dit kan bewerkstellig word deur middel van 'n doelmatige organiseringsproses wat insluit: vervroegde aftrede, interim bestuurs-insentiewe, afreepakkette, intervensies soos heropleiding en vaste-termyn-kontrakte vir mentors. Dit gee aanleiding tot die eerste studie-oogmerk te wete om 'n effektiewe institusionele kapasiteitskeppende model daar te stel vir plaaslike regering met spesifieke verwysing na die Groter Pretoria Metropolitaanse Raad. Die ondersoek omvat die milieu waarbinne die bestaande personeelaanstellingstelsel ontwikkel is en dit sluit onder andere die eksterne omgewingsfaktore in, asook die bestaande institusionele reëlins relevant tot die navorsingsondersoek. 'n Verdere probleem wat die studie sal poog om reg te stel, is die heersende situasie in die meeste munisipaliteite waar die bestaande organisatoriese reëlins, gemeet aan verwante wetgewing, statutêre maatstawwe en moniteringsriglyne tekortsiet. Die diensstaat van 'n tipiese metropolitaanse plaaslike regeringsinstelling sal analiseer word, meer spesifiek om die verteenwoordiging van aangewese amptenare (*designated employees*) in die middel- en topbestuursvlakke te evalueer. In die meeste

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munisipaliteite is die samestelling van veral die topstruktuur homogeen met 'n oorverteenwoordiging van manlike blanke amptenare. Streng statutêre voorskrifte bestaan ten opsigte van die samestelling van die werksmag. Daar word van munisipaliteite verwag om so gou moontlik 'n einde te maak aan die wanbalanse. Die skepping van alternatiewe om die ongewenste situasie reg te stel is 'n tweede oogmerk van die studie.

Daar is breë konsensus onder kenners dat toetrede tot 'n loopbaan in plaaslike regering vir sogenaamde kandidate vir regstellende aksie moeilik is, in sommige gevalle bykans onmoontlik. Dit is grootliks as gevolg van onderwys- en loopbaanbenadeling van die verlede. Die uitdaging is om institusionele transformasie op alle vlakke van die organisasiestruktuur te bewerkstellig, in ooreenstemming met resente vereistes van die regering en wetlike voorskrifte. Bykomend hiertoe is die derde oogmerk van die studie om oplossings voor te stel vir die relatief lae natuurlike personeelomset wat toesighouer- en bestuursposte betref. As gevolg van laasgenoemde impliseer dit dat onvoldoende stappe gedoen kan word om regstellende aksie te bevorder, spesifiek met die aanstelling en bevordering van histories benadeelde amptenare. Die studie word ook onderneem om oplossings te soek en onder andere om opvolger- en loopbaanbeplanning te optimaliseer in instellings wat dienste moet lewer aan 'n vergrote jurisdiksiegebied.

Die vierde oogmerk van die studie is om 'n nasionaal toepasbare sisteem te ontwikkel om aangewese (*designated*) amptenare te bemagtig en beskikbare kapasiteit uit te bou. Dit sal geskied in ooreenstemming met unieke ontwikkelingsbehoefte, aspirasies en spesiale belangstelling, asook die eiesoortige behoeftes van die spesifieke munisipaliteit. Dit sal 'n bydrae lewer om te verseker dat die benodigde aantal aangewese werknemers met die voorgeskrewe bevoegdhe, vereiste potensiaal, voorgeskrewe kwalifikasies en toepaslike ondervinding geredelik beskikbaar sal wees wanneer hulle benodig word. 'n Nasionaal toepasbare model sal aanvaarbare riglyne vir die ontwikkeling van eenvormige beleid daarstel. 'n Vyfde oogmerk van die studie is om aan te dui dat institusionele kapasiteitskepping en die bemagtiging van aangewese amptenare binne 'n verantwoordbare bestuursmodel, 'n raamwerk daarstel waarbinne plaaslike owerhede, soos die Groter Pretoria Metropolitaanse Raad, probleme kan identifiseer, en tesame met werknemers spesifieke kapasiteituitbouings- en loopbaandoelstellings kan verwesenlik. Organisasoriese reëlins kan positief beïnvloed word deur die skepping en toepassing van effektiewe bemagtiging- en loopbaanontwikkelingsmoontlikhede. Dit sal verseker dat werknemers wat die werklike samestelling van die breë gemeenskap weerspieël met die vereiste potensiaal, die voorgeskrewe kwalifikasies en toepaslike ondervinding geredelik beskikbaar is, soos en wanneer benodig. Die benutting van opvolgerbeplanning bring nie net die formulering, implementering en evaluering van beleid mee om te verseker dat die instelling se vaardigheidspeel voldoende is nie, maar sal ook as bykomende voordeel 'n beduidende aantal loopbaantoetrede- en bevorderingsgeleenthede skep. Dit impliseer voldoening aan relevante wetgewing, hoër arbeidsproduktiwiteit en arbeidsvrede as wederkerende dividende vir die werkgewer. Indien hierdie model implementeer word en nie-aangewese werknemers (blanke manlike amptenare), wat in hierdie studie sentraal staan ten opsigte van die voorgestelde bemagtigingsproses, ook ingebind word in die proses (die sesde oogmerk van die studie), sal alle werknemers hulle verbintenis met die werkgewer ervaar as 'n lang intensiewe wedersyds verrykende ervaring en loopbaan, waar

