

CHAPTER 1

OBJECTIVES AND DEMARCATION OF THE STUDY

1.1 INTRODUCTION

The objective of the first chapter is to motivate the need for the study and to indicate the reasons for the development of a model for institutional capacity creation and the empowerment of designated local government officials, with specific reference to the Greater Pretoria Metropolitan Council (GPMC), and the Centurion Metropolitan Local Council. A problem statement will also be formulated. Attention will be given to the main objectives of the study. The method of how the study will be conducted will be described. The broad parameters within which the study will be conducted follows after this. A demarcation of the research problem and -report will be provided. The data collecting methods and techniques that will be used in the study will be set out. In order to avoid terminological uncertainty, a glossary will be presented. A summary of the successive chapters follows. The reference technique that is used in the study will also be explained. The introductory paragraph of this chapter is used to provide a broad overview of the chapter.

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:

- provide democratic and accountable government for local communities;
- ensure the provision of services to communities in a sustainable manner;
- promote social and economical development;
- promote a safe and healthy environment; and
- encourage the involvement of communities and community organisations like Non-Governmental Organisations (NGO's), for example the South African National Civics Organisation - SANCO.

National government within the framework of the *Constitution, 1996* is striving to implement a new local government dispensation which facilitates the total restructuring of local government. Contemporary legislation such as the *Constitution, 1996*, furthermore states in Section 195 (1) (h) **that good human-resource management and career-development practices, to maximise human potential, must be cultivated** (emphasis added).

One can agree with the compilers of the *White Paper on Local Government, 1998* (1998: 16), that:

...local government has been democratised, but the local government system is still structured to meet the demands of the previous era. A fundamental transformation is required...

This extensive exercise is going to be costly and is going to bring about a total remodelling of human resources management within local government. This study strives to make a contribution to the understanding of the required changes. The model also provides a framework for the responsible implementation of this vision of government.

The *White Paper* (1998: 127) recognises this challenging process by stating:

The restructuring of local government in South Africa has caused newly formed municipalities to experience a variety of financial and other challenges. These include:

- *dramatically increased service responsibilities;*
- *increased administrative costs;*
- *upward pressure on salaries;*
- *cuts in operating subsidies; and*
- *reduction in experienced personnel, especially in the financial sector.*

These challenges have placed significant pressure on municipalities' cash flows and have led to a decrease in their financial resources. Although various actions have been taken to address the current crisis situation in municipalities, short to medium-term solutions are required to restore financial discipline, eliminate outstanding debts and generate the necessary cash flows. It is vital that provincial and national government assist municipalities in this regard. They need to communicate the importance of making affordable choices up front. They also need to communicate the total commitment of government to building a financially independent and viable system of local government in the long term...

The deduction that one can make of this (read in conjunction with par. 1.3.2 *infra*), is that most municipalities are "cash strapped."

Notwithstanding the fact that the national government acknowledges the lack of financial resources, local government is still experiencing increasing pressure to provide additional and improved services. These services include municipal policing-, law enforcement-, basic health-, curative- and community development services to an expanded community, largely due to foreigner and squatter influx in most areas. Legislation and directives that were promulgated and issued respectively, in some instances (for example in the Centurion Town Council area), nearly doubled the area of jurisdiction (*Premier Proclamation No. 43 of 1995*). The new constitutional dispensation makes provision for the fundamental rights of the total community. This entails the right to equal treatment and the elimination of, *inter alia*, race discrimination. This places pressure on local government due to the fact that municipal services have to be provided to the total community on an equal basis. The challenge now facing local government is to also deliver the full range of services to formerly disadvantaged groups. This must be done with limited financial-, human- and other resources. Local government as a licensing authority for example, (according to De Wet 2000, was suddenly swamped when legislation was changed which allowed vehicle owners to obtain drivers licences at any of the designated service providers, even if it meant that the licensing authority did not fall within the area of residence of the driver. New compulsory number plates and a new time and labour intensive computer based licensing system (National Traffic Information System - NATIS) that were introduced in a relative short period of time, did not ease the situation. No additional funds were provided to local government to implement this and to deal with the extra workload.

A tendency is developing where the central and provincial governments are merely delegating and evolving functions to local authorities without

providing any financial and other resources to execute these functions – so-called not funded mandates. This is not in line with co-operative government and intergovernmental relations as envisaged by the *Constitution, 1996* (chapter 3). This increases pressure on local government. Pressure from the society is also increasing in service areas that could historically be classified as non-core municipal functions. The demands of ratepayers regarding security and other related functions are examples of these categories. Local government is also held co-responsible for the provision of safety and security (De Wet, 2000). These changing and increasing communities have to be considered by local authorities when determining their respective policies.

In the past, the core functions of the local government security service-providers started and ended at the protection of council property and -personnel. This has changed as legislation was promulgated to make provision for municipal policing. Without fear for too many opposing views, one can agree with most authors such as Craythorne (1997: 409) that are of the opinion that community needs increase and become more costly and sophisticated over a period of time. Financial resources, however, tend to become scarcer over the comparable time period. This places pressure on current infrastructure, financial and other resources of the local government institutions responsible for the delivery of municipal goods and services.

