

Local Government and Human Resource Development



A Case Study of the City of Cape Town

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WESTERN CAPE

F M Barends

LOCAL GOVERNMENT AND HUMAN RESOURCE DEVELOPMENT

A CASE STUDY OF THE CITY OF CAPE TOWN

by

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(Study No. 9434814)

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A dissertation submitted to the School of Government of the University of the Western Cape in partial fulfilment of the requirements for the Degree of Magister Public Administrationis.

February 2001

Supervisor: K J Maphunye

DEDICATION

To my darling wife whose patience throughout my years of study knew no bounds. Who through my fifteen years of study almost singlehandedly reared my three beautiful children any father can be proud of.

To my late mother, Ramona and late father Andrew who sacrificed their time and energy to ensure that my three brothers, sister and I receive a good education.

To my three children whom I hold very dear to my heart and who I will onwards be showering with love and attention.



DECLARATION

I declare that this whole thesis is my own, unaided work. It is being submitted for the degree of Magister Public Administration at the University of the Western Cape.

I further testify that it has not been submitted for any other degree or at any other University or institution of higher learning.

Signed:

February 2001



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I would like to thank the following people for their treasured contribution, which allowed me to complete this dissertation:

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ABSTRACT

In order to make the Masakhane campaign (see definition of terms used) a success, local governments are required to improve service delivery to the previously marginalised communities.

Many departments are not able to satisfy the basic needs of the community. They do not possess ample resources nor the staff that are adequately trained and motivated to achieve this objective.

A major concern for the City of Cape Town that impacts on service delivery and productivity is the adversarial role between management and workers. The City of Cape Town consist of a heterogenous workforce where white employees have a better chance of being selected for managerial positions and black employees face barriers to equal employment opportunities. These inequalities have enabled labour unions to play a prominent role in creating suspicion among workers when management genuinely tried to bring about change. This change could benefit both the employees of the City of Cape Town as an organisation and the community.

Where there has been an attempt by management to train its employees, the training methods used have focused more on the development of tasks related skills. Hardly any thought is given to development of the employee's lifelong skills that he or she will require to interact successfully with the social environment. Employees also find that some training is not relevant to their work practices.

Many white managers in the City of Cape Town have a negative attitude towards training of blacks and women and this has hampered the advancement of both groups. During apartheid white males in particular have been trained and constrained by discriminatory work practices and it will take considerable time and effort to change these negative attitudes. Hence the saying "to transform the City of Cape Town, the city needs to transform itself first" -especially the attitude of its white male management.



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This study will show how current legislation can and will be used to ensure that local government targets the previously disadvantaged employees for training and development.

The research methods used in this study are questionnaires and interviews.

This study emphasises that employee training and development are at the forefront of organisation competitiveness and operational goals in South Africa. It also impresses the importance of making sure our Training and Development (T&D) is in the forefront nationally and internationally. This will have a positive “spin off” such as more effective and efficient service delivery, which can be comparable to any popular international tourist destination. The City of Cape Town is going to form part of a Unicity (see page xiii for definition of the Unicity) for the Western Cape, however there are still many staff issues outstanding from the current amalgamation process. The Unicity Commission is required to do a good “juggling act” to rectify the situation and instill confidence in the staff.

The City of Cape Town is also required to improve its service delivery with a reduction in staff and it needs innovative Business Improvement projects supported by everyone in the organisation to achieve its objectives.

The Government, Non Governmental Organisations and Business cannot be mere onlookers in the skills development process but have to roll up their sleeves to ensure a competent and motivated workforce who can witness that genuine efforts are being made to improve the quality of their working life.

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ABBREVIATIONS

AA	Affirmative Action
ABET	Adult Basic Education and Training
BIP	Business Improvement Projects
BLA	Black Local Authorities
CCT	City of Cape Town
CMA	Cape Metropolitan Areas
DFA	Development Facilitation Act
DHR	Department of Human Resources
EMT	Executive Management Team
ETQA	Education Training Quality Assurer
IDP	Integrated Development Plans
LRA	Labour Relations Act
LTGA	Transition Act
MADAM	Multi-Agency Delivery Action Mechanism
Muni-SDF	Municipal Spatial Development Framework
NSB	National Standards Bodies
NQF	National Qualifications Framework
OD&T	Organisational Development and Transformation Unit
PABAS	Parks and Bathing Amenities Services
QC	Quality Circle
ROI	Return on Investment
RPL	Recognition of Prior Learning
RSA	Republic of South Africa
SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority
SGB	Standards Generating Bodies
T&D	Training and Development

DEFINITION OF TERMS USED

Access

The provision of entry at appropriate levels of education and training for all prospective learners in a way that facilitates progression.

Accreditation

A process through which an organisation's capability to do or deliver training and/or assessment is recognised and approved to fulfill the intended outcomes. The system is designed to ensure that judgements are made against clearly stated criteria set out in national standards and specific training outcomes.

Affirmative action

Affirmative Action is one of the important transformative processes enabling the restructuring of management to take place. It should be viewed as a holistic human resource development strategy that requires full managerial support.

It should be viewed as a process to transform the ethos, quality and content of an organisation, to help reverse the legacy of inequality, under-resourcing and impoverishment in the apartheid environment. (Cloete and Mokgoro, 1995:75).

Affirmative action aims to redress the exclusion of most of black workers and all women from decision-making, controlling and occupying senior managerial positions. Through the adoption of an Employment Equity Plan, the CCT can counteract the apartheid policy of job reservation and racial discrimination.

Business improvement

The aims of Business Improvement are to:

- ▶ Identify inefficiencies
- ▶ Develop a strategy with alternatives that should consider privatising or outsourcing the provision of some services, rationalising or phasing out non-essential, non-viable or duplicated services, or consider a combination of this, while operating within CCT budgetary constraints.

Consultation with staff

Consultation with staff allows managers to reduce rumours and misinformation. Staff will because of regular consultation be committed to change and management's credibility could be maintained.

Proper consultation with staff should create the understanding of what the City does and how it does it, to ensure its financial sustainability and to deliver an equitable, efficient and effective service that meets the community's needs.

Cost benefit analysis

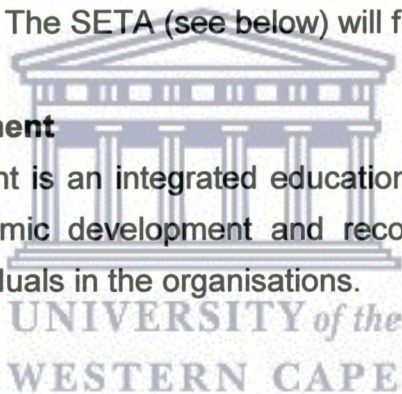
Cost benefit analysis measures the end product / output of better service delivery against the input of cost of resources. Cost analysis for the City therefore shows cost efficiency in relation to service delivery

Education & Training Quality Assurers (ETQA)

Bodies responsible for monitoring and auditing achievements in terms of national standards and qualifications. The SETA (see below) will fulfill this function.

Human Resource Development

Human resource development is an integrated education and training strategy that meets the needs for economic development and reconstruction as well as the development needs of individuals in the organisations.



Learnership

A learnership is a mechanism to facilitate the linkage between structured learning and work experience to obtain a registered qualification which signifies work readiness. Learnerships directly address the 'how' of the Skills Development strategy.

Lifelong learning

A continuous process that stimulates and empowers individuals to acquire and apply the knowledge, skills and attitudes required to confidently and creatively respond and rise to the challenges of a changing social, political and economic environment.

Masakhane Campaign

The Masakhane campaign was an educational programme by the government in the 1990's, to persuade especially the black township residents to pay their municipal charges to render an improvement of services.

Masakhane was launched to:

- ▶ Accelerate the delivery of basic services and housing;
- ▶ Stimulate economic development in rural and urban areas;
- ▶ Promote the resumption of rent, service charge and bond repayments;
- ▶ Create favourable conditions for investment in housing, service infrastructure and local economic development;
- ▶ Promote conditions that are conducive to effective and sustainable local government.

(Pottie, 1998:90)

Mentor

A knowledgeable and experienced employee who is responsible for providing support, advice and counsel to other employees.

National Qualifications Framework (NQF)

A framework that consists of hierarchical levels, including ABET, for the registration of national standards and qualifications in the education and training system.

(See Chapter 4)

Redeployment

Where excess staff have been identified because of Business Improvement, a redeployment strategy is required which involves either retraining, multi-skilling or transferring of staff to a functional area where they will be gainfully employed.

Redeployment of staff ensures that discipline, morale and productivity are maintained as staff do not report to the old unit or workplace where their functions have been outsourced or downsized.

Where staff are redeployed, they should not be in a worse-off position financially as this will lead to resistance and eventual grievances.

Redeployment may take place geographically or functionally.

Redress

A process intended to repair the imbalances of the past caused by unfair discrimination.

Recognition of Prior Learning (RPL)

An assessment process to give recognition and accreditation to people for skills and knowledge that they already have. The process recognises that there are different ways of learning and that knowledge and skills can be gained in different ways.

South African Qualifications Authority (SAQA)

Responsible for overseeing the development and implementation of the National Qualifications Framework. The South African Qualifications Authority (SAQA) came into being through the promulgation of the SAQA Act of 1995.

(See Chapter 4)

Sector Education and Training Authority (SETA)

SETA is a body established under the Skills Development Act of 1998 in terms of section 9(1). Its main purpose is to contribute to the improvement of skills in South Africa through achieving a more favourable balance between demand and supply. In addition, SETAs will monitor education and training in the sector, and therefore will fulfill all the functions of ETQAs. (See Chapter 4)

Skills Development Plan

A Skills Development Plan must be developed at each workplace within the requirements of the Skills Development Act. It should bring a strategic focus to learning and training by linking the needs of the organisation to labour market opportunities.

Training and Development (T&D)

The term used to describe the practices that directly or indirectly promote or support learning. Teaching, designing learning materials/programmes, or managing learning institutions are all examples of such practices.

Transformation

Transformation means the establishment of a new democratic and non-racial system for the City of Cape Town.

Those employed within the CCT should be prepared to change the way they deliver service and shift their thinking by performing a new development role within the community.

The CCT transformation strategy should include harnessing the resources at its disposal such as the skills and capacity of workers, the energy of the community, and the resources of the public and private sectors.

Transformation is an obligation placed on each Municipality to fulfil its constitutional mandate and to play a constructive role in development of society.

Unicity

In terms of the Municipal Structures Act, a single metropolitan council will be elected in the Cape Metropolitan area. The boundaries of the seven Municipalities will change and after that mechanisms to manage the transition will be put in place. Processes aimed at determining how the new Unicity will look and operate will be embarked upon. One major objective of the Unicity is to ensure integrated and sustainable development for the Cape Metropolitan Area.

The Employment Equity Act (1998)

The Employment Equity Act requires local authorities to develop plans for achieving equity in terms of staff representation at the level of race, gender and disability and also the establishment of a work environment that values diversity (see Chapter 4).

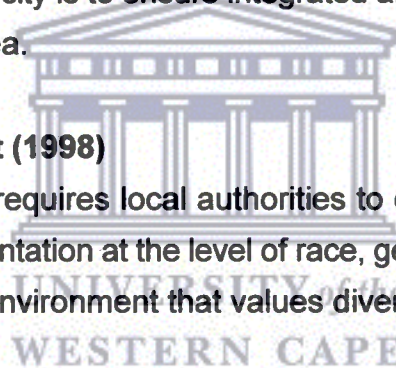


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Chapter 1

INTRODUCTION

The purpose of this study is to identify, analyse and evaluate those factors which form part of the City of Cape Town's (CCT) current Training and Development (T&D) programme. Also, what direction and support need to be given by the CCT to its service branches such as the Parks and Bathing Amenities branch to bring about efficient programmes based on a strategic and legal framework. Well planned and skills orientated T&D programmes should bring about a more productive and motivated workforce for the CCT.

In the past many black employees (this is a generic term that includes Africans, Coloureds and Indians) were denied access to basic learning opportunities. Its negative impact is clearly noticeable within the CCT where there is a high level of illiteracy as access to T&D was denied to black employees and lack of lateral thinking among lower level employees currently within the CCT.

Various laws create an enabling environment that will guide the City's T&D plans, and by that facilitate a process that will ensure the full personal development of lower level employees and the social and economic development of the nation at large.

Being a world player, the South African local government faces the challenges of meeting global standards and service delivery expectations. Tourism is important to the economic growth of any country and therefore our service delivery standards should be competitive with other overseas tourist destinations. To do so local government needs a competent, motivated and an adaptable workforce.

The imminent Unicity has raised fears of retrenchments among staff and has contributed to the low morale and uncertainty currently experienced by both supervisors and workers alike. The Unicity represents 'change' and because employees have not been informed what the new organisational structure will look like, feel anxious and uncertain about the future.

Already within the CCT staff have been redeployed because of business improvement projects. To make this process less traumatic for the affected staff, the various Trade Unions and the City's Department of Human Resources have called for a strategy of retraining and multi-skilling of the workforce. These employees can market their skills for jobs that could be available within the Unicity's expanding areas of business.

STATEMENT OF THE PROBLEM

Problem 1: Demands of a complex society and formerly marginalised communities for better service delivery

Given the demands of a complex and changing society which is characterised by increasing demands for better service delivery by the previously marginalised communities, the workforce of the CCT and its various service branches are required to increase its level of service delivery.

Problem 2: Training programmes do not meet the necessary results

Current training programmes within the CCT, (for example orientation, skills development, supervisory training, team building training, total quality management, affirmative action/equal opportunity programmes and so forth) are not properly geared to address skills deficiencies of workers.

Problem 3: Ill focussed/Misdirected training

The training methods and literature prescribed by the CCT's Human Resource Department (D) for branches such as the PABAS, are outdated and training is still based on scientific management principles. According to Fry (1989:54) scientific management advocates that authority and enforced co-operation (paternalistic practices) between and among management and workers is necessary, to maintain employee output. Scientific management saw the employee as simply another factor of production whose actions, solely motivated by money, could be standardised. Training also focuses more on employee output than employee satisfaction thereby exacerbating poor human relations.

Problem 4: Mechanical Management style causes conflict between Managers and Trade Unions

Because of a mechanical management style, problems such as conflict between management and labour unions, decrease in pride of work, and continual antagonism between management and the workforce have manifested itself.

According to Handy (1976:191) a mechanistic management style has certain distinguishable features that include:

- ▶ hierarchic structure of control, authority and communication
- ▶ a reinforcement of the hierarchic structure by the location of knowledge of actualities exclusively at the top of the hierarchy and
- ▶ a tendency for operations and working behaviour governed by superiors.

Problem 5: Less access to training by lowest paid workers

Very little attempts are made by managers to continue with further reinforced training for those employees who have successfully completed basic in-service Adult Education. Where training is provided, this takes the form of a very simplistic, unstructured plan, which neither adds value nor advances lower level employees into more senior positions. White male managers are especially reluctant to take up the role of further development of their subordinates.

An assessment of the race and gender profile (page 46) clearly shows that insufficient development of black employees in the lower levels has taken place as there are very few of them appointed in senior managerial positions.

Problem 6: Organisational change in the City of Cape Town

While the South African workplace (and more specifically the various Municipal Local Authorities) must clearly find its own solution to its specific T&D problems, it must keep abreast of current and future international trends of Human Resource development.

In this study problem 1 has been investigated. The example is mentioned by which a consulting firm LABAT AFRICA during an analysis revealed that there were various areas within the CCT where costs could be saved and service delivery improved (see page 69-70).

Problem 2 has also been investigated especially where it concerns affirmative action and where statistics show that very few blacks have been appointed into senior managerial positions.

Problem 6 has been investigated and appraised. It looks at the CUT ability to meet the Government's legal requirements for T&D.

Problems 3, 4 and 5 are subsidiary and discussed with less detail in this study.

A word of caution though, is that a critical analysis should be exercised in considering the applicability and possible incorporation of such models into the change process in South Africa.

Organisational change for local government is inevitable, however, and as Kantar (1992:3) puts it: "more flexible organizations (are) adaptable to change, with relatively few levels of formal hierarchy and loose boundaries between functions and units, sensitive and responsive to the environment; concerned with all stakeholders of all sorts- employees, communities, customers, suppliers and shareholders. These organizations empower people to take action and be entrepreneurial, reward them for contributions and help them gain skills and employability. Overall, these are global organizations, characterized by internal and external relationships, including joint ventures, alliances, consortia and partnerships."



HYPOTHESES

It is hypothesised that:

- ▶ Productivity among lower paid staff is directly affected by poor T&D strategies in the CCT.
- ▶ illiteracy affects the work performance of the lower paid workers of the CCT.
- ▶ Improved skilled development of workers will contribute to the realisation of national and international work standards.
- ▶ Implementation of Affirmative Action improves quality of life for the previously disadvantaged groups.

The above hypotheses will be tested by making use of:

- ▶ questionnaires;
- ▶ input from interviewees; and
- ▶ literature reviewed.

ASSUMPTIONS

- ▶ Multi-skilling, a development strategy for both management and workers of the various CCT's service branches, is essential to the attainment of the Unicity goals.
- ▶ If white male attitudes are negative towards training of blacks and women, then attitudes of advancement of blacks and women within the service are also likely to be negative.
- ▶ Current training programmes provided or prescribed by the CCT's Human Resource Department for the various service branches such as the Parks and Bathing Amenities Services (PABAS) are not linked to the National Qualifications Framework (NQF). The government has therefore not recognised it as part of its objective to create an integrated national framework for learning which is to facilitate the process of lifelong learning.

OBJECTIVES OF THE STUDY

The objectives of the study are:

- (i) To give a brief account of the historical legacy of local government. Specific reference will be made about how the macro structure and micro structure of the City evolved and what influence it had on service delivery and staff of the Parks and Bathing Amenities (PABAS).

- (ii) To discuss the current T&D practices within the CCT and how the corporate strategies affected the PABAS branch.
- (iii) To expound on the various strategies and plans of action for an improvement in productivity and motivation of the workforce.
- (iv) To assess the importance of current legislation for T&D practices for the CCT.

METHODOLOGY

According to Haralambos and Holborn (1991:698) any academic subject requires a 'methodology' to reach its conclusions: it must have ways of producing and analysing data so that theories can be tested, accepted and rejected. They think without this systematic way of producing knowledge the findings of a subject can be dismissed as guesswork, or even as common sense made to sound complicated.

The study focuses on the corporate strategies and policies for the CCT and the impact on the PABAS branch. The researcher will make use of two kinds of methodology to produce data from within the PABAS branch. These are questionnaires administered by an interviewer and unstructured interviews where the interviewer has no predetermined questions or interviews to collect information within the PABAS branch. It is important that the interviewers be well trained in the specifics of the questionnaire and in interviewing techniques to get data.

The study aims to use five interviewers to collect the required data for this study.

To save on cost the researcher will train the interviewers. The advantage of having the interviewers trained by the researcher is that the probability is greater that the interviewers will understand the purpose of the study better, than if an external trainer who has no personal interest in the outcome of the study, trained them. The researcher will do the training in the following manner:

- ▶ hold two-hourly workshops with the interviewers once a week over two weeks;
- ▶ emphasise reliability of collected information;
- ▶ explain how to administer the questionnaire;
- ▶ carry out dummy interviews;
- ▶ explain how to set the respondents at ease;
- ▶ emphasise that the exact wording must be used in the interviews;

- ▶ emphasise that all relevant questions must be asked and in the correct sequence and how to close the interview, i.e. making sure that the respondent feels that he or she has been of use for this study.

The advantage of the personal interview is that response rates are likely to be higher than the mail questionnaire. The reason according to Nachmias and Nachmias (1993: 192) is that the respondent who normally would not respond to a mailed questionnaire can easily be reached and interviewed.

The interviewer can also explain the more complex information to the respondent, thereby ensuring accurate responses, which will help with data gathering.

To ensure co-operation from the respondents, using interviewers who are culturally representative of the survey area and respondents is advisable.

Questionnaires

The PABAS branch will be used as the sample group, to produce the data for this study. The data will be collected through interviews and questionnaires and the interviewers will be trained by the researcher. As a general rule respondents will be asked similar questions in the same order so that the same information can be collected from every member of the sample.

Questions will be categorised under two general headings, factual and opinion questions. Factual questions include exploration of the respondents background, hobbies, habits, environments and so forth.

Opinion questions will elicit an overall sense of the respondent's prejudices, fears, ideas and convictions about a specific topic, events, etc.

As the low income and low educated workers are less likely to respond to a survey, questionnaires must be carefully and systematically design so that the resources invested in collecting, analysing and presenting the information pay off.

For the low income group it is imperative that the languages used in the questionnaire can be easily and uniformly understood by all the respondents.

Therefore, a self-administered questionnaire has been chosen. In the self-administered questionnaire respondents are explained about the purpose of the study and a commitment is sought from them to complete this. The interviewer wants to avoid creating the impression that what is occurring is a cross-examination or a quiz.

Interviews

Non-scheduled structured interviews are recommended over scheduled structured interviews for the following reasons:

- ▶ Although the encounter between the interviewer and respondents is structured and the major aspects of the study are explicated, respondents are given considerable liberty in expressing their definition of the T&D practices and policies of the CCT.
- ▶ The nonscheduled structured interviews will permit the researcher to obtain details of personal reactions, specific emotions, and the like.

SAMPLE SELECTION

To test the effect of the current T&D practices and policies of the CCT, this study will identify a cross-section of men and women working for the PABAS,

According to Nachmias and Nachmias (1993:311) to arrive at an accurate estimate of parameters for the study, the researcher has to deal effectively with three problems: (i) definition of the population, (ii) determination of the sample size, (iii) selection of a representative sample.

REVIEW OF RELATED LITERATURE

A close look at most theories of human motivation reveals a common driving principle “ people do what they are rewarded for doing” according to Cascio (1995:416).

For Cascio this statement signifies the greatest management principle in the world. These theories of human motivation, he says, can be classified in the management field as needs theories, reinforcement theories, expectancy theories, and goals setting theories.

He describes these theories as follows:

Needs theories. These suggest that individuals have certain physical and psychological needs they attempt to satisfy. Motivation is a force that results from an individual's desire to satisfy these needs (e.g. hunger, thirst, social approval).

The most popular needs theories are:

- ▶ Maslow's hierarchy of needs, ranging from physiological needs to safety, belonging, esteem, and self-actualization needs.
- ▶ Herzberg's two-factor theory, whereby the satisfaction of needs has one of two effects: (i) It causes employees to be satisfied with their jobs, (ii) or it prevents employees from being dissatisfied with their jobs.
- ▶ McClelland's classification of needs according to their intended effects; that is, they satisfy employee needs for achievement, affiliation, or power.

Reinforcement Theories. Also known as incentive theories or operant conditioning, reinforcement theories are based on a fundamental principle of learning-the Law of Effect. Its statement is simple: *behaviour that is rewarded tends to be repeated; behaviour that is not rewarded tends not to be repeated.*

Expectancy Theories. While reinforcements theories focus on the objective relationship between performance and rewards, expectancy theories emphasize the perceived relationships-what does the person expect?

For employees to believe that a pay-for-performance relationship exists, an organisation must establish a visible connection between performance and rewards. It must also generate trust and credibility among its workforce.

Goal-Setting Theories. One of the best accepted motivational strategies in organizational science. There are three related reasons why it affects performance. One, it has a directive effect-that is, it focuses activity in one direction. Two, given that a goal is accepted, people tend to exert effort in proportion to the difficulty of the goal. Three, difficult goals lead to more persistence (i.e. directed effort over time) than easy goals do. These three dimensions-direction (choice), effort, and persistence-are central to the motivational process.

(Casio, 1995: 416-417)

The challenge for the CCT is how to incorporate these theories on human motivation into its T&D programmes and by so doing achieve an improvement in productivity and personal growth of its employees.

Mbigi and Maree (1995:87) state that the Human Resources (HR) function has to redefine its role in the light of changing political, social and economic circumstances. They propose that Business and local government adopt a Developmental Model ("Ubuntu") which fits the realities of development in South Africa. This model, according to them, focuses on regular improvement and development of people, products, systems, structures, markets, productivity and quality and also performance.

The CCT in the T&D programmes and strategies has operated more on the administrative and recent Business models. The problems with these models are that they concentrate on reinforcing administrative best practices and assisting management to achieve strategic business issues. There is not the far-reaching dedication by HR on total development and transformation of the employees of the CCT, and their practices and idiosyncrasies are currently merely being duplicated by the PABAS branch. Increased productivity and cost effectiveness were of great importance and the development of employees were of lesser importance.

According to Fox and Meyer (1995:441), Efficiency refers to the ratio of output over input. Organisations can use this ratio to determine their cost effectiveness or measure their productivity.

Current Statistics show that Affirmative Action (AA) within the CCT has not been successful whereby the majority of black workers have not been included in decision-making and occupation of managerial positions (see Appendix A, page 46).

Human (1991:220) states her experience tells her that many "affirmative action/ equal opportunity programmes started by many companies fail as they are founded on a deficit model of 'Black advancement'. Proponents of 'Black advancement' according to her see development simply in terms of putting knowledge and skills into black people. They then expect blacks to function in an environment which remains unchanged.

This means these programmes fail to take all of the factors impacting on the development of black people into account, not least of which is the role of white managers in the development of their subordinates.”

Managing diversity means establishing a heterogeneous workforce (including white men) to perform to its potential in an equitable work environment where no member or group of members has an advantage or a disadvantage. Managing diversity is not the same thing as managing affirmative action. Affirmative action refers to action taken to overcome the effects of the past or present practices, policies, or other barriers to equal employment opportunity. It is a first step that gives managers the opportunity to correct imbalances, injustices, and past mistakes. However, once the “numbers mistake” has been corrected (i.e. when the representation of each protected group in the workforce is proportional to its representation in the relevant labour market), the long-term challenge becomes to create a work setting in which each person can perform to his or her full potential and therefore compete for promotions and other rewards on merit alone. (Casio, 1995: 62).

According to Kulutbanis (1999:20) whilst nearly five years have elapsed since the inception of the National Qualifications Framework (NQF), many organisations still find themselves floundering over conceptual issues in the attempt to introduce or align their T&D initiatives to national requirements. Others remain paralysed with the hope that they can either escape the enactment of legislation, or alternatively merely replicate the achievement of others.

The CCT is one such organisation that is finding itself immobilised as it tries to make sense in an environment of uncertainty where there seems to be more NQF expertise and conceptual framework than proven workplace practices.

Literacy has often been packaged in development and poverty alleviation terms according to Nwangwu. Development of course in this case is broadly interpreted as improvement of life, which translates into poverty alleviation for people. In most mobilisation literature for literacy, people have been told that learning to read and write would make them better mothers, business people, artisans and so on, and that this will eventually translate into a better quality of existence for them. This has had drawbacks in a developing country such as Nigeria.

Nwangwu states the greatest difficulty especially for women is finding the time to attend literacy classes or studying the course material.

(Nwangwu, 1999:43)

The same situation plays itself out in South Africa and this applies to Local Government. Working women with very little education hardly have the time to attend literacy classes as their husbands expect them to do the role of housewife, in many cases after a hard day's work.

Most of South African workers need new or significantly expanded skills to keep up with the demands of their jobs. This includes new technology, management, customer service and basic skills training. Employee training, development and education programmes are big business in South Africa, running into millions of rand each year. It is now valued at over R5 billion per year. Despite this, South Africa spends less than one percent of total employment costs on training in contrast to five percent spent by our major trading partners, such as the USA. Japan spends even more which is ten percent (Carrell et al, 1998:308).

In the past the CCT had no clear policy by which they allocated funds for T&D. Training budgets were drawn up at the discretion of the relevant branch manager.

The Skills Development Levies Act of 1999 has been established to give municipalities some guidelines to budget for a skills development strategy that will be in line with National objectives.

The Skills Development Levies Act (1999) (s) 3, now makes it possible for the Minister of Provincial Affairs and Constitutional Development in consultation with the Minister of Finance to impose a skills development levy on every municipality, as defined in section 10B of the Local Government Transitional Act no. 209 of 1993.

The aggregate of the levies collected from a municipality by virtue of a notice in terms of subsection (2)(a-c) and the budgetary allocations for training purposes to that municipality, must from-

- (a) 1 April 2000, be less than 0,5 per cent of the leviable amount;
- (b) 1 April 2001 be less than one per cent of the leviable amount; and
- (c) 1 April 2002, not be less than one per cent of the leviable amount

According to Gouws (1997:17) the task to develop the skills of our workforce is enormous. Gouws states that we need an abundance of goodwill, government support, structures and directives, as well as business focused efforts. Nevertheless, all this, he says, will not suffice if we do not harness the capabilities concealed in the computer technology of our day.

The CCT has an abundance of computer facilities and technology to:

- ▶ facilitate the development of learning units
- ▶ utilise every available learning unit as a database for developing new learning units
- ▶ ensure participation and inclusiveness in developing learning units
- ▶ support the assessment of competence
- ▶ assist in the development of individual training plans for workers

“Transformation” is a word much used by people in government and by many commentators says, Friedman. According to him few commentators if any bothered trying to explain what it means. He states that academics and theorists who use the word, surely must know that transformation means a total change. However, total change in any society at any time is impossible. There are always aspects of the past that remain because they are, for the moment, simply immune to change. Any programme for change, therefore, needs to say clearly what will go and what will stay. (*Business Day*, 1/06/1998).

Transformation for low level employees within the CCT is extremely confusing. This is compounded by the fact that employees are still trying to grasp of what benefit the previous transformation process of 1996 was.

Part of the transformation process was the adoption of a Macro and Micro design process to ensure organisational stability. The macro design that was the first phase of transformation was implemented without any major hitches. However, the micro design that affected the staff has in certain instances not been implemented. For example, the integration process between the CCT and the former Black Local Authorities had not yet taken place. Certain branches such as Parks and Bathing Amenities Services have an organisational structure that is not functional as many of its senior positions are vacant, which permanent employees in an acting capacity presently fill.

The latest Unicity transformation process is based on concepts that have been imported from the US and Europe. These approaches may be fashionable in those countries but may not work in South Africa's diverse environment.

The US and European countries have different local government institutional arrangements to South Africa and therefore have different policies. Dissimilarities of local government arrangements led to different developmental and environmental policies in these countries eg. urbanisation patterns, economic restructuring, equity and redistribution policies.

Transformation should have some reasonable goals and a set of aspirations as objectives, otherwise the change process that accompanies transformation could be to the detriment of society.

"An organisation can do all the restructuring that it likes" says Charlotte van Zyl, an internationally recognised trainer, motivational speaker and owner of Orange Tree International (SA), a training consultancy. Unless there is buy-in by the staff and active support and excitement on their behalf, the changes will fail. A group of people who feel unhappy and fearful of an impending transformation can be a very negative force (*Cape Times*, 11/05/1999).

Many employees in the lower levels of the hierarchy had very little control or decision making authority during the Unicity transformation process. They were therefore fearful of the new organisational change.

Where employees have been involved in setting the goals for an organisation, they will take more proactive interest in their own development and the development of the organisation. The CCT must ensure that the low level employees become part of the decision making and consultative process of the Unicity and in this way these employees will become supportive of the Unicity's goals and objectives.

THE SIGNIFICANCE OF THE STUDY

The World Competitive Yearbook of 1996 showed that South Africa ranked last out of 46 countries (at a similar stage of development) in relation to its human resources development performance.

Our major competitive liability is poor people attitude and skills. The Australian-German development economist and father of appropriate technology, Schumaker, in his new book "Small is beautiful", argues that development does not start with capital goods, but with development of the people. (Schumaker, 1973:159).

This study impresses the importance of putting people development at the forefront of organisation competitiveness and development strategies in our country. It aims to show why the CCT and managers of the various service branches should put people development at the centre of their service delivery strategy as regards skills, through vertical and horizontal multi-skilling as well as democratisation of knowledge through capacity building. By democratisation of knowledge is meant filtering of knowledge down to the workforce which will enable them to understand the organisation's strengths and weaknesses. In this way they can focus more clearly on using the organisation's resources more efficiently and effectively.

This study will highlight the importance of developing a good communication strategy for the CCT transformation process and suggest each service branch should implement this strategy for their own operations.

When workers feel that they have been part of the process, they display a more positive attitude and commitment to make it work. The attitude of "us and them" will be tempered. Communication should be an empowering tool in the CCT and should not be a system that is less efficient than the grapevine.

This study will signify the problems the CCT faces when implementing a structured training system when the organisation does not have a properly integrated workforce.

Local Governments are facing an environment of continuous change. The more involved the change process the more complex, and the more people are drawn into it. If the CCT desires that its change process should become successful, it must ensure that every change project underpins its vision and facilitate learning through the change process. Every effort must be made to ensure that there is a synergy among the different phases of the change process so that there is a clear indication that change is pointed towards an overall strategy and the vision of the organisation.

THE DELIMITATIONS OF THE STUDY

The main focus of T&D will be on what is currently the T&D strategies and programmes of the CCT and the impact will be limited to the PABAS branch and not all the service branches -of which there are 40 (forty). The PABAS Branch will act as an illustration and will be depicted regularly as a point of reference.

Although examples of the private sector will be referred to at times, these will only be incidental to the study. The study will also use international experiences that will only have a limited bearing on the results.

The problem formulation process may be influenced by financial considerations and time limitations during which the study must be completed.

The study will not include observations, case or field research.

The study will not analyse or evaluate the functioning of the CCT Human Resource Department.

ORGANISATION OF THE STUDY

Chapter 1 will include the following:

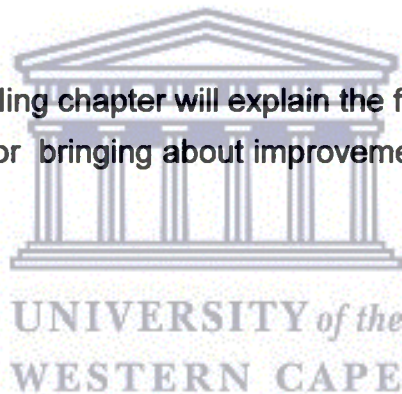
- ▶ the introduction that gives the reasons why the study will be undertaken and of what benefit it would be for the CCT's Training and Development strategy;
- ▶ the statement of the problem;
- ▶ the hypothesis
- ▶ the assumptions
- ▶ objectives of the study
- ▶ methodology
- ▶ review of related literature
- ▶ significance of the study
- ▶ the delimitation of the study
- ▶ organisation of the study.

Chapter 2 will contain the historical legacy of and how because of the national democratic elections of 1994 and current legislation (such as the White Paper on Local Government of 1998, the Municipal Structures Act of 1998, the Municipal Systems Bill of 1999, etc.) it had to restructure itself. This chapter will also briefly discuss the challenges of the Unicity facing the CCT.

Chapter 3 will examine the current human resource practices within the CCT. When an organisation is forced to transform itself, it must appraise its strengths, weaknesses, opportunities and threats (SWOT). This chapter will discuss the usefulness of doing a SWOT analysis for the Parks and Bathing Amenities branch to which the study is confined. This chapter will also discuss current trends towards Business Improvements Projects and Outsourcing which is a strategy used by the CCT to deliver its service more effectively and efficiently.

Chapter 4 will discuss the current legislation that affects T&D for the CCT and include the funding criteria laid down.

Chapter 5 which is the concluding chapter will explain the future trends of T&D for the CCT and recommendations for bringing about improvements to its T&D approaches and policies.



Chapter 2

INTRODUCTION

Today more than ever before, investment money can move freely around the world. International and domestic investors look not only at the conditions in a particular country, but also for the right investment conditions in a town or city. They look at such things as infrastructure (roads, telecommunications etc.), basic services (water, electricity, etc.), financial services and local management approach.

To attract investment, South African municipalities will need to strategise and act innovatively, in partnership with provincial and national governments, society and the private sector (Draft Discussion Document Towards a White Paper on Local Government, 1998: 10). It was at local government level that the apartheid value system manifested itself most forcefully. This was where laws separated racial communities in every sphere of life and where whites enjoyed privileges at the expense of other racial communities. It is therefore not surprising that the first signs of apartheid being untenable as a political value system manifested itself at local government level.

HISTORICAL LEGACY OF LOCAL GOVERNMENT

Apartheid has left its imprint on South Africa's human settlements and municipal institutions. Transformation requires an understanding of the historical role of local government in creating and perpetuating local separation and inequity, and the impact of apartheid on municipal institutions. Equally important is the history of resistance to apartheid at the local level, and struggles against apartheid local government.

(The White Paper on Local Government, 1998: 20)

Cloete (1995:1) also states that it was at local government level that the apartheid value system manifested itself most forcefully. Laws separated racial communities in every sphere of life and whites enjoyed privileges at the expense of other racial communities.

This CCT also displayed these practices of segregation and entrenched white racial domination during apartheid. White politicians and City officials during this period made most of the development decisions for black, coloured and Indian local townships and regions. The strategy was not to integrate spatially but to enhance ethnic fragmentation. Many CCT resources for example were allocated to white areas and black, coloured and Indian areas did not receive adequate resources to operate effectively.

This period experienced wide spread duplication of services, labour and finances and contributed to empire building which denied the residents of Cape Town the benefit of the available resources.

The CCT during this time did not govern in a transparent and accountable manner. City officials were too focused on control and failed to take on a customer-orientated approach. The City's Training and Development during this period was piecemeal and selectively targeted white employees. (In general facilities for the community which local government provided was designed so that it benefitted the residents of the white suburbs more, to the disadvantage of the black urban poor.)

It was therefore not surprising that the first sign of apartheid being untenable as a political value system manifested itself at local government level (Cloete: 1995: 1)

THE LOCAL GOVERNMENT TRANSITION ACT (1993)

The Local Transitional Act of 1993 is the product of negotiations of the Local Government Negotiating Forum and multi-party negotiations at Kempton Park.

This act made provision for the restructuring of local government in the run up to the elections at local government level towards the end of 1994.

THE PRE-INTERIM PHASE

The pre-interim phase made provision for the establishment of Transitional Local Councils and in Metropolitan areas, the establishment of Transitional Metropolitan Councils.

Councils to serve on these statutory bodies were appointed on a 50/50 basis between statutory and non-statutory bodies.

The non-statutory side argued that the existing racially based structures were illegitimate and needed to be replaced. This was not possible however as local elections could not take place before the national elections. It was decided that at least 12 months should elapse after national elections to prepare for municipal elections. (City of Cape Town, 1999:4-5).

INTERIM PHASE

The Interim phase commenced with elections for the Transitional Metropolitan Councils and Transitional Local Councils and the rural government structures. The old Cape Town Council evolved as the new City of Cape Town City Council (CCT), ex Pinelands Administration, Crossroads and Cape Rural area.

For the first elections, 40 percent of the councillors were elected by proportional representation. The remaining 60 percent were elected on a ward basis.

(City of Cape Town, 1999:5)

FINAL PHASE

The final phase will commence with the development of a constitutional model for a developmental local government. The final phase aims to ensure a transformed local government that is based on democratic principles of governance.

(City of Cape Town, 1999:5)

The transition in Local Government started in 1993. The Act divided the local government transition into three phases.

Local Governments are now in the final phase. The CCT, the five other municipal local councils and the cape metropolitan council within the CMA are preparing to integrate as a Unicity. What the final model of the Unicity will look like and the intra governmental arrangements will be will depend on which political party wins the majority vote and whether it is prepared to accommodate and give concessions to the main opposition and minority parties.

NATIONAL POLICY AND LEGAL FRAMEWORKS

The White Paper on the Transformation of the Public Service (1995)

With respect to service delivery, the White Paper on the Transformation of the public service stresses that urgent attention needs to be given to the redress of past imbalances of service provision. This refers especially to those who live below the poverty line in urban and rural areas, as well as those groups who have previously been disadvantaged as regards service delivery. The White Paper also acknowledges the need for a fundamental management shift from a public service that is internally focussed to that of a culture of public service or "people first" approach.

(The White Paper on the Transformation of the Public Service 1995: 57)

- (1) According to the Constitution of the Republic of South Africa, 1996 Section (195) (1-2) Public Administration must be governed by the democratic values and principles enshrined in the Constitution, including the following principles:
- (a) "A high standard of professional ethics must be promoted and maintained".
 - (b) "Efficient, economic and effective use of resources must be promoted".
 - (c) "Public administration must be development-oriented".
 - (d) "Services must be provided impartially, fairly, equitably and without bias".
 - (e) "People's needs must be fostered by providing the public with timely, accessible and accurate information".
 - (f) "Public administration must be accountable".
 - (g) "Transparency must be fostered by providing the public with timely, accessible and accurate information".
 - (h) "Good human-resource management and career - development practices, to maximise human potential, must be cultivated".
 - (i) "Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation".

(The Constitution of the Republic of South Africa, section 195 (1) (a-i), 1996).

- (2) The above principles apply to-
- (a) "administration in every sphere of government";
 - (b) "organs of state; and"
 - (c) "public enterprises".

(The Constitution of the Republic of South Africa, section 195 (2) (a-c), 1996).

Although the White Paper does not specifically deal with local government, these issues are relevant to all levels of government.

(The White Paper on the Transformation of the Public Service, 1995:14)

The CCT should attempt to inculcate the principles of the South African Constitution in its policies and ensure that its officials put these policies into practice. If this is not done, politicians will challenge and criticise the CCT for not trying to address the injustice of the past which is what the Constitution aims to do.

The White Paper on Local Government (1998)

Apartheid has fundamentally damaged the spatial, social and economic environment in which people live, work, raise families, and seek to fill their aspirations.

Local government has a critical role to play in rebuilding local communities and environments, as a basis for a democratic, integrated, prosperous and truly non-racial society. Within the frame work of the Constitution, this White Paper establishes the basis for a new developmental local government system. It is also committed to working with communities to create sustainable human settlements that provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way. (The White Paper on Local Government, 1998:15)

The White Paper on Local Government also requires municipalities to:

- ▶ prepare a financial plan according to the Integrated Development Plan (IDP)
- ▶ monitor and assess its performance against IDP
- ▶ annually report and to receive comments from its community regarding the objectives set out in the IDP

(City of Cape Town 1999:11)

This will show whether local government is delivering an effective and efficient service to its communities and if there is room for improvement.

UNIVERSITY of the
WESTERN CAPE

The Municipal Structures Act (1998)

The Municipal Structures Act of 1998 establishes the following categories of municipalities:

- ▶ *Category (A)*: A municipality that has exclusive municipal executive and legislative authority in its area.
- ▶ *Category (B)*: A municipality that shares municipal executive and legislative authority in its area with a category (C) municipality within whose area it falls.
- ▶ *Category (C)*: A municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

(The Constitution of the Republic of South Africa, section 155 (1) (a-c), 1996.)

The Cape Metropolitan Area has in terms of the Municipal Structures Act of 1998 adopted a single council governance for the CMA and its citizens. This will involve a high degree of functional integration of the different Municipal Local Councils within the CMA.

The Municipal Systems Bill (1999)

The Municipal Systems Bill seeks to establish the basic principles and mechanism to give effect to the collective vision of development government. It contributes on the internal systems and administration of the Municipality.

It is closely linked to legislation enacted by the Department of Finance which focuses on financial management, budgeting, borrowing and treasury control.

The Bill also assists with the following:

- ▶ clarifying the legal nature of the municipality
- ▶ setting criteria for public accountability and participation by the different stakeholders
- ▶ assigning certain powers to the municipalities so that they can perform their responsibilities
- ▶ regulating the promulgation of municipal by-laws to ensure that there is synergy between the national, provincial and local legal actions
- ▶ establishing the legislative and executive power of the municipalities
- ▶ establishing a system of measuring and evaluating performance in priority areas
- ▶ ensuring that “Batho Pele” principles are entrenched in local government administration.
- ▶ providing the framework for municipal service districts to ensure that service provision is done on a more functional basis
- ▶ assisting with the selling of municipal tariffs
- ▶ setting the criteria for municipalities to implement credit control and debt collection strategies
- ▶ establishing a code of conduct for local government officials.

The Development Facilitation Act (1995)

Within any Municipality different agencies such as national and provincial departments, parastatals, trade unions, community groups and private institutions take up the responsibility of developing the area. Development if it is to be successful must be properly co-ordinated between these agencies.

The Development Facilitation Act of 1995 enables municipalities to achieve greater co-ordination and integration through integrated development planning (IDP's).

The requirement to produce IDPs has resulted in a fundamental shift for local authorities from being control oriented and regulation driven to being needs oriented and outcome driven. (The Development facilitation Act, 1995)

The White Paper on Public Service Delivery or "Batho Pele" Principles (1995)

Historically human resource issues in the South African public service have been regarded as administrative or technical rather than the strategic management concern that can, if properly managed, make a major contribution to the achievement of socio-economic goals. Consequently, the Government hope to achieve the following:

- 1 Devolution and decentralisation of managerial responsibility and accountability
- 2 The introduction of new and more participative organisational structures
- 3 The development of new organisational culture
- 4 Human resource development
- 5 Total Quality Management
- 6 Managing Change and diversity
- 7 Management of information systems

(The White Paper on transformation of the Public Service, 1995: 48-50)

Besides its own views and convictions on transformation, local government should look at intra-governmental experience like the public service from which to draw its strategic plans for service delivery and staff development.

The New Constitution of 1996

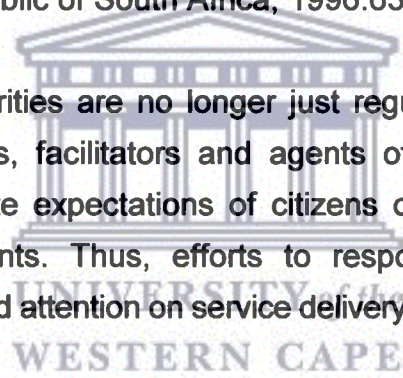
The Constitution of 1996 has given local government a range of powers and functions in order for it to build democracy and promote socio-economic development. Chapter 7 of the Constitution has defined local government as a separate and equal sphere of government section 151(1-4). This means that it can no longer depend financially on other levels of government.

The Constitution mandates local government to:

- ▶ provide democratic and accountable government for local communities;
- ▶ ensure the provision of services to communities in a sustainable way;
- ▶ promote social and economic development;
- ▶ promote a safe and healthy environment;
- ▶ encourage community participation

(The Constitution of the Republic of South Africa, 1996:63)

This implies that local authorities are no longer just regulatory bodies and service providers but also enablers, facilitators and agents of development. The new constitution created legitimate expectations of citizens of equal access to service delivery by local governments. Thus, efforts to respond to the challenges of democratisation have focussed attention on service delivery at all levels of government.



National Democratic Elections of 1994

The first democratic election for South Africa was held in 1994. The guiding principles were to commit South Africa to the development of a sovereign democratic state built on transparency, representivity, equity and the advancement of human rights and freedom.

The Local Government Elections of May 1996

The local government elections of May 1996 marked a watershed occasion in the history of South Africa when for the first time, local government transcended the former strictly enforced boundaries between mainly white suburbs and black townships.

①

The elections will put in place new transitional structures at local level that are to be functional until the end of the interim phase. This phase provides the framework for the elected constitutional assembly at National level, to agree on a final constitution for local government.

Unlike National and Provincial governments, local government is close to the people who expect it to be accountable and to deliver services that will have a profound impact on peoples lives.

The interim phase saw the amalgamation of the former administrations such as Ikapa, Crossroads, Pinelands and part of the Cape Metropolitan Council amalgamated with the CCT. The purpose of this amalgamation was to ensure the transition from an apartheid based local government to a non-racial democratic local government system.

Cape Metropolitan Area Restructuring: 1996-1997

After eighteen months of negotiations, the Cape Metropolitan Council (CMC) and the six metropolitan local councils (MLC) were established which replaced the previous 69 local authorities and 19 administrations.

This resulted in the reorganisation of municipal boundaries, powers and duties, and transfers of staff and assets.

An Amalgamation process saw the former Black Local Authorities (BLA) of Ikapa, Crossroads and Pinelands merging with the City of Cape Town. Parts of the CMC also fell within the City having to serve just more than a million people.

The new corporate identity that had Table Mountain superimposed on it was unveiled and thus heralded a commitment to a new style of democratic local government.

Restructuring within the City of Cape Town

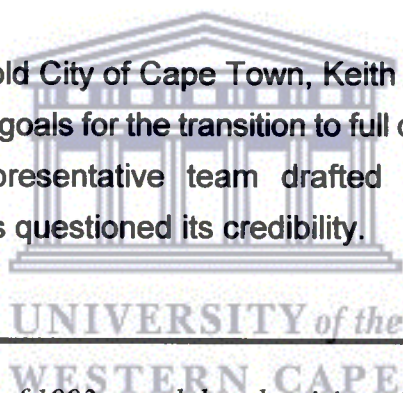
The committee system of the CCT was restructured in 1997/1998 and the 74 elected councillors and city officials were held responsible for good governance within the substructure.

An Executive Committee (EXCO) was established which was made responsible for the day-to-day running of Council. The City also established seven standing committees namely:

- ▶ Community Development
- ▶ Finances
- ▶ Housing
- ▶ Municipal Services
- ▶ Economic Development and Property
- ▶ Corporate Service
- ▶ Planning

These committees are responsible for developing and reviewing policy frameworks for the entire CCT and perform a monitoring role. They do this by making regular visits to amenities, development projects and facilities under their control. In this way they can inform the communities at ward report back meetings.

In 1993 the town clerk of the old City of Cape Town, Keith Nicol, initiated a document outlining a vision, mission and goals for the transition to full democracy. However, since an undemocratic and unrepresentative team drafted this document, the local government transition process questioned its credibility.



The Vision 2000 document of 1993 stated that the vision of the CCT was to make Cape Town one of the greatest cities in the world. Today, the City's vision is to make Cape Town a city that works for its entire people.

(City of Cape Town 'Vision 2000' 1993)

(City of Cape Town, 2000:4)

If one has to compare the basic statements of the two visions, one can easily discern the equality factor built into the 1996 vision and the lack thereof in the 1993 vision.

Macro Design: The Creation of a new top management structure

The new Cape Town Municipality underwent a macro-design process in 1997. The macro-design process was the first restructuring phase aimed at the creation and appointment of a new top management structure for the new CCT. The top management structure included the city manager, his executive team and various directors whose responsibilities involved managing the different departments within the CCT. The macro-design process also involved arranging the Council into Clusters of directorates and service branches with similar functions to exercise better control and holistic planning.

The new City Manager replaced what used to be known as the old Town Clerk whose responsibilities differed quite substantially from his predecessor.

So a new management structure was thus created for the CCT.

(City of Cape Town, 2000: 7)

Appointment of Executive Management Team

During its macro design process in July of 1997, a new Management Team comprising City Manager and five Executive Directors were appointed to manage the day-to-day operations of the CCT.

- ▶ These Executive Directors were to be responsible for the following clusters:
- ▶ Community Services
- ▶ Municipal Services
- ▶ Corporate Finance
- ▶ Planning and Economic Development
- ▶ Institutional Transformation

The new City of Cape Town (July 1997)

The new Management Team of the CCT undertook a 100-day programme in 1997. According to the new city manager Andrew Boraine, the Management Team set itself the task to reach “all people” within 100days and after that “carefully plan strategies” for the future. Furthermore he says “ our decisions will be made public for comments and advice, and we will also seek public assessment of our performance over the first 100 days in office” (Cape Times, 06/05/1997).

Based on their evaluation they were also able to set the criteria for the City's 1997/98 business plan.

The City of Cape Town needs to undergo a radical organisational transformation process if it hopes to improve service delivery and call itself a transparent and representative organisation.

During the pre-interim phase municipal boundaries were redrawn so that assets, personnel and finance were transferred between the different municipalities within the metropole. This process experienced many setbacks and the different municipalities- especially the larger ones such as the CCT, Tygerberg and the South Peninsula- were forced to enter into an interim cooperative service delivery arrangement. This was to prevent a breakdown in service delivery. This interim cooperative service delivery arrangement included:

- ▶ sharing of assets and personnel where no agreement has been reached between the different municipalities as to which Municipal administration the assets or staff should be unbundled to.
- ▶ interim administration arrangements for those staff unwilling to be transferred and whose cases would be heard by the Commission for Conciliation, Mediation and Arbitration.

Adoption of Strategic Priorities: 1998

To give effect to the vision, mission and values, the City's Executive Committee and Executive Management Team agreed upon seven Strategic Priorities and three internal Supporting Strategies. The seven strategic priorities have an external focus, i.e. on service delivery and development of the community, while the internal supporting strategies, namely, finance, transformation and communication are essential to the success of the external priorities.

The strategic priorities provide 3 to 5 year objectives for the organisation. They focus the process and the strategic direction of the City.

The seven strategic priorities are:

- ▶ *A framework for the integration of the city*, in the form of a municipal spatial development framework, which integrates municipal operations, such as

infrastructure, housing, facilities and economic development strategies that also identifies major projects that act as catalysts to bring segregated areas together.

- ▶ *An equity and redistribution strategy*, building on the services audit, and defines the minimum essential basic service level that all citizens should have, prioritises essential services and outlines a financially viable strategy to achieve this.
- ▶ *A strategy to target zones of poverty and/or social disintegration*, which identifies these zones, and aims to create an enabling environment and to restore/ build formal governance in them.

This strategy will include a community development package of service/facilities, and local area planning.

- ▶ *A housing strategy*, setting out what the Council's role is, *vis a vis* other players in housing, and addressing issues relating to existing and new housing and homelessness.
- ▶ *An economic development and job-creation strategy*, clearly defining policies and strategies, and Council's role *vis- a- vis* other role players, including the CMC and the private sector.
- ▶ *The promotion of community safety*, without which the attainment of the other six strategic objectives will be seriously prejudiced.

All Council services are required to perform their functions and implement their projects in a way that contributes to providing environments that discourage and prevent crime. This integrated approach includes cooperation and partnerships with external agencies such as Community Peace Forums, South African Police Service, Business Against Crime, Street Committees, Multi-Agency Delivery Action Mechanism, etc. in initiatives aimed at promoting community safety.

- ▶ *The identification of special, high impact projects* that will play an important role in achieving the City's goals. These could include projects that are integrative, increase equity, have high visibility, increase the rates base, target poverty and/or support economic growth, for example, the Wetton-Lansdowne Philippi Corridor and a world-class convention centre. (City of Cape Town: 1998-9:7)

The Wetton-Landsdowne Phillipi Corridor is a major economic development initiative in the heart of some of the city's most deprived areas where there is large-scale unemployment. It offers the potential for radical reshaping of this area with industrial, retail and a transportation infrastructure. (*Cape Argus*, 05/05/2000).

The CCT is also involved in a partnership with the metropolitan and provincial authorities to develop a world-class convention centre on the Foreshore, which will boost business trade and the tourism industry. The lack of a suitable centre is estimated to cost Cape Town R1,4-billion annually in lost revenue.

These strategic priorities must be integrated into a coherent whole, and not be conceived of as distinct, unrelated strategies.

Three internal supporting strategies will be developed to support the above:

- ▶ Financial Strategy, including budgets, income enhancement and savings.
- ▶ Transformation Strategy, including the transformation projects and a human resource strategy.

The transformation projects include:

- ▶ Business Improvements
- ▶ Affirmative Action and representivity
- ▶ Performance management
- ▶ Change management



The Human resource strategy includes:

An affirmative action and representivity project which seeks to ensure that Cape Town is a representative administration that meets the requirements of the Employment Equity Act. The project should be able to develop policy to manage diversity in the organisation and issues that arise out of the diverse nature of the communities that the organisation serves.

Performance management has become increasingly important in local government with new draft legislation, the Municipal Systems Bill requiring efficient and performance driven management. The performance management project is developing a performance management system for the entire organisation on two levels, individual and organisational performance. A system to analyse organisational performance is

being designed by the OD&T unit. The system will measure the organisation's impact on the lives of the City's residents and a mechanism is being developed to monitor the performance of individual staff and managers.

The change management project includes a management development programme, a supervisor development programme and helps departments that experience resistance to change. This project also ensures that changes taking place in the organisation are effectively communicated to all staff.

- ▶ Communications Strategy (internal and external) to ensure that information on transformation is communicated to all staff.

1998/1999 Business Plan

The new Executive Management Team drew up a Business Plan to help make the City's vision a reality. Departments and Branches had to commit themselves to meeting certain goals and service delivery objectives that had to be designed with the City's Corporate Strategies.

A report back mechanism was put in place to monitor their progress.

The Transformation of the CCT

An important corporate priority is the transformation of the organisation to meet the challenges of a new era in local government. This means making the City of Cape Town a client-focussed, productive and developmental organisation, ensuring equitable and effective service delivery, supporting the vision and strategic priorities of the City and achieving savings in the operational budget. Part of the transformation exercise, was an extensive macro and micro design process to reshape the City to achieve maximum efficiency. Driven by the seven strategic priorities and business plans, Council recognised that it needed to undertake a transformation if it were to meet its goals.

The first level of transformation is that of Cape Town where poverty, homelessness, crime and inequality present challenges that require a response from the Council. This first level transformation was translated into the City's seven strategic priorities and how to address these issues.

However, to achieve the transformation of Cape Town, the CCT itself needed to transform internally. This called for changes in attitudes of all employees, a better communication strategy, a sound financial strategy and a human resource strategy (City of Cape Town, 1999:9).

In essence if change within the CCT is to take place then there has to be a deep personal transformation of people driving the initiatives. These drivers of the process have to believe in the techniques and strategies being promoted. They cannot create change unless they change themselves.

A model of change developed by Kanter could be a useful strategic tool for organisations wishing to change. It aims to:

- ▶ Analyse the organisation and its needs for change
- ▶ Create a shared vision and common direction
- ▶ Separate from the past
- ▶ Create a sense of urgency
- ▶ Support a strong leader
- ▶ Line up political support
- ▶ Craft an implementation plan
- ▶ Develop enabling structures (e.g. training & development; new career structures; consultative structures)
- ▶ Communicate, involve people and be honest
- ▶ Reinforce and institutionalise the change

(Kanter, 1992:3-4)

Integration of the former Administrations into City of Cape Town

The following problems are still prevalent after two years of amalgamation:

Inaccurate Personnel data in personal files at Ikapa has not been addressed. The extent of the problem cannot be grasped as many files are completely unreliable and outdated. During an interview in March 1999 with Koos Marais manager of the organisational development and transformational unit (OD&T) it was found that most of the files are in fact totally useless.

Ikapa has no updated workable assets register and a new one has to be compiled. Teams of staff from Ikapa who were not dedicated to any branch within the new amalgamated substructure were trained and afterwards tasked to conduct this exercise under the supervision of the OD&T unit.

The Consultative Bargaining Council of the CCT is still procrastinating over the approval of the Micro Design. The difficulty is getting the trade unions on board, who are arguing that the micro-design process involves outsourcing and reduction of staff, which according to them is against the government's programme of job creation.

Line managers were found to have very limited time available as they are involved in just about every other management meeting on micro Design, Consultative Bargaining Council, Budget Requirements, etc. These meetings tended to conflict with Department of Human Resource efforts to hold regular steering committee and Core Team meetings with line managers to discuss problems on amalgamation.

The Micro-Design process

Following the Macro-design process, a micro-design process followed. The micro-design was a process by which the CCT grouped all branches having similar functions together under one manager in an attempt to reduce duplication as was the case before 1997. At the Consultative Bargaining Council of the CCT on 3rd October 1997, a process for micro- design was agreed to between the different Trade Unions and Senior Management. It started on 15th October 1997 with pre-micro design workshops involving all members of staff.

A consultant agency called Mandate was appointed to help with the process. During the structured workshop the service branches such as the PABAS of the CCT were 'unbundled' and restructured into new operational units.

The principle used, was that as stated earlier within each cluster and branches 'like' functions were placed with other 'like' functions.

The Micro Design Process saw the redeployment of staff with the objective of achieving more efficient and effective service delivery.

The Micro Design process also aimed at:

- ▶ making the organisation functional, i.e. stabilise it.
- ▶ offering staff security.
- ▶ integrating the various administrations into the new structure.
- ▶ strengthening the reporting lines by linking “like with like” and,
- ▶ reworking the operational budget on the basis of the new structures.

The restructuring process itself is a long term and ongoing process that will continue for some time.

To achieve the micro -design objectives the City’s proposals were as follows:

- ▶ Confirmation of as many staff as possible in their current posts in branches, from the interim management structure to the new macro structure depending on the allocation of functions. The principles of staff follow function was applied, meaning that where the management of a particular function has been transferred to another branch of the CCT, the person who was doing the job in his or her previous branch was transferred with their function to the new branch.
- ▶ Prioritise the Micro Design process in areas of dysfunctionality, new functions, overlap or to group “like with like”. The Community Development cluster with its different branches – PABAS included – was an example of a dysfunctional area. All sub cluster and cluster micro-designed workshops scheduled to be reviewed and continue if they fall into the areas mentioned above.
- ▶ Ensure that all outstanding pre Micro Design workshops scheduled will be completed. This will ensure that all concerns of staff and various other stakeholders such as trade unions and politicians have been addressed.
- ▶ The job security of employees in the context of Micro Design is paramount. The organisation will endeavour to accommodate all employees within this structure by placement, or redeployment (including retraining) where necessary. Labour flexibility in this context is critical and consultation with the Unions will take place.

- ▶ The practices and principles currently applicable in alternatively placing individuals, including retraining in this context, should be applied. Where two or more people may claim fit (the right) to a post identified in the new structure, affected individuals would be interviewed without advertising the post. The most suitable person based on the results of the interview will be placed in the respective position.
- ▶ Micro Design for the rest of the organisation to continue in 1998.
- ▶ The operational budgets for the various branches are to be reworked based on the staff allocation in the new structures agreed upon by employees, trade unions and politicians .

Figure 1. Shows what impact the implementation of the above micro-design process, had on a service branch such as the PABAS which took on a completely new organisational structure.

During the micro-design process the PABAS Branch emerged because of the amalgamation of the then Parks and Forests Branch and the then Bathing Division acquired from the dissolved Civic Amenities Branch. This was not however a one way process where the PABAS branch, extended its control to the bathing facilities. The branch also had to relinquish its control over its Law and Enforcement and Recreation Sections transferred to the Civic Patrol and Sport and Recreation Branches respectively. Some time later its Nature Reserves Division was transferred to the South African National Parks, a process that led to the establishment of the Cape Peninsula National Park. See fig. 1.

As could be expected the movement of staff did not proceed without staff and their trade union representatives raising concerns such as:

- ▶ changes in reporting lines and styles of management
- ▶ staff having no guarantees of promotion or performance appraisals within their new structures.
- ▶ new career paths staff had to be content with
- ▶ being subjected to new rules and unsure whether they would be allowed involvement in decision making
- ▶ having to learn a new culture, especially law enforcement where the micro-design process integrated all the City's law enforcement divisions with each having its own work methods and idiosyncrasies.

(City of Cape Town: 1997:1-5).

The creation of an organisational structure, which would ultimately enable the branch to deliver its core business effectively and efficiently to the citizens and visitors to the City of Cape Town, was another major task that involved many hours of consideration and consultation with staff at all levels.

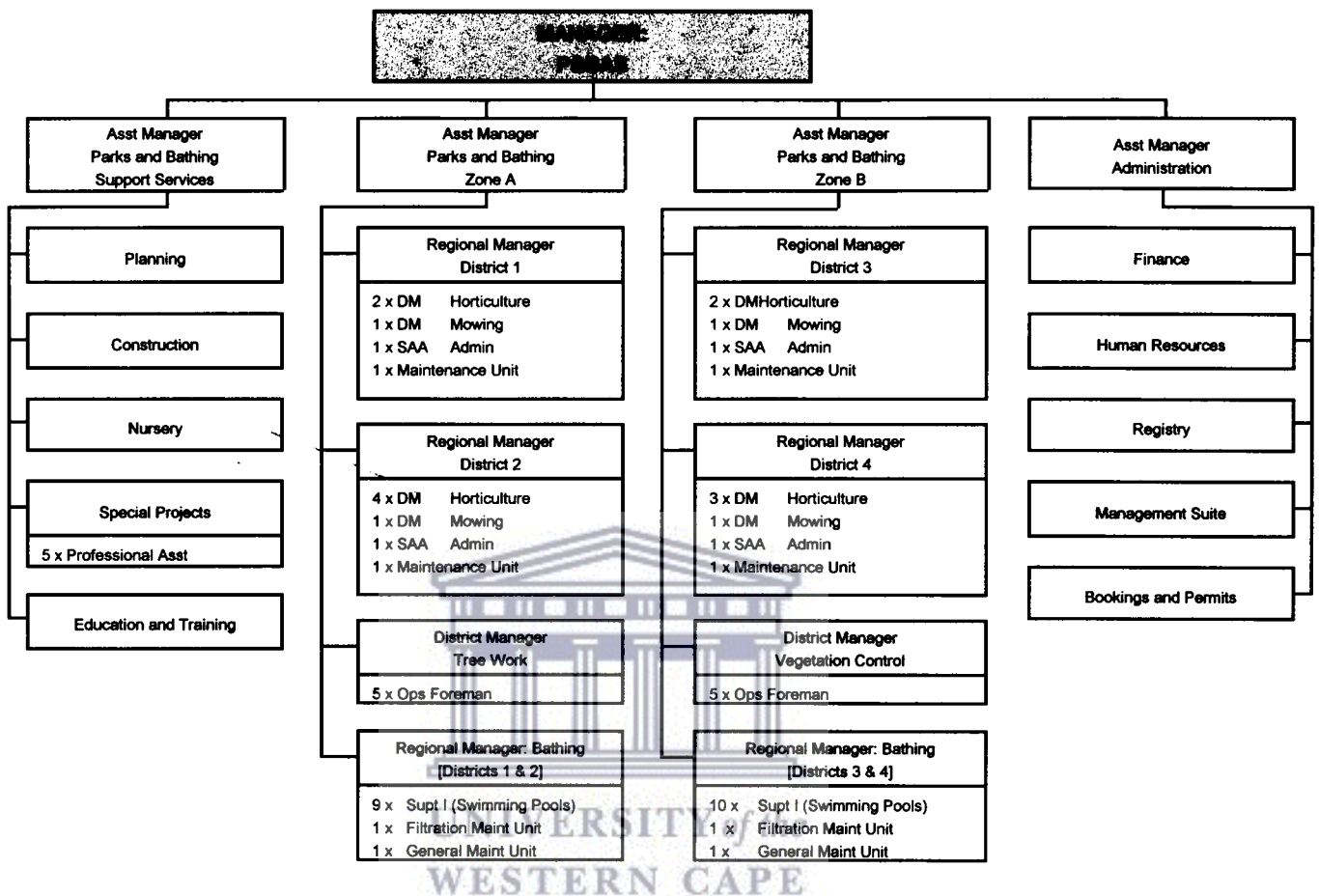


Figure 1 : Organisational structure of the Parks and Bathing Amenities Services Branch (City of Cape Town, 1999)

In line with the corporate strategy the purpose of the micro-design process was:

- ▶ To offer security
- ▶ To integrate the reporting lines by placing similar operational functions together
- ▶ To rework the operational budget of service branches on the basis of the new structures.

It was realised at the onset that the restructuring process itself was going to be a long process that would continue for some time.

Establishment of Organisational Development and Transformation Unit

The Organisational Development and Transformation Unit (OD&T) was established in January 1998 to manage the transformation projects of the City's service branches and directorates. This team replaced the Organisation and Methods branch. Today, the OD&T Unit is staffed with Project managers who work with project teams composing of staff from across the entire organisation. The idea was to build up capacity in the current staff and keep the appointment of outside consultants to the minimum.

Municipal Pension Fund Restructuring

During this time (1998), a lengthy process to restructure the Municipal Pension Fund came to fruition. This meant that the Fund would be aligned with industry trends in the way pension funds were structured.

The restructuring of the Fund gave staff the option of taking their pension early without loss before a given cutoff date. Many staff left during this period, some taking a wealth of knowledge and experience with them. This sometimes led to greater strain on those who remained.

In February 1999, the Restructuring project and part of the Organisational Flexibility project were combined with the Business Improvement project.

An organisation change survey was conducted by an outside consultant by means of workshops with a cross section of the staff.

The purpose of the survey was to assess the extent to which the organisation was mobilised for change and how well it communicated this change process throughout the organisation.

The survey revealed that there was a great deal of potential support for the transformation programme, which had not been adequately mobilised.

In April 1999, the Council identified its delivery priorities or Business Highlights for 1999/2000 and launched a strategy to realign the operating budget to meet those delivery priorities.

The key elements included:

- ▶ Stricter controls over the filling of posts
- ▶ A 5% cut on rates and general expenses
- ▶ The redistribution of savings into 3 groups or pools of money. Managers could apply for additional resources provided they met certain criteria
- ▶ An overall budget growth of approximately 8%

(City of Cape Town, 1998-9: 18-20)

Managers were instructed to inform their staff about this process and to consider staff input when embarking on business improvement projects.

UNICITY

The next local government elections are scheduled to take place at the end of 2000. In terms of the Municipal Structures Act section, a single metropolitan council will be elected in the Cape Metropolitan Area. The boundaries of the new Unicity will soon be decided upon.

After that mechanisms to manage the transition will be put in place and processes aimed at determining how the new Unicity will look and operate and be embarked upon.

CITY OF CAPE TOWN BUSINESS PLAN MANUAL 2000/2001

The Business Plan was intended to serve as a statement of intent of a Branch/Directorate that served to express long-term organisational Strategic Priorities annually. It was intended as a document that explicitly linked strategy to operations.

FOUR PERSPECTIVES OF THE BUSINESS PLAN

Each of the products of the 2000/2001 Business planning process has four perspectives as set out hereunder.

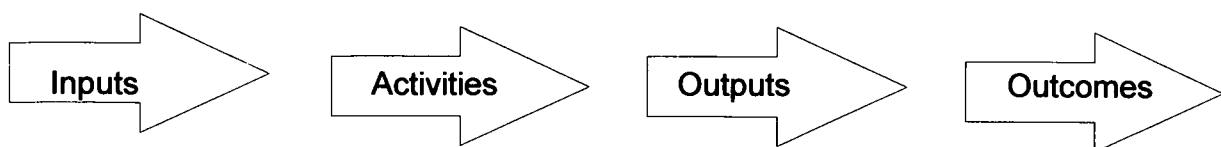


Figure 2: Analysis of Processes

Outcomes Perspective - looks at our impact and effect. The starting point in the CCT -and branches such as the Parks and Bathing Amenities Services - business planning must be to determine what the desired impact or effect of the services and products it provides, should be. (For the corporate strategy the CCT has called this the quality of life perspective since our desired effect and impact as an organisation relates directly to the quality of citizens lives).

- ▶ *Outputs Perspective* - looks at what products and services the CCT delivers to achieve the desired impact or effect. The CCT should also determine at what level its branches should provide these services. (For the corporate strategy the City called this perspective the service delivery perspective.)
- ▶ *Inputs Perspective* - looks at how the CCT utilises their resources in delivering the above products and services. Once the CCT knows what services and products it needs to deliver, then it can identify its Human, Financial, Infra structural and Information Resources to achieve them. (The City called this the resource development perspective for the corporate strategy).
- ▶ *Value Shift Perspective* - Looks at how the CCT changes its values to deliver the above outputs to achieve the planned outcomes. Changes need to take place on a behavioural basis that ensures that it adjusts to the desired values of the organisation. The CCT must plan for these value changes.

Together the four perspectives as set out above make up the Business Plan. They are clearly all-essential elements of the Business Plan and are mutually supportive. At a corporate and at branch level of the CCT, the relationship among the four perspectives is clearly important.

(City of Cape Town Business Plan Manual, 2000/2001: 2)

RELATIONSHIP BETWEEN THE IDP AND BUSINESS PLAN PROCESS

To ensure corporate consistency within the CCT, an IDP Team has been established which will coordinate the 2000/ 2001 Business Planning and Budgeting Process. Their task is also to provide technical support and guidance during this process.

An IDP or Integrated Development Planning and Management Process is basically:

- ▶ an integrated approach to service delivery;
- ▶ focussing on the development of communities we serve;
- ▶ setting out a plan or process showing how this will be done; and
- ▶ manages this process in order to ensure delivery on the strategic objectives.

The City's Strategic Priorities are applicable to the city as a whole. Often, however, delivery in terms of the priorities requires intervention at a more local scale. The question raised by this is how should more local areas be defined for planning and management purposes.



CONCLUSION

The City of Cape Town has inherited many discriminatory human resource practices from the past era that filtered down to its service branches.

The Local Government Transition (LGTA) provides a framework for local government, including the CCT, towards transformation into the new millennium. Local Governments are expected to deliver their services more equitably as elected political office bearers who are more representative of the community is applying pressure.

The amalgamation of the previous administrations was done in line with the *interim phase* of LGTA and the purpose was to ensure improvement of service delivery to the previous disadvantaged communities by equal distribution of local government resources.

Various other legislations also played a contributory role in local government transformation with the overriding principles being equity, effective and efficient service delivery.

The restructuring of local authority however was not easy and even today there are still unresolved issues between the previous administrations, which prevents proper integration. The CCT Macro design restructuring process which saw the CCT being arranged in different directorates and service branches that were similar in nature and the appointment of the Executive Management Team went ahead with very little complications. However, the Micro design that involved structural changes to branches and transfer of staff was a different case altogether and was fraught with problems. Even today there are some Branches such as the PABAS branch where the Micro design process has not been properly implemented and the branch remains dysfunctional.

The City has identified seven strategic priorities that are linked to Business Plans. The objective is to link all Business Plans for the City to Integrated Development Plans as advocated by legislation. The workers are now asking questions, supported by their trade unions, why the CCT is agreeing to a Unicity when the existing micro-design restructuring process has not been completed. This situation has left many employees demoralised and expressing their lack of faith in the senior management of the CCT.

Chapter 3

CURRENT HUMAN RESOURCE PRACTICES WITHIN THE CITY OF CAPE TOWN

Current Human Resource practices within the CCT and PABAS branch tend to see T&D as the development of task-related skills and ignore the people management aspect. According to Analoui (1990:1), in both Europe and the USA over the last two decades there has been the recognition of the need for managers to acquire expertise around people development which means managers must define the strategic context, build the organisation, develop staff capabilities and manage performance. This is to ensure effective management and the development of successors within the organisation.

The lack of recognition by white male managers of the City regarding the abilities of blacks and women is a major hindrance to effective T&D programmes for these two groups. When one looks at the Race and Gender Profile (see the appendix A on page 46) most senior and middle management positions are occupied by white males. This is an indication that white males have done very little to develop blacks and women who could aspire for senior positions. White males have been trained and constrained for years by the practices of apartheid local government. Where white managers' attitudes are negative in the workplace, then it would be fair to assume that their attitudes of advancement for blacks and women within the service are also likely to be negative.

Past research reinforced white male managers' attitude towards black men and women when it implied that many white male managers in South African organisations regard women as less capable and blacks inherently less capable than white males (Human, & Allie, 1988: 38-50). This was expected during the apartheid era when there were serious constraints placed on research.

The problems confronting organisations like the CCT and a branch such as PABAS, which inherited some of these apartheid traits, have been spelt out by Human and Hofmeyer (1985:17). They argued that "if a critical mass of people in an organisation reach consensus concerning negative attitudes then changing those attitudes may be very difficult". As mentioned earlier these negative attitudes are still prevalent in white managers who have been indoctrinated by years of apartheid practices.

Municipal administrations are still characterised by hierarchical line departments or poor coordination between line departments, and authoritarian management practices. Front-line workers remain unskilled and disempowered, and women and black people are not adequately represented in management echelons.

Often the lack of performance management systems and poor internal communication contribute to inefficiency in service delivery.

(The White Paper on Local Government, 1998:28)

The above description is typical of how the CCT and its various branches are currently structured and operate.

During apartheid, local government spent vast sums of money to educate, train and contribute to the general socio-economic advancement of whites and T&D for blacks was seriously neglected. The CCT was one such local authority which adopted a guarded approach to black advancement. White males feared that they had to sacrifice entrenched senior job security and therefore were strongly defiant against black advancement as is evident in the CCT race and gender profile on page 46.

Today most black workers in the CCT are unskilled, illiterate and because they are not involved in the decision-making process of the CCT are not truly committed to the organisation's goals and objectives. As a result the CCT and its service branches are unable to deliver their service on a competitive global level.

White male managers within the CCT are still fixated on the idea of authority and control over the lower paid staff and therefore employ and adopt old-fashion mechanistic styles of training.

This approach towards worker control and standardisation of human actions can be compared with William Taylor's scientific management principles. In essence it states that authority is necessary as well as enforced cooperation between and among management and workers (Bateman and Zeithaml, 1993:38).

According to them despite the gains achieved by the scientific management approach, some critics claimed that Taylor ignored many job related social and psychological factors by emphasising only money as worker incentive.

Second, production tasks were reduced to a set of routine, machine like procedures which led to boredom, apathy and quality control problems. Unions strongly opposed scientific management techniques because they believed management might abuse their powers to set their standards and the piece rates. Finally, although scientific management resulted in intensive scrutiny of the internal efficiency of organisations, it did not help managers deal with broader external issues such as competitors and government regulations, especially at senior management level according to them.

The mechanistic style of management focuses more on internal factors such as increased productivity of the organisation at the expense of external ones such as worker development. What one experiences now in the CCT is that this mechanical management style creates problems such as conflict between Labour Unions, decrease in pride of work and continual antagonism between management and the workforce. According to Handy (1976:191) the mechanical style of management is characterised by hierarchic structure of control and knowledge at senior management level. It is therefore not surprising that this style of management causes conflict between the various labour unions and management in a time when a great value is placed on worker participation in decision-making in the workplace.

In the changing political, social and economic environment the management of CCT should give serious thoughts to adopting a management style that emphasises both the social and economic needs of the organisation and its employees.



UNIVERSITY of the
WESTERN CAPE

COMMUNITY DEVELOPMENT CLUSTER

Race and Gender Profile as at January 2000

Scale	African			Coloured			White			Total		
	Female	Male	Total	Female	Male	Total	Female	Male	Total	Female	Male	Total
1 – 6		1	1	2	3	5	2	3	5	4	7	11
Top / Senior Management	0.00%	0.03%	0.03%	0.06%	0.10%	0.16%	0.06%	0.10%	0.16%	0.13%	0.23%	0.36%
7 – 12	2	3	5	11	9	20	7	22	29	20	34	54
Middle Management	0.06%	0.10%	0.16%	0.36%	0.29%	0.65%	0.23%	0.71%	0.94%	0.65%	1.10%	1.75%
13 – 17	101	44	145	158	100	258	73	49	122	332	193	525
Supervisory / Technical / Professional	3.28%	1.43%	4.71%	5.13%	3.25%	8.38%	2.37%	1.59%	3.96%	10.79%	6.27%	17.06%
23 – 26	36	91	127	173	879	1 052		3	3	209	973	1 182
Lower Operational	1.17%	2.96%	4.13%	5.62%	28.56%	34.18%	0.00%	0.10%	0.10%	6.79%	31.61%	38.40%
Contract and Other Grades	16	10	26	38	21	59		1	1	54	32	86
	0.52%	0.32%	0.84%	1.23%	0.68%	1.92%	0.00%	0.03%	0.03%	1.75%	1.04%	2.79%
Grand Total	284	470	754	654	1 466	2 120	110	94	204	1 048	2 030	3 078
Current %	9.23%	15.27%	24.50%	21.25%	47.63%	68.88%	3.57%	3.05%	6.63%	34.05%	65.95%	
Corporate Targets	12.50%	14.30%	26.80%	22.00%	25.40%	47.40%	10.10%	12.30%	22.50%	46.10%	53.90%	
% Difference	3.27%	-0.97%	2.30%	0.75%	-22.23%	-21.48%	6.53%	9.25%	15.87%	12.05%	-	
										12.05%		
Required Corporate Total	385	440	825	677	782	1 459	311	379	693	1 419	1 659	
Short / Over	101	-30	71	23	-684	-661	201	285	489	371	-371	

Source: City of Cape Town

The above profile of the CCT Community Development Cluster demonstrates the following :

- ▶ That white males currently occupy positions mostly the senior and middle management levels and very few occupy the lower operational levels.
- ▶ Mostly coloured followed by african workers occupy the lower operational levels.
- ▶ There are few Indian workers worth mentioning.



Wexley and Latham (1992:3) refer to T&D as a planned effort by an organisation to facilitate the learning of job-related behaviour by its employees. The term “behaviour” is used in the broad sense to include any knowledge and skill acquired by an employee through practice.

Managing human resources is a management responsibility. It is management’s responsibility to define the strategic context, build the organisation, develop staff capabilities and manage performance. The challenge of the Human Resource staff function is to enable managers to fulfil this responsibility and pursue continual improvements in each of these areas, critical to competitive success (People Dynamics, March 1988:20).

Under such circumstances the HR staff should take part as capable members of the Management Team, and work with all managers as partners in addressing important human resources issues. At the same time they should play a dual role of guardian to the employee and champion skills development within the organisation.

A great deal more on- the- job training based on the individual’s needs can be undertaken by the line manager of the PABAS branch. Line managers are in the best position to judge the employee’s performance. Training and development is also of limited value unless they are performed within the job situation. Where employees have been trained by external trainers, the trainees often encounter the problem within the CCT and the PABAS branch, where managers are unwilling to take the time to transfer their skills to the job, as managers perceive the training given to employees by ‘outsiders’ as being impractical and irrelevant to the job.

Dedicated human resource departments have an important role to play especially in large organizations such as the CCT. They are necessary to support line management of the PABAS branch to understand the training process, provide guidance, identify staff for training and update competencies needed for employees at various levels.

A word of caution is that in the HR environment it is easy to stagnate in a way of thinking. Old-fashioned HR specialists although highly experienced, might be inflexible in their thinking and practices, resulting in conflict within organizations where management is dynamic and outward looking. Often one also finds that the older generation of HR specialists has not adapted their thinking to the changing needs of employees, both inside and outside the organisation. They very often adopt a

mechanistic attitude and efficiency for them is the only end product (People Dynamics, March 1998 :21).

Based on the above realities, it would therefore be imperative that a Branch such as the PABAS which plans to implement T&D programmes, realizes the importance of the selection and placement of external HR staff to the achievement of the organisation's goals and objectives. Before the placement of the HR staff the management of Service branches must ask whether the individual/s will fit into the culture of the organisation.

Line managers in the PABAS have the authority to initiate change and it is their responsibility to ensure that their wishes are clearly understood by the HR department. It is the responsibility of HR specialists to communicate clearly to management what they have to offer, what they should offer and what can be expected from them.

In other words training should be seen as a dual responsibility of both management and HR personnel. Broadly it is expected that HR professionals assist, lead, guide and counsel managers to manage the expectations, resistance, polarisation, conflict, violence, overt acceptance and worker rejection which face them. HR specialists must also show their contribution to better service delivery in relation to cost; if not, then a decision should be made by the management to terminate their services as there will be no value for money for the organisation.

The services of HR specialists are expensive and organizations should do a cost-benefit analysis before employing or dedicating HR specialist/s to assist with T & D.

A decision to transform the PABAS branch's T&D policies and practices and whether to use a HR specialist should be based on understanding the Strengths, Weaknesses, Opportunities and Threats (SWOT) of the organisation.

An interview with the Director of PABAS (Marius Coetzee) in October of 1998 revealed the following SWOT of the PABAS branch.

Strengths

- ▶ Potential in human resources
- ▶ Ability to handle emergencies
- ▶ Skill in facilitating community participation
- ▶ Physical resources : equipment
- ▶ Eager to change
- ▶ Pride in work
- ▶ Good products/services offered

Weaknesses

- ▶ Lack of management of financial resources
- ▶ Communications internal: inefficient and ineffective
- ▶ Centralised decision-making : trust, delegation, and structure
- ▶ Productivity
- ▶ Trade union interference
- ▶ Understanding of the community's needs
- ▶ Planning and implementation
- ▶ Council's image
- ▶ Internal orientation

Opportunities

- ▶ Tourism
- ▶ Community participation
- ▶ Foreign investments/sponsors
- ▶ Greens and other pressure groups
- ▶ Metropolitan Authority
- ▶ Restructuring
- ▶ Natural environment/resources
- ▶ Affirmative action
- ▶ Technological developments

Threats

- ▶ Trade unions
- ▶ Population growth
- ▶ Reduced funding/shift in priorities
- ▶ Vandalism
- ▶ New central and local governments
- ▶ Competing interests
- ▶ Racism
- ▶ Pollution
- ▶ Drug trafficking at its facilities



These items summarise the strategic issues facing a branch like PABAS. They define the present and future context in which the branch will have to be effective. The participants who are to formulate a HR vision, mission, goals and initial objectives should utilise this data effectively for these purposes.

SKILLS DEVELOPMENT

The Skills Development Bill evolved in order to provide an integrated human resource T&D system which focuses on education, training and employment growth and social development.

The competence, motivation and adaptability of local governments workforce will be an important factor in the performance of the country in the global economy. Improving these features of the workforce and management is likely to contribute to increasing productivity, to the willingness of local and foreign companies to invest in the country and to labour market mobility.

It is therefore important that management of the PABAS branch and the workforce be trained within this new global environment and that the organisation recognises this need. When developing skills programmes, they must be relevant to the work environment and best work practices. In other words it must be of such quality and appropriateness that it will impact positively on productivity.

As an organisation, the current CCT needs a re-alignment and shift in its approach to T&D. Branches such as PABAS, must be proactive in determining the learning needs of their workers and management in the context of rapidly changing business practices, new workplace practices and strategies.

Management of the PABAS branch should relay this information to the HR division, in order that they can recommend the appropriate T&D programmes. The CCT and its Service branches should guard against providing T&D which focuses on old supply-side occupational categories. There should be a paradigm shift where the aim of skills development should be demand-led which will have to take into account changing technology, new workplace practices and alignment with social and economic strategies. The result will most likely be far more skilled workers and managers capable of contributing to higher levels of productivity within a changing political, economical and social environment. Skilled workers will also be less likely to have an adversarial stance towards productivity. They are also less likely to resist change if they have skills, which are valued on the labour market outside of their individual organizations or companies. Skills development, properly structured, can also enhance the quality of working life for workers who enjoy higher levels of autonomy, and responsibility.

Literacy

Literacy is important to all societies of the world, not just South Africa. According to the projections of UNESCO for example, seven countries in Latin America and the Caribbean will have illiteracy rates above 10% in the year 2000. In ascending order these will be: the Dominican Republic (12%), Brazil (14,2%), Bolivia (14,2%), Honduras (8,8%), El Salvador (19,9%), Guatemala (38,5%) and Haiti (37,2%).

Advances in literacy in these countries have been linked to the spread of schooling in the countries in the Region among the age groups 7 to 12 years. (UNESCO,1990).

In 1978, the General Conference of UNESCO adopted the following definition in a revised recommendation relating to the International Standardization of Educational Statistics:

“A person is functionally illiterate who cannot engage in all those activities in which literacy is required for the effective functioning of his group and community and also for enabling him to continue to use reading, writing and calculation for his own and the community’s development”. (Hamadache, A. and Martin, D. 1986:57)

Adult Basic Education and Training (ABET)

In South Africa adult basic education (ABE) can be defined as education provision for people aged 15 and over who are not engaged in formal schooling or higher education and who have an education level of less than grade nine.

ABE differs from literacy in that literacy is about being able to write, read and count and ABE is about basic education - more or less equivalent to the primary or compulsory period of education in schools. ABE is therefore more formal than literacy and can be provided through a classroom curriculum in some kind of ABE system.

In 1990, the term ABE and Adult Basic Education and Training (ABET) replaced the previous non-formal discourse of the 1980's in which the term literacy was dominant. (Aitchison, 1999:99-100)

The CCT prior to the amalgamation of the previous local government Administrations the CCT was one of the forerunners in the field of ABET. Corporately, the programme received wide support from senior management and the Department of Human Resources had a *carte blanche* authority to drive the process. With the unbundling process of the previous administrations, the CCT continued with its ABET programme but at this juncture the support from senior management dropped as other issues connected to the amalgamation process were the top priority.

ABET forms an integral part of T&D and one of its primary focuses should be to develop the professional capacity of public servants and to promote institutional change. It can also be instrumental in providing the means to the organisation to increase the representativeness of the public servants.

Various Acts of parliament have been legislated which makes it the responsibility of local government to implement ABET and other training programmes.

The White Paper on Human Resources Management in the Public Service for example, sets out the framework under which local government will have to determine and implement its own human resources policies and practices.

(The White Paper on Human Resource Management in the Public Sector)

Line-function managers will be expected to take on much more responsibility for the functions of human resource such as ABET programmes, than they have done in the past.

THE AIM OF THE CITY OF CAPE TOWN's ABET PROGRAMME

The objectives of ABET included but were not limited to:

- ▶ Create career opportunities for the participants
- ▶ Provide learners with competence and a basis for further learning
- ▶ Enhance the participants marketability and employability
- ▶ Promote life-long learning
- ▶ Increase work understanding
- ▶ Improve the participants productivity and responsibility
- ▶ Increase the participants sense of belonging
- ▶ Provide skills for team interaction

- ▶ Award qualifications based on recognition of prior learning, for example formal, informal and non-formal learning and work experiences

TOP MANAGEMENT SUPPORT FOR ABET

During an interview with Derek Daniels, an ABET practitioner, in June of 1999, he stated that during the late 1980's senior management for the CCT had enthusiastically supported ABET and proposed that a working group be set up involving the Department of Human Resources and the Trade Unions. This forum was to meet monthly to discuss ABET policies and other related issues.

According to him after the working group was established its members decided to appoint an outside consultant company called Basic Education and Skills for Adults (BESA) which was an expert in the field of ABET.

The brief of the company was to:

- ▶ Provide training for ABET practitioners
- ▶ Provide guidelines on course structures
- ▶ To recommend course material for learners at various levels in the programme

In 1996 the CCT went through a restructuring process which resulted in realignment of its priorities and the ABET programme was somewhat placed on the back burner.

Another factor which contributed to abating support for ABET by senior management was the arguments by line managers that ABET was a waste of the tax payers money and that the working hours lost through ABET attendance could be spent more productively by employees performing their daily tasks.

WOMEN AND ABET

Research and education processes at local and national levels has highlighted that women, as the majority in South Africa, are still oppressed and bear the worst impacts of the dominant development model, which focuses on economic growth and the trickle down of benefits to the poorest. (Taylor & Conradie, 1997:58).

The dominant development model implies that males dominate society and that women have to perform the secondary role (in society, in the home, at work, in politics) and that women are in many instances excluded from leadership roles.

This anomaly is perpetuated within the City of Cape Town which does not have many women employed at the lower worker level as indicated in appendix A on page 46.

This factor together with the apathy shown towards women by their male counterparts and their noticeable lack of confidence, was responsible for their absence and their poor participation at ABET classes offered by the CCT.

The ABET was also not designed to build self-confidence and empowerment for women so that they could overcome the effects of discrimination, oppression and humiliation. Aspects of gender sensitivity, to highlight the discrimination of women in society were also not included in the ABET programme for male employees.



Appendix B

City of Cape Town : Current and Targeted Corporate profile,1996

Race/Gender	Current Profile		Target Profile		Effect	
	%		%		%	
African Male	25.3%	1 717	14.3%	1 607	-1%	-110
African Female	4.5%	510	12.5%	1 405	+8%	+895
Total African	19.8%	2 227	26.8%	3 012	+7%	+785

Coloured Male	52.6%	5 914	25.4%	2 855	-27.2%	-3 509
Coloured Female	10.7%	1 205	22%	2 473	+11.3%	+1 268
Total Coloured	63.3%	7 119	47.4%	5 328	-15.9%	-1 791

White Male	12.0%	1 352	12.3%	1 383	+0.3%	+31
White Female	4.9%	542	10.1%	1 135	+5.2%	+593
Total White	16.9%	1 894	22.5%	2 518	+5.6%	+624

Total Male	79.9%	8 983	53.9%	6 058	-26%	-2 925
Total Female	20.1%	2 257	46.1%	5 182	+26%	+2 925
Total CCT	100.00%	11 240	100.00%	11 240		

Interpretation of the difference in current and target figures

A '+' figure indicates the number of people needed to reach the target

A '-' figure shows the number of people over the target

Current – latest organisational figures

Target – ideal target in relation to metropolitan demographics

The number of Indians currently employed by the CCT is so small that it is insignificant to the above table.

Source: City of Cape Town, September 1996.

Appendix C

COMMUNITY DEVELOPMENT RACE AND GENDER STATISTICS, 1999

African	Total	Current %	Target %	Diff %	No.
Female	284	9.21%	12.50%	+3.29%	+101
Male	471	15.28%	14.30%	-0.98%	-30
African Total	755	24.49%	26.80%	+2.30%	+71

Coloured	Total	Current %	Target %	Diff %	No.
Female	654	21.2%	22.00%	+0.78%	+24
Male	1 468	47.63%	25.40%	-22.23%	-685
African Total	2 122	68.85%	47.40%	-21.45%	-661

White	Total	Current %	Target %	Diff %	No.
Female	110	3.57%	10.10%	+6.53%	+201
Male	95	3.08%	12.30%	+9.22%	+284
African Total	205	6.65%	22.50%	+15.85%	+488

African	Total	Current %	Target %	Diff %	No.
Total Female	1 048	34.00%	46.10%	+12.10%	+373
Total Male	2 034	66.00%	53.90%	-12.10%	-938

Grand Total	3 082				
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Source: City of Cape Town, March 1999.

TRAINING THE SUPERVISOR

If an organisation is to be effective, supervisors should be held responsible for the overall training of the employees who report directly to them and not only be left to HR specialists. It makes sense also that many supervisors should train their subordinates because they are in the best position to teach new employees what is expected of them. The training department's role is to plan and conduct training sessions for supervisors and staff personnel.

As trainer the supervisor should choose the training method (or combination of methods) that best fit a given situation, what is to be taught must be defined carefully. That is the purpose of the needs assessment phase. Only then can the method be chosen that best fits the requirements of the given situation. To be useful, the chosen method should meet the minimal conditions needed for effective learning to take place; the training method should:

- ▶ Motivate the trainee to improve his or her performance.
- ▶ Clearly illustrate desired skills.
- ▶ Provide for active participation by the trainee.
- ▶ Provide an opportunity to practice.
- ▶ Provide timely feedback on the trainee's performance.
- ▶ Provide some means for reinforcement while the trainee learns.
- ▶ Be structured from simple to complex tasks.
- ▶ Be adaptable to specific problems.
- ▶ Encourage positive transfer from the training to the job.

(Cascio, 1995:262-263)

CULTURAL DIVERSITY AND PRODUCTIVITY

According to Cascio(1995:62), managing cultural diversity means establishing a heterogeneous workforce to perform to its potential in an equitable work environment when no member or group of members has a disadvantage. He says to manage cultural diversity should not be confused with managing Affirmative Action. According to him, Affirmative Action refers to actions taken to overcome the effects of past or present practices, policies, or other barriers to equal employment opportunity.

It is the first step that gives managers the opportunities to correct imbalances, injustices and past mistakes. However, once the mistakes have been corrected, the long-term challenge becomes to create a work setting in which each person can perform to his or her full potential and therefore compete for promotions and other rewards on merit alone.

In the USA a growing number of companies have come to realize that their workforces should mirror their customers. Similarities in culture, dress, and language between service workers and their customers create more efficient interaction between them and better business for the firm.

The same principle applies for the CCT especially in the former black local authorities. Here the residents want to see their community needs being addressed by public officials of the same culture and language. The argument is that those officials are more understanding and sympathetic to the communities requirements.

Keesing (1976:137), stated that culture constitutes one's personhood, shapes one's self image and validates one's being. He observed that the realm of ideas, the force of a symbol is centrally important in shaping behavior. In the PABAS Branch and many other branches as well, blacks feel apathy and alienated as the latter fail to identify with the CCT and its goals. This is evident in their reluctance to join and accept the conditions of service of the CCT. Although there are attempts to integrate the various administrations, not enough efforts are expended to achieve full and equitable integration. With black employees in a negative frame of mind it is obviously difficult to inspire them to higher levels of productivity.

It should be realised that performance of workers in integrated environments is fairly unproblematic. When permitted to develop in their old culture at work whilst at the same time learning new ones, employees tend to be motivated, diligent and effective. By contrast, the past has shown that black disadvantaged employees tend to flounder in white-dominated settings. Often they are dissatisfied with themselves, their work, with how and where they are doing it and with how others react to them.

(Backer, 1973:47).

The unbundling of the former BLA's, and attempted integration into the CCT brought about a high incidence of cultural diversity between present white managers and the high percentage of lower-rank black employees. The situation called for careful management and creating an environment for tolerance.

Changing hearts and minds would take generations. Changing behavior of people necessitated government legislation(The White Paper on Local Government), recognising other peoples rights and people fulfilling their moral responsibilities. Thus, the new democratic government, since 1994, initiated reforms to ensure that all individuals have an equal chance of being selected for employment and that they would be treated equally once they were hired.

Special emphasis was given to disadvantaged groups which included blacks, coloureds, Asians, the disabled and women, who had experienced discrimination in past decades. The various Acts that apply to recruitment and selection must be understood in detail by HR administrators as well as line managers. The following Acts were introduced to protect 'members of the diversified workforce against discrimination'.

- * Labour Relations Act of 1995
- * The Constitution of the Republic of South Africa No. 108 of 1996
- * Employment Equity Act of 1998
- * Skills Development Act of 1998

When Carrell et al. refer to the protection of members of the diversified workforce, they imply members of the disadvantaged groups.

(Carrell et al., 1998:55)

INTEGRATED DEVELOPMENT PLANNING

Apartheid created fragmented cities and towns, and underdeveloped rural areas - with widely differing levels of services.

Two recent laws, the Development Facilitation Act (DFA) of 1995 and the Local Government Transition Act of 1993 state that municipalities must now produce integrated development plans.

Section 10(G) of the DFA requires that every municipality shall:

- ▶ prepare a financial plan in accordance with the IDP in respect of all its power, duties and objectives;
- ▶ regularly monitor and assess its performance against its IDP.
- ▶ annually report and receive comments from its community regarding the objectives set in its IDP. (Development Facilitation Act, 1995)

The IDP process involves an annual cycle of planning, action and review to enable countries to align and integrate their activities and resources in a strategic, accountable and cost efficient manners. IDP underpins transformation of local government and the CCT therefore requires a T&D strategy to take the process forward.

The key components of an IDP process are:

- ▶ sector co-ordination
- ▶ intergovernmental co-ordination
- ▶ institutional development
- ▶ community participation
- ▶ financial planning

(Planact, 1997:18)



Staff should also be representative of the targeted community and understand that the purpose behind IDP is to provide better service delivery and empowerment of all employees.

The process should produce a long-term Integrated Development strategy as well as detailed implementation plans to ensure service delivery and employee development.

The CCT has developed a Municipal Spatial Development Framework (Muni-SDF) in line with the requirements of the IDP and management process. The components of Muni-SDF call for the management and administration of local government in the context of spatial outcomes. It argues for greater integration of the various role players including staff who contribute to the urban spatial environment through geographically defined area management districts.

Service branches such as PABAS should align themselves with this area management concept in order to provide a more co-ordinated and efficient service delivery. The Muni-SDF informs and is informed by all the strategic priorities of the transformational CCT. This means that the Muni-SDF has to confront the issue of human resource strategy that is essential for transforming the City.

All Service branches including the PABAS Branch have been hamstrung by budget constraints and the question is whether implementation of the Muni-SDF is affordable and sustainable.

The Muni-SDF process recommends integrated planning as a means to achieve more with the same resources. It does not suggest additional programmes but a shift in the way operational Service branches implement service delivery with a more trained and motivated staff.

PLANNED CHANGE MANAGEMENT

The CCT is facing fundamental challenges to uphold its integrity and coherence as a result of legislative change, financial pressures and new demands by the previously marginalised communities. The CCT underwent restructuring in 1996 when the previous administration was reduced from seventeen to seven and is now facing further change when it will amalgamate with the other six municipal local authorities into one Unicity.

Increasing financial constraints and global competition have created an environment which demands greater effectiveness and efficiency in so far as service delivery by the CCT and branches such as the PABAS is concerned. However, according to Glass (1991 :65) people resist change and every manager should know this. He further says that a useful step in the change process is to try and make a detailed description of the desired end state and to communicate this to all the people who will be affected. Doing this, he says, will bring the following benefits:

- ▶ People's anxieties are reduced because they can visualize what will happen and feel less uncertainty.
- ▶ The organisation has a clear target to aim at and working towards a clear vision is a constructive activity, one that generates optimism. Many change programmes which have no clear vision take place in an atmosphere of hostility, failure and pessimism.

- ▶ People are given something to build on and can begin to see roles for themselves in both the change process and the desired end state.
- ▶ If management have made the wrong assumptions, it allows people the chance to identify these and try to correct them.

If the CCT and its service branches are to deal seriously with managing organisational change, they must know what the present state is, what they want it to be, how progress will be monitored and how they will know when change has been achieved. In this regard the CCT has identified its seven strategic priorities and three internal priorities as its end result and this should give the staff something to think constructively about. The Executive Management Team of the CCT have hopefully not set these strategic priorities in stone. This will allow employees a chance to apply their minds which could positively influence the outcome of the strategic priorities.

A strategy which the CCT can adopt that will enable organisational change, is to introduce change management workshops.

The advantages of this are (Pendlebury et al, 1998:173):

- ▶ using local change management means that the programme, project or action is conceived, defined and executed from the outset by the people who will be most directly affected by it;
- ▶ the project is intrinsically in sympathy with concerns at grass roots;
- ▶ the workforce and their middle managers are all the more committed and determined to succeed because it is their project;
- ▶ senior managers have less need to monitor and control the process. Their main concerns are to verify at the start that the initiative is appropriate to the ultimate purpose of the vision and then to ensure that any positive results it has, are communicated widely; and
- ▶ more lasting results are achieved.

By this means a chain reaction can be created out of which suggestions for positive action with the pursuit of the vision will emerge and move up in importance and wider impact.

WORKER PARTICIPATION

According to Cascio (1995) critics say that participation will not work over time because it requires managers to give up too much power; this is why 75 percent of all such programmes failed in the early 1980's. On the other hand, advocates point to a South African study which examined 101 industrial companies and found that the participatively managed companies outscored the others on 13 of 14 financial measures.

The term "participation" is a broad one, for it includes at least five types of participative methods:

1. Employee problem-solving groups
2. Union-management cooperative projects
3. Participative work design
4. Gain sharing and profit sharing (these are methods for sharing profits with employees according to some formula)
5. Worker ownership or employee stock ownership

In order for worker participation to be successful both workers and managers need to learn basic interpersonal skills necessary to treat others with dignity and respect. Managers need to treat lower-level employees as mature individuals, for participation implies a redistribution of power within the organisation.

It is not unusual for workers to reject the participation programme. Often these reactions reflect the official position of a union, which sees the programme as a threat to its long-term strength dealing with management. Employees can also sometimes perceive participation programmes as management manipulation in which workers are expected to contribute something for nothing (Cascio, 1995:25-27).

Within the CCT lower paid male and female workers are still given instructions or told what to do and how to do it. Workers are allowed very little scope to develop their creativity. There has never been a thought about involving workers in decision-making. If the CCT wants their lower paid workers to care for the well-being and success of the organisation then it is critical that they become involved in some of the decision-making processes which are operational in nature.

QUALITY CIRCLE (QC)

According to Barra (1989) a Quality Circle is a group of four to ten employees performing similar work who volunteer to meet regularly, on company time, to identify the causes of on-the-job problems and to propose solution to management. Once a week, in a carefully structured forum led by the immediate supervisor, the members employ advance problem solving techniques to reach solutions. The QC concept is based on the premise that the people who do a job every day know more about it than anyone else.

The use of QCs has to grow out of management's long-term commitment to increase quality and productivity and management's realisation that this effort will require tapping the creative potential of every employee.

(Barra, 1989:4)

To be successful in the 21st Century branches of the CCT such as the PABAS must develop a people-orientated management style that respects the intelligence of employees and encourages creativity. Such a management style credits employees with the capacity to absorb training and motivates them to use it constructively in the workplace. Managers should learn to listen to their employees' recommendations and recognise their personal achievement.

Employees through participation in the QC process, develop favorable attitudes towards their work. The worker attitude is not of an adversarial nature and they can identify themselves with the goals of the organization and will be committed to achieving it.

South African companies must be wary not to rush into adopting a foreign concept and discover after investing considerable money into implementation that it does not produce satisfactory results. South African companies need to give QC considerable thought and before deciding whether to adopt this concept in the South African environment.

Should the management of the PABAS branch decide on a strategy of implementing a QC, they must ensure that the culture and style of management is well geared for this process.

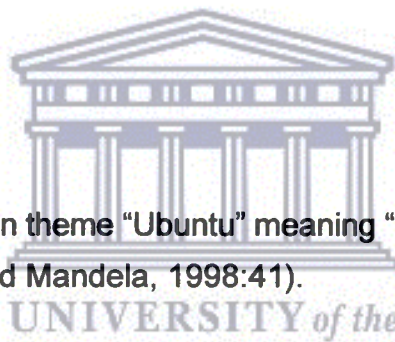
The branch management must realise that QC is no “magic bullet” for its problems of inefficient and ineffective service delivery. In fact changing to QC according to industry experts, often is a frustrating and expensive process. It is also characterised by high initial cost, extensive time spent on training of staff, possible restructuring of jobs and a complete shift away from short-term goals. A certain minimum level of “readiness” therefore needs to exist in order to give QC a fair chance to produce the anticipated results.

(Mbigi and Mandela, 1998:41).

According to Mbigi and Mandela, the benefits of QC for an organisation include the following:

- ▶ Employee motivation through effective participation in decision making
- ▶ More job satisfaction
- ▶ Quality awareness
- ▶ Less defects and wastage
- ▶ Cost savings
- ▶ Increased productivity

QC is quite similar to the African theme “Ubuntu” meaning “I am because we are” each of us needs all of us (Mbigi and Mandela, 1998:41).



BUSINESS IMPROVEMENT PROJECT (BIP) AND OUTSOURCING

The CCT faces serious budgetary constraints and is still expected to deliver equitable service to the community. Under this economic climate the CCT had to develop a strategy of working smarter and thereby saving costs, eliminating wastage and duplication where they occur, and redeploying resources to the previously disadvantaged communities in order to achieve equity of service.

Every year the CCT has to adjust its budget due to annual decreases in funding from other levels of government. National Government strategy over the last few years has been to shift resources from the relatively wealthier parts of the country to the poorer areas such as the Eastern Cape and the Northern Province.

For the financial year 2000/2001 there has been a declining financial support from this quarter where the funds allocated only amounted to 9,7 percent of the total CCT budget.

A comparison between the 1999/2000 and the 2000/2001 budgets is as follows:

1999/2000		2000/2001	
	R		R
Capital Budget	688,865,666	Capital Budget	691,370,705
Operating Budget	2, 741,444,690	Operating Budget	2,946,664,825
Total Budget	3,430,310,356	Total Budget	3,638,035,530

Source: City of Cape Town

This required that the CCT undergo transformation in order to deliver an effective and efficient service through business improvement projects. As part of the strategy to achieve this objective the CCT embarked on Business Improvement Projects. For the CCT, BIP means to develop and co-ordinate an implementation strategy for continuous improvement of business projects and systems of service delivery. These projects and systems must ensure customer focus, efficient and effective delivery of local government services in support of the City of Cape Town's strategic priorities, as informed by legislation and community needs and expectations.

THE PRIMARY OBJECTIVES OF BIP

The primary objectives of the BIP projects are to:

- ▶ Identify influences
- ▶ Implement Multi-skilling where services have become dysfunctional
- ▶ Identify inefficiencies
- ▶ Develop a strategy with viable alternatives that should consider privatising or outsourcing the provision of some services, rationalising or phasing out non-essential, non-viable or duplicated services, or consider a combination of the aforementioned, while operating within CCT budgetary constraints.

The development of a strategy must focus on short to medium-term improvements of current processes or systems, whilst taking cognisance of the pending Unicity development, when six Metropolitan Local Councils (MLC's) will merge under a singular Management Team.

A consulting firm LABAT AFRICA was commissioned to do an analysis of some of the service branches activities. They made recommendations in various areas where BIP could be undertaken to save costs and improve service delivery.

Some of the H.R.D problems identified by LABAT AFRICA were:

- ▶ Productivity is severely affected due to:
 - (i) the branch being labour intensive and a high percentage of workers involved in unskilled labour, which in turn caused monotony and motivational problems.
 - (ii) worker union activities which in most cases led to confrontation with management.
 - (iii) poor work attitude and work ethic.
 - (iv) problems arising from inadequately trained supervisory staff being unable to apply corrective measures or to motivate staff.
- ▶ Employees acting for a considerable length of time in supervisory levels and these employees thus having problems exerting the necessary authority and maintaining daily discipline.
- ▶ Lack of resource capacity in the Directorate of Human Resources (DHR) and the fact that the DHR is currently acting as a corporate advisory unit rather than supplying technical skills and assistance to the Branch affects the effectiveness of managers.

Some of their recommendations included:

- ▶ Skills Development and training of Managers and employees to improve motivation and quality of service to the service users.
- ▶ Dedicated assistance from DHR in order to assist line managers with a training strategy and the know-how to deal effectively with obstructive Union activities.
- ▶ Completion of the transformation process for the Branch to obviate uncertainty among all staff. (According to Labat Africa , this should have positive trade-offs)

(Coetzee & Botha, 1999: 1-47).

CONCLUSION

The CCT requires to shift its focus from a mechanistic style of management which focuses more on internal factors such as increased productivity of the organisation at the expense of external ones such as a more people orientated approach. This could create the environment for cooperation and goodwill between management, workers and other important role-players.

Up to the present stage the integration process between the previous BLA and the Cape Town City Council administrations are not completed. More effort is required by management, staff and the various trade unions to overcome obstacles to integration, so that service delivery can become people's top priority.

The CCT is currently finding itself between "a rock and a hard place" as it is forced to do BIP because of budgetary constraints but it is hampered by the unions strong objections to BIP. The PABAS branch should be serious about finding alternative and viable ways of delivering its service. It must be committed to spending the tax payer's money in the most economical way possible. By outsourcing work, the branch will also assist with job creation for the unemployed within the local community. Where private contractors are doing work for the CCT, one of the requirements of the contract is that local people from the community should be employed for the respective project.

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Chapter 4

HUMAN RESOURCE DEVELOPMENT (HRD) AND THE WHITE PAPER ON LOCAL GOVERNMENT

According to the White Paper on Local Government (1998) there must be national local government training system, able to capacitate municipal administration to meet their development challenges.

Local government has up to now been adopting a fragmented inefficient and unresponsive training system. As a result management and front line workers capacity was never fully developed. The inefficient, duplicated and outdated training system which was co-ordinated by the Local Government Training Board and the Training Board for Local Government Bodies have in terms of the White Paper on Local Government be replaced by a new system.

The new system includes:

- ▶ *a regulator* : A Local Government Sector Education and Training Authority (SETA) which is a single co-ordinating body for . This will be registered as an Education and Training Quality Assurer (ETQA) in terms of the Skills Development Bill.
- ▶ *Purchasers*: Provincial training structures will be established in each province to undertake a systematic needs analysis and, with municipalities, to purchase the provision of training from a variety of agents.
- ▶ *Providers*: Providers will be designed and developed by a variety of contracted agents, in response to needs identified by the SETA and provincial training structures.

(The White Paper on Local Government, 1998:123-124)

The CCT therefore needs to liaise closely with SETA for the municipal sector, when it attempts to design and implement its T&D programmes to ensure that it is demand led, efficient and responsive to the present HRD environment. The CCT and its service branches also needs to carefully assess the credibility and competencies of external training providers, in that they provide training in line with national and SETA standards. SETA can therefore be an effective enabling mechanism which will be able to facilitate increase in quality and quantity of intermediate level skills; upliftment of competency levels, more efficient social and infrastructural delivery.

THE NATIONAL QUALIFICATIONS FRAMEWORK (NQF)

The National Qualifications Framework is a set of principles and guidelines by which records of learner achievement are registered to enable national recognition of acquired skills and knowledge, thereby ensuring an integrated system that encourages life-long learning.

South Africa needs to organise their training and educating system so that its workforce can become globally competitive. The rapid technological advances also places South African education systems under extreme pressure to adapt and incorporate new technological changes in an effort to produce a more creative, effective and versatile work force.

The NQF Bill was drafted by an inter-ministerial working group and was made an Act on 4 October 1995.

The Objectives of the NQF are to:

- ▶ enhance the quality of education and training;
- ▶ accelerate the redress of past discrimination in education, training and employment opportunities;
- ▶ contribute to the full personal development of each learner and the social and economic development of the nation at large;
- ▶ create an integrated national framework for learning achievements;
- ▶ facilitate access to, and mobility and progression within education, training and career paths.

In order to assure quality of learning and structured career development pathways, organisations should consider the following when planning the implementation of the NQF:

- ▶ Communication with all the stakeholders is important throughout the implementation to ensure awareness and transparency.
- ▶ Participation must be done democratically.
- ▶ The plan must be thought through.
- ▶ The necessary resources must be available.

A NQF communication Strategy Model for an organisation must look at both internal and external areas of implementation under the following headings:

- ▶ Standards
- ▶ Assessment
- ▶ Learning programmes
- ▶ Quality Assurance
- ▶ Human resources; and
- ▶ Data base

(People Dynamics, July 1999:48)

The CCT and its service branches such as the PABAS should look at its current training courses and assess whether it is geared towards an integrated national framework for learning. The PABAS branch's T&D objectives should be that it is relevant to current social, economic and political development and to the learner needs.

SOUTH AFRICAN QUALIFICATIONS AUTHORITY (SAQA)

The functions of the South African Qualification Authority (SAQA) are as follows:

- ▶ To oversee the development of the NQF, by formulating and publishing policies and criteria for the registration of bodies responsible, for establishing education and training standards or qualification and for the accreditation of bodies responsible for monitoring and auditing achievements in terms of such standards and qualifications;
- ▶ to oversee the implementation of the NQF by ensuring the registration, accreditation and assignment of functions to the bodies referred to above, as well as the registration of national standards and qualifications on the framework. It must also take steps to ensure that provisions for accreditations are complied with and where appropriate, that registered standards and qualifications are internationally comparable (South African Qualifications Authority, 2000: 11).

SAQA advises the Minister of Education and Labour. The authority is required to consult and co-operate with all bodies and institutions responsible for education, training and certification of standards which will be affected by the NQF.

The authority must also comply with the various rights and powers of bodies in terms of the constitution and Acts of parliament.

SAQA published the National Standards Bodies (NSB) regulations in 1998 which allowed the registration of National Standards Bodies and Standards Generating Bodies. These bodies are to be responsible for all the generation and recommendation of qualifications and standards for registration on the NQF.

In 1998 SAQA also published the Education and Training Quality Assurance (ETQA) regulations which provided for the accreditation of Education and Training Quality Assurance bodies.

These bodies will be responsible for:

- ▶ accrediting provider of education and training standards and qualifications registered on the NQF.
- ▶ monitoring provision
- ▶ evaluating assessment and facilitating moderation across providers and registered assessors (South African Qualifications Authority, 2000: 12).

SAQA has an overall responsibility for bringing about a national co-ordinated and democratic transformation of the education and training system. The CCT and its service branches should make sure that their T&D strategies form an integrated part of the T&D nationally. In this way a holistic development of learners can be ensured. The CCT will also be in line to make the organisation's T&D system internationally comparable and build the credibility of its new system. By conforming to national requirements T&D programmes within the service branches should be credit bearing and this can then lead to formally recognised qualification which is much sought after by trainees.

PRIOR LEARNING

It is accurate to say that much confusion still surrounds the issues of assessment and Recognition of Prior Learning (RPL). Fundamental to the philosophy underpinning the NQF are the principles of education becoming outcomes-based and recognition of prior learning which will provide opportunities for portability between institutions and qualifications for disadvantaged learners (Edge, July 1996).

According to Babbs (1998), assessment can be defined as a structural process for gathering evidence and making judgement about an individual's performance in relation to registered national standards.

Assessment methods are the ways of collecting proof or evidence of a learner's competence. Different methods can be used by the assessment to judge a person's competence and include:

- ▶ Observation
- ▶ Computer simulation
- ▶ Role play situation
- ▶ Demonstration
- ▶ Pen and paper test
- ▶ Oral questioning
- ▶ Projects
- ▶ Portfolios which are a collection of evidence that relate to work being assessed.

(People Dynamics 1998:48)

OUTCOMES BASED LEARNING

Outcomes describe the qualities which the NQF identifies for development in learners within the education and training system, regardless of the specific area or content of learning i.e. those outcomes that are deemed critical for the development of the capacity for life-long learning.

Outcomes are intended to direct the thinking of policy makers, curriculum designers, facilitators of learning as well as the learners themselves.

Standard setters are required to include some outcomes in the standards that they recommend and proposers of outcomes have been addressed appropriately at the level concerned within the qualifications being proposed.

SAQA has recognised the following outcomes based learning:

- Identify and solve problems in which responses display that responsible decisions using critical and creative thinking have been made;
- Work effectively with others as a member of a team, group, organisation, community;
- Organise and manage oneself and one's activities responsibly and effectively;
- Collect, analyse, organise and critically evaluate information;
- Communicate effectively using visual, mathematical and/or language skills in the modes of oral and/or written presentation;

- Use science and technology effectively and critically, showing responsibility toward the environment and health of others;
- Demonstrated an understanding of the world as a set of related systems by recognising that problem-solving contexts do not exist in isolation.

The CCT should assist employees to familiarise themselves with the concept of outcomes-based education and training. They should know what the specific outcomes of their courses are and which of the critical outcomes their courses meet.

In order for the CCT to contribute to the personal development of each learner employer and the socio and economic development of the community at large it must make sure that outcomes based learning programmes achieves the following for its employees;

- that learners can participate as responsible citizens in the life of local, national and global communities;
- that learners become culturally and aesthetically sensitive across a range of social context;
- that learners are able to explore further education and career opportunities;
- developing entrepreneurial skills.

QUALITY ASSURANCE SYSTEMS

SAQA registers standards and qualifications proposed by National Standards Bodies (NSB). NSBs are responsible for selling standards, qualifications and integrating Education and Training. Education and Training providers use these standards and qualifications to develop learning programmes. Providers must apply to Education and Training Quality Assurers (ETQAS) to be accredited to the provisions.

Organisations have found it advantageous to use software packages to help them with the compilation of the quality policies and procedures required to implement a quality management system, to avoid endless and repetitive paper work. Organisation has also found that once these systems are implemented they have produced unexpected positive results. The HRD or training function becomes more focused on delivering what is expected of it.

The service branches such as PABAS once producing results expected of them in terms of the ETQA would be able to justify their continued existence and the relevance of their function in terms of improving organisational performance. Quality assurance will also act as a mechanism to improve internal standards of consistent delivery (People Dynamics, 1997: 82).

SKILLS DEVELOPMENT ACT

The Skills Development Act of 1998 states that its purpose is to:

- ▶ provide an institutionalised framework to devise and implement national, sector and workplace strategies
- ▶ develop and improve the skills of the South African workforce
- ▶ integrate these strategies within the National Qualifications Authority Act 1995
- ▶ provide for learnership that leads to recognised occupational qualifications
- ▶ provide for the financing of skills development by means of a levy-grant scheme and a National Skills Fund;
- ▶ provide for and regulate employment services
- ▶ provide for matters connected therewith.

(Skills Development Act, 1998:2)

This Skills Development Act of 1998 requires large employers and local authorities to:

- ▶ register with the appropriate Sector Education and Training Authority (SETA)
- ▶ develop a Skills Development Plan for the workplace. This plan must take account of the Skills Development Plan for the sector that the relevant SETA is responsible for, and in turn, it could contribute to their sector's plan.
- ▶ Pay a levy (as set out in the Skills Development Levies Act of 1999) so that there is funding for the development of the workforce generally.

To put a skills development strategy in place, an organisation will have to source standards from the emerging Standards Generating Bodies (SGB). Standards as mentioned earlier are documents stating the particular outcomes of learning per functional areas.

It is the CCT's responsibility to create the environment and conditions within which the skills revolution can unfold within its service branches such as the PABAS.

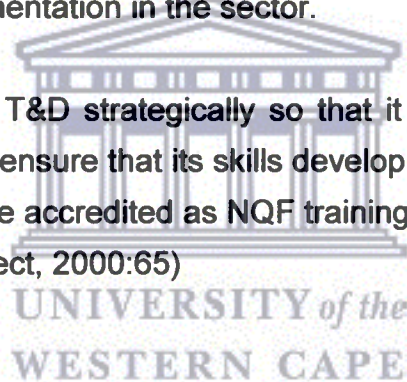
The PABAS branch will find it useful to identify which standards match the job functions of its operations. The strategic direction and business imperatives of the PABAS branch will determine what the organisation's competence requirements are. These will then be articulated for each functional area, and matched with national standards.

SKILLS DEVELOPMENT PLAN

A Skills Development Plan must be developed at each workplace within the requirements of the Skills Development Act. The National Skills Authority will advise the Minister of Labour on a National Skills Development Plan. Such plans will then be agglomerated by the SETA into a sector skills development plan. SETAs will implement their sector skills plans by establishing learnerships, approving workplace skills plans, allocating grants to implement skills development plans in the sector, and monitor education and training implementation in the sector.

The CCT needs to focus its T&D strategically so that it is linked to labour market opportunities. The CCT must ensure that its skills development undertaken through a skills development plan can be accredited as NQF training.

(The Skills Development Project, 2000:65)



SKILLS AUDIT

The skills audit can assist to build employees a self-competence and self-worth. This is important in an environment which has undergone many changes namely the recent amalgamation of the seven different municipal local authorities into a Unicity.

For the purpose of the Unicity a skills audit can be used for:

- ▶ providing an organisational map of skills which can be analysed in relation to the emerging career streams;
- ▶ mapping each employees skills profile;
- ▶ improving cost efficiency of staff training and development;
- ▶ assisting with ensuring that skills procurement is linked with the requirements of service delivery and the skills development plan more generally;

- ▶ for re-deployment as the business needs requires;
- ▶ providing a database with a system for continuous updating;
- ▶ the process of conducting the audit could build organisational relationships in that all parties show an interest and commitment to do it;
- ▶ the audit methodology should be empowering for each individual;
- ▶ ensuring that the skills profile of the organisation is congruent with equity considerations.

SECTOR EDUCATION AND TRAINING AUTHORITY (SETA's)

According to the Skills Development Act 1998 the Minister of Labour may in a prescribed manner, establish a SETA with a constitution for any national economic sector.

Such SETA's are responsible for and must organise the education and training activities for specific sectors. SETA's have been set up to replace and extend the work of industry training boards.

Each economic sector which includes local government has one SETA. This SETA framework assists labour-market mobility and national development.

SETA's are composed of:

- ▶ organised labour
- ▶ organised employers, including business
- ▶ state departments



SETA's are accountable to the National Skills Authority. They must:

- ▶ develop and implement a sector skills development plan which reflects individual workplace skills development plans
- ▶ establish, promote and register learnerships and skills programmes
- ▶ perform the ETQA functions (quality assurance) for their sector and, accordingly, get accreditation from SAQA for this function
- ▶ disburse the skills development levy grants to workplaces
- ▶ liaise with the NSA regarding national skills development

Organisations must work within the SETA's framework in order to ensure that the T&D is in line with the National Skills development strategy. By adopting the principles of SETA's organisations create the necessary platform to:

- ▶ organise, structure and manage education and training initiatives within economic and education sectors
- ▶ ensure that education and skills training is aligned with South Africa's labour market needs
- ▶ ensure that education and training initiatives are aligned with real employment possibilities and actual career paths
- ▶ ensure that education and training initiatives with the NQF and are accredited

(The Skills Development Project ,2000:62)

It is recommended that the CCT investigate of what value it will be to work within the framework of a SETA for its sector. Also another question is whether the CCT and its service branches should begin to locate their training within the sector skill development plan. SETAs will monitor T&D programmes for the purpose of quality assurance and recommend NQF accreditation and this could possibly be one good reason why the CCT should work closely with SETA.

EMPLOYMENT EQUITY ACT: 1998

The Act also lays down specific criteria in an employer-employee relationship within the workplace. This Act is also very specific to medical testing for HIV/AIDS of employees. The Act requires organisations to collect information and conduct an analysis of its employment policies, practices, procedures and the working environment with a view to identifying an employment barrier which adversely affects people from the designated groups. Such an analysis must include a profile of the company's workforce (workforce audit) within each occupational category and level in order to determine the degree of under-representation of people from designated groups in various categories and levels in the workforce (People Dynamics, March 1998:16).

EQUITY PLAN

Companies employing more than 50 employees are obliged to implement positive measures for people from the designated groups , in order to achieve employment equity.

According to the Employment Equity Act of 1998 section (1), designated groups means black people, women and people with disabilities.

Companies have to prepare and implement employment equity plans, which will achieve reasonable progress towards employment equity in the workforce.

Every equity plan must state:

- ▶ the objectives to be achieved in each year of the plan
- ▶ the employment barriers identified in the analysis and the steps the employer will take to eliminate those barriers
- ▶ the positive measures to be taken in terms of the plan; and
- ▶ where under-representation of people from designated groups has been identified, the numerical goals to achieve the equitable representation of people from designated groups and the timetable concerned.

Equity plans may not be shorter in duration than one year or longer than 5 years.

Companies have to designate one or more senior managers to take responsibility for monitoring and implementing equity plans. Companies will be required to submit annual reports to the Director-General of the Department of Labour detailing the progress made in implementation of the employment equity plan.

A Commission for Employment Equity is to be established and will advise the minister on policy and related matters (People Dynamics March 1998:16).

The CCT is under-represented especially in senior management position for blacks and women. A concerted effort is required to address this imbalance.

White male managers should be held accountable for implementing employment equity plans in order to achieve representivity within their respective branches.

AFFIRMATIVE ACTION (AA)

According to the Employment Equity Act of 1998 every employer must in order to achieve employment equity, implement AA measures for people from designated groups.

Barker (1992:24) defines the term AA as follows :

“ the advancements of persons who have socially, economically or educationally been disadvantaged by past discriminatory law practices, or the implementation of policies aimed at redressing social, economic or educational imbalances arising out of past discriminatory law and practices.”

According to Ncholo (1994:48) affirmative action should not have as its objective prejudicial and adverse discrimination against the dominant or minority group. It is an instrument of anti-subordination rather than anti-differentiation. This helps one judge whether a particular act treats a person so differently as to subordinate that person to the majority or a minority. The example at hand is the case of an act which while apparently gender-neutral or race-neutral in fact results in women or racial groups being disadvantaged. An example might be a provision that certain educational requirements are necessary for a job, where in fact members of a particular group cannot satisfy that requirement because of educational disadvantage.

Affirmative action, properly defined, is a permanent and continuous feature that helps with the balancing and rational structuring of society.

The CCT should view affirmative action as a holistic human resource development strategy which attempts to redress disempowering consequences of apartheid. It should address specifically the exclusion of the majority of black workers from decision-making, controlling and occupation of managerial positions.

Since affirmative action involves organisational transformation, it will require full CCT managerial support through the use of appropriate change management strategies.

Is legislation of AA advisable?

According to Munetsi, it is necessary to legislate because discrimination was entrenched in the statutes. The introduction of discriminatory legislature through apartheid meant racial privileges were afforded, providing the foundations for the policy of job reservation on the basis of skin colour, hence racial discrimination.

(People Dynamics, 1999:52)

Discriminatory legislation existed against disabled people and there was also a total lack of sensitivity from past authorities to the plight of the disabled. A conscious effort had to be made to bring the disabled into mainstream economic activities.

The Objects Of Affirmative Action

- ▶ To try to minimize under-representation and rectify under utilisation of disadvantaged groups.
- ▶ To advance disadvantaged groups through certain co-ordinated preferential treatment.
- ▶ To achieve equal employment opportunities for all, no matter what race, gender, religion or disability.
- ▶ To redress social, educational and economic imbalances.
- ▶ To remove past effects of segregationist-legislated policies and practices and replace them with quality of life programmes such as housing which translates into improved living conditions.
- ▶ to improve living standards through employee training and educational opportunities.
- ▶ To introduce quality of life programmes which will endear disadvantaged groups to their work environments.

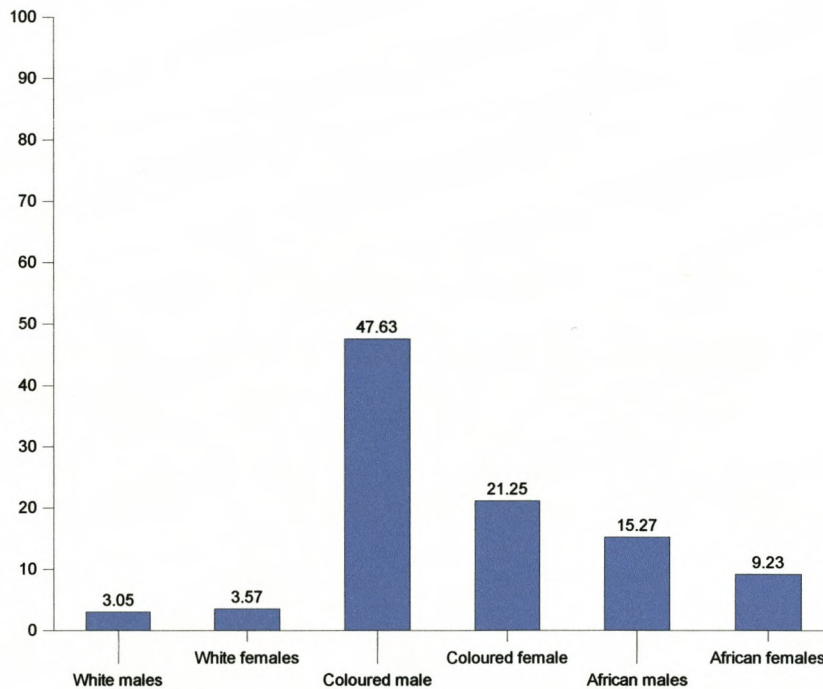


Figure 3: Current Statistics of Staff Profile within the CCT

FUNDING OF TRAINING AND DEVELOPMENT (T&D)

T&D impacts directly on benefits to the organisation and workers by increased productivity and better wages. It is therefore imperative that an organisation which wants to be competitive locally and internationally invests in T&D.

According to the Skills Development Levies Act of 1999, the aggregate of levies collected from a Municipality by virtue of a motive in terms of section (2) and budgetary allocations for training purposes to that municipality, must from:

- ▶ 1 April 2000, be less than 0,5 per cent of the leviable amount.
- ▶ 1 April 2001, be less than one percent of the leviable amount; and
- ▶ 1 April 2002, not be less than one per cent of the leviable amount.

The leviable amount means the total amount of remuneration, paid or payable, or deemed to be paid or payable, by an employer to its employees during any month, as determined in accordance with the provision of their fourth schedule to the Income Tax Act for the purpose of determining the employer liability for any employees' tax in terms of that Schedule, whether or not such employer is liable to deduct or without such employees tax.

Despite subscription (1); on request of a Sectoral Education & Training Authority (SETA), the Minister may, in consultation with the Minister of Finance and by notice in the Gazette, determine from time to time a rate and basis for the calculation of a levy payable by employers within the jurisdiction of a SETA, different from the rate and basis contemplated in section(1) (a) or (b), as the case may be, subject to section (7). (Skills Development Act, 1999).

The cost of training is always easier to see than the cost of not training. Therefore the question of whether employees need more training inevitably boils down to time and money. Managers frequently wonder about whether the time and money they invest today would be repaid – with interest – in the next week, month, year or decade (People Dynamics, March 1998: 29-31).

Service branches of the CCT must be in a position to evaluate the Return On Investment (ROI) in terms of the T&D. The question that must be asked is, assuming that employees are doing their jobs the way they were taught on the course, how does the T&D affect the productivity of these employees?

Are the workers delivering more effective and efficient service? Are the workers more motivated and is their morale higher? If the answer to this sort of question is yes, then how much is the rest worth to the organisation in rands and cents? How does it compare to the total cost of the Branch's Training programme?

For example determining that a 10% improvement in productivity will result in less new staff because fewer people are needed to accomplish the same workload, does result in bottom line savings, which include the savings in salaries, recruitment costs and induction training costs. With budget cuts within the CCT, the service branches such as the PABAS should ensure that they are in a position to demonstrate the benefits of T&D on bottom line.

CONCLUSION

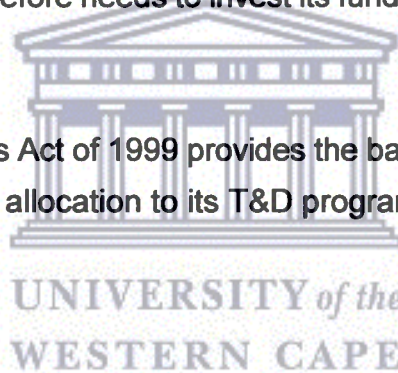
The CCT finds itself having to work within the framework of numerous laws with its T&D programmes. There can be many advantages, however it means that the CCT has to make sure that it creates the structures to oversee the developmental and implementation process.

The aim of the legislation is obviously to ensure that the CCT develops its T&D within the National and International parameters.

The CCT is currently under-representative of the community it serves and requires a sincere affirmative action programme to ensure that capable black people, women and the disabled are fast tracked into senior positions. Managers of the various branches with the CCT should be held accountable for ensuring that agreed upon targets are reached.

The current economic environment requires the CCT to be globally competitive in the way it delivers services. It therefore needs to invest its funds judiciously for the purpose of T&D for its staff.

The Skills Development Levies Act of 1999 provides the basic framework as a guide for local governments Budgetary allocation to its T&D programme.



Chapter 5

CONCLUSION

The restructuring of local governments was the result of the Local Government Transitional Act of 1993 and this was followed by local government elections in May of 1996. In the Cape Metropolitan area the Act was responsible for the setting up of the six Municipal Local Authorities (MLC) and the Cape Metropolitan Council (CMC) and for paving the way forward for a Unicity.

Taking on the challenge the CCT developed its own strategy to restructure the organisation, which was through a Macro and Micro design process.

Currently the CCT does not meet the needs of all its citizens equally. In the new democratic South Africa, all citizens expect access to a minimum level of service.

The CCT therefore developed its seven strategic priorities and three internal strategies to address the above serious shortcoming.

Problems such as different salary scales and conditions of service for people of the previous municipal administrations who now work for the CCT have not been resolved. Many staff members find it totally incomprehensible as to why the CCT agreed to the Unicity process when there are still unresolved issues stemming from the previous amalgamation process.

The CCT also faced Budgetary constraints and with the assistance of outside consultants developed Business Improvement projects to deliver its service more economically. Through this strategy the CCT can hope to achieve its long-term financial sustainability.

Business Improvements very often involve redeployment and may include retraining and multi-skilling of affected staff who have to be transferred to areas where their skills will be utilised more effectively. Where there is opportunity for internal placement and staff have to be transferred to an external service provider, consultation will have to take place in terms of the Labour Relations Act (LRA) Section 197.

Another way to achieve financial sustainability is through the IDP process where different parts of the organisation work together in a more integrated way on common objectives, thus eliminating duplication and wastage.

The way in which the PABAS branch wishes to transform in the current political, social and economic environment, should be informed by the results of a SWOT analysis. This will give the branch an indication of what is possible and what is not possible in terms of staff development and service delivery.

The CCT is also operating in changing local National and International environment and should position itself to keep up with their dynamic ever-changing environment if it hopes to survive. Various improvements to the current policies and practices can be realised for the CCT and this organisation should prioritise its strategies in an effort to deliver better services more cost effectively nationally and internationally.

Legislation provides an enabling framework for the CCT to develop and improve its T&D policies and practices and the CCT must ensure that its T&D strategies are geared to link up with National T&D strategies. The T&D strategies of the CCT will inform the strategies for its different branches and therefore should be structured properly and with foresight.

The government, non governmental organisations and business cannot afford to be mere onlookers in the Skills Development process for all South Africans. An enabling environment is required whereby the Constitution needs to expand strategic investment in Training and Development.

Those institutions who do not wish to support the T&D initiatives for this country will not only lose out strategically, but will have to contribute to the training cost of those who do train.

According to the Green Paper on Skills development strategy for economic and employment growth "The quality of working life can be enhanced for workers who enjoy higher levels of autonomy and responsibility. A career path, associated with an individual training plan will add more meaning to the routine of getting to work every day, as well as open up the opportunity to pursue higher levels of learning which was previously inaccessible! Where the skills of workers are recognised beyond the individual firm, on the NQF, workers have a labour market, which improves their chances of equivalent employment when they face retrenchment or redundancy.

Collectively workers will achieve these benefits if they actively engage with employers to achieve productivity gains for the firm.” This should be enough reason for workers to join hands with government and business in promoting the aims of the skills revolution.

(Green Paper on Skills Development Strategy 1997).

RECOMMENDATIONS

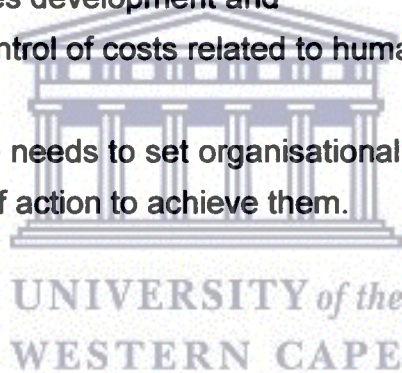
- ▶ The PABAS branch has to identify the priority T&D needs of its employees and the organisation and ensure that the proper resources and processes are put in place to address them. It should be output focused and dynamic, changing its HRD strategy as different needs are identified and environmental conditions change.
- ▶ The PABAS branch should focus on developing efficient and effective T&D communication processes that are able to reach every worker. If it is decided to use newsletters or magazines as a form of communication, then a strategy should be developed to ensure that everybody is communicated with, especially where the communication system is not effective.
- ▶ The PABAS branch should make a realistic assessment of how its staff is performing and how its services are delivered. It may be necessary to do a SWOT analysis of the branch and a comparison of the current situation with the desired state in order to highlight those areas which must change.
- ▶ Lower paid workers should be given a greater opportunity in decision-making in relation to operations. By developing its employees with this objective in mind, employees will become more useful to the organisation as they will start becoming more creative in their work. Where workers have been involved in a change process, they will be less hostile as the changes unfold.
- ▶ The PABAS branch is faced with serious budgetary problems and should consider all viable alternatives- outsourcing, partnerships etc.- in delivering its services. Where services are identified for outsourcing, the branch must have a strategy in place for alternative placement of staff who should be retrained if their work functions are to be changed.

- ▶ The PABAS branch should continually review its T&D programmes in terms of cost benefits. The PABAS branch must develop benchmarks against which to measure its service delivery. By assessing its budget spent on T&D of staff against these benchmarks, the branch will be able to judge whether there has been an improvement in productivity.
- ▶ The PABAS branch must realise that there is a critical relationship between its human resources and strategic business planning which ultimately contributes towards the achievement of the organisation's goals.

Research has pointed out the following advantages if strategic planning and human resource management are brought in line (Kochan & Barocci, 1985: 112):

- ▶ An improved understanding of the implications of strategic organisational planning for human resource
- ▶ proactive recruitment of experienced human resources
- ▶ improved human resources development and
- ▶ improved analysis and control of costs related to human resources T&D.

The PABAS branch therefore needs to set organisational objectives and decide on a comprehensive programme of action to achieve them.



Employee Questionnaire

This audit will be valuable for the Parks and Bathing Amenities Services in the development of a skills development plan, fair employment equity and for updating the Branch's staff information data base. Your co-operation with filling in this questionnaire is appreciated.

Interviewer: _____

Date taking place: _____

Staff Number

A BIOGRAPHICAL DATA

1 **Surname**
Full names

2 **ID Number**

3 **Contact details**
Address

Phone	work	<input style="width: 40px; height: 20px;" type="text"/>	<input style="width: 40px; height: 20px;" type="text"/>	<input style="width: 40px; height: 20px;" type="text"/>	home	<input style="width: 40px; height: 20px;" type="text"/>	<input style="width: 40px; height: 20px;" type="text"/>	<input style="width: 40px; height: 20px;" type="text"/>
	fax	<input style="width: 40px; height: 20px;" type="text"/>	<input style="width: 40px; height: 20px;" type="text"/>	<input style="width: 40px; height: 20px;" type="text"/>	cell	<input style="width: 40px; height: 20px;" type="text"/>	<input style="width: 40px; height: 20px;" type="text"/>	<input style="width: 40px; height: 20px;" type="text"/>

E-mail

4 **Date of birth** yyyy mm dd

5 **Gender *** 1 Male 2 Female

6 **Race *** 1 African 2 Coloured 3 Asian 4 White

7 **Do you have any disability *** 1 No 2 Yes (please specify below)

Type of disability	1 <input type="checkbox"/>	Cardiovascular	2 <input type="checkbox"/>	Muscoskeletal	3 <input type="checkbox"/>	Respiratory
	4 <input type="checkbox"/>	Neurological	5 <input type="checkbox"/>	Metabolic	6 <input type="checkbox"/>	Malignancies
	7 <input type="checkbox"/>	Psychological	8 <input type="checkbox"/>	Other		

8 Occupation	1 <input type="checkbox"/>	Managers	2 <input type="checkbox"/>	Professionals
	3 <input type="checkbox"/>	Technicians	4 <input type="checkbox"/>	Clerks
	5 <input type="checkbox"/>	Craft & Related Trades	6 <input type="checkbox"/>	Skilled Agricultural & Fishery Workers
	7 <input type="checkbox"/>	Elementary Occupations	8 <input type="checkbox"/>	Plant & Machine Operators & Assemblers

9 **Marital status *** 1 Single 2 Married

* Marked items required for purposes of Employment Equity

10 **Citizenship** 1 South Africa 2 Other country

11 **Languages**
Please specify your proficiency in any of the official languages
where 0=None 1=Poor 2=Fair 3=Good ✓=Home Language

	✓	Speak	Read	Write
English				
Afrikaans				
isiXhosa				
isiZulu				
Sepedi				
Sesotho				
Setswana				
Tshivenda				
Xitsonga				
isiNdebele				
SiSwati				
Sign language				

B PRESENT EMPLOYMENT

1 **Municipality**

<input type="checkbox"/> 1	Cape Metropolitan Council	<input type="checkbox"/> 2	City of Cape Town
<input type="checkbox"/> 3	City of Tygerberg	<input type="checkbox"/> 4	South Peninsula
<input type="checkbox"/> 5	Oostenberg	<input type="checkbox"/> 6	Blaauwberg
<input type="checkbox"/> 7	Helderburg		

2 **Directorate**

3 **Branch/Department**

4 **Place of work**

5 **Designation**

6 **Highest Education achieved**

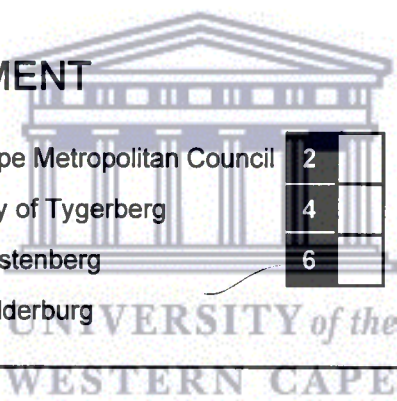
6.1 **First qualification** 0 – Std 5 Std 6 – Std 8 Std 8 – Std 10

6.2 **Second qualification** Diploma Degree

6.3 **If you attended a tertiary education institution, what course did you do?**

7 **Commencement date** yyyy mm dd

8 **Employment status** 1 Permanent 2 Temporary 3 Contract 4 Casual



9 How do you see yourself in your present job?

1 Skilled 2 Semi-skilled 3 Unskilled

10 Have you received any 'on-the-job training' in the last 5 years?

1 No 2 Yes (please specify below)

Training received

11 Would you like to develop your knowledge on your present job?

1 No 2 Yes (please specify below)

--

12 LABOUR RELATIONS

12.1 What can you say about relations between employees and employers?

1 Good 2 Bad 3 Don't know

12.2 Are there good working relations with your supervisors/foremen/managers?

1 Strongly agree 2 Agree 3 Disagree
4 Strongly disagree 5 Don't know

12.3 Are you a member of a union?

1 No 2 Yes

12.4 If not a member, why not?

--

12.5 If you are a member, what benefits do you get?

--

12.6 If yes, how do you see the work of unions in the Branch?

1 Important and helpful 2 Not important
3 Time wasting 4 Other

12.7 Does the Branch allow employee–employer negotiations?

<input type="checkbox"/> 1	Strongly agree	<input type="checkbox"/> 2	Agree	<input type="checkbox"/> 3	Disagree
<input type="checkbox"/> 4	Strongly disagree	<input type="checkbox"/> 5	Don't know		

12.8 If it does, what recent negotiations did you have?

12.9 If negotiations are not allowed, why not?

12.10 Have there been any job losses?

<input type="checkbox"/> 1	No	<input type="checkbox"/> 2	Yes
----------------------------	----	----------------------------	-----

12.11 If yes, when and why

12.12 If no, why do you think there are no job losses?

12.13 Have you heard of workplace participation?

<input type="checkbox"/> 1	No	<input type="checkbox"/> 2	Yes
----------------------------	----	----------------------------	-----

12.14 If yes, is workplace participation allowed in your Branch?

<input type="checkbox"/> 1	No	<input type="checkbox"/> 2	Yes
----------------------------	----	----------------------------	-----

12.15 If not, why and explain

12.16 What mechanisms are used to encourage workplace participation?

<input type="checkbox"/> 1	Depot-level committees	<input type="checkbox"/> 2	Workplace forums	<input type="checkbox"/> 3	Worker Committees
<input type="checkbox"/> 4	Informal gatherings	<input type="checkbox"/> 5	Other		

12.17 Mention cases where workplace participation contributed to the decision-making process:

12.18 Do workers have access to critical information which relates to the future of the Branch?

<input type="checkbox"/> 1	No	<input type="checkbox"/> 2	Yes
----------------------------	----	----------------------------	-----

12.19 If yes, what type of information

12.20 If no, explain why

12.21 How do you feel about worker's taking part in the decisions which affect everybody in the Branch?

1	<input type="checkbox"/>
4	<input type="checkbox"/>

Very good

Very bad

2	<input type="checkbox"/>
5	<input type="checkbox"/>

Good

Don't know

3	<input type="checkbox"/>
---	--------------------------

Bad

12.22 Have you heard of Affirmative Action?

1	<input type="checkbox"/>
---	--------------------------

No

2	<input type="checkbox"/>
---	--------------------------

Yes

12.23 If yes, what does it mean?
Explain.

--

12.24 If no, explain why

--

13 Communication

1	<input type="checkbox"/>
4	<input type="checkbox"/>
7	<input type="checkbox"/>

Letters

Shop Stewards

Other

2	<input type="checkbox"/>
5	<input type="checkbox"/>

Fax

News Bulletins

3	<input type="checkbox"/>
6	<input type="checkbox"/>

Telephones

Workshops

13.1 Does your company have in-house libraries?

1	<input type="checkbox"/>
---	--------------------------

No

2	<input type="checkbox"/>
---	--------------------------

Yes

13.2 If yes, how do they help you?

--

13.3 If no, why

--

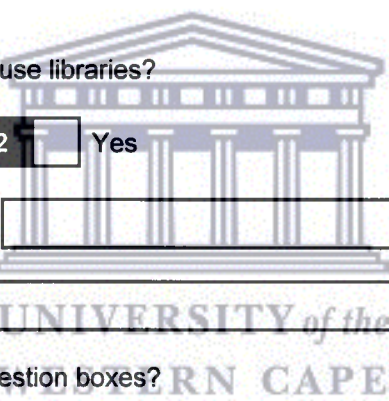
13.4 Does your company have suggestion boxes?

1	<input type="checkbox"/>
---	--------------------------

No

2	<input type="checkbox"/>
---	--------------------------

Yes



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