

**A DEVELOPMENT MODEL FOR MIDDLE-
MANAGERS IN THE SEDIBENG DISTRICT COUNCIL:
A CASE STUDY**

by

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DECLARATION

I declare that:

A MANAGEMENT DEVELOPMENT MODEL FOR MIDDLE- MANAGERS IN THE SEDIBENG DISTRICT COUNCIL: A CASE STUDY

Is my own work, that all the sources used or quoted have been indicated and acknowledged by means of complete reference, and that I did not previously submit this thesis for a degree at another university.

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"Ke ya le leboha bana ba heso, bana ba thari e ntsho!"

SUMMARY

This research shows that the current municipal management in South Africa does not provide for the future. An alternative is suggested that will provide a framework for the future of municipal management development model in South Africa. One of the major aspects of this work is that it is founded on the basic assumption of inherent change in South Africa. It is this change and the historical socio-political issues that refute the hypothesis that current management are providing for the future.

The literature study exposed the need for a new municipal management development approach in South African municipalities, the nature, scope, and major aspects of management development. Furthermore, management development approaches techniques and methods as well as guidelines for a new holistic approach are described. The investigation into the municipal management development practices for municipal managers exposed advanced levels in this regards in the UK and USA (Western countries) and South Africa is focusing on a holistic approach, with a significant step taken being, the establishment of the South African Local Government Association (SALGA).

The empirical study consisted of a structured questionnaire (and interviews) distributed to a sample population of 284 municipalities and to municipal managers, 4 538 executive managers and 10 375 heads of departments (through SALGA) to investigate their management development needs, experiences and activities. Main findings revealed a lack of training for municipal management, uncoordinated management development programmes, with existing ones being reactions to crisis situations, and ill-defined management roles for municipal middle managers. Municipal managers seem solely responsible for municipal management, thus exposing a need for a municipal-based management development approach.

The Management development model recognises the participatory management vision of the new municipal system, includes stakeholder involvement in municipal management development, and provides municipal managers with a model that employs South African Local Government Quality Assurance Framework.

This research is not definitive by any means, it merely shows that there are problems in the field of municipal management, and it provides an alternative management development paradigm for South African municipalities.

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TABLE OF CONTENTS

	PAGE
CHAPTER 1	
INTRODUCTION AND SCOPE OF STUDY	1
1.1 BACKGROUND TO THE RESEARCH	1
1.2 PROBLEM STATEMENT	2
1.3 AIMS OF THE STUDY	3
1.4 OBJECTIVES OF THE STUDY	4
1.4.1 Primary objective	4
1.4.2 Secondary objectives	5
1.5 DEMARCATION OF THE FIELD OF STUDY	5
1.6 HYPOTHESIS IN RESPECT OF THE RESEARCH ISSUES	6
1.7 RESEARCH METHODOLOGY	6
1.7.1 Literature study	7
1.7.2 Empirical study	8
1.8 CONTENTS OF THE STUDY	9
1.9 ABBREVIATIONS	11
1.10 GENERAL	12

	PAGE
CHAPTER 2	
LOCAL GOVERNMENT IN SOUTH AFRICA	13
2.1 INTRODUCTION	13
2.2 LEGISLATION GOVERNING APARTHEID LOCAL GOVERNMENTS BEFORE 1980	14
2.3 FINANCIAL BASIS OF “APARTHEID” LOCAL GOVERNMENTS	16
2.4 COLOURED AND INDIAN LOCAL AUTHORITIES	17
2.5 LOCAL GOVERNMENTS IN THE 1980'S	18
2.5.1 The 1983 Constitution was based on the following core principles	18
2.6 CONSTITUTIONAL PROVISIONS OF LOCAL GOVERNMENTS SINCE 1996	19
2.6.1 Section 152	23
2.7 THE MUNICIPAL STRUCTURES ACT OF 1998	27
2.8 THE POWERS AND FUNCTIONS OF MUNICIPALITIES	34
2.8.1 The Municipal System Act of 2001	41
2.8.2 Co-operative Government	43
2.8.3 Intervention in Municipal Affairs	52
2.9 CHAPTER SUMMARY	59

	PAGE
CHAPTER 3	
THE NATURE AND SCOPE OF MANAGEMENT DEVELOPMENT	60
3.1 INTRODUCTION	60
3.2 DEFINITIONS OF MANAGEMENT	60
3.2.1 Middle Management	62
3.2.2 Management Development	67
3.2.3 Competence's of Effective Managers	70
3.3 CHAPTER SUMMARY	74
CHAPTER 4	
MANAGEMENT DEVELOPMENT PRACTICE: AN OVERVIEW OF SOME INTERNATIONAL AND NATIONAL APPROACHES	75
4.1 INTRODUCTION	75
4.2 MANAGEMENT DEVELOPMENT APPROACHES IN SOME DEVELOPED COUNTRIES	75
4.3 THEORIES AND MODELS OF AFRICAN MANAGEMENT DEVELOPMENT	88
4.4 CHAPTER SUMMARY	102

	PAGE
CHAPTER 5	
EMPIRICAL RESEARCH DESIGN	103
5.1 INTRODUCTION	103
5.2 THE AIM OF THE EMPIRICAL RESEARCH	103
5.3 THE RESEARCH INSTRUMENT	104
5.3.1 The Questionnaire as a Research Tool	104
5.3.2 The Advantages of Questionnaires	105
5.3.3 Disadvantages of Questionnaires	106
5.3.4 The Design of the Questionnaire	107
5.3.4.1 <i>Preparing the questionnaire</i>	<i>107</i>
5.3.4.2 <i>Construction of the questionnaire items</i>	<i>109</i>
5.3.4.3 <i>The questionnaire format</i>	<i>110</i>
5.3.4.4 <i>Pilot study</i>	<i>112</i>
5.3.4.5 <i>Questionnaire distribution</i>	<i>113</i>
5.4 POPULATION AND SAMPLING	113
5.5 RESPONSE RATE	115
5.6 ADMINISTRATIVE PROCEDURES	116
5.6.1 Approval from Sedibeng District Council	116
5.6.2 Follow-up on Questionnaires	117
5.7 STATISTICAL TECHNIQUES	117
5.8 CHAPTER SUMMARY	117