Notwithstanding financial and other resource scarcity, pressure is put on local government as a designated employer by legislation (*Employment Equity Act, 1998* (Act No. 55 of 1997)), to appoint and capacitate employees on all levels of the organisational structure, in such a fashion that local government reflects the composition of the community it serves. This can be ascribed to the environmental changes that have taken place due to macro political

changes that require local authorities to adapt to these changes in the spirit of reconstruction and development, developmental local government, employment equity and optimal skills development amongst designated employees which constitutes the broad framework of this study. These changes are required within the broad statutory guidelines of existing legislation such as the:

- *Labour Relations Act, 1995* (Act No. 66 of 1995);
- *Constitution, 1996, inter alia*, Section 195 (1) (h);
- *Employment Equity Act, 1998* (Act No. 55 of 1998);
- *Basic Conditions of Employment Act, 1997* (Act No. 75 of 1997); and
- *Skills Development Act, 1998* (Act No. 97 of 1998).

Statutory requirements in these acts, *inter alia*, make provision for:

- the removal of all unjustified barriers to employment;
- accelerated training and the promotion of people from historically disadvantaged groups;
- the establishment of realistic career paths and -opportunities;
- the eradication of racially based inequalities on all levels of the institution;
- the re-engineering of the institution to accommodate diversity and reduce employment and career barriers to historically disadvantaged groups; and
- the removal of sexism and the advancement of disabled persons.

The employment, empowerment, and advancement of disabled persons, for example, place pressure on local government as a designated employer because the *Employment Equity Act, 1998* (Act No. 55 of 1997) categorically

states that the under employment of these groups should be investigated, evaluated, analysed and rectified. This is also an objective of this thesis. The implementation of the promulgated legislation cited above, will be monitored, *inter alia*, by the internal stakeholders and the Directorate: Employment Equity of the Department of Labour (labour inspectors, the Director-General of the Department of Labour and labour courts) and the relevant Sectoral Education and Training Authority (SETA). The obligations that rest on designated employers include the submission of employment equity and skills development plans after consultation with all stakeholders, institutional audits, annual reports and reasons why targets were not met. The relevant statutes also provide for legal penalties via the formal industrial relations channels and courts for non-complying and non-performing institutions. Substantial amounts of money could be lost through fines and the loss of levies that would have to be forfeited because of neglect, *mala fide* actions and not complying with the relevant acts.

The demands of a new non-discriminatory dispensation is a factor that also places escalating pressure on local authorities such as the Greater Pretoria Metropolitan Council and the Centurion Metropolitan Local Council. Current staffing practices in local government, specifically in senior and top management positions, are often not in line with the statutory requirements (Zaayman, 2000). An analysis of the composition of the personnel establishment of the organisational structure and institutional profile indicates an over representation of white male officials (par. 1.3.2 (m) *infra*). This does not comply with statutory stipulations cited above, relevant policy directives and the needs of a modern diverse community.

One way of relieving the pressure on local government is to create capacity within the organisational structure through an efficient and effective organising process which includes early retirement, interim management incentives, voluntary retirement packages, interventions and fixed-period-contracts for mentors. This gives rise to further motivation for the study.

There is a view (see for example the Reconstruction and Development Programme, 1994 (chapter 5) and the *White Paper on Local Government, 1998*) that access to a career in local government, especially for affirmative action candidates, is difficult and in some cases virtually impossible due to the educational and career inequities of the past. This is seen as a challenge and further motivation for the study. Furthermore one of the objectives of the study is to create opportunities for transition on all levels of the institution. In addition, further motivation and one of the objectives of the study is to find solutions for the relatively low natural personnel turnover - especially in supervisory and management posts which offer insufficient opportunities for affirmative action, especially the appointment and promotion of affirmative action candidates.

A further objective of the study is to create a nationally applicable system that could capacitate and empower designated local government employees in accordance with their development needs, aspirations and special interests. The unique needs of the specific local authority also have to be met. This will ensure that employees with the required competencies, potential, prescribed qualifications and applicable experience will be readily available when required for appointment or promotion. A national system would provide justifiable guidelines for the creation of a uniform policy on selection, appointment and promotion.

Further motivation and a further objective of the study is to indicate that institutional capacity creation and the empowerment of designated employees in a management system model can create an ideal framework according to which local authorities, such as the Greater Pretoria Metropolitan Council and the Centurion Metropolitan Local Council, can identify shortcomings, and together with employees and unions, 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, to ensure that employees who represent the true composition of the community are available when required.

