

**THE EFFECT OF CAPACITY BUILDING TRAINING PROGRAMMES ON
MUNICIPAL PRACTITIONERS IN SELECTED MUNICIPALITIES WITHIN THE
CAPRICORN DISTRICT MUNICIPALITY, LIMPOPO PROVINCE**

By

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DISSERTATION

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DECLARATION

I, S.D. Ndou, declare that this dissertation entitled THE EFFECTS OF CAPACITY BUILDING PROGRAMMES ON MUNICIPAL PRACTITIONERS IN SELECTED MUNICIPALITIES WITHIN THE CAPRICORN DISTRICT MUNICIPALITY, LIMPOPO PROVINCE is hereby submitted for the fulfilment of the requirements of the degree of Master of Administration in Public Administration at the University of Limpopo, Turfloop Campus, School of Economics and Management, has not been previously submitted at this or any other institution. It is my own work in design and all reference material contained therein has been acknowledged to the fullest.

Ndou SD (Mr)

Date

DEDICATION

This work is dedicated to my Mother Lucy Sesinyana Ngomane, who has strived in her lifetime to support and groom me to be the person I have become. I further dedicate this work to the rest of my family, religious collectives and communities that exhilarated and underwritten stimulus in my toil and doggedness towards the achievement of this work. Finally this work is dedicated to the Department of Public Administration family at the University of Limpopo, which at all times toiled to encourage staunchness, assiduousness and tenacity throughout this project.

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ABSTRACT

Local governments are obliged by the Constitution of South Africa to deliver services and development to local communities in their demarcated areas. This constitutional mandate comes at a time where South African government entered into a new regime of government indebted to fix the ill of the Apartheid systems. The government of the post-1994 had to eradicate the inequality offspring of segregation policies of the past that resulted in most of the black communities without access to decent local government services and systems. The provision of services by local government became constrained by skills gaps and distribution across a wider community that had to be included in cascading services. The question of capacity in local government formed a critical part of the transformation of government in South Africa. Never the less local government has been swept by service delivery protest since the 2004 with a sharp increase from 2008 till current. Further pressures that indicate capacity challenges are with the inability of municipalities to deal healthy with financial resource. This challenged is confirmed by the steady poor reports by the auditor general year-in-year-out. These challenges exist where there is a concentrated financing reservations and advocacy of capacity building training programmes, which in turn shows to be failing to address capacity challenges in local government.

The study investigated the effects of capacity building training programmes on municipal practitioners in selected municipalities within the Capricorn District Municipality, Limpopo province. The focus of the study is to establish the implication of capacity building training programmes on the capacity of officials to discharge their official duties in the municipalities. The study also dealt with the need for a methodological model that could be used to develop capacity building training programmes. Competency-Based Training was studied in pursuit for recommendation as a model for capacity building in local government. The study was grounded within the boundaries of the systems thinking with bias to the complex systems thinking. To fulfil the purpose of the study data was collected through qualitative and quantitative methods. Analyses were made using the Statistical Package for Social Science. The findings of the study revealed that though there are positive effects of capacity building training programmes in local government there is much to be done especial

the alignment of capacity with the strategic positioning of the participating municipalities.

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CHAPTER ONE: GENERAL ORIENTATION TO THE STUDY

1.1. INTRODUCTION

South Africa has transcended to democracy since 1994, and such transformation has found expression in the Constitution of the Republic of South Africa of 1996, now referred to as the Constitution of 1996. In terms of section 40 of the Constitution of 1996 the South African government is organised into three spheres being the national, provincial and local government. However it is worth noting that the transformation of local government have been finalised after the other spheres were operational in that local government transition phases took place between 1993 (pre-interim phase) and 2000 (final phase) as described by the Local Government Transition Act, 1993 (LGTA, of 1993). This transition took place owing to redress of the errors of the apartheid system. Local government is thus faced with delivering services that adequately addressed the day to day needs of the complex societies they serve (Zegeye & Maxted, 2002; Makobe, 2002; Nyalunga, 2006), while integrating such services by ensuring that communities which were formally excluded in services are catered. Local government as a sphere has lingered in terms of coping with its basic mandate of being developmental and democratic in nature. The sphere has over the period, from its transition to current stage, been swept by service related civil unrest together with unfavourable audit reports (Powell, 2012). Financial management crisis in particular, supply chain management has seemed to be a nightmare in the functioning of local government. These events highlights among other challenges that local government is faced with, in order to discharge its mandate, such as lack of competent staff that can implement policy intentions as purported by the new democratic government dispensation. The culmination therefore is the development of an effective, efficient and responsive local government, which requires a working force that competes sufficiently against work demand (Naidoo, 2003). Improving the Competence capacity of municipal practitioners is important, for the discharge of services and proper interpretation of policy in to practice, particularly the objects of local government as purported by the section 152 of the Constitution of 1996.

Over the past two decades local government has been investing in capacity building training programmes for local government practitioners, in order to develop their capacities to meet the local government practice demands (Peters & van Donk,

2013). Facilitation of ongoing capacity development programmes are pivotal in that, as local government practice environment changes, such programmes would assist practitioners to adapt to such changes. The positioning of local government as a sphere of government closer to the constituencies (Venter, 1998) makes it inevitable for it to be the catalyst towards realisation of the developmental local government notion. A professional workforce in municipalities is important for serves delivery and outmost development of the people both economically and socially. Professionalisation of local government relies on capable practitioners who possess necessary competencies. Capacity building programmes, effectiveness should be reflective on trained practitioners' ability to compete over a given task, either on a long or short term. Though various approaches can be used for capacity build, in a form of workplace learning, local government practice skills development, may need more than just a policy on capacity development, but an output based approach, particularly towards service delivery efficiency, effectiveness, sustainability and financial management.

While studying local government practice capacity building programmes and their effects on the productivity of middle and senior management practitioners in its unit of analysis, the study places emphasis on Competency-Based Training (CBT) as a model of capacity building training, and such will be used in analysing capacity building training with regards to effectiveness and efficiency. Though Competency-Based Training is not a usual concept in local government capacity development training programmes (in a South African Context), Competency-Based Training is used by the commercial sectors, to quantify the abilities of employees on competing against given tasks (Mulder, Cate, Daalder & Berkvens, 2010). It is also a model used in the practice of local government in countries such as the, United Kingdom, and Australia, they employ the concept of CBT to establish training and assessment of local government practitioners' ability to compete over the emergent and complex situations local government is faced with (UK Employee Organisation, 2003; Queensland Government, 2013; New Zealand State service Commission, 2003; Aucoin, 2003; Australian Public Service Commission, 2003). This study therefore contends that Competency-Based Training for local government practitioners will among others serve as the basis of building capacity to the local government as a sphere. While competency may refer to a group, of skills and behaviours, required

for an individual to complete a given task, Competency-Based Training is a system for organising, evaluating and instructing aimed at improving knowledge, skills and behaviour for an individual to compete in completion of a task. Competency-Based Training is thus an educational system that emphasises the specification, learning and demonstration of those competences (knowledge, skills, and behaviours) that are of central importance to the given task, activity, or career (Curtain, 1994; Sullivan, 1995). Competency-Based Training as a capacity building approach will serve as a driving force behind a professional, competent and self-driven local government human capital, which can assist in building innovative service delivery interventions in the local government practice. It will also eventually provide within the local government practice an opportunity to competitively solve service delivery problems creatively, innovatively, effectively, efficiently within the defined policy framework of the South African local government. Competency based approach towards professional development of local government workforce, grounded on South African local government practice is thus therefore central to capacity building as the subject of this study.

1.2. PROBLEM STATEMENT

The purpose of this study is to investigate the implications of capacity building training programmes for local government middle and senior management practitioners in selected municipalities within the Capricorn District Municipality (CDM), Limpopo Province in that local government as a sphere is performing below expectations on its purported founding mandate provided for in terms of section 152 of the Constitution of 1996 and has seem to have reported incapability to deliver clean financial bill as purported by the Operation Clean Audit 2014 strategy of 2009 (COGTA, 2009). Such contentions are also reflected in the Auditor General's Reports on the Outcomes of Municipal Audits (Auditor General, 2013) and complemented by the spiralling service delivery protests that are taking place throughout the country (USAID, nd). The problem therefore is that municipal practitioners who are assigned responsibilities of ensuring that local governments deliver to its mandatory expectations are afforded capacity building training which is expected to authentically address the management competence skills needs as they exists, however such training is received with no impact as by the view of the audit outcomes, financial instabilities and the municipal service which result in bad audit

outcomes and a widespread of service delivery unrests. Though local government uses the term capacity building training programmes, it is important to understand deferent approaches to training and workplace learning (Australia, 2003). Though the study reviews a variety of workplace learning models the study adopted Competency-Based Training approach as a premise of analysing capacity building training programmes in the South African Local Government practice. Dealing with the problem on hand the study uses systems thinking while being biased towards the complex systems thinking as a theoretical framework using selected municipalities that are found in Capricorn District as a unit of analysis.

1.3. MOTIVATION AND RATIONALE

Service delivery within local government has become a centre of debate, since the final phase of transformation in South Africa. The country has been demarcated in terms of wall to wall municipalities that comprises of inhabitants that are diverse in nature. As such societies have become advance and complex to an extent that the delivery of services became more intensified and characterised by complexities. The introduction of the new mechanisms for the delivery of services which came about the promulgation of legislation that provide for the developmental notion of local government necessitated a need for competent local government practitioners to take charge. Such can be achieved among others through the introduction of competency-based training as a model for capacity building that can supposedly deal with the complex realities that faces local government. That is also premised on the notion that local government is by its nature a learning organisation that remains complex and emergent (Stacey, 1996). Local government within a developing country like that of South Africa remain within the phenomenal landscape that is characterised by multiplicity of stakeholders and dynamics of a civil society that cannot be predictable within the advance systems perspective (Senge, 1990; Stacey, 1996; Cilliers, 1998; Nkuna & Sebola, 2012). The alarming situation which local government find itself in South Africa necessitated the need for a study of how well capacity building training programmes addresses competence challenges in local government to be conducted in that it would address both practical and basic issues required in the field. It is also critical to question the credibility of local government's employees' capacity building programmes in that this also alarms the need for the redressing of training programmes offered to municipal officials in the

name of capacity building (Mehaj-Kosumi, 2013) to be relooked through the competency-based training as to if they contain potential to attribute to performance of duties to expectation on a given task or career in local government practice.

1.4. RESEARCH AIM, OBJECTIVES AND QUESTIONS

The aim of the study is to investigate the effectiveness of capacity building training programmes for local government practitioners within selected municipalities in the Capricorn District Municipality area, in order to develop more insight on capacity building training programmes which can inform the development of a model for workplace learning within local government with the view of improving service delivery. To realise this aim a number of objectives had to be achieved. Such objectives are provided for in ensuing paragraph.

1.4.1. Objectives

The following objectives as derived from the aim above will serve as a point of guidance toward realising such aim.

- To establish the theoretical state of capacity building training programmes within local government.
- To establish the context at which CBT can be applied to capacity building programmes in the South African local government.
- To determine the extent to which capacity building training programmes are (or not) applied within local government.
- To determine the extent to which the existence of capacity building training programmes or non-thereof impact the capacity of municipalities towards service delivery.
- To contribute recommendations based on the findings and analysis of the study, to the municipal human resource development programme managers.

1.4.2. Research Questions

The main research question of this study is how does the capacity building training programmes provided to municipalities' impact on their capacity to deliver services. To answer this main question the following sub-research questions have to be pursued:

- What is the state of theory that exists to inform local governments on competency-based training programmes?
- What are contextual relations between CBT and Capacity Building in the South African Local Government?
- What training programmes are offered for capacity building to municipality practitioners within the selected municipalities?
- To what extent is the existence of or non-existence of such training impacts on municipalities realising their statutory mandate?
- What lessons or insights that can be drawn to inform better training approaches within local government?

1.5. DEFINITION OF CONCEPTS

The following key concepts will be used in the study.

Competence: Competence is a dynamic combination of knowledge, understanding, skills and abilities, where fostering competence is the objective of educational programs (Brownie, Thomas & Bahnisch, and 2011:5). In this study competence will refer to municipal practitioners overall capacity to perform a given role, including not only performance but also capability, of performing given tasks within his or her line of career (Tilly, 2008) in order to deliver services sustainably, which It involves both observable and unobservable attributes, such as attitudes, values and judgmental ability in the performing duties.

Competency: Competency is an observable quality of a local government practitioner, integrating multiple components such knowledge, skills, values and attitudes. This means, as competencies are observable, they can thus be measured and assessed to ensure acquisition by a local practitioners deliver up to expectations (Epstein & Hundert, 2002; Australian Medical Council, 2010). In the view of this study it entails the consistent application of knowledge and skills to the standard of performance of duties required for the delivery of services in the selected municipalities of CDM, embodying the ability to transfer and apply skills and knowledge to new situations which may appear to be complex though fostering learning in complex organisations.

Competency-Based Training: Competency-based training, depends on fundamental principles of demonstrating capability, usually requires employees to first demonstrate their ability to perform specific tasks (Naquin & Holton, 2003; Le Deist & Winterton, 2005; Holton, Coco, Lowe & Dutsch, 2006). Competency-based training is a system for organising, evaluating and instructing aimed at improving knowledge, skills and behaviour for an individual to compete in completion of a specified task. Competency based training is thus an educational system that emphasises the specification, learning and demonstration of those competences (knowledge, skills, behaviours) that are of central importance to the given task, activity, or career (Curtain, 1994) This study adopts competency-based training as training process that deals with the stated behavioural abilities and measurable objectives, through a multiple ways including life experience, on-the-job training, and training and development programmes to ensure that such training is integrated with production of specific results expected of a municipal practitioner at a given position or career, in the local government practice.

Municipality: A municipality refers to an entity composed in the Republic in terms of section 40 (1) of the Constitution of 1996, responsible of executing the obligation as set out by chapter seven of the Constitution of 1996. In this study a municipality will refer to the selected; Polokwane Local Municipality (PLM), Aganang Local Municipality (ALM) and Lepelle-Nkumpi Local Municipality (LNLM), categories B municipalities that shares executive and legislative authority with a category district municipality within whose area they fall; as well as the Capricorn District Municipality a category C Municipality that has executive and legislative authority in an area that includes the above mentioned local municipalities (see S.155(1), of Act 108 of 1996).

Systems thinking: A system is a complex whole, with a functioning which depends on its part and the interaction between those parts (Jackson, 2003). Systems theory therefore in this study is used to describe the selected municipalities of CDM as complex organisations through identifying their composing parts within the learning of practitioners towards competent service delivery, through working up from an understanding of the parts to an understanding of the municipalities as a whole.

Complex Systems Thinking: According to Luhmann (1985:5 as sited in Culliers, 2002: 2) "Complexity entails that, in a system, there are more possibilities than can

be actualised". Complexity refers to the conditions of the universe which is integrated and yet too rich and varied to understand in simple common mechanistic or linear ways (Battram, 1998: V). Complexity is therefore the result of a reach interaction of simple elements that only respond to the limited information each of them represents with (Stacy, 1996; Stacy,Griffin & Shaw, 2000; Cilliers, 2002; Senge, 2006), and thus complexity emerges as a result of the patterns of interaction between the elements of a particular system. In this study complexity is understood in that the selected municipalities exist in a form of complex systems, as they are constituted by complex societies such that possibilities can be multiple. Therefore the predictability of result from the interactions of the elements of the systems could not be actualised but could be understood in that they are complex.

Municipal Practitioner: A municipal employee, employed in terms of employment equity Act of 1998, (55 of 1998) and section 57 of the Municipal Finance Management Act of 2003 (56 of 2003). In the study municipal practitioners will refer to the target population from which the study sample will be taken. The term therefore refer to middle and senior management practitioners who will be participating in the study from which the researcher will generalise the implications of capacity building training programmes on municipal practitioners within the Capricorn District Municipality.

1.6. LITERATURE REVIEW

There are increasing dramatic changes and competitions in the current world of competitiveness and diversity (Senge, 2006). Government and its employees have to take major initiatives and decision in order to make their societies prosperous in economics, social development, politics and technology, just to mention a few (Serman, 1994, United Nations, 2003). Kackornkittiya, Trichan, & Lerkiatbundit, (2012) stresses that current public employees are not adjusted well in the changing competitive world and such lack of adjustment lead to futilities and inadequacies that can decrease the governments' ability to deliver expected services to the public. This perhaps might explain the year-in-year-out service delivery challenges faced by local governments in South Africa, which results to greater service delivery protests.

Public Service has yet in recent epochs been surrounded with serious administrative and management restrictions. These relate to compensation and benefits;

institutional capacity factors; competitive service delivery governance and management (Hood and Lodge, 2004). There has been steep increase in the abrasion rate, due in part to poor remuneration package, unattractive recruitment policies, insecurity of tenure, poor working environment, ad hoc transparency and accountability management measures and other factors (Gambia, 2007). At the policy level management capacity gaps and the absence of effective training and management development as well as in leadership and policy formulation skills have impaired the ability for effective and efficient service delivery and Total Quality Management (Senge, 2006;). The proposed study will look for literature in published journal articles, and books, under the following sub-themes, starting with the theoretical framework of the study.

1.6.1. Theoretical framework

The study follows a hybrid theoretical framework, in the sense that it follows the systems thinking as well as the complex systems thinking. Therefore it is worth deliberation, how these theories would influence the study and how the two relate to each other. A system is a complex whole, set of connected things or parts, organised body of material or immaterial things (Stacey, 1996; Cilliers, 2002; Jackson, 2003). Thus in systems thinking, reflections are concerned on one's ability to see the world as a complex system, in which people understand that anyone can do anything (Sweeney & Sterman, 2000). This dismisses the blue print approach to managing people, and promote that people are complex though their action may impact the whole. This is sustained by Luhmann (1985:5 as sited in Cilliers, 2002: 2) when he states that "complexity entails that, in a system, there are more possibilities than can be actualised". This study is concerned with the response of officials to capacity building trainings. This systems are to assist understand that learning depends on feedback, which is a process. The assumption is that people make decisions that seeks to alter a particular working environment, and receives information feedback about the realities of such a working situation (Sterman, 1994). Therefore use this new information to revise the understanding about the working world and then decisions made after will bring the state of their works closer to the goals (Senge, & Sterman, 1990; Leeuwis & Aarts, 2010). Furthermore just as the South African municipalities are operated within will so legislations, strategic frameworks, cultures and intergovernmental institutionalism. Learning as a feedback process, operates in

the context of existing decision rules, strategies, cultures and institutions which are derived from prevailing mental models.

1.6.2. Municipal institutional competency

Prior to the development of the Constitution of 1996, local authorities were mere creatures of statute formed by provincial governments. These local authorities therefore had no constitutional status. Because of their lack of constitutional status, they were creatures of statute, and possessed only such rights and powers as was specifically decided to them by the legislature. It rendered all their actions, including the passing of by-laws, administrative actions, subject to judicial review (SALGA, 2012). Municipalities, it can be said, thus existed at the mercy of the provinces. In 1990, the process of democratisation began with the unbanning of liberation movements, local governments were subordinate creatures of statute, comprising a multiplicity of fragmented institutions, racially segregated, which, as a result, provided massively unequal services to different communities (White Paper on Local Government, 1998). The transformation of local government was directed at eliminating the racial basis of government and making it a vehicle for the integration of society and the redistribution of municipal services from the affluent to the poor.

The process of local government transformation occurred mainly in three phases. Firstly, the pre-interim phase commenced with the coming into operation of the Local Government Transition Act 209 of 1993 and the establishment of the negotiating forums in local authorities pending the first local government election. The second phase began when the first local government elections were held in 1995/1996, establishing integrated municipalities although these were not yet fully democratically elected. The third and final phase commenced with the local government election on 5 December 2000, establishing the current municipalities (Grant, 2014). Underpinning the transition process were the interim Constitution of 1993 and the final Constitution of 1996. Local government in South Africa entered a new era with the adoption of the 1996 Constitution. The Constitution introduced, for the first time in history, a wall-to-wall local government system in the country by providing that municipalities be established for the whole of the territory of the Republic (Systems, Act, 2000 as amended, 2011). One of the major contributions of the 1996 Constitution was the advancement of local government to a sphere of government, this determinedly establishing local government's sovereignty (CoGTA, 2013). A

municipality now has the right to govern, the local government affairs of its community. This means that while national and provincial governments may supervise the functioning of local government, this must be done without encroaching on the institutional integrity of local government.

1.6.3. Deferent approaches to workplace learning

Work place diversity acknowledges that workers of one organisation are deferent; as such different workers need different learning techniques to understand workplace material (Morgan, 2014). Various forms of workplace training are employed in quest of developing employees' potential to complete given tasks for a work line of their career. However mostly, particularly in South African local government, skills development in the workplace is normally conducted in a form of capacity building training (Ndletyana & Muzondidya, 2009). Training as a model of an educative process, can be challenged in situations which needs gross transformation, as it restricts learning to a small segment of interest knowledge transfer issue (Royer, 1978). Transforming local government in South Africa needs an educative process that will lead to a total change of local government from a service delivery based to a more proactive local government that innovatively deal with the ever emergent trends of local governance at competitive global state (Morrison, 2006). To deal with this limitation, theory proves that prior learning has a critical bearing to behaviour; as such training in the workplace should be based on behavioural traits attributed by individuals or groups' prior learning and experience. For the understanding of learning problems in the workplace, there is a need for evaluating approaches of learning so to ensure the production of the required skills in local government.

1.6.4. Competency-Based Training

In the 19th century dominance of competency models on selecting employees particularly in the private sector has come to surface (Suevises, 2009). A trend of employing competency-based approaches in education and training, assessment and development of workforce and retirement are seen to be not avoidable. Competency-based training has is also used for succession planning (Bergin, 2013). Employment and training administrators have turned to focus on skills acquisition and assessment to competency model process for determining the need of business and employers and the required skilled worker (Bangcheng, 2009, Quick & Nelson, 2009). This yet falls within the private borrowed models to inform transformation in

the public sector. The domination of business related methods and techniques in the delivery of public good bring with advantages and disadvantages (Kackornkittiya et.al, 2012). Most pressingly these methods assist the public domain to cope with the demands of the complex society. However these models require skilful and competent employees.

Competency-based training focus then on enhancing what is expected of an employee in the work place and embodies the ability to transfer and apply skills and knowledge to new situations (Brownie, Thomas & Bahnisch, 2011). The systems thinking place much emphasis on the ability of individuals as part of a system in structures (Stacey, 1996;). Municipalities in South Africa are constitutional organisation operated in a form of a system. The competence of an individual employee within a dynamic group contributes to the effectiveness and efficiency of the whole organisation as a complex system. The issues related to public service training presents remarkable points of interest about the adapting process of the competence of public managers to the changing needs of public administrations (Hondegghem & Vandermeulen, 2000). Hence there is a problem of interpreting the new rules, set out in the projects of local government reformation approved by national legislature, with respect to the mechanisms already of administrations of the works of local governments, which makes uncertain the effects of the implementation of changes in different organizational contexts (Hood & Lodge, 2004), where training does not put the necessary attention to the implementation phase (Catturi, 2003). The introduction of new governing methods and routines by an authority such as the Auditor General in a case like South Africa (Rutherford, 1994) can be a source of tension in the implementation of changes, as has been noted in some contexts, including in relation to the spread of public sector reforms, communicated in the form new public management principles (Virtanen, 2000). Training initiatives, on the other hand, can actually respond to this broad purpose, if their underlying training strategy conceives training not as mere professional updating, but as a condition for facilitating change.

1.6.5. Municipal Human Capital Development

Competence in human management is a tool that is often used within institutions to guide human resource practices such as selection, assessment, career management, and employee development and performance appraisal

(Kackornkittiya, Trichan & Lerkiatbundit, 2012). An important feature of human capital is competency management which encompasses all activities carried out by an organisation and the employee to maintain or enhance the employee's functional, learning and career competencies (Gau, 2013). On-job learning and career management are essential human capital development practices in the globe (Forrester, 2005; Paranoam, 2013). These activities are also important to employee competence development as training and formal education. Worth noting is that provision of such municipal human development activities needs carefully reading into the required competences of municipal human capital to ensure that such activities impact effectively positive to employees.

1.7. RESEARCH DESIGN AND METHODOLOGY

The significance of science is to discover, describe and explain facts. However in case of social science is observes, verify and concludes investigations on social phenomenon. These social scientists operate through observation and experience, as well as ideas, theories and models. In essence the scientists can achieve their goals through gathering knowledge scientifically by following basic principles of research methodology. Basically these methodologies are known as qualitative and quantitative method (Yeasmin & Rahman, 2012; Mitchell & Jolley, 2010). However there is also some proliferation of other methods such as document review (World Bank, 2007). Research as a scientific method of acquiring knowledge, refers to a systematic investigation of a question, phenomenon, or problem using certain principles (Bless, Higson-Smith & Sithole, 2013). The study follows both qualitative and quantitative methods of inquiry to fulfil its purpose. This is done to find the correlations between, training and the competencies of municipal practitioners, on completing defined task within their careers in the South African local government practice. The study is framed within locations of the systems theory with bias to complex systems thinking. In its purpose analysis are made from the responses of the practitioners of the selected local municipalities within the Capricorn District Municipality, in Limpopo Province, South Africa.

1.7.1. Qualitative Research

Qualitative research approach is grounded on the interpretative social sciences. Qualitative investigations are based on the recognition of subjective, experiential life world of human beings, which reflects on the province of phenomenology reports

(Ramchander, 2004; Jarbandhan & Schutte, 2006). Gilbert (1993 as cited in Ramchander, 2004) notes that qualitative research methodologies provides avenues that can lead to discovery of deeper levels of meanings. The tusk of qualitative methodologists is therefore to capture what people say and do as a product of how they interpret complexities of their world. They further engage in the understanding of events from the viewpoint of participants of the study (Welman & Kruger, 2001). The study adopts qualitative research method, in order to capture and analyse data on the perceived views of practitioners about the contributions of training programmes on their job competences.

1.7.2. Quantitative Research

Quantitatively research approach is grounded on the interpretative social sciences paradigm. It primarily reflects scientific method of the natural sciences (Denzin & Lincoln, 2000). This system commences with the theories, hypotheses or research questions about a particular phenomenon, gathers data from the real world setting and then analyse this data statistically to support or reject the hypotheses (Nkwi, Nyamongo, Ryan, 2001; Marshal, 2003; Ramchader, 2004). The study will collect statistical information, to establish correlations between training programmes and competencies of managers through quantifying responses from the investigation. The study will further collect documented information and quantifies it for the purpose of establishing the nature of training programmes and associated problems they aim to solve in the municipalities.

1.7.3. Study Area

The study was conducted on selected municipalities of the Capricorn District Municipality (CDM hereafter). Capricorn District Municipality is situated in the centre of the Limpopo Province, sharing its borders with four district municipalities namely; Mopani (East), Sekhukhune (South), Vhembe (North) and Waterberg (West). The district is situated at the core of economic development in the Limpopo Province and includes the capital of the province, that is, the City of Polokwane. One national and various major provincial roads pass through the district municipal area, i.e. the N1 - National Road from Gauteng to Zimbabwe and the rest of Africa, the P33/1 (R37) from Polokwane to Burgersfort and Lydenburg, the P94/1 (R521) from Polokwane to Alldays and Botswana and the P17/1 (R71) from Polokwane to Tzaneen and Phalaborwa (CDM, 2014).

1.7.4. Population

For a study population is a group from which a total set of individuals and units of a study are chosen (Bless, Higson-Smith & Sithole, 2013). The study will be conducted in selected municipalities in the CDM namely; Polokwane Local Municipality (PLM), Aganang Local Municipality (ALM) and Lepelle-Nkumpi Local Municipality (LNLM). The population of the study is constituted employees of these three local municipalities as well as CDM. The target population therefore is the officials in formal employment based in the municipalities' official premises. The Capricorn District Municipality shares legislative powers with four local municipalities, the above mentioned together with Blouberg Local Municipality and Molemole Local Municipality.

1.7.5. Sampling

In the social science research a study sample comprises of elements of the population considered for actual inclusion in the study. Sampling as drawn because researchers want to understand the population for which they are drawn and explain facets of the population (Bless at.al, 2013). A purposive sampling is applied to reach out to officials in the selected municipalities. The study will distribute 30 questionnaires in each of the selected local municipalities as well as the CDM. The study will also interview three officials in the troika of CDM to collect qualitative data. Furthermore the study will collect qualitative data from two SALGA (Limpopo) officials. The rational for interviewing SALGA officials is that, SALGA is a state funded agency responsible for supporting and assist professionalise the works of local government in South Africa.

1.7.6. Data Collection

The study will use both qualitative and quantitative data collection methods to provide empirical analysis of the subject of its concern. The study mainly used interviews and questionnaires.

- *Semi-structured Interviews*

The study will employ semi-structured interviews as an instrument of data collection. Three members from the troika will be interviewed from the CDM and two officials in SALGA. Technological instruments will be used for recording interviews to ensure

that the research use revised information, which captures the true reflection of the participants experience on the subject in question, in the analysis.

- *Questionnaires*

The proposed study will use questionnaires as an instrument of quantitative data collection. Thirty questionnaires will be distributed in each of the selected local municipalities as well as SALGA (Limpopo). The questionnaire will be open ended to offer the municipal practitioners a space to express an explained perception and experiences on the capacity building training programmes offered to them.

- *Document Review*

Documents such the municipalities' Performance Reports, IDPs and related strategic documents will be reviewed, to evaluate the on-going wave of employee training and its impact on municipal employees. The documents will also be used to validate the data collected using the questionnaires and semi-structured interviews.

- *Literature Review*

The research will use published material to support the basis of the study. Journal articles, web sources, books and related material were used. This will be done to frame literature relating to the topic in order to portray the build up to the creation of value out of the proposed study.

1.7.7. Data Analysis

The study will use two research methods, namely qualitative and quantitative, as such a deferent approach will be used to analyse data. For the quantitative data the study will employ both excel and the Statistical Package for Social Science (SPSS) to analyse the quantitative data. Fundamentally the SPSS will be used as the main instrument for analysis, while excel was used to verify the results and production of graphs. The qualitative data will be coded in terms of the similarity of responses by the participants and analysed to fulfil the pursuits of the study.

1.8. ETHICAL CONSIDERATION

Research ethics involves the application of fundamental ethical principles of topics involving research. The study deals specifically with human subjects namely, officials in municipalities and SALGA. It is therefore held at high regards in this study, that

when conducting research on human subjects, the researcher should minimise harms and risks and maximise benefits, respect human dignity, and autonomy, taking precaution with vulnerable population, and strive to distribute the burdens and benefits of research fairly (shamoo & Resnik, 2009). The research have abide to anonymity of the participants and avoided discrimination against participants on the basis of sex, race, ethnicity or other factors not related to the science of the study. The researcher considers it necessary and ethical to share the findings with the participants institutionally, and conducting a research impact survey after a reasonable time from sharing of the research findings. The study also strives to promote social good in public sector employee education and advocacy.

1.9. SIGNIFICANCE OF THE STUDY

The study investigated the effectiveness of training programmes used to improve the competence capacity of municipal employee. The study should on the basis of its findings, provide the municipalities with feedback knowledge on the impact of training programmes on the municipalities' officials. This can assist the municipalities in the structuring of their training programmes and ensure alignment with outcomes. The study also intended to find the relationship between competency-based training and the systems theories of understanding organisations in generative learning, with conscious of the complexity of those organisations. Therefore the study also intends to contribute to the complexity and systems thinking. The study will be shared with the municipality together with its recommendation. Following the study a research impact assessment is to be conducted after a considerable timeframe. The research aims to publish papers in order to advance insight to the use of Competency-Based training as a programme that improves municipal productivity in complex organisations such as that of local government in South Africa, not just to advance the researcher's career in fulfilment of a M. Admin Degree. Therefore avoidance of wasteful and duplicative publication will be ensured.

1.10. CONCLUSION

The study uses the systems theory with bias to complexity, to analyse how people learn in complex organisations such as municipalities. This is done through framing a robust literature and theoretical framework, to find the correlations between competency-based training and organisational learning. Complexity also exposes some few characters in municipalities, such as chaotic state of municipalities and

sustains that if municipalities are established as complex learning organisations; service delivery disorders may create a new space for learning and create as state sustainable service delivery. The empirical research proposed in the study is to confirm that there is a relationship between, training provided and actual result, while the complex systems theoretical analysis is to place emphasis that predictions may not always be as one may provide however understanding that human is shaped by his relationships and his identity and learned production are contextual.

The following chapter deals with the theoretical framework of the study, where the systems thing is considered a framework with bias to the complex systems thinking.

CHAPTER TWO: THEORETICAL FRAMEWORK OF LOCAL GOVERNMENT PRACTICE

2.1. INTRODUCTION

Theorising and theory plays an important role in the evolution and practice of science. Formation of theories are based on statements of knowledge that is developed by humanity (Jonson, 2007), which is applicable in practice, where human act based on knowledge learned, partly from theory (Reckwitz, 2002), and in the theoretical space where researchers validate or refute old knowledge and build new knowledge in a form of theories (Venable, 2006;). Clear and succinct statements of theory are substance to the knowledge validation works of science. The importance of theory cannot be avoided in both natural and social science. Disregarding theory in any study may result in unguided findings or lack scientific foundations of such a study. The theorisation of local government functions, in particular that in the study we are dealing with capacity building programmes that are aimed at developing the skills of practitioners to match the demanding works of local government. In doing so the study covers a range of theoretical stance in order to shape the practices of local government capacity building.

The study in its efforts will use systems thinking as a theoretical framework, with bias to complex systems as a synthetizing instrument in the development of capacity building programme at a given local government area selected for this research (Schuster, 2008). Systems thinking would assist in the sequential development of events in the capacity building programme, while complex systems will help in understanding the value of feedback and interactions between agents of a complex local government system, in particular its relation to capacity building (Stacey, 1996; Nkuna & Sebola, 2012). This chapter deals with the promotion and the value of theorising in social science. It explores the importance of theory in the study by analysing and operationalising the systems thinking into the works of the study. The chapter discusses the study's biasness towards the complex systems thinking and the value of such of thinking in the processes of capacity building programmes. While the other conceptual framework covering the nature and scope of local government in South Africa, Capacity Building and Competency-Based Training will be discussed in the following chapter.

2.2. THE ROLE OF THEORY IN SOCIAL SCIENCES

In social science, studies are concerned with qualitative experiences of people on specific issues. Theorisation serves as a model or a classified approach of thoughts that guides the conclusions of the research concerned. Classically, the scientific method follows a cycle in which people observe phenomena within nature and notice regularities, and then infer causal theories about regularities. Theories are further used to deduce hypotheses and subject them to experimental evaluation, allowing theory to be falsified (Jonson, 2007). From this process theory is modified or replaced and the scientific process continues towards more accurate and comprehensive theories of natural or social sciences theory has the potential to explain that which is already known, to predict what will happen in unknown situations, and they generate the discovery of novel situations. Bernath and Vidal (2007: 429) regard theory as implying to a systematic ordering of ideas about the phenomena of fields of inquiry and are usually of two kinds. One focuses on assisting people to understand a particular reaction or action either in natural or social realities. Secondly theory helps scientist to explain and predict natural and social realities (see also Nkuna, 2013:51). In that sense, theory has a role in the explanation of the nature of capacity building practices in the South African local government. Theorisation of local government practice and discipline may lead to a state where capacity building programmes are established guided by theory proven to sustain a responsive and innovative local sphere of government, which in turn would be beneficial to the public.

Researchers in Social Sciences study the society in an attempt to provide a deeper comprehension about social phenomena (Silverman, 2001;). As much as research methodologies are centre parts to any research project, theory helps find the theoretical stances taken by the researcher. The role and value of theory is most related to methodological paradigms which hit explanation of events in the society, in a perspective of a wide range of theoretical workers (Nkuna, 2013). The theoretical stance of this study is based on systems thinking with bias to complex systems. These are used to comprehend the extent at which systematisation of Competency-Based Training can be used as an educative tool to facilitate capacity building programmes in the South African local government.

2.3. GENERAL THEORY AND PRACTICE OF LOCAL GOVERNMENT

Local government has come to play central part in the service delivery process, of many governments across the globe. Local government is thus a sphere that has material effect on the lives of the people within its territory. Theorising local government should be concerned with how local government can provides its constituencies with a good life. However there has been little that is done to theorise local government as a discipline (Maxwell, 2005), where scholars will be engaged with moulding a practice of producing a good life for local communities. There is a greater need for observation of phenomenal events in local government in order to notice regularities and then infer theories about the regularities noticed (Kiel, 1994). There are many activities that take place in local government, which can be used to establish scientific groundings and thus improve practice in the field. Theorisation of local government practice may require a more complex approach to address the issue of local government emerging from the daily practices of local government practitioners (Nkuna & Sebola, 2013). Though the systems thinking and biasness to the complex systems thinking is being favoured in the study, the research recognises that there is a need to explore an analytical basis of various theories that guided the evolution of local government overtime.

Local government as a practice has continued since to be central to governments reach out to the citizen at ground, though it lack theorisation as a discipline (Mathekga & Baccus, nd: 11; Pieters, 2009). Therefore this long standing importance requires local government scholars to develop local government as a field of study independent of all other scientific studies that are used to shape local government practice (Haynes, 2003). This development of local government as discipline should be made in crucial independency of local government from mainstream Public Administration, for the reason that in South Africa local government practice is clearly distinguished from public services that is made purely a role of national and provincial government. So far there is only a few if not one set of literature that synthetically demonstrate the development of local government from national governments, which is decentralisation. Decentralisation in its efforts describes how national governments through it as a process are reorganised as divided systems buy decentralised organs that are expected to deliver outcomes of a unified system (Christmas & de Visser, 2009; Prietula, 2011). That in its nature makes it unpractical

for local government to exist independently of national and sub-national governments. The discussion below explores the various practices that are used in the functioning of local government.

2.3.1 Local Government as a Multi-disciplinary Practice

The functioning of local government comprises of cycles and practices of many disciplines. Therefore in order to understand the function of local government, required is an understanding of many disciplines (for an example, Human Resource, Management, Finance, Planning, Organising, Responsibility, Corporate Governance, Engineering, Administration; just to mention a few) that shapes practice in local government (Kiel, 1994). This is evident through the observation of the functions of local government in various nations, which fits in the function of public administration (which includes that afore mentioned management related functions) as a both practice and theoretical discourse (Cloete, 2012). It is thus impossible to discuss theory on the function of local government without engaging an explanatory enterprise of how government operates and how local governments are developed from national governments (Kiel, 1994; Haynes, 2003; Heywood, 2009; Cloete, 2012). The lack of events observation to formulate theory in local government has led to limitation in establishing a discipline of local government practices and theory. This has thus informed poor management practices in municipalities which result in a certain level of dysfunctional management, politics and community relations (CoGTA, 2009). A multi-disciplinary outlook in this context may prove to be useful in the sense that, the activities that exist in local government are based on various disciplines other than that of Public Administration. Therefore in relation to this study capacity building may mean a multi-dimensional effort that should be made in local government to ensure local government function and adequately addresses its objects as prescribed by the Constitution of 1996. Therefore clarification of some major disciplines in local government in a capacity building, may contribute positively to the trained practitioners, the following are discussed in this light.

Politics and Local Government

Politics is argued to be the science and practice of people questioning their life events. Political economy therefore will refer to the level at which people in a given territory engage and the questioning in the changing of their lives (Heywood, 2009).

This means that human are naturally political beings, in that people always question their quality of life, in particular now that every event undertaken by an individual or the government had a greater impact on the economic and political system that is constituted of the people. Local government as a sphere is therefore a political institution in its formation (Nyalunga, 2006; Cloete, 2012). It is politically formed by the national government to the local people who must decide in a political process its leadership. A highly political, democratic process informs its operation in consistence with the constitution which in reality is a political document. A municipality in South Africa, is led by elected councillors, who are normally of a particular political party structure (Morgan, 2006; Mafunisa, 2012). Though administratively there is an Accounting Officer (Municipal Manager), the council under that leadership of a Mayor (Politician) may overwrite the decisions of such administrative municipal official.

The political power of the municipal territory has a greater impact on the municipality's ability to deliver services and prosperity of the community. For the municipality to be regarded as developmental there is a need for a political will of the elite group that is in the council, to promote a welfare state that is based on the continuity of development of its people (Du Plesis, 2008; Powell, 2012; Nkuna, 2013). The municipality through political processes is able to promote the interest of its people to the functions of its governing components. Therefore capacity building in this aspect may mean the capacitation of the political economy of the municipality (Powel, 2012; Peters & van Donk, 2013). Thus the educative process in the engagements of capacity building programmes should focus, on developing the political capital of the municipality, in such that the municipality is able to serve its constituencies to its greater potentials. In this instance there the educator, should use political theories and literature to assist to develop a consistent understanding of political processes that can support the municipality to grow and respond better to its people.

Management Sciences in Local Government

Management Sciences are customarily practices of the private sector, which are used to steer processes which are aimed at improving profitability and private ends. However public sector reforms have called for such processes to be explored as tools for effective and efficient service delivery in the public sector. This call came

not only with efficiencies in the public service delivery however; they came with need for adjustment in to public value and translation into public ends of government activity. In local government management practice capacity building has importantly focused mainly on development of management innovations and practices, so to improve citizens' satisfaction (Stacey, Griffin & Shaw, 2000). These cultures of management brought about a vibe to treat citizens as customers than constituencies. Management is practically the application of certain rules and actions in order to gain optimal outcome in a given unit of delivery usually with private ends, though in public sector a public value should be added to the concept. Agreeably one may believe that everyone is a manager depending on how good one may be as daily accomplishments may be granted. Management principles in local government are used to implement policies and legislation derived from territorial political wills which sets the outcomes of the delivery units (Stacey, 1996; Sloan, 2006). It is management that is practiced by supply chain, human resource, finance, technical services and corporate (just to mention a few) of a municipality in order to deliver services to the public. Management therefor includes in local government, strategy, Planning, organising, personnel, controlling, policy, work procedures and financing.

Strategically documents such as the Integrated Development Plan, Municipal Financial Policy, and Service Delivery Plans, guides the managerial practices in the municipalities. Each of these documents is developed through management practices such as, strategy and planning. Following the development of these document, comes organising, corporatisation, resource distribution (Human and financial), work procedure, and implementation (Naidoo, 2003). All these management practices are within the management practice which must be institutionalised by municipalities for implementation. Capacity in this regard will refer to the ability of managerial personnel within the municipality as an institution to use all the above mentioned management instruments to deliver desired outcomes of the municipality (Nyalunga, 2006; Powell, 2012). A capacity building programme should focus on improving the abilities of such staff to optimally deliver the municipal outcomes effectively and efficiently within the boundaries of policy and emerging needs of the society which mostly require adaptation.

The Legal Discipline in Local Government

The positive theory of legal systems provides in the practice with that which is legal and illegal in terms. The understanding of laws in local government provides a framework for practitioners to participate in the delivery of local governing outcomes (Shapiro, 2000). Local government are decentralised from national government with a set of legal processes that include demarcation and establishment as a legal entity with capacity to act legally or illegally in its name. Essentially local government is established by the supreme law of the country as an independent authority with powers to establish, legislate and enforce laws within its territorial boundaries (Deibert, Palfrey, Rohozinski & Zutrain, 2008). In which instance local government is an entity to be conducted under legal circumstances of its time. With this understanding, the capacity building programmes of the municipality should have a focus where legal skills and understanding of the municipal powers to enforce laws. The municipality's sustainability highly depends on the municipalities' capacity to implement policies and legislation which is aimed at maintaining high order of professionalism in particular with regards to financial management, human resource and revenue collection.

Human Sciences in Local Government

Human is the basic or mainly the most important component of a municipal jurisdiction. Without people as a subject for the development of local government institution there would be no need for such (Cilliers, 1998). Human sciences help in the understanding of values and principles that shapes the human life. Local government as an institution is developed within a developed political culture that is based on the values and social norms of the people within its jurisdiction (Danziger & Dunkle, 2005: 2; Rosenstock, Strecher & Becker, 1988). Arguably municipality is developed as an organisation that is based on organisational cultures. As an organisation it is constituted of people with deferent temperaments. This may require a management approach that understands the being as a social individual. Capacity building programmes should focus on the social and management capacity of the human capital of the municipality. Their psychological and sociological aspects should be covered in the educative process during capacity building programmes.

Development Sciences in Local Government

Localisation of government activities, were brought through public sector reforms, which were aimed at improving peoples life. Development studies are said to be focusing on theorising a good life for the people. Modernisation or catching up with the developed world is no longer an obvious ambition in the works of development scholarship. This is in the account of ecological problems and the inability to frame a development approach that will fit the multi-cultural world's society, in particular the developing world (Fakuda-Parr, 2008; Dreher, 2013). Development can be described as the efforts to transform environments, where human is the core beneficiary. While sustainability is protected in order to have a lasting habitable and good environment for the human to live within. This is confirmed by the one of the objects of local government in the Constitution that requires local government to promote a health and safe environment for its communities (Mercoiret, 2006; Ellis & Biggs, 2001). The establishment of local government coins to an ordinary citizen that with a closer government, there should be a good life for the people. This good life requires a local government that is developmental, both socially and economically for its constituencies. This means that development theories, thinking and practices have the ability to influence local governments' developmental capacity. In that case local government capacity building programmes are those which have the potential to invigorate the abilities of local practitioners to optimally benefit the local people both, politically, economically and socially for stability and sustained development.

2.3.2 Public Administration as Meta-Theory for Local Government Epistemology

Theoretical frameworks enlighten knowledge users of systems, concepts, assumptions, expectations, beliefs and theories that shape a discourse or research in a paradigm for a given field (Maxwell, 2005). As discussed above local government as a sphere of government, presents a complex phenomenon that requires theorisation in its changing paradigm and discourses (Balkaran, 2013) of governing public affairs. Nkuna (2013:52) argues that Public Administration has developed overcoming the test of time to provide a theoretical framework to address its field and the related practices. Local government therefore could be theorised by understanding its mother field Public Administration and other trending theories

which are used to mould practices in both public administration and municipal governance.

In consideration of the theory of practice, which is the theory that is concerned with the day to day lives and practices of people (Rouse, 2006; Postill, 2010; Dougherty, 2014), public administration (practice) can be seen as referring to the day to day functions and activities of the public sphere. It is what appointed public officials do in the national, provincial and local government sphere in order to harmoniously deliver public outcomes as articulated in policy. While Public Administration (discipline) can be seen as what university students and academics do (daily) as they focus their scientific and scholarly attention to mould public administration (Thani, 2012). It is thus a subject that has public administration practice as an object of attention. The theory of Public Administration advocates talks about practice, systems, assumptions, expectations and believes which synthetically presents a theory of public administration. Local government practice, is generally the adoption of public services from national government to a localised governing systems, which is accountable to national state systems (Theletsane, 2013). In this sense local government does not have principles, narrations and theories either than those which are theoretically developed for public administration. Therefore the use of public administration theories to interpret and mould the practice of local government, promotes Public Administration to be a meta-theory in Local Government practice (Denhardt, & Denhardt, 2000; Thani, 2012). Public Administration theories are meta-theories of Local government in that they are used to nature practice, epistemology and pedagogy in local government practice. This is backed by the nature of local government literature that stems from public administration conceptualisation, theorisation and practices. Local government as a practice focuses on what appointed and elected officials do to fuel the function of local government sphere within a municipality. While those whose studies Local Government uses theories of Public Administration to shape and conceptualise practices, and studies of Local Government students and academics.

The discourse of Public Administration as a meta-theory of Local Government is embodied in the shaping of local government practice, which is seen to feature in the normative functions of public administration. Local Government like public administration focuses on providing, policy, financing, organising, work procedures,

controlling, and personnel at a localised sphere of government, which is interconnected and interdependent with the provincial and national sphere of government (Dollery & Robotti, 2008, World Bank, 2011). Local government as a practice cannot leave out these normative functions of public admonition in its enterprise. Further though local governments are expected to generate revenue to perform the financing function, local governments continues to be a profit-passive organisation that focuses on providing services to its constituencies.

2.3.3 Public Management in the governance of the Local sphere

Public Administration scholarship started with Woodrow Wilson in his article, *The Science of Administration*, published in the 1917. Contribution and domination were made to further deepen the understanding, practice and human behaviour in the public affairs (Denhardt & Denhardt, 2000) in the discourse of Public Administration. In the 19th century there had been a shift in the discipline from Public Administration to Public Management (Haque, 2007). This change has come to change branding of the discipline in many academic institutions and enterprises. The narrations on the practice, systems, beliefs, values and theories of public administration were motivated by management practices which were primarily traditional to the private sector. However other advocates argue that discussion of Public Management has presented fragmented, inconsistent, technical and uncritical theses. Thus Public Management has not presented a coherent analysis framework that supports the choice of practitioners to shape their works using it as a theoretical framework (Cooper, Bryer & Meek, 2006; Huque, 2007). In this study the role of Public Management as a theory in public administration and provision of local government practice is considered following privatisation of local government programmes.

Private sector practices have become persistent in the functioning of public institutions such as sector government department and local government (Moeti & Khalo, 2008). The principles of management in the private sector have been translated into the operations of a public office (Dunleavy, Margetts, Bastow & Tinkler, 2006). Most of the services offered by local government are commoditised, while the public pay for services, they are thus should be treated as customers than the general public (Cartens & Thornhill, 2000; Haynes, 2003). The delivery of services to the public has transformed from passive reactional administration of service, to market based proactive management of services, which include prior

planning and innovative solution to public problems. Advocates of Public Management believes that introduction of business management principles in the management of a public affair may be more productive and responsive to the public (Cartens & Thornhill, 2000; Moeti & Khalo, 2008). Furthermore the complexities of financial management in the public administration, has led to the introduction of business accustomed accounting systems and standards.

2.3.4 Governance as a theory Post-Public Administration and management in Local Government Discourse

In the global political theory and practice the term “Government” is used to refer to the formal institutions of the state and their monopoly of legitimate coercive power. Government is thus characterised by its ability to make decisions on behalf of the public and implement them within their national boundaries. This is done through formal and institutional process which operates at a level of nation state as to maintain public order and facilitate collective actions (Stoker, 1998:17). Governance can be described synonymously with government; however the theoretical work on governance reflects the interest of the social science community in a shifting pattern in cultures of governing. Government though autonomous, in the process of governance, it is engaged with creating the conditions for ordered rule and collective action (Naidoo, 2003; Zegeye &Maxted, 2002). Therefore the output of governance involves the interest of the collective society, while government is concerned with what the elite political group is interested in governance include the establishment of rules and governing styles where boundaries between, state, market and society is blurred (Maylam, 1995; Portugali, 2009). Governance is the creation of a structure and order which cannot be externally imposed but it is the result of interaction of a multiplicity of governing nodes which influence each other in creation of a certain order or behaviour. Although there are many deterrence’s in the way it is defined and applied, common elements are the emphasis on rules and qualities to systems, co-operation to enhance legitimacy and effectiveness and the attention for new processes and public private arrangements (Haynes, 2003). In local government, governance is considered to be referring to a set of institutions (sub-divisions) and actors that are drawn from local government and beyond. The set of institutions acts and interacts with each other including other actors such as civil society and the market to produce local government. Such a process is affected by government rules

produces by intergovernmental processes between the local, provincial and national sphere of government. In this regard capacitating may require concentration on the ability of officials to develop governing tools that sustain their organisational productivity.

2.3.5 Decentralisation as a theoretical concept to local government practice

As nations grows and as global trends transcends national boundaries nature and the role of governments became more intensified, such that central governments needed shift some of its responsibilities to smaller units systematised to fulfil the will of the whole governing systems. The concept of decentralisation is developed in response to centralisation as a focus of government to national unity as opposed to the need for demands for diversity (Guengant & Rocaboy, 2008, Christmas & de Visser, 2009). In a most basic explanation, decentralisation is concerned with the transfer of part of the powers of central governments to regional and local governments (Bonnal, 2011). This view holds that local and provincial governments hardly exist without national policy will that form a decentralised governing system within a given nation. However it is worth noting that too much of either centralisation or decentralisation may be harmful to prosperity of nations. It is therefore important to formulate an environment for a system of collaboration between national, provincial and local centres of decision making. Decentralisation seeks to redistribute authority, responsibility and financial resources for providing public services among different spheres of government (World Bank, 2011). This can be theoretically viewed as a systematic approach to public administration (planning, financing and management of certain public functions of the national government), which emphasise on providing government activities based on components of a system that work together to achieve national objectives.

Decentralisation as a practice or approach of public administration is constituted of three major themes which are provided by the World Bank (2011:1). Firstly is deconcentration, which is used by central governments to redistribute decision making authority, financial and management responsibilities from its central workers to those who are working in provinces and regions. This approach of decentralisation creates a local administrative function under direct supervision by a national government minister. A typical example in this regard is the context in which the

South African Department of Home Affairs deliver its services to the countries citizens. The department provides services through regional offices which are given local administrative functions which is under direct supervision the national minister of Home Affairs. Secondly is delegation, which is a more extensive form of decentralisation (Mehaj-Kosumi, 2013). Thirdly is devolution, where national governments devolve functions, by transferring decision-making, financial, and management to quasi-autonomous units of local government with corporate status. Devolution is usually in a form of a municipality that forms or elects its executive, raise its own revenue, independent investment decision, and with a authority to legislate or create their own bylaws (World Bank, 2003). Such local governments are clearly demarcated geographically and have authority to exercise its powers and responsibilities within its jurisdiction. The formation of local government practice in South Africa is based on the later. These narration on devolution contest that there is a role played by a national government in the formation of local government, in which on the formation there are general practices and nation of public administration that helps the national government to devolve functions and for a local government. In the formation and function of local government, generic functions of local government fairly visible.

2.4 THE SOUTH AFRICAN LOCAL GOVERNMENT PRACTICE

Local government practice in South Africa is basically informed by constitutional norms. The South African local government is a product of decentralisation, entrenched in the chapter three and seven of the Constitution, of 1996. Chapter three of the Constitution provides that, government in the republic is constituted as national, provincial and local sphere of government, which are distinctive, interdependent and interrelated. Local government may be described as a set of institutions and government outcomes that exist closer to its constituencies merely to render a wide range of services that have material effects on the inhabitants that resides in its jurisdiction. Nyalunga (2006) put forth that local government can be defined as political instruments constituted by law, which have substantial control over local affairs and the power to tax. Further local government have defined areas such as populations, continuing organisations and power to carry out public activities in a given jurisdiction. The current local government system in South Africa is discharged through the constitutional findings. Local government as a sphere is

separated from the national sphere and provincial sphere of government to autonomously exist, under which they are charged with the service delivery activities outlined in chapter seven of the Constitution.

In chapter seven the Constitution of the South Africa (1996) establishes the local sphere of government as constituted of municipalities that must be established all over the territory of the republic. Therefore every part of the country should be forming part of a particular municipality in the country, which offers the municipalities' rights and responsibility to govern all the parts of the national territory (Pycroft, 2000; Nyalunga, 2006). The Constitution authors the executive and legislative power of the municipalities as vested in the municipal council, which is established in terms of section, 158 of the Constitution of South Africa, 1996. However the legislative and executive functions of the municipalities may not exist without oversight, the Constitution of South Africa 1996, subjects the municipalities to provincial and national legislation and supervision, while national and provincial spheres of government are restricted from impeding municipalities from exercising its powers. The Constitution of South Africa, 1996, therefore confers objectives of local government as guide line for practice in local government, in which when theorising local government the object as prescribed in section 152 (1) should serve as a framework for observing events and noticing regularities. Moreover the Constitution of 1996 provides developmental roles of local government that can serve as a framework for theorising developmental works of local government in South Africa. The works of a capacity building programme will then focus on improving the capacity of local government practitioners to deliver these provisions in the chapter, and the related legislative frameworks which are developed to achieve this objects and roles of local government in South Africa.

2.5 THE SYSTEMS THINKING

Most strikingly governments have featured the systems thinking in innovative policy discussions at national and international level. Traditionally people would solve problems, fragmenting them into smaller units and deal with them separately. In return such an approach failed to identify the relations and influences of each part of analysis. In contrast, systems thinking focus on how subject of the study interact with the other constituents of the whole (Richmond, 2005). Systems thinking are used in problem solving, by viewing problems as part of an overall system. A system is thus

a set of interacting elements that interacts to produce behaviour of the whole (Senge, 2006, Mingers & White, 2009). In the systems thinking, attention is placed in the relational flows of influence that impact the behaviours of parts of the system that have an impact on the whole (Richmond, 2005). Thus each interacting part can be used to influence change, which will factually change the whole system.

Defining a system has been consistent across those who use systems thinking in their work to solve complex problems. A system can be defined based on its characteristics, that a system is made up of component elements or sub-systems that are all related to each other. Secondly they put forward that a system has a structure or a meta-system that determines how these individual elements are all parts of a larger structure. Senge (2006) views systems thinking as a way of thinking about, and a language for describing and understanding, the forces and interrelationships that shape the behaviour of systems. Systems thinking help in the understanding of how to change a system more effectively, and to act more in tune with the natural processes of the natural and economic world.

The activities of a municipality set out by the Constitution of South Africa, 1996, responses to community's needs, correspondence with national, and provincial legislation and regulations, can be thought of as relationships, and therefore as a system. Adopting the systems paradigm (thinking systemically), may in this regard refer to the viewing of local government practices as holistically interconnected to whole system of government (Maani & Maharaj, 2004; Dodgson, Hughes, Foster & Matcalfe, 2011; Bell, 2014) in South Africa, which by an actual fact is being a sub-system of that is part of the world. The use of systems thinking in this study is to understand that facilitation of capacity building programmes should be viewed as a systematic component that is aimed at changing a whole complex system (Cilliers, 1998; Stacy, Griffin & Shaw, 2000; Halbesleben, Novicevic, Harvey & Buckley, 2003). In this case local government is viewed as a sub-system that is constituted of parts which underlie other systems within the whole complex system of government. The sequencing of capacity building programmes to local government practitioners can be in a systematic view be used to understand that the level and standard of the learning material has an impact in the behavioural change that is expected from the municipal practitioners capacitated (Senge, 2006; Reed, 2006). This could help

understand that changes in the components of a capacity building programme will have an impact in the overall outcome to the conducted capacity building initiative.

2.5.1 Complex Systems Thinking

Today's Local Government is functioning in a different paradigm and faces varying challenges, requiring new concepts and methods. Realising the massive influence of unfolding global, comparative administrative activities opens a door for effective adaptation and transition from traditional administration theories that are used in local government to a complex systemic approach in local government practice (Maylam, 1995; Jreisat, 2005;). The science of complexity deals with fundamental properties of nonlinear feedback networks in particular those of a complex adaptive network (Portugali, 2009; Nkuna, 2013). Complex systems therefore consist of a multiple components or agents that interact with each other according to a set of rules, wherein the components are required to examine such rules and respond to each other's behaviour in order to improve their behaviour which is reflective in the overall behaviour of the whole system (Stacey, 1996, Stacey, Griffin & Shaw, 2000). This science appeals to organisational stability and change in that human beings are autonomous in nature; their actions cannot be predicted using mathematical or mechanical methods (Strogatz, 2001). This is based on the influence of interaction between the human and the environment and a system that consists of agents which interacts to adjust its behaviours. Cilliers (1998) argues that complex system is not just constituted of merely by components but also by intricate relationships between these components. Using an analytical method to understand a system like a political system seems to destroy what should be understood of the whole. In the development of capacity building programmes, the focus is on personnel which are human and these human forms part of a complex local government system influencing change in these personnel may need a complex system thinking approach.

2.5.2 The Complex Systems Thinking & Capacity Building Programmes

Capacity building programmes in local government are more complex than just an activity for reporting policy compliance by municipal human resource practitioners. Capacity building is a multifaceted complex endeavour that requires understanding its complexity to find simplicity in their delivery. Complexity has proven itself to be difficult to define and describe as it ranges from generic difficulty to highly

constrained mathematical specification of certain and requisite properties (Strogatz, 2001). Stain (1989: xiii) in Prietula (2011:93) state that complexity is like a theological concept, in that many people talk about it and no one knows what it really is. However the use of this agent-based organisational research has come to benefit many organisations (Stacey, 2006). It is therefore necessary to account a discussion of several definitions in order to fit the uses of the agent-based organisational research models into municipal practices.

The interpretation of the meaning of complexity can be developed through the idea that complexity has in its core component, aggregated dynamics denoting that a system is comprised of a collection of subparts that interacts in some fashion over time. Therefore to understand complex systems, there is a need of understanding its components and the order in which such components interact to produce the unstable behaviour of the system (Waldrop, 1992, Nooteboom & Termeer, 2013). Pritula (2011) identifies four typical properties of a complex system. Firstly is that a system is structurally aggregated, in that the system is comprised of groups of components that contribute and define the overall behaviour of the system. These components may or may not have different level of aggregation in the system. In this context is that a municipality is comprised of different components, which together informs the municipality delivery capability (See Stacey, 2006). Aggregation by these components shapes the behaviours in the municipality, which has an impact on the overall practices of the municipality. Secondly is that there are dynamic interactions in a complex system (Manson, 2001; Newman, 2003; Walby, 2007) . The sub components of the system interact over time. The engagement of the components is in a manner that they have a capacity to influence change to the other sub-components of the system. This is to say in a municipality, there are many levels of interactions which are capable of changing the manner in which the municipality operates. A practical example is if a capacity programme is imparted to practitioners and improve innovation in the management of the municipality, the interaction of the management and council may be influenced to change the organisational culture of the municipality. Thirdly are invariant and universal rules (See also, Eidelson, 1997). There are basically rules and norms that govern the system. An example is that if people in the municipality are not satisfied will go on demonstration and that will lead to public unrest and loss or damage of the municipal and other public properties.

Furthermore is that in municipalities there are laws and legislation that are based on universal protection of human (Morrison, 2010; Roux, 2011; Mowles, 2014). Lastly is the components homogeneity that is to say any given sub-component is exchangeable with any other subcomponent. That is to say any unique behaviour of any sub-component is attributable solely to historical path of the interactions and not to any fundamental differences in the sub-components. This means therefore that individuality does not exist in the local government system. A unit of delivery in a municipality cannot operate without interacting with other parts of the municipality (Schuster, 2008; Lifshitz & Cross, 2008). For an example, a supply chain unit would not work if there are no corporate services units that demands procumbent while both these may not work without interacting with finance. Therefore a complex system describes those dynamic systems which are either difficult or impossible to tract and predict analytically.

When developing a capacity building programme in the municipality one may need to consider a municipality to be organisations and that an organisation is composed of people and other properties which interact with the people to produce quality outcomes (Frei & Serugengoser, 2011). People in an organisation has a purpose in the municipality and there resources that are used to produce the purpose of people within the municipality (Wellstead, 1979). Then complex system essentially, provides with an understanding in the development of a workplace learning programme, there should be a consideration of the interaction of the multiple components of a municipality as an organisation or a system (Morrison, 2006). Observation of feedback and improving of each components aggregation, in the municipality may depend on the model and load of educative instruments instructed to municipal practitioners as agents of a municipal system (Swayer, 2006). An educative activity that changes the perspective of municipal practitioners on a particular practice in the municipality may result in a change in the entire activities of the municipality (Roux, 2011). For instance if the is change in the political capital of the municipality, there will be change in the policies of the municipality, which may often change practice within the activity line of such policies.

2.6. CONCLUSION

The question of theory in local government cannot be answered by just the development of narrations formed from deferent disciplines of governing a state, in particular in a decentralised format. Public Administration as a meta-theory in local government has overtime provided the nature in which local government practice should be conducted, however it would be not sufficient to disregard the role played by other disciples in the works of public administration and local government. It is important therefore to view local government as a complex whole that has a function that depends on its parts and the interaction between those parts. When theorising capacity building programmes it is important to recognise response and interaction between the components of local government that can be influenced by such programmes, while recognising the complexities that may result in effective capacity building programmes. Therefor capacitating local government practitioners may refer to a whole lot of complex components of local government system, which is integrated with the national and sub-national government system, which is part of the world as a super system.

The next chapter deals with the context of local government, capacity building and CBT as an educative tool for capacity building.

CHAPTER THREE: THE CONTEXT OF LOCAL GOVERNMENT, CAPACITY BUILDING AND COMPETENCY-BASED TRAINING AS AN EDUCATIVE TOOL

3.1 INTRODUCTION

The context of understanding local government requires endeavouring in an elaborative exercise on the literature, scholars of local government in Public Administration has provided. The contextual understanding of local government, exist in both theory and practice, in that local government may practically refer to the activities of local government practitioner, exercising their powers and responsibilities to deliver services to the local communities (Pauw, 2012; Peters & van Nieuwehuzen, 2013). While in theory it may refer to the studies and theorisation of local government which are the labours of students and professors of local government hosted by Public Administration departments and schools (Tshabangu, 2013; Kiel, 1994; Watt, 2006). In essence local government refers to sub-systems of national governments (Gomme, 1987:1-2 as sighted in Adnan & Haque, 2012; Adami, 2002; Holland, 2006; Prietula, 2011), which through general political and administrative norms or processes developed by its national state institutions (executive, judiciary and legislature) delivers services to the people at grassroots level. Local government contextual basis depends on national decentralisation context of political and administrative powers to a localised setting. Dealing with local government challenges requires learning to occur in the organisational, political and administrative processes of a government system by municipalities to inform holism for capacity building approach (Boulding, 1956; Reiser, 2009). Thus the processes of local government delivery should be informed by nationally determined objectives aimed at improving the quality of citizens' lives. Noting the inherent nature of organisations being born with challenges, creating a responsive local government requires alignment of capacity building programmes with the objects and goals of local government in a specific country.

Capacity building is contextually conceived as the analysis of capability and development needs to individuals, institutions and environment in relation to abilities to deliver intended products or services by an institution. Capacity building is therefore the intentions and efforts initiated to influence components of an organisation to improve its effects in delivering services to the public, and thus give credible achievement to national principles (Chan, 2006; Adami, 2002; CAFRAD,

2004; Holland, 2004). The functioning of municipalities as sub-systems depends on the abilities of their combined components to deliver planned objective and to achieve short and long term goals (Niazi, 2014; Bell, 2014). The combination of components through interactions and interdependencies may evident in the combination of resource such as human resource, infrastructure, finances, leadership, policy, political will, and citizen involvement in the South African governance system. The sequencing of efforts in the labouring of local governments includes the afore mentioned components interacting to produce services in particular those which are described in policies that positions the role of local government in the Republic (Prietula, 2011). Local government should develop capacity therefore to be resilient using the available resources of its localities.

The focus in here is on training as an initiative to improve Human Resource (Municipal Practitioners) capabilities, to deliver the objectives and roles of municipalities in the selected research area. Municipal Practitioners are then regarded (in a complexity thinking perspective) as components of a municipal sub-system, whom can be influenced through training to give effective change in the delivery processes of the municipalities as a sub-systems of the country's governing system (as a whole) in South Africa. Training normally referred to as capacity building in the municipal sector may refer to many exercises such as formal enrolment to an institution of higher learning, workshops, team building, or on the job training (Sweet, nd: 2; Daniels, 2009; Morgan, 2014). However without a working framework to undertake these range activities one may fail to provide an effective tool for assessing and evaluating the effectiveness of such training for Municipal Practitioners. Therefore Competency-Based Training (CBT) is proposed in the study for consideration as model for framing capacity building training programmes, and therefore a synthesis is made to sustain that Competency-Based Training is Applicable in framing capacity building programmes for any institutional arrangement (UNCEPH, 2011). CBT is an instrument therefore to enhance what is expected of an employee in the work place and embodies the ability to transfer and apply skills and knowledge to new situations (Brownie, Tomas & Bahnisch, 2011). This approach emphasises on the ability of practitioners to demonstrate ability to achieve work associated with their jobs and demand of the industry they serve.

The purpose of this chapter is of a three-fold literature importance. Firstly is to present the concept of local government, purposing an explanation on the foundations of local government and its role in improving communities' wellbeing. Secondly, a discussion on the concept of capacity building is engaged in order to provide a contextual overview of capacity building and its role in the development of capable and responsive local governments and further discuss legislative frameworks governing capacity building in the South African Local Government. Finally is to contextually sustain a proposition that CBT as a training method, can sustainably serve as a solution to inefficiencies of capacity building initiatives in the South African local government systems.

3.2 UNDERSTANDING THE TERRAIN: LOCAL GOVERNMENT

The existence of local government is (and can) always be explained and be defended on the basis of its crucial aspects of localising public services. Localisation of public service owes its existence to the need for democratisation and intensification of mass participation on public service decision making (Faguet, 2005; Watt, 2006; Benhabid, 2006). This was a result of inefficiencies and failures of national government in the discharge of services to beneficial communities. A contextual interpretation of local government in an attempt to provide an understanding of local government may require considering number of questions, seeking answers that clarify the role of local government as a terrain. Local government is a product of decentralisation tailoring levels of consumption to the preferences of smaller governments which are responsive to the immediate and future needs of the local communities demarcated to them (Pratchett, 2004; Ledwith, 2005). Notwithstanding the fact that decentralisation has been adopted with deferent meanings from one state to another, a vigorous pursuit of decentralisation has a potential for increasing mass public participation in the development of sustainable local communities (Shuman, 2000; Boone, 2003; DuPuis & Goodman, 2005; Craig, 2007). Local Government therefore requires an understanding of its intentions on the basis of the adopted context within nation states, consistent with conventional practices of democratisation and transformation of public service.

Local government as a product of decentralisation process, are outputs that are the aggregate of local level political and institutional dynamics (Wibbels, 2003; Watt, 2006; Adnan & Haque, 2012). Thus local government is of a hybrid in formation and

functionality, that of political form and practice and that of institutional structure and operations systems. Viewing local government as a hybrid system in the literature of municipal governance is a significant departure to understand local government, in that local government is positioned between the political, economic and institutional formations of a local social system. This may have an input to the understanding of how local government works, especially in relation to when it works well or when it works badly (Faguet, 2005; South Australia, 2014). When there are instabilities in political, social, economic and institutional local practices, local government is likely to be malfunctioned. This can be seen in the definition of decentralisation which states that; decentralisation is the devolution by central government of specific functions to a localised governing organ. This includes all the administrative, political, and economic attributes. It necessitates democratic local governments which are independent of the centre (National governments) within legally determined geographical and functional domain (Pratchett, 2004; Ledwith, 2005; Faguet, 2005:4). Local government is thus given absolute responsibility to politically, economically, and socially develop its demarcated geographic area, given the constraints of resources, social and economic capital.

Politically local government is determined by citizen participation in a democratic electoral process, where the community members prioritise a trusted team or individuals to represent them in the delivery of local government services as well as in decision making, especially those relating to development (Bovens, Schillemans & Hart, 2008). However elections do not contract (explicitly or implicitly) a relationship between government (elected team or individuals) and the governed (citizen) or do they set policy agenda (Billett, 2001; Blanchard, 2014). Thus there is a lack of or impossibility of writing a comprehensive platform that connects politicians' actions to voters' policy preferences, which may refer to political contracting. An election manifesto of a particular local political party may not be representative of the communities' policy preferences; however it may be innovated to beat the other competing parties in the elections process (Shah, 2006; Dollery & Robotti, 2008). Further is that of political cycling which is multidimensional, it limits elections ability to convey information with anywhere near enough details to inform specific policy decisions (Bovens, Schillemans & Hart, 2008). Hence elections serve instead to allocate control over governing institutions to the team most trusted or marketed to

voters. Therefore elections in local government are about citizens' decision to allocate power to take decisions that affect society's welfare either economically or socially (Gregory, 2004; Faguet, 2005; Cameron, 2010). While local politics may have a multidimensional effect to local systems, they serve as a platform critical to direct policy and capacitation of local institutions efficiencies and effectiveness. Therefore political engagement exists within the institutional arrangement of local government as well as in the social arrangements (civil society) of the local community.

The function of local government is to produce local services and policies at the intersection of quasi-market relationships and organisational dynamics. Local government occurs at the influence of political parties and politicians, which advocate policy themes used to lobby voters (Binns, 2003; Dierickz, 2004). Marketization of this process exist where local political parties finance their campaign normally through funding donated by private business owners who believe the policy advocated by a particular party would result in their business success (Swilling, Humphries & Shubane, 1991; Binns, 2003). However the focus of institutional dynamics of local government is that of setting structures of local government delivery through interacting with the politics of local systems. Thus institutionally local government is set to parade the political power, in a formally planned programme, using locally established legitimate contracts (Gigerenzer & Hug, 1992; Ranchod, 2007). Depending on national agreement and the aggregate of decentralisation defined by nation states, local government institutional structure presents a political municipal council headed by a councillor (i.e Mayor). These councils are political institutional forms of municipalities empowered to develop bylaws and their enforcement. This council is an authority for approving strategic developments and operational expenditures of the municipality (SA, 1996; Turok, 2012). A key component of empowering a municipality is to establish an environment that empowers the functions of these councils financially and human capacity wise. Another aspect of municipal institutional dynamic is that of a municipality as a state organ. A municipality in this regard is a state agency with an organisational structure and systems which are operated to produce services as predetermined by national objectives on decentralisation policies (Williams, 2000; Turok, 2012). Management and technical skills complemented by infrastructure and financial resources are

combined to optimise the works of local government and thus determine how well or bad a local government works for the communities. Improving the management and technical skills of practitioners may increase the ability of the municipal systems and structure to respond to emerging problems and development needs of its population.

3.2.1 South African Local Government before 1994

A fundamental conceptual tool of local government in South Africa can be departed from the importance of local government role in development and sustainability of local communities. Local governments are localised legitimate institutions where political and civil society can find expression of human condition and explore options to influence change. As local government is recoded as custodian of development and social prosperity by the Constitution of South Africa (1996), it is important to also understand its role in ensuring representation of common values and interests of the local communities they serve. As local government assume responsibilities of policymaking, management and implementation of national goals at a localised setting, it is important as well to contextualise their capacity to take on this multitude of responsibilities (Honadle, 2001; Dollery & Robotti, 2008). Contextualising local government capacity in South Africa requires an enquiry into the history of local government in the country. This is to establish the genesis of capacity backlogs in local government. The focus of this part of the study is to provide a comprehensive overview of local government during the Apartheid period of South Africa.

Transition of local government in South Africa invigorated the need for government to redefine the role of municipalities and local authorities within national and global economies. This transition in South Africa was the call for changing a past marked by segregation of black majoring and favouring a white majority, where the system was signified by a structure of a dominating white minority over a supposed submissive black majority (Nel & Binns, 2003; Schensul & Heller, 2010; Maharaj, 2012). The spatial systems of the apartheid system regulated access to cities and local government services by pushing black communities to the periphery where government's local authorities has no responsibility to provided descent services. While at the same time influx control was introduced where black communities were not allowed to be seen in urban areas, without the consent of white authorities (Swilling, 2010, Heller, 2001). This system therefore marked a development a situation where urban areas were for the white and rural were mainly black. The

development approach then concentrated infrastructure and other development immunities at the white dominated urban areas. Uneven share of services were based on race and not favouring the black majority. Public benefits such as sustainable housing subsidies and a systematic housing system were basically to establish sustainable livelihoods of the white minority. In 1982 at the decline of the apartheid government, Black Local Authorities were introduced to try and include the black society in the urban specials of South Africa (Swilling, at al., 1991, Millstein, Oldfield & Stokke, 2003; Beall, 2005). This system received great rejection where civic association were establish to rally against the introduction of Black Local Authorities. This formed the basis for local government for the African population, the main intention which was chiefly to control black society influx in urban areas. The in the south African local government followed by the catering of all the previously not catered communities in a democratic local government, where the path was set by the Local Government transition Act of 1993.

3.2.2 Local government in the Post-1994 South Africa

As South Africa transcends into democracy, as of 1994 the government was tasked with transformation of the government system to be democratic, inclusive and non-racial, delivering services to the people of South Africa sustainably (Abedian & Biggs, 1998 in Pycroft, 2000; Nyalunga, 2006). Such transformation as noted before has found expression in the 1996, Constitution of the Republic of South Africa, now referred to as the Constitution of 1996. The Constitution of 1996 paradoxically mandates the local government to provide the most comprehensive response to the most complex developmental challenges of local communities covering the whole territory of the Republic. This should be done in consideration of the imbalances of the past (Zegeye & Maxted, 2002; Makobe, 2002; Nyalunga, 2006) caused by the Apartheid system. While institutional arrangements are often deeply flawed local government has to transform from passive service providers to proactive facilitators of a developmental local government as purported by its founding mandates in the Constitution of 1996. Local government today seem to be failing to live up to its mandate in that even when local government is viewed as a sphere closest to the people, it has over the past two decades been swept by continuing service delivery public unrests, complemented by unpleasing audit reports (Ndletyana, 2007; See also the Auditor General Reports, 2012/13). A vital component in strengthening local

government through a process of empowerment is the development of a capable workforce that imparts real authority, responsibility and control over the demanding competencies of local government work. Capacity building has been contextualised to baseline empowerment of local governments' ability to execute their roles competently. Furthermore there has been no consistency in the contextual definition of capacity which is pressed by lack of concepts coverage in the literature of local government.

The basis for local government and its role is backed by its crucial aspect of democratisation that manifests in the mass participation of communities in the decision making processes. Local government is a localised political system that offers services and governing decisions for local people (Sebola, 2014). As a political system local government is a product of decentralisation which intends to devolve public responsibilities from national centralised government systems (Bowman & Kearney, 2011). Therefore local government is constituted of local people, local institutions, local markets, local social groups, and local legislatures within a locally demarcated boundary. This system is normally referred individually as a municipality. In the context of a country level, these institution and process must be established to the whole territory of a country to form a multi-sub-systematic ministry referred to as local government (see Section 155 of the Constitution of South African, 1996). Despite being decentralised from national governments, local government often depends on national and regional governments, for alignment of policy with national strategic position as well as fiscal dependencies.

The composition of local government in South Africa, has a long evolving history with ever escalating discrepancies caused by the past apartheid system. The focus of this part of discussion in the research, though recognising the crippled past of local government in South Africa, will focus on the composition of local government post 1994. This is done in order to establish how well or bad local government is operating currently and so to understand capacity challenges of local government in South Africa. The Constitution of South Africa (1996), created a multi-sphere system of government, described as a government composed of National, Provincial and Local spheres of government. Each is allocated a status of being distinct, with legislative and executive autonomy (Section 40). However based on the formation of unitary government the spheres are despite being distinct, interdependent and

interrelated. These interdependences and interrelations are manifested in the supervisory role that the provincial and national government on local government play (Turok, 2012). The local government serves as a policy implementation local institution, finding its basis from national will of governance. The local government system in South Africa is practiced through an array of legislation that structures the operations of the municipalities, based on the provisions of the Constitution of South Africa (1996), management of resources, structure and system is coined to give effect to a localised approach of service delivery. Local government as stipulated by its objects in the Constitution it should provide sound local services that promotes economic and social welfare of local communities (Nyalunga, 2006). Further the Constitution of South Africa (1996) mandates local government to be developmental in the administration of its fiscal resources. A status of developmental local governments seeks to test the capacity of local government to produce a state where communities are able to thrive economically and social with minor state intervention. The focus of the local government is to establish an enabling environment for a developmental state.

3.2.3 The Objects and Developmental Role of Local Government in South Africa

There are two recorded positions at which local government can be tested (as to how good or bad local government is) in South Africa. First is that which can be found in the objects of local government (section 151(1), a-e) promoting five propositions that local government should stand for in South Africa. The first object is to provide a democratic and accountable government for local communities. This objective reflects a sovereign standing about democracy on local governance; it promotes that local government as a political institution should follow democratic principles as provided in the 195(1) of the Constitution of South Africa (1996). Further promoting one of the universal democratic principle “accountability”, this requires public practitioners to be accountable as custodians of democracy and welfare of the Republic citizens (Gigerenzer & Hug, 1992; Maylam, 1995; Cloete, 1997; Ranchod, 2007). The second objective is ensuring the provision of services to communities in a sustainable manner. This provision frames that local government services should sustainably cover the needs of communities at the right time, when needed and accessible to all members of the communities demarcated to a

particular municipality. The third object is that local government should promote social and economic development. The people's quality of life can be enhanced only when their economic and social state is being improved. Local government should therefore in its capacity strive to establish economic prosperity of its localities and further improve institutions and facilities of social welfare. The fourth object is that local government should promote a safe and healthy environment. Local government is expected together with the provincial government to promote local safety and security in their local area. Environmental safety and health programmes should be managed by local government in order to fulfil this object. Finally the objects of local government are to encourage the involvement of communities and community organisations in the matters of local government (Section 151 of the Constitution of South Africa, 1996). Thus local government should promote public participation on matters affecting them in the processes of decision making. This can manifest in the public consultation in the IDPs, budgeting, and elections. Through reporting local government allow the public to have insight to actions of elected and appointed officials which can be used as an accountability enforcement instrument by the public and supervisory institutions. A second measure is that which is stated by operational pieces of legislation in particular those which deals with the developmental role of local government (see also section 153 of the Constitution). This is to find if municipalities has institutional and organisational capital to implement their legislative provisions to deliver the objects and the developmental role of local government.

3.2.4 The structure and systems of local government in South Africa

The context, structure and system of local government in South Africa have find expression in its legislative and policy framework. The policy and legislative framework affecting local government in south Africa are primarily contained in the Constitution of 1996, the *White Paper on Local Government, 1998*, the *Local Government Municipal Demarcation Act, 1998 (27 of 1998)* the *Local Government Municipal Structures Act, 1998 (117 of 1998)* the *Local Government Municipal Systems Act, 2000 (32 of 2000)* the *Local Government Finance Management Act, 2003 (56 of 2003)* and the *Local Government Municipal Property Rates Act, 2004 (6 of 2004)* (CoGTA, 2009:29). The organogram of local government is described in the Municipal Systems Act section 51, providing that a municipality must, within its

administration and financial capacity, establish and organise its administration in a manner that would enable the municipality to: (a) be responsive to the needs of the local community; (b) facilitate a culture of public service and accountability amongst its staff; (c) be performance orientated and focus on the objectives of local government as set out in section 152 of the Constitution; (d) ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities set out in the municipality's Integrated Development Plan; (e) establish clear relationships, and facilitate co-operation, co-ordination and communication between its political structures, political offices bearers, its administration and local community (f) organise its political structures, political office bearers and its administration in a flexible way in order to respond to changing priorities and circumstances; (g) perform its functions through operationally and appropriate administration units, mechanisms, including departments and other functional or business units and when necessary on a decentralisation basis; (h) assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms; and (i) hold the municipal manager accountable for the overall performance of the administration.

3.2.5 Challenges of local Government in South Africa

CoGTA, (2009:30) in their report on the State of Local Government in South Africa, state that the democratisation of local government which was well envisioned in the White Paper of Local Government (1998) is now fraught with community frustration over poor institutionalisation of systems, poor service delivery, and poor political governance. Municipalities are now cultured with patronage and nepotism thus far the formal municipal accountability system is ineffective and inaccessible to most citizens (SALGA, 2013). There is a growing level of dissatisfaction and lack of political or administrative confidences in the public towards the local government system. This is publicly evident in the spate of community protests which is a symptom of the alienation of citizens from local government. SALGA (2014:1) alludes that there is a problem of uneven capacity and varied performance that is acute in local government. The challenges of local government highlights therefore a further instability of capacity building programmes in improving competencies of officials in the municipalities.

Challenges of local government in the post-apartheid South Africa stem from the racial segregation and differentiated development approaches created by the apartheid governing system. CoGTA (2009:5) argues that local governments in South Africa are faced with inability to match practice with policy intent. In the report on the State of Local Government in South Africa (2009) CoGTA mention that municipalities fail to address the objects of developmental local government, while implementation capacity of such policy direction faced a challenge of overestimation. The manifestation of a municipality's overestimation of capacity is conspicuous where a municipality fails to address or improve human capacity to deal with identified administrative and production challenges (Koma, 2010; Sebola, 2014). Deliberate subversion on policy intent in some instances occur due to capture of the municipal system by local elites (bureaucrats, politicians and business people), interest groups and individuals utilising corrupt means to advance person interest (Pieterse, 2009; Powell, 2012). Capacity however has been identified as the most significant of all, as challenges of local government highlights the need to for a new approach (new thinking), that view local government as a citizen cantered and democratic developer of the community.

3.3 THE CONCEPT OF CAPACITY BUILDING

The South African government budget significant resources for capacity building. However there is little research on the impact of such resources allocation (Peters & van Nieuwenhuyzen, 2013). This is a result of lack of holistic approach for conceptualising, evaluating and measuring the gains and losses of capacity-building initiatives (CoGTA, 2009). As such it is important that an account in conceptualising capacity-building is captured in this study. However to deal with the concept one may need to first engage the meaning of the term "capacity" and its implication in the South African local government practice. Capacity in Morgan, 2006 (as sighted in Peters & Nieuwenhuyzen, 2013:275) is viewed as part of development in an institutional practice. Thus it owes its meaning from individual, institutional or organisational development. Without institutional economics, capacity cannot be used to describe rules and inputs that shape the effectiveness of any capacity development interventions. These conception though well-articulated, is typical to cause misconceptions as well as under-conceptions, because local government capacity is a multi-dimensional issues that consist of human capacity, organisational

capacity and institutional capacity (World Bank, 2005), which can mostly be systematically interlinked to produce optimal capacity of local government (Williams, 2006) as a sphere that is responsive to the demanding needs of the people. The fact that local government in a democratic sense may include the involvement of citizens in the governing process makes it conspicuous that capacity in local government may also include the capacity of local community members to effectively take part in municipal decision making.

3.3.1 What is capacity?

Capacity is applied as a concept in a comprehensive and integrative manner in that its varying dimensions are of levels of the state, market and civil society which must collectively engage in a multi-sector level to achieve national set goals (United Nations Development Programme (UNDP thereafter), 1998; CAFRAD, 2004). The examination of the question on the concepts definition is to find out; how do institutions within their complex organisations uses their available resources to fulfil their planned objectives and manage emanating challenges? Furthermore how maximum utilisation of existing capacities and knowledge can be (or are) assured? Or how can institutions design capacity initiatives where the constant factors (competencies) are changed? Contemplating a definition for capacity may be situational and material in turn where capacity is based on scarcity of resources and unproductiveness of the political social or economic environment of a given institution. According to the UNDP (1998: X) capacity is the ability of individuals and organisations or organisational units to perform functions effectively, efficiently and sustainably. By implication it informs that capacity is not a passive state but part of a continuing process. In its context, human resource is central to capacity development. Sebola (2014:636) argues that capacity refers to the ability to perform appropriate tasks effectively as expected by the nature of one's position. Acknowledging that in the South African context there is a multiplicity of contextualising capacity, he then turned to align the understanding of capacity with the technical know-how. Thus capacity has to do with the state of competency on an individuals or organisational inputs towards realisation of a municipal vision or production of specific key performance indicators within a municipality. The Financial and Fiscal Commission of South Africa provides the following categories of understanding capacity in relation to Local Government:

Individual Capacity

Referring to the potential and competency or lack thereof of a member of an institution, reflected through specific technical and generic skills, knowledge, attitudes and behaviours, acquired through forms of education, training (workplace and work related workshops), experience (application of knowledge in the work required, which can be evaluated based on competency), networks and values. Controversially Peters and van Nieuwenhuyzen (2013) argues that in the context of local government, capacity means appointing appropriate individuals to the post in which their specific capacity can be used to the maximum advantage of the community served (Maharaj, 2012). In situations where a person is employed to fit specific requirements of delivery at a particular time may result in such a person being incapable to handle such a position in a future period as local government activities are emergent and change over time (Warner, 2001). A practical example is when one is employed to provide services in delivery of a commodity which is later privatised and result in it being delivered by the private sector, such a person's specific capacities are eliminated in the municipal practice.

Institutional

The potential or competency or lack thereof, found within an institution. This includes human resource, leadership, partnership, institutional orientation, institutional memory, internal confidence, intergovernmental relations, powers and functions, resources and support system (Nyalunga, 2006). Institutional capacity in a systematic view, should mean the ability of the municipality to employ its current assets, political powers, constitutional powers and employees to deliver value to the public needs as purported by the Constitution of 1996 (See section 152 (1) a-e). The municipality should be capable to through its various components conduct itself as a system that delivers against the emergent challenges of the public. Capacity also should mean that the municipality as an institution should be able to adjust when they overcome emergent situation (Burnes, 2004). A municipality as an institution is expected to produce the objects described in chapter seven of the Constitution of South Africa, (1996), execute legislative mandates (such as financial management), while addressing emergent issues such as outbreak of a disease. All the aforementioned are dependent on the intuitional human resource capacity to

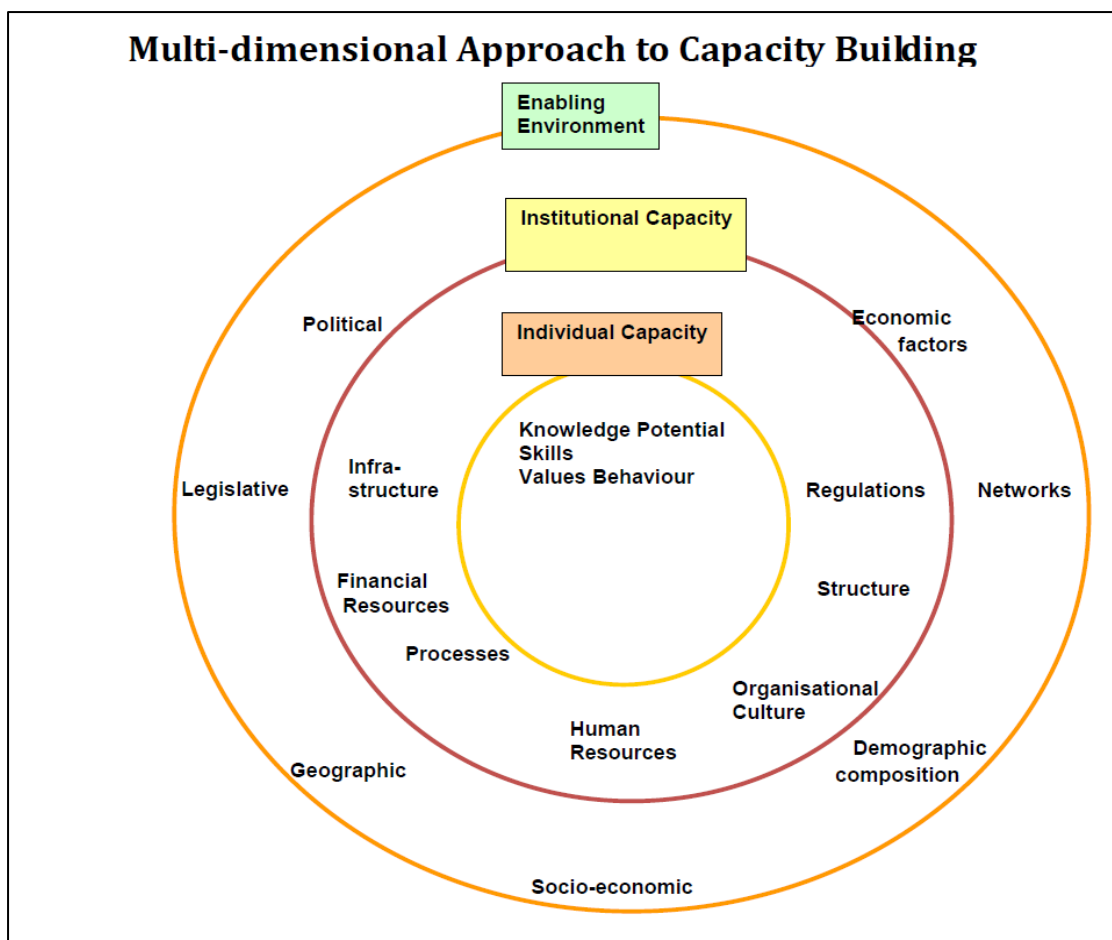
holistically use the municipalities' facilities and resources productively to deal with community needs in their local areas.

Environmental

Environmental capacity is found outside the municipality as an institution and as such it is beyond the control of the municipality. This includes socio-economic and demographic composition, the politics, legislation and social capital within communities (Lewis, 1994; Klijn, 2008). Challenges of environmental capacity are mostly found within rural municipalities, where municipalities are unable to collect revenues, due to the socio-economic conditions their communities are faced with. This also includes the inadequacy of local social capital as a factor that is useful in the development of a capable and resilient local community. Capacitation in this condition will require strengthened intergovernmental relations coupled with robust policy framework from national and provincial governments which are superior systems when compared to the local government. Furthermore the promotion of local social and economic community organisations should be strengthened as a means of balancing the municipal policy and local population quality to contribute in realisation of such policy intents.

3.3.2 Defining Capacity Building

The UNDP (1998: X) places forth that the concept capacity development (Building) is broader than organisational development for it includes an emphasis on the overall system, environment or context within which individuals, organisations and societies operate and interact to achieve agreed goals. Capacity building can be defined by the context of intervention that requires to improve the ability of municipalities to perform, under given conditions with required standards. This kind of intervention requires that capacity be explored through a holistic approach that integrates factors of capacity in local government being environmental, organisational and individual capacity. Capacity building in the context of the United Nations (2014) depends on how a government defines decentralisation. This means the role of local government should be described by the decentralisation intentions a nation envisaged (Kauzya, nd: 5). In order to understand capacity building the NCBF (2012) provides this diagram as a framework that can be used to conceptualise capacity building.



Source: Department of Cooperative Governance (NCBF 2012-2016), 2012:6.

The NCBF (2012) like many other monumental documents on capacity building highlight that capacity building requires intervention in three areas of individual capacity, institutional capacity and environmental capacity. Individual capacity building refers to any process that increases the capability of individuals to be functional or perform a service. It may involve enabling staff to obtain qualifications, experience and competencies by providing opportunities for them to make decisions, and empowering them to act (South Africa, 2012). Institutional capacity refers to the process of creating more responsive, effective and accountable municipalities through relevant support, capacity building and training initiatives in a form of knowledge sharing, deployment, providing enabling legislation and systems aimed at addressing capacity gaps identified in local government. Environmental Capacity refers to the development of an integral strategy aimed at addressing the development indicators and holistically covering the individual and institutional environment (South Africa, 2008). This requires a look into the political, economic,

demographic and legislative climate, and thereby creating an enabling environment for local government to perform their powers and duties of services delivery and development of local communities. The capacity building should be defined by intentionally understanding the relations among these factors and therefore establish an understanding of how to influence a adaptable change of time to ensure flexibility of intervention as determined by the changing nature of local government needs.

3.3.3 Local Government Capacity Building

There is an over emphasis and feed of financial resource to the challenges of capacity in the South Africa's administration of the three spheres of government, this highlights a demand for action research to develop the basis for dealing with such problems. Even though there are robust budgets for such challenges, there is little impact that can be claimed about capacity building in South Africa (Peters & van Nieuwenhuyzen, 2013). This is a result of lack of holistic approach for conceptualising, evaluating and measuring the gains and losses of capacity-building initiatives. Capacity in Morgan (2006) (as cited in Peters & Nieuwenhuyzen, 2013:275) is viewed as part of development in an institutional practice. Dealing with local government capacity requires a holistic approach in that capacity in local government emanate from organisational human economics, where the individual, organisation and the environment are critical subjects of development (World Bank, 2005), which can mostly be interlinked to produce optimal capacity of local government (Williams, 2006) as a sphere that is responsive to the demanding needs of the people. Capacity building in local government requires a fundamental understanding of local development in South Africa, considering economic, social and historical context of the society. The role and the function of local government depend highly on the ability of municipalities to apply limited resources in solving current and past social ills including economic development.

The following challenges are identified by SALGA (2009) in relation to local government skills development and capacity building in South Africa (see also: CoGTA, 2009: 83):

- Under-investment in people, in particular where technical, management and leadership skills are central;

- Assumption and attraction to short cuts to acquire specialist skills except through required education and work experience;
- More creative responsive are required to address scarce skills (including; partnering with civil society, private sector and shared service options);
- Not enough attention paid to skills required by politicians in terms of governance and associated accredited programmes to build such skills;
- Political influence in appointment process result in politically acceptable appointments at the expense of technical competence; and
- A poor municipal work environment is not conducive to attracting and retaining talented professionals. This is due to the unclear job descriptions, limited incentives, limited career paths and little scope or encouragement of initiative.

In order to deal with this challenges local government should take position with specific attention to the alignment of municipal practice to the objects of local government prescribed by the Constitution of 1996. An emphasis on career pathing, defining and enforcing minimum competencies as specified in each post description is required (SALGA, 2010). Furthermore there is a need for investing in apprenticeships, applicable and relevant training for politicians, administrators and technicians. A systematically modelled approach is required to ensure measurement and control of capacity intervention initiative in local government.

3.3.4 Stakeholder and their Role in in Strengthening Local Government Capacity

Local government as indicated before has a central role to play in the delivery of national intends. Therefore capacity in local government may refer to a number of initiatives undertaken to improve the abilities of local government to undertake its purported objects and emerging challenges of its localities as they rise. Capacity in the twenty first century thus refer to governments' ability to respond effectively to change, making decisions efficiently and responsibly, and manage conflict (Bowman & Kearney, 2011:3). The National Capacity Building Framework for Local Government (2012) requires that those stakeholders supporting capacity building in local government should provide an integrated support plan annually, indicating differentiation and reporting progress against predetermined impact of capacity

building. It identifies the following stakeholder in support of capacity building in local government.

National Departments

The national departments are required to form membership of the National Municipal Capacity Coordination and Monitoring Committee (NMCCMC) with local government capacity related groups establish a working relationship to address matters of capacity building in local government. This committee is charged to determine, provided relevant support, capacity building and training required by local government, as contained in capacity building planning. The committee will assist with the coordination of differentiated support, capacity building and training aimed at local government. The committee will be co-chaired by the Local Government Sector Education and Training Authority (LGSETA) and the South African Local Government Association (SALGA). The Department of Cooperative Governance and Traditional Affairs, the Technical Support Units (TSUs) and the Municipal Infrastructure and Support Agency (MISA) together with department in the presidency, National Treasury, Department of Economic Development, Department of Energy, Department of Environmental Affairs, Department of Higher Education, Department of Human Settlements, Department of Public Service and Administration, Department of Rural Development and Land Reform, Department of Water Affairs, Department of Agriculture, Forestry and Fisheries, Department of Public Works and the Department of Transport will be directly involved with the NMCCMC to ensure capacity building in local government.

Provincial Departments

Provincial departments directly involved in local government matters are also recognised as partners in NMCCMC at a national level. The provincial actors are expected to develop a structure resembling that of NMCCMC at their provincial level. This structure is highly recommended to include district municipalities. These provincial structures are expected to consolidate support, capacitate and train local government in the provinces and where relevant request for assistance from national government and other associated institutions. The NCBF (2012) identify the Premiers' Offices, Provincial Academies in the Offices of the Premiers, Municipal

Training Institutions, and Municipal Owned Entities to have a crucial role to play in the process.

Municipalities

Metro municipalities are considered members of the capacity building organised groups and thus members of NMCCMC, because they represent the majority of employees who receive support, capacity building and training initiatives. District should be mandated to present their locals on provincial structures, however, should the provincial structures found that there is a need for direct representation by local municipalities can make space for that. Municipalities are required to establish a municipal support plan that will assist the municipalities to reduce strategic risk and ensure continued support for their workforce.

South Africa Local Government Association (SALGA)

Sebola (2014) discusses the role of SALGA in training local councillors for development. He places forth the indications of the White Paper on Local Government (1998) that for local government to be developmental in terms of service delivery, municipalities have to develop a three some set of capacities such as strategic capacity, integrating capacity and community orientation. The SALGA comes as a relevant partner in dealing with inefficiencies of current training efforts. The role of SALGA in capacity building emanate within the objective of the association's Constitution, which are: to represent, promote, and protect the interest of local government, to transform local government to fulfil its developmental role, enhance the role and status of its members as provincial representatives and consultative bodies of local government, enhance the role and status of municipalities. These objectives of SALGA clearly position it as catalyst in ensuring that municipalities claim their position in service delivery and development.

3.3.5 Linking Capacity Building with the Functions of Local Government

The coverage of capacity is largely dependent on the ability of a municipality to transform into an enabling environment for its human resource developmental state. Maturity of this level of capacity in a municipality can be manifested, where municipalities establishes an institutional human resource practice that would enable

the municipality to grow its workforces to fulfil the objects and developmental role of local government in any given nation state. Human resource practices impact on the functionality of municipalities in that they can directly impact on employees' characteristics such as engagement, commitment, motivations, competency and skills. Development of employees in line with their tasks in local government increases probability that municipalities as organisation can improve their level of performance, quality of service and development endeavours (SALGA, 2010). Quality human resource quality in South Africa should promote municipalities into developmental local government that are able to achieve developmental outcomes purported by the White Paper on Local Government (1998). In that context therefore human resource practice should be aligned with service delivery and developmental objectives of a given municipality. This is to ensure that the staff complement are structured to effectively and efficiently deliver the strategic outcomes of the municipal planning process. This may include aligning human resource strategies with the IDPs and service delivery plans along with the budget. Capacity building will be addressed by the human resource strategy of a given municipality. This is to ensure that capacity building is done where necessary to capacitate the workforce in order to complement the municipal organisational performance.

3.4 LEGISLATIVE FRAMEWORK ON CAPACITY BUILDING IN LOCAL GOVERNMENT

The transition of South Africa into a democratic state came with many challenges to be addressed, accounting from the apartheid government. Developing a defined South African workforce required legislation to put in place of guidance for both public and private sector in the accomplishment of such a transition (Pycrof, 2000). Capacity building in South Africa is developed from an array of legislation promoting the prescripts of the Constitution. Capacity is intended to develop the abilities of local government to deliver expectations of the public guided by the Constitution and relative local government sphere regulations. The Local Government Municipal Systems Act, (32 of 2000), as amended by Act, (7 of 2011), determine the employment of municipal managers as administrative heads or accountants and managers reporting directly to the municipal managers. It provides that a person appointed as a municipal manager or a manager reporting to the municipal manager must have the skills, expertise, competencies and qualifications as prescribed by the

job description. Therefore it recognises that there is a need for professional prior-learning, skills and expertise required in dealing with local government. However it is also worth noting that social systems are complex and emergent, which may require continuous reflexivity of municipal practitioners especially with regard to skills and competencies on their jobs. Understanding that local government has to address the imbalances of the past (in the South African context), training may serve as an instrument of capacitating underperforming municipal practitioners to meet this legal requirement to occupy their offices. The notion of capacity building in local government was first introduced by the Green Paper on Local Government (1997:20) following governments' interest on its employee's performance. It provided the contextualisation of capacity related interventions by the other spheres of government on local government matters.

The Constitution of the Republic of South Africa, 1996

Section 195 (1) (a) of the Constitution of South Africa (1996) state that a high standard of professional ethics should be established and maintained. This is core to the democratic principles, which has blue printed local government in the objects in chapter seven of the Constitution. This principle holds that a democratic state can be promoted by professionalisation of the practices of state organs including local government and its entities. This is in line with that democracy is sustained by effectiveness and efficiency of government in responding to policy and socio-economic problems of the people. Such responses can be probable through a professional body that continues to shape government process, learning to adapt and respond to the emergent nature of social and economic needs of the society. This in its proposition requires a strong professional and ethical practice that is centred in the interest of local communities. The provision of the Constitution section 154(1) outlines that national and provincial governments should through legislative and other mechanisms support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and perform their functions (DPLG, 2008: 320). Provincial government are further required by section 155(6) (b) to promote development of local government capacity to enable municipalities to perform their functions and manage their own affairs. This may imply that capacity intervention may not actually mean the legislation of interventions by the other government structures but a multidimensional issue. The principle of coherent

assistance by the deferent spheres finds further expression in section 41 of the Constitution, stating that all spheres of government and all organs of the state within each sphere must amongst other things, secure the well-being of the people of the republic, provide effective, transparent, accountable and coherent government for the Republic as whole and cooperate with one another in mutual trust and good faith by fostering friendly relationships and assisting and supporting one another.

The Skills Development Act, 1998

The 1999 the Skills Development Act, (97 of 1998) was introduced to provide and institute framework to advice and implement national, sector and workplace strategies to develop and improve the skills of South African workforce. This was established to operate within the provisions of the South African Qualifications Framework contemplated in the South African Qualifications Authority Act of 1995. Such a national initiative is supported through the Skills Development Levies Act 9 of 1999, which prescribes the contribution of employers to the skills development in the country and how the proceeds from this process should be distributed to the organs of its purpose. Further affirmative action also promotes the training of designated groups in order to eliminate unfair discrimination and promote inclusion in the South African labour market.

The White Paper on Local Government, 1998

The purpose of the white paper was to outline the context in which developmental local government can be promoted, through improving and transforming the systematic in-prints of the apartheid system. The objects and developmental role of local government as prescribed by the Constitution of South Africa (1996) took position from the White Paper on Local Government. The white paper acknowledges that municipalities in the country has differences in capacity in particular that of administration. It promotes that capacity building approaches should be established taking bases on evaluation of skills, capacity and potential of existing administrative and delivery facilities. It described the administration of local government workforce as constituted of semiskilled workers who were previously prohibited from training and personal development in the former local government system. It described management systems as being outdated, which needed a sense of rehabilitation into

current and working material approaches. This made capacity to be central in the transitional processes and focus of local government in South Africa.

Local Government Municipal Structures Act, (Act, 117 of 1998)

The Act was established to provide the establishment of the local government operational institutions. It established the new metropolitans, local and district municipalities. In this manner it created an institutional framework for developmental local government, by establishing a two-tier system of local government in non-metropolitan areas. This was done to ensure that services are delivered in areas where local municipalities lacked capacity to deliver. As such the Act charges district municipalities with the responsibility of building the capacity of local municipalities in their area to perform powers and functions. The Municipal Structures Act (117 of 1998) prescribes that district municipalities should build the capacity of local municipalities in its area to perform their functions and exercise their powers where such capacity is lacking. This position seek to point out that district municipalities should be capable to identify capacity challenges of local municipalities and therefore be able to provide necessary interventions to the development of local municipalities capacities.

Local Government Municipal Systems Act, (Act, 32 of 2000)

The Municipal Systems Act lays foundations for the mechanisms, systems and processes that promotes and give effect to local government objects and developmental roles as prescribed by the Constitution. Attractive to the topical matters in this study attention is given to chapter seven of the *Local Government Municipal Systems Act, (32 of 2000)* that prescribes the obligation of municipalities in relation to human resource development and capacity building. Section 68 of the Act states that each district municipality must develop its human resource capacity to a level that enables it to perform its functions and exercise its powers in an economical, effective, efficient and accountable manner. For this purpose the Act prescribes that such district municipalities should comply with the *Skills Development Levies Act, 1999 (Act 9 of 1999)*. The emphasis for a need of capacity building is envisaged in the need for accountable, inclusive and participatory approach to governing in local areas. This placed a strong emphasis on efficient and effective service delivery. An efficient and effective serviced delivery may need continuous

skills and capacity development into the ever changing phases and emergent dynamic community needs.

The Municipal Finance Management Act, 2003

The Act was established to secure a sound and sustainable management of financial affairs of municipalities and institution in local government. It also serves as a piece that establishes treasury norms and standards for the local sphere of government. The objects of the Act outlined in section 2 (a-g) outlines requirements in relation to such standards. The Act is a peace purporting the assurance of transparency, accountability and appropriate line of responsibility in the fiscal and financial affairs of municipalities and municipal entities. The Act aligns of management of municipal revenues, expenditures, assets and liabilities and the handling of financial dealings in envisaged by the objects of the Act. The Act also enacts the budgetary and financial planning processes and co-ordination of such processes by municipalities and organs of local government. Furthermore it advances a manner in which local government should deal with financial problems. All this objectives of the Act are dependent on a capable workforce in municipalities. The status of such problems in local government cannot remain static, however local government is required to establish a state of adaptation to changes, and such adaptation can be achieved through learning and interaction with the local government environment.

Chapter five of the MFMA (2003) dedicated to dealing with co-operative governance, opens by charging the provincial and national government with the duty to build the capacity of municipalities. Section 34 (1) states that the national and provincial governments must by agreement assist municipalities in building the capacity of municipalities for efficient, effective and transparent financial management. At the interest of the democratic and developmental government the MFMA state that the system of government is co-ordinated to support the municipalities in the process of service delivery and administration. The national and provincial government must also support the efforts of municipalities to identify and resolve their financial problems. In their monitoring and evaluation process as prescribed by section 155(1) of the constitution they must share with municipality findings of its monitoring so that such results may assist the municipality in improving its financial management. In its closing comment on capacity building the Act states that non-compliance of national

and provincial government with its provisions does not affect the responsibility of a municipality, its political structures, political office-bearers and official to comply with its prescriptions. This implies then that when a municipality detects deficiencies in financial management, should in their capacity take the initiative to build its capacity to adequately deal with such problems.

3.5 COMPETANCY BASED TRAINING (CBT)

Work place diversity acknowledges that workers of one organisation are different; as such different workers need different learning techniques to understand workplace material (Lankard, 1996; Morgan, 2014). Various forms of workplace training are employed in quest of developing employees' potential to complete given tasks for a work line of their career (Blanchard, 2014). However mostly, particularly in South African local government, skills development in the workplace is normally conducted in a form of training or workshops outsourced from external service providers (Ndletyana & Muzondidya, 2009). Training as a model of an educative process, can be challenged in situations which needs gross transformation, as it restricts learning to a small segment of interest knowledge transfer issue (Royer, 1978). Transforming local government in South Africa needs an educative process that will lead to a total change of local government from a service delivery based to a more proactive local government that innovatively deal with the ever emergent trends of local governance at competitive global state (Nyalunga, 2006).

To deal with this limitation, theory proves that prior learning has a critical bearing to behaviour; as such training in the workplace should be based on behavioural traits attributed by individuals or groups' prior learning and experience (Lankard, 1996). Most significantly the focus of learning is the alignment of individuals' ego and attitudes towards their working environment and production of intended products (Cohen, Manion & Morrison, 2006). Qualifications, competence and experience in practicing local government, and staffing are key ingredients to municipal resilience to service delivery and developmental challenges of citizens today (SALGA, 2010).

A good staff complement with quality competency to deliver the described duties, has high causal relations with municipal organisational performance. Initiating capacity building programmes in this case can be credited; however there is a need for modelling such programmes to ensure assessment, adaptation and

effectiveness. For the purpose of this study there is a need to defend a proposition that Competency Based Training can serve as an effective tool for capacity building in the South African local government. Whoever having no intention to superimpose or promote such justification to CBT as a solitary method to capacity development in Local government or relating institutions.

3.5.1 The Learning Process and Environment

The current realities are characterised by a self-regulating environment where organisations are expected to out compete the emergent challenges that arises from social processes. Every organisation is established with a purpose to achieve purported goals; however such goals are inherently born with challenges to overcome in their achievement (Lankard, 1996). That is where emerges the need for organisational adequacy to face the challenges and deliver objectives emerges. Organisational adequacy requires members of such organisation to competently interact with the environment and its resources and assist each other, to efficiently and effectively deliver their organisational stated goals. This establishes the need for organisation to develop into favourable environments for organisational members to adapt to the ever changing challenges facing their organisational goals (Lankard, 1996; Blanchard, 2014) and thus become a learning organisation (Senge, 2006: 57-67). Local governments are as just as any organisation, developed to deal and achieve specified objectives. Local government as a system, however, operates in a complex environment composed of ever changing community needs driven by ungoverned multidisciplinary forces of social and economic needs of the communities. For this reason there is an undeniable position that learning process requires a learnable environment. This places an emphasis on that there is a nexus of cause and effect, between the learning process and environment where learning is taking place.

3.5.2 The Context of Workplace Training as a Means to Capacity Building

Human resource development for every organisation is important. Conducting workplace education introduces workforce capital to various levels of changes in the industries they serve (Danziger & Dunkle, 2005). Local government, has over the past twenty years in South Africa became more complex, emergent and situational, in such that administering local government now needs a equipped professional

body of workers (RSA, 1996; Naidoo, 2003; Sebola, 2013) . Though local government employees may possess prior-learning in their respective sector qualifications (Finance, HR, Business, Accounting), the ever changing needs of communities invites a requirement for continuous improvements of local government systems and learning is ultimately desirable (Lankard, 1996; Blanchard, 2014). Understanding that problem solving in local government is emergent and situational, there is a need for workplace training to focus on individual competencies that could allow practice based on emerging trends of local government service delivery. Billet (2001:1) argues that workplace activities are structured by historical, cultural and situational factors and these factors influence the kind and quality of learning that occurs through work. This argument places an emphasis on training that can take place through experiential forms and reflections on historical activities of work. Therefore learning at work becomes an interdependent event than situational and deterministic event. Local government should develop learning and development of its workplace as a pedagogical environment, to allow the advancement of participatory learning while work occurs (Billett, 2001). In this approach capacity building becomes a social practice that is shaped by needs and situations of the municipalities.

3.5.3 Typologies of Workplace Learning

In the context of work place learning the educative process draws upon workers previous experience, linking concepts and practices and the courage reflected as well as the transfer of knowledge from one situation to another (Lankard, 1996; Danziger & Dunkle, 2005; Kookan, Ley & Maiden, 2006). Lankard (1996:1) describes three sets of learning at the workplace, namely; action learning, situated learning and incidental learning. Action learning is a systematic process through which individuals learn by doing. A systematic process in this case reflects that an individual is learning by doing, understanding that their learning has a systematic influence to the productivity of the whole organisation (Stephan, Brown & Daniel, nd; Byrne, 1997; Phelps, 2002; Chapman, 2004). Though individually members of an institution learn on their abilities and will learn, they do that to the effect of their organisational progress. Action learning is therefore based on learning which requires action and action that requires learning. In this regard, members of the organisation in group situations are with the goal of helping each group member to

learn through finding solutions to real problems facing their organisation (Hmelo-Silver, Duncan and Chinn, 2007; van de Pol, Volman & Beishuizen, 2010). In this process members develop self-awareness, develop new knowledge, attitudes, behaviours and skills for making change and reflection on their roles within the contexts of the emerging needs of their organisation. Situated knowledge and skills transfer is a process of learning in a context that reflects how knowledge will be used in real-life situations (Bliss, Askew and Macrae, 1996; Saye & Brush, 2002; Reiser, 2009). It is based on premise that knowledge is not independent, but fundamentally situated, being in part a product of action, context and culture in which it is developed. In theory of situated learning, knowledge is viewed as co-product by the learner and the situation. Therefore the engagement of the learner in the situation is critical for effecting learning.

3.5.4 Defining Competency in the South African Local Government

In order to find locus of how to enhance capacity in local government one may require elaborating on the competencies such capacity is required for. A development of the quality and capable local government state is required. This can be done by defining local government in a particular domicile so as to avoid generalisation of local government. In the context of South Africa, a capable local government will be that which competently deliver the objectives set by the Constitution of 1996, and overcoming all challenges they face in the discharging of such objectives (Nyalunga, 2006; Nkuna, 2013; Sebola, 2014). Over and above such a local government should be capable to carry out the developmental role of local government (South African, 1998; South Africa, 1996). It should be able to identify and enhance social and economic development dynamics of the society, promote a status of democratic and accountable governance in the administration and operations of its organs, establish institutionalised culture of openness to interaction and connectivity to the public so to enhance a community centred development and governance (Jeffares & Willson, 2008). This local government competitively manages its financial and fiscal affairs to give effect to developmental and democratic local government.

Competence of local government has a high dependence on training and development of its human resource. It should be noted in with a special concern that performance of local government can be enhanced by quality workforce and be

measured by citizens' satisfaction with: service delivery, democratic and accountable administration, social and economic, development, participation in their local affairs, enjoying a safe and healthy environment (South Africa, 1996, South Africa, 1998; Morgan, 2014; Sebola, 2014). Therefore continuous training is required to deal with this issues which are ever changing. Training as a set of systematic process designed to meet learning objectives related to a particular jobs current and future needs, is charged with a multiple methods (Morgan, 2014; Daniels, 2009). However Blanchard (2014:1) argues that deferent training methods are better or worse in at achieving various learning objectives. For that reason this study turn to pick CBT not as the best method for all problems in local government rather as an approach that can be used to direct capacity building initiatives (See also Daniels, 2009). Local government workplace education can benefit from CBT as it allows employees to move with training efficiently while maintaining an emphasis of the quality of work (Sweet, nd: 2). Therefore progress occurs as the worker-trainees attain competence rather than by serving time.

3.5.5 Defining Competency-Based Training (CBT)

In the 19th century dominance of competency models on selecting employees particularly in the private sector has come to surface (Suevises, 2009). A trend of employing competency-based approaches in education and training, assessment and development of workforce and retirement are seen not to be avoidable. Competency-based training has also been used for succession planning (Bergin, 2013). Employers and training administrators have turned to focus on skills acquisition and assessment to competency model (Competency Movement) process for determining the need of business and employers and the required skilled worker (Bangcheng, 2009, Quick & Nelson, 2009). This yet falls within the private borrowed models to inform transformation in the public sector. The domination of business related methods and techniques in the delivery of public good bring with it advantages and disadvantages (Kackornkittiya et.al, 2012). Most pressingly these methods assist the public domain to cope with the demands of the complex society. However, these models require skilful and competent employees.

CBT finds its expression in the Vocational Education and Training (VET) literature, branded as referring to a "Competency Movement", where by learning is driven by development of specific competencies for dealing with needs and challenges

(Recciardi, 2005; Cheng, Wang, Yang, Kinshuk & Peng, 2011). CBT is widely used by organisations to drive workplace learning activities which enable employees to respond urgently and adaptively to work needs. Competency-based training focus then on enhancing what is expected of an employee in the work place and embodies the ability to transfer and apply skills and knowledge to new situations (Brownie, Thomas & Bahnisch, 2011). The Systems thinking place much emphasis on the ability of individuals as part of a system in structures (Stacey, 1996;). Municipalities in South Africa are constitutional organisation operated in a form of a system. The competence of an individual employee within a dynamic group contributes to the effectiveness and efficiency of the whole organisation as a complex system. The issues related to public service training presents remarkable points of interest about the adapting process of the competence of public managers to the changing needs of public administrations (Hondegheem & Vandermeulen, 2000). Hence there is a problem of interpreting the new rules, set out in the projects of local government reformation approved by national legislature, with respect to the mechanisms already of administrations of the works of local governments, which makes uncertain the effects of the implementation of changes in different organizational contexts (Hood & Lodge, 2004), where training does not put the necessary attention to the implementation phase (Catturi, 2003). The introduction of new governing methods and routines by an authority such as the Auditor General in a case like South Africa (Rutherford, 1994) can be a source of tension in the implementation of changes, as has been noted in some contexts, including in relation to the spread of public sector reforms, communicated in the form of new public management principles (Virtanen, 2000). Training initiatives, on the other hand, can actually respond to this broad purpose, if their underlying training strategy conceives training not as mere professional updating, but as a condition for facilitating change.

3.5.6 Experiences Learned from other Countries on CBT

Competency-Based Training model has been practices in the local government sector mainly in the developed world. Though there is no evidence that suggest that CBT is the only or most effective to dealing with leadership and management skills development in both public and private sector (Billet, 2001; Blanchard, 2014:1). In a strategy that is based on transformational leadership and emotional intelligence, competency based assessment may not be effective. However because of the

complexity of the drivers impacting on local government practitioners and the variability of management skills, styles and approaches, competency based frameworks for professional development are the preferred development and assessment tools for the majority of institutions in the modern world's local government (Cohen, Manion & Morrison, 2006; Cham & Johnson, 2007; Eppel, Matheson & Walton, 2011).

While the core local government practitioners competencies are; managing the job, interpersonal relations, developing people and self-management, in the United Kingdom a national management competence tool is implemented with emphasis on specific industry and sector competencies. The UK Employee Organisation for Local Government (2003) introduced a concept of "meta-competencies" such as decision-making, communication, impact and influence, personal management, drive and strategic focus. Local government practitioners are tested under a specific template that indicates the competencies required for a specific career in the local government system, which enables practitioners to take self-assessment boosted by peer reviews to identify professional development needs and use CBT for development of such needs. New Zealand introduced a public service leadership profile system, following the increase in demand for skilled leaders and senior managers in their public sector including the local government. The profile focused on building a pool of talented managers of the required quality, quantity and diversity to meet the future needs of the dynamic public service (New Zealand State Service Commission, 2003). A central element of this strategy was making clearly the qualities expected of future leaders of their public sector based of competence assessment, and therefore introduced CBT.

A decade ago Canada was faced with 70 percent of its public sector workforce exiting after a decade. The approach was to recruit and develop a new generation of public services workforce including local government practitioners. In their view it was that CBT and Competency-Based Assessment (CBA) was important to develop a workplace of choice that nurture strong managerial and professional rigour, values all individuals, diversity, of ideas and styles supports risks and foster open communication (Long, 2000; Cammufo & Gerli, 2004; Ricciardi, 2005; Chang, 2006). CBT was then basically viewed as an instrument that promoted innovation, empowering individuals, challenge creativity, value contribution; manage the local

government workload issues and resources while staying focused on the principal mission of delivering to their public's expectation at a global elegance (Aucoin, 2003).

A similar development was experienced in Australia, where a competency framework for local government chief executives and senior managers were established. The strategy focused on developing specific competencies required for the local government officials to compete specific tasks related to the ever changing trends in local government services delivery (Australian Public Service Commission, 2004).

3.6 CONCLUSION

The basis of understanding local government in South Africa is on the Constitutional groundings found in section 152(1) of the Constitution of South Africa (1992) that outline the objects of local government. The need for establishing a conceptual toolkit for local government in South Africa is required to clarify the context under which the objects and developmental role of local government can be translated into implementable strategies of local government. Interpretation of the object and developmental role of local government into service delivery instrument of local government is require to ensure the alignment of municipal performance in terms of delivering the objects prescribed by the Constitution. A strategic alignment of workforce capacity with strategy in local government is required to ensure that local government is able to identify capacity building and support that is require to ensure success of strategy in local government. Development of a model to ensure that capacity development fit the strategic expectations of the municipality is critical. In that case CBT is evaluated to establish the context at which it can assist municipalities reduce strategic risk and improve productivity, competitiveness and performance.

The following chapter deals with research methodology, describing the approach applied to collect and analyse data to achieve the purpose of the study.

CHAPTER FOUR: RESEARCH DESIGN AND METHODOLOGY

4.1 INTRODUCTION

Research is conducted to reveal contestations or questions that people have about the world they leave in, that includes them as subjects and questionable. This is based on the belief, that the world is knowable, in that it consists of knowable facts and truths. It is therefore asserted that if people ask right questions, in the right order, use the right research methods, to carry out the correct experiments and process, the knowable facts and truths of the world can be discovered (Wisker, 2012:65). The purpose of this chapter to provide a justification of the applied research methodologies applied to collect data in the selected municipalities of Capricorn District Municipality in the Limpopo Province. The chapter is demarcated in the following themes: research design, population, sapling, data collection instruments, analysis, limitations, validity and reliability, and ethical consideration.

4.2 RESEARCH APPROACH OR DESIGN

Research design has a significance to reveal a particular understanding about issues faced by humanity. To discover such an understanding researchers have to follow a specific research design or approach to ensure the scientific basis of findings. Basically this design or approaches are known as qualitative and quantitative methodologies of research (Yeasmin & Rahman, 2012; Mitchel & Jolley, 2010). The study applied both qualitative and quantitative methods of inquiry. This is done to find the correlations between, training and the competencies of municipal practitioners, on completing defined task within their careers in the South African local government practice. The following describes each of the methods.

4.2.1 Qualitative Research

Qualitative research approach is grounded on the interpretative social sciences. Such investigations are based on the recognition of subjective, experiential life of human beings, which reflects on the province of phenomenology reports (Ramchander, 2004; Jarbandhan & Schutte, 2006). Gilbert (1993 as sited in Ramchander, 2004) notes that qualitative research methodologies provides avenues that can lead to discovery of deeper levels of meanings. The tusk of qualitative methodologists is therefore to capture what municipal officials say and do as a product of how they interpret gains and losses of capacity building in the

municipalities. The method was adopted therefore to capture and analyse data on the perceived views of municipal practitioners about the contributions of capacity building training programmes on their job competences.

4.2.2 Quantitative Research

Quantitatively research approach primarily reflects on scientific method of the natural sciences (Denzin & Lincoln, 2000). This system commences with the theories, hypotheses or research questions about a particular phenomenon, gathers data from the real world setting and then analyse this data statistically to support or reject the hypotheses (Nkwi, Nyamongo, Ryan, 2001; Marshal, 2003; Ramchader, 2004). The study adopted this method to collect facts about capacity building in the selected municipalities and established statistical projections to generalise the perceptions of officials about capacity building training programmes.

4.3 POPULATION

A population of a study is a group from which a total set of individuals and units of a study are chosen (Bless, Higson-Smith & Sithole, 2013). The study was conducted in selected municipalities in the CDM namely; Polokwane Local Municipality (PLM), Aganang Local Municipality (ALM) Lepelle-Nkumpi Local Municipality (LNLM) and SALGA Limpopo. The population of the study was constituted of the employees of these three local municipalities as well as CDM and SALGA Limpopo. The target population therefore was the officials ranging from low to senior level of employment in the municipalities and SALGA.

4.4 SAMPLING

A study sample is comprised of elements of the population considered for actual inclusion in the study. Sampling as drawn because researchers want to understand the population for which they are drawn and explain facets of the population (Bless et.al, 2013). A purposive sampling was used to reach officials in the selected municipalities. Thirty practitioners were given questionnaires in selected municipalities to complete for each municipality to collect quantitative data. The study interviewed three officials in the troika of CDM to collect qualitative data. Furthermore the researcher collected qualitative data from two SALGA (Limpopo) officials. The rationale for interviewing SALGA officials is that, SALGA is a state

funded agency responsible for supporting and assisting to professionalise the works of local government in South Africa.

4.5 DATA COLLECTION

The study collected both qualitative and quantitative data to provide imperial analysis of the subjects of its concern. The study mainly used interviews and questionnaires to collect data.

4.5.1 Semi-structured Interviews

The study employed semi-structured interviews as an instrument of qualitative data collection. Three members from the troika were interviewed in the CDM and two officials in SALGA. Technological instruments were used for recording interviews to ensure that the research use revised information, which captures the true reflection of the participants experience on the subject in question, in the analysis. The data was deleted after proper recording on paper to ensure security of participants as part of ethical consideration.

4.5.2 Questionnaires

One hundred and twenty (120) questionnaires were distributed in the selected municipalities. Of the 120 questionnaires 67 were successfully collected from the selected municipalities. The participation by officials in Aganang Local Municipality were unable to continue participating in the study due to recent developments in which proposals to dissolve and integrate it to other local municipalities such as Polokwane, Blouberg and Molemole local municipalities is underway and therefore officials were reluctant to participate in the study. This data is collected and analysed for establishing statistical inferences to generalise the findings on the studied phenomenon.

4.5.3 Document Review

Documents such the municipalities' Performance Reports, IDPs and related strategic documents were reviewed, to evaluate the on-going wave of employee training and its impact on municipal employees. The research used published material to support the basis of the study. Journal articles, web sources, books and related material

were used. This was done to frame literature relating to the topic in order to portray the build up to the creation of value out of the proposed study.

4.6 DATA ANALYSIS

The study used two research methods, namely qualitative and quantitative, as such a deferent approaches was used to analyse data. For the quantitative data the study applied both excel and the Statistical Package for Social Science (SPSS) to analyse the quantitative data. Fundamentally the SPSS was used as the main instrument for analysis, while excel will is used to verify the results and production of graphs. The qualitative data will be coded in terms of the similarity of responses by the participants in order to provided interpretation and analysis on interview responses.

4.7 LIMITATIONS OF THE STUDY

The limitations of the study are those characteristics of design or methodology that impacted or influenced the interpretation of the findings from your research. They are the constraints on generalizability, applications to practice, and utility of findings that are the result of the ways in which you initially chose to design the study and the method used to establish internal and external validity (University of Southern California, 2015). In the study limitation arose with regards to the response by officials. The study intended to distribute 30 questionnaires to each municipality. The response by the CDM, Lepelle-Nkumpi, and Polokwane, was 22, 20 and 23 respectively. A major limitation of the study having effect on the methodology and generalisation in the study developed in relation to Aganang local Municipality's participation in the study. The municipality was proposed for dissolution due to internal challenges and thus to be integrated to Polokwane, Blouberg and Molemole local municipalities and therefore the reluctance of the members of to participate in the study.

4.8 VALIDITY AND RELIABILITY

In Mamabolo, (2013) Brynad and Hanekom (2006) describes validity as the potential of design or and instrument to achieve or measure what is supposed to be achieved or measured using it. Reliability on the other hand refers to the accuracy and consistency of measures. In the study data was collected using questionnaires and semi-structured face-to-face interviews. Both the instruments were piloted with peers and approved by supervisor. Request for amendments were adhered to ensure that the research achieve its objectives.

4.9 ETHICAL CONSIDERATION

Research ethics involves the application of fundamental ethical principles of topics involving research. The proposed study deal specifically with human subjects namely, officials in municipalities and SALGA. It is therefore held at high regards in this study, that when conducting research on human subjects, the researcher should minimise harms and risks and maximise benefits, respect human dignity, and autonomy, taking precaution with vulnerable population, and strive to distribute the burdens and benefits of research fairly (Shamoo & Resnik, 2009). The research will abided to anonymity of the participants and avoided discrimination against participants on the basis of sex, race, ethnicity or other factors not related to the science of the study. The researcher considered it necessary and ethical to share the findings with the participants institutionally, and conducting a research impact survey after a reasonable time from sharing of the research findings. The study also strives to promote social good in public sector employee education and advocacy.

4.10 CONCLUSION

For any study to be considered scientific a particular method must be followed. In this study, both the qualitative and the quantitative study methods were followed by the researcher. The quantities method covered the lager group of participants at low to senior management of the municipalities, while the qualitative focused on the accounting officer and the political leadership of the municipalities. Convincingly the study collected data from a generalizable sample, which its findings are derived.

The following chapter deals with data presentation and analysis, where data collected through qualitative and quantitative methods are used to generalise the perceptions of municipal officials on the implications of capacity building training programmes on their daily functions.

CHAPTER FIVE: DATA PRESENTATION AND ANALYSIS

5.1 INTRODUCTION

Research follows a specific scientific method to collect data and make conclusions. For this taking place data collected via this method should be analysed and therefore be used to make valuable contribution to the understanding or solution to a particular problem described by the study. This chapter therefore presents and analyses data collected through quantitative and qualitative research methods in the selected area. The data as discussed in chapter four on the limitations will represent the Capricorn District Municipality, Polokwane Local Municipality, Lepelle-Nkumpi Local Municipality and SALGA. Aganang local municipality is not presented in the analysis as participation from the municipality was discontinued due to the fact that the municipality was that for being disbanded and integrated to Polokwane, Blouberg and Molemole Local Municipality. These developments were contributed greatly as the limitations of the study. However the research through the remaining three municipalities could be generalised to determine the perspective of practitioners on the effects of capacity building programmes in the Capricorn District Municipality.

The research analysis focused on the municipal officials perceptions about the effects of capacity building programmes on municipal practitioners. Capacity building is examined both for conceptual understanding of officials and practices of the municipalities, to establish a common understanding amongst officials and existing literature as well as the impact of municipal practices on the subject. The study probes also questions about Competency-Based Training as a model for capacity building, with intent to use the concept to develop recommendations of model by the study.

5.2 RESEARCH FINDINGS

Data presentation takes shape in two ways in the study. It presents and analyse data from qualitative and quantitative data collection methods. The study will begin by analysing data collected through questionnaires representing the quantitative research methods, followed by data collected through interviews (face-to-face), representing the qualitative research method used in the study.

5.2.1 Data Collected Through Questionnaires

In this study, 30 questionnaires were distributed to each of the municipality represented in the study. The questionnaire probed three thematic areas namely: (i) Demographic Information, (ii) Capacity Building in Local Government, and (iii) Competency-Based Training as a model for capacity building in local government. These thematic issues are discussed in the study in line with the objectives which were proposed to assist achieve the aim of the study.

5.2.1.1 Demographic Data

Demographic data provide essential evidence based for research and is also applicable for development and policy. For the development of capacity and the ability of intervening institution to deliver an effective capacity building there is a need for extensive demographic and related data. These data are integral points of departures from which resource can be applied to solve problems both internally and externally of the municipalities. These demographic data focused on participation per institution, level of employment, participants' level of education, gender, age groups, years of experience, and type of training attended by participants.

5.2.1.1.1 Participation per Institutions

The study collected data through questionnaires, where 30 questionnaires were distributed to each of the selected municipality. The following results shows participation per institution, with the limitation experienced with Aganang Local municipality.

Table 1.1 Number of Participants per Institution in the Capricorn District Municipality.

Participants per Institution			
Capricorn District Municipality	30	22	32.8%
Polokwane Local Municipality	30	23	34.2%
Lepelle-Nkumpi	30	20	29.9%
SALGA	30	2	3%
Aganang Local Municipality	30	0	0%

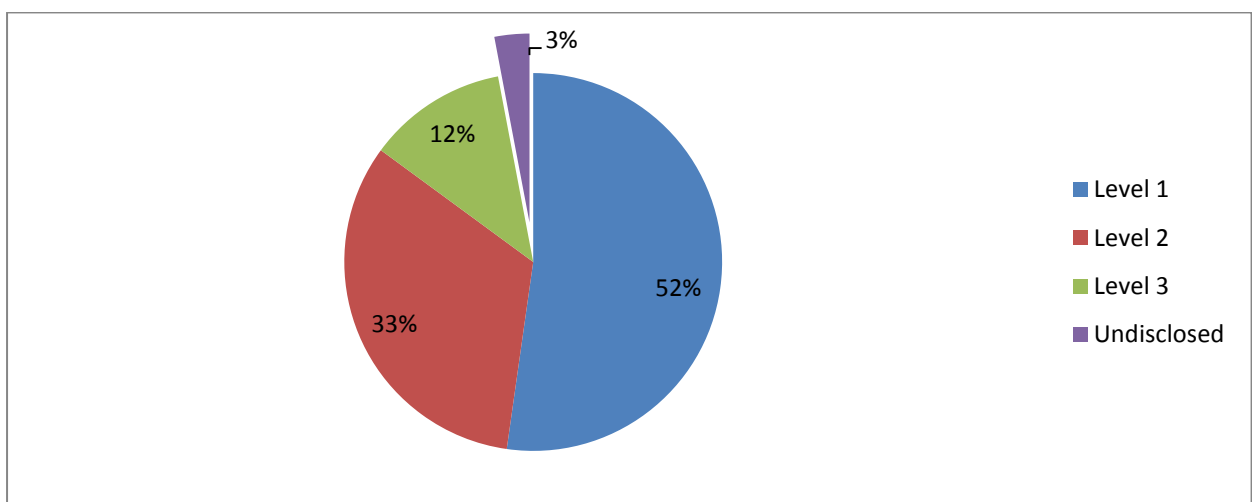
The table shows the municipalities' share of participation in percentages. The Polokwane Municipality is higher at 34% participation rate; Capricorn District

Municipality comes second at 33%, Lepelle-Nkumpi comes third at 30% and SALGA the lowest 3% rate. Aganang Local Municipality had not been able to continue with the participation in the study because of recent developments in which its administration was scattered into three Capricorn District Municipalities, which are Blouberg, Polokwane and Molemole.

5.2.1.1.2 Level of Employment

Levels of employment as presented in figure 1.1 are interpreted as Level 1: Low Level, Level 2: Middle Management, Level 3: Senior Management and Undisclosed. The unit undisclosed emanated from the study where respondents did not mark the portion required indication of employment levels. The importance of developing data about levels of employment in this study is to determine the participation interest ranked by levels of employment, as well as to test the nature in which capacity building affects the various level of workforce in the municipalities. As such participation shares by the municipalities, shows an exceptional participation by low level employees than the other groups, though in Polokwane Municipality the middle management participants comes just an inch above the lower management participants. Senior management are less in the overall turnover of participation in the study. The figure 1.1 presents the overall percentage share of employment level by participants in the study.

Figure 1.1 Overall Employment Levels



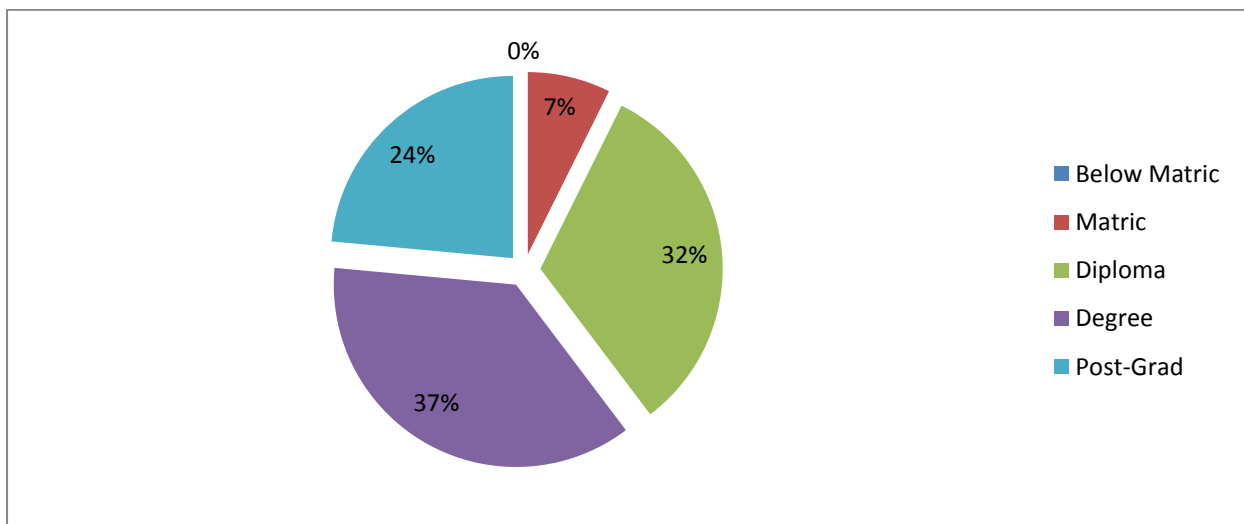
The figure 1.1 presents the overall participation by levels of employment. The participants were largely low level employees (Level 1) of the municipalities

accounting for 52% of the 67 participants of the municipalities. The second group is middle management participants making 33%, followed by senior management taking 12% and 3% representing undisclosed employment levels by participants. This percentage share of the participants may represent that employees at higher level in the municipalities do not wish to participate on research programmes, furthermore it may represent that senior management in municipalities do not see research as a useful instrument for benefiting their working conditions.

5.2.1.1.3 Participant’s Level of Education

The function of municipal services and the competencies of municipal officials to perform duties have a major dependence of the prior education. For that reason the study collected information about level of education the participating officials have. The options to select educational levels were ranging from less than matric to post-graduate education. It is important therefore to note that the evaluation focused basically on formal education qualifications of the municipal officials. The list of selection therefor included the following levels: bellow matric, matric, diploma, degree and post-graduate.

Figure 1.2 Educational Levels of Participants



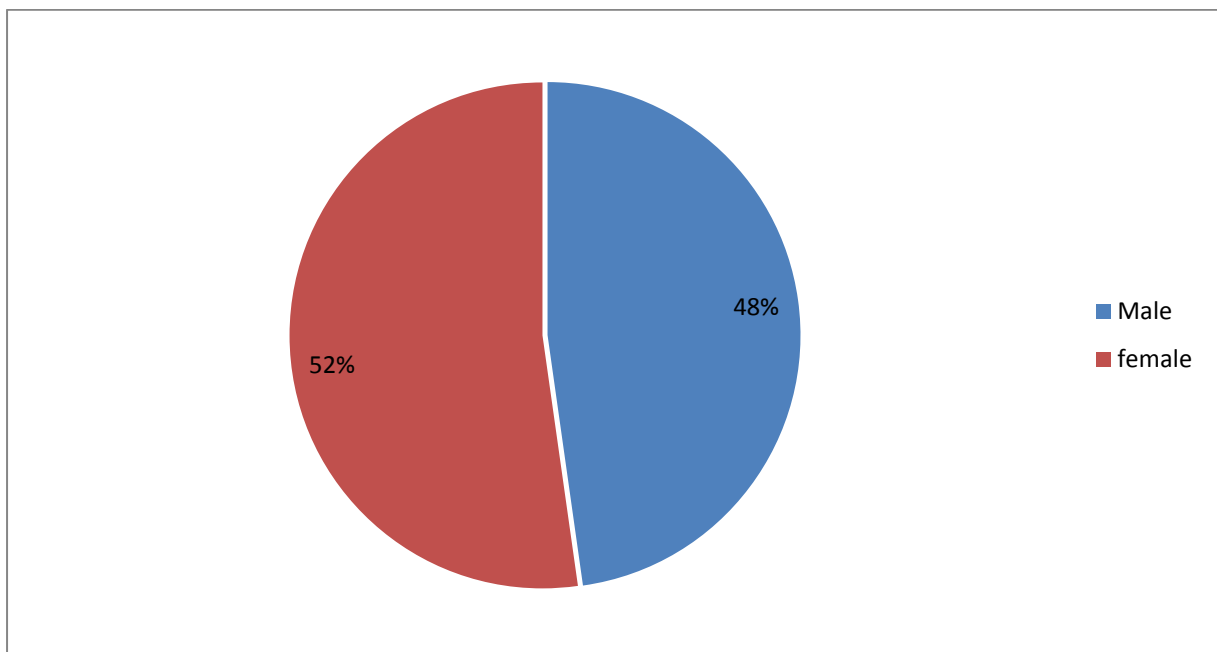
Zero (0%) percent was recorded for below matric level of education. The degree level was the uppermost level of education in position of the participants accounting for 37%, followed by the diploma level at 32%, Post graduate at 24% and matric with a minimal percent of 7% of the participants in overall. Capacity Building intervention with regards to these percentages may require a differentiated intervention that

would interpret formal theoretical education into practice, in that essence the competency-based Training may prove useful. These findings indicate that the municipalities' employs mostly people with tertiary education standing a better chance to improve through training either by formal enrolment methods or by workshop type of capacity building programmes. The 24% participation by post graduate holders in the municipalities indicates good records of qualifications, where most of these employees can be developed as internal trainers or capacity developers.

5.2.1.1.4 Gender

Gender has been a central issue in development and democracy debates for a grand time. The gender is also of a critical concern in capacity development, concepts such as affirmative action, and woman development has been engaged to come up with methodologies to improve conditions and empower woman in the workplace. Though the study was not focusing on engendering or gender basis of capacity building training programs, it of inevitable importance to reveal the particulars of gender share by participants.

Figure 1.3 Gender of Participants



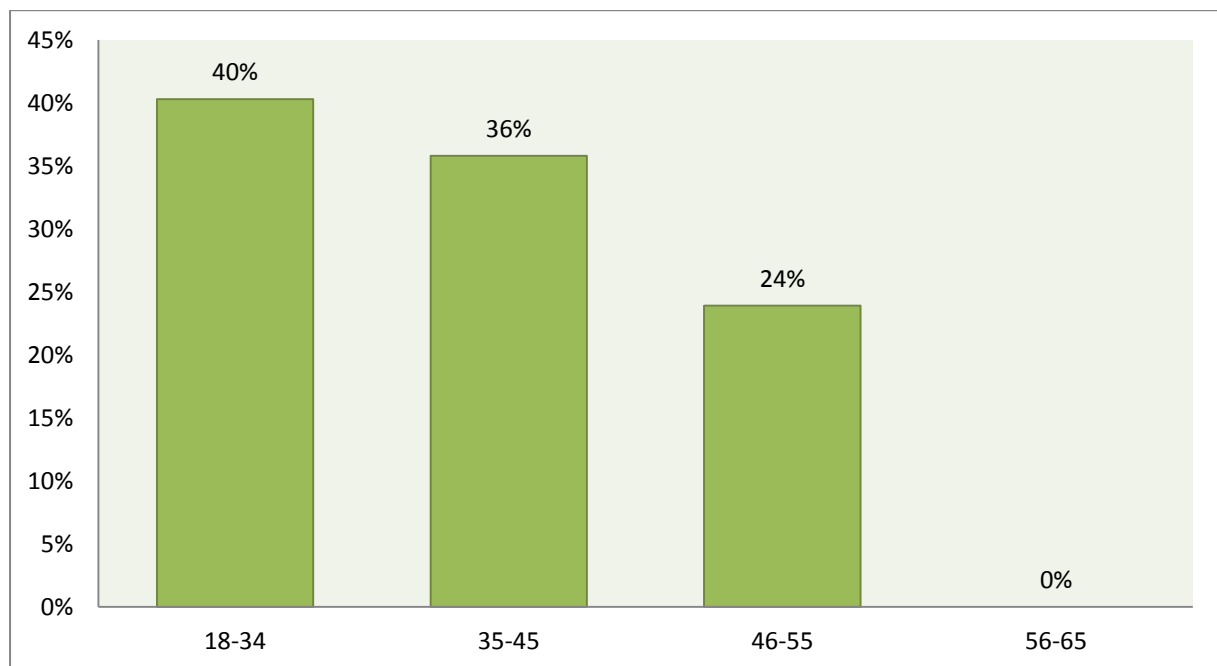
The study enjoyed participation by 35 female officials accounting for 52% of the overall participants and 32 male participants constituting 48% of the overall gender

share of the participants. The figures may necessarily pose that there is more interest of woman participation in research projects than male or that there are more females employed within the selected municipalities of the study than males. These results also reveal that there is a good progress on woman empowerment in the municipalities. The larger participation of woman in the municipalities can improve the status of the municipalities gender equity, by insuring that deserving woman are capacitated adequately to fill strategic jobs in the municipalities.

5.2.1.1.5 Age Groups

Age in this study except for determining demographics is important for making decision about human resource development investment. Thus it can help to understand the potential benefit for a long-term workplace and off-work human resource development. Furthermore there is also a need to determine the level of employment by age so as to develop a divine intervention that suits the level of employment complemented by age. Age in case of training methodology is important as it is instrumental in determining if one is capable of learning and which learning methods can be used. The group ages in the study were grouped as participants aged between; 18-34, 35-45, 46-55, 56-65 and 65+. These age groups are regarded as economic active, where 65+ being pension age.

Figure 1.4 Age Groups

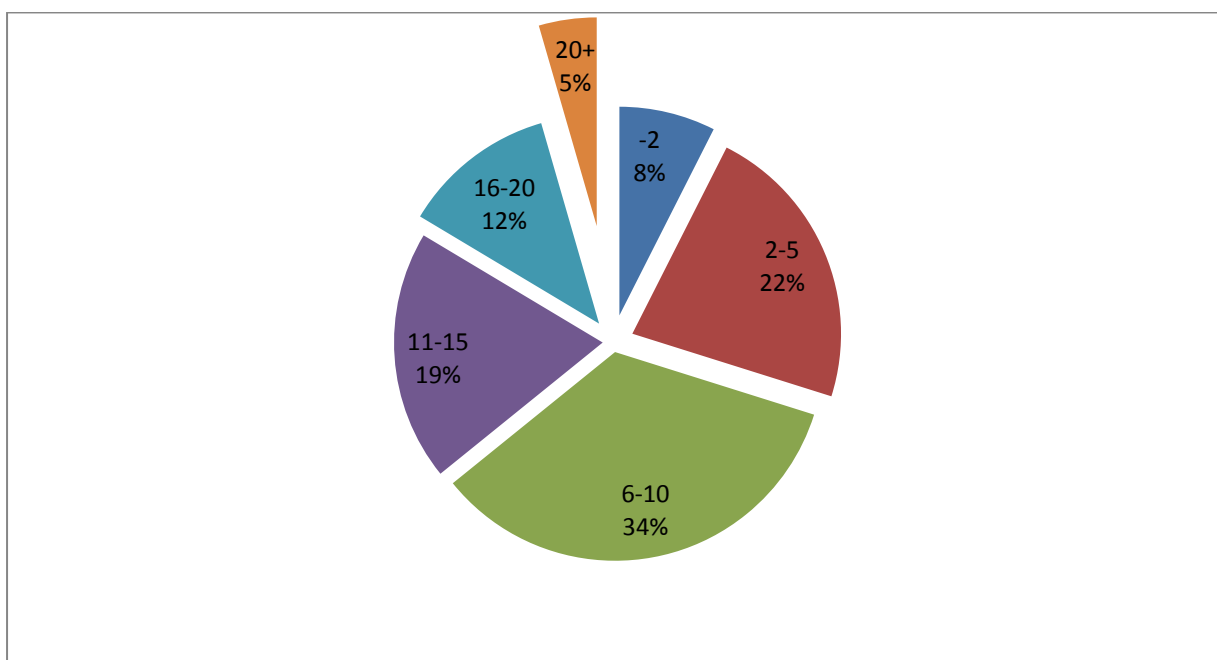


The findings show that 40% of the participants were between 18 and 34 years of age, falling into the youth category classification. 36% of the participants were aged between 35 and 45, 24% were aged between 46 and 55 years. There were no participants aged between 56 and 65 as well as the ones aged above 65. The findings indicate that the municipalities are dominated by young people where mostly older people are less represented. The findings indicate therefore that the municipalities are having good grades of youth employment and empowerment. Youth development remains a critical component of development policy across the world. These findings also indicated that capacity interventions can be viable through methods that fit the young societies of the municipalities. The generational mix as viewed by the findings where the youthful and the aged between 46 and 55 share a deference of only 4% of which the youth is the majority. Therefore general local government and technological literacy transfer could not really be a challenge in capacity building within the municipalities.

5.2.1.1.6 Years of Experience

Years of experience is one of the determinants of employability in critical positions of local government and also serve as a measurement for the abilities of employees to handle emerging issues of local government. Employees generally use the experience by comparing a prevailing issue and decide on how to deal with it.

Figure 1.5 Years of Experience

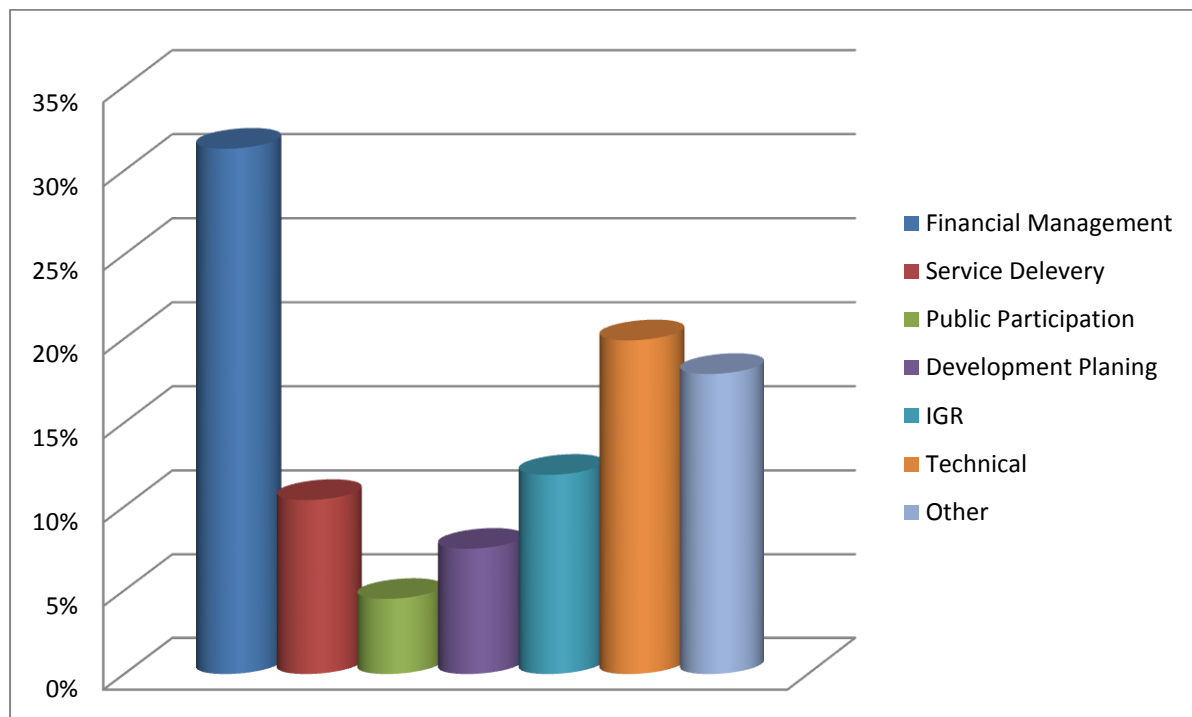


The participants in the study shows that 34% (23) had 6-10 years of experience, 22% (15) had 2-5 years of experience 19% (13) had 11-15 years of experience 12% (8) ha 16-20 years of experience, 8% (5) had less than two years of experience and 5 % (3) had more than 20 years of experience in the study. These numbers of experience gives satisfaction that the contribution of the participants will assist in the assessment of the nature of capacity building training programmes offered in the municipalities. Showing that 34% had attended capacity building programmes reasonably enough to make judgement if training programmes offered by the municipalities give effect on the quality of officials' work or not. Further also though 22 % had between 2 and 5 years of experience, there is 12% having 16-20 and 5% with more than 20 years of experience, showing that majority of the employees could provide reasonable basis for the effects of capacity building in the municipalities.

5.2.1.1.7 Type of Training Attended by Participants

This part of the study was to investigate the about the focus of capacity building training in the municipalities. This was to establish if capacity building is mainstreamed to address every challenge faced by the municipalities.

Figure 1.6 Training Attended by Participants of the Study



The findings show that 31% of the participants have attended financial management training, 20 % has attended technical training, and another 18% attended other

training not specified in the questionnaire. Intergovernmental relations training was attended by 12% of the participants, 10% attended service delivery, 8% attended development planning and 5% attended public participation training in the selected municipalities. The indications here shows that there is much concentration on financial management and technical training in the municipalities. This signifies that the findings in the unfavourable audit reports are indeed putting municipalities to try and improve skills in financial management. Municipalities however need to develop capacity intervention that integrates solutions of the organisational problems with those of operations to avoid unwanted service delivery protest. Service delivery training may be expected to be highly considered in the training efforts in the municipalities as service delivery is a critical challenge in local government as confirmed by the spiralling protest across the country.