	PAGE
CHAPTER 6	
DATA ANALYSIS AND INTERPRETATIONS	118
6.1 INTRODUCTION	118
6.2 DATA ON THE GENERAL INFORMATION	118
6.2.1 Review of Respondents	118
6.2.1.1 <i>Data on respondents gender review</i>	<i>118</i>
6.2.1.2 <i>Data on the Ages of respondents</i>	<i>120</i>
6.2.1.3 <i>Data on Positions held by Respondents</i>	<i>121</i>
6.2.1.4 <i>Data on Respondents Experience in the Current Positions</i>	<i>122</i>
6.2.1.5 <i>Data relating to academic qualifications</i>	<i>123</i>
6.2.1.6 <i>Data on the further study in municipal management</i>	<i>124</i>
6.3 AN ANALYSIS OF MANAGEMENT DEVELOPMENT NEEDS	125
6.3.1 Data on Performance Appraisal	126
6.3.2 Data on Planning, Organising, Guiding and Controlling	128
6.3.3 Data on Financial Management	129
6.3.4 Data on Conflict Management	131
6.3.5 Data on Managing Interpersonal Relationships	132
6.3.6 Data on Managing Change	133
6.3.7 Data on Delegation	135
6.3.8 Data on Team Building and Motivation	136
6.3.9 Data on Communication Skills	138
6.3.10 Data on Managing a Multicultural Environment	139
6.4 ANALYSIS OF MANAGEMENT DEVELOPMENT EXPERIENCES	141
6.4.1 Accredited Management Training	141
6.4.2 Attendance of In-service Training in Management	142

	PAGE	
6.4.3	The Need for Management Development at Municipal Level	144
6.4.4	Management Development Courses Conducted for Staff in 2000-2001	145
6.4.5	Willingness to Attend a Management Development Course with a Member of Staff	146
6.4.6	Willingness to observe other Managers at their Municipalities for a day or longer	148
6.4.7	Willingness to act as a mentor for other managers	149
6.4.8	Attending a management Development Course conducted by a staff member	151
6.4.9	Willingness to pay for a Management Development Course	152
6.5	AN ANALYSIS OF EXISTING MANAGEMENT DEVELOPMENT ACTIVITIES IN MUNICIPALITIES	153
6.5.1	A policy statement regarding management development and training of the Municipality Management Teams	154
6.5.2	Whole-municipal development and individual development needs identification	156
6.5.3	Costing and Budgeting for Management Development Programmes	157
6.5.4	Attendance of Municipal-based and External INSET by the Municipal Management Teams	159
6.5.5	Procedures to Ensure the Implementation of Plans and Procedures	160
6.5.6	The Monitoring and Evaluation of the Implementation Plans of Management Development	162
6.5.7	The focus of management development activities on all areas of municipal management	164
6.5.8	Management Development Programme in the Context of the Municipalities Mission and Aims	165
6.5.9	Staff Involvement in Management Development Planning and Implementation	166
6.5.10	The Regular Evaluation of Management Development Activities	168
6.5.11	The Focus of Management Development Activities on Continuous Improvement	169

	PAGE	
6.5.12	Key Strategic Issues upon which Management Development Activities must focus	171
6.5.13	Management Development needs Identification Systems and Procedures	172
6.5.14	Action Plans for Management Development Programmes Implementation	174
6.5.15	Expected Outcomes and Success Criteria Relating to Management Development Plans	175
6.5.16	Indicators of Good Practice for Rating Management Development needs	176
6.5.17	Flexibility of the Management Development Programmes	177
6.5.18	The use of External Expertise by the Management Development Programme	179
6.5.19	Reporting of the Staff on the Content and Value of Management Development Activities	180
6.5.20	A Rank order Comparison of Management Development Needs	182

CHAPTER 7

MANAGEMENT DEVELOPMENT FOR MUNICIPALITIES IN THE SEDIBENG DISTRICT COUNCIL **186**

7.1	INTRODUCTION	186
7.2	A FRAMEWORK FOR DESIGNING A MANAGEMENT DEVELOPMENT MODEL	188
7.2.1	The Closed Model	189
7.2.2	The Open Model	191
7.2.2.1	<i>Orientation</i>	191
7.2.2.2	<i>The Critical events Model (Nadler, 1989)</i>	192
7.2.2.3	<i>Critical evaluation of the model</i>	204
7.2.2.4	<i>The problem-solving model</i>	205
7.2.2.5	<i>Evaluation of the model</i>	210

	PAGE
7.2.2.6	<i>Comments on the two open models</i> 211
7.3	A MANAGEMENT DEVELOPMENT MODEL FOR SEDIBENG MUNICIPALITIES 212
7.3.1	Orientation 212
7.3.2	The Commitment Approach to Management Development 214
7.3.3	The Unfolding and Development of the Management Development Process 219
7.4	CHAPTER SUMMARY 235
 CHAPTER 8	
	SUMMARY, FINDINGS AND RECOMMENDATIONS 237
8.1	INTRODUCTION 237
8.2	SUMMARY 237
8.3	FINDINGS FROM THE RESEARCH 239
8.3.1	Findings on research Aim 1: The need for a new approach to management development in Sedibeng District Council Municipalities 239
8.3.2	Findings research Aim 2: The nature and scope of Management Development 243
8.3.3	Findings research Aim 3: Management Development practices in International and National Perspectives 245
8.3.4	Findings on Air 4: The empirical survey 249
8.3.4.1	<i>Findings regarding management development needs</i> 249
8.3.4.2	<i>Findings regarding management development experiences</i> 250
8.3.4.3	<i>Findings regarding management development activities</i> 252
8.3.4.4	<i>Findings from the rank order of needs prioritisation</i> 254