* the growing and diverse needs and demands of local government

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. It could also create sufficient career entry and promotional opportunities. It simultaneously creates higher labour productivity, enhances labour peace as reciprocal dividends on the part of the institution. Should this be implemented, non-receptive employees (seen in this study as pivotal in the empowerment and the advancement of designated employees) can also be integrated into this process (further motivation for and an objective of the study). All employees would regard their relationship with their employer as a long and intensive mutually enriching experience and career where the institution is seen as one that fulfils its socio-economic and developmental role. This in turn could lead to self-actualisation on the part of the employee, while at the same time contributing to a self-sufficient employer with access to suitably equipped officials when posts become vacant. The proposed institutional capacity creation and the capacity building (empowerment) model has national application possibilities, because it

provides policy guidelines that could be used by most local authorities in their endeavours to transform local government institutions. It will allow them to be particularly sensitive to the needs of the disadvantaged communities. The model will also be responsive and accessible to people with a disability as envisaged in the *White Paper on Local Government, 1998* (1998: 16).

Taking the above into account, the fundamental motivation for the study is based on the following:

- the actuality of the topic as emphasised in contemporary literature;
- the growing and diverse needs and demands of local government communities;
- the challenges facing local government to transform within the broad parameters of the new constitutional and statutory environments and to optimise the delivery of services in a new developmental orientated dispensation; and
- the importance of the development of uniform policy to ensure that the re-engineering of local government institutions take place in a uniform co-ordinated and responsible manner.

1.3 PROBLEM STATEMENT

Recommendations and proposals will be made in this study concerning problems (described hereafter) which are experienced on national, regional and local spheres of government.

1.3.1 PROBLEMS EXPERIENCED AT NATIONAL LEVEL

(a) Implementation problems

The three spheres of government find it difficult to implement reconstruction and development related programmes as set out in the *White Paper on Reconstruction and Development, 1994* (1994: 6). Several pieces of national legislation were promulgated recently to guide the implementation of this extensive programme. South Africans, more specifically the disadvantaged sectors of society, are critical of the fact that the rate of advancement is unacceptable and goods and services as envisaged by government are not delivered as promised. Development and transformation at local government levels were relatively slow because of, *inter alia*, insufficient financial resources, the lack of national legislation in the past and skilled local government officials to enforce the changes required. The following pieces of national legislation, however, were promulgated recently which endeavour to obtain a steady flow of empowered officials and provide a more structured approach coupled to specific timeframes:

- *Employment Equity Act, 1998* (Act No. 55 of 1998);
- *Basic Conditions of Employment Act, 1997* (Act No. 75 of 1997);
- *Skills Development Act, 1998* (Act No. 97 of 1998); and
- *Skills Development Levies Act, 1999* (Act No 9 of 1999).

The *White Paper on Local Government, 1998* in addition to this contains specific policy guidelines that are also of significant importance to specifically facilitate transformation and to ensure that a pool of capacitated and skilled local government employees are available (Other relevant

legislation exists, which will be dealt with in Chapter 3 *infra*). The statutory frameworks provided in the relevant acts are used as the framework for this study. The implementation of these acts creates unique challenges for local government. Models, frameworks and policies are, however, also needed to implement these overarching and broad pieces of legislation in the respective local authorities.

(b) Need for an implementation structure and guidelines

The Greater Pretoria Metropolitan Council and Centurion Metropolitan Local Council are creations of statute (*Premier Proclamation No. 38 of 1994*). These institutions must therefore execute statutory stipulations and policy directives as set out in the respective acts of Parliament and provincial legislation. Implementation structures and guidelines currently do not exist. The development of an implementation structure and guidelines to implement government policy is of paramount importance. Other related problems are experienced at local level which will be briefly described below.

1.3.2 PROBLEMS EXPERIENCED AT LOCAL LEVEL

(a) Pressure and expectations from the community

The urbanised community is placing increasing pressure on local government for the delivery of more, better and more sophisticated services. The historically disadvantaged sectors of the community served, specifically have high expectations for more effective and efficient service delivery. An empowered and skilled workforce holds the key to provide these services.

The difference in community needs creates distinctive service delivery related problems and needs that require diverse solutions as discussed below.

(b) Imbalances resulting in different developmental needs

(i) Imbalances

The new government inherited inequalities in wealth and income based on race, gender, age, disability and urban or rural location (*White Paper on the Department Public Works*, 1997: 6). The wealthiest 2,4 million people of South Africa account for over 40 % of all consumption, while the poorest 21 million account for under 10 % (*White Paper on the Department Public Works*, 1997:6). The government is confronted with huge imbalances, resulting in different developmental needs for and in the respective municipalities.

(c) Scarcity and decline of resources

(ii) First World and Third World

The Constitution, 1996 (section 227(1)(a)) stipulates:

South Africa is partly First World (more developed) and partly Third World (developing). There is thus a gap between the potentials and expectations of these two worlds. Creative developmental approaches will have to be developed to bridge or narrow this gap. Municipalities in close co-operation with national government have to ensure equity in all sectors of the community at large. Human resources with the required training and potential to do this, are essential in these endeavours, but are not available at this point in time.

(iii) Different development needs

Katiza (1995: 7) is of the opinion that democratic concepts of local government require that local government sees its power not as an end in itself, but as a **resource** to be shared and used by civil society (emphasis added). There are, however, different opinions as to how this “resource” should be shared to address the different development needs of municipalities. On the one hand residents in less privileged areas are looking at the newly established local authorities to raise the standard of their services and to give special attention to their development needs in a structured, responsible and sustainable manner. Residents in more privileged areas have different development needs with their own expectations and demands. Local government officials need to be trained in order to meet these differentiated needs in its area of jurisdiction.