die instelling ook sy sosio-ekonomiese verantwoordelikheid teenoor alle werknemers (aangewese en nie-aangewese amptenare), nakom. Dit weer kan lei tot selfaktualisering van die werknemer en terselfdertyd kan die werkgewer selfvoorsienend raak sodra toetree- en bevorderingsposte vakant raak.

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#### CONCLUSION AND EVALUATION OF THE STUDY

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## ABBREVIATIONS

<b>GPMC</b>	<b>Greater Pretoria Metropolitan Council</b>
<b>GPMA</b>	<b>Greater Pretoria Metropolitan Area</b>
<b>NATIS</b>	<b>National Traffic Information System</b>
<b>NGO's</b>	<b>Non Governmental Organisation</b>
<b>SETA</b>	<b>Sectoral Education and Training Authority</b>
<b>SANCO</b>	<b>South Africa National Civic Organisation</b>
<b>IMF</b>	<b>International Monetary Fund</b>
<b>WB</b>	<b>World Bank</b>
<b>WTO</b>	<b>World Trade Organisation</b>
<b>SADC</b>	<b>South African Development Community</b>
<b>UN</b>	<b>United Nations</b>
<b>EU</b>	<b>European Union</b>
<b>HRW</b>	<b>Human Rights Watch</b>
<b>AI</b>	<b>Amnesty International</b>
<b>OECD</b>	<b>Organisation for Economic Co-operation and Development</b>
<b>GATT</b>	<b>General Agreement of Tariffs and Trade</b>
<b>SACU</b>	<b>Southern Africa Customs Union</b>
<b>SSP</b>	<b>Sector Skills Plans</b>
<b>OBET</b>	<b>Outcomes Based Education and Training</b>
<b>NQF</b>	<b>National Qualifications Framework</b>
<b>ETQA</b>	<b>Education and Training Quality Assurance</b>
<b>NSA</b>	<b>National Skills Authority</b>
<b>SDF</b>	<b>Skills Development Facilitator</b>
<b>RTP</b>	<b>Registered Training Provider</b>
<b>ABET</b>	<b>Adult Basic Education and Training</b>
<b>PL</b>	<b>Prior Learning</b>
<b>SARS</b>	<b>South African Revenue Services</b>
<b>NETS</b>	<b>National Education and Training Strategy</b>
<b>SABC</b>	<b>South African Broadcasting Corporation</b>
<b>DG</b>	<b>Director General</b>
<b>SAQA</b>	<b>South African Qualifications Authority</b>
<b>ETDP</b>	<b>Education and Training Development Practitioner</b>
<b>TP</b>	<b>Training Provider</b>
<b>ETA</b>	<b>Education and Training Authority</b>
<b>LA</b>	<b>Learnership Agreement</b>
<b>LC</b>	<b>Learning Contract</b>
<b>SDA</b>	<b>Standards Development Authority</b>
<b>RL</b>	<b>Registrar of Learnerships</b>
<b>WSP</b>	<b>Workplace Skills Plan</b>
<b>NS</b>	<b>National Standards</b>

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### 1.2 MOTIVATION FOR AND OBJECTIVES OF THE STUDY

The *Constitution of the Republic of South Africa, 1996* (Act No. 108 of 1996) - hereafter cited as *Constitution, 1996* - Section 152 (1) (a) - (e), read in conjunction with Section 152 (2), stipulates that a municipality (hereafter used interchangeably with local government where the context requires it) must strive, within its financial capacity, to achieve the following objectives: