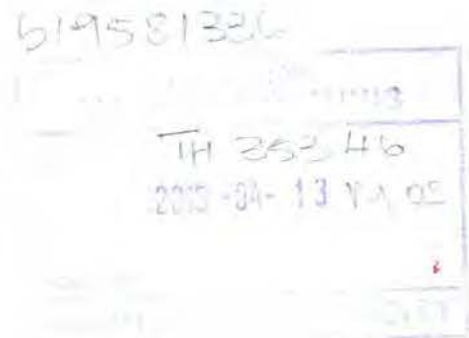


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**WHY LACK OF SKILLS IMPACT NEGATIVELY TO
EFFICIENT AND EFFECTIVE SERVICE DELIVERY: A CASE
OF KGETLENGRIVIER LOCAL MUNICIPALITY**

BY



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**MINI-DISSERTATION IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTER IN BUSINESS
ADMINISTRATION, GRADUATE SCHOOL AT THE NORTH WEST
UNIVERSITY (MAFIKENG CAMPUS)**

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DATE SUBMITTED: MAY 2011

DECLARATION

I, MOSELLA TSELANE ROSINA , hereby declare that the dissertation for the degree of Master of Business Administration at the North West University hereby submitted, has not previously been submitted by me for a degree at this or any other university. It is my original work in design and execution and all material contained herein has been duly researched and acknowledged.

.....*M.R.*.....

.....*28.03.2011*.....

DEDICATION

**TO MY LATE PARENTS, BROTHERS AND SISTERS, NIECES AND
NEPHEWS**

**This achievement is dedicated to my late parents and late daughter and to all my brothers,
sisters, nephews and nieces who supported me financially and spiritually throughout my
studies when things were really bad.**

ABSTRACT

The study determines the impact of lack of skills by Kgetlengrivier Local Municipality on service delivery. It should be borne in mind that municipalities are service delivery vehicles of the government and so need to have in their employ officials who are relevantly qualified and effective in order to add value to the municipality.

Municipalities, like all other organizations, have to employ well skilled personnel to make it functional or at least be capable to develop their own workforce so as to carry out their functions to the expectations of the people. They need to have in their different sectors well trained and knowledgeable officials who will diligently perform municipal duties.

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TSELANE ROSINA MOSELLA (BODIBE VILLAGE)

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WHY LACK OF SKILLS IMPACTS NEGATIVELY ONEFFECIENT AND EFFECTIVE SERVICE DELIVERY: A CASE OF KGETLENGRIVIER LOCAL MUNICIPALITY

CHAPTER 1: INTRODUCTION

1.1 Introduction

This chapter is aimed at introducing the reader to what the researcher's whole approach to the study, as well as the rationale for undertaking it. It is axiomatic that the municipalities (local governments) are the vehicles for service delivery in this country. They are an area where the government has to be at its best if South Africa is to deliver to the people what it has been promising them since the advent of democracy. As a result, local government has to function optimally through the use of well prepared and skilled workforce at all levels (*Institute for Security Studies: 2009*).

Municipalities like all other organizations, have to recruit and develop their own staff to keep pace with developments in the country and the world at large. An organization cannot cope with what is happening today in terms of technological advancements, unless specific skills are leveraged.

1.2 Key words:

Skills acquisition;

Relevant knowledge;

Service delivery;

1.3 Background of the study.

Municipalities are tasked by the National Government and Provincial Government to deliver services such as clean water, electricity, sewerage, libraries, entertainment centres and clinics to their respective communities (*Gorvernment Gazzette*, Nov 1998).

Kgetlengrivier Local Municipality was established as a Category B municipality in terms of the Constitution of South Africa, Section 155, Act 108 of 1996. The Municipality has executive and legislative authority in its areas of jurisdiction. It makes and administers by-laws for the effective administration of matters such as library function, vehicle licensing, vehicle testing and drivers license which, in terms of Schedule 4, Part A, is a provincial function.

In terms of Schedule 5, Part B Section 155 of the Constitution of the Republic of South Africa Second Amendment Act, No. 3 of 2003, Kgetlengrivier Local Municipality performs many other functions such as electricity provisioning, building regulations, municipal planning, local tourism, water and sanitation services limited to portable water supply systems and domestic waste-water and sewage disposal systems, storm-water management, cemeteries, cleansing, sport facilities, licensing and control of undertakings that sell food to the public, maintenance of municipal roads, parks and recreation facilities, refuse removal, refuse dumps and solid waste disposal, street trading, street lighting and traffic and parking.

Kgetlengrivier Local Municipality is responsible for distributing electricity to traditionally white townships and farms while traditionally black township are catered for by electricity utility ESKOM. The Municipality has outsourced the function of electricity provisioning to an independent service provider. The service provider encounters challenges that include old and dilapidated electricity infrastructure network, usage of conventional meters, old substations, exceeding the notifiable maximum demand, electricity tariffs that have not been approved by National Energy Regulator of South Africa (NERSA) for 2006/2007; 2007/2008; 2008/2009, and service providers with unskilled or semi-skilled electricity artisans.

Kgetlengrivier Local Municipality (KRLM) has realised that the challenges highlighted can be solved by finding enough funding to refurbish and upgrade networks, conduct assessment to evaluate costs of installing prepaid meters, prepare a business plan for the upgrading of substations, applying to National Energy Regulator of South Africa (NERSA) for condonation and appointment of qualified electricians (Kgetlengrivier Local Municipality IDP 2010/2011).

Table 1.1 highlights the list of services that the Municipality has to provide and the challenges that it faces and the actions that the Municipality planned to undertake to overcome those challenges for better service delivery to the people.

Table 1.1: Service delivery challenges and solutions

Service	Challenges	Solution
Refuse removal	Shortage of equipment	KGLM will use investments to purchase a large refuse removal truck
Refuse dumps and solid waste disposal	Unlicensed refuse dumps Refuse dumps not managed Refuse dumps too close to residential areas. No integrated waste management plan. Communities dump refuse everywhere	Service provider be appointed to license and manage the refuse dumps. Sites be identified for controlled dumping Integrated waste management plan be developed.
Municipal roads Water	Lack of equipment No maintenance plan Gravel roads washed away by rain Old infrastructure Poor quality of drinking water	Investment money will be used to purchase new equipment Maintenance plan to be developed R1.5m will be put aside to fix some of these roads in 2010/2011
Sanitation	Too many pipe blockages Throwing stones, clothes, plastics etc. in the sewage pipes Lack of maintenance of the pumps at the sewer pump stations	Pipe system scheduled for jet blasting before the end of September 2010 Community awareness campaign to be conducted Magaliswater will compile a maintenance plan

There is generally a lack of skilled personnel in the fields of sanitation, water, municipal roads to an extent that Local Government & Traditional Affairs and Magalies Water are contemplating deploying their artisans to KRLM in terms of the objectives of the Siyenzamanje programme. In some other fields, skilling of the personnel through training is to be conducted.

The Municipality boasts of a municipal manager who is well skilled and qualified with a wealth of experience in the local government environment. The municipality also boasts of a Chief Financial Officer who is capable, with relevant qualifications and wealth of experience in local government. Kgetlengrivier Local Municipality (KRLM) has also some directors that can be described as semi-skilled and qualified. Other important figures in the municipality are the IDP Coordinator who is neither skilled nor qualified, an Local Economic Development Coordinator (LED) coordinator who is unskilled and unqualified, a Human Resources Officer who is also skilled yet unqualified, a supply chain manager who is also unskilled and unqualified. There are also a whole lot of other important officials at the municipality that are neither skilled nor qualified in the positions they occupy and KRLM is not doing enough to develop them (Kgetlengrivier Local Municipality IDP 2010/2011).

The reasons why many of the officials at KRLM are not skilled and qualified are that firstly, people are employed or deployed in positions without relevant skills or qualifications; secondly, lack of support from employer to assist the employee to be skilled and qualified; thirdly, lack of interest by employee in personal development; the Workplace Skills Plan that does not

encourage all employees to improve their existing skills or to acquire new skills (Kgetlengrivier Local Municipality IDP 2010/2011).

The Municipality has reviewed the IDP and adopted a budget in March 2010 in terms of the Municipal Systems Act. The final IDP and budget were approved in May 2010. Key time frames for the IDP and budget process tabled before council in August 2009 for 2010/2011 and key time frames for IDP and budget for 2011/2012 were tabled before council in August 2010 (Local Government: Municipal Systems Act 32 of 2000 updated October 2008).

Councilors and mayors are elected to take custody of prompt and smooth delivery of services to the people. Municipalities have, under their employ, officials at different levels who assist the mayors and councilors to run the affairs of the municipality. These officials are the backbone of the municipality. They include the clerks, draughtsman, electricians, plumbers, other technicians and secretaries that, for the purpose of this research, will be referred to as junior officials of the municipality (Kgetlengrivier Local Municipality IDP 2010/2011).

There is the Local Labour Forum (LLF) at Kgetlengrivier Local Municipality established in terms of the Organisational Rights Agreement as enacted in Chapter 3 of the Labour Relations Act No. 66 of 1995. This forum enjoys equal representation of unions with the employer. The employer is represented on the forum by councilors and Municipal management (5) while the unions are represented by SAMWU (4) and IMATU (1). The LLF operates as a consultative structure and not a

negotiating one. The employer may implement a decision even if the trade unions do not agree with it as long as they were consulted on the matter.

The LLF, though functioning well, faces a major challenge when unions complain about the non-implementation of LLF decisions in cases where the employer does not agree with them. It is imperative that Kgetlengrivier Local Municipality management must inform its employees about the decisions taken in the LLF meetings and not to leave such to the trade unions (Kgetlengrivier Local Municipality IDP 2010/2011).

The workers are the ones who carry great responsibilities on their shoulders in terms of service delivery to the communities. They man computers, collect fees, prepare bills, balance books, work in libraries, take care of budgets, operate switchboards, take minutes, write house clearance certificates, evaluation certificates, issue road safety centers, fire control and many other duties that make municipalities functional. This is a team of officials in municipalities that need to be highly efficient if the municipality is to function optimally (Rocco, 2000:204; Cowie, 1998:234).

With the great responsibilities put on the shoulders of these workers, it is imperative that municipalities invest a great deal on their training. It is this section of the workforce that needs to be uplifted in terms of acquisition of expert technical skills and basic knowledge. A municipality, like all other government institutions, needs suitably qualified, skilled personnel to run its affairs (Knipe, van Niekerk, van der Walt and Doyle, 2002:44).

1.4 Statement of the problem

The Kgetlengrivier Local Municipality has employed workers without the necessary appropriate skills to assist the municipality in its quest to deliver services to the people. Most of the workers were employed by the Municipality without necessarily checking whether those potential candidates possess the skills critical to the optimum functioning of the Municipality as a service delivery machine. The majority of workers would have gone as far as Grade 12 but are made to man the offices and workstations of the Municipality (Kgetlengrivier Local Municipality IDP 2010/2011).

It is envisaged in the Kgetlengrivier Local Municipality's Recruitment, Selection and Placement Policy that the municipality will identify and employ people with potential and ability to add value to the Municipality, i.e that it will employ people who will fit in within the culture of the Municipality mission. Evidence from the responses indicates that the Municipality is not following this policy. The majority of responses have shown that most official do not have qualifications and skills required by the Municipality (Revised Recruitment, Selection and Placement Policy, Kgetlengrivier Local Municipality).

Some of the reasons for this lack of skilled personnel in the municipality are allegations of corruption and nepotism practiced during recruitment. There are allegations that municipalities employ political deployees to positions for which they are not qualified. According to the Minister for Cooperative Governance and Traditional Affairs, Sicelo Shiceka, local government is

perceived to be incompetent, disorganized and 'riddled with corruption and maladministration' (*Institute for Security Studies*, 5 August 2009).

Kgetlengrivier Local Municipality like any other organization has employed people and these people have to have the necessary tools in terms of skills and capabilities to perform their duties in the municipality in a satisfactory manner. The workforce of the municipality has to possess those vital skills and knowledge with which all responsibilities of the municipality can be carried. The Kgetlengrivier Local Municipality, the respondents' biographical data show, did not employ in the first place employ people with the skills the Municipality needs to carry its responsibility going forward in an efficient and effective way. It was very important to ascertain whether those employed by the Kgetlengrivier Local Municipality possess those essential skills and knowledge the municipality needs to deliver and that they use those skills and knowledge to the betterment of the lives of people in that part of the country (Noe, 2005:47).

1.5 The following questions were posed:

- What are the necessary skills people need for the well-functioning of the municipality?
- What level of skills and knowledge do the employees have relevant to the mandate of the municipality?
- What is the relationship between the skills an employee has or has not and levels of service delivery?

1.6 Aims of the research.

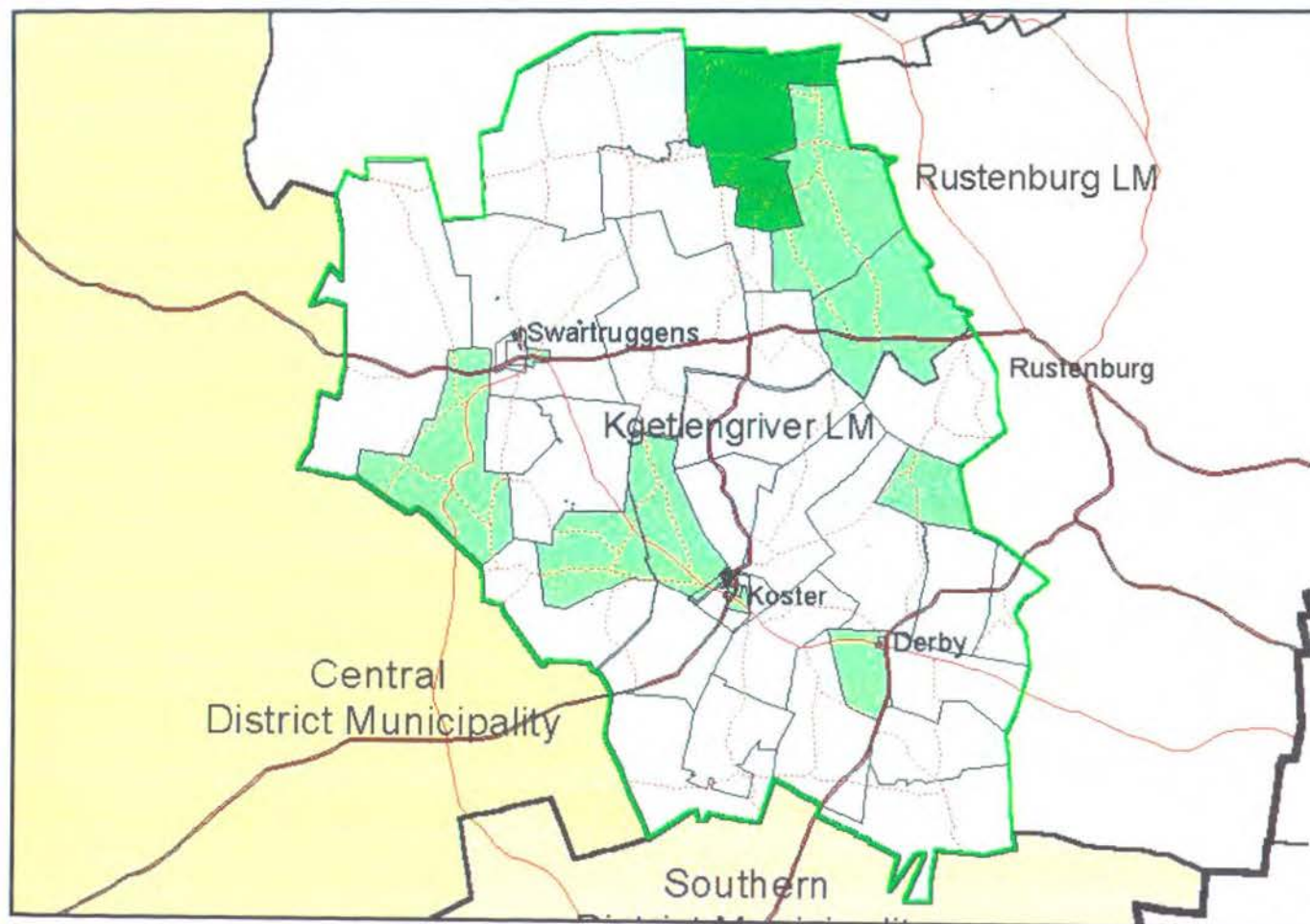
It was the intention of the researcher to find out whether the employees have skills the municipality needs for the delivery of basic services to the communities falling under its jurisdiction. As mentioned earlier, municipalities need to serve the people by providing such services as water, sanitation, electricity, refuse collection and many others. If all the officials are well trained and motivated, the work of the municipality will be easy and delivery will be efficient (Rocco, T. S. 2000).

Knowledge is power. Municipalities need to have knowledgeable people working for it in order to deliver on its mandate. They need to employ people who will be in a position to solve many problems that communities face. The Government of South Africa, as well as the private sector, all needs well-trained personnel to take this country forward. The municipality needs to have in its employ people who can read, formulate, interpret and implement policies. Competency is the major driver of service delivery (Rocco, 2000:204; Cowie, 1998:234).

1.6.1 Hypothesis

Lack of essential skills and knowledge by the junior officials of Kgetlengrivier Local Municipality adversely affects the capacity of the municipality to deliver services to the people of the area.

Figure 1.1 MAP OF KGETLENGRIVIER LOCAL MUNICIPALITY



1.6.2 Significance of the study

The study is important in that it has highlighted the deficiencies in the abilities of the workforce to carry out the functions of the municipality. The study also brought to the fore the management's lack of preparations and plans to develop the workers. The study also exposes the inability of Kgetlengrivier Local Municipality to implement the recruitment policy it has when employing workers. People were employed into the Municipality without proper assessment in terms of their skills and knowledge required for their positions.

1.6.3 Scope of the study

The Kgetlengrivier Local Municipality (NW374) is located in the southeastern part of North West Province and forms part of Bojanala Platinum District Municipality (DC37), bordering Rustenburg Local Municipality on the east, Ventersdorp Local Municipality (which falls under the Southern District Municipality) on the south, Ditsobotla Local Municipality on the west, Ramotshere Moiloa Local Municipality (which falls on the Central District Municipality) on the northwest as well as Moses Kotane on the north side (Kgetlengrivier Local Municipality IDP).

The study covers the towns of Swartruggens, Koster and Derby towns and their townships and farm areas whose councils were amalgamated into one local municipality. Candidates come from the three towns and their environments where the economy is made of agriculture, tourism, small – scale mining, trade and government services (*See map on previous page*).

In terms of Municipal Systems Act 32 of 2000 updated October 2008 and Municipal Finance Management Act 56 of 2003, a local municipality must establish performance management systems to promote the culture of performance. The purpose of the system is not as much punitive in nature as it serves as early warning system, facilitating improved performance and accountability and enhancing learning and improvement.

Kgetlengrivier Local Municipality has the following key portfolio committees:

- **Finance and Economic Development Committee** responsible for Finance, Tenders, Economic Development, Tourism, Job Creation, Agriculture and Rural Development
- **Administration and Legal Matters Committee** responsible for Human Resource Development, Municipal Administration, Legal Matters, IDP and PMS, Communications, Intergovernmental Relations, IT, and Audit.
- **Infrastructure and Community Services Committee** taking care of Housing, Planning, Infrastructure Development, Water, Electricity, Sanitation, land, and Environment.
- **Community Safety and Social Services Committee** responsible for Municipal Health, Emergency Services, Community Safety, Transport, Traffic, Disaster Management, Social Services, Arts, Culture, Sports and Recreation, Gender, Youth, Disability and HIV/AIDS, Community Participation, and Traditional Authorities.

Figure 1.2: Diagram of the Political Structure

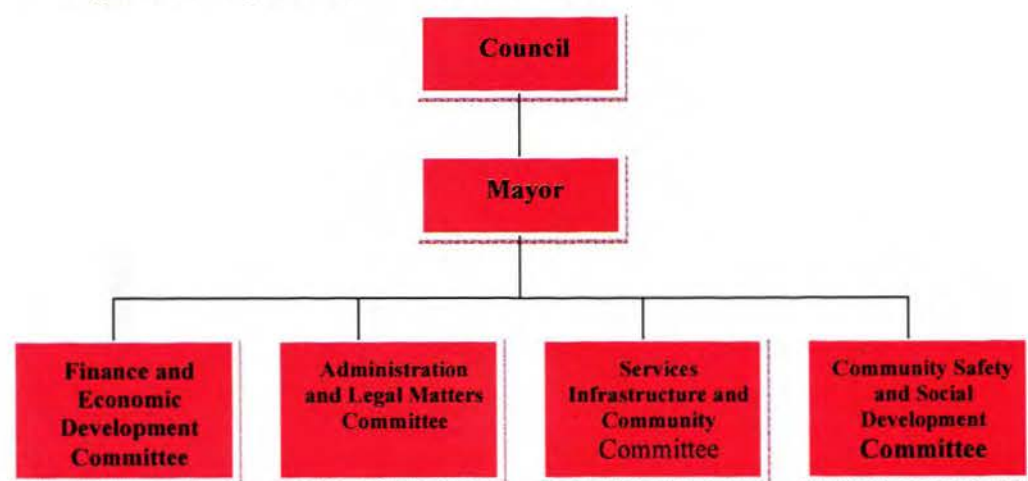


Table 1.2: Roles and responsibilities of the political structure

Structure(s) Person(s)	Roles and Responsibilities
Kgetlengrivier Council	-overall responsibility will be to adopt and approve the IDP
Mayor	-Provides political guidance over the IDP and budget process and the priorities that must guide the preparation of a budget
Portfolio Committee	-Recommends the approval of the IDP review to Council
Municipal Manager	-Manage effective participation of all stakeholders -ensure that the contents of the IDP satisfy the legal requirements and the requirements of the District Framework.
IDP Manager	-Offer strategic guidance and management to the review process -ensures that implementation takes place within the available resources. -ensures that all relevant stakeholders are appropriately involved. -ensures the alignment of the IDP with the relevant Documents at District, province and national
Ward Councillors	-Organising public consultation and participation at ward level. -Dissemination of information from council to constituents and visa versa. -identification and prioritization of programmes and projects.
IDP and Budget Steering Committee	Ensure alignment of proposed budget with IDP. -Ensure that sufficient funding is provided on the budget for projects as per IDP. -Record realistic revenue and expenditure projections for current and future years. -Manage the overall development of the IDP.
IDP Representative Forum	-Represents the interests of the constituencies in the IDP Review -Ensures communication between all stakeholders -Provide planning information -Assist in projects and budgeting linkages
Communities	-Participate in prioritization of Projects and programmes. -Identify and prioritise the needs -Discuss and comment on the draft IDP review document
Private Sector	-Inclusion of their projects in the IDP of the municipality -Provide information on the opportunities that the communities may have in the private sector
District Municipality	-Ensures the horizontal and vertical alignment of the IDP's of other municipalities within the District -Establishment of IGR
Professional Service Providers	- They will be engaged where it is necessary.

Figure 1.3: The Administrative structure

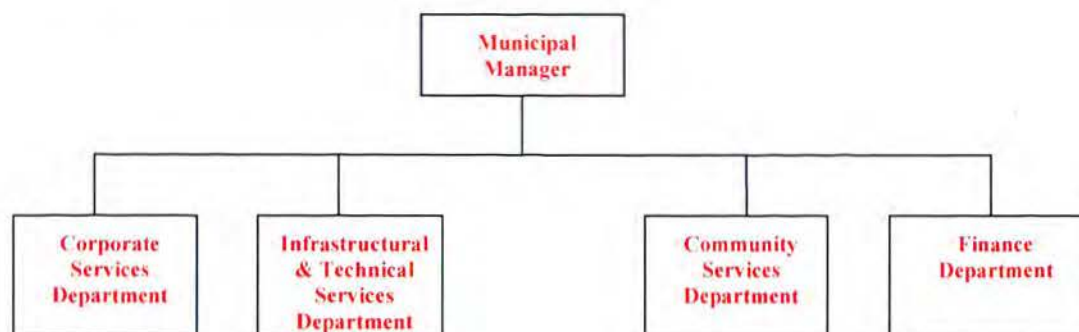


Table 1.3: Functions of the municipal departments

PORTFOLIOS	CORE FUNCTIONS	MANAGER
Municipal Manager	IDP, Internal Audit, Performance Management	Municipal Manager
Chief Financial Officer Administration	Finance, Supply Chain Management	CFO
Infrastructure Services	Housing Planning, Infrastructure Development, Water, Electricity, Sanitation, Land , and Environment	Technical Director
Corporate Services	Legal Affairs, Human Resources Management, IT	Corporate and Support Services Director
Community Services	Social Development, Sports & Recreation and Youth, LED	Director

Table 1.3 illustrates the administrative structure of the municipality and the functions each of the components carry out on a daily basis in implementing the plans and ambitions of the Council lead by the Mayor. The Municipal Manager is the head of the administrative and implementation arm of the municipality. For effective functioning of the municipality, the responsibilities are categorized into departments lead by directors and a

chief financial officer who report directly to the municipal manager according to functions mentioned in Table 1.3 above.

1.6.4 Definition of concepts

- Junior officials – these are all the officials of the municipality that serve in the offices and workshops and are levels below middle managers or supervisors.
- Essential skills – these are capabilities that workers possess that enables them to perform specific duties like capturing of essential information in computers and files (Noe, 2005:47).
- Service delivery – this is the ability of the municipality to make accessible all essential services such as sanitation, electricity, clean water and refuse removal to communities (Mafunisa, 2001).

1.7 Research method

The research had to marshal a method comprised both desk and field research. The questionnaire was piloted as a result of which the questionnaire had to be redrafted. The problems experienced concerned cooperation from some senior officials of the municipality, unavailability of records of staff profiles, and accessing official documentation.

It was really very difficult to get cooperation from some officials of the municipality, particularly those in positions where important information was sought for the study. Secondly the municipality does not have information on the profiles of each and every employee. These are profiles

where educational achievements and skills of workers are contained. The researcher had to rely on the responses to the questionnaire administered to get information on officials. The researcher also encountered a myriad of problems when trying to access official documentation with significant information to the study. People were either reluctant to assist or refused to help. There was a lot of red-tape to go through.

Reaching the people for the administration of the questionnaire was swiftly done because of the proximity of the three towns to each. Public transport connecting them is available and reliable, which made travelling more easily. The researcher expended a little bit of energy and effort in taking the questionnaires to the people and their timeous return to the researcher.

1.7.1 Literature review

The researcher has consulted the secondary and primary sources to find out what other researchers/authors were saying about the topic. South African and international sources were consulted.

Van der Walt, van Niekerk, Doyle, Knipe, & du Toit (2000:52); & Bouare (2001) contend that it is crucial for senior officials in any institution to assess the position of the institution in terms of where it is, where it is going, as well as the implications on the future demands and supply of human resources. The authors explain human resources planning as the process by which an institution ensures that it has the right numbers and kinds of people at the right places at the right time, capable of effectively completing those

tasks that will aid the institution in achieving its overall objectives (Mafunisa, 2001).

On the finances, the municipalities need people who can plan, organize, direct, co-ordinate and effectively control the budget. A municipality needs efficient and accountable employees who will execute their duties in a manner that every cent is accounted for. Managers, through the assistance of junior officials, must be accountable for the expenditure that takes place in their institutions. The funds to finance the expenditure are public moneys, which must be spent wisely. Accountability refers to the obligation to account or answer for responsibilities, which have been conferred upon a functionary by the electorate (van der Walt, et al, 2002:269).

As auditing and reporting is the last step in the financial management cycle, municipalities needed to have employees who can measure the actual performance of the municipality against the budget. Managers cannot spend a lot of time approving a budget without regularly auditing their books. The municipality therefore, needs to have the necessary manpower that will do the auditing and reporting before the books can be taken to the external auditors (van der Walt, et al, 2002:269).

The municipality needs a communication system that is viable and can meet the needs of the municipality if it is to function well. However, it will be of no use to install the state of the art communication system if the municipality does not have the right people to operate the system (van der Walt, et al, 2002:269).

It is important for the municipality to ensure that there is a free-flow of information between the municipality and its many organs, and between the municipality and the outside world. If the municipality cannot recruit the relevant employees, then it has to take those that it has employed through developmental programmes. These developmental programmes can come in the form of workshops or courses at institutions of higher learning where the municipality pays for the learners (Van Rooyen, 200:61).

The municipality cannot function properly if the clerical staff is not well trained to deliver the goods. There should be people who are capable of filling information that the municipality use daily to deliver services to the people. There is a need of people who can use computers to the benefit of the municipality, thereby benefiting the communities served. The municipality has to have people competent enough to collect fees for the municipality from the communities, the very income that sustains the municipality. In short, employees need to be competent to do their jobs (Maphunye, 2001).

1.7.2 Empirical study

An empirical study was conducted to test the perception of officials on task-related skills in relation to service delivery.

- Independent variable –lack of skills
- Dependent variable - service delivery

1.7.2.1 Study population and sample

The population of the study is all 180 workers in the municipality and a sample of 24 workers representing 13.2% was drawn. The population includes all the workers employed by Kgetlengrivier Local Municipality and located in the towns of Swartruggens, Koster and Derby as well as the surrounding farms. Kgetlengrivier Local Municipality services the three towns together with their respective township and the surrounding farming areas. According to Statistics South Africa,

Kgetlengrivier Local Municipality has a total population of 37 806. The area is predominantly populated by Africans who make up 32 423, which accounts for 81% of the total. Whites are only about 16% and rest are Asians. These towns can actually be referred as farming towns where crop (mainly maize) and stock activities are taking place (Kgetlengrivier Local Municipality IDP).

The respondents were chosen randomly and in proportion to the total numbers of members in the units of Financial Services, Corporate Services, Technical Services, and Community and Social Services. 31% of the sample was selected from Community and Social Services, 27% selected from Corporate Services, and 21% each from Financial Services and Technical Services.

1.7.2.2 Measuring instruments

A structured questionnaire (see Annexure 1) was prepared and administered to junior officials. The questionnaire was piloted with the head office staff.

1.7.2.3 Data analysis and interpretation

The researcher used tables, figures and graphs in the analysis and presentation of data.

1.8 Conclusion

The study is conducted to highlight the effects of lack of suitable skills by the employees of the Municipality on service delivery. The qualifications of employees are highlighted by the questionnaire as well as the employees' perceptions of existence or non-existence of staff development programmes in the Municipality.

The Kgetlengrivier Local Municipality has both the political and the administrative structures each with well defined functions and roles. The political structure takes care of the planning for the Municipality in terms of the priorities of services the Municipality has to provide to the people. The administrative structure is the implementing wing of the Municipality and deals the actual delivery of services to the masses in the municipality decided upon by the political structure. The roles and responsibilities of the Municipality are contained in the Municipality's Integrated Development Plan.

The Kgetlengrivier Local Municipality is relatively a small municipality among the municipalities falling under the Bojanala District Municipality based in Rustenburg. Kgetlengrivier Local Municipality comprises three small towns that depend mainly on agriculture and quarrying and vast informal settlements surrounding these towns.

The majority of the people of this municipality are not educated, with some having not attended school ever. The highest institutions of learning are secondary schools the area. Learners are forced to go to far places for tertiary education.

In terms of the Constitution of The Republic of South Africa, Kgetlengrivier Local Municipality is expected to provide basic services like water, electricity, sanitation, health facilities, shelter to the needy, education and infrastructure to the communities it serves.

The literature has shown that municipalities that do not perform encounter problems such as refusal by communities to pay rates and protest actions where streets are blockaded with burning assortment of materials and other rampaging actions. The literature has also shown that municipalities need to employ people with suitable skills and where this is not the case then municipalities have to indulge in regular empowerment programmes for their employees to lift their capacities and moral.

A structured questionnaire was administered and responses were presented in the form of tables and further explained through the compilation of graphs

for each item in the questionnaire. Figures were also introduced in this chapter to explain information on the structures of the Municipality.

CHAPTER 2: LITERATURE STUDY

2.1 Introduction

Chapter 1 provides a background and motivation for the study. It is argued that local government professional bodies should develop ethical standards and aim for professionalism of the highest quality amongst its members. Professionalism should be achieved through structured capacitating and training programmes. Professional bodies should play a critical role in local government curriculum development, providing sectoral support through input to the legislative process availing expertise to the South African Local Government Association and other relevant government departments if requested to do so and developing best practices through interaction with their counterparts internationally (Mashiane, 2001: 3-4200:332).

This review of literature was done to highlight what researchers and other authors had to say concerning service delivery and performance of employees in government institutions in particular and organizations in general. Leadership is the ability to persuade others to seek defined objectives enthusiastically. It is the human factor that binds a group together and motivates it towards goals (Coetzee, 1992:149 in *Journal of Public Administration*, December 2001:334). The municipal manager has a vital role in developing morale and creating enthusiasm in local government and administration (Shea, 1990:33).

Municipalities are organs of the State tasked to deliver services of government to the people – rich and poor. In order that the municipalities

can deliver or render appropriate and efficient service to the people, they need to have well-oiled machinery to carry out the tasks. This machinery is the municipalities' human workforce. A lot has to be invested in this workforce or the right type should be recruited if municipalities are to carry out their mandate successfully (IMFO vol. 6, 4. 2006).

2.2 Service delivery at Local Government Level

It has been emphasized by speakers (including Former State President Thabo Mbeki) over and over again at Freedom Day and May Day celebrations, the need for much improved service delivery at all levels of government, but more specifically at local government level. For many times this country's former president (Thabo Mbeki) strongly lamented the fact that municipal councilors and officials were not there to enjoy the status, benefits and often corrupt gains of their appointments, but that they were there to serve the people to the best of their abilities. The former President stressed that municipalities were not 'cash cows' which could be milked by unscrupulous councilors, business people and officials. He felt that the recruitment and placement of properly skilled professionals was essential, but also important was the development of motivated and responsible leaders to create an environment in which service delivery could take place (IMFO vol.6, 4. 2006).

Andre de Villiers & Peter Michel (2006) argue that competency is closely related to service delivery. To them competence refers to a person's ability to perform a certain job cognitively, affectively or conatively. The cognitive aspect or an understanding of what needs to be done and why, they argue, is

important and this is determined to a large extent by the basic training a person has and his/her intellectual capacity. They believe that correct job evaluation and description as well as choice of the right incumbent, is therefore necessary.

On the affective aspect, the motivation to perform well and accept responsibility and accountability in the appointed position is the next essential element to employees. It is obvious that officials who consider themselves entitled to benefits without any counter-performance are a prime cause of unsatisfactory service delivery, as they lack affective inclination (Villiers & Michel 2006).

The cognitive aspect or the skill that has been mastered, be it in dexterity, experience to apply a technical skill or the managerial ability to manage projects, requires basic training and is only proven when the necessary experience is gained over time. Competence, therefore, is a complex combination of the above aspects. Thus, the development of skills in isolation without the insight into the rationale as well as a positive perception about the need to apply them in a focused manner, will not assist the municipality to deliver a satisfactory result (Villiers & Michel 2006).

De Villiers & Michel (INFO vol. 6 2006) also bring forth the idea that modern organizations depend heavily on one or a few core competencies for their survival and growth. Without such core competencies, which form the basis of the intangible assets of the organisation, products and services cannot be delivered to customers in a satisfactory manner. Over time, these competencies form the base on which the organisation grows and prosper.

Hereunder are the five broad competencies identified (*Business Day*, 1 June 2006):

- Fusion Competence
- Technology Competence
- Business Process Competence
- Network Competence
- Human Competence

2.3 Former MEC lays down law on performance to newly elected municipal officials

Chantelle Benjamin reported in *Business Day* of Monday, June 1 2006, what the former MEC for Gauteng's local government, Qedani Mahlangu, told the Gauteng local government officials and members of the South African Local Government Association (Salga). In a straight-talking speech, The Honourable former MEC told those in attendance that municipalities are required to develop effective community participation strategies to deepen local democracy and this follows on the study done in 2004 by Local Government Department that looked at the efficiency and effectiveness of municipalities. The study revealed that while the developmental system of local government was maturing, problems were being experienced in terms of institutional transformation and shortage of skills.

The former MEC hinted that municipalities needed to urgently put in place capacity building and skills development programmes. To achieve this, Salga was working with local governments to start learnership programmes

for councilors and officials that are aimed at capacity building for service delivery and infrastructure development. It is further reported that smaller municipalities have found it hard to attract and retain skilled and experienced staff because of low salaries. Qualified professionals move to big metropolitan councils and the private sector for lucrative financial offers. The MEC's speech emphasized the need for people with necessary competencies to steer the municipalities to greater heights (*Business Day* Monday, June 1 2006).

2.4 Skills shortage cripples state delivery

According to Harris (2007) it is easy for a man in the street to complain about the government not being able to deliver as it should, without realizing that the state faces many challenges. The latter observation, carried in *The Sunday Times* of July 29, 2007, was further compounded by the fact that on many occasions an average person says that the government is operating at 40% to 50% capacity, making delivery of services almost impossible (Harris 2007).

Chantyl Mulder, Senior Executive: Transformation at the South African Institute of Chartered Accountants (*Sunday Times*, July, 2007), believes that it is not the managers of an organization that need so much of training but the people at the lower ranks of the organization and municipalities. The clerks and the other low ranking officials of the municipality need to possess those skills necessary to enable them to perform their responsibilities well. These people are the engine of the municipality without which it cannot

operate effectively and efficiently. The managers are only but drivers of the municipality.

2.5 Municipal skills boost

The concern for shortage of skills in South Africa is being recognized country-wide. Companies and government are doing everything to close the skills gap. Plans are put in place to try to solve this problem. Skills shortage is adversely affecting the functioning of municipalities in general and the poorer ones greatly. According to the May/June issue of the *Service* journal (2007) then Minister of Provincial and Local Government insisted that attracting and retaining skilled staff needed extra money. The Minister committed the government to providing added money for market-related salaries that will help local government attract and retain much-needed skills. This money would be used to bolster the administration and technical expertise of ailing municipalities by way of offering competitive salaries of skilled personnel..

2.6 Apgisa and Jipsa progress

South Africa and its many municipalities are in need of properly qualified staff. Former Deputy President Phumzile Mlambo-Ngcuka, at media briefing on the release of a progress report on the first nine months of the Joint Initiative for Priority Skills Acquisition (Jipsa) reiterated that efforts from local companies and government in tackling the country's skills dearth, were not enough (*Service*, 2007).

Mlambo-Ngcuka believes that while stakeholders have agreed on a detailed plan to increase the number of engineers and other essential graduates from universities and universities of technology, further plans were now being considered to fill the gap through means of overseas scholarships and the importation of experienced relevant staff. This goes to show how serious this shortage of skills is in South Africa is.

As some of the efforts to solve the skills shortage in South Africa, the Deputy President said that the second phase of Jipsa would focus on planning in the public education and health sectors the uptake of mathematics, science and communication skills in public schooling, as well as town and regional planning skills. She says that attention would be given to finalizing the National Qualification Framework Review and tackling stakeholder concerns about the accreditation and quality of technical and vocational training programmes. The skills Development Act of 1998 would be reviewed as part of the Department of Labour's implementation plan to increase the number of artisans.

Private businesses and unregistered training providers have for sometimes been filling the gap neglected by public technical colleges – now further education and training (FET) colleges. These businesses have been training learners in order to close the skills gap. There is now a threat of the new bill that requires these providers to first become companies before they could operate as accredited providers.

Dr Paul Steyn (2008), a consultant of a registered service provider, is of the view that the Further Education and Training Bill, as it presently reads, will leave the providers high and dry. It is believed that although South Africa

spends 21% of its national budget on education – as much as European countries do – the country's need is bigger, which requires government and private sector to join hands in dealing with the challenges of skills shortage (*Achiever*, 2007).

2.7 Training and developing unskilled labourers

Municipalities could take a leaf out of the good work done by the National Department of Public Works (DPW). The department is creating jobs for the unemployed, and helping with skills development is what it does regularly. The department uses the Expanded Public Works Program (EPWP), launched in July 2004, to provide poverty and income relief by training unemployed people in construction work, equipping them to carry out duties that would otherwise be performed by construction companies (*IMESA* 2007:38-39)

The EPWP, as an important second economy initiative of the South African government, trains both skilled and unskilled individuals from various communities while creating job opportunities for them at the same time. Training includes low volume road construction, sidewalk construction, storm water systems, pipelines and other skills related to construction. All work is aimed at service delivery projects within communities and are funded entirely by government. The municipality can emulate this example and train staff and communities to carry out such activities in order to avoid spending large sums of money on contractors and construction companies (*IMESA*, 2007:38-39 & *Gibb*, 2002:223-226).

2.8 Finger firmly on the pulse

According to Cheryl James, CEO of the Sector Education and Training Authority (Seta) for Finance, Accounting, Management Consulting and Other Financial Services (*Achiever*, 2007), demand for finance, accounting management consulting and other financial services skills, is huge in this growing economy. Demand for these essential scarce skills is even greater with municipalities. It is the municipalities that have to ensure that services are delivered to people in order to enable the growth of the economy to be even faster to the benefit of everybody. Infrastructure has to be in place in municipalities to allow for the development of the country and the improvement of the lives of the people (*Achiever*, 2007).

Municipalities have to work closely with institutions such as Fasset in order to improve the capabilities of their workforce to perform their functions as required. Fasset develops learnerships which proved to be able to bridge the gap between skills development, training and industry. It has been shown that learners that have gone through Fasset learnerships, do not struggle to be placed in employment because those learnerships address real skills needs within the financial sector (*Achiever*, 2007).

2.9 Limits to construction capacity

It is reported in *Achiever* (2007) that South Africa needs 6 000 additional engineers to meet its short-term needs. It is also estimated that construction investment must increase up to 8% of Gross Domestic Product GDP, if South Africa is to achieve economic growth of 6% by 2014, according to

former Public Works Minister, Thoko Didiza (*Achiever*, 2007). It has also been reported in *achiever* 2007 that various studies concluded that the country has a serious shortage of engineers, technologists and technicians with 95% of companies claiming that they were struggling to meet their needs in this regard. Minister Didiza concedes that there is a serious need for skills training to address part of the skills shortage in this country (*Achiever*, 2007).

According to Didiza, the country has been able to train over 2 000 officials and built-environment professionals in 2006. It is said that over 1 000 contractors improved their grading status over the past year, with 80% of these being black-owned small- and medium-sized enterprises. In spite of this, the problem of skills shortage persists. Didiza believes however that the construction sector has the potential to create several hundred thousand further jobs by 2014, and her department will work with all stakeholders, the Ceta, Further Education and Training Colleges (FET colleges) and industry to ensure that the country overcomes bottlenecks in the development of critical skills (*Achiever*, 2007; Goldstein,& Ford, 2002:22).

2.10 Improving municipal finances

It is sixteen years into the new democracy but municipalities are still experiencing the problem of non-payment for services and rates by communities. This was a mechanism used during the struggle for freedom and now it is no longer appropriate today (*Service*, 2007). The then Minister of Provincial and Local Government Sydney Mufamadi during his budget vote to the National Assembly in 2007, reported back on the results of a

project undertaken at 12 municipalities chosen as pilot sites for efforts directed at improving the municipal billing system. The minister reported a marked improvement in revenue collection that then amounted to about R1.6 billion over a period of 12 months - an average of 21.4% increase in revenue collection.

The collected revenue started helping the designated municipalities to provide new services – particularly to communities that did not previously have access to such services. The collected revenue also improves the reliability of existing services, thereby improving public confidence and the attitude toward payment for municipal services (*Service, 2007*).

An accounting certificate (Association of Accounting Technicians Local Government Certificate) was launched in 2007 for finance staff working in municipalities. This is an effort by The Association of Accounting Technicians (AAT) and the South African Institute of Chartered Accountants (SAICA) to try to help municipalities uplift the level of performance of their staff members dealing with financial matters. According to Scott-Paul (2007), having efficient staff means a better public service, which, in turn, improves the environment in which a municipality's citizens live.

The AAT Local Government Accounting Certificate, while essentially serving as an introductory level qualification for staff working in entry-level finance roles within municipalities, is also beneficial for a range of existing staff including:

- Debtors' control clerks;

- Cashiers;
- Administrators;
- Credit controllers;
- Credit payment staff;
- Tender staff;
- Creditors'; and Bank reconciliation administrators.

The course aims to equip staff with key skills vital to the effective management of local government finance. It has been designed to enhance internal controls through multi-skilled staff who are able to effectively manage cash, credit and debtors and improve service delivery and data capturing. Staff members who complete the AAT Local Government Accounting Certificate will be able to progress to the full AAT qualification.

2.11 Skills stock take

The then Deputy President Phumzile Mlambo-Ngcuka in her address at a gala dinner held as part of a Skills Revolution Indaba in KwaZulu-Natal hinted that skills are the biggest binding constraints to accelerate a growth of South Africa and more importantly, to sharing fruits of its growth (*Service*, 2007). The skills indaba assisted the attendants to reflect on what South Africa can do better and to use previous experiences to strengthen strategies.

The Skills Development Act 97 of 1998 emphasizes the fact that not only should skills of public officials be developed, but also that the levels of investment in training and education in South Africa be increased. A

learning environment should be created that provides opportunities for public officials to improve their skills.

2.12 Temporary employees are important too

After the second phase of the National Skills Development Strategy (NSDS) has come to an end on 31 March 2007, people are questioning the success of the strategy. They want to know what big corporations and businesses are doing to ensure that their employees go through the necessary skills development programmes. Businesses and corporations are also called upon to explain how they handle even their temporary staff in terms of developing them (Erasmus, van Dyk, 2003:142).

The Government is of the view that temporary staff are glossed over when it comes to skills development, with most companies preferring to invest only in their permanent employees. The rapid need for service delivery as a result of the robust growth of the South African economy over the past decade, coupled with the implementation of affirmative action, has led to a rapidly increasing demand for skilled human capital (*Government Digest*, 2008).

2.13 Focus on skills development in financial management

Financial management skills, like all other skills in other sectors of the economy, are very critical to the development and sustainability of the economy thus improving the lives of the people. Lack of financial management skills can result in the failure of departments and municipalities

to effectively manage budgets allocated to the various units within the departments (*The Mail*, 23 May 2008).

In the same issue of the *The Mail*, the then North West MEC for Finance, Maureen Modiselle (*The Mail*, 23 May 2008), lack of financial management skills may result in either budgets being under-spent or over-spent. The MEC argues that understanding the basics of financial management or developing basic skills of non-core financial managers will enable these managers to make informed decisions regarding financial issues, and above all, make their budgets work for their respective units as efficiently as possible. Failure to develop financial management skills can easily make non-core financial managers targets for financial mismanagement or push them to make poor choices in the use of the funds allocated to them. In the MEC's view, lack of proper financial management skills may prevent departments and municipalities from laying stronger foundation towards obtaining unqualified audit reports.

The MEC concedes that, although there are some notable successes in the area of financial management in certain departments and municipalities though there is still a great more work to be done. The Finance MEC, in her address cautions that inadequate financial management skill can also be a barrier to individual departments and municipalities' financial stability and even prevent them from laying a stronger foundation for sound financial management.

The MEC reports that Department of Finance is poised to ensure that the various phases of the training in financial management skills project for non-

core financial managers, work for the benefit of all departments and municipalities. It is also aimed at increasing awareness of the importance of financial literacy, encourage financial education for all managers requiring them.

2.14 Skills for municipalities

Naidoo (2005:104) argues that the South African Public service continues to suffer from a lack of management capacity, with many managers lacking the ability to delegate, effectively make decisions, and innovately solve problems that block development and service delivery. The slow pace of implementation of policies that are aimed at improving service delivery is but one of a number of interrelated variables in the South African public service that can explicitly be attributed to the deficiency in strategic, visionary and managerial leadership (Naidoo, 2004:338). Managers in the South African public service are expected to be task-oriented, work-focused and highly interested in the task at hand (Schwella & Rossouw, 2005:769 & Noe, 2005:3).

The trainees need to accept that the competencies that are being taught do exist and are important for them to function more effectively and efficiently (Spencer, L. M. & Spencer, S. M. 1993:291).

Minister of Provincial and Local Government Sydney Mufamadi (2007) in his address to the Johannesburg business community reported that the government was committed to providing extra money to municipalities, part of which will go towards salaries that are market-related. This is an effort to

help municipalities attract and retain much-needed skills. The Minister also explained that the aim of the department through Project Consolidate, launched in 2004, was to beef up administration and technical expertise of ailing municipalities by allocating funds to municipalities to train their staff (*Achiever*, 2007).

The increased allocation of funds was also earmarked to fill the number of posts, including those posts lower down in the municipal structure to enable the municipalities to perform effectively. A clear indication that there is a dire skills need by local authorities is the fact that in early May, the City of Cape Town advertised 202 critical posts, including 99 for engineers and 31 project managers.

According to Mufamadi, stakeholders outside of government are now involved in supporting local government in much better, organized manner. In addition, specialist skills ranging from technical, financial, planning and project management were augmented in the targeted municipalities (*Achiever*, 2007).

2.15 Management skills and institutional capacity for municipal service delivery

According to Marais & Kroukamp (2006), the South African government has committed itself to the improvement of the skills levels of public officials and to establish a culture of learning in public service. For these purposes, legislation and policies pertaining to skills development and training have also been promulgated.

Since the early nineteen nineties, a number of social and political changes emanated from the transformation process in South Africa. To address these changes, the Constitution of the Republic of South Africa (Act 108 of 1996), inter alia underpins the basic public administration and management values and principles for public officials to comply with when executing their functions. It is therefore necessary to have skilled and competent public officials in order to comply with constitutional requirements (2005:121).

Whilst individual officials may well possess the educational background required by the positions, experience and appropriateness of their qualifications may not be congruent with the requirements of their positions. The lack of relevant skills may be a result of insufficient skills development training or poor access to training opportunities. Access to and obtaining of effective and relevant skills training may enhance the competency of officials of the organization (*The Star*, Sept 8 2008).

According to *The Star* (September 8, 2008) there is little doubt that the skills' shortage is already hampering the ability of the country to grow and prosper. In virtually every sector of the economy, including all levels of government, the lack of properly trained and efficient personnel to smooth the way forward and develop new ways of doing things is damaging the machinery of production and service delivery. Economists, researchers and industrialists are adamant that the shortage of skills is the greatest braking force on the country's economy, exacerbated by a new wave of emigration, early retirements and deteriorating working conditions.

When building, capacity in terms of providing knowledge, skills motivation and commitment, networks and mastery of information technology is crucial to the effective and efficient realization of the values, objectives and goals of service delivery improvement. Each intervention thus needs to be handled effectively to satisfy the aim of capacitating public servants with the skills to improve overall service delivery (Van der Walt & Du Toit, 1997:20).

2.16 At the cutting edge of skills development

The government and indeed the rest of the country's corporate world are acknowledging the scarcity of skills in South Africa and that both are making lot of noise to that effect. The government, through its various Sector Education and Training Authorities (SETAs), is putting every effort in addressing this challenge (*UP-SKILLS*, June-July 2008). It is reported in the June-July 2008 issue of *UP-SKILLS* that, of all the SETAs, only the Education , Training and Development Practice (ETDP SETA) has achieved one of its major targets, the establishment of Institute of Sectoral or Occupational Excellence (ISOE), as part of the National Skills Development Strategy II (NSDS II). The ISOEs are institutions or bodies (clusters) of provider institutions, that offer training and learning opportunities within an occupational area and over a period of time, become known as a centres of excellence (*UP-SKILLS*, June-July 2008).

These provider institutions or clusters respond to specific labour market needs and demands within a particular economic sector, in this case the education, training and development sector. The purpose is to promote and sustain excellence and best practice in the various economic sectors.

ETDP SETA in partnership with the KwaZulu-Natal Premier's office hosted a bursary launch programme. It is through this programme that students were awarded bursaries to pursue careers in scarce skills disciplines like mathematics and science, commerce, IT and technology. This is a demonstration of the commitment not only to the ETDP SETA's mandate but government call to actively boost the "skills Revolution" with an intention to positively change the lives of ordinary South Africans (*UP-SKILLS*, June-July 2008).

Another success story of the SETA' is demonstrated by the Development Practitioners Learnership Programme that was offered at NQF Levels 1, 4, and 5 in Limpopo (*UP-SKILLS*, June-July 2008). The programme was completed by over forty recipients. The purpose was to produce a well trained and qualified workforce and further build the capacity of the community development workers at various levels, contributing significantly to the economic growth and development of the Limpopo and the country at large.

The Eastern Cape Provincial Government has produced learners who completed the Certificate in Occupational Director Education, Training and Development Learnership Level 5 Skills Programme. Learners on the programme included middle managers and senior managers, assistant directors, deputy directors, provincial head officers and district directors. The SETA believes that the skills programmes are beginning to reap the fruits in enriching and elevating skills levels of workers (*UP-SKILLS*, June – July 2008).

2.17 Laying a solid foundation

The development of workers is not the responsibility of government or the municipalities alone, but the private sector as well (Government Digest, Vol 27, No 11 June 2008). An example of private sector involvement in skills development is the participation of Corobrik. Corobrik is one of the largest brick-making companies in South Africa. Corobrik committed itself to annually allocating a substantial budget to education and training for projects and initiatives both within and outside the building industry (*Government Digest*, 2008). It is committed to investing in employee development in order to help maximise their competence and enable them to fully realize their true potential in line with requirements of the Employment Equity Act N0 55 of 1998. The training and education intentions of Corobrik targets everyone regardless of race, creed, colour or gender. This effort is in support of South Africa's national major objective to empower people through education and skills development (*Government Digest*, 2008).

Corobrik (2008) reports that it has placed additional emphasis on historically disadvantaged groups and their commitment to further staff development has led to the creation of a number of successful programmes like the production management trainee programme, technical training with on-site lectures, In-Service training, management development through helping to further advanced studies at accredited institutions, employee bursaries, and a continued focus on educational grants for employee's children (Government Digest, Vol 27, No 11 June 2008).

Corobrik, in recognizing a need for skilled personnel for municipalities, has committed itself to community upliftment and empowerment with priorities in the assistance of education, training and job creation. It operates three schools, which not only turn out fine craftsmen but also assist with economic development and job creation, it trains local Cape Town communities to help gear up the Mother City (municipality) for the 2010 Soccer World Cup (*Government Digest* 2008).

Majam (2005:443) believes that in development in the public service, one should take into account the ever-changing environment in which public servants function, and this is becoming increasingly complex.

2.18 Discussion on the need for a well planned staff development programme for employees of the municipality

One of the primary demands on any organization is that its various sections should be linked to achieve overall objectives. To accomplish common tasks and achieve goals generally requires well trained staff at various levels. It also needs a well motivated staff that will do their work with passion. The Human Resources section of the Municipality plays a very important role in terms of its functioning. It is responsible for ensuring that the municipality has or prepares the workers in its employ to serve its mandate – that of delivering services to the people.

➤ Training

Training can be defined as the use of specific means to inculcate specific learning techniques that can be identified and continually improved upon.

Training is therefore a deliberate effort to teach specific skills, knowledge or attitudes to serve a specific purpose. The purpose of training is to enable the learner to apply knowledge, skills and attitudes in order to achieve the objectives of the organization, and it should result in the trainees being able to do a specific job effectively, either directly or soon after training.

- **Reasons for training**

Reasons for effective training for any organization are outlined as follows:

- Training gives workers direction to perform duties effectively and also to acquaint them with the working environment, thereby aiding them to become productive more rapidly.
- In view of the past that disadvantaged other groups, many municipal workers have not been trained adequately to help run the affairs of the municipalities effectively. Intensive training is needed to provide the human resources that are necessary for municipalities to be effective and avoid reprisals from communities in the form of protests for service delivery.
- Proper training enables workers to raise their level of performance, and as a result, output increases and quality improves.

- **Methods of training**

According to Collier (1998), there are different methods of training that could be selected and implemented by the municipality and three of which will be discussed below:

- **On-the-job training** takes place at the workplace and in all probability this method is also the most effective means of training. It is the simplest form of training to organize, and least costly to operate. Workers learn in the actual situation. They learn by doing.
- **Off-the-job training** also referred to as out-service training includes various kinds of programmes, such as lectures, seminars, workshops case studies, programmed instruction and simulations. Usually the departments in the organization and providers from outside conduct these training sessions.

At its most generalized level In-Service and Training (INSET) has been defined as professional development activities engaged in by workers to enhance their knowledge, skills and attitudes in order to perform their duties with passion and confidence.

In-service education must become an essential and mandatory part of the entire organisation's workers continuous development rather than appendages for ineffective performance. In-service training aims at promoting work ethics of workers so that they may perform their duties more effectively and also be exposed and respond to change and innovation. The purpose of all forms of in-service training is to bring about the improvement and development of the entire workforce in a particular organizational system.

- **Apprenticeship training** is a method of training whereby a trainee understudies a master worker for a given period of time or until the trainee acquires the necessary skills. Apprenticeships are common in

the skilled trades but can be used in municipalities as well (Collier, 1998).

One of the primary demands on any municipality is that its various parts should be linked to achieve overall objectives. To accomplish common tasks and achieve goals generally requires collaboration, and mostly for municipal tasks, the need for participant interdependence is great. The municipality's main responsibility is to facilitate the development of all staff members irrespective of position, keeping members focused and ensuring that all members are encouraged to participate. The HR personnel should be skilled at ensuring the people get the right kind of training and should provide structure and methods for the workforce to get municipality's work done.

- For far too long in municipalities, managers have managed municipalities by looking over their shoulders, drawing from what they have learnt from their predecessors, managing through ad hoc or trial and error modes of operating. There are those managers who are “shallow coping” in managing municipalities. Pressures such as better qualified workers, workers' assertiveness as professionals, the need to manage diminishing resources, coping with modern technology and subjected to community and political pressures are among the pressing trends which increase the cry for staff development (Collier, 1998).

Dependence on experience alone is an inadequate foundation for managers to manage municipalities effectively. The development of work-related and management trends can no longer be regarded as an appendage but an

essential provision for the personal growth of workers and organizational development. Municipalities can learn from industrial management since they have a good reputation for the systematic development in every worker's skills. Most skills applied in industrial development are adaptable and transferable to the training of workers in non-industrial organizations (Craythorne, 1993).

2.19 Basic characteristics of some organisational structures

Table 2.1 Models of organizational structures

Organisational model	Basic characteristics
Systems model	According to Bush (1995:3) the systems approach emphasizes the unity and integrity of the organization and focuses on the interaction between its component parts with the external environment
Municipality as an organization • Bureaucratic Model • Hierarchical model	The model emphasizes structure where employees and managers hold positions in the municipality and where working relationships are strongly influenced by official positions. Stresses authority levels and functions Stresses vertical relationships within the organization
Collegial models • Political model • Cultural models	Characterised by municipality policy and making decisions through a process of discussion leading to consensus. Characterized by bargaining processes in decision making and the creation of infrastructure which require extensive consultation. Places emphasis on the development of shared norms and meanings (Wallace and Hall, 1994:12)

(Wallace and Hall, 1994:12).

Table 2.1 above explains the different models that a municipality as an organization can adopt for its administration and implementation of its functions in the delivery of services to the people.

Differences in the above models have great implications for the manner in which municipalities function. Generally however municipalities reflect a blend of characteristics from two or more of the models.

The municipality has to have a management committee that has highly specialized personnel composed of the Municipal Manager, the Chief Financial Officer and Directors of sections within the municipality. These people have to possess the specific skills that the municipality will harness in its mission to deliver services to the people in a continuous and efficient manner. The Human Resources section or unit is the one part of the organization that must play a very important role. It is tasked with looking after the interests of workers and those of the municipality. It should recruit the right people for the municipality and has to ensure that the municipality is functioning well.

Municipalities that strive for optimal service delivery are those which in one way or the other embark on massive staff development programmes. The duties of a municipality are enormous and complex as they are the delivery arm of the government. Those lagging behind on developing their workers are likely to experience problems when service will not be reaching people it is intended for. Municipalities should heed the advice to start now and allow and encourage their workers to attend training sessions that will help them to

cope with their work. The municipality should also help the officials by investing in their development through structured interventions to skill them.

It is evident from the responses that Kgetlengrivier Local Municipality does not have well skilled personnel. A few of the personnel have passed matriculation certificate when the majority have lesser achievements educationally. This will put enormous strain on the Municipality to deliver services to the people because here and there someone will understand what she/he is supposed to do.

2.20 Conclusion

The literature consulted indicates that South Africa is in need of skilled people to drive the economy forward. It is evident from literature that there is an acute shortage of skills required to propel the fortunes of this country in terms of prosperous economy where everyone has a share. This shortage of skilled people makes it difficult for the country, particularly through the municipalities, to deliver services that the people are so anxiously waiting for. The literature also points to the importation of skilled labour from abroad and this is something that South Africa can ill-afford and rely on. South Africa, through its three spheres government should embark on massive skills development if it is to prosper economically and improve the lives of the people. The many service deliver protests that are experienced in many municipalities would never happen if service delivery is consistently rolled out in our towns and villages.

The national government and the Department of Local Government have shown great concern about municipalities that do not have the capacity to deliver services because of lack of suitably skilled personnel. The government is concerned that protests – sometimes violent - occur at regular intervals in many parts of the country due lack of service delivery. The government blames this on lack of skills on the part of employees of the municipalities. To help the municipalities overcome this problem, the government is urging municipalities to engage more on training their own staff with the belief that once empowered the staff will perform better and provide good service to the people.

CHAPTER 3: RESEARCH METHODS

3.1 Introduction

Experimental research is used in this study as the idea to account for the influence of a factor (variable) or factors (or variables) on a given situation. Experimental study attempts to control the entire research situation.

When dealing with experimental research it is important that the researcher considers the validity of experimental designs, the importance of control and the difference between independent and dependent variables.

The researcher has selected a questionnaire as an instrument that made it possible to collect valid and reliable information about the variable being investigated. The researcher determined exactly what was to be measured drawn from the purpose of the study.

3.2 The purpose of quantitative research

The quantitative research design as mentioned earlier was chosen for this study. According to Charles (1988:69) data will be obtained in the form of scores which can be tabulated and analysed. The purpose of quantitative research is to make objective descriptions of a limited set of phenomena and also to determine whether the phenomena can be controlled through certain interventions. Thus, initial quantitative studies of a research problem typically involve a precise description of the phenomena and a search for pertinent variables and their inter-relationships. Ultimately, a theory is

formulated to account for the empirical findings (Borg, Gall and Gall, 1993:195-196).

Dzvimbo (1995:22) asserts that deductive reasoning is fundamental to quantitative research. It assumes that a researcher should be able to move from general kinds of statements to particular ones. These statements are regarded as objective and independent of human experience. As such deductive reasoning requires a nomothetic (scientific) approach to research evidence. The generalisations or theories that come out of a piece of research must be applicable to a large number of cases or situations (Dzvimbo, 1995:13). It would mean placing the theory at the beginning of the study with the objective of verifying the theory, rather than developing it.

According to Borg *et al.* (1993: 195) quantitative researchers make the assumption that they can discover “laws” that lead to reliable prediction and control of educational phenomena. They view their task as the discovery of these laws by searching for irregularities in the behaviour of samples of individuals. This search is aided by statistical analysis, which reveals trends in the sample’s behaviour. Quantitative researchers believe that such trends or laws are sufficiently strong to have practical value, even though they do not allow for perfect prediction or control.

In the case of Kgetlengrivier Local Municipality, the researcher is of the opinion that the Municipality cannot perform better with the type of workforce it currently has. The workforce that the Municipality has, lacks in skills that would otherwise make them more productive in their duties and assist the Municipality to take services to the communities.

The researcher is also optimistic: Not everything is doom and gloom. With a little effort put in training the workers, the Municipality can make an effective turn-around and improve on its service delivery mandate. The Municipality can, with properly planned staff development strategy and sufficient budget, empower the workers to perform increasingly better.

3.3 Instrumentation/measuring instruments

A tool employed in the collection of data in this study is the questionnaire. This was guided by the purpose of the study. In this study, the purpose was to enquire about whether the junior staff or administrative or financial clerks of a municipality (Kgetlengrivier Local Municipality in this case) possess the necessary skills to help the organization to deliver quality service to its communities, and again whether the municipality do afford its workers the ability to develop themselves in terms of skills acquisition through workshops and training.

A questionnaire is a device that enables subjects (respondents) to answer questions. It is the only means of communication between the respondents and the researcher. It is important to mention that because a measuring instrument has the greatest influence on the reliability of the collected data, greatest care should be taken in the construction of the questionnaire. A well-designed questionnaire boosts the reliability and validity of the data to acceptable levels of tolerance.

The researcher personally delivered the questionnaires to the clerks working for the municipality and informed the respondents on when the responses will be collected. The researcher explained the importance of the questionnaire administered and its value to the lives of the workers in their organization.

3.4 Population and Sampling

Great care was taken when choosing a sample as the population is very diverse in term of work categories in the Municipality. The Municipality has a number of departments that perform functions and roles that other departments do not perform. There are functions like finance management that belong to the Finance Department, technical duties that are the responsibility of the Technical Department etc. The functions are well defined to avoid duplication of duties that would compromise the smooth running of the Municipality.

3.4.1 Population

The research is based on the Kgetlengrivier Local Municipality which covers the towns of Derby, Swartruggens, Koster as well as rural farms around these towns. The Municipality employs about one hundred and eighty (180) clerks and other officials earning more or less the same salary and referred to as junior staff. These workers work in offices placed in the three towns and are used as the population of this study.

3.4.2 Sample

A sample size of twenty-four (24) junior officials was chosen from the population of 180 and this translates to about 13.2%.

The functioning of the municipality is categorized into four Units, viz., Finance, Corporate Services, Community and Social Development, and Infrastructure. Six individuals were randomly approached to serve as respondents in the research from each of these four Units.

It should however be borne in mind that these units do not all have the same number of employees appointed. Some have as few clerks as four and the other big units have as much as eight or even nine employees. For this reason, in cases where the figure is lower than six, all clerks in that Unit were used. More than six respondents were used where the unit had a bigger number of people working in it to make up for shortage caused by smaller units.

3.4.3 The relationship of the research to the subject

In quantitative research, the investigator's goal is objectivity. That is, she/he seeks to keep her/his personal values, beliefs, and biases from influencing the data collection and analysis process. Thus, she/he typically administers tests that involve minimal personal interaction between them and the research sample. If interaction is necessary, as when conducting an interview, she/he tries to standardize the interaction process so that it is identical for every individual in the sample.

Conversely, the respondents' role in the study is relatively passive. Their function is to react to the researcher's questions and interventions. They are not asked to interpret the research data or offer any opinions other than those requested by the measuring instruments (Borg *et al.* 1993:195).

The researcher is an employee of at Kgetlengrivier Local Municipality and subjects are his/her colleagues. This had no bearing on the results of the empirical study as the respondents were required to complete the instrument at their own time away from the researcher.

3.4.4 Computation of data collected

The structured questionnaire used in the study consisted of 10 open-ended items (see Annexure A). The items were derived from the purpose of the research and were designed to obtain the perceptions of clerks in terms of staff development taking or not taking place in their workplace which will make them competent assets for quality service delivery.

The sample responses will be scored in a 5-point scale and reduced to percentages for easy understanding and interpretation. The results are presented in a table. Each item is discussed thereafter.

3.5 Conclusion

It was quite easy for the respondents to understand and complete the questionnaires. The questionnaire was short so as to save respondents time

when filling it. It was also easy and less costly to administer the questionnaire as the three towns or settlements and their offices are in close proximity and one could cover the respondents in a short space of time. The questionnaire items sought to find out what junior officials of the Municipality think about their own development in terms of the assistance financially and otherwise from their employer. The items also sought to find out how far people have gone educationally and whether they have the skills needed by the Municipality to carry out its mandate.

CHAPTER 4: ANALYSIS, AND INTERPRETATION OF A SELECTED SAMPLE OF THE EMPIRICAL DATA

4.1 Introduction

In chapter three the following aspects were discussed:

- The instrument of research which included the design of the questionnaire and the discussion of the items in the questionnaire related to the perceptions of the clerks to staff competencies.
- The empirical investigation which entails the respondents chosen, research group and how the sampling was done

4.2 Reliability and validity

In order to establish the validity and reliability of the research instrument it is necessary firstly, to clarify these concepts and secondly, to relate it to this research.

According to Jaeger (1990:378) reliability is considered a measurement concept that represents the consistency with which an instrument measures a given performance or behaviour. A measurement instrument that is reliable will provide consistent results when a given individual is measured repeatedly under near – identical conditions.

Validity on the other hand, is a measurement concept that is concerned with the degree to which a measurement instrument actually measures what it

purports to measure. Validity is not absolute, but depends on the context in which a measurement instrument is used and the inferences that are based on the results of measurement (Jaeger, 1990:384).

The validity of a questionnaire is of the utmost importance. A questionnaire is valid to the extent that it lives up to the claims that the researcher has made for it. The following two types of validity are mentioned in this research (Borg et al., 1993:120).

- **Content validity:** A questionnaire has content validity to the extent that its items represent the content that the questionnaire is designed to measure.
- **Construct validity:** A questionnaire has construct validity to the extent that it can be shown to measure a particular hypothetical construct. Psychological concepts such as competency, intelligence, anxiety and creativity are considered hypothetical constructs because they are not directly observable but rather are inferred on the basis of their observable effects on behaviour.

To ensure content validity the questions were designed within the framework of the relevant theory outlined in Chapter two using FOUR key components that competent clerks require to perform their duties effectively.

These key components are:

- Execution of financial functions
- Performance of administrative duties
- Carrying out of community and social development duties; and

- Management of municipal infrastructure.

In this research 7 items were designed to solicit information on the perceptions of employees regarding the importance of in-service training (see Annexure 1, A). Each of the questions were formulated in such a way that respondents can be able to judge if they are adequately prepared for the work that they do and afforded the chance to move up in position at work. They were given the opportunity to assess their capabilities necessary for their performance of the municipalities with ease and quickness they could muster.

4.3 Analysis and interpretation of responses

Item 01 GENDER OF RESPONDENTS

Table 4.1: DISTRIBUTION OF RESPONSES

MALE		FEMALE		TOTAL	%
	%		%		
9	38	15	63	24	

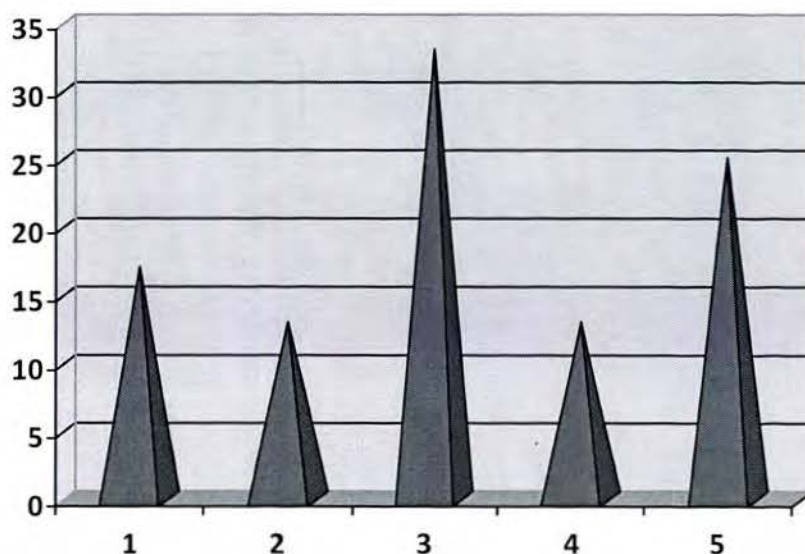
Table 4.1 shows that females are in the majority (63% to 38% of males) indicative of the demographics of employees the organization possesses. These are employees right at the centre of the delivery machine of the municipality – office bearers the municipality cannot function without.

Item 02 AGES OF RESPONDENTS

Table 4.2: Ages of respondents

21-25 years		26-30		31-35		36-40		41 and older	
1	%	2	%	3	%	4	%	5	%
4	17	3	13	8	33	3	13	6	25

Graph 4.1 Ages of respondents



1-21-25years, 2-26-30years, 3-31-35years, 4-36-40years, 5-41+years

The X-axis (the horizontal) in the Graph 4.1 represents the age groups as indicated in the scale and Y-axis (the vertical) represents the responses in percentages per age group.

It is clear from Table 4.2 supported by Graph 4.1 that the bigger percentage of the Municipality's workforce is people under the age of 36 years (Age groups 21-25, 26-30, 31-35). This is a group composed of a combination of

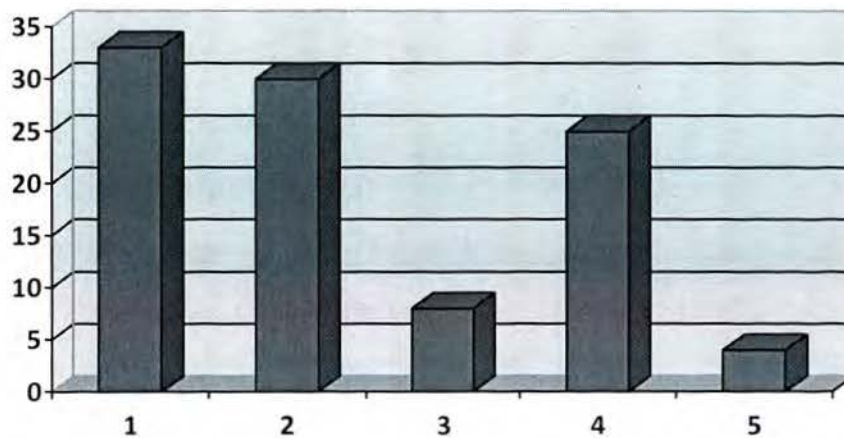
youth and experience. About 30% (17% + 33%) of this group are employees of ages between 21 and 30 years. This is a group that is either fresh from high school or tertiary institution. They are the type of people that could be very receptive to training. Their minds are supposed to be fresh and ready to undergo any training and still have time to contribute to the development of the organization in terms of service delivery. Some in the group - those between 31 and 35 years of age, are seasoned employees who have been with the organization for more than 5 years. This is a group which knows the ins and outs of the organization. With enough and appropriate skills, they can take the organization to greater heights.

Item 03 QUALIFICATIONS OF RESPONDENTS

Table 4.3: Qualifications of respondents

Below matric		Matric (Grade 12)		Matric + profession		Diploma		Degree		Total
1	%	2	%	3	%	4	%	5	%	
8	33	7	30	2	8	6	25	1	4	

Graph 4.2 Qualifications of respondents



Scale:

1-below matric 2-matric(Grade 12), 3-Matric + profession, 4-Diploma, 5-Degree and above

The X-axis (the horizontal) in the Graph 4.2 represents the age groups as indicated in the scale and Y-axis (the vertical) represents the responses in percentages per age group.

Table 4.3 and Graph 4.2 above show that about 33% of the employees do not have matriculation certificate (Grade 12). For an organization with such high percentage of employees at this level of education, needs high investment on human power to carry out its mandate successfully. The performance of these workers can only improve and so improve the performance of the organization when proper and appropriate training is offered to them. 67% (30% + 8% + 5% + 4%) of the workers have either matriculation certificate and a profession or a degree. It remains to be seen whether the qualifications the workers have acquired prior to their

current or future demands of the delivery mandate, that is, answering to the needs of the organization's IDP. The organization needs to do a skills audit to ascertain whether it has the needed people to take the organization forward.

B. PERSONNEL PERCEPTIONS

Table 4.4: Distribution of responses to Items 04-10

ITEM NO.	Name	1	%	2	%	3	%	4	%	5	%	TOTAL	
												No	%
04		6	25	8	33	7	29	1	4	2	8	24	100
05		8	33	7	29	5	21	2	8	2	8	24	100
06		5	21	12	50	4	17	1	4	2	8	24	100
07		5	21	7	29	9	38	1	4	2	8	24	100
08		5	21	11	46	4	17	1	4	3	13	24	100
09		4	17	11	46	5	21	-	-	4	17	24	100
10		9	38	8	33	7	29	-	-	-	-	24	100

SCALE: 1 – Strongly disagree 2 – Disagree 3 – Not sure 4 – Agree 5 – Strongly agree

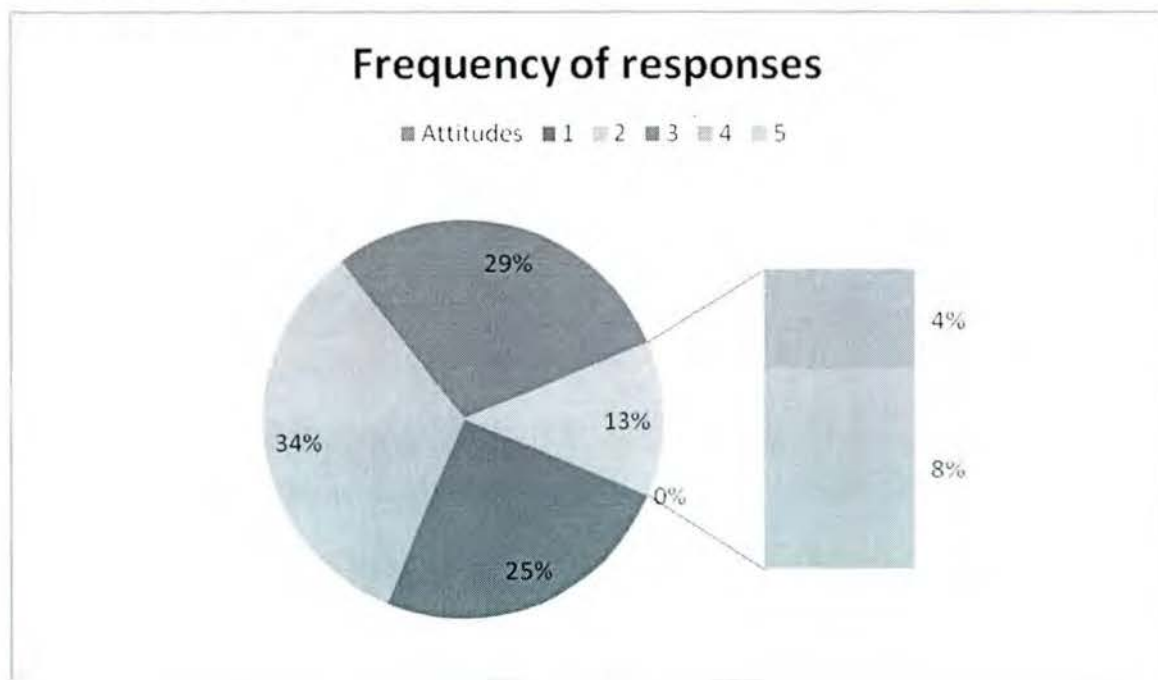
The five-point scale was used to find out about to what degree the respondents agreed or disagreed to the statements in the questionnaire. The questionnaire was aimed at soliciting respondents' information on their levels of education and knowledge necessary for the functions of the municipality. The scale also assisted in establishing the commitment of the municipality with regard to staff development by allowing respondents to reveal their perceptions to this effect.

municipality with regard to staff development by allowing respondents to reveal their perceptions to this effect.

Table 4.4 highlights the number (also converted into percentages of the total sample=24) of respondents per item or question based on the scale of 1 to 5. For an example, Question 4 or item 4 on the table explains that 6 (25% of sample) respondents strongly disagree with the statement that the employer (Kgetlengrivier Local Municipality) has a well planned training programme for staff members.

Item 4: The employer has a well planned training programme for staff members

Graph 4.3 Responses to Item 4



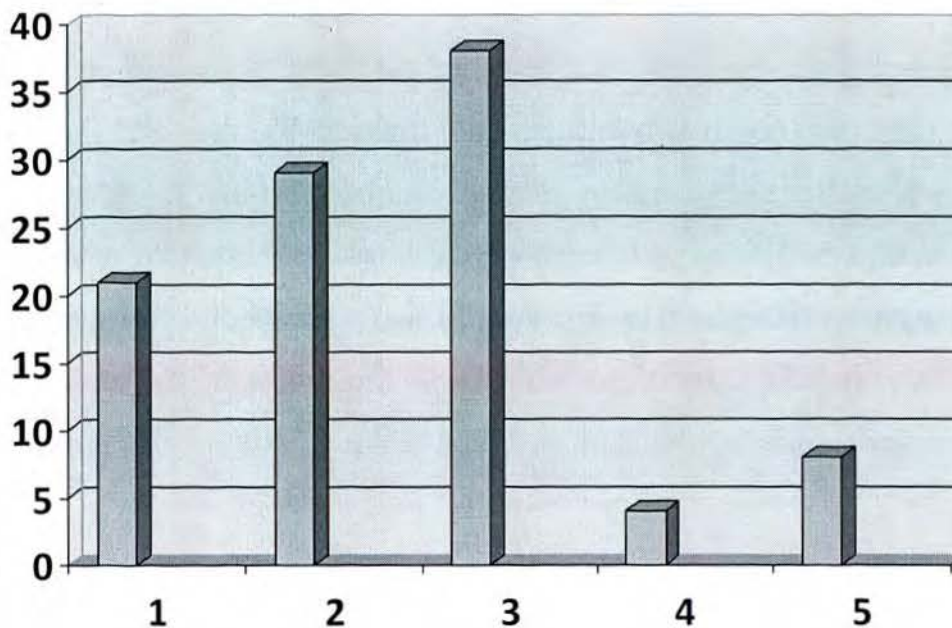
1 – Strongly disagree 2 – Disagree 3 – Not sure 4 – Agree 5 – Strongly agree

respondents (34%) disagree strongly with the statement that the employer has a well planned training programme for staff members while about 13% (8% + 4%) agree or strongly agree with the statement.

Table 4.4 and graph 3 indicate that 58% (25% + 33%) of employees disagree or strongly disagree that the organization does not have a co-ordinated, well planned training programme for its workers as opposed to 12% that believe the organization has a well planned training programme. 29% is not sure whether such a planned programme actually exists. This may suggest that little effort is made to bring workers' ability to work up to scratch or that the majority of the workers feel that whatever the training they underwent was as a result of chance factors.

Item 4 then suggests to municipalities to go all out of their way to make it possible for their employees to get involved in staff development. This can happen in two ways. The first is that workers be taken through short courses for workers to acquire new skills and knowledge which will make them better people to carry out the work of the municipality. The second is for municipalities to put funds aside in order to send their people to institutions of higher learning to study or be trained on required skills and competencies. People have got to know what is good for them and their organisation.

Graph 4.6 Responses to Item 7



1 – Strongly disagree, 2 – Disagree, 3 – Not sure, 4 – Agree, 5 – Strongly agree

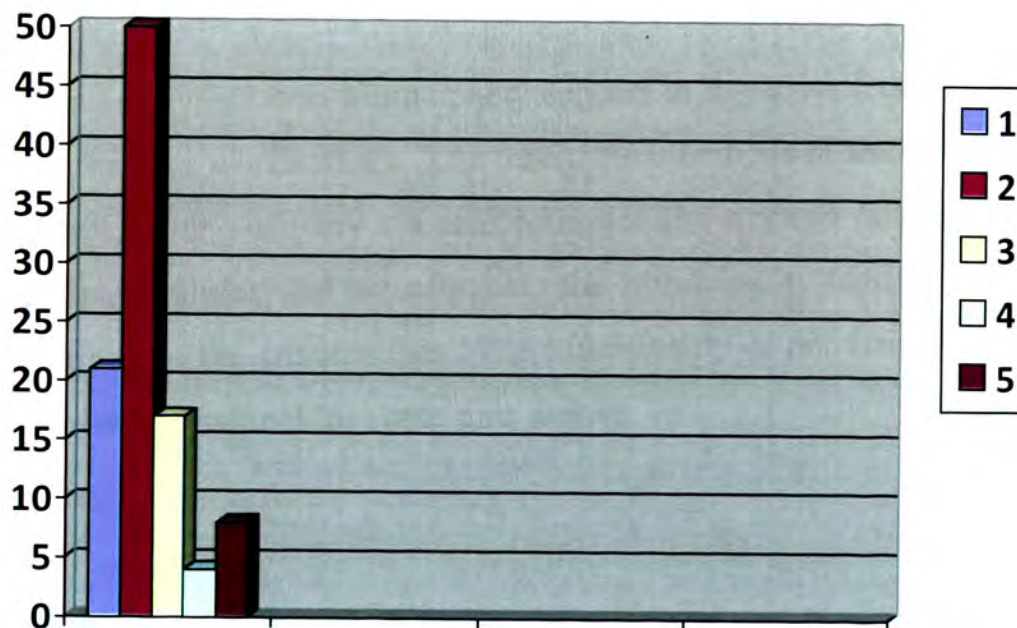
The X-axis (the horizontal) in the Graph 4.6 represents the age groups as indicated in the scale and Y-axis (the vertical) represents the responses in percentages per age group.

Graph 4.6 shows that 50% (21% + 29%) of respondents have indicated that they disagree or strongly disagree that the Municipality is setting aside enough funds for the development of its workforce. Only about 12% has indicated that the Municipality has put enough funds aside for staff development programmes, with a further 38% not sure whether this is the case. There would not be those who are not sure if really funds were for the development of the people in terms of skills and knowledge acquisition.

putting aside enough resources for staff development. The majority that believes that HR is not investing much in staff development do so because they view HR as non-existent in their organization or that HR is dysfunctional. A well functional human resource team does not leave workers with uncertainties about its existence. Organising and planning for effective staff development is one of the major and essential functions of the HR. It has to sit, plan and prepare for the development of the staff if the organization is to survive in this era of great technology and globalization.

Item 6: Every staff member has been sufficiently trained for their individual workstations

Graph 4.5 Responses to Item 6



1 – Strongly disagree, 2 – Disagree, 3 – Not sure, 4 – Agree, 5 – Strongly agree

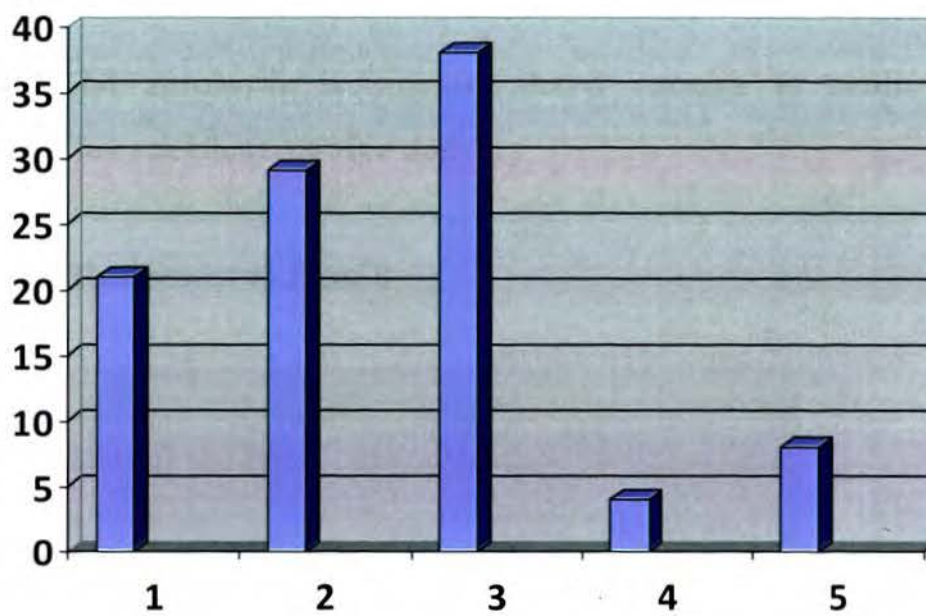
The X-axis (the horizontal) in the Graph 4.5 represents the age groups as indicated in the scale and Y-axis (the vertical) represents the responses in percentages per age group.

Graph 4.5 above shows that 71% (21% + 50%) of the respondents strongly disagree or disagree that the people have received adequate training to man their different workstations whilst 17% is not sure and only 12% think that every worker has been sufficiently trained to play a role in the uplifting of the lives of the people in the Municipality. This is a pointer that workers in the Municipality may not be doing enough to help improve service delivery. It shows that the organization just hired the people disregarding what skills and knowledge they come with. The Municipality should then put everything together to have a plan that will take the workers through training that will help them to be effective in their work.

The Kgetlengrivier Local Municipality appears to have workers that are not suitable for their workstations. As a result, the intentions of the municipality to improve service delivery are compromised. The workers fail to carry out their responsibilities that actually help the Municipality to deliver on the expectations of the communities. The Municipality is not training its staff and it therefore will not for some time deliver.

Item 7: Enough funds have been set aside for staff development

Graph 4.6 Responses to Item 7



1 – Strongly disagree, 2 – Disagree, 3 – Not sure, 4 – Agree, 5 – Strongly agree

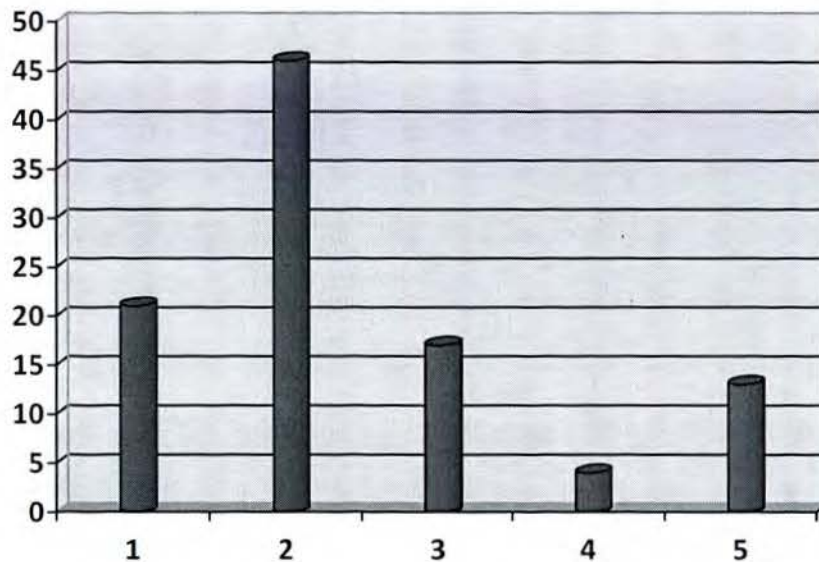
The X-axis (the horizontal) in the Graph 4.6 represents the age groups as indicated in the scale and Y-axis (the vertical) represents the responses in percentages per age group.

Graph 4.6 shows that 50% (21% + 29%) of respondents have indicated that they disagree or strongly disagree that the Municipality is setting aside enough funds for the development of its workforce. Only about 12% has indicated that the Municipality has put enough funds aside for staff development programmes, with a further 38% not sure whether this is the

The Municipality is currently not investing in the training of staff. This is shown by responses from the graph. The Municipality will keep on underperforming and experiencing more and more dissatisfaction from the communities expressed in the form of protests and associated undesirable activities.

Item 8: The employer is working hard enough to multi-skill its workforce for excellent service delivery

Graph 4.7 Responses to Item 8



1 – Strongly disagree, 2 – Disagree, 3 – Not sure, 4 – Agree, 5 – Strongly agree

The X-axis (the horizontal) in the Graph 4.7 represents the age groups as indicated in the scale and Y-axis (the vertical) represents the responses in percentages per age group.

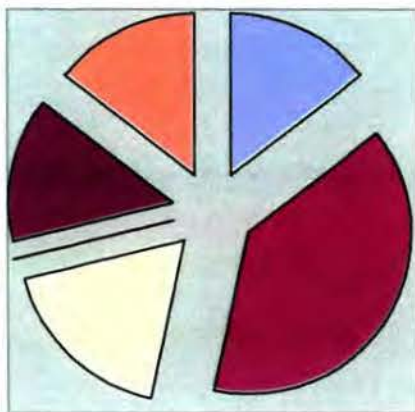
The X-axis (the horizontal) in the Graph 4.7 represents the age groups as indicated in the scale and Y-axis (the vertical) represents the responses in percentages per age group.

Graph 4.7 shows that 67% (21% + 46%) of respondents have indicated that the Municipality does very little to skill the workers to assist the Municipality to perform optimally in the quest for effective and efficient service delivery. Only about 17% has indicated that the Municipality is doing enough to enable its workforce to acquire as many skills as possible within the allocated budget. Table 4.4 also shows that about 17% of the respondents are not sure if the Municipality is affording the workers the opportunity to acquire a variety of skills necessary for delivery of services to the community it serves.

The Municipality is not helping the staff to acquire several skills that could of great benefit to it. This means that the Municipality will never improve in its quest to deliver services to the people. The staff is the same staff that operated the previous times and will perform in the same way and magnitude they perform the past years. The strikes and protests that happened in the past will never go away.

Item 9: There are sufficient skilled personnel in our employment

Graph 4.8 Responses to Item 9

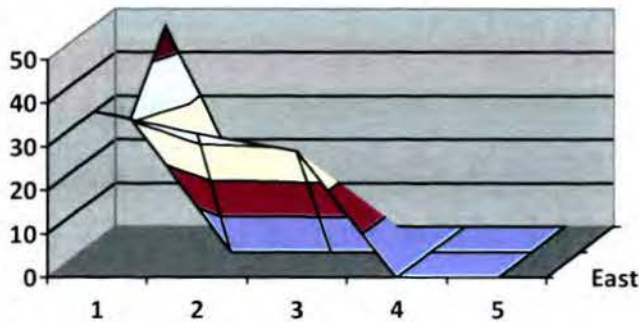


1 – Strongly disagree (maroon slice), 2 – Disagree (orange slice), 3 – Not sure (yellow slice), 4 – Agree (blue slice), 5 – Strongly agree (purple slice)

Graph 4.8 shows that an overwhelming 63% (17% +46%) of respondents are of the opinion that the Municipality does not have the necessary skilled personnel to take it forward with ease. This can be attributed first to lack of a competent and functional HR team with effective and efficient recruitment policy. Secondly, the Municipality may be short of a plan to follow and a will to help the workers to engage in sponsored programmes in order to develop themselves. 17% believe that the Municipality has well trained and skilled personnel with 21% indicating that they are not sure.

Item 10: Our organisation's recruitment programme is functioning optimally

Graph 4.9 Responses to Item 10



1 – Strongly disagree (maroon slice), 2 – Disagree (orange slice), 3 – Not sure (yellow slice), 4 – Agree (blue slice), 5 – Strongly agree (purple slice)

The X-axis (the horizontal) in the Graph 4.9 represents the age groups as indicated in the scale and Y-axis (the vertical) represents the responses in percentages per age group.

The Municipality has a recruitment policy that it does not implement during the employment of its present workforce. Looking at the responses, the majority of employees have not gone beyond senior certificate academically.

Graph 9 show that 71% (38% + 33%) of the respondents think that the Municipality has not put in place an effective recruitment and retention programme to help in hiring the right personnel for the work it has to carry out. This suggests that employing people to serve in the Municipality is done

haphazardly particularly where junior positions are concerned. It seems no skills auditing was conducted before to ascertain the gaps. Management needs to look into the needs of the organization and match the skilled with the positions or jobs and determine where there are gaps. These gaps will then be addressed by employing the right people or developing the right people through training.

The responses received highlight the plight of the Municipality in as far as service delivery is concerned. Literature has indicated that for an organization to perform optimally, it has not only strife to have a committed workforce, but also to have people that are well trained or qualified or skilled personnel in all its facets of service delivery. With a weak and incapable workforce, the Municipality is likely to encounter hiccups in implementing its plans contained in its IDP. This failure to deliver will ultimately invite unnecessary protests and other unsavoury reactions from the communities it purports to serve.

4.4 Conclusion

Municipalities that work for optimal service delivery are those which, in one way or the other, embark on massive staff development programmes. The duties of municipalities are enormous and complex as they are the delivery arm of the government. Those lagging behind on developing their workers are likely to experience problems when services do not reach the people they are intended. Municipalities should heed the advice to start now and encourage their workers to attend training sessions that will help the officials

by investing in their development through structured interventions to skill them.

It is evident from the responses that Kgetlengrivier Local Municipality does not have well skilled personnel. A few of their staff members have passed matriculation certificate and very few have a qualification higher than matriculation. The majority have education lower than matriculation. With such quality of employees the municipality is likely to find it hard to deliver on its IDP.

The responses have shown that the big number of employees of the Municipality lack the skills for their different functions. The responses also indicate that a proper recruitment strategy was not followed to the latter. The Municipality is also shown to have little interest in empowering the workers through training to perform its functions. Employees without proper skills cannot perform as they should.

There are a number of skills that the Municipality will find indispensable in its effort to provide service to the people. Knowledge of finances, computer literacy, asset management, purchasing abilities, supply chain management, report writing, planning are just such capabilities that municipal employees have to possess that the Municipality finds handy to deliver services. Kgetlengrivier Local Municipality responses have shown has not got employees of those qualities.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

The preceding chapter presented the descriptive data collected from the sample of candidates drawn from officials working for the Kgetlengrivier Local Municipality.

This chapter focuses on bringing together the various threads that surface through this study. The initial research question asked was to determine the level of competency and/or competitiveness of Kgetlengrivier Local Municipality officials in terms of the skills that they possess to implement the Kgetlengrivier Local Municipality's Integrated Development Plan. This study also looked at the opportunities that the officials are afforded by the Municipality to improve their skills by attending workshops or training.

The significance of good staff development programmes for effective functioning of municipalities with regard to service delivery cannot be over emphasized. The Government of South Africa, and the private sector no less, needs well-trained personnel that will take this country forward. South Africa is a developing country and therefore is faced with many challenges that need to be addressed if the quality of life of the people is to be improved.

Kgetlengrivier Local Municipality is tasked with the responsibility (as shown in their IDP) to improve the lives of the people of its constituency by

way of delivering services such as sanitation, water, electricity, houses and many others. This is its Integrated Development Plan (IDP). It is then without doubt that the people employed by the municipalities have to be capable and skilled enough to deliver the listed services to the people particularly the poor and the previously disadvantaged.

The majority of municipal workers are drawn from this section of the population. It is fair to come to the conclusion that these workers were not given the necessary skills to latch on perfectly to their jobs. The Skills Development Act of 1998 and the Skills Levy's Act of 1998 were put in place to try to solve the skills shortage in this country. Every employer has to contribute a certain percentage of workers' payroll to the relevant SETA for the training of the workers. This, it is hoped will assist in the closing the skills gap. The employers are also urged to provide in-service-training for their staff.

This chapter addresses two issues in order to clarify the position of Kgetlengrivier Local Municipalities as prescribed for by the Municipal Systems Act 32, 2000 Section 26.

The first issue concerns the theoretical approaches (reviewed in chapter two). These explain what availability or unavailability of skills can do or cannot do for an organization's Integrated Development Plan. The second issue is the empirical study findings that are reconsidered to determine whether the research questions posed in chapter one are well addressed.

5.2 Theoretical findings

Literature points to a dire shortage of essential skills in South Africa in general. This lack of skills by South Africans in the long term will restrict the total development of the country and hamper service delivery to the people. Progressive organizations embark on intensive and extensive programmes to improve the quality of the workers in their employ for quality services and goods to the people.

The country and municipalities in particular, need managers who are competent and loyal in their work as they are responsible for setting an example, not only in terms of methods and use of municipal resources, but also for sound judgement and respect for societal values. Their behavior consequently becomes a model for their subordinates.

The literature has pointed out that some municipal councilors and officials work in municipalities for their own self-gain and do very little toward providing good service to the people they purport to be serving. The actions of most of these officials point to self-enrichment and personal gain (*IMFO* 2006).

Local economic development is dependent on human, natural and capital resources as well as on trade, monetary and fiscal policies. However, ultimately the availability of effective employees remains the crucial requirement for identifying and implementing economic development. The literature points out that those employees with low skills could significantly reduce the gross geographical product of provinces and thus compromise

South Africa's industrial policy and economic growth and even prevent integrated local economic development.

The private sector and government are trying everything possible to close the skills gap as this lack of skills adversely affect the functioning of municipalities in general and to a large extent affecting badly the poorer municipalities. In order to attract or retain skilled staff, the government needed extra money to do this hence the need for the finalization of the National Qualifications Framework Review and promulgation of The National Skills Development Act of 1998 (*Service, 2007*).

Literature has revealed that the municipalities are owed large sums of money that they would be using to provide services to the masses. Municipalities, according to former Minister of Provincial and Local Government need to develop and put into practice measures to collect revenue from those who are supposed to and can afford to pay (*Service, 2007*).

A concise outline is given in Chapter 2 as to the nature and scope of staff development. A significant number of researchers and authors attempt to explain the concept and from their deliberations, it can be deduced that developing workers on the job ultimately pays great dividends for the organization that invests in staff development.

The literature consulted indicates that new people coming into an organization to work require that they be taken through well-planned programmes for training that will socialize them in the real experiences of the institution. It should be remembered that some workers come directly

from school, college or university and have very little or no work experience of any sort.

It also emerged from the literature that workers at any organisation need constant and regular in-service training in order to keep up with change that is occurring in the world today for them to be in a better position to deliver as required. The literature has shown that it is prudent upon municipalities to put money aside for training because workers are the implementation tools of the organization. The Municipalities are not investing enough on the development of the staff particularly the foot soldiers, who must see to the performance of the municipality. The respondents felt that this lack of effort from the Municipality in developing the workers is detrimental to service delivery in the region.

5.3 Empirical Findings

The empirical findings have shown that the majority of employees do not possess the skills much needed by Kgetlengrivier Local Municipality to carry out its functions. It has also be shown that the Municipality, despite the type of quality of workers it has, does not provide funding for extensive staff empowerment programmes that will bring it on par with other well functioning municipalities.

The empirical findings affirm the need for Kgetlengrivier Local Municipality's officials to be taken through well-planned staff development programmes in order to bring them to a level where they can become productive as soon as they get into the job. People need to be inducted in

order to be quickly productive. Kgetlengrivier Local Municipality does not have sufficient well-skilled personnel because, according to the respondents, its HR team is incompetent and dysfunctional. This hampers the work of the municipality.

The tables in Chapter Four presented the data collected from the sample of 24 candidates drawn from the population of Kgetlengrivier Local Municipality 180 officials as indicated in Chapter Three. 24 of the candidates issued with the questionnaire responded and this translates to 100% response rate. The findings highlight a lack of skilled officials to implement the Kgetlengrivier Local Municipality's IDP. The study also reveals the inadequacy of staff development programmes that would close skills shortage gap as proposed by the Skills Development Act of 1998 and Skills Levy's Act of 1998.

It is evident from Chapter 4 that the Municipality does not have a set-out plan that it uses to take people for development. Workers are not given the necessary opportunities to go for training to keep them up-to-date with technological developments, trends, and techniques that are vital to service delivery in present South Africa.

The Municipality is not doing enough to have in place a plan outlining what it intends doing in terms of the training of workers. This exacerbates the problem the country is trying to grapple with, that is equipping people with skills to help take South Africa forward. There is very little invested in staff development despite the fact that very few, if any of the workers have been sufficiently trained to perform their tasks efficiently and effectively

The majority of employees in the Kgetlengrivier Local Municipality are not as shown by the municipality's IDP well equipped for the jobs they do. The employees yearn for developmental interventions from their employer to improve their performances.

The municipality has at its disposal a workforce that, with regular in-service training and on-the-job training, can operate optimally and deliver services to the people. The qualifications that the workers possess may not necessarily mean the workers are suitable for their jobs and can perform but at least it indicates that, with the type of quality of people it has, Kgetlengrivier Local Municipality will not be starting from scratch when developing its workers.

The onus is on the Municipality to take these people through regular training to make them suitable and relevant to their daily work. The performance of the rest of the workforce with education levels below matriculation certificate can be turned into effective and efficient individuals who can add value to the implementation of the municipal Integrated Development Plan. They too need regular training that will upgrade their performance to required and desired levels according to the needs of the municipality.

The Municipality is not investing much in skilling the people although it does not have enough skilled personnel as it does not have a well functioning recruitment programme in place. The Municipality is operating with weakened staff, which suggests that the mandate of the municipality to deliver services to the people cannot be carried out. The ability of the

municipality to provide the necessary services to the people can be hampered and the basic needs of the people cannot be met.

The rationale for the study and a statement of the problem are outlined. Uncertainties concern an array of aspects including education and training. In trying to improve the effectiveness and efficiency of workers, any organization has to invest in their training and re-skilling, as they are the very people who deliver services to people.

Chapter 2 provides an overall picture of the need for skilled staff and where there are unskilled employees, the municipality should engage in staff development. It is evident from the literature that much still needs to be done in terms of planning and execution of staff development programmes in South Africa if our institutions of service delivery are to operate maximally. Chapter 2 also highlighted the support and responsibility that each and every organization should indulge in for the training of their own people to increase their performance.

The study tried to determine the level of perception of workers with regard to regularity of occurrence of worker training in the Kgetlengrivier Local Municipality. The empirical findings suggest that municipalities are not doing enough to effectively train their workers on new developments, something that the literature alluded to. An individual works for more than five years at a municipality without ever attending training that would add value to his/her everyday work at the municipality.

5.4 Theoretical and empirical findings

The literature and empirical findings are pointing to the need for well skilled workforce in municipalities if they are to perform optimally. Municipalities that lack quality workforce because they have employed low skilled people will not perform according to the communities expectations. They are the municipalities that do not follow on recruitment policies or do not have good recruitment policies. Kgetlengrivier Local Municipality appears not to have followed its recruitment policy during the acquisition of its employees.

Municipalities that experience regular protests by communities because of non-delivery of services, are those found in literature, to lack the capacity to deliver because of the type of employees they have. People are hired not because of their capabilities but because they are comrades or they are related to someone else. Kgetlengrivier Local Municipality is no exception. Occasionally there are protests going on which point to the failure of the Municipality to provide services to the communities it is serving. The literature has shown that municipalities should embark on staff development programmes to improve the quality of the employees present. Empirical findings have shown that the workers are aware of their inefficiencies and need training to improve their capabilities.

5.5 Conclusion

Kgetlengrivier Local Municipality appears not to have followed its recruitment policy in hiring people. This is why so many of its workers lack the required skills and knowledge that would help them perform better.

The literature consulted has, without doubt highlighted the importance of staff development programmes for municipalities in South Africa. It shows the need for continuous training of workers by organizations if they are to contribute immensely in the development of the economy of the country for the development of the lives of the masses of this country. Municipalities are also not engaging in induction processes that enable the new employees to learn the ropes quickly.

The theoretical findings indicated that Kgetlengrivier Local Municipality lack capacity to deliver on their IDP but still do very little to capacitate its workers with the aim of improving their performance. Municipalities, it has been shown need competent managers and effective personnel in all departments that will see to the progressive functioning of all organs of the municipality going forward. Kgetlengrivier Local Municipality has, according its IDP, relevant and well qualified senior managers when the same cannot be said of its ordinary municipal employees. These ordinary employees are the foot soldiers that are hired specifically to assist the managers to see to the implementation of the IDP. Managers on their own cannot make the municipality to function properly.

The empirical findings have shown that Kgetlengrivier Local Municipality needs to invest in the very workforce it has if it is to deliver on its mandate. It should spare no cost in embarking on short and long term staff development efforts if it is its desire to avert disruptive service delivery protest actions other municipalities have been experiencing in their areas

over the years. In conclusion, the theoretical and empirical findings have been presented in ways in which they contribute significantly to knowledge.

The literature has shown that the municipality that lacks capacity to deliver because it does not have suitably skilled employees, occasionally experiences difficulties with regard to service delivery. Services do not reach the people and occasional protests and mass actions, some with deadly effects, flare up in communities because of their frustrations.

The literature has also shown that the national government is very much concerned about the municipalities' failure to acquire the services of well trained people. The government encourages municipalities to engage in massive staff development activities that will promote improved production levels from the workers. The government believes that municipalities with predominantly low skilled workforce are likely to encounter problems when they have to deliver.

The empirical findings have shown that Kgetlengrivier Local Municipality does not have suitably qualified or skilled employees and this affects service delivery. The Municipality has been experiencing in the last few years protest actions from the communities. The recent mass actions by disgruntled residents took place in September 2010 in Koster.

5.6 Recommendations

The municipality should establish a staff development unit or staff development committee.

All workers of the Municipality including those with appropriate qualifications should be allowed to develop themselves through attending workshops and other activities that will better inform them and make them better and productive workers. In attending these workshops, the workers acquire new skills, strategies and knowledge about various aspects of their work.

The Municipality should establish a well functioning recruitment team or committee

In order that the Municipality could become more functional and effective in its service delivery endeavours, it requires well-oiled machinery in the form of its workers. In the first place, when an individual is hired to work for the Municipality, she/he must be thoroughly interviewed in order to find out how helpful she/he will be for the Municipality. A well balanced team of recruiters, in terms of their expertise in human resources, should be put together to find suitable workers for the Municipality. The responsibility of selecting people for employment into the Municipality should not be placed on the shoulders of one person but a well-coordinated team.

The Municipality should invest more on staff development

The Municipality should put aside more funds to use for the training and developing its workforce in order to keep abreast of developments that take place in the world today. This again will assist in transforming the workforce into one that effectively and efficiently engage the sudden and fast-paced change that, because globalization is facing us on a daily basis. New methods of implementation need to be adopted quite easily and speedily if the municipality is to keep pace with developments in service delivery.

Regular training of workers also assists in raising their morale. When an individual realizes that she/he was able to perform a task on her/his own without help from another quarter, she/he gets self-satisfaction and becomes more and more encouraged to perform better. It can be frustrating for a worker to fail to perform a task knowing full well that he/she does not have the necessary knowledge or skill to perform that task. The Staff development team or unit should plan programmes and select such programmes as will cater for the needs of whole workforce. These programmes should look at the worker in his/her totality and try to address the various aspects of the worker.

ANNEXURE A

PERCEPTIONS OF JUNIOR OFFICIALS TO STAFF DEVELOPMENT IN RELATION TO SERVICE DELIVERY IN KGETLENGRIVIER MUNICIPALITY

You are requested to give your honest and sincere response to the items listed in this questionnaire.

You are not obliged to write your name but to answer to the best of your ability. Give one and only one response to a question.

Your response to items written here will go a long way in helping solve many problems in our society.

A. Biographical data

1. Your gender?

M	F
---	---

2. Your age in years?

21 - 25 years

1

26 - 30 years.....

2

31 – 35 years.....

3

36 – 40 years.....

4

41 and older.....

5

3. Your highest standard passed?

Below matric.....

1

Matric (Grade 12).....

2

Matric plus profession.....

3

Diploma.....

4

Degree.....

5

4. Your experience in the present job?

Less than a year.....	1
1 – 5 years	2
6 – 10 years.....	3
11 – 15 years.....	4
16 – 20 years.....	5

B. Personnel perceptions

Using the five point scale by making a cross (X) in the appropriate box for each of the items.

The scale

- 1 – Strongly disagree
- 2 – Disagree
- 3 – Not sure
- 4 – Agree
- 5 – Strongly agree

e.g Our employer offers us many chances to develop ourselves. Answer is: **disagree**.

1	X	3	4	5
---	---	---	---	---

4. The employer has a well planned training programme for staff members.

1	2	3	4	5
---	---	---	---	---

5. Our HR personnel is investing much in staff development for better service delivery.

1	2	3	4	5
---	---	---	---	---

6. Every staff member has been sufficiently trained for their individual workstations.

1	2	3	4	5
---	---	---	---	---

7. Enough funds have been set aside by the municipality for staff development.

1	2	3	4	5
---	---	---	---	---

8. The employer is working hard enough to multi-skill its workforce for excellent service delivery.

1	2	3	4	5
---	---	---	---	---

9. There are sufficient skilled personnel in our employment.

1	2	3	4	5
---	---	---	---	---

10. Our organization's recruitment programme is functioning optimally.

1	2	3	4	5
---	---	---	---	---

Good luck

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