(c) **Scarcity and decline of resources**

The *Constitution, 1996* (section 227(1)(a)) stipulates:

...local government...is entitled to an equitable share of revenue raised nationally to enable it to provide basic services and exercise the functions allocated to it...

Local government, however, is faced with limited and declining sources of income. These, *inter alia*, hamper and have a negative influence on the implementation of affirmative action programmes such as employment equity.

Examples of limited and declining sources of income are:

(i) Limited financial capacity of the majority of the users of local government services

Local government in South Africa is battling with a limited income base. Even if services are transformed drastically and the officials are representative of the community they serve, the majority of users of local government services cannot fully pay for goods and services rendered by local government. A government initiated report found that 53% of the more than 42 million residents of South Africa cannot fully pay for the services rendered by local government (Fisher, 1996: 3).

(ii) Limited future income potential

(ii) Limited income base

If the prospects of the next generation are analysed, experts such as Fisher (1996:23) argues as follows:

...the R38 billion collected by the Receiver of Revenue during 1997/'98 financial year by way of income tax came from only 1,6 million taxpayers. A full 25% of all individual income tax collections came from only 242 705 taxpayers earning from R100 001 to R150 000. Less than 3% of individual taxes are collected from the taxpayers earning less than R45 000 a year or up to R3 750 a month. While individuals paid the largest share of R38,3 billion in direct taxes, companies and close corporations only paid R2,9 billion during the 1997/'98 tax year.

Due to the narrow tax base not enough financial resources are available to satisfy the increasing demands of society or to implement costly development and empowerment programmes such as employment equity and skills development. The income base will, however, not be enlarged in the short term as a substantive part of the adult population has limited education and skills, which are usually considered prerequisites for income generation. The division, according to education and literacy rates of the total population older than 20 years, indicates that 13% of the adult population has no educational qualifications at all, 21% received only primary education, and only 52% completed secondary education. Only 10% of all adults in South Africa obtained post school qualifications (Central Statistical Services, 1995:7).

(iii) Limited future income potential

If the prospects of the next generation are analysed, experts such as Fisher (1996: 11) state that 45% of the poor are under the age of 16. Naidoo (1995: 4) alleges that three quarters of children in rural areas live in households with an income below the minimum subsistence level. In a government report: *Children, poverty and disparity reduction: Towards fulfilling the rights of South Africa's children*, it is indicated that deaths amongst children under the age of five years due to poverty is as high as 12%. In rural households it is as high as 13,9%. The report indicates that 37% of children are part of the poorest 20% households.

This could lead to a situation where a downward spiral is experienced, known to many of Africa's countries, where history (poverty) repeats itself and is known as the poverty trap.

These include:

- large poor families;
- children in these poor families have little or no schooling;
- opportunities due to a lack of skills, *inter alia*, are few for these children when they reach the economical active age;
- children leave the house early, have their own children at a very young age and experience great difficulty to survive ;
- poverty is experienced and no education and other opportunities for their children exist; and
- the poverty cycle repeats itself.

It could thus be argued that should this trend continue, it could become impossible to obtain a sufficiently properly educated, economic active society. This could in turn negatively affect local authorities' efforts to increase their revenue from the communities served.

(iv) Culture of non-payment

The culture of non-payment is a problem that erodes the potential income of local government. The Institute for Municipal Finance Officers (Riordian, 1995:7) reported in 1994 that apart from major losses due to written off arrears, R7-9 billion of potential local government income have been lost in this way.

Local government is faced with increased responsibilities and declining aid or contributions from the other spheres of government. The grant to Western Cape, for example, was reduced. During 1995-1996 the Western Cape received R700-R800 million less than the previous year (Kay, 1997:4). Centurion Metropolitan Local Council is an example of a local authority receiving a negligible amount in grants (De Jager, 1999).

(v) Decline in intergovernmental aid

More functions formerly provided by national and provincial governments are delegated to local government, for example basic health care and municipal policing. Sufficient financial resources to render these services are, however, not provided to carry out these functions. Intergovernmental grants and aids are reduced according to a sliding scale. Riordian (1995: 98) and Kapp (1995: 32) give the following example:

...during 1994-1995 Central Government paid R36 million over to the City Port Elizabeth in intergovernmental aid aimed at the delivery of services to under serviced areas. That was R34 million less than the amount paid over in 1993-1994. Nationally, the amount of intergovernmental aid to local government was cut from R1 160 million to R709 million. A substantial reduction of R707 million was experienced during 1995. This is R451 million less in one book year.

This indicates that local government is faced with increased responsibilities and declining aid or contributions from the other spheres of government.

(e) Low percentage of new positions created

(vi) Declining contributions to local governments and provinces

Local government and provinces are rather worse off in the new constitutional dispensation regarding the granting of financial and other resources. The grant to Western Cape, for example, was reduced. During 1995-1996 the Western Cape received R700-R800 million less than the previous year (Kay, 1997:4). Centurion Metropolitan Local Council is an example of a local authority receiving a negligible amount in grants (De Jager, 1999).

The requirements of developmental local government can only be met with sufficient financial resources. Efforts will have to be made to make sufficient funds available to local authorities. Limited and declining sources of income are not the only dilemmas that will be analysed in this thesis. It does, however, inhibit the improvement of service delivery to previously disadvantaged communities.

(d) Skills and capacity shortage

Local government has limited capacitated human resources. Local government is faced with a shortage of skilled officials to perform the financial functions. This may partly be ascribed to the fact that private enterprises can offer better remuneration and thus recruit competent local government officials. A comparison of advertisements for similar vacant positions in the public and private sector indicates the difference in remuneration and benefits offered. Financial resources to rectify the skills and competency shortages and the imbalances are not readily available in South Africa.

(e) Low percentage of new positions created

Scientific methods are used by Organisation- and Workstudy officers in local government to justify the need for new positions. Because of financial and other constraints, *inter alia*, created by the envisaged amalgamation of local authorities, a limited number of positions are thus created (Zaayman, 1999). It could thus be deduced that newly created positions could not be utilised to employ significant numbers of members of designated groups.

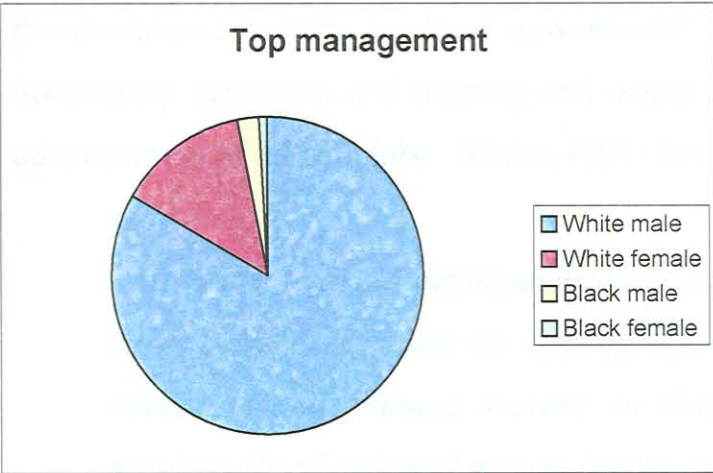
(f) Qualifications and experience requirements

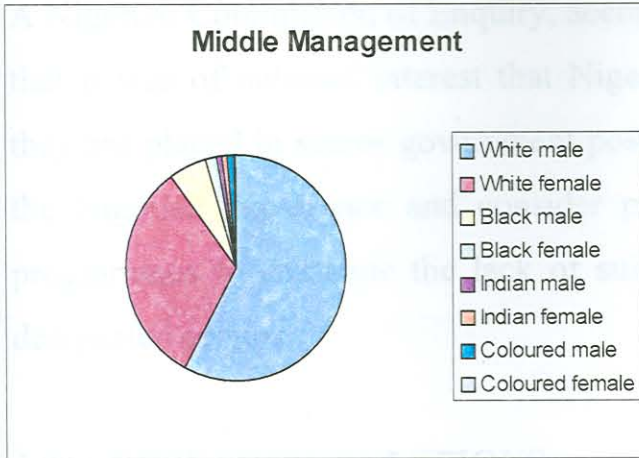
Analyses conducted in the respective metropolitan local councils indicate that an acceptable percentage of affirmative action candidates have the required potential and are regarded as trainable. However, few of these employees meet the required qualification and related experience prerequisites (Zaayman, 2000), as stipulated in the Industrial Council (Transvaal) Comparative Qualification and Experience Schedule (Industrial Council, 1990: 26). Alternative solutions should therefore have to be developed.

(g) Race based service establishment inequalities

A survey that was conducted for purposes of drawing up an employment equity plan as required by the Department of Labour (Figure 1), clearly indicates the under representation of designated employees in the Centurion Metropolitan Local Council, specifically in top and middle management.

Figure 1: Under-representation of designated employees in Centurion Metropolitan Local Council





(Source: Centurion Metropolitan Local Council 1999:2)

These inequalities indicate that procedures and policies have to be devised to meet the requirements of the *Employment Equity Act, 1998* (Act No. 55 of 1998) and the *Skills Development Act, 1998* (Act No. 97 of 1998).

(h) Training and development backlogs

The *Skills Development Act, 1998* (Act No. 97 of 1998) stipulates that skills and outcomes-based-training must have a high priority. Local government is considered a key player of particular importance in the capacity-building endeavours of governments on all three spheres (*White Paper on Local Government, 1998*). Special attention should be given to previously disadvantaged sectors in local government. Affirmative action should accompany education and training and ought to be a prerequisite for career advancement of all officials. White (1993: 2) rightfully argues as follows:

...in order to avoid incompetence and tokenism, it (affirmative action) must be accompanied by appropriate and urgent changes to the education and training system, so that fully qualified people from previous disadvantaged groups can be developed.

A Nigerian Commission of Enquiry, according to Nwanko (1996: 189), found that it was of national interest that Nigerian citizens first be trained before they are placed in senior government positions. South Africa can learn from the Nigerian experience and consider providing training and development programmes to eradicate the lack of suitably qualified candidates from the designated groups.

1.4 RESEARCH QUESTIONS

In view of the above, the following research questions become apparent:

- why should institutional capacity be created?
- what is the nature of the current career management and advancement system for designated employees in the Greater Pretoria Metropolitan Council?
- why is a proper career management and advancement system for designated local government employees important?
- what factors should be taken into account during the creation of an institutional capacity creation and empowerment model? and
- how should the model be developed?

1.5 HYPOTHESIS

Taking the problem statement and the formulated research questions that flow from this into consideration, the following hypothesis can now be formulated:

There is insufficient capacity in the organisational structure of the institution to advance designated employees as the relevant statutes prescribe, therefore the creation of a model for capacity creation, career management and

advancement for designated employees of local government such as the Greater Pretoria Metropolitan Council could create appointment- and career advancement opportunities and empower designated local government employees in a pro-active and innovative manner.

1.6 RESEARCH METHOD

In human science research, the method of study undertaken should comply with the norms, benchmarks and guidelines of scientific research in order to reach valid conclusions. Scientific research methods as required for this study have the advantage that new knowledge can be collected while current knowledge can be reinterpreted and applied. In so doing, solutions can be found for specific problems that were identified (Smit in Brynard & Hanekom, 1997: 5). Applied research, according to Huysamen and Smit, cited in Brynard & Hanekom (1997: 5), is undertaken specifically to solve a problem. It is therefore research of which the results can be applied to solve an immediate problem. The research problem is selected on account of the practical value the research would have in a particular situation.

In this study a description of the historical and the current situation and needs is provided. The relevant constituent parts of the identified problem are analytically judged and evaluated. The variables and factors that resulted in the unacceptable situation will therefore be analysed.

The purpose of the descriptive and analytical methods of research is to find a systematic explanation for the shortcomings. This entails that an inductive method or strategy is used to collect and process data. In-depth research is

conducted to expose the differences and similarities in the collected data in order to develop the proposed model (Brynard & Hanekom, 1997: 54-55).

Relevant information was collected from selected secondary sources. Data

1.7 REFERENCE TECHNIQUE

When other research problems is referred to as secondary data (Brynard & Hanekom, 1997: 28). When researchers

For purposes of this study the Harvard reference method is used throughout.

Interviews are referred to by quoting only the name of the person and the date. A comprehensive bibliography of all the cited sources is given in alphabetical order according to the name of the author at the end of the study (Brynard & Hanekom, 1997: 70-71).

reports, bargaining- and metropolitan council reports and departmental reports). Whenever required, other official

1.8 FRAME OF REFERENCE

and personal files, information circulars, agendas, minutes and memoranda of the Centurion Metropolitan Local

The study covers the period November 1, 1995 to the date of local government elections (De Bruyn, 2000: 4). The study is therefore conducted within the framework of the interim phase of local government transformation according to the *Local Government Transformation Act, 1993* (Act No. 209 of 1993). The interim phase became operational directly after the first democratic local government elections that were held on November 1, 1995 and it ends directly after the second local government elections on December 5, 2000.

The study has national application possibilities and is undertaken in the

The study deals mainly with local government in South Africa using the Greater Pretoria Metropolitan Council, with special reference to the Centurion Metropolitan Local Council as sample although various sources will be quoted to substantiate the empirical research. References to other countries are included to prove particular statements. The study is, however, not of a comparative nature. one thousand eight hundred workers. The sample

1.9 DATA COLLECTION AND SAMPLING

Relevant information was collected from selected secondary sources. Data collected by other researchers concerning other research problems is referred to as secondary data (Brynard & Hanekom, 1997: 28). When researchers collect their own data, it is called primary data (Brynard & Hanekom, 1997: 28). In addition to secondary sources, use was made of primary sources such as legislation, policy directives, codes of good practices and metropolitan local government council reports (e.g. relevant standing-, executive- and human resource technical committee reports, bargaining- and metropolitan council reports and departmental reports). Whenever required, other official documents such as departmental- and personal files, information circulars, agendas, minutes and memoranda of the Centurion Metropolitan Local Council were used in the study. Official approval was obtained from the Centurion Metropolitan Local Council.

Structured personal, e-mail and telephone interviews were used to collect additional data. In most instances use was made of formal structured interviews. Questions for interviews, structured in an orderly manner, were compiled beforehand.

The study has national application possibilities and is undertaken in the Greater Pretoria Metropolitan Area, with more or less fourteen thousand employees. The extent of the study, however, required that a sample be used in accordance with the requirements of scientific study as described in Brynard & Hanekom, (1997: 43-47). The sample used is the Southern Pretoria Metropolitan Council known as Centurion Metropolitan Local Council with approximately one thousand eight hundred workers. The sample

used in this study is not only representative of the rest of the Greater Pretoria Metropolitan Councils but also of most of the local government institutions in South Africa.

1.10 GLOSSARY

The listed terms for purposes of this doctoral dissertation (dissertation or thesis hereafter used interchangeably), unless the context clearly indicates otherwise, refers to the description given directly afterwards and singular also refers to the plural (for example employee/employees) and male to female (for example his/hers).

1.10.1 AFFIRMATIVE ACTION

Affirmative action refers to the implementation of positive corrective measures and programmes and the introduction, re-engineering and re-modelling of the workplace, policy and procedures to correct historical and contemporary inequalities to create a non-sexist, non-discriminatory and non-racial integrated work-environment (Agreement on Equal Employment Practice and Affirmative Action, 1994: 4).

1.10.2 CAREER

A career can be described as a series of jobs that an employee occupies, which follows a hierarchy of job levels which progresses in grade of difficulty, responsibility and status (Graham & Bennet cited in Gerber, Nel & Van Dyk, 1995: 167).

1.10.3 CAREER DEVELOPMENT

Career development consists of the formal measures taken to ensure that officials (that reflect the broader composition of the South African community) are sufficiently capacitated, empowered and readily available whenever they are needed by the institution (Gerber *et al.*, 1995: 167).

1.10.8 CENTRALISATION

1.10.4 CAREER MANAGEMENT

It is the concentration of power at the top of the pyramid. A centralised Career management refers to career planning and -development and includes employee- and successor planning (Gerber *et al.*, 1995: 167).

employment equity guidelines) and discipline (e.g. standardised code of conduct) and identity in

1.10.5 CAREER OPPORTUNITIES

authority and) leadership (Cameron & Stone, 1995: xi, examples added), e.g. the concentration of authority in a

Career opportunities refer to the special measures introduced to create sufficient career entry and promotion opportunities for employees to ensure that their relationship with the institution can be seen as a long term investment, a mutually enriching experience, and a rewarding career in the true sense of the word, in order to ensure that employees remain in the service of one institution for the duration of their career lives (adapted from Gerber *et al.*, 1995: 167).

specifically for purposes of affirmative action, when an employment contract is brought about between the employer and the

1.10.6 CAREER PATH

the position is linked to a higher position in the organisational structure. This learner functions under the guidance and

A career path refers to flexible advancement points also referred to as benchmarks, from an institutional point of view, through which a typical employee will progress during his career span (Mandy and Noe cited in Gerber *et al.*, 1995: 169).

1.10.7 CAREER PLANNING

Career planning is described as the process to analyse the work situation, set career objectives and deploy different strategies that are developed to achieve the goals that were set (Gerber *et al.*, 195: 167).

1.10.8 CENTRALISATION

It is the concentration of power at the top of the pyramid. A centralised institution is one in which the lower levels and employees assigned thereto, are subject to central directives (e.g. centralised employment equity guidelines) and discipline (e.g. standardised code of conduct) and identify in one way or another with the centralised (authority and) leadership (Cameron & Stone, 1995: xi, examples added), e.g. the concentration of authority in a metropolitan council within the so-called "unicity" concept as envisaged in the *White Paper on Local Government, 1998*.

1.10.9 CONTRACT POST

A contract post is a position created by a local authority on the staff establishment specifically for purposes of affirmative action, when an employment contract is brought about between the employer and the designated employee, where the position is linked to a higher position in the organisational structure. This learner functions under the guidance and supervision of a mentor or development officer who is the incumbent of the higher position. The mentor has to empower and capacitate such an employee with all the required competencies to qualify for a similar position (Centurion Metropolitan Local Council, 1994: 3).

1.10.10 DESIGNATED EMPLOYEES

Designated employees mean Black people (Africans, Indians and Coloureds), women and people with disabilities (*Employment Equity Act, 1998* (Act No. 75 of 1998)).

1.10.11 DISCRIMINATION

Discrimination is any form of treatment, impairment, limitation of opportunities or unfair differentiation (*Employment Equity Act, 1998* (Act No. 75 of 1998)).

1.10.12 EFFECTIVE

Effective means the greatest possible measure (Cameron & Stone, 1995: xii), e.g. a municipality is effective if it has reached its goals and objectives in advancing employees from the educationally and career impaired sectors of society.

1.10.13 EFFICIENT SOURCE DEVELOPMENT

An action is efficient if the greatest possible output at the lowest cost is achieved (Cameron & Stone, 1995: xii), e.g. a municipality is not only effective in affirming employees from designated groups, but is also done in the most economical fashion. The unit cost will thus be low if the output is divided by the resources consumed (Cameron & Stone, 1995: xii).

1.10.14 ENABLING FRAMEWORK

An enabling framework is a legal, regulatory or institutional framework that makes activities possible through removing obstacles to initiating those activities, or providing support for those activities. It does not oblige anyone to perform specific actions or prescribe the details of how activities must be performed. It creates, however, a supportive space in which activities can be initiated (*White Paper on Local Government*, 1998:160).

1.10.15 JOB ENLARGEMENT

1.10.15 EQUALITY OF RIGHTS

Job enlargement is the process of adding more of the same sort of tasks. Equality of rights (isonomy) refers to equal treatment when implementing policy and management practice, and with employment, empowerment, remuneration, and promotion of workers. It implies the equal treatment of employees based only on potential, prior learning, qualifications, merit, experience and performance - irrespective of the employee's race, colour, gender, sex, belief, language and socio-economical background (adapted from Gerber *et al.*, 1995: 115).

1.10.16 JOB ENLARGEMENT

1.10.16 HUMAN RESOURCE DEVELOPMENT

Human resource development is the process of enhancing the potential of people (as individuals and groups) to perform better in all spheres of life. People's potential can be developed through training and capacity building, access to opportunities, and access to an environment which supports their development (*White Paper*, 1998:160).

only if required qualifications and experience stipulations are decreased accordingly (Centurion Metropolitan Local Council, 1996: 31).

1.10.21 MENTOR

A mentor is an incumbent, with sufficient people-handling-skills, employed in a more senior position - that is already competent in the job environment - who is prepared to accept co-responsibility for the accelerated advancement of a job holder from a designated group, in so doing assisting the individual to become competent to fill such a position or a similar position in the internal and open labour market (Centurion Metropolitan Local Council, 1994:17)

1.10.22 MODEL

Model is a simplified abstract of reality (Gerber *et al.*, 1995:329).

1.10.23 POLICY

For purposes of this study, policy is a purposive course of action based on currently acceptable societal values, followed in dealing with a problem or matter of concern, and predicting the state of affairs which would prevail when that purpose has been achieved (Hart, Leonard, Thomas, Zimmerman & Bernstein, 1995: 9).

1.10.24 POLICY ANALYSIS

Policy analysis is a structured way of considering choices (various alternatives) before deciding on a particular course of action (Hart *et al.*, 1995:

15). Policy analysis is a step-by-step way of unpacking and understanding policy choices, and comparing possible outcomes. Put differently: policy analysis is a set of tools that assists decision-makers in deciding among alternative courses of action.

1.10.25 PROMOTION

Promotion implies the placement of an employee in another post on the service establishment of a local authority where the maximum of the applicable salary scale is higher than the maximum of the previous position held by the incumbent (Centurion Metropolitan Local Council, 1994:3).

1.10.26 PUBLIC POLICY

Public policy is policy serving as the enabling and guiding framework for government in all sectors and at all levels. Public policy communicates what a society values, provides guidelines for the actions and decisions that institutions take when implementing policy and provides a basis on which to foresee outcomes, and a yardstick for evaluating the performance of public institutions (Hart *et al.*, 1995: 9).

1.9.27 SELF-ACTUALISATION

Self-actualisation is the tendency to act, develop and perform according to the individual's point of view and **perception** of himself and his ideal self (Rogers cited in Gouws, 1979: 269, emphasis added).

1.9.28 SUCCESSION PLANNING

Succession planning describes special measures introduced by an institution to ensure that experienced career officials with suitable qualifications are readily available when positions become vacant or are created to satisfy the human resource needs of an institution as a result of the development, natural growth and the re-orientation of a such an institution (adapted from Gerber *et al.*, 1995: 167-168).

1.11 STRUCTURE OF THESIS

Chapter one serves as a general introduction to the study and includes an exposition of the motivation of the study, a problem statement and the objective of the study. Apart from this, the method of how the study was undertaken and the demarcation of the study are outlined. The data collecting method and the study sample are explained which is followed by a glossary to complete the parameters within which the study was conducted and to provide an overarching framework for the rest of the study.

Chapter two contains the conceptualisation of the study and embraces information on the respective phases of local government transformation, the area of jurisdiction, the institutional composition and other relevant introductory information that will be covered in the study.

Chapter three provides the constitutional, statutory and economical framework within which the study was undertaken and serves as the broad parameters of the model that will be developed.

Chapter four deals with the prerequisites of a management model and the creation of institutional capacity, and makes provision for the empowerment of designated local government employees.

Chapter five contains the general summary of the study and an evaluation of the findings. Flowing from the evaluation and critical analyses is an extensive conclusion. Particular recommendations are made in this chapter.

The objective of this chapter is to provide background information to serve as frame of reference of the area of research viz the Centurion Metropolitan Local Council and the Greater Pretoria Metropolitan Council. A specific research area is identified in order to determine the *status quo* and to understand the problem to be addressed. This is required to create a specific model for the development of institutional capacity creation and the empowerment of designated local government employees.

Attention will be given to the origin of Centurion and the establishment of the Centurion Metropolitan Local Council. Its extended area of jurisdiction, established by proclamation, will be described and explained. An explanation of the population growth experienced in the area and the correlation with the creation of employment opportunities will also be provided. Attention will be given to the establishment of the Greater Pretoria Metropolitan Area. It will include a description of the different statutory prescribed transformational phases. These descriptions provide the environment within which the personnel of the Centurion Metropolitan Local Council have to be empowered, appointed and promoted according to the *Skills Development Act, 1998* (Act No. 97 of 1998) and the *Employment Equity Act, 1998* (Act No. 75 of 1998).