5.2.1.2 *Capacity Building In Local Government*

Capacity building is an applied concept which comprehensively and interactively shapes the nature and context government and society deals with human resources ability to deliver national objectives. In local government the concept is applied to deal with competency deficiencies, which constrains municipalities' ability to deliver their responsibilities. The concept capacity building as an applied concept is multidimensional and distributed across the various disciplines and sectors applied in governance and service delivery to local communicates. A capable local government would then be responsive and able to deliver its desired objectives using its existing structures and resources. The theme capacity building in local government probed the following subthemes:

- (i) Officials Understanding of the Concept Capacity Building
- (ii) The Extent to which Capacity Building Programmes are (or not) offered in the Municipalities
- (iii) The Effects of Existence or non-existence of Capacity Building Programmes in the Municipalities on Discharging Duties
- (iv) The insight that can be Established to Develop an Effective Capacity Building Model in Local Government

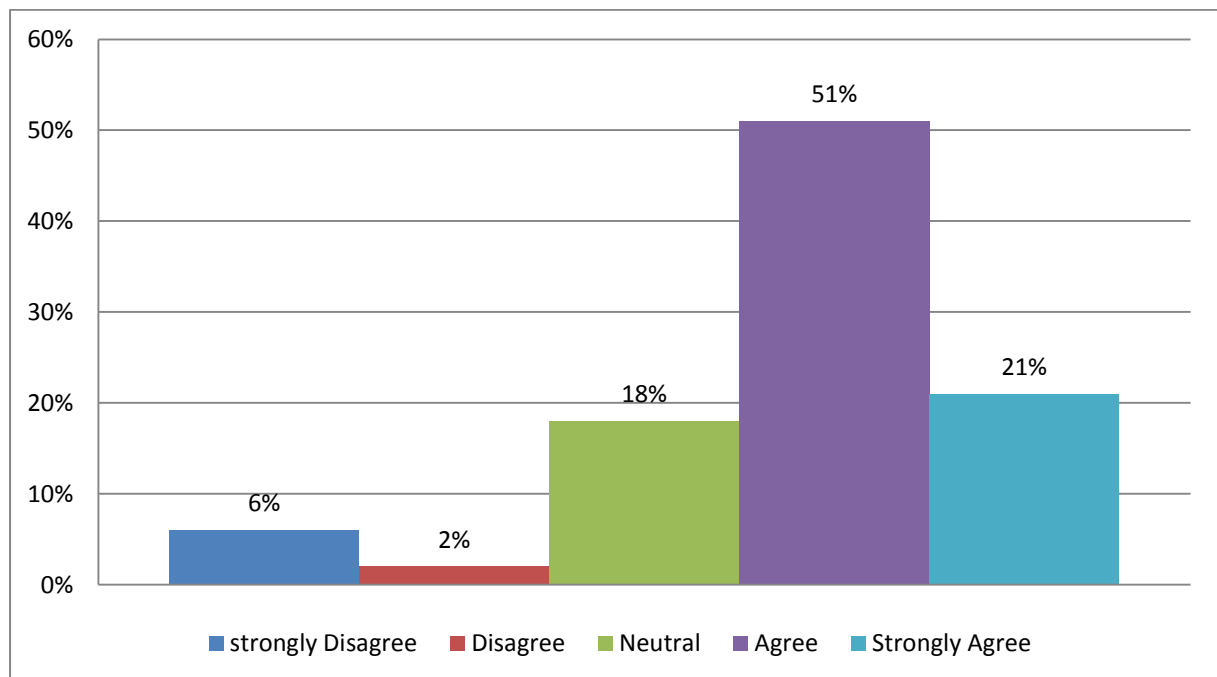
5.2.1.2.1 Officials Understanding of the Concept Capacity Building

The focus on officials' understanding of the nature of capacity building in local government was to establish. This was to determine if the official have a general understanding of capacity building as determined by most of the literature in the capacity building training and policy framework. The section probed if officials find capacity building as a multidimensional. Secondly it was probed that even when capacity building included institutions and environment's development the concept mostly is focused on human resource development in a form of training. Finally on this theme the research probed that if individual, institutional and environmental capacity building were integrated would facilitate organisational performance in the South African local government. The following findings were discovered.

(i) Capacity Building as a Multidimensional Concept

This statement was probed to find if officials were having the same conceptual understanding of capacity building as described by policy frameworks and literature. The results indicated as follows:

Figure 1.7 Capacity Building as a Multidimensional Concept



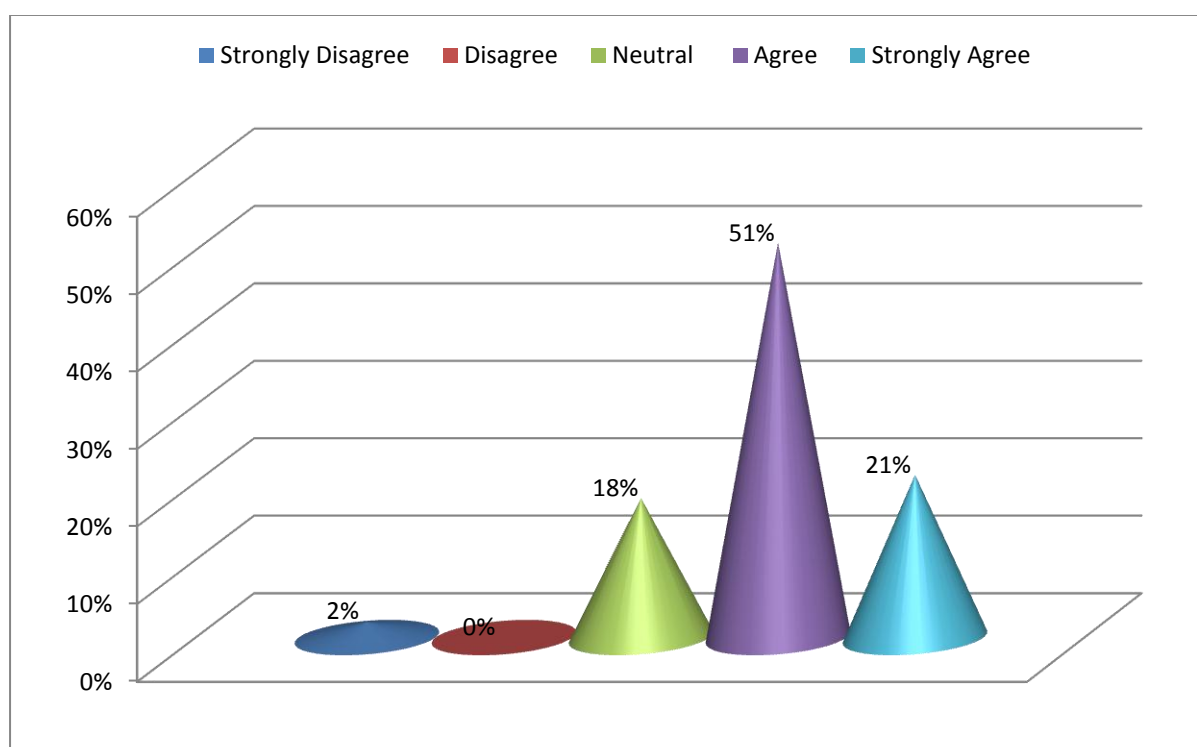
The findings of the study present that 51% of the participants agreed that capacity building is a multidimensional concept, 21% strongly agreed with the statement, 18%

were neutral, 2% disagreed and 6% strongly disagreed. These findings represents therefore that there is a minority of the participants that do not find the concept of capacity building to be multidimensional. This also proves that it can be agreed that there is general understanding about the concept, while there are few officials that need to be provided with a clear cut understanding to the concept. A standing point about the dimensions of capacity building can be that which is described on the national capacity building framework that describes capacity building as a concept that constitutes interventions that seeks to develop three major components of operations in government. The framework provides that for better performance areas of capacity building should be focused on the environment at which a government objective is proposed to be served or delivered, this include politics, policy and management philosophy. Secondly capacity should address the organisation or institutional set-up; this is to address the institutional strength to deal with the legislative and emerging purposes. Thirdly capacity building should deal with individual's ability to deliver required work in the municipalities.

(ii) Capacity Building as a concept that focuses on Human Resource Development

Capacity building in its focus, though constituting dimensions of developments, is a concept that has great emphasis on human resource development. Capacity therefore should be understood as a process of creating environments and institutions where human can achieve purposeful avenues, either for private ends or public ends. Therefore in local government capacity building's focus should be emphasised on developing political, policy and administration environment and institutions where politicians, officials and the public in general are able to deliver the objects of local government and any emerging issue in their local area. Capacity building in local government however is applicable to a number of communities which are stakeholders of local government. For example capacity building in a municipality should address the municipal officials' ability to deliver agreed goals and objectives. While at the same time capacity building may be used to ensure that local communities participate effectively in municipal issues and that local business are supported to promote local economic development.

Figure 1.8 Capacity Building as Focused on Human Resource Management



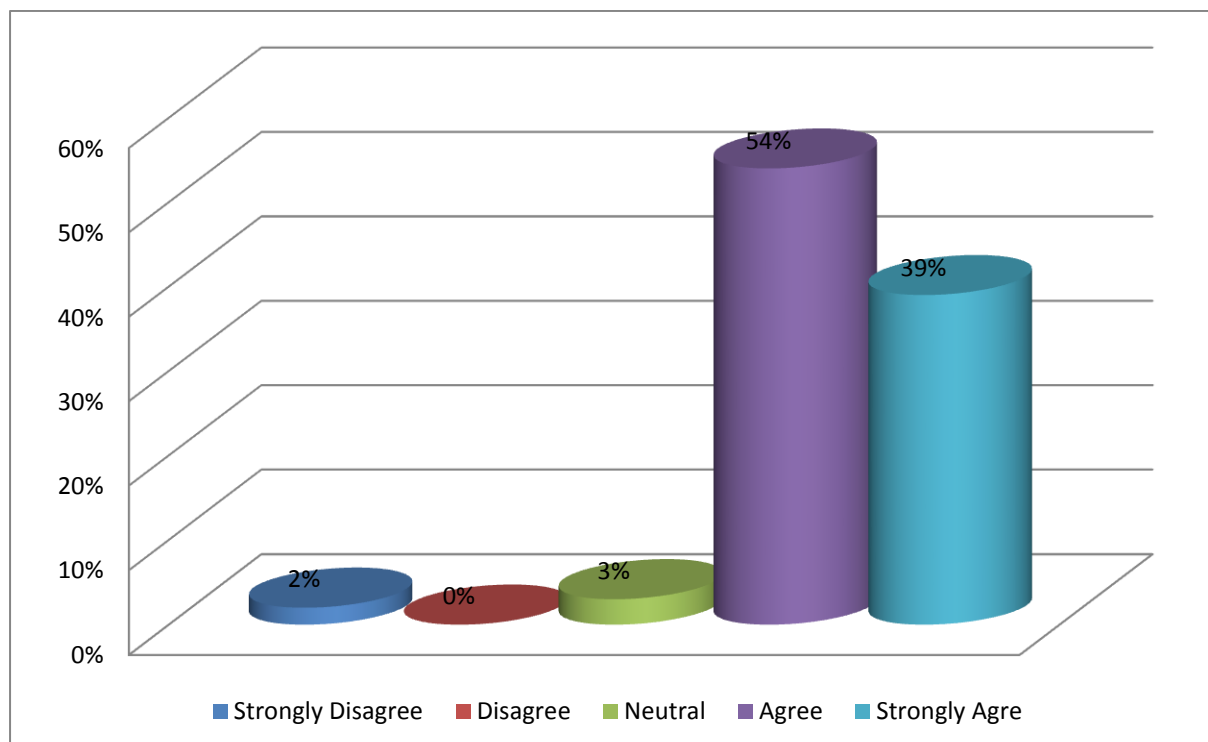
The findings of the study shows that 50.74% of the participants agree that capacity building programmes focuses on human resource development, 21% strongly agree, 18% were neutral, while 0% disagreed and 2% strongly disagreed. The findings indicates that municipal officials finds capacity building to be a process that is focused on developing human resource capacity to compete adequately in their given jobs. The findings reveal also that the municipalities' capacity building programmes are planned in line with human resource strategies. Therefore understanding the interface between the presented challenges of local government and human resource capacity available to deal with such challenges, can be derived from each municipality's human resource departments. However there is a need to match human capacity with organisational and the environment in which local government operates

- (iii) Integration of individual, institutional and environmental capacity to facilitate organisational performance

As discussed before, capacity building is described in literature as a process that encompasses the development of three areas, namely; individual, organisational and environmental capacity. The integration of capacity development of these three

dimensions has been argued to can assist to improve the performance of local government. This is due to the sense that even when individual capacity can be adequate the performance of an individual depends on the environmental and organisational conditions municipal officials find themselves. The presentation explains the perceptions of officials about integration of these three areas in capacity building efforts.

Figure 1.9 Integration of the Three Dimensions of Capacity Building Areas



In the study 53.7% of the participants strongly agreed that there is a need to integrate the three areas of capacity building, 38.8% agree, 3% were neutral and 1.5% strongly disagreed. The findings therefore indicates that majority of the municipal officials clearly perceives integration of these three elements of capacity building as desirable in local government. This reveals agreement to the sense that for local government to be functional, its organisational setting, legislation and oversight should be designed with potential to deal with the challenges of local government effectively. This adjustment of local government organisations and their environment then could be developed to co-evolve with individual capacity through capacity building programmes. This is because it is possible to train the municipal officials as individuals or in groups, however for progress to take place local

government as sector must be transformed to create an enabling environment for local government organisations. These transformations of organisations and their environment are critical for a country presented with the South African historical facts.

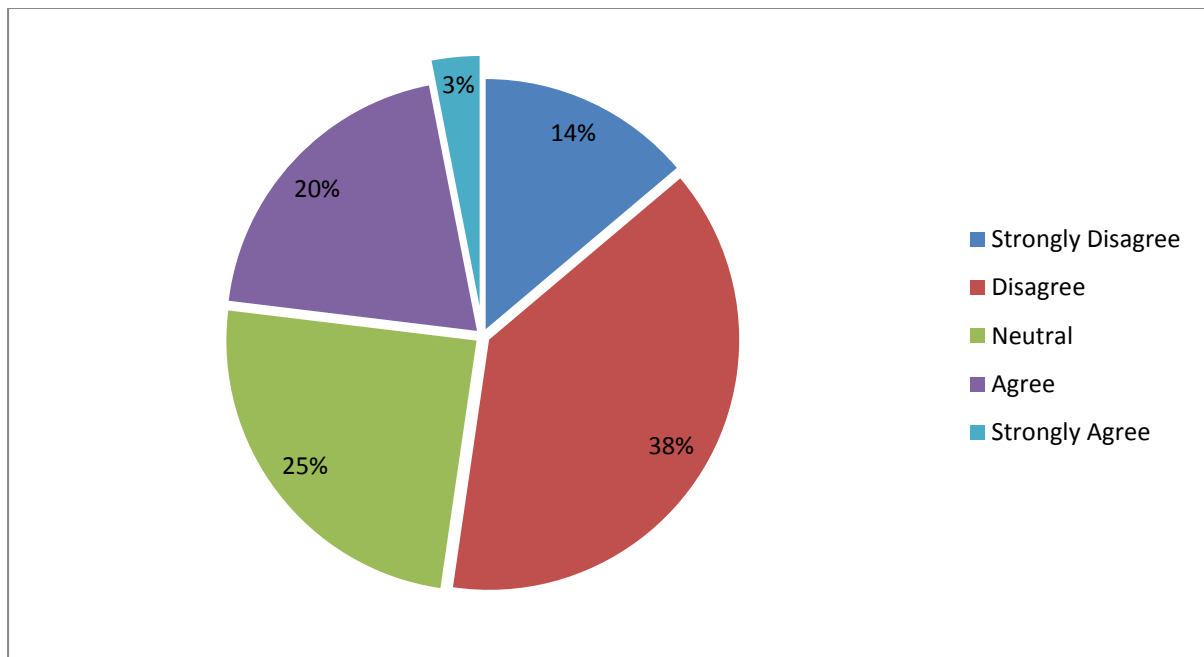
5.2.1.2.2 The Extent at which Capacity Building Programmes are Offered (or not) at the Municipalities

The questionnaire in this part focussed on the extent at which capacity building was offered to municipal practitioners in the selected study area. In this theme the questionnaire probed if; (i) the municipalities have planned and implemented capacity building programmes, (ii) if capacity programmes adequately address capacity problems in the municipality, (iii) if capacity programmes set clearly its objectives and aims as well as its alignment to the municipalities' strategic positions, (iv) if the municipalities have provided capacity interventions to employees overtime, and (v) if the municipalities has set an evaluation tool for the effects of capacity building intervention in the municipalities. These subthemes were evaluated to discover the perceptions of officials in relation to the study and thus presented by the following findings.

- (i) Does municipalities in the selected area have planned and implemented Capacity building Programmes?

Planning is one of the most emphasised process of good organisations, both in the private and public sector. The existence of properly planned capacity building programme can assist in dealing with the areas of weakness in any municipality. The planning of municipal activity is prescribed by the range of municipal legislation, which promotes organised local government in South Africa. As such planning instrument such as the Integrated Development Plans (IDPs) and Budget are established to show the intended programmes of municipalities over a period of five years though they are reviewed yearly. The development and service delivery strategic instruments are normally shaped by national objectives, and driven by national medium term expenditure frameworks. The alignment therefore of capacity building into these plans so to show how capacity to achieve each or a group of objectives would be acquired using available resources.

Figure 1.10 Existences of Planned and Implemented Capacity Building Programmes



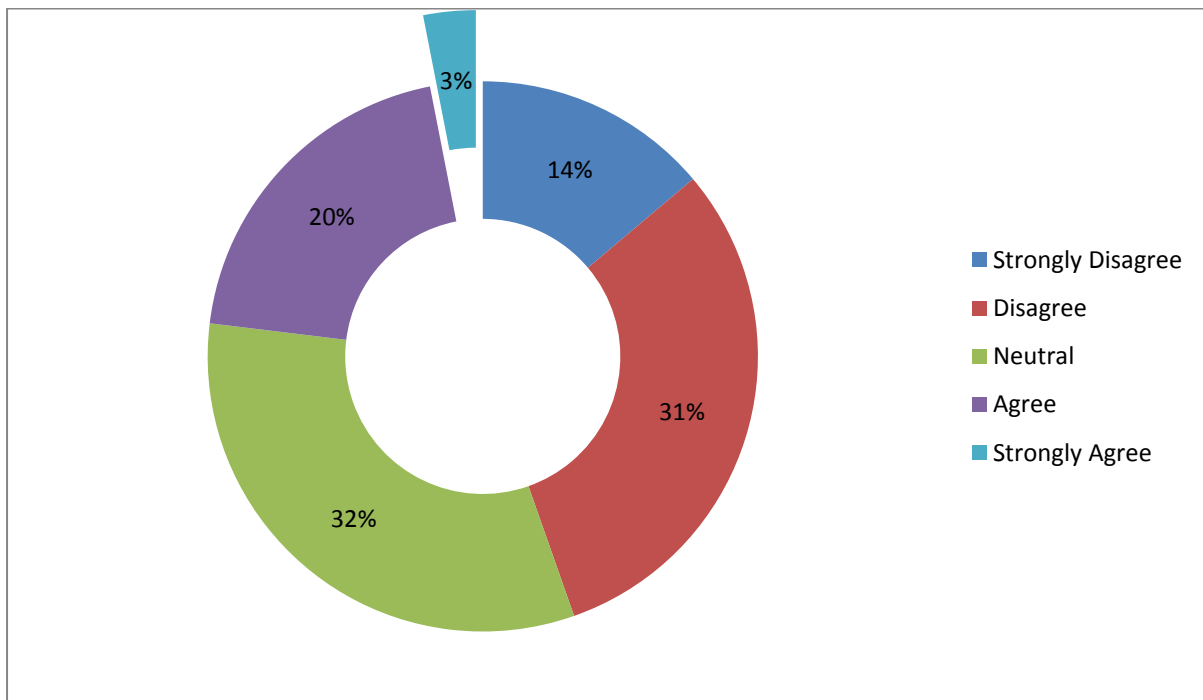
Municipalities in South Africa surely showed over twenty years of democracy weakness in financial management and service delivery. Therefore importantly planning for change in both the two areas requires change in capacitation approach. The findings of the study indicate that 38% of the participants disagree that municipalities have planned and are implementing capacity building programmes. 14% strongly disagreed (making the negative side to claim 52% of the participants), 25% were neutral, 20% agreed and 3% strongly agreed. These indicators shows that capacity building in the municipalities needs interpretation into a structured plan that can be integrated into the municipalities strategic plans. The 25% neutrality shows the level of wonders by practitioners, which is a clear light about ambiguity of strategies of the municipalities about capacity building. Municipalities should also be in a position to determine the nature of the relations between their capacity building programmes and operational strategies such as the IDP.

- (ii) Capacity building programmes adequately address capacity issues in municipalities

Development of a capacity building programme should adequately address capacity ills in municipalities. This statement was probed to find out if municipal capacity building programmes offered to officials change or addresses adequately the capacity challenges of the selected municipalities. Adequacy of capacity building

programmes in this study covers the ability or capacity of a human resource development programme to effectively deal with inadequacy of individuals to deliver their job requirements in the municipalities.

Figure 1.11 Extent at which Capacity Building Programmes Addresses Capacity Issues in Municipalities



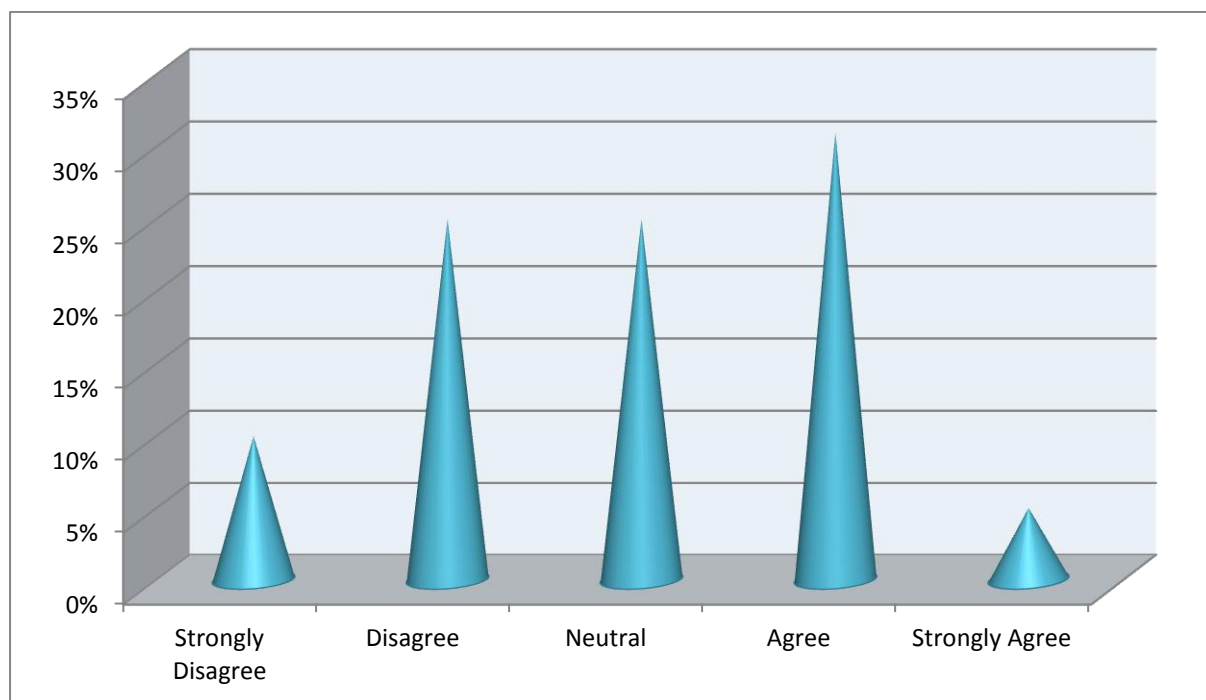
The findings of the study indicate that 31% of the participants disagree that capacity building programmes address the capacity needs in the municipalities. 32% of the participants were neutral, 14% strongly disagree, 20% agree and 3% strongly agree. These findings indicate that municipalities do offer capacity building programmes to officials, however with little effect. The findings indicate that capacity building programmes in municipalities do not really deal effectively with the capacity ills of municipalities and therefore challenges of local government will continue to persist. Though 20% are in agreement that capacity building programmes deals with the capacity needs of the municipalities indicate that there is to some extent an effect, there is still much to be addressed by the capacity efforts of the municipalities. The 32% of the participants reveals also that there is little knowledge of how capacity building programmes link with the municipal objective such that municipal officials remain in wonder if capacity building helps the municipalities or not. These indicators

inform a need also for involvement of municipal officials on planning and development of capacity building programmes.

- (iii) Does the capacity building programmes set clearly the aims and objectives that are aligned with municipalities' strategic positions

Municipalities in South Africa are required to plan effectively their programmes to deliver the objects described by the Constitution of 1996. Such planning is manifested through instruments such as the IDPs and budgeting processes. These strategies in municipalities should be able to be interpreted into action, and such must be made in line with the available resources such as finances and organisations to implement. Human resources and their capacity are of crucial importance to successful delivery of strategic logic of municipalities.

Figure 1.12 Capacity Building Objectives and Aims Aligned with Strategies of Municipalities



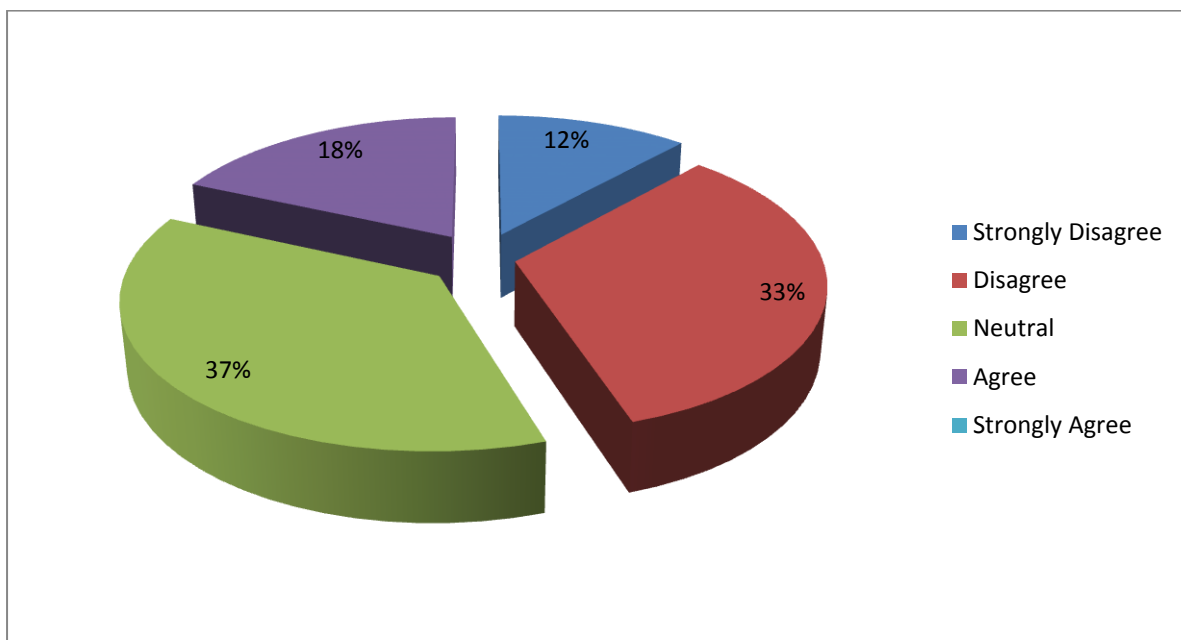
The findings shows that 10% of the participants strongly disagree, 25% disagree, another 25% marked neutral, 31% agreed and 5% strongly agreed, to the statement that the municipalities have set aims and objectives of capacity building programmes aligned with their strategic positions. These indicators shows that above 50% of the participants are negative on the statement and those municipalities require more alignment of their capacity programme to their strategic positions. The findings

reveal therefore that planning of capacity building is not treated with intention to improve municipalities' ability to achieve their strategic objective. Capacity building in this kind of non-integration to municipal strategies is a sign of capacity building being a reacting instrument used only when the municipality is challenged, than a tool that ensure performance on an ongoing programme. The facilitation of a capacity programme that can be clearly interpreted into the strategies of the municipalities can ensure that the performance expectations of the municipalities are met.

- (iv) The municipalities provide capacity building interventions constantly overtime

Capacity building is not a once off event that can transform a municipality at ones. Municipalities require continuous programmes that address the growing challenges of municipality as they persist. It is also important to develop a continuous programme that deals with deferent levels of capacity interventions to officials to ensure sustainable solution to existing and emerging challenges of local government.

Figure 1.13 Consistency of Capacity Building Programmes Offering by Municipalities



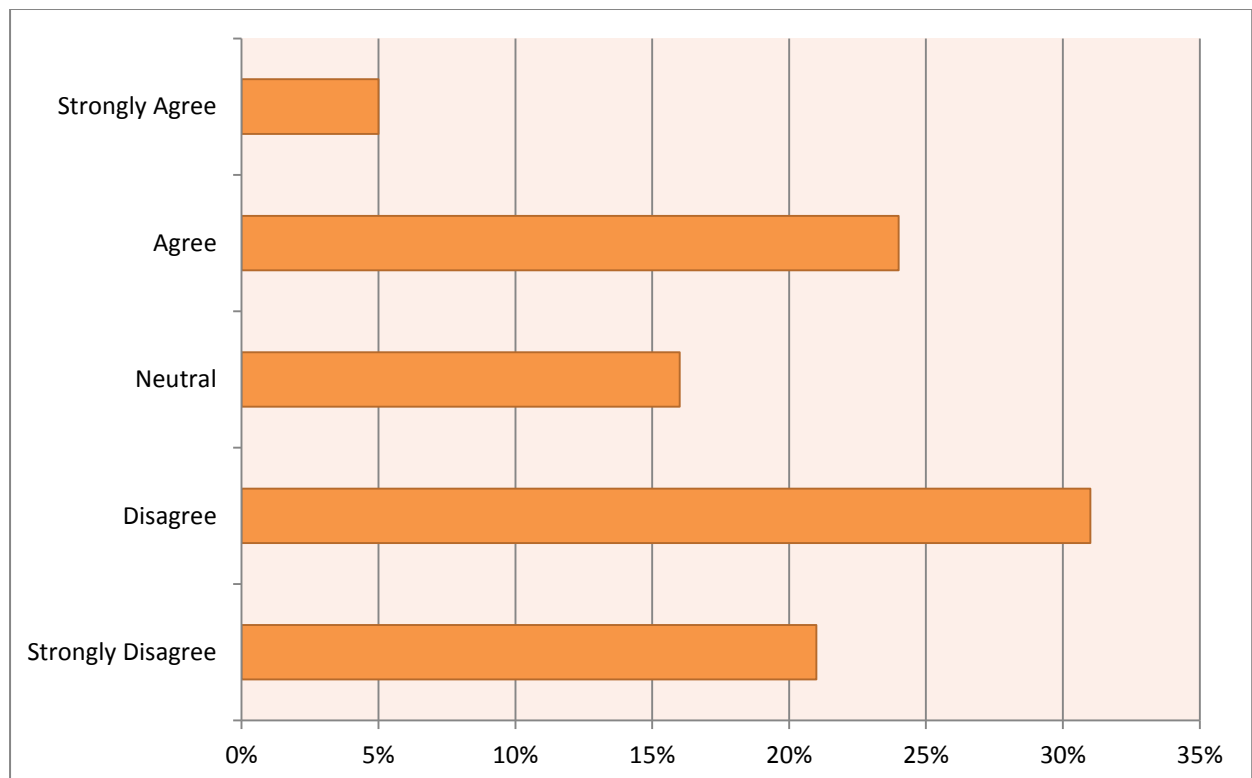
The findings indicates that 12% of the participating officials strongly disagree, 33% disagree, 37% neutral, and 18% agree to the statement that municipalities provides capacity building programmes constantly overtime. This indicates that the municipalities fail to consistently provide capacity building programmes to municipal

officials; this may lead to capacity building programmes addressing an issue that is no longer necessary for capacity building in the municipalities. The results reveal also that the municipalities use capacity building programmes as recovery and reporting cover to supervising and oversight institutions. Continuous provision of capacity building can be useful to evaluate the effects of previous provision of capacity and finding proper intervention for current and trending issues in local government.

- (v) The municipalities have developed an evaluation tool for the effects of capacity interventions

Capacity building as any programme in the municipalities must have performance indicators, in which effectiveness on practitioners performance is a major objective. Developing measurements of performance of capacity programmes should not be an indication of the number of people reported to have attended training programmes, but their ability to be more productive and effective in their jobs. The indicator should be the number of challenges each programme offered addresses in the municipalities and how they are dealt with post capacity building programme.

Figure 1.14 Availability of Evaluation Tools for Capacity Building Programmes in Municipalities



Developing instruments for evaluating the effects of capacity building programmes on municipal officials and the presented local government ills is important. The findings of the study, indicates that 21% of the participants strongly disagree, 31% disagree, 16% were neutral, 24% agreed and 5% strongly agreed, that the municipalities have evaluation tools for evaluating the effects of capacity interventions. This indicates that municipalities do not evaluate the effectiveness of capacity building programmes offered to the officials. The findings also indicate that there is clearly no link between challenges of the municipalities and the capacity building programmes, because through the challenges eliminated after training one can clearly measure that effects of capacity building programmes. This kind of operation may represent continuous waste of resources on ineffective training programmes, which requires extensive review and realignment to prevailing problems in local government.

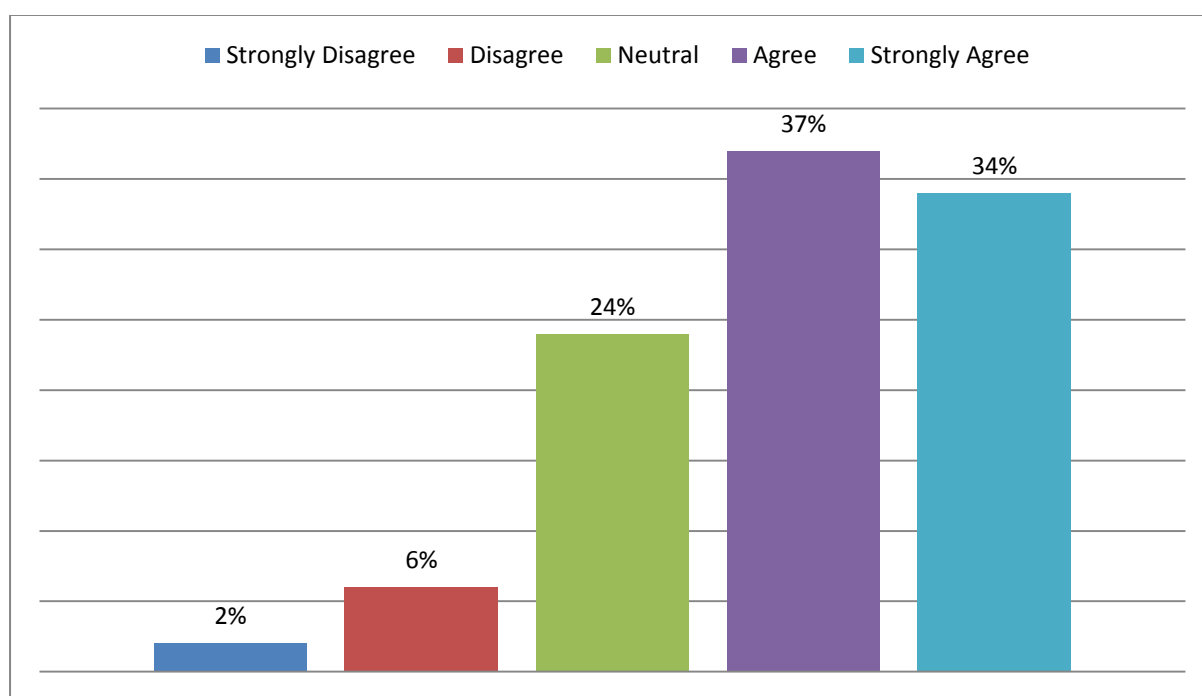
5.2.1.2.3 What are the effects of existence or non-existence of capacity building programmes in the municipalities on discharging duties?

The focus of this part of the study is to find out the effects of capacity building programmes in municipalities. This part therefore is the central question of the study. To achieve the objective of this theme the questionnaire probed, firstly if capacity building programmes have positively influenced municipalities on service delivery. Secondly it probed if capacity building has moved municipalities from bad to good performances. Thirdly it probed if planning, evaluation and implementation of an effective capacity building programme are required to improve service delivery in the municipalities. Finally the study probed if capacity building programmes are effective on improving the competencies of municipal practitioners.

- (i) The extent to which capacity building programmes has positively influenced municipalities' services delivery

Capacity building in local government should be measured by the extent to which it influences the performance of municipal officials in service delivery. To a particular extent local government capacity is affected by the nature in which municipal officials are capable of their activities relevant for the municipal overall performance. Local government shows that it requires extensively knowledge in the areas of which are most associated with service delivery and financial management.

Figure 1.15 The Influence of Capacity Building Programmes on Service Delivery



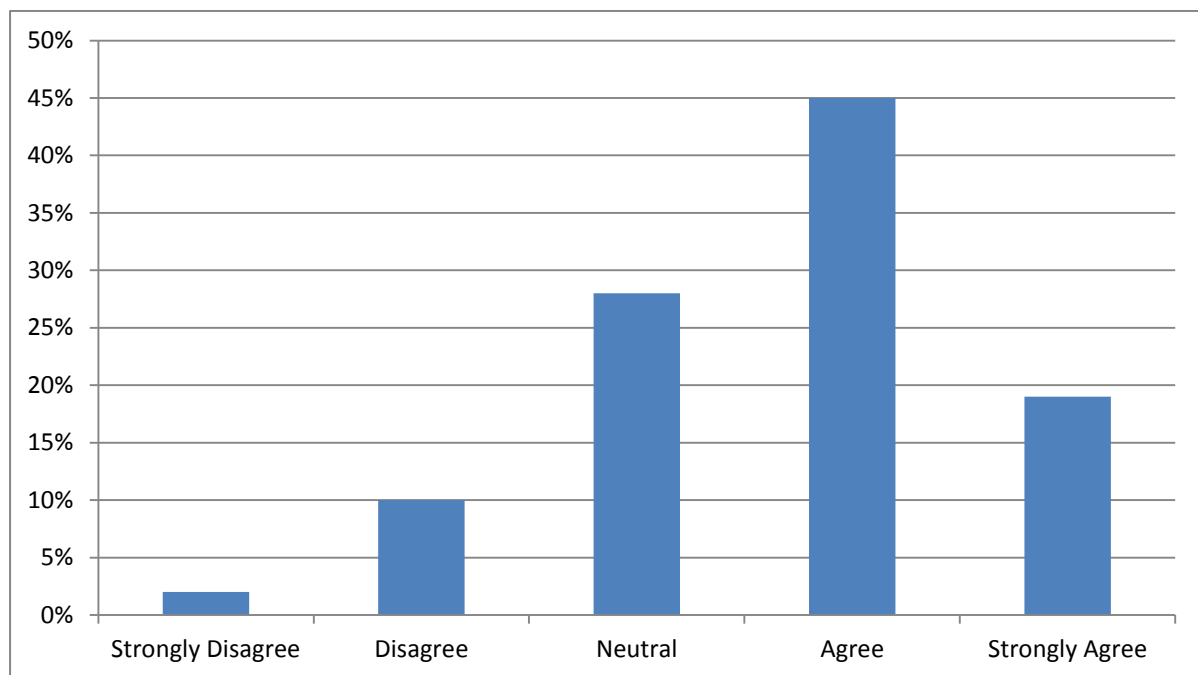
The findings of the study indicated that 34% of the municipal officials strongly agree, 37% agree, 25% responded neutral, 6% disagreed and 2% strongly disagreed, that capacity building programmes has influenced positively the municipalities' performance on service delivery. The indicators also show that some especially at the low level of employment disagree or are neutral about the effects of such programmes on municipal service delivery. However these indicators voice out that the programmes offered had some positive effects on municipalities' service delivery, though they may indicate that there should be more capacity intervention on the low level employees of the municipality. The overall opinion on the influence of capacity programmes reveals also there is a need for redirecting of capacity building programmes to the main ills of local government such as service delivery, governance and financial management.

- (ii) Effective capacity building programmes has moved the municipalities from bad to good performance

The performance of local government in South Africa can be measure by the number of service delivery protests as well as municipalities response to community demands. The nature and scope of local government are entrenched in the Constitution of South African, 1996 and thus useful in determining the extent at

which municipalities are doing good or bad. Given the ever-growing challenges of local government in South Africa, municipalities have been performing badly. Therefore capacity building programmes should help municipalities to better scores of performance. The statement tested if capacity building programmes have helped municipalities move from bad for better performances.

Figure 1.16 Capacity Building Programmes have Changed the Performance of Municipalities

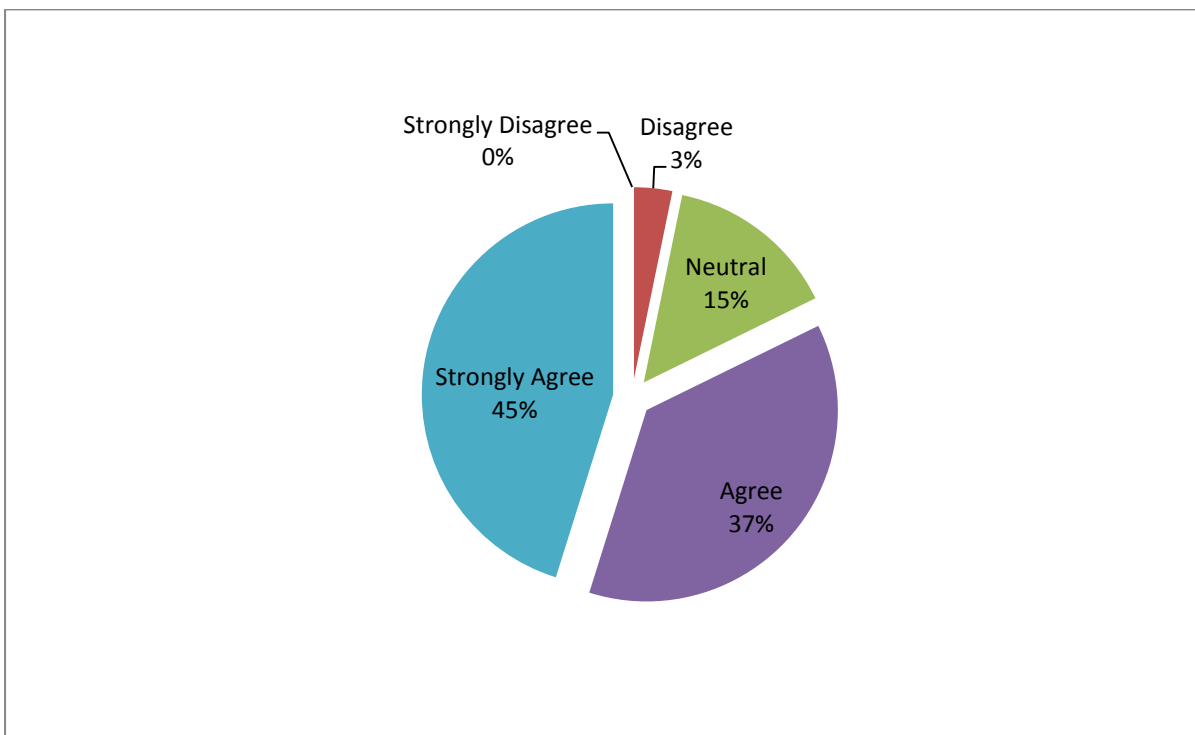


The study reveals that 2% of the participants strongly disagree, 10% disagree, 28% neutral, 45% agreed and 19% strongly agree have change municipal performance to some extent, though there is a need for more intervention. The overall opinion by the participants may be an indication that the little commitment of capacity building in the municipalities was beneficial to the municipalities. About 40% of the participants recorded between neutral and strongly disagree, which reveals that to some reasonable extent capacity building programmes are not beneficial as such to municipalities. These indicators therefore call for evaluation of the value of capacity building compared to the desired benefit. This is to help municipalities find the nature and the context of the importance of each capacity building programmes and to inform the prioritisation processes on the competencies to be addressed in the municipalities.

- (iii) Planning, evaluation and implementation of an effective capacity building is required to improve service delivery in the municipality

Evaluation for capacity needs in municipalities is a fundamental requirement for planning and implementation of a capacity programme. The evaluation systems should be established with the major delivery objectives of the municipalities to ensure that municipal human resources are adequately equipped to deliver sustainably in their positions in the municipalities. The existence therefore of a need for such a need for the municipalities was tested.

Figure 1.17 Planning, Evaluation and Implementation of Effective Capacity Building



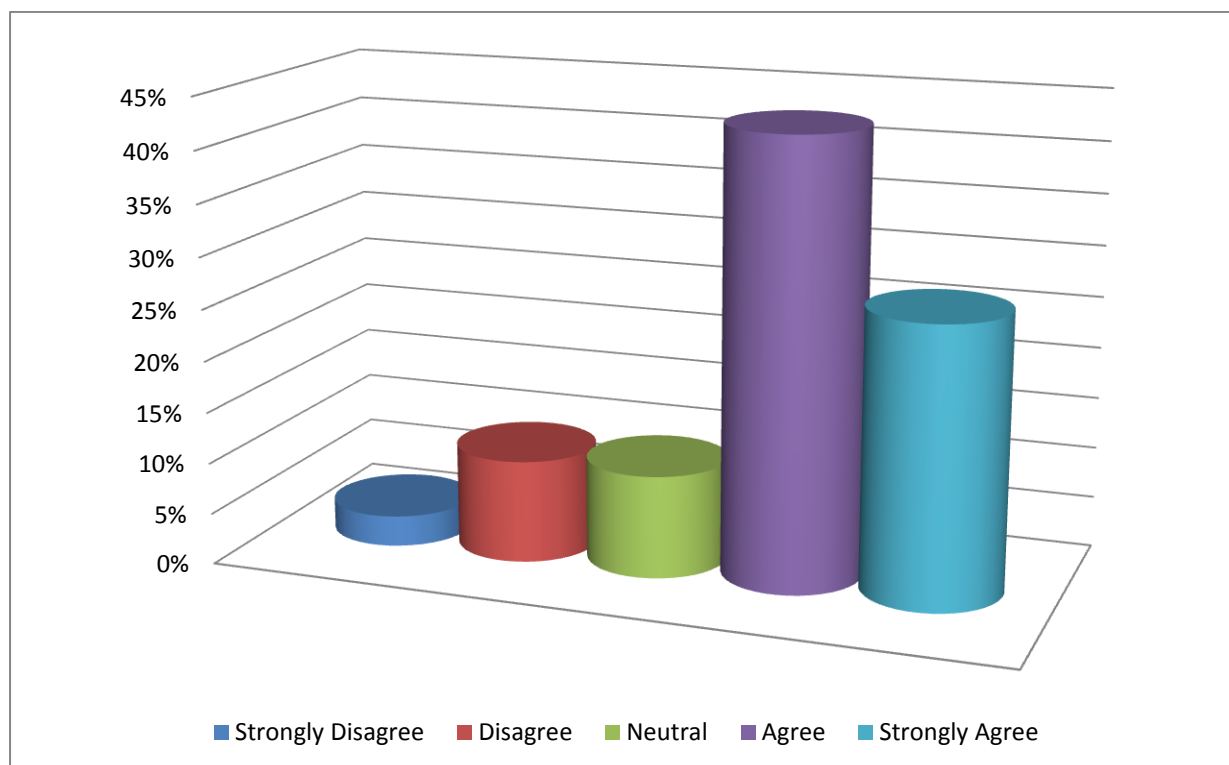
The findings therefore is that 3% of the participants disagree, 15% were neutral, 34.3% agreed and 45% strongly agreed, that there is a need for evaluation, planning and implementation of effective capacity building programmes to improve service delivery in the municipalities. There were 0% participants who strongly disagreed with the statement. The findings indicate that municipalities have not designed a clear articulated evaluations, planning and implementation of capacity development programmes, which would assist the municipalities to improve service delivery. This reveals that the municipalities implement capacity building programmes that are not

communicated across all stakeholders to ensure effectiveness of such training on municipal performance.

- (iv) It can be concluded that capacity building programmes offered by the municipality and support institutions are effective and improves the competencies of practitioners

The effect of capacity programmes on municipal practitioners was probed in the study. This statement was probed to develop the perception of practitioners on the effects of capacity building on the officials' performance. As discussed earlier, the effects of capacity building programmes should be measured by the extent at which it helps municipal officials and the municipalities as organisations to achieve their agreed objectives.

Figure 1.18 Can it be Concluded that Capacity Building Offered to Practitioners are Effective on Practitioners Performance



The results indicated that 26.9% strongly agreed, 43.3% agreed, 10.4% neutral, 10.4% disagreed and 3% strongly disagreed. There is overall satisfaction that the offered capacity building programmes have a positive impact on municipal officials' capacities in the selected municipalities, though space for development will always

exist. The findings may indicate that there is a need for increased concentration of capacity building programmes on a specific issue that will reduce the trending challenges of local government. When this perception is analysed against the indicators of challenges faced by local government it can be concluded that local government capacity building programmes needs to be intensified to ensure that competencies of municipal practitioners are adequate to deal with the persisting challenges of local government.

5.2.1.2.4 What Insight can be established to develop an effective capacity building model in Local Government?

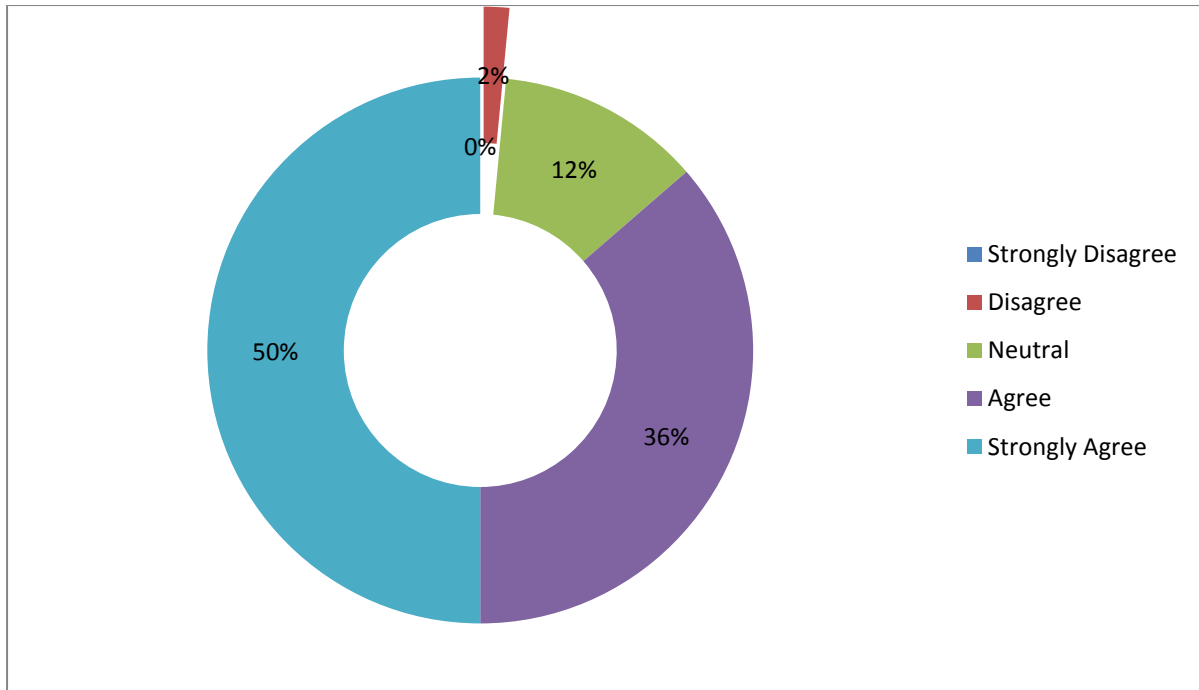
The purpose of research is also to provide alternative to the existing mechanisms to solve the prevailing problems of the world people live in. In the study statements relating to insight that can be contributed to develop an effective capacity models were probed. Firstly the study probed if practitioners have in their opinion that training should be conducted in the municipalities in order to improve the competencies of practitioners in local government. Secondly it probed if professionally accredited certification can improve officials commitment to training programmes. Thirdly it probed if it is necessary to establish a professional regulatory body for training in local government. Fourthly it probed if local government training should include sector specialisation as well as local government specifics. Finally it investigated if practitioners perceive that the objects and developmental role of local government prescribed by the Constitution are fundamental for capacitation in local government. The investigation on these subthemes indicated as follows.

- (i) It is in the opinion of the respondents that training should be done in order to improve competencies of practitioners in local government

The target of capacity building should be clearly set by municipal strategic plans and integrated into action with serviced delivery instruments such as the IDP. Local government capacity has been done through training. Though in most argument training is viewed as an approach which requires alignment with the environment and organisational dynamics and requires proper modelling to suit specific capacity needs, it is the most applied capacity building approach in the South African public sector. The provision of an effective training model and alignment of such training programmes to the specific capacity needs of local government training is critical for

local government to defeat their challenges with the limited human and material resources capacity.

Figure 1.19 Capacity Building for Improving Practitioners Competency



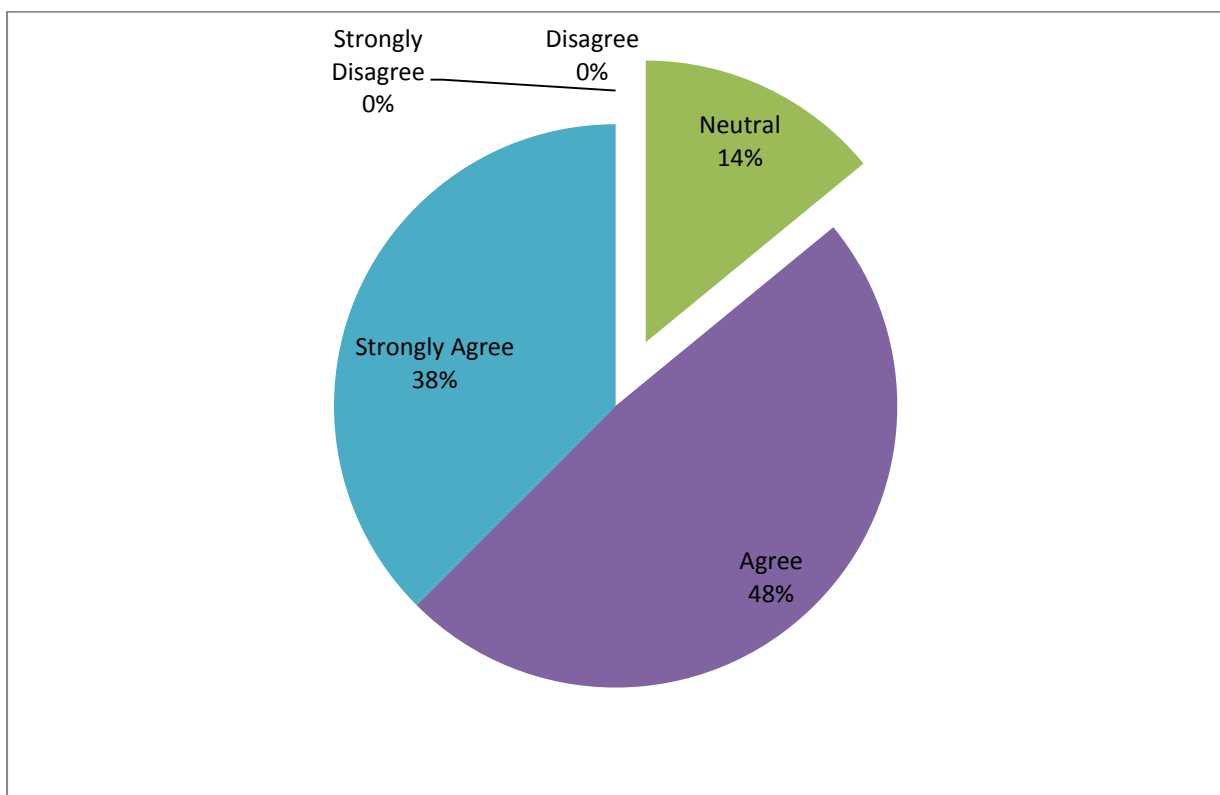
The findings shows that 50% of the practitioners strongly agree, 36% agreed, 12% neutral, 2% disagreed and 0% strongly disagreed. This represents an overall perception that capacity building training programmes should improve municipal practitioners' competency in dealing with the demands of local government practices. The current nature of service delivery and financial crisis in local government represents ill competencies of municipal officials. Municipal performance in South Africa is poorly represented by unwanted public unrests and bad financial audits which represents undying need for continuous development of municipal officials' competences in various areas of local government practice. These results therefore indicate that for local government performance to be improved municipalities should improve capacity building in terms of developing the existing workforce and filling in vacancy gaps in the municipalities.

- (ii) A professionally accredited certification can improve practitioners' commitment to training

Providing a structured capacity building training which are accredited by professional bodies like higher education institutions and sector training authorities (SETA)

certification in line with the national qualification framework (NQF), is one of the approaches used to recruit workforce to participate in capacity building. This approach has been used to attract the willingness of employees to commit them to training. Developing a structured capacity intervention that is with recognition into the qualification framework can improve the commitment and possibly the impact of capacity intervention on municipal practitioners' performance, where training and performance are integrated.

Figure 1.20 Professionally Accredited Certification has a Potential to Improve Practitioners Commitment to Training

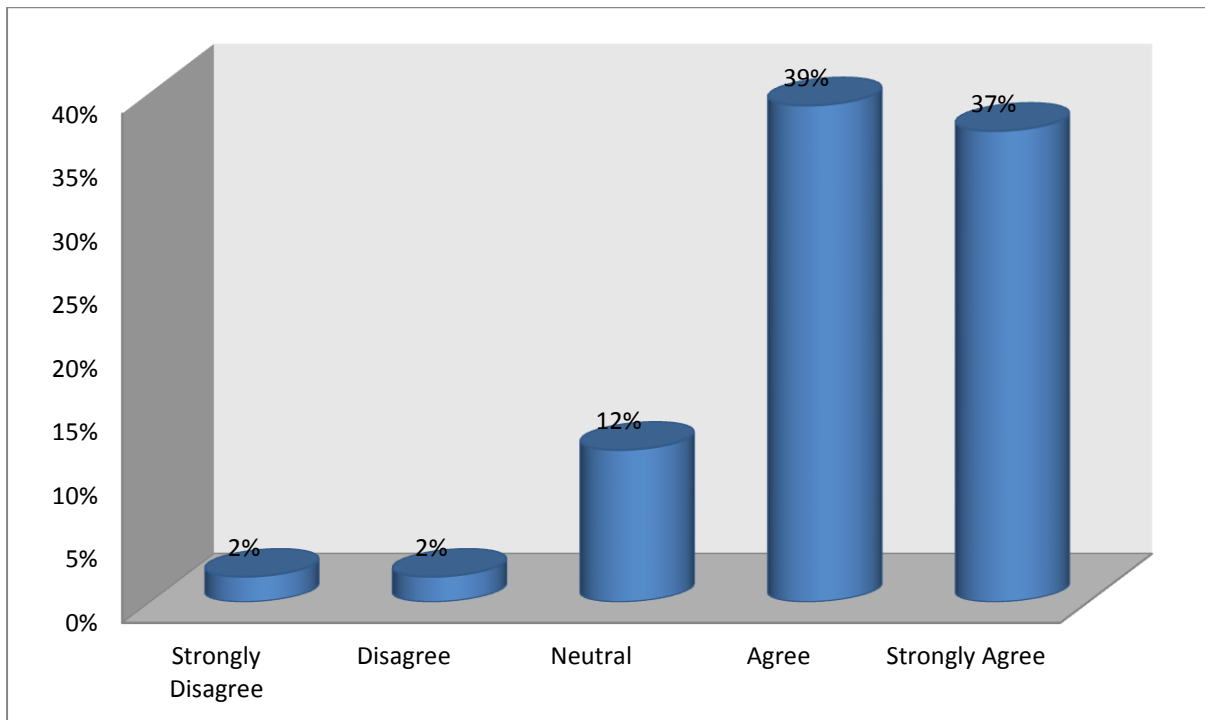


The findings shows that 48% of the participants agreed, 38% strongly agreed and 14% were neutral that an accredited certificate for training attended by officials can improve the level of commitment of officials to capacity building programmes. This indication proves that developing a certified programme for local government capacity development training can be useful to influence a positive stimulus on municipal practitioners' perception and attitude towards capacity programmes. The findings also reveal that motivation in local government can not only by monetary values system, but also by rewarding officials with a valued NQF certificate.

- (iii) It is essential to establish a professional body that regulates the training in local government

Professional bodies have been established to manage the quality of training provided to people on specialised field. Though it is not yet a general view point, local government required a special set of knowledge beyond the sector specialism that practitioners positions in municipalities. Developing local government as a profession will then require a set of skills and knowledge to be possessed by local government practitioners, this then is an avenue for professionalism and quality assurance in local government services. The improvement of specialised areas such as municipal financial ethics, and municipal public relations requires a specialised body to deal with such.

Figure 1.21 Is it Essential to Develop a Professional Body that Local Government Training?



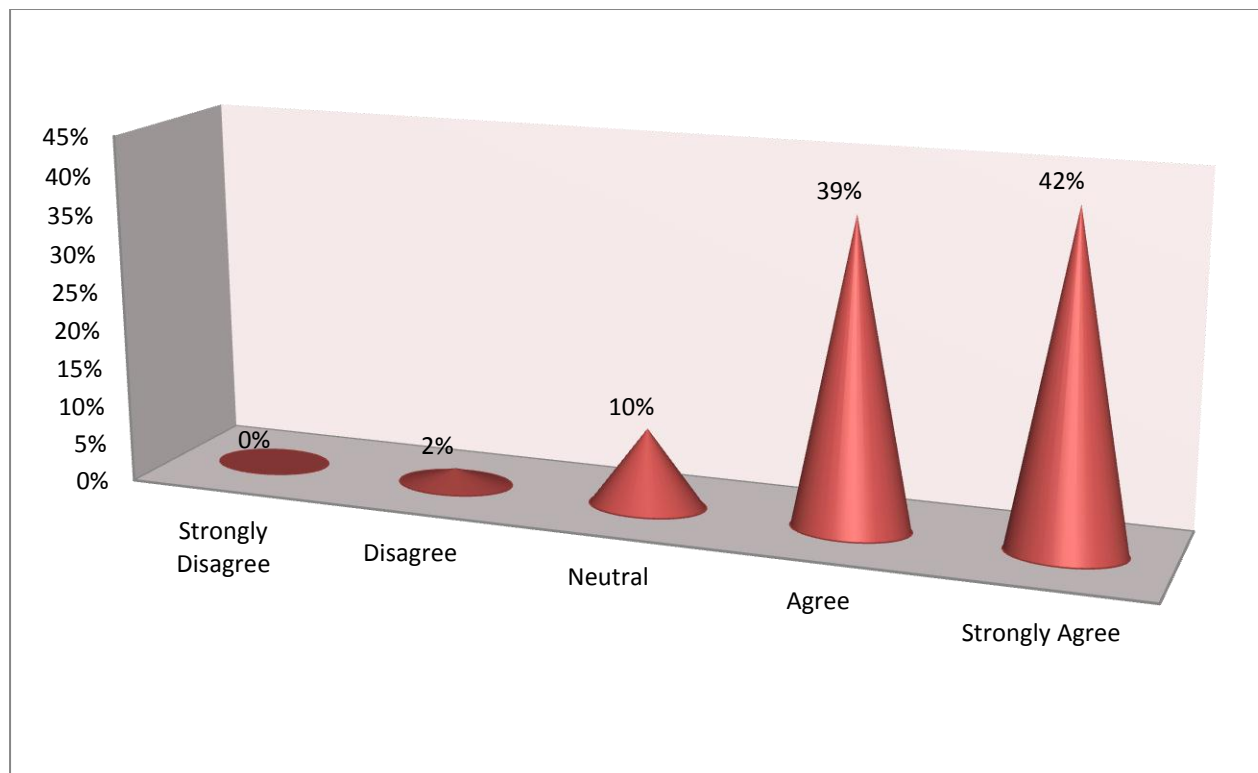
The findings of the study shows that 37% of the participants strongly agree, 39% agreed, 12% were neutral, 2% disagreed and another 2% strongly disagreed, that local government training requires professionalisation in South Africa. The agreement to the requirements of professionalisation of local government training reveals that municipal officials' find capacity building to be less formal and unprofessional. Further it may reveal that municipal officials feels that there is a lack

of professional quality in the training they receive and thus may lead to officials having a poor perceptions about the authenticity of the training programmes. Therefore the findings reveal that municipalities should develop an approach that could deal with these psychological aspects of capacity building training programmes on municipal practitioners.

- (iv) Local government training should include sector specialists as well as local government specifics

Local government as a specialised area of practice have various disciplines to apply in order to succeed. Therefore local government is a multiple subject field that require some other sector specialisation to be factored in their capacity building training programmes. In that light local government requires specialist in fields such as: Human Resource Management, Financial Management, Strategic Management, Investment Management, Engineering, Town planning and many others. However all this field specialisation requires a principle fit into local government principles in order to develop common grounds of the role and function of local government, and thereby align the specialisation into the field of local government.

Figure 1.22 Inclusions of Sector Specialisation and Local Government Specifics in Training

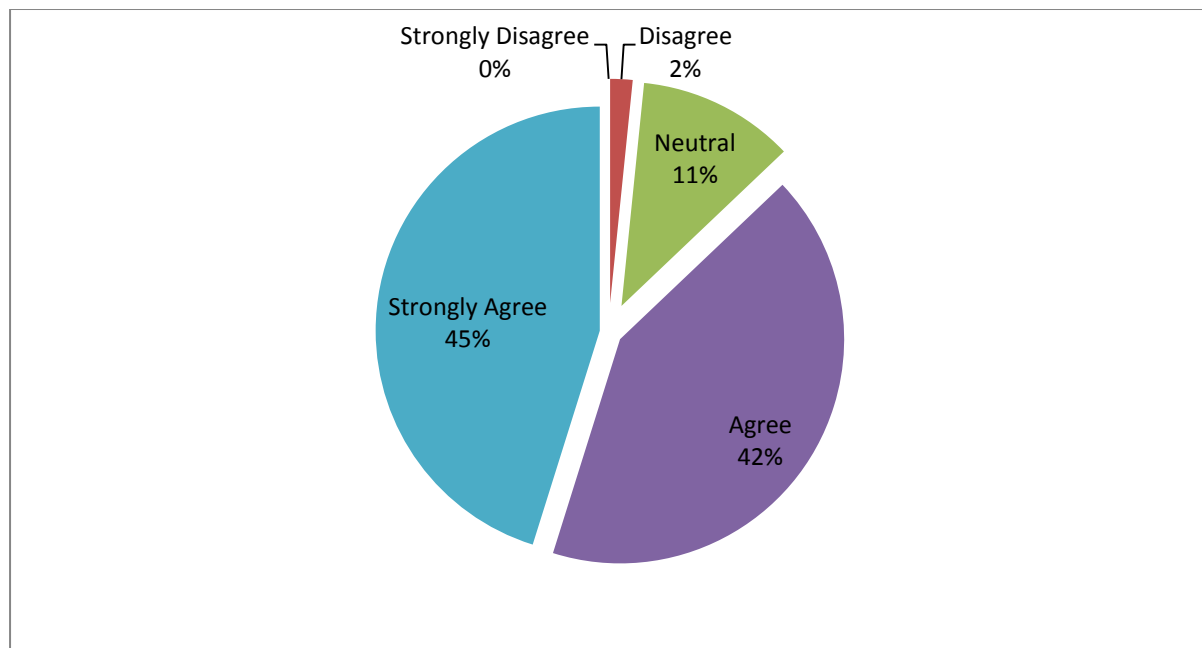


The results indicate that 42% strongly agree, 39% agreed, 10% were neutral 2% disagreed, and 0% strongly disagreed; that local government training should include sector specialisation and local government specifics. Therefore in general the officials agree that sector specialisation is required in local government training and should be factored into mainstream local government knowledge. This may indicate that officials understand that despite the fact that local government practitioners may have sector specialisation in their prior learning, there is a need to integrate such specialisation with specialised local government knowledge. The indicators further imply that prior learning on a specialised field such as finance or Human Resource Management should be recognised with a need to be introduced to local government issues and approaches of operations.

- (v) The objects and developmental role of local government prescribed by the Constitution are fundamental for capacitation in local government

The Constitution of 1996 prescribed the objects and developmental role of local government in South Africa. This constitutional mandate forms basis for the existence and use of municipalities in South Africa.

Figure 1.23 The Objects and Developmental Role of Local Government as Fundamental to Capacity Building



The study shows that 45% of the participants strongly agreed, 42% agreed, 11% were neutral, 2% disagreed and 0% strongly disagreed, that the objects and

developmental role of local government as described by the Constitution of 1996 are fundamental for local government capacity building. Generally the participants responded in favour of the statement. These indicators reveal that the municipal officials recognise the need for local government knowledge to depart for the provisions of the Constitution of South Africa (1996). These findings also may highlight that there is lack of integration of the objects of local government with the capacity building programmes offered in the municipalities. These finding also confirms that there is no coordination between the municipalities' strategic planning and capacity building because in case these were coordinated the local government objects would be clearly represented in the capacity building training programmes offered by the municipalities and supporting institutions.

5.2.1.3 Competency-Based Training as a Model for Capacity Building Programmes in The South African Local Government

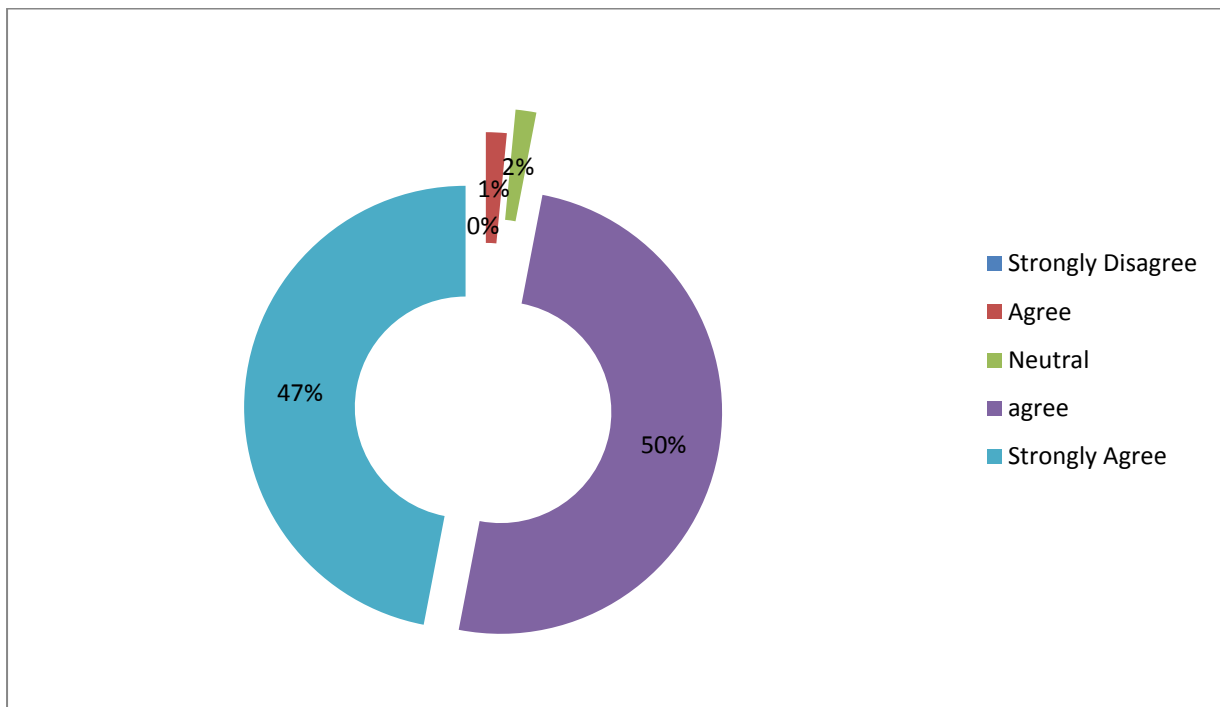
Competency-Based training has indicated previously in the research that it is proposed as a potential model for capacity building programmes in South Africa, as it is used in other countries. In the questionnaire CBT is defined so as to develop a common understanding with the officials as this model is not used by the South African local government. The investigation in this part of the study was done in order to assist the researcher to develop recommendations of CBT as a model for capacity building programmes in South Africa. The questionnaire probed in this question firstly a definition for CBT for officials to understand what the research is investigating. Secondly the questionnaires investigated if CBT can be used for skills development in local government. Thirdly if CBT can improve capacity building processes in local government. Fourthly the questionnaire investigated if CBT is linkable with the practice of local government. Finally the questionnaire studied if CBT can be recommended as a model for capacity building in local government.

5.2.1.3.1 The definition provided for CBT is clear and understandable

The questionnaire's definition of CBT is that CBT is based on a fundamental principle of demonstrating capability. It requires employees to first demonstrate their ability to perform a specific task in order to determine the required intervention. It further consider demonstration as a useful tool for evaluating effects therefore of intervention. It is defined as a system for organising, evaluating and instructing

aimed at improving knowledge, skills and behaviour for an individual to compete in completion of a specified task. Therefore CBT as a training system places emphasis on specification, learning and demonstration of competencies that are of central importance to the given task, activity or career.

Figure 1.24 The Clarity of the Definition Provided for CBT



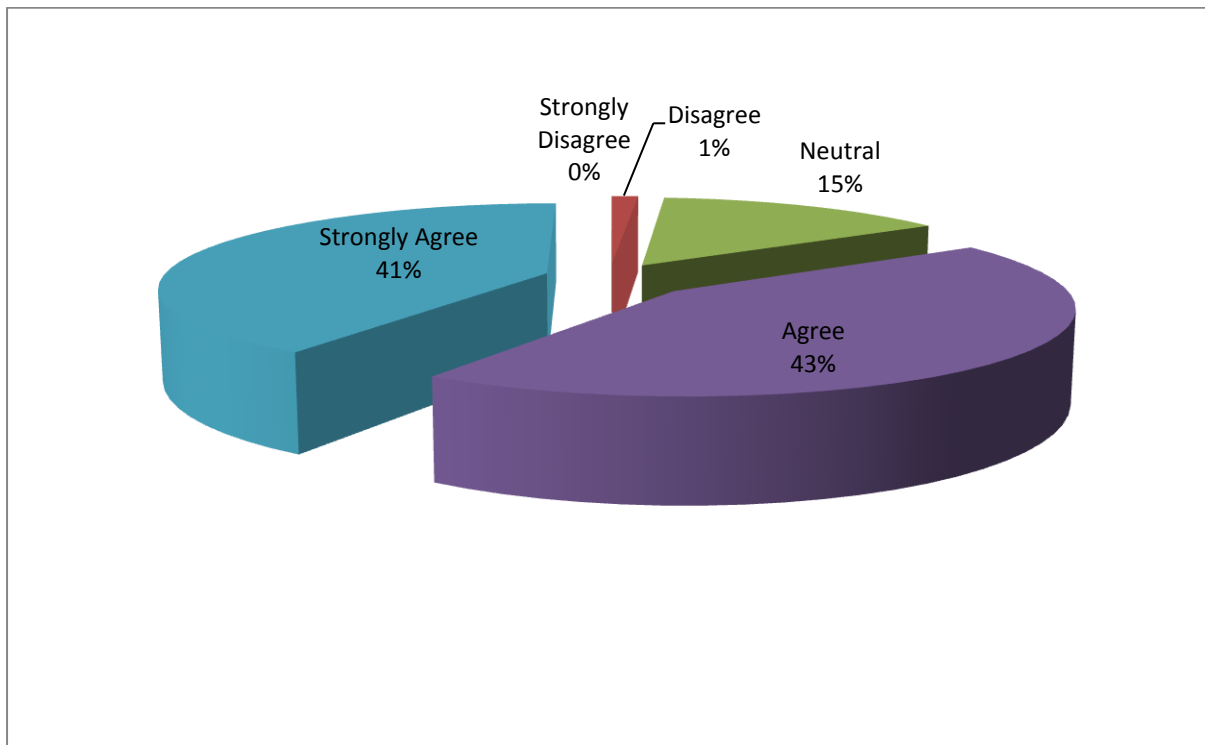
The findings shows that 47% of the participants strongly agreed, 50% of agreed, 2% were neutral, 1% disagreed, and 0% strongly disagreed; that they clearly understood the definition of CBT provided in the questionnaire. A convincing majority of the participants indicated that they clearly understood the definition and captured the meaning of CBT. These indicators reveal that municipal officials in the local municipalities have no difficulties of reading and understanding clearly presented concepts. Secondly the finding reveals that training reading materials in capacity building programmes can be used with expectation of a very little number of municipal officials' incapability to use such material, where reading is a barrier.

5.2.1.3.2 CBT can be useful in developing skills in local government

Training is an intended intervention to improve individuals' ability to thrive in a given task. Training does not always guarantee a progress in the changing individuals'

performance. However developing training programmes that are effective requires a thoughtful approach that would integrate the learning of the trained individual with the required job output following the training programmes. The statement investigated the opinion of the officials, if CBT can be useful in local government skills development.

Figure 1.25 The Usefulness of CBT of Local Government Skills Development



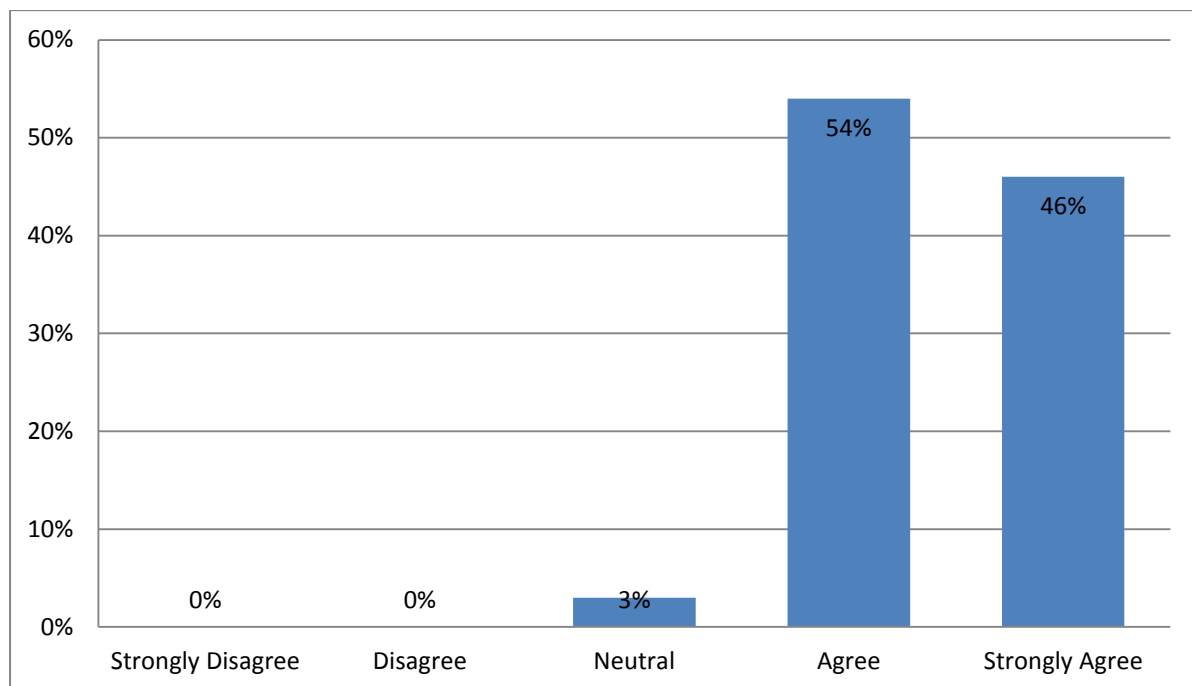
The findings indicate that 41% of the participants strongly agree, 43% agree, 15% neutral, and 1% disagree. Competency-based training as a model emphasises on the ability of employees to demonstrate their capacity to deliver a particular objective and thereby developing an intervention as per the required skills development for each employees. The method can be used to reduce unwanted costs of unnecessary intervention to municipal officials. The findings reveals that the officials understand that there is a need for a model that could shape capacity building training programmes to ensure that they are effective on municipal official skills.

5.2.1.3.3 Can CBT improve capacity building process in Local government?

The results of the study proved that capacity building programmes are effective to a certain effect to the municipal officials, however still need reforms to maximise their

influence especially with sustainably dealing with local government challenges. This inadequacy of influence by capacity building programmes in local government highlights the unavailability of a grounded model that is used to deal with every evolving challenges of local government as such a challenge free local government becomes a dream to be achieved. CBT can be instrumental in improving capacity building as it focus on the competency ill of officials by evaluating the needs by observing work and identifying gabs.

Figure 1.26 CBT in Improving Capacity Building Process in Local Government



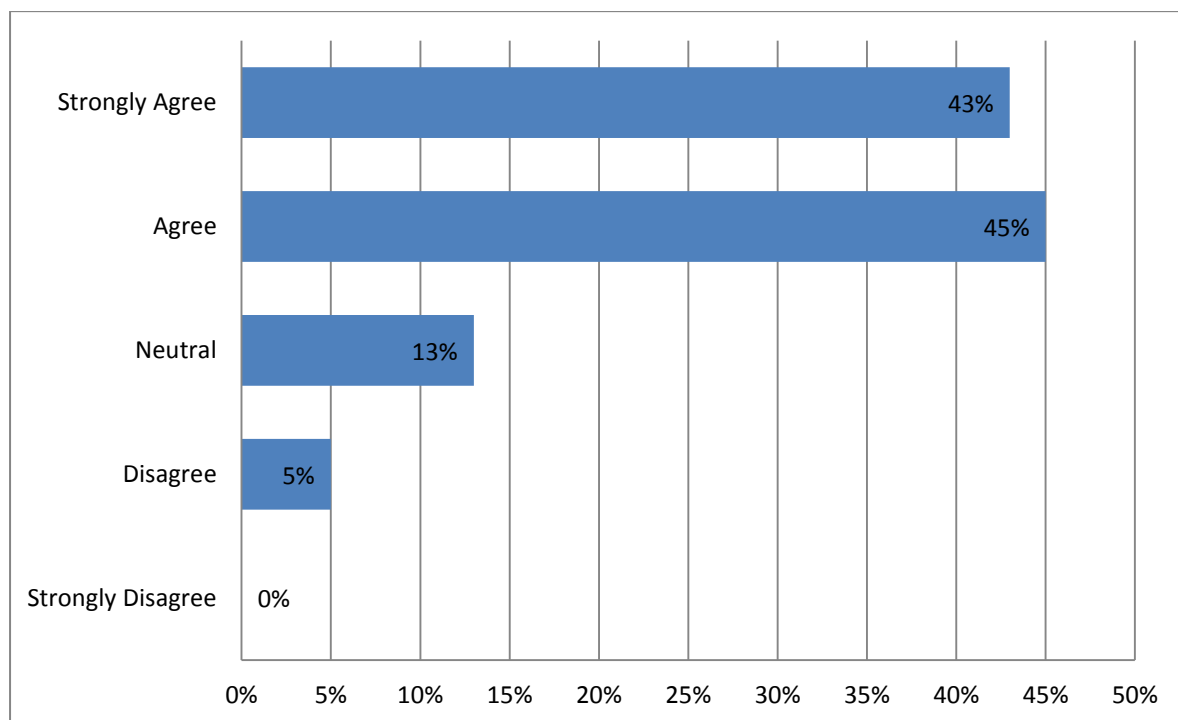
The results above shows that 46% Strongly Agree, 54 % agreed, 3% were neutral, 0% disagreed and that CBT can improve capacity building processes in local government. These findings indicated that the use of theoretical bases of recommendation; boost the confidences of practitioners on the ability of capacity intervention to change their work challenges. This may also reveal that municipal official perceives grounded methods of training as the ones with the ability to change their competencies to deal with challenges they face in their daily discharge of duties. Improving the capacity building in local government requires to be modelled in such a way that municipal officials are offered a skill to coevolve with the changing dynamics of local government and its environment being the government system of South Africa. While at the same time modelling these training also require

understanding that local government has to be aligned with ensuring that local communities and their priorities are accommodated, therefore the integration of democratic pillars of local government, planning and implementation has to be considered critical.

5.2.1.3.4 Can CBT be linkable with the practices of local government?

The ability to establish the relations between the methods of training with the specifics of particular subjects is important for the learning of the trainees and achieving effective results. Competency based training can be linked to local government practices as it focuses of the demonstrated capacity of practitioners to deliver a particular required task, therefore it deals with developing the practitioners capacity challenge's and the causes to incompetency. Therefore knowledge and performance capacity in CBT is addressed simultaneously.

Figure 1.27 CBT as Linkable to Local Government Practice



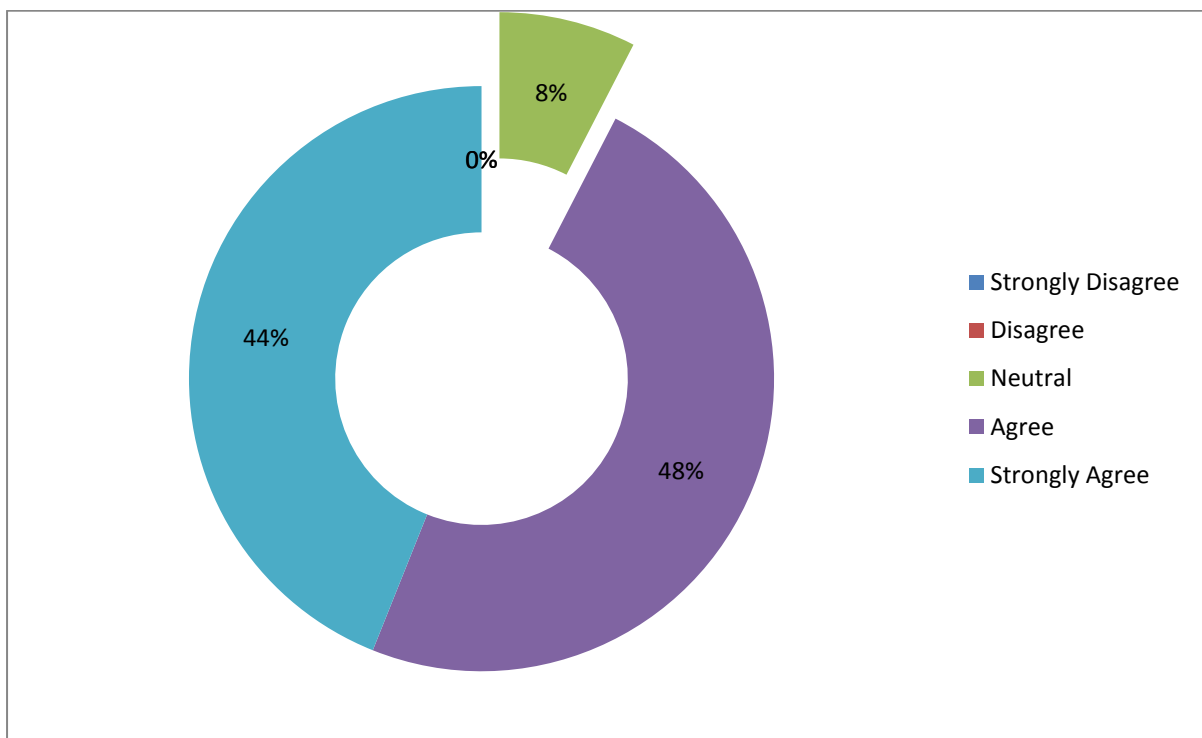
The results above indicates that 43% strongly agreed, 45% agree, 13% were neutral, and 5% disagreed and there were 0% percent of participants who strongly disagreed, that CBT can be linked with local government practice in south African and therefore can be useful for capacity building. These findings reveals that

practitioners in local government understands that there is a need to link training with practice and order to ensure that training addresses prevailing practice issues. This also reveals that there is a link between the inabilities of capacity building programmes to effectively help officials to eradicate challenges of local government and the lack of coordination of training programmes and the practice of local government.

5.2.1.3.5 Can CBT be recommended as a model for capacity building in local government

The participants were asked if they could recommend CBT as a model for capacity building, therefore the findings are presented in the following.

Figure 1.28 Recommendation of CBT as a Possible Model for Capacity Building in Local Government



A statement was probed to test if officials could recommend CBT as a model for capacity building in the South Africa local government and the findings were: 44% of the participants strongly agreed, 48% agreed and 11% were neutral. Therefore in general the participants greatly found CBT as a recommendable model for capacity building training programmes in the South African local government. These findings indicate that municipal officials in the selected municipalities find CBT

recommendable as a model to deal with capacity building programmes in the municipalities. This also confirms that the research could be able to further recommend CBT as a model for capacity building in local government.

5.2.2 Recommendations by the participants

Capacity building programmes as proved in the study is critical and requires important adjustments in the selected municipalities of the study. The questionnaire provided an opportunity for participants to provide comments in relation to the study, which was optional provision. Only 8 participants provided such comments on the study. Some of the captured comments are presented in the following order:

- Training came out as an important to participants. Participants recommended that a differentiated approach of training needs to be established.
- The officials recommended that municipal capacity building should form basis for strategy and organisational strategic risk management.
- The officials recommended a need for strong partnership and stake holder relations.
- Officials recommended that if CBT can be implemented with specifics for municipalities, local government practitioners could be well capacitated and that could reduce service delivery protest”

5.2.3 Data Collected through Face-to-Face Interviews

The purpose of this part of the study is to present and analyse data collected through interviewing officials to establish their experience in relation to capacity building. The face-to-face interviews were conducted with three members of the troika (a committee made of the Mayor, Speaker, Chief Whip, and Municipal Manager) of the Capricorn District Municipality and SALGA officials to establish the nature of capacity building at strategic level in the Capricorn District Municipality. Three members of the troika in CDM and two officials from SALGA were interviewed. The interviews were conducted through a semi structured interview question approach. The findings are presented as follows.

5.2.3.1 Interviews with CDM Troika Members

The interviews were conducted with the troika members of the municipality. This collective was targeted as it is constituted of both political and management leadership of the municipality. The interviews were conducted under the guidelines

of open ended questions, and are thus provided in two major themes. The themes covered were focused on the municipal officials understanding of capacity building and its effects on the municipal service delivery. Secondly the interviews focused on Competency-Based Training as a model for capacity building in local government.

5.2.3.1.1 The officials understanding of capacity building

The members of troika in CDM was interview, to develop the understanding of the capacity building as applied to development of skills to overcome challenges in the municipalities within the district. The findings of this interviews serves also to strengthen the findings from the questionnaires distributed to the selected municipalities. The interviews covered first, the understanding of the nature of capacity building at strategic levels of municipalities in South Africa. Secondly the interview enquired if there were capacity deficiencies in the politics and administration relations interface duties of the municipality. Thirdly the interview inquired if the municipality had capacity challenges. Fourthly the interview requested to officials to describe the impact of capacity building interventions on service delivery. Finally the interviews examined if lack of capacity as a challenge for improving service delivery in the municipal jurisdiction.

- (i) The understanding of officials of the nature of capacity building at strategic level of municipalities in South Africa.

The interview required officials to describe their perception about the nature and capacity building at the strategic level of municipalities in South Africa. The officials found the scope of capacity building to be the weakness of local government development and service delivery in South Africa, in the sense that it lacks clear legislative direction that covers the approach that should be used in training and ensuring sustainable strength of municipalities. They further noted that there is a black space that separate the academic and practice in local government as such practice of capacity building lacks conceptual logic and relevance to the current trends of local government. Officials revealed that causes of the recent developments about a municipalities which are disbanded and merged to other municipalities, were result of lack of capacity. They further noted that the inclusion of parts of the municipalities in other municipalities will constrain the capacity in the municipalities that are given further responsibilities. Officials argues that even though the national government promises increased grants, responsibility of applying funds

to service delivery requires a good level of human resource capacity to handle a larger municipal demarcation. The findings clearly indicated that the officials have a clear understanding of local government strategic position in South Africa and the role of capacity building thereof.

(ii) Capacity Deficiencies in the politics and administration relations in discharging duties in the municipality

Politics and administration interface is a critical aspect of local government in a democratic society. Politicians are expected to ensure that the communities are well represented in local government while the administration should ensure that municipalities are operated effectively and efficiently. The officials brought forth that there is always a challenge in the politics administration interface. The challenge highlighted was that councillors are normally with lowest level education (or none) and almost impossible to train. The officials also alluded that most of the councillors are clouded by their supremacy such that they fail to pay attention to the nature of interface between administrations. Administration in the municipalities is said to be constrained by the political deployed that are not qualified and inexperienced to discharge duties. These findings indicate that there is a need for a framework that limits the relations between politics and administration.

(iii) Capacity Challenges in the municipality

The official understands local government to be a multiple subject issue that should be addressed by developing a multiple of capacity challenges in an integrated manner. The officials with such an understanding of the concept noted that municipalities in the district are faced with huge capacity challenges that need to be addressed through assorted intervention by the different levels of government as well as other institutions capable of developing the capacity of the municipalities to deliver expected services to the public. There was an overwhelming note on the importance of universities' role in the development of capacity in local government, through formal training of students and vocations as well as on the job training. This contribution indicates that though there is a little impact of capacity building in the municipalities, there is a need for universities to assist in the development of capacity in local government and that capacity building requires proper analysis of capacity needs and the desired intervention.

(iv) Impact of capacity building on service delivery

Service delivery in the South African municipalities is one of the most growing challenges in the post 1994. Capacity building efforts should be addressed to dealing with such challenges. The officials indicated that on the areas which capacity building programmes have been there has been slight improvement. The officials indicated that they believe that ineffectiveness of capacity building programmes is a result of lack of planning and coordination between the required work and the skills to be improved. The officials also mentioned that the municipalities do not have an assessment tool that is used to determine skills needs from officials. There was an agreement that capacity building in local government must be modelled and that research by universities and capable institutions should be used as the basis for skills development in the municipalities. The findings indicate that indeed municipalities have capacity challenges and the efforts for healing capacity ills in the municipalities are not adequate and require a multiple of stakeholder to intervene.

(v) Lack of capacity building programmes as a challenge for improving service delivery in the municipality

The officials indicated that there are capacity building programmes taking place in the municipalities though, there has been some given to poor service providers. The municipal officials indicate that mostly the municipalities in the district do not spend a big part of their capacity building funding. Lack of ability to develop an approvable capacity programme by managers as well as lack agreement between middle and senior management about which skills need to be addressed remains a challenge to capacity building. The municipalities report financial management training as their major capacity building projects every year for the past ten years. The take therefore is that even officials who are not employed to financial management position are trained for financial management. These findings reveal that there is a lack of relevancy in the capacity building programmes. They further indicate that there are service providers who are money takers that those which would help the municipalities improve their service delivery. The need therefore for professionalisation of capacity building training to ensure that service providers provide quality training that will change situation in local government.

5.2.3.1.2 Competency-Based Training as a model for capacity building in local government

CBT as a training model is based on the fundamental principle of demonstrating capability. It requires employees to first demonstrate their ability to perform a specific task in order to determine the required intervention. Demonstration is then considered as an instrument through which the effects of training can be observed and be thus adjusted to ensure optimal result. This part of the interview provided a comprehensive definition of CBT to the officials in order to secure common understanding of the subject to be discussed. The interview used the following questions: (i) Do you understand what is CBT? (ii) What do you think CBT can offer in developing capacity building programmes in the South African local government? (iii) Whose role is it to develop capacity development models? (iv) Do you think it should be a municipal culture to model training initiatives? (v) Can you recommend CBT as a model for evaluating, training, assessing and measuring capacity building initiatives in the South African local government? The findings are discussed in the following.

(i) Officials understanding of CBT

In the discussion of CBT as a possible model, the research introduced CBT by defining and discussing its key positions, and asked the officials in both the institutions to comment on their understanding of CBT. The officials appreciated the explanation and interpreted the elements of CBT into the training requirements of the municipalities. They all provided that CBT could be one possible alternative approach to deal with capacity in local government given that there a willing political culture to use research based systems to improve service delivery. Officials stated that the challenges of capacity in local government depend largely on political will constrained by upper political bodies that regulate local government at provincial and national level. An example was sited that when capacity building programme is offered it does give knowledge to the officials however, municipalities needs a lot of processes to implement the new knowledge gained from training.

(ii) What can CBT offer in Developing Capacity Building programmes in local government

Officials indicated that they understood CBT to could help municipalities eradicate capacity building ills that exist in their current programmes. The officials commented

that capacity building programmes in the municipalities are challenged by lack of well-designed tools for skills audit, training design, intervention and post capacity building intervention measures to ensure effectiveness of their programmes. Officials urged that there is an emergency of higher education and research institution to investigate models resembling the characters of CBT to help municipalities out of their current state. The officials admitted that municipalities have deeper challenges than can be viewed by they themselves and they require partnership that would mussel them to defeat their challenges. These findings indicates that there challenges of local government are of a complex nature. By the words of the officials saying that the challenges are more than that which can be actualised. This means that components of the challenges becomes greater than the whole as they coevolve with the environment and thus requires researchers and policy makers to shift their thinking about solutions on local government issues.

(iii) The role players on developing models of capacity building

Models and theories for changing the world requires specialised attention from academics and practitioners. The officials identified the national and provincial governments as important actors in capacity building. They note that sector specialised bodies like accounting, HR, and engineering are essential partners which are usually ignored in capacity building. The officials urged that researchers, research institutions and universities are important role players in capacity building; as such they should be able to conduct studies and recommend models for capacity building. The official however indicated that universities should however simplify and present their models to the relevant people so to ensure that municipalities understand and can use their recommendations. These findings indicated that municipalities require a multi-stakeholder action in developing capacity building models to ensure that every aspect of competency deficiencies in municipalities is covered. It also indicated the urgency of universities to start working with the municipalities to establish approaches grounded with resent developments in theory and research to improve capacity building practices.

(iv) Training models as a municipal culture

Research based approaches to capacity building are a point of developing a progressive culture in municipalities. Evidence shows that research based solutions in social problems yield sustainable results. For municipalities to culture modelling

their capacity building would be one step forward. The officials indicated that institutionalisation of models requires that municipalities house researchers that would specialise in developing models for municipalities. They noted that partnerships with research institutions have proved impossible because of the inability of their legal decisions to speed up relations contracts. The results of these delays end-up have politically motivated conflicts which kills the whole process. These findings indicated that establishing a municipal culture embraces research and modelling solutions to challenges is challenging and almost impossible. These also indicate that for researchers and universities to be working with municipalities there is a need to establish an enabling political environment cultured towards research.

(v) Recommending CBT as a model for capacity building in local government CBT as a model for capacity building was discussed extensively in the interview with the municipal officials. The official noted that recommending CBT as a model is not a problem. According discussion about CBT the municipal officials indicated that they believe that it could be a great instrument to deal with the challenges of local government capacity. The welcome of this model of training by the officials indicated the need for more attention of researchers to research on training and development of grounded models of capacity building training models. The findings also indicated that municipalities have a need for research in particular that which would assist deal with competency challenges. The challenges of local government indicated by the rising poverty and inability of communities to thrive the changing economic, social and political landscape indicated the need for joint relations by various stakeholders of local government. Municipalities are clearly failing cater for the communities, while the communities also do not afford municipal bills. Service delivery unrests and financial instabilities are at their climax and need culmination.

5.2.3.2 *Interviews with SALGA officials*

SALGA has an institutional responsibility to create a professional and providing local government in South Africa. It is therefore the role of local government to empower municipalities to perform their best in service delivery and resilience in the many ills faced by local government of today. The study interviewed two officials in the SALGA Limpopo office. The interview was derived from two major themes namely;

capacity building and Competency-Based Training as a model for capacity building. The findings are discussed in the following.

5.2.3.2.1 Interviews on Local Government Capacity Building

The interviews conducted about capacity building in local government with the SALGA officials to establish their perception about capacity building in the selected area of the study. The interviews were guided by the following questions: (i) What is the officials understanding of the nature of capacity strength and weakness in the South African local government, (ii) What is the officials understanding of capacity building in local government, (iii) Do municipalities in the area of operations of the SALGA officials have capacity deficiencies, (iv) What is the role of SALGA in capacity building of the municipalities in the area (v) Does SALGA have a mechanism or a model that is applied for in training and development of municipal officials in the area. The findings are presented as follows.

- (i) Officials understanding of the nature of capacity strengths and weaknesses in the South African local government

The officials were questioned if they understand the nature of capacity strength and weaknesses in the South African local government. The officials indicated that the state of local government currently is shaking and that the focus of most strategic officials is now beginning to focus on the coming local government elections. The officials pointed two issues about the strength of local government. First the officials indicated that local government in the post-1994 are capable of take necessary actions to deal with the imbalances of the past, and so eradicate poverty in their local communities. The officials mentioned that though there are financial and lack of political consensus about how local government should deal with the issues, municipalities can be empowered to deal with their issues. Secondly the officials indicated that municipalities have great skills deficiencies which aggravate capacity weakness in the area. They alluded to that being caused mostly by the influence of politics on municipal operations.

- (ii) The officials understanding of capacity building in local government

The officials demonstrated the understanding of capacity building in local government. Officials indicated that the concept is about intervention that can be

made municipalities reach their goals. The officials indicated that the foundation of understanding capacity should begin with the way in which local government is conceptualised by practitioners, academics and society. Officials are of the opinion that capacity building in local government fails because there is lack of stakeholder engagement in the processes of capacity building. In that sense capacity building in local government does not cater the understanding of municipalities by communities and training institutions, which leads to misconceptions. The officials indicated that though their institution is responsible for capacity building they have limited resources, and municipalities are not willing to finance capacity building even though they budget extensively for it.

(iii) Capacity deficiencies in the Area (Limpopo)

The municipal officials indicated that there are capacity challenges where the major areas of challenges were financial management, revenue collection and policy development. The officials mentioned that due to this there are municipalities which are being disbanded including one which was forming part of the study. The official indicated that challenges of capacity faced by municipalities range from the political functioning of the municipalities to administration. They mention that none of the municipality has a strict promotion or placement policy that is resistant to conflict by political elites. Politics emerges in these findings a major contributor to deficiencies and weakening capacity of local government in the area. This indicates that there is no clear indication for role players in the politics and administration function of the municipalities.

(iv) The role of SAGA in capacity building

The SALGA officials stressed the role of their institution in the strategic development of capacity as a major priority in the country. The officials admitted that even though there is progress in capacity the programmes are offered on a crisis basis. They recommended that skills issues should be given a long-term strategic approach, will assist municipalities to achieve their objectives using internal structures of capacity development. This indicated that municipalities have no long-term plan that indicates their capacity development and articulation over time. This therefore develops a need for policy development that emphasise long-term planning of capacity building in local government that would assist in pathing local government capacity building programmes.

- (v) Mechanism or a model that SALGA use for capacity building in the municipalities

The officials clearly indicated that they do not have a model for capacity building that they apply to assist local government. They indicated that in many instances they only advice municipalities to engage in a capacity building programme where they have received news that there is a crisis, such as bad audit outcome, or service delivery protests. The officials also indicated that as their main functions is basically advisory; they do not really train officials themselves, but outsource training. These findings confirm that neither municipalities nor SALGA has capacity to train, but rely heavily on private service providers. Therefore a conclusion can be drawn that local government capacity challenges cannot be eliminated as it is a business to private service provides.

5.2.3.2.2 Interviews on Competency-Based Training

CBT is recognised in this study as a model that can help improve capacity building raining models. Interviews were conducted with the SALGA officials to establish if the understand and could recommend CBT as a model for capacity building. The interviews were shaped by the following questions; (i) what is the officials understanding of CBT, (ii) What can CBT offer in development of capacity building programmes in the south African local government, (iii) whose role is it to develop training models in local government, (iv) should municipalities institutionalise modelling capacity building, (v) Is CBT recommendable as a model for capacity building in local government, (vi) Do officials have any idea that can be used to improve capacity building in local government. The findings are presented in the following.

- (i) The officials understanding of CBT

The interview introduced Competency-Based Training to officials as a model based on the ability of officials to demonstrate ability to deliver required work. The officials clear understood the concept and indicated that it sound a good approach though they are not sure of its effects. The officials indicated that they have not been given an opportunity to participate in developing any kind of a model that could assist local government performance. In their view the study is one step forward, that it gave them hope and new thinking that maybe they must engage in investigating possible

models for training in local government. These findings therefore confirmed the need for a model of capacity building training in the South African local government.

(ii) Can CBT Contribute to the development of capacity building programmes

The officials indicated that they find CBT to a possible approach that can help local government deal with capacity challenges. The officials indicated that as CBT deals with the demonstrated ability to do a particular task, it makes it easy to pick which dimension of capacity needs intervention. They informed that mostly capacity is basically a human resource activity, while the other subjects of the concepts also have to be included when evaluating capacity building needs in local government. The findings indicated that CBT has to be tested for recommendation as a model for capacity building and that there is clearly a need for research in capacity building that include that other dimensions of capacity building.

(iii) Role players in developing models for capacity building programmes

The officials clearly indicated that their institution is more of an advisory institution, with major activities being capacity building and more of a labour council. The officials however mentioned that because of their hybrid role in local government there is no real clarity of their part of capacity building. However the officials made it clear that their institution is incapable of developing models and that they would rather let universities and research institutes be the ones taking the responsibility of developing training models. The official made it clear that this however would need municipalities to develop an enabling environment for this to take place. This findings indicates that there is a need for role clarification between SALGA and municipalities. The findings also confirmed that there is a need for broadening stakeholder participation in local government capacity building.

(iv) Institutionalisation of training models in the municipalities

The officials were questioned if training models like CBT could be institutionalised by municipalities. The officials agreed that municipalities should institutionalise models. The officials indicated that municipalities in South Africa need to institute research and innovation as a component that complements the objects and developmental role of local government prescribed by the Constitution. The officials indicated that institutionalisation of training models in municipalities could assist in developing long-term programmes of capacity building and help shape such programmes as they are

implemented. These indicators confirmed that there are no models of training applied in the municipalities and therefore there is a need for development of well structure capacity building training programmes.

(v) Recommendations of CBT as a model for capacity building in local government

The officials were asked if they could recommend CBT as a model for capacity building training in the municipalities. The officials indicated that because of the feature of CBT that seems better than the current situation of not having a model, CBT can be recommended for training in local government. The officials further urged that a summarised version of the study in particular the recommendations should be share with their institution and the municipalities involved in order to develop a greater understanding of CBT. These results indicated that the researcher can go on and recommend CBT as a training model for capacity building. The study also revealed that the officials have an interest in findings of studies on their area of practice.

(vi) Idea that the officials think or beliefs can improve capacity building in local government

The officials were requested to provide any idea they believe can help improve capacity building. The officials indicated a greater need for regulation of political intervention on the administrative operations of local government. The officials pointed out that strong stakeholder relations that includes universities and researchers should be established by their institution and municipalities to help deal with capacity deficiencies. The officials indicated that for this also to work the provincial and national government should establish new research based cultures that seek to improve governance and promote a possible growing environment for local government in South Africa. The findings indicated that the officials believe that research and multi-stakeholders can help local government with capacity building challenges. The findings also emphasised on the need to change the nature in which politics interfere with administration in municipalities administrative operations. The findings also urged the role of provincial and national government on establishing an enabling environment for governance and capacity enhancement in local government.

5.3 CONCLUSION

The findings of the study covered the objectives of the study and have discovered that local government is facing challenges in dealing with capacity issues. There are differences about the effects of capacity building by the deferent levels of employment. The qualitative data strengthened the findings that challenges of capacity building in local government need to be address using a formulated method that objectively covers challenges of a medium to long-term goals of the municipalities. SALGA officials confirmed their direct involvement with local government capacity, though such intervention is mostly based on assisting municipalities to recover from crisis. The officials also strongly recommended that CBT could be useful to capacity building in local government.

The following chapter will provide conclusions and recommendations. An outlined of a competency based approached will provided in the guidelines of the complexity theory.

CHAPTER SIX: SUMMARY, RECOMMENDATIONS AND CONCLUSION

6.1 INTRODUCTION

Capacity building programmes in the South African local government is one of the strategies placed to bridge deficiencies of service delivery and productivity, however such activity has shown deficiencies on the biases of the findings of this study. These deficiencies highlight the complexity, dynamics and emergence nature of local government. Lack of theoretically grounded models for capacity building fuels further the bifurcation of the equilibrium of available capacity and its development and needs in local government. The focus of this chapter is to draw conclusions based on the research findings and literature review on capacity building in local government. The use of systems thinking and complex systems theory in understanding local government and its capacity challenges was applied as a theoretical grounding for the thinking in this research. Therefore the conclusions made and recommendations are based on such theoretical grounds. This chapter also is to outline the context at which Competency-Based Training could be used as a model for capacity building training programmes in local government being grounded in the complex systems theory. Thus the chapter will take three major themes being summary of chapters, recommendations and conclusions.

6.2 A SUMMARY OF CHAPTERS

The purpose of this part of the research is to provide a summary of chapters, outlining lessons learned in each of the chapters. The research is composed of six chapters, where chapter one provides the introduction and general orientation of the study, chapter two focuses on the theoretical framework, chapter three deals with the context of local government, capacity building and Competency-Based Training as an educative tool, chapter four describes the research methodology used in the research, chapter five deals with data presentation and analysis, and chapter six deals with summary, recommendation and conclusions. The chapters' summaries are therefore presented in the following.

6.2.1 Chapter One: Introduction and General Orientation of the Study

The purpose of the study was to investigate the implications of capacity building training programmes on municipal practitioners in selected municipalities within the Capricorn District Municipality. The research focused mainly on the effects of

capacity building training programmes on local government officials in service delivery. Capacity building developments in South Africa are at a hike and fuelled by the complex nature of local government systemic failure to respond to the ever changing needs of the society. The development of the orientation of the study took shape from the theoretical groundings in the systems and complex systems thinking. Further the chapter provided the nature at which capacity building is coined without a framework in South Africa, and favoured Competency-Based Training as a model for framing capacity building in the South African local government. This chapter has provided the orientation, the problem studied, aim and objectives, methodological positions, ethical consideration and significance of the study, from which the study has been coordinated and conducted.

6.2.2 Chapter two: Theoretical Framework

The purpose of this chapter rested on providing a theoretical basis for the study. Theories are important instrument of science and thus cannot be ignored in any study. Theory serves as a classified approach of thought that guide conclusions in research. The theoretical framework used in this study took form from the systems thinking with bias to the complex systems. The systems theory holds that a system is constituted of many interacting parts that determine the behaviour of the whole. This theory disregard studying subjects by disjoining its parts and observing units to generalise the character of the whole, rather it promotes that subjects should be understood as a whole where parts should be studied with the other constituencies. Complexity systems however emerged within the systems theoretical thinking. It holds that the total parts of a system are more than just the whole. It studies the interactions of the parts that coevolve with one another using local information and energy to relate to their environment, which changes and shape their behaviour as they change and shapes the behaviours of their environment too. These theories highlighted the nature at which local government is systemic and complex, in the sense that it is multidimensional and constituted of many interacting parts within a constrained environment of various level of control. Local government as a political institution faces challenges of control confusions, where a clear direction where control should be drawn is not provided. The many challenges of local government emanate where there are official and political representatives, who are consumed with ego, and lack of innovative solutions to citizens problems and needs at ground.

The nature at which local government capacity building should be conducted is heavily constrained by the complex nature of local government and thus requires a model that would suit such complexities.

6.2.3 Chapter Three: The Context of Local Government, Capacity Building and CBT as an Educative Tool

The focus of this chapter was to conceptualised local government, capacity building and Competency-Based Training as a model for capacity building within the boundaries of the study. Local government in the chapter is described as a subject that can be discussed both in theory and practice. In practice it is viewed as the activities of local government practitioners, exercising their powers to deliver services to the local communities. While in theory it is viewed as the studies and theorisation of local government practices, narration, values and norms, which are the labours of students and professors of local government housed by schools and departments of Public Administrations. Capacity building is regarded as a multidimensional process covering the assessment and improvement of the ability to produce the required works of local government. This activity is basically an incentive to improve local government work from bad to sustainably good. It focuses on individuals, institutions and environmental capacities to deliver local government objects as outlined by the Constitution of South Africa, 1996. Competency-Based Training is engaged and considered as a model of training that deals with the ability of trainees to demonstrate the ability to deliver the desired work. The focus of training is to eliminate deficiency of the trainees to accomplish a given task. This model has been applied in local government training, in countries such as Australia, Canada and United Kingdom. The role therefore of grounding this model on complex systems is to ensure that the focus of learning in the training opens abilities of trainees to expect and stand emerging properties of local government.

6.2.4 Chapter Four: Methodology

The purpose of this chapter was to provide the methodological basis of the study. The demarcation of the study was limited to Capricorn District Municipality, where Polokwane, and Aganang, Lepelle-Nkumpi Local Municipalities together of CDM were selected as units of investigation. The research followed both qualitative and quantitative methods of enquiry to fulfil its purposes. These methods were used to investigate the implications of capacity building training programmes on municipal

practitioners in discharging their duties. In following the methodological framework of the study, questionnaires were distributed to the selected municipalities within the Capricorn District Municipality. In each municipality the researcher distributed 30 questionnaires. The three local municipalities (Polokwane, Aganang and Lepelle-Nkumpi) together with CDM receive therefore a total of 120 questionnaires of which only 67 were returned to form the analysis. Limitations arose in collection of qualitative data, where some of the officials did not complete the questionnaires, however the major limitations were found with Aganang Local Municipality where the research was not able to collect data at all. The reason was that Aganang Local Municipality was found to be a challenged municipality by the national government and was thus subjected to dissolution and being integrated to other municipalities (Polokwane, Blouberg and Molemole Local Municipality). However the limitations relating to Aganang did not decrease the participation of the others to none. Therefore from the participation by using Lepelle-Nkumpi, Polokwane and CDM, the findings could be generalised in the district. Data was collected through face-to-face interviews to cover the qualitative methodological framework. This data involved three troika members (Mayor, Speaker, Chief Whip, and Municipal Manager) of the CDM and two officials affiliated to SALGA Limpopo office. Even though access to the officials was almost impossible, they were all accessed for interviews in relation to the study. The methodology provided a frame for scientific enquiry for the study, and significantly the limitations indicates the complexities of researching social science, especially in relation to the extent at which some planned activities would not conform and require adaptation of the researcher.

6.2.5 Chapter Five: Data Presentation and Analysis

The study investigated the effects of capacity building programmes on municipal practitioners, where the area was demarcated within the CDM, in the Limpopo province. The chapter five of the study presents the research findings, analysis and interpretation of the data collected using the described methods. Data collected through qualitative and quantitative research methods, was analysed and interpreted, bearing the limitations presented in the research. The findings of the study has revealed that majority of the practitioners found capacity building to be a necessary activity that would boost municipal performance. Capacity building was described by municipal practitioners as having impacts on their ability to perform

duties; however there is a need for adjustment of capacity building programmes to effectively improve municipal practitioners' competencies. Municipalities were found not to have well planned capacity building programmes which lead to lack of coordination between the provided capacity building training and the desired skills. A need for evaluation tools on the needs and effects for capacity building training programmes is required. The data is analysed and presented through graphs showing figures of respondents in percentage and tables.

6.2.6 Chapter Six: Summary. Recommendations and Conclusion

This chapter begins with summarising the chapters of the study, giving an overview of each chapter and its purpose in the study, followed by recommendations to deal with the studied question or problem and finally provide conclusions based on the findings of the study. The summary of the study are established based on each chapter while recommendations are directly linked with the objectives as anticipated of the study.

6.3 RECOMMENDATIONS

The recommendations of the study will take shape from two major themes, guided by the objectives of the study. Mainly the recommendations will focus on understanding local government capacity building and Competency-Based training as a model for capacity building in Local government. The recommendations are presented here therefore in the bellow

6.3.1 Theorisation of Capacity Building Training Programmes in Local Government

Theorisation of local government capacity building with a focus on training programmes for municipal practitioners was examined. The exercise was carried through adequate literature review and analysis to suit conception of the subjects of the study. The theoretical framework was established to guide the thinking and application of literature in the study. The study through a literature survey uncovered, that literature have already pointed capacity as a multidimensional area that deals with individual, institutional and environmental capacity. Local government capacity building in South Africa is described greatly in legislation that mandates both national and provincial government to assist in capacitation of local governments to perform their duties. As such local government capacity building given the nature of deferent

conception of what local government requires a common conception of the functions, role and powers of local government in order to develop the appropriate intervention by designated stakeholders. In South Africa there is a greater requirement for nationwide framework of what would describe the role players and capacity needs of local government. In the development of the problem of the study a striking common feature of local government was with the financial sector and the escalating service delivery protests that were experienced since 2004. Yet these commonalities they all come in deferent sizes and causalities which need individual municipal assessment and a specialised design of intervention. The recommendation of the theoretical state of capacity building in local government is that scholars of Public Administration should establish a concrete content of Local Government to describe its role in service delivery and governance. A further conceptualisation of competency, productivity and competitiveness is required to guide content development for capacity building programmes in local government. This would assist to clearly describe the challenges of local government and deal which capacity development where it is needed. Capacity building as a concept in the South African local government has basically focused in municipal officials and political office bearers, side-lining the communities as crucial parts of local government. Communities are a crucial stock of local government performance in any given territory. The capacity of local government to accumulate a greater social capital could enable the municipality to have fruitful participation in their democratic governance processes.

6.3.2 Developing Effective Capacity Building Training Programmes in Local Government

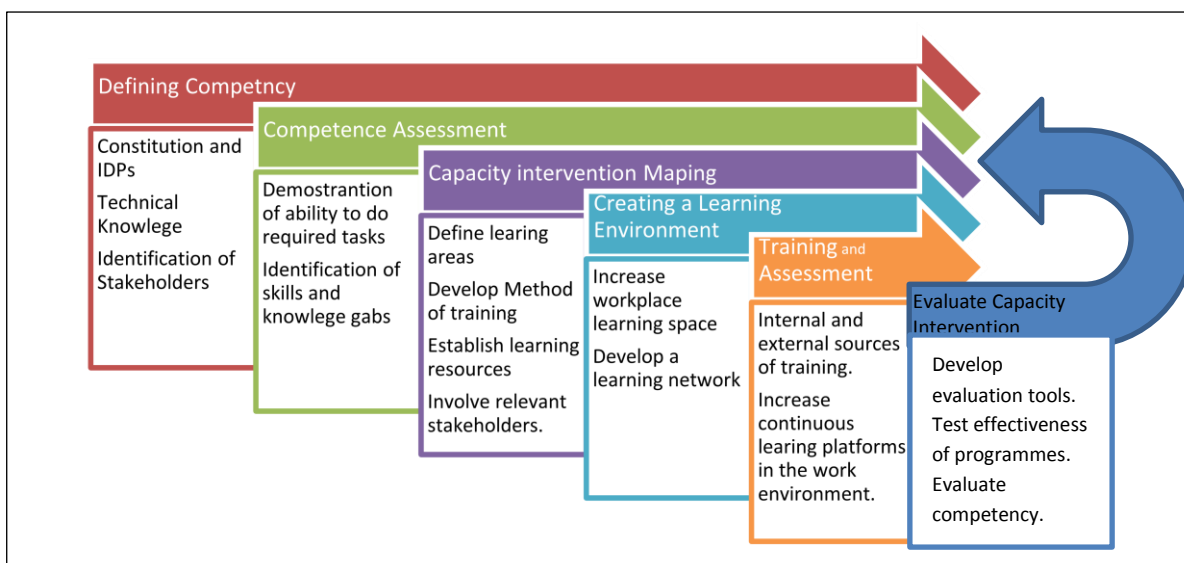
The effects of capacity building in the municipalities are important for moving the municipalities from underperformance to sustainable service delivery. The effects of capacity building training programmes should not only have an impact on only an individual municipal practitioner but to local government as a sector, where citizens' satisfaction is a prioritised indicator. For effective capacity building the study recommends that a model for capacity building should be developed through the guidelines of theories of Public Administration. An effective capacity building training programme would be able to assess the organisational, environment and the individuals' capacity against the given task. This assessment is made to ensure that the training provided to municipal officials adequately develop officials' ability to

coevolve with their organisational dynamics as well as the environment they are subjected to. This approach allows municipalities to develop skills to learn in the work motion through transaction of information and changes of local government as presented by internal and external dynamics of society and the systems of governance.

6.3.3 Developing a Competency-Based Training Model for Capacity Building

Competency-Based Training in this study has been studied as a model that could be recommended for capacity building training programmes in the South African local government. It depends on the fundamental principles of demonstrating capability, which usually requires employees to demonstrate their ability to perform specific tasks. Competency-Based Training in this study is defined as a system of organising, evaluating, and instructing aimed at improving knowledge, skills and behaviour of an individual to compete in completion of tasks in a specific career. CBT as a model in the study is recommended within the view of complex systems thinking based on that solving problems in municipalities today cannot be subjected to a one size fit all solution. Using the complex systems to develop CBT as a model for capacity building in local government allow the learning to shape trainees in such that they understand that learning is a continuous activity that take place at any time in the municipal activities. In CBT there are the general activities to be observed, the following figure describes such activities.

Figure 1.29 Competency-Based Training Map



The diagram is an attempted map that can be used as a model for capacity building programmes in local government. It worth noting that this diagram is developed to fit the need of this study to provisionally template a CBT based training model for local government capacity building. Therefore the template is not a fixed prescribed model but an idea that can be modified suiting specialised needs of a particular municipality. The firsts point emphasised therefore is defining competency in local government, where consultation of strategic frameworks of local government is critical. The Constitution of South Africa (1996) and IDPs are identified to provide a clue as to where conceptualisation of local government in South Africa can be conceptualised. It is important to establish a conceptual tool box for local government so to ensure that the context of capacity building is in line with the context of local government in South Africa. Establishing the context of technical knowledge required for performance is critical. A further requirement is the identification of relevant stakeholders guided by the context of local government and knowledge market. The second step required is a competency assessment. This assessment should be established through officials' demonstration of capacity to do required tasks, where deficiencies are identified. The fourth step is to create a learning environment for officials, by increasing learning space, thus allowing employees to identify a need for learning and providing support for learning. In this stage municipalities and officials should develop learning networks, by establishing relationships with relevant stakeholders like universities and researchers. The fifth step is to train and assess, through internal and external sources of capacity building training. This stage should develop the urgency of continuous learning platforms from within and external of municipal workplace. At this stage municipalities and training service provides should ensure rigorous assessment of officials to ensure that intended indicators of training is attained. The next step is the one of evaluation of capacity building training programmes. This to ensure that training methods and models used continues to be evaluated to meet capacity building needs of municipalities. Adjustment of each stage can be done to ensure fit to the needs of each area of capacity building either for individuals, municipal organisations or their environment. Using the complexity theory in the modelling would assist in understanding that capacity building in local government has to be done holistically, to ensure adaptation of every component of the municipalities. It would further assist

in establishing the understanding of officials that they need to continue learning and adapting the emerging properties of local government in South Africa.

6.3.4 Establishing Instruments for assessing Needs and Measuring Competency

The ability to determine when capacity building is required is important for local government. Local governments in South Africa should be developed with emphasis of performance of the production of services and development in local communities. When local government fails to deliver these indicators it is critical for municipalities to proactively locate their deficiencies and respond to them, prior any break of delivery unrests and undesirable financial management incompetence. Needs assessment should be done continuously in municipalities using peer assessment, internal and external assessment instruments. This is to ensure that municipal officials have capacity for productivity, competency and competitiveness to deliver sustainable services to communities. These instruments are to ensure that municipalities as organisation are capable of self-criticality and renewal and thereby demonstrate characters of learning organisations.

6.4 CONCLUSIONS

The study investigated the implications of capacity building programmes on municipal practitioners in selected municipalities of the CDM. The aim was to develop the extent of the effects of capacity building training programmes on municipal practitioner's performance. The motivation of the study was based on that yet there are capacity building programmes, municipalities continued to face escalating service delivery unrests and unfavourable audit opinions. The study to deal with its programme was grounded within the provisions of the systems thinking with bias to the complex systems thinking. The findings of the study indicated that there are capacity building programmes in the municipality with effects on municipal practitioners. However such programmes are not enough and sometimes address a problem that has already been dealt with. Recommendation for a framework of conceptual development of local government was discussed; furthermore the study recommended CBT as a model for capacity building programme in local government.

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APPENDICES

Questionnaires

For Municipal officials

**STUDY TITLE: THE EFFECTS OF CAPACITY BUILDING TRAINING
PROGRAMMES ON MUNICIPAL PRACTITIONERS IN SELECTED
MUNICIPALITIES WITHIN THE CAPRICORN DISTRICT MUNICIPALITY,
LIMPOPO PROVINCE**

NB: This document is constituted of seven (7) pages including the cover page.

Dear Participant

Thank you for allowing an opportunity for this study. You are requested to take part in process of this study where in you will be responding to this questionnaire, based on a study titled; THE EFFECTS OF CAPACITY BUILDING TRAINING PROGRAMMES ON MUNICIPAL PRACTITIONERS IN SELECTED MUNICIPALITIES WITHIN THE CAPRICORN DISTRICT MUNICIPALITY, LIMPOPO PROVINCE. The questionnaire is composed of two sections the first deals with biographic information, where the research is looking for information such as age, education, level of employment, economic status and related information. The second part will have questions that are based on the study and its intentions. This document contains a concert form, which describes your rights and ethics in conducting the study. Please sign the concerned form, with full understanding of your participation in the study.

The purpose of the study (which you are taking part) conducted in your institution is to investigate effectiveness of capacity building training programmes for local government practitioners. This is done in order to gain insight on capacity building training programmes, to inform development of a model for workplace learning in local government. The model is developed with the view of improving service delivery in the South African local government. Therefore your participation in this study will significantly contribute in the governing system of local government in South Africa.

Thank you for your consideration

Yours Faithfully

.....

Ndou SD (Research Student)

Consent Form

The study under investigation involves humans as subjects, namely officials in the selected municipalities and SALGA. Therefore it is of ethical position to inform participants fully of practices and context of the study they subjected to. The researcher is required to minimise harm and risk, while maximising benefits, respect to human dignity, and autonomy when conducting research on humans as subjects.

Participation in this study will not be based on sex, race, ethnicity or other factors not related to the science of the study.

Anonymity of the participants will be strictly kept between the student researcher and the supervisor. The participants can withdraw from taking part from the study, when they feel to do so under any condition.

It is a responsibility of the researcher to share the findings of the study with the participants. This will be done through institutional arrangements between the university and the institutions of the participants.

Therefore participants are required to take part in the research honestly without any fear of harm or discomfort.

Participant's Signature..... Date.....

Researcher's Signature..... Date.....

SECTION A: DEMOGRAPHIC INFORMATION

The section is provided to collect demographic information from the research participants. This information assists in determining the demography of research subjects in order to verify consistence with the research target population. The importance therefore is to ensure that participants in the research representative of the population of the study in its orientation.

Instruction: Tick the appropriate box with an X or a tick.

South African Local Government Association (SALGA), Capricorn District Municipality (CDM), Polokwane Local Municipality (PLM), Aganang Local Municipality (ALM), Lepelle-Nkumpi Local Municipality (LNLM)

Institution	SALGA		CDM		Polokwane		Aganang		Lepelle-Nukumpi	
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Employment Level	Low Management		Middle Management		Senior Management		Politically Deployed	
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Education	Below Matric		Matric		Diploma		Degree		Post-Graduate	
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Gender	Male				Female		
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Age group	18-34		35-45		46-55		56-65		Above 65	
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Years of	Less		2-5		6-10		11-15		16-20		20 years	
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experience	than 2		years		years		years		years		and above	
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Type of Training Attended	Financial Management		Service delivery		Public Participation		Development Planning	
	Intergovernmental relations		technical		Other type of training		Name other training	

Section B1: Questions Relating to the Capacity Building Training Programmes in Local Government.

NB: Participants are expected to tick a box that describe their level of understanding, experience and views based on rating the statements in the first column. The rates are: **1= strongly disagree, 2=disagree, 3= undecided/neutral, 4= agree and 5= strongly agree.**

2.1A. The officials understanding of the nature of Capacity Building in Local Government					
Rates :	1	2	3	4	5
Capacity building is a multidimensional concept that constitutes the ability or lack thereof of an individual, institution and environment's ability to perform sustainably agreed aims and objectives					
Though capacity building may include institutional and environmental development it is mostly focused on human resource development in a form of training.					
The integration of individual, institutional and					

environmental capacity development can facilitate organisational performance in the South African Local Government					
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2.2A. To what extent capacity building programmes are (or not) offered in the municipalities?					
Rates:	1	2	3	4	5
The municipality has a planned capacity building programme that is well implemented					
The capacity programme adequately address capacity problems in the municipality (both in context and operations)					
The programme sets clearly its objectives and aims and it is aligned with the municipalities strategic position					
The municipality has provided capacity interventions to employees constantly overtime.					
The municipality has set an evaluation tool for the effects of capacity interventions in the municipality					

2.3A. What are the effects of existence or non-existence of capacity building training programmes in the municipality in discharging duties?					
Rates:	1	2	3	4	5
The existence of capacity building programmes has influenced positively on the municipality delivery of services.					

Effective capacity building programmes has moved the municipality from bad to good performance.					
Planning, evaluating and implementation of an effective capacity building is required to improve service delivery in the municipality					
It can be concluded that capacity building programmes offered by the municipality and support institutions are effective and improve the competencies of practitioners.					

2.4A. What insight can be established to develop effective capacity building model in local government?					
Rates:	1	2	3	4	5
Is it your opinion that training should be done in order to improve competencies of practitioners in local government					
An professionally accredited certification can improve commitment of officials to training programmes					
It is necessary to establish a professional body that regulates the training (material and conduct) in local government.					
The contents of local government training should include sector specialists (HR, Accounting, and Development) as well as local government specifics.					
The objects of and developmental role of local					

government prescribed by the Constitution are fundamental for capacitation in local government.					
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Section B.2 Competency-Based Training as a model for Capacity building

What is Competency-Based Training (CBT)

CBT is based on a fundamental principle of demonstrating capability. It requires employees to first demonstrate their ability to perform a specific task in order to determine the required intervention. It further consider demonstration as a useful tool for evaluating effects therefore of intervention. It is defined as a system for organising, evaluating and instructing aimed at improving knowledge, skills and behaviour for an individual to compete in completion of a specified task. Therefore CBT as a training system places emphasis on specification, learning and demonstration of competencies that are of central importance to the given task, activity or career.

2.1B. Can CBT be used as a model for Capacity Building Training Programmes in the South African local government?

The definition of CBT provided is clear and provide an understanding of CBT as a model for capacity training.					
CBT as defined can be useful in developing lacking skills and competences of local government practitioners.					
CBT can be viewed as a system that provides a space for providing planned targets, evaluation of capacity and improvement in the capacity building process.					
CBT can be linked with a most of the works of local					

government practitioners as a training model.					
CBT can be reminded to be used as a model for capacity building programmes, to evaluate, train and assess local government practitioners.					

<p>Any other comments in relation to the study</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>

Thank you for Participating in the study.

Semi-Structured Interview Questions

For SALGA Officials

**STUDY TITLE: THE EFFECTS OF CAPACITY BUILDING TRAINING
PROGRAMMES ON MUNICIPAL PRACTITIONERS IN SELECTED
MUNICIPALITIES WITHIN THE CAPRICORN DISTRICT MUNICIPALITY,
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Thank you for your consideration

Yours Faithfully

.....

Ndou SD (Research Student)

Consent form

The study under investigation involves humans as subjects, namely officials in the selected municipalities and SALGA. Therefore it is of ethical position to inform participants fully of practices and context of the study they subjected to. The researcher is required to minimise harm and risk, while maximising benefits, respect to human dignity, and autonomy when conducting research on humans as subjects.

Participation in this study will not be based on sex, race, ethnicity or other factors not related to the science of the study.

Anonymity of the participants will be strictly kept between the student researcher and the supervisor. The participants can withdraw from taking part from the study, when they feel to do so under any condition.

In relation to the interviews, recording technology may be used by the research to ensure correctness of the information gathered during the research process.

It is a responsibility of the researcher to share the findings of the study with the participants. This will be done through institutional arrangements between the university and the institutions of the participants.

Therefore participants are required to take part in the research honestly without any fear of harm or discomfort.

Participant's Signature..... Date.....

Researcher's Signature..... Date.....

SECTION A: DEMOGRAPHIC INFORMATION

The section is provided to collect demographic information from the research participants. This information assists in determining the demography of research subjects in order to verify consistence with the research target population. The importance therefore is to ensure that participants in the research representative of the population of the study in its orientation.

Instruction: Tick the appropriate box with an X or a tick.

South African Local Government Association (SALGA), Capricorn District Municipality (CDM), Polokwane Local Municipality (PLM), Aganang Local Municipality (ALM), Lepelle-Nkumpi Local Municipality (LNLM).

Institution	SALGA		CDM		PLM		ALM		BLC	
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Employment Level	Subordinate		Middle Management		Senior Management		Politically Deployed	
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Education	Below Matric		Matric		Diploma		Degree		Post-Graduate	
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Gender	Male		Female	
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Age group	18-34		35-45		46-55		56-65		Above 65	
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Years of experience	Less than 2		2-5 years		6-10 years		11-15 years		16-20 years		20 years and above	
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Section B1: Semi-Structured Interview Questions

NB: The researcher is expected to conduct face to face interview sessions with senior official in SALGA.

1. What is your understanding of the nature of “Capacity” strength and weakness in the South African local government?

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2. What is your understanding of Capacity Building in local government?

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3. Do municipalities in the area of operation have capacity deficiencies?

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4. What is the role of your institution in this regard?

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5. Do you have a mechanism or a model that your institution applies in training and development in local government?

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Modelling Capacity Building Training Programmes

What is Competency-Based Training (CBT)?

CBT is based on a fundamental principle of demonstrating capability. It requires employees to first demonstrate their ability to perform a specific task in order to determine the required intervention. It further consider demonstration as a useful tool for evaluating effects therefore of intervention. It is defined as a system for organising, evaluating and instructing aimed at improving knowledge, skills and behaviour for an individual to compete in completion of a specified task. Therefore CBT as a training system places emphasis on specification, learning and demonstration of competencies that are of central importance to the given task, activity or career.

1. Do you understand what CBT is?

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2. What do you think CBT can offer in development of capacity building programmes in the South African local government?

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3. Whose role is, to develop such models of implementing capacity programmes?

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4. Do you think it should be a municipal institutional culture to model training initiatives?

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5. Can you recommend CBT as a model for evaluating, Training, assessing and measuring capacity building initiatives in the South African Local Government?

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6. Do you have any other idea that can be used for improving capacity building
in Local
Government?.....
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Any other comments in relation to the study

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Thank you for Participating in the study.

Semi-Structured Interview Questions

For Troika Members

**STUDY TITLE: THE EFFECTS OF CAPACITY BUILDING TRAINING
PROGRAMMES ON MUNICIPAL PRACTITIONERS IN SELECTED
MUNICIPALITIES WITHIN THE CAPRICORN DISTRICT MUNICIPALITY,
LIMPOPO PROVINCE**

NB: This document is constituted of seven (7) pages including the cover page.

Dear Participant

Thank you for allowing an opportunity for this study. You are requested to take part in process of this study where in you will be responding to this questionnaire, based on a study titled; THE EFFECTS OF CAPACITY BUILDING TRAINING PROGRAMMES ON MUNICIPAL PRACTITIONERS IN SELECTED MUNICIPALITIES WITHIN THE CAPRICORN DISTRICT MUNICIPALITY, LIMPOPO PROVINCE. The questionnaire is composed of two sections the first deals with biographic information, where the research is looking for information such as age, education, level of employment, economic status and related information. The second part will have questions that are based on the study and its intentions. This document contains a concert form, which describes your rights and ethics in conducting the study. Please sign the concerned form, with full understanding of your participation in the study.

The purpose of the study (which you are taking part) conducted in your institution is to investigate effectiveness of capacity building training programmes for local government practitioners. This is done in order to gain insight on capacity building training programmes, to inform development of a model for workplace learning in local government. The model is developed with the view of improving service delivery in the South African local government. Therefore your participation in this study will significantly contribute in the governing system of local government in South Africa.

Thank you for your consideration

Yours Faithfully

.....

Ndou SD (Research Student)

Concerned form

The study under investigation involves humans as subjects, namely officials in the selected municipalities and SALGA. Therefore it is of ethical position to inform participants fully of practices and context of the study they subjected to. The researcher is required to minimise harm and risk, while maximising benefits, respect to human dignity, and autonomy when conducting research on humans as subjects.

Participation in this study will not be based on sex, race, ethnicity or other factors not related to the science of the study.

Anonymity of the participants will be strictly kept between the student researcher and the supervisor. The participants can withdraw from taking part from the study, when they feel to do so under any condition.

In relation to the interviews, recording technology may be used by the research to ensure correctness of the information gathered during the research process.

It is a responsibility of the researcher to share the findings of the study with the participants. This will be done through institutional arrangements between the university and the institutions of the participants.

Therefore participants are required to take part in the research honestly without any fear of harm or discomfort.

Participant's Signature..... Date.....

Researcher's Signature..... Date.....

SECTION A: DEMOGRAPHIC INFORMATION

The section is provided to collect demographic information from the research participants. This information assists in determining the demography of research subjects in order to verify consistence with the research target population. The importance therefore is to ensure that participants in the research representative of the population of the study in its orientation.

Instruction: Tick the appropriate box with an X or a tick.

South African Local Government Association (SALGA), Capricorn District Municipality (CDM), Polokwane Local Municipality (PLM), Aganang Local Municipality (ALM), Lepelle-Nkumpi Local Municipality (LNLM).

Institution	SALGA		CDM		PLM		ALM		BLC	
--------------------	-------	--	-----	--	-----	--	-----	--	-----	--

Employment Level	Subordinate		Middle Management		Senior Management		Politically Deployed	
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Education	Below Matric		Matric		Diploma		Degree		Post-Graduate	
------------------	--------------	--	--------	--	---------	--	--------	--	---------------	--

Gender	Male			Female	
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Age group	18-34		35-45		46-55		56-65		Above 65	
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Years of experience	Less than 2		2-5 years		6-10 years		11-15 years		16-20 years		20 years and above	
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Section B1: Semi-Structured Interview Questions

NB: The researcher is expected to conduct face to face interview sessions with members of the Troika Committee (The Executive Mayor, Chief whip, Municipal Manager and the Speaker) of the Capricorn District Municipality. In response a specific reference should be made with relation to the institution each participant is affiliated with.

6. What is your understanding of the nature of “Capacity Building” at strategic level of the municipalities in South Africa?

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7. Are there capacity deficiencies in the politics & administration relations duties of the municipality?

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8. Does the municipality have capacity challenges?

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9. How can you describe the impact of capacity building interventions on service delivery?

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10. Is lack of capacity building in the municipality a challenge for improving service delivery?

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Modelling Capacity Building Training Programmes

What is Competency-Based Training (CBT)?

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7. Do you understand what CBT is?

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8. What do you think CBT can offer in development of capacity building programmes in the South African local government?

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9. Whose role is, to develop such models of implementing capacity programmes?

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10. Do you think it should be a municipal institutional culture to model training initiatives?

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11. Can you recommend CBT as a model for evaluating, Training, assessing and measuring capacity building initiatives in the South African Local Government?

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Any other comments in relation to the study

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Thank you for Participating in the study.



University of Limpopo
Research Development and Administration Department
Private Bag X1106, Sovenga, 0727, South Africa
Tel: (015) 268 2212, Fax: (015) 268 2306, Email:noko.monene@ul.ac.za

09 February 2015

Mr SD Ndou
Department of Public Administration
UNIVERSITY OF LIMPOPO

Dear Mr Ndou

APPLICATION FOR ETHICS APPROVAL

Researcher: **Mr SD Ndou (201013644): Masters in Public Administration**

Title: **The effect of capacity building training programme on municipal practitioner in selected municipalities within the Capricorn District Municipality, Limpopo Province**

Supervisor: **Prof MP Sebola - University of Limpopo**

Co-Supervisor: **N/A**

Served at TREC on: **28 January 2015**

Decision of TREC: **Conditional Approval:**

Conditions:

- (i) Personal advancement should be removed from Ethical consideration to Significance of the study.
- (ii) The researcher should request permission from the Municipality.
- (iii) **Editorial issue:** Consent form should be spelt correctly.

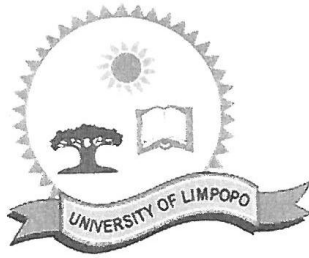
Kindly make the necessary corrections and submit the required information as soon as possible so that your ethical clearance certificate can be processed.

N Shai-Ragoboya

Secretary: Turfloop Research Ethics Committee

CC: Prof TAB Mashego: Chairperson - Turfloop Research Ethics Committee
Adv. F Ponelis: Faculty of Management and Law
Prof M Khomo: School of Economics and Management

Finding solutions for Africa



University of Limpopo
School of Economics and Management
Department of Public Administration
Private Bag X1106, Sovenga, 0727, South Africa.
Tel: (015) 268 3237; Fax (015) 268 3552; Email: mokoko.sebola@ul.ac.za; Website: www.ul.ac.za

To : N Shai-Ragoboya
From : Prof MP SEBOLA
Date : 12. Feb. 2015
Subject : **CORRECTIONS ON THE APPLICATION FOR ETHICS APPROVAL**

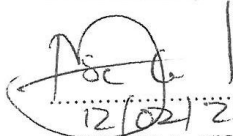
Dear Mrs N Shai-Ragoboya

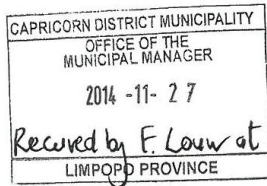
Your letter dated 09 February 2015 bears reference

1. This letter is hereby served in line with the conditions of the ethics committee for approval of my research.
2. The following issues has been attended to as per the recommendations of the committee:
 - I. Personal advancement has been removed from Ethical consideration to Significance of the study (See page 18 and 19 respectively)
 - II. Request for permission has been sent to municipalities and thus granted (see attachments).
 - III. The word concerned has been transformed to consent in the Questionnaire.

Thank you.

Yours Faithfully


12/02/2015
MP SEBOLA : HOD Public Administration



Refer to kgwale
2014/11/28

University of Limpopo
School of Economics & Management
Department of Public Administration
Tel: +27 (15) 268 3157; Fax: 015 268 3522 E-mail: Mokoko.Sebola@ul.ac.za;
Siphile.ndau@ul.ac.za

To : Capricorn District Municipality

From : Prof M. P Sebola

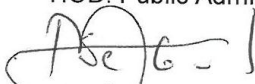
Date : 27 November 2014

SUBJECT: REQUEST LETTER TO CONDUCT RESEARCH: Ndou S. D (201013644)

1. This serves to confirm that the above-mentioned is an MADMIN registered student in our department of Public Administration.
2. The student is conducting a study on "THE EFFECT OF CAPACITY BUILDING TRAINING PROGRAMMES ON MUNICIPAL PRACTITIONERS IN SELECTED MUNICIPALITIES WITHIN THE CAPRICORN DISTRICT MUNICIPALITY, LIMPOPO"
3. The study is solely meant for academic research and to obtain Master's degree in Public Administration.
4. I therefore as a study leader in this project, request your office to approve his request to conduct research in your area of demarcation.

Thanking you in anticipation

Prof M.P Sebola
HOD: Public Administration


27/11/2014



University of Limpopo
School of Economics and Management
Department of Public Administration
Private Bag X1106, Sovenga, 0727, South Africa.
Tel: (015) 268 3994; Fax (015) 268 3552; Email: siphiwe.ndou@ul.ac.za; Website: www.ul.ac.za

To : The Executive Secretary to the Office of the Executive Mayor: Ms. T Nkoana
From : Ndou SD: M. Admin Student (201013644)
Date : 05 Feb. 2015
Subject : **REQUEST FOR AN INTERVIEW APPOINTMENT WITH THE EXECUTIVE MAYOR**

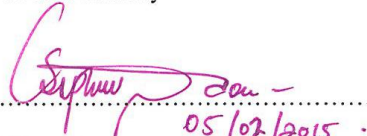
Dear Ms Nkoana

The above mater refers

1. The attached letter from the municipality referenced No. 4/2/1 bears reference.
2. I am an M.Admin student conducting a study on "*The Effects of Capacity Building Training Programmes on Municipal Practitioners in Selected Municipalities within the Capricorn District Municipality, Limpopo*", which was approved by the municipality on 15 January 2015.
3. I therefore request to have an interview appointment with the executive mayor, for qualitative data requiring executive perceptions on the subject covered by the study.
4. Attached is the letter from the University, the municipality and a semi-structured interview questionnaire for the Honourable Executive Mayor to be in the meanwhile having a look at the type of questions to be pondered during the interview.

Thanking you in anticipation

Yours Faithfully


.....
05/02/2015

Ndou SD.

Junior Lecturer: Transport Management &
Civil society and Government

Finding solutions for Africa



CAPRICORN DISTRICT MUNICIPALITY

41 Biccard Street
Polokwane
0699

Tel: (015) 294 1059
Fax: (015) 291 4297
Email: todo@cdm.org.za

Reference No: 4/2/1

Enquiries: Skosana C

Prof. M.P Sebola
University of Limpopo
Sovenga
0727

Sir/Madam

REQUEST TO CONDUCT A STUDY/RESEARCH

1. Your letter dated 27 November 2014 bears reference
2. Please be informed that the request for your student (Ndou SD) to conduct a study on "The effect of Capacity Building Training Programmes on Municipal Practitioners in Selected Municipalities within the Capricorn District Municipality, Limpopo" has been approved.
3. Please ensure that all ethical protocols are followed in conducting your research.
4. For the purposes of contact with the municipality please liaise with the Acting Executive Manager Corporate Services (Ms. Canny Skosana). Please contact her at the (015) 294 1059 and via email SkosanaC@cdm.org.za
5. Please do not hesitate to contact my office should you have any challenges in this regards.

We wish you well in your studies. Please do send us the copy of your study after completion.

Kind regards



MAVIS MATLALA
ACTING MUNICIPAL MANAGER

15/01/2015



University of Limpopo
School of Economics & Management
Department of Public Administration
Tel: +27 (15) 268 3157; Fax: 015 268 3522 E-mail: Mokoko.Sebola@ul.ac.za;

To : Polokwane Local Municipality

From : Prof M. P Sebola

Date : 27 November 2014

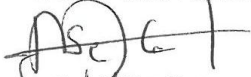
SUBJECT: REQUEST LETTER TO CONDUCT RESEARCH: Ndou S. D (201013644)

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3. The study is solely meant for academic research and to obtain Master’s degree in Public Administration.
4. I therefore as a study leader in this project, request your office to approve his request to conduct research in your area of demarcation.

Thanking you in anticipation

Prof M.P Sebola

HOD: Public Administration


27/11/2014

SUBJECT: Remission to conduct research

SECTION A: SUBMISSION BY SBU MANAGER
SBU: Human Resources NAME [AUTHOR]: J. Khumalo
SIGNATURE / SBU MANAGER: [Signature] DATE: _____

SECTION B: AUTHORISATION / SUBMISSION BY
DIRECTORATE: Corporate and shared Services
SIGNATURE / DIRECTOR: [Signature] DATE: 05/01/2015

SECTION C: COMMENTS REQUIRED FROM: [TICK IN APPLICABLE BLOCK]

DIRECTOR: ENGINEERING SERVICES	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: DEVELOPMENT & ECON. PLAN	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: COMMUNITY SERVICES	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: CORP AND SHARED SERV.	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
CHIEF FINANCIAL OFFICER	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: COMMUNITY DEVELOPMENT	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
DIRECTOR: STRAT PLAN. MONITOR & EVAL.	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____
MAN: COMMUNICATION & PUBLIC PART.	<input type="checkbox"/>	SIGNATURE: _____	DATE: _____

SECTION D: SECRETARIAT & ADMINISTRATION
REG. NO: _____ REG. DATE: _____ COMMITTEE CLERK: _____

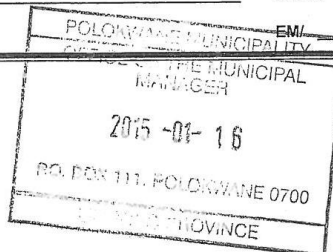
SECTION E: MUNICIPAL MANAGER
APPROVED FOR SUBMISSION: _____ DATE: _____
REMARKS: _____
ALLOCATION TO SPECIFIC COMMITTEES

FINANCE & LED	ENERGY	HOUSING	CULTURE, SPORTS, REC. & SPEC. FOCUS	ADMIN & GOV.
WATER & SANITATION	COMMUNITY SAFETY	ROADS, SWATER & TRANSPORT	WASTE & ENVIRON.	SPATIAL PLAN & DEV
LAND USE MAN.	LOCAL LABOUR FORUM	COUNCIL	MAYORAL COMMITTEE	

APPROVED ITO DELEGATED POWERS: [Signature] DATE: 23/01/2015
MM/ NUMBER ALLOCATED BY CAO – SECRETARIAT _____ MM/ _____

APPROVAL OF EXECUTIVE MAYOR IN TERMS OF DELIGATED POWERS

APPROVED ITO DELEGATED POWERS: _____ DATE: _____
EM/ NUMBER ALLOCATED BY CAO – SECRETARIAT _____



#

(17/12/2014)

DIRECTORATE: CORPORATE SERVICES

ITEM:

FILE REF: 5/16/2

**REQUEST TO GRANT MR NDOU S.D PERMISSION TO CONDUCT HER RESEARCH
AT POLOKWANE MUNICIPLITY**

Report of the Director: Corporate and Shared Services

Purpose of the Report

To request approval from the Municipal Manager to give permission to Mr. Ndou S.D. a master in Public Administration student at University of Limpopo to conduct they research within Polokwane Municipality.

BACKGROUND AND DISCUSSION

Mr. Ndou S.D a master in Public Administration student at University of Limpopo and the title of his Thesis is "The effects of capacity building training programmes on municipal practitioners in selected municipalities within the Capricorn District Municipality"

The survey to be conducted by Mr. Ndou S.D. involves the interaction on municipal practitioners about their perceptions within the Polokwane Municipality. The survey shall be conducted in a form of administering of a questionnaire with the relevant stakeholders in the municipality.

The information collected during the survey shall be kept confidential and the University promises to observe all relevant research ethics in line with the University of Limpopo's standards and requirements. The universities promises to make available information related survey to the municipality.

FINANCIAL IMPLICATION

There is no financial implication on this project.

RECOMMEND

That approval be granted for Mr. Ndou S.D to conduct her research within Polokwane Municipality.



University of Limpopo
School of Economics & Management
Department of Public Administration
Tel: +27 (15) 268 3157; Fax: 015 268 3522 E-mail: Mokoko.Sebola@ul.ac.za;

To : Lepelle-Nkumpi Local Municipality

From : Prof M. P Sebola

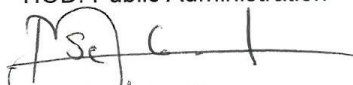
Date : 27 November 2014

SUBJECT: REQUEST LETTER TO CONDUCT RESEARCH: Ndou S. D (201013644)

1. This serves to confirm that the above-mentioned is an MADMIN registered student in our department of Public Administration.
2. The student is conducting a study on “THE EFFECT OF CAPACITY BUILDING TRAINING PROGRAMMES ON MUNICIPAL PRACTITIONERS IN SELECTED MUNICIPALITIES WITHIN THE CAPRICORN DISTRICT MUNICIPALITY, LIMPOPO”
3. The study is solely meant for academic research and to obtain Master’s degree in Public Administration.
4. I therefore as a study leader in this project, request your office to approve his request to conduct research in your area of demarcation.

Thanking you in anticipation

Prof M.P Sebola
HOD: Public Administration


27/11/2014



LEPELLE-NKUMPI LOCAL MUNICIPALITY

Postal Address
Private Bag X07
CHUENESPOORT
0745

www.lepelle-nkumpl.gov.za

Physical Address
170 BA Civic Centre
Unit F, LEBOWAKGOMO, 0737
Tel : (+27)15 633 4500
Fax : (+27)15 633 6896

FAX COVER

TO: University of Limpopo FROM: Matsiwa MM
FAX NO: 015 268 3522 PAGES: 02 Handing Cover page
PHONE: 015 633 4545 DATE: 12/01/2015

RE: _____
 URGENT FOR REVIEW PLEASE COMMENT PLEASE REPLY

Kindly receive the attached
approval for your request to conduct
Research from SA (201213644)

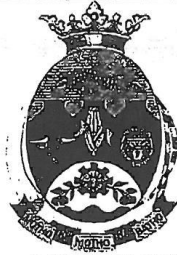
Thanks

Please notify if any pages is not clear contact the sender

[Signature]
Sender

MUNICIPAL CALL CENTRE NUMBER: 0800 222 011

"Motho ke motho ka batho"



LEPELLE-NKUMPI LOCAL MUNICIPALITY

Postal Address
Private Bag X07
CHUENESPOORT
0745

www.lepelle-nkumpi.gov.za

Physical Address
170 BA Civic Centre
LEBOWAKGOMO, 0737
Tel : (+27)15 633 4500
Fax : (+27)15 633 6896

Enq: M M Matshivha

19 December 2014

University of Limpopo

School of Economics & Management

Department of Public Administration

Fax 0152683522

Dear Professor

**SUBJECT: APPROVAL FOR YOUR REQUEST TO CONDUCT RESEARCH:
NDOU S D (201013644)**

Your letter dated 27 November 2014 refers:

Your request had been approved for your student to conduct a research at our municipality.

You are hereby requested to submit the programme schedule, with dates beforehand so as to enable the municipality to avail the municipal practitioners.

Hope you will find this in order

Kind Regards

ACTING MUNICIPAL MANAGER

N L RAMOTHWALA



MUNICIPAL CALL CENTRE NUMBER: 0800 222 011

"Motho ke motho ka batho"



University of Limpopo
School of Economics & Management
Department of Public Administration
Tel: +27 (15) 268 3157; Fax: 015 268 3522 E-mail: Mokoko.Sebola@ul.ac.za;

To : SALGA (Limpopo Provincial Office).

From : Prof M. P Sebola

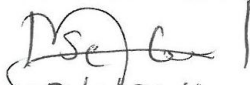
Date : 27 November 2014

SUBJECT: REQUEST LETTER TO CONDUCT RESEARCH: Ndou S. D (201013644)

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3. The study is solely meant for academic research and to obtain Master’s degree in Public Administration.
4. I therefore as a study leader in this project, request your office to approve his request to conduct research in your area of demarcation.

Thanking you in anticipation

Prof M.P Sebola
HOD: Public Administration


27/11/2014



University of Limpopo
School of Economics & Management
Department of Public Administration
Tel: +27 (15) 268 3157; Fax: 015 268 3522 E-mail: Mokoko.Sebola@ul.ac.za;

To : Aganang Local Municipality

From : Prof M. P Sebola

Date : 27 November 2014

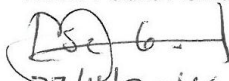
SUBJECT: REQUEST LETTER TO CONDUCT RESEARCH: Ndou S. D (201013644)

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Thanking you in anticipation

Prof M.P Sebola

HOD: Public Administration


27/11/2014

Ndou, Sipiwe

From: Ouma Napo <onapo@aganang.gov.za>
Sent: 01 December 2014 12:51 PM
To: Ndou, Sipiwe
Cc: IsaacManamela
Subject: Research: The Effect of Capacity Building....

Good afternoon,

I received your request for conducting research and the municipality has granted you permission to do your research. You can forward research material or for the interview, you will make an appointment with me or Senior HR Officer, Isaac Manamela 015 295 1426 imanamela@aganang.gov.za

Snr HR Officer, Mr Manamela will assist you.

Regards

Ms Ouma Napo
Manager HR
Tel No: 015 295 1400
Fax No: 015 295 1447
F2E No: 0865226156



AGANANG
Local Municipality



**EDITOR'S CONFIRMATION LETTER
TO WHOM IT MAY CONCERN**

I hereby state that I have edited the document:

**THE EFFECT OF CAPACITY BUILDING TRAINING PROGRAMMES ON
MUNICIPAL PRACTITIONERS IN SELECTED MUNICIPALITIES WITHIN THE
CAPRICORN DISTRICT MUNICIPALITY, LIMPOPO PROVINCE**

Dissertation

Submitted in fulfilment for the degree

MASTER OF ADMINISTRATION

In

Public Administration

by

SIPHIWE DAVIDSON NDOU

201013644

in the

FACULTY OF MANAGEMENT AND LAW

School of Economics and Management

at the

University of Limpopo

Supervisor: Prof M.P. Sebola

Disclaimer

At time of submission to student, language editing and technical care was attended to as requested by student and supervisor. Any corrections and technical care required after submission is the sole responsibility of the student.

Kind Regards



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