	PAGE
8.3.4.5	<i>Findings regarding differences in responses between municipal management team members</i> 254
8.3.5	Findings on research Aim 5: A management development model for municipal managers in South Africa (including Sedibeng District Municipal Councils) 259
8.4	RECOMMENDATIONS 260
8.5	RECOMMENDATIONS FOR FURTHER RESEARCH 267
	REFERENCES 268
APPENDIX A	RESEARCH QUESTIONNAIRE
APPENDIX B	LOCALITY MAP OF SEDIBENG DISTRICT COUNCIL (A CASE STUDY)
APPENDIX C	LIST OF MUNICIPALITIES CONTACTED WITHIN THE AREA OF STUDY
APPENDIX D	LETTER TO THE EDITOR

LIST OF FIGURES

	PAGE
4.1 Mumford's effectiveness triangle in management development	85
4.2 Mumford's virtuous learning circle	86
4.3 Three-dimensional management	98
7.1 The linear model	190
7.2 The critical events model	192
7.3 The problem-solving model	206
7.4 The commitment approach to management development	216
7.5 The development of the commitment approach to management development	219
7.6 Phase 1: overview of the vision and mission	220
7.7 The self-evaluation phase	223
7.8 Self-evaluation template	225
7.9 The essence of the self-evaluation phase	226
7.10 Selecting and setting indicators of good practice	228
7.11 Planning for improvement	230
7.12 The action plan form	232
7.13 The management development process	234

LIST OF TABLES

	PAGE	
5.1	Target population - middle managers	114
5.2	Sampling	115
5.3	Return rate per sample category	115
6.1	Data on respondents' gender	119
6.2	Data on the ages of respondents	120
6.3	Data on positions held by respondents	121
6.4	Data on respondents' experience in current positions	122
6.5	Data on the highest academic qualifications	124
6.6	Data on further study in municipal management	125
6.7	Data on performance appraisal	126
6.8	Data on planning, organising, guiding and controlling	128
6.9	Data on financial management	130
6.10	Data on conflict management	131
6.11	Data on managing interpersonal relationships	132
6.12	Data on managing change	134
6.13	Data on delegation	136
6.14	Data on team building and delegation	137
6.15	Data on communication skills	138
6.16	Data on managing a multicultural environment	140
6.17	Data on accredited management training	142
6.18	Data on attendance of inset on management in the last two years	143
6.19	Data on the need for management development at municipal level	144
6.20	Data on management courses conducted for staff in 2000-2001	145
6.21	Data on the willingness to attend a management course with another member of staff	147
6.22	Data on the willingness to observe other municipal managers in their municipalities	149

	PAGE	
6.23	Data on the willingness to act as a tutor for other managers	150
6.24	Data on attending a management development course conducted by a staff member	151
6.25	Data on the willingness to pay for a management development course	152
6.26	Data on the policy for management training and development	155
6.27	Data whole municipal and individual needs identification	156
6.28	Data on costing and budgeting for management developing programmes	158
6.29	Data on attendance of municipal-based and external in-service training	160
6.30	Data on the implementation of development plans and experiences	161
6.31	Data on the monitoring and evaluation of management development plans	162
6.32	Data on the focus of management development activities	165
6.33	Data on management development programmes in the context of the municipal's mission and aims	166
6.34	Data on staff involvement in management development planning and implementation	167
6.35	Data on the regular evaluation of management development activities	168
6.36	Data on whether management development is focused on continuous improvement	170
6.37	Data and key strategic issues upon which management development must focus	171
6.38	Data on management development needs identification systems and procedures	173
6.39	Data and action plans for management development programme implementation	174
6.40	Data on expected outcomes and success criteria of management development plans	176
6.41	Data on indicators of goods practice for rating management development needs	176
6.42	Data on the flexibility of the management development programmes	178
6.43	Data on the use of external expertise in management development	179

	PAGE
6.44 Data on reporting of the staff on the content and value of management development activities	181
6.45 A rank order comparison of management development needs	182

CHAPTER 1

INTRODUCTION AND SCOPE OF STUDY

1.1 BACKGROUND TO THE RESEARCH

Management development by its own nature is a vehicle through which leaders can deliver a management service of excellence. Management development is regarded by many, particularly specialists, who are aware of the problems and shortfalls in this field, as perhaps the largest single challenge for human resource development (Conger, 1992:47). Others see it as a panacea to all their psychosocial problems. These are usually the same people who roundly condemn aspects of management development should their unique specific problems not have been solved. Frequently they feel that management development is an esoteric exercise that has little application to their real world. This apparent inconsistency exists because they do not really understand all the issues of people development in general and management development in particular. It is also because management development traditionally has been an act of faith based on the premise that if enough seed is scattered (via training courses), some will take root and produce. Frequently evaluations of such courses are based on how participants like the course, rather than on the benefits accruing to the organisation; unfortunately, this could create the impression that all is well in respect of this important activity, until major problems caused by lack of competent people arise. It is imperative that managers and heads of departments should be well prepared and skilled for their onerous management tasks. This situation calls for a management development approach that will ensure that managers are developed and skilled (Miller, 1997:72).

The next section presents the statement of the study problem, so as to further highlight the problem under investigation.

1.2 PROBLEM STATEMENT

Local Government transformation has resulted in many radical Local governments from individualistic, autocratic, racial and top-down practices. South Africa has a distinct lack of efficient local government managers. It is necessary to ensure that more efficient managers are developed who are able to cope with the stringent demands of the future world of work (Local Government Law Bulletin, 1999: 12).

The assumption is that there is a need for management development and therefore the question 'why management development?' needs to be answered. Authors (Cox, 1994:16 and Bolt, 1996:30) have attempted to explain and justify the rationale for management development, and these will be discussed in Chapter two. However, implicit in the articles published (Local Government Law Bulletin, (2), July 1999: 12; Local Government Law Bulletin, 1(2), July 1999) on the subject, is the assumption that there is a need for management development for local governments in South Africa. A number of papers on the subject widely consider the problems in management development, as well as some of the cures. The fact that municipal managers are identifying problems and proposing new paradigms implies that there is a real and urgent necessity for management development. Drucker (1999:421) comments "...and if we know one thing today, it is that managers are made not born. There has to be systematic work on the supply, the development and the skills of tomorrow's managers. It cannot be left to luck or chance". In Drucker's work, he provides a number of guidelines for the development of municipal managers, all of which are based around the previous rationale for this specific activity.

The second assumption, is that there is a marked change in South African Local Government, and that this change implies a change in management methodology. All

socio-political sectors in South Africa acknowledge that the country is in a state of flux and change. The Executive Mayor of Sedibeng District Council, Mayor Skosana, believes that these changes will have a major impact on the management of the future of South African local governments. Change, by its very nature, implies the redressing of problems. The existence of change implies that there is a need for thorough improvement.

In the light of the assumption that effective managers are developed and not born, and that these perceived effective managers could be identified, the researcher concentrated on investigating the developmental experiences of perceived efficient managers.

1.3 AIMS OF THE STUDY

The overall aim of this study is to help management teams of local governments of the Sedibeng District Council to plan, implement and evaluate a management development policy and programme of activities that will facilitate management in local governments and encompass the changes brought about by the local government transformation in South Africa. According to the Executive Mayor, the Honourable Skosana (Personal interview, July 2000), management development of his councils aims at making employees of the council to be more effective and to enable them to use their strength and abilities more fully, rather than to allowing them change their personalities. Mayor Skosana explains that management development deals with what employees need to improve their skills, and this concerns changes in behaviour likely to make these officers more effective. This is why Mayor Skosana has supported and provided motivation for this research study to be conducted in respect of the Sedibeng District Council and various local governments.

On the basis of the mentioned support and motivation of Mayor Skosana, this research is greatly facilitated by means of the conducting of personal interviews and the distribution of questionnaires to the sample population. It results in the saving of cost and time as

well in respect of sending, posting and printing, as the Mayor had appointed his personal adviser, Mr. Andile Xaba, to co-ordinate activities and to assist the researcher in this study until its finalisation. Mr. Xaba regularly reported to the Mayor in respect of the progress of this research study. Mr. Xaba distributed and collected the questionnaires to and from relevant sample groups after these had been completed, and also arranged interviews with concerned sample groups.

These overall aims of the study thus are to:

- Determine the national and international trends regarding local government management development programmes;
- determine the nature and scope of management development in the Sedibeng District Council; and
- develop a management development model for application in the Sedibeng District Council.

1.4 OBJECTIVES OF THE STUDY

One primary and four secondary objectives have been identified for this particular research study.

1.4.1 Primary objective

The primary objective of the study is to investigate and develop a management model for middle management in the Sedibeng District Council.

1.4.2 Secondary objectives

The attaining of the following secondary objectives is important towards supporting the achievement of the primary objective.

The secondary objectives comprise of researching the literature on the field of management development. This would aim at -

- Providing an overview of the training and development process;
- outlining the factors that determine which training methods should be used;
- providing an analysis of management development; and
- indicating the importance of evaluating management development programmes.

1.5 DEMARCATION OF THE FIELD OF STUDY

The area of study will be Sedibeng District Council, which consists of the following councils and towns (Annexure D).

- **Lekoa (Emfuleni):** Vereeniging, Vanderbijlpark, Sebokeng, Sharpeville, Evaton, Boipatong, and Bophelong.
- **Midvaal:** Meyerton, De Deur, Randvaal, Vaal Marina, Risiville, Walkerville, and Klip River.
- **Lesedi:** Heidelberg, Ratanda, Devon, and Vischkuil.

In the study refer to both middle management and management in local government (including Sedibeng District Council).

1.6 HYPOTHESIS IN RESPECT OF THE RESEARCH ISSUES

Due to the nature of the study, a case study analysis, no hypotheses were formulated. The emphasis on this study is on exploring trends in the cases analysed.

1.7 RESEARCH METHODOLOGY

For this study, the following research methods were utilised.

The study consists of a literature study and an empirical study, based on personal interviews.

The research is divided into two sections. First of all the ultimate aim of the research is to draw up a model for the development of effective middle managers in local government by identifying and interviewing managers and then to compare and contrast their respective development experiences.

Phase one: The objective is, to identify a sample of perceived effective municipal managers, as well as to identify a sample of perceived ineffective middle managers. This forms the basis of the research conducted primarily by way of questionnaires.

Phase two: This phase of the research involved qualitative, in-depth interviews with samples of managers. The objective of phase two is to investigate into the developmental experiences of both perceived effective and ineffective managers. The ultimate aim is to identify experiences that lead to the development of effective management competencies.

The instruments of data collection for both phases, are described, i.e. the questionnaire in phase one and the in-depth interviews in phase two. Methods of quantitative and qualitative data analysis for the questionnaire and in-depth interview are explained in Chapter 6. The content and the interview questions were not identical questionnaires.

1.7.1 Literature Study

A literature study was conducted in the relevant field of study, namely management development. This has provided a better insight into the research problem, and gave the necessary background to guide the empirical part of the study. In addition to the information obtained from textbooks, other sources were consulted in order to obtain the information needed for this particular study. Sources such as journal articles, magazines and the Internet were consulted.

The aim is to review literature on management development and to gather information from experts in this field, and to ascertain whether any common themes are found regarding the developmental experiences of perceived effective managers as contrasted with those of perceived ineffective middle managers within local government.

- ***Measuring instrument***

Information gathered from the literature study was used to develop and design a questionnaire in order to gather information from municipal managers in the Sedibeng District Council.

- ***Pilot survey***

The questionnaire was pre-tested with a selected number of respondents from the target population to secure its qualities regarding effective measurement.

The Harvard Method of source referencing and acknowledgement was used.

1.7.2 Empirical Study

The literature study was followed by an empirical study. The empirical study was conducted so as to gather information about the current management development programmes and activities used by municipal managers in the Sedibeng District Council, and to determine their development needs.

Interviews were conducted and included the following:

- Municipal managers.
- All members of the management teams responsible for implementing of management development programmes.

The questionnaires were compiled in order to achieve the primary and secondary aims of the study. Interview questions were not identical to the questionnaire questions.

The structure of the questionnaire consists of the following four sections.

<i>Section A</i>	General Information
<i>Section B</i>	Management development needs
<i>Section C</i>	Management development experiences
<i>Section D</i>	Management development activities.

1.8 CONTENTS OF THE STUDY

The research study consists of eight chapters, which are summarised as follows.

Chapter 1 Introduction and scope of the study

This chapter comprises the introductory section of the study.

The scope of the study covers a management development model for the Sedibeng District Council, as well as reference to the importance for such a study and the need thereof.

The problem statement is emphasised, as well as the aims of the study, research objectives, the demarcation of the field of study, and the research methodology.

Chapter 2 Local Government in South Africa

In this chapter a brief overview of local government in South Africa is provided.

Chapter 3 The nature and scope of Management Development

This chapter provides a review of the literature related to management development. This chapter includes the definitions of management and management development as based on the research of Burger (1999), Goosen (1998) and Solomon (1997). This is followed by an investigation into various theories and models of management development. The last section of the chapter covers the competencies required for the future work of

managers, so that the model of effective management development remains relevant in years to come.

Chapter 4 Management Development practices: An overview of some Western and national approaches

This chapter explores some management development approaches, both internationally and nationally.

Chapter 5 Empirical Research Design

The purpose of this chapter is to outline the design of the empirical research regarding the current management development in municipalities within the Sedibeng District Council.

Chapter 6 Data analysis and interpretation

The purpose of the empirical survey was to determine, by means of a questionnaire, the management development needs, experiences and current activities of municipal management leaders in municipalities in the Sedibeng District Council.

Chapter 7 A management development model for managers in the Sedibeng District Council

Municipal managers, who need management development and training, manage Sedibeng Municipalities.

Chapter 8

Summary, findings and recommendations

This chapter outlines the rationale of this study. The study focuses on the municipal transformation in South Africa and the concomitant need for a management development programme for municipal middle management leaders.

1.9 ABBREVIATIONS

ANC	African National Congress
CA	Commitment Approach
CEM	Critical Events Model
DOH	Department of Health
FFC	Financial and Fiscal Commission
GJMC	Greater Johannesburg Metropolitan Council
MEC	Member of the Executive Council
Minmec	Ministry for Members of the Executive Council
NCOP	National Council of Provinces
NGO	Non-governmental Organisations
NP	National Party
SADC	Southern African Development Countries
SALGA	South African Local Government Association
UCB	Urban Bantu Council

1.10 GENERAL

- Annexures are appended at the back of this thesis.
- The Harvard Method for source references is used.
- Tables and figures are illustrated.
- Where no sources are mentioned, the specific instance relates to own research.

If reference is made only to the year, emphasis is placed on the general impression of the author.

CHAPTER 2

LOCAL GOVERNMENT IN SOUTH AFRICA

2.1 INTRODUCTION

The South Africa Act of 1909, established the Union of South Africa, as well as the second tier of government in the form of the four provinces of the Cape, Natal, Orange Free State and Transvaal. Section 85(vi) of the South Africa Act enabled the four provincial councils to make ordinances in relation to "... municipal institutions, divisional councils and other local institutions". As such, it was thus left to the provincial councils to deal with the establishment of municipal structures. As a result of this, municipal councils that were subsequently established in the four provinces, developed distinct similarities. At that time, with the exception of Divisional Councils in the Cape Province, local government was essentially an urban phenomenon (Ismail and Mphaisa, 1997:4).

Furthermore, in terms of Section 147 of the South Africa Act, 1909, the governor-general was vested with the power to administer all matters relating to Black South Africans. As a result of this provision, Black South Africans were left out of the municipal system from the very outset. At the same time, the Constitution of the Union granted the White minority, parliamentary democracy, while it subjected the Black majority to an autocratic administrative rule.

When the National Party (NP) came into power in 1948, it ensured that "apartheid", as an ideology, became institutionalised. The "apartheid" government created separate radically based, facilities, services, business and industrial areas for Whites, while living areas for the other three racial groups were essentially inferior and dormitory towns.

The Bantu Self-government Act of 1959 established eight, (later changed to ten) self-governing states for Black South Africans. This had the effect of ensuring that Black South Africans were excluded from representation at all levels of government outside of the homelands.

In essence, the urban "apartheid" policy aimed to achieve the following (Local Government White Paper, 1997):

- Intensification of racial segregation;
- controlling of the movement and settlement of Black South Africans into urban areas;
- reduction of the financial burden that Black areas may have had on the White taxpayers;
- undercutting the political rights of Black South Africans outside of the established "homelands"; and
- reducing the legal access of Black South Africans to land, restricting them to specified areas.

With this in mind further legislation regarding local government will be analysed to emphasise the development of local government in South Africa.

2.2 LEGISLATION GOVERNING "APARTHEID" LOCAL GOVERNMENTS BEFORE 1980

In essence, it was the Group Areas Act 41 of 1950 and subsequently Act 36 of 1966, which enshrined "apartheid" policies at local level. The Group Areas Act prescribed strict residential segregation. The Act limited specific residential/group areas as being

specifically set aside for certain race groups only and had as ultimate aim insisted on the forced removal of non-White South Africans from areas that had been designated as “White” areas. The Act further provided that areas that had been designated as “African” areas, were prevented from attracting industry and in this way they were deprived within these areas of revenue and jobs as well as industrial development.

The Group Areas Act Of 1966 had the effect of ensuring geographic, social, institutional and material division in South Africa. In this way the "apartheid" system damaged the social and economic environment in which South Africans lived. While municipalities were established in the former four provinces to oversee the needs of the White areas the local structures that had been set up for the designated Black areas, were merely advisory.

A system of Urban Bantu Councils (UBC) was created nationally in terms of the Urban Black Councils Act 79 of 1961. These councils were merely advisory and had no power in any way to improve the conditions of the people they served. As such, they never gained much support from the communities.

The Black Affairs Administration Act 45 of 1971 established Administration Boards for the Black areas, and in so doing, removed the responsibility of the administration of Black areas from that of White local authorities. These Administration Boards were assumed to fulfil some of the local government functions for the particular areas for which they had been established.

In total, 22 Advisory Boards had been established throughout the country. These advisory boards, as the Urban Bantu Councils before them, had no policy-making powers. The failure of this system was also due to the fact that these advisory boards had been appointed and not elected by the communities. These were subsequently renamed Development Boards in terms of the Black Communities Development Act 4 of 1984. These were subject to change once again in 1986 when, due to the drastic changes to

provincial government, the development boards were renamed the Community Services Divisions of Provincial Administration.

These development boards, however, were not the only bodies responsible for the administration of local issues in Black local areas. The Community Council Act 125 of 1977 established Community Councils, which were elected structures responsible for the political accommodation of Black people who were living in urban areas. These structures once again had no powers and no resources of their own, and as such, similar to the structures that were established before them, failed to gain any political credibility. In 1982, in terms of the Black Local Authorities Act 102 of 1982, the new Black Local authorities replaced these community councils.

The establishment of Black Local Authorities was problematic from the outset, despite the fact that for the first time in South Africa there were Municipal Councils for Blacks. These structures were politically contentious, and were rejected by the communities, as they were seen as being racist structures. In addition, Black local authorities, unlike their White counterparts, were financially in dire straits and highly reliant on national and provincial government financial support (Visser, 1999:15).

2.3 FINANCIAL BASIS OF "APARTHEID" LOCAL GOVERNMENTS

White local authorities had a financial basis for ensuring that local government in the White areas was functional. The White local authorities received, as part of their own revenue, rates from fixed property owned in their area of jurisdiction. They also derived income from rendering services like water, electricity and other services, as well as from income on borrowings. In addition, White local authorities also received subsidies for fire brigades, library services and disaster management (De Villiers, 1997:15).

By comparison, Black local authorities were subject to firm provincial control, which rendered them highly ineffectual. Black Local Authorities' own revenue sources were

supposed to come from the sale of sorghum beer. This, however, was privatised shortly after the establishment of Black Local Authorities. In addition, Black Local Authorities were to raise revenue from the sale of liquor in the townships and from taxing White employers who employed Black labour in certain areas, and from the payment of services. The reality was that none of these were effectual and as such, made Black Local Authorities highly reliant on national and provincial government for financial support (De Villiers, 1997:18).

In addition, national and local authorities owned the property in the townships. Blacks were not allowed to own property and all the attempts in the 1980's to introduce property ownership, failed. As indicated earlier the Group Areas Act of 1966 prevented business and commerce from being established in townships. As a result of this, Black local authorities lost out on possible revenue, which they might have gained to their benefit. This added to the legacy of preventing Blacks from owning property this; had immense negative implications for the revenue base of Black Local Authorities.

Black Local Authorities mostly charged a flat rate for services. This meant, that they were not recovering the full cost of the services that were rendered. On the whole Black Local Authorities were ridden with problems and the communities, which had no faith in them, questioned their legitimacy.

2.4 COLOURED AND INDIAN LOCAL AUTHORITIES

Similarly, those South Africans who were classified "Coloured" and "Indian" under "apartheid" laws was also affected by the apartheid policies. Up until 1960 the Indians and Coloureds in the Cape Province and Natal enjoyed some representation on the White local councils in those provinces. This was, however, stopped, following the recommendations of the Niemand Commission in 1961 (De Villiers, 1997:21).

Subsequent to this, a series of Coloured Management and Indian Local Affairs Committees were set up. In terms of Section 28 of the Former Group Areas Act 36 of 1966, the legislative power of the former provincial councils was extended to include local legislation for the above management or consultative committees. These were known as local affairs committees. As with the structures established for the Black areas prior to the advent of the Black local authorities, these structures were also merely advisory and never developed as independent bodies. These structures relied entirely on White local authorities to administer services in their areas. As with the structures established in the Black areas, these structures were under tremendous pressure from their communities, which questioned their legitimacy (De Villiers, 1997:23).

2.5 LOCAL GOVERNMENTS IN THE 1980'S

In terms of the Republic of South Africa Constitution Act 110 of 1983, a Tri-Cameral Parliament was established. The Tri-Cameral Parliament consisted of the following houses.

- The House of Assembly for Whites, (178 members);
- the House of Representatives for Coloureds, (85 members); and
- the House of Delegates for Indians, (45 members).

2.5.1 The 1983 Constitution was based on the following core principles

- The three Houses of Parliament were divided according to population groups, which sat jointly on general affairs and separately on own affairs.
- The concept of own and general affairs divided the functions and services of government along ethnic lines.

- Blacks were not to be represented in Parliament.

To a large extent, the changes brought about by the 1983 Constitution, were a response by the "apartheid" government, as its authority was beginning to be challenged by the communities in early 1980.

With the introduction of the concept of "Own Affairs" in the 1983 Constitution, the state also introduced 200 new Black local authorities with nominal powers. The state also established Regional Services Councils in terms of the Regional Services Council Act 109 of 1985. These councils had a predominantly functional purpose. Their task was to provide optimal and cost-effective bulk services such as water, electricity, and street cleaning. This was to be done through co-operation and co-ordination among local governments and communities. The aim of this process was to supplement local authorities' sources of revenue and to introduce multi-racial decision-making at a local level. The Regional Services Councils were never widely accepted, despite the fact that they had some measurable success in the provision and upgrading of services in the poorer areas. The communities saw the Regional Services Councils as being structures, which reinforced "apartheid" policies and practices, as they were linked to the separate local authorities that had been established for the separate race groups.

2.6 CONSTITUTIONAL PROVISIONS OF LOCAL GOVERNMENTS SINCE 1996

Section 151 of the Constitution of 1996(4) recognises local government as a sphere of government. Chapter three of the Constitution deals with co-operative government and clearly establishes the institutions of government as being national, provincial and local spheres of government (Meyer & Semark, 1996:169). Unlike the interim Constitution (1994), which referred to levels of government, the final Constitution entrenches the

notions of autonomous spheres of government; this is to emphasise the co-operation between the three spheres.

The recognition of local government as a sphere of government needs to be explored as it has tremendous implications for local government in South Africa. By providing for local government as a sphere, local government is afforded constitutional protection and as such, cannot be abolished by either national or provincial government. Further it also emphasises the non-hierarchical structure of the three spheres of government (Reddin, 1998:471).

The notion of a "sphere" of government is first introduced in Section 40 of the Constitution of 1996. Section 40 provides that the government is constituted as national, provincial and local spheres of government, which are distinctive, interdependent, and interrelated. Section 41(g) further elaborates on this by providing for the geographical, functional and institutional integrity of each sphere. Section 43 then goes on to accord to each sphere a legislative function, Section 43(c) specifically, vests the legislative authority of local government in Municipal Councils, subject to the provision of Section 156. Section 156 provides that a municipality may make by-laws for the effective administration of its matters, which it has the right to administer. As such, the legislative authority of municipalities is limited to the extent set out in Section 156 of the Constitution.

Chapter three creates the backdrop for the provisions in Chapter seven, where the concept of local government and how it is dealt with, is given. Under the "apartheid" government, the notion of tiers of government was utilised to emphasise the hierarchical division of government power. In the new Constitution, the term "sphere" is used to mark the shift from the former hierarchy to a government in each sphere and is seen to have equivalent status. Various academics, for example Pimstone (ibid. 5A-27), have indicated that for local government this is an idealised conception, taking cognisance of

the reality of the constitutional distribution of powers, and the present incapacitated state of most local government structures.

The implication of securing local government the status of a sphere is important and assures local government of more independence in decision-making. Along with being afforded the status of a sphere of government, local government also has to fulfil the Constitutional obligations, which have now been placed on it. As a sphere and level of government closest to the people, local government has been tasked with fulfilling the social and economic "promises" that have been made as stated in Chapter two, which relates to the Bill of Rights in the final Constitution.

Local government consists of municipalities, which in terms of Section 151 of the Constitution were established throughout the Republic. Municipalities are the entities, which carry out the obligations placed on local government as a sphere of government.

Each municipality is run by a municipal council, which in terms of Section 151 of the Constitution, is vested with the executive and legislative authority of the municipality. A municipality has the right to govern on its own initiative, the local government affairs of its community. This, however, is subject to national and provincial legislation, as provided for in the Constitution. In terms of the role of national and provincial government, Section 151(3) states that the national and provincial government may not impede the ability of a municipality, or the right to exercise its powers or to perform its functions.

Section 151, as a whole, marks a considerable shift in the status afforded to local government, and is viewed as one of more progressive achievements in the Constitution. By comparison, most other countries, with the exclusion of India and Germany, leave local government as an issue to be dealt with at a provincial level. In South Africa, local government derives its powers through Section 151 and is protected by the Constitution. The combination of the notion of local government as a sphere of government and its co-

existence along with other spheres of government in the spirit of co-operative government marks, the beginning of a radically new shift for local government in South Africa.

Rautenbach (1999:92), correctly points out that in principle, as many powers and functions as possible should be delegated to local government. This will, however, be futile if local government does not have the expertise and financial and administrative infrastructure to perform the functions and exercise the powers that have been allocated to them. One of the major challenges facing local government is that of being able to deliver on its constitutional mandates.

In Germany, on the other hand, the Federal Constitution protects the institution of local government as the third tier of government. In terms of Article 28(2) of the German Constitution of 1984, local governments are guaranteed the right to regulate on their own responsibility all affairs of local community within the limits set by statute. The Federal Constitution does, however, leave the detail of the organisation, powers and functions of local government to the respective provincial Constitutions to deal with (De Villiers, 1997:476).

Belgium (Reddin, 1998:476) has for the past three decades undergone transformation from a unitary to a federal form of a state. This has had an impact on local government. Previously parliament was supreme; and formed the basis for the governing process. Now, under the new form of constitutionalism, there is an emphasis on communities. In Belgium the state is made up of three "*geweste*" (communities) organised along language lines. There are 589 local governments/ "*gemeentes*". The Federal Constitution protects the institution of local government, the boundaries of local government and the provinces, and their powers. As such, these cannot be altered by the legislation of the "*geweste*". The Local Government Act (1996) and the Provincial Act (1996) fall under the powers of the Federal government. The powers and functions of local government are not explicitly defined, but all matters of interest to local government fall within their

powers. Typical matters that are allocated to municipalities are inter alia sewerage, roads, gas and water.

In the three constitutions mentioned above, local government is protected as a separate level of government, but the role of the provincial government in defining the actual powers. Belgium is the most centralist, because local government is a national function. In Austria and Germany, local government is left to a provincial constitution, and the provincial legislation (Reddin, 1998:476).

It appears the Constitution in South Africa has gone a long way to protect local government as a sphere of government. By comparison, the legal framework afforded to local government under the South African Constitution, appears extremely progressive and very promising. However, the true test for the success and achievements hailed by the Constitution of 1996 will be at the implementation phase.

2.6.1 Section 152

Section 152 of the final Constitution sets out the specific objectives for local government. These have been described (Pimstone, *ibid.* 5A-33) as being a loose statement of the rationale of local government and in essence, provide an overarching set of obligations to be fulfilled by local government.

The obligations are set out as follows:

- To provide democratic and accountable government for local communities. (This is recognition of the fact, that for democratic government to be realised, there has to be participation and representation by the local community).
- To ensure the provision of services to communities in a sustainable manner.

- To promote social and economic development.
- To promote a safe and healthy environment.
- To encourage the involvement of communities and community organisations in the matters of local government. (One of the motivations behind the involvement of communities is also to involve communities in the development of their own living environment).

It is clear from the above, that local government has to provide services and promote development. Section 152 goes further, to state that municipalities must strive, within their financial and administrative capacities, to achieve the objectives set out above.

In essence, the Constitution attempts to address the imbalances of the past and places an obligation on local government as the level of government closest to the people, to deliver on the most basic needs of citizens, and more specifically, to ensure that all South Africans receive services in a sustainable manner.

Section 153 of the Constitution of 1996 deals with the developmental duties of municipalities. Section 153 provides that "... a municipality must structure and manage its administration and budgeting processes to give priority to the basic needs of the community, and to promote the social and economic development of the community". The section makes it clear, that the development imperative must permeate all aspects of local government. In addition, the section sets out how municipalities should go about fulfilling the constitutional mandates placed on them.

It may be noted at this stage, that a similar provision to Section 153 is contained in the Transition Act of 1996. Section 10G(1)(d) provides, that "...every municipality shall structure and manage its administration and budgeting and planning processes to give

priority to the basic needs of the community and promote social and economic development within its area of jurisdiction”.

The Transition Second Amendment Act, 1996 places a further obligation on a municipality to compile an integrated development plan, which is a plan, aimed at the integrated development and management of the area of jurisdiction of the municipality. The municipality must also prepare a financial plan in order for it to be able to give effect to the plan. In addition, in preparing the annual budget, the municipality must ensure that the budget is in accordance with the integrated development plan.

It appears then, that the development obligation placed on local government, should be its primary aim in order to achieve, and municipalities should ensure that they are structured in a way that makes development achievable.

Section 154 deals with municipalities in co-operative government and is dealt with in Chapter seven of the Constitution of South Africa.

Section 155 deals with establishment of municipalities. Section 155(1) outlines, that there are the following three categories of municipalities.

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

Section 155(2) provides, that national legislation must define the different types of municipality that must be established within each category. Section 155(3) goes further, to provide that national legislation must:

- establish the criteria for determining when an area should have single category municipality or when it should have municipalities of both categories B and C,
- establish criteria and procedures for the determination of municipal boundaries by an independent authority, and
- Subject to Section 229 (which is the section dealing with municipal fiscal powers and functions), make provision for an appropriate division of powers and functions between municipalities of both category B and category C. A division of powers and functions between a category B municipality and a category C municipality may differ from the division of powers and functions between another category B municipality and that category C municipality.

Section 155(3) goes further, to provide that the legislation envisaged above, must take into account the need to provide municipal services in an equitable and sustainable manner. In this way, one is able to trace the point made earlier, that the developmental objectives set for local government in Section 152 permeates the functioning of local government and how it is envisaged, as set out in Chapter seven.

The Municipal Structures Act No. 117 of 1998 (Structure Act) aims to do just that. This Structure Act is viewed as having given the impetus to moving towards the final phase of local government transition (Meyer, 1999:176).

2.7 THE MUNICIPAL STRUCTURES ACT OF 1998

The purpose of the Structure Act of 1998 is to:

- Provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality;
- establish criteria determining the category of municipality to be established in an area;
- define the types of municipality that may be established within each category;
- provide for an appropriate division of functions and powers between the categories of municipalities;
- regulate the internal systems, structures and office bearers of municipalities;
- provide for appropriate electoral systems; and
- provide for matters in connection therewith.

Section 2 of the Act provides that all metropolitan areas must have category A municipalities. It provides, that each area must have a single category A municipality if that area can reasonably be regarded as follows.

- A conurbation, featuring:
 - areas of high population density;
 - an intense movement of people, goods and services;

- extensive development; and
 - multiple business districts and industrial areas.
- A centre of economic activity with a complex and diverse economy.
 - A single area for which integrated development planning is desirable.
 - An area having strong interdependent social and economic linkages between its constitution units.

An area that does not comply with the criteria as set out above must have municipalities of both category B and category C and is dealt with under section three of the Structures Act of 1998, which provides, that non-metropolitan areas will have a combination of category B and category C (Meyer, 1999:176).

The Structures Act, through the sections outlined above, addresses Section 155(3) of the Constitution of 1996 by establishing the criteria for determining when an area should have a single category A municipality or when it should have municipalities of both category B and category C.

Section 4 of the Structures Act then provides, that the minister responsible for local government, must then apply the criteria outlined above and determine whether an area must have a single category A municipality, or whether it must have municipalities of both category B and category C. This however, can only be affected after the minister responsible for local government, has consulted with the MEC for local government in the particular province concerned, the Demarcation Board, the South African Local Government Association (SALGA) and organised local government in the province.

It should be noted, that the Municipal Structure Act of 1998 has been amended by the Municipal Structures Amendment Act 58 of 1999, assented to on 14 January 2000. The Amendment Act seeks to amend the Act so as to:

Vest the power to whether an area must have a single Category A municipality or whether it must have both category B and C in the Municipal Demarcation Board.

The Western Cape provincial executive and the Kwa-Zulu Natal provincial executive brought about the amendment after the Constitutional Court's challenges to the Structures Act. The constitutional court found, in this case, that the determination of municipal boundaries and the determination of the category of municipalities are linked, as the Demarcation Board can determine boundaries only once it knows what it is determining the boundary for and what category of municipality is being dealt with. As such, the amendment to the Act of 1996 was made, so as to allow for the Demarcation Board to determine whether an area must have a single Category A municipality or whether it must have both category B and C in the Municipal Demarcation Board, and in doing so, to consult only with the minister responsible for local government.

Section five of the Structures Act of 1998 provides, that if the minister determines that an area must have a single category A municipality, then he/she must declare that area a metropolitan area. This should be done by notice in the Government Gazette. When declaring an area a metropolitan area, the minister is to designate the area by identifying the nodal points of the area. In terms of Section 5(2), it is left to the Demarcation Board to determine the outer boundaries of that area.

The Structures Act of 1998 defines the types of municipality that may be established within each category, according to executive structures; this is dealt with in Section 8-10.

In the recent constitutional challenge to the Structures Act brought by the Western Cape and Kwa-Zulu Natal provincial executives, the constitutional court clarified the scheme of constitutional powers in relation to the establishment of new municipalities as follows.

- National government establishes the criteria for determining the category of municipalities in terms of Section 155(3)(a), as well as the criteria for demarcation in terms of Section 155(3)(b).
- National government defines the different types of municipalities that can be established within each category of municipality, this is in terms of Section 155(2).
- The Municipal Demarcation Board, established in terms of the Municipal Demarcation Act 27 of 1998 (Demarcation Act), determines municipal terms of Section 155(3)(b).
- Provincial governments determine the types of municipality that must be established in their province in terms of Section 155(5) and established municipalities in accordance with national legislation, in terms of Section 155.

The Constitutional court in this case, found that Section 13 of the Structures Act of 1998, which empowers the minister to determine guidelines, which the MECCA (Member of the Executive Council) must take into account when establishing a municipality, was inconsistent 155(5) in respect of the Constitution of 1996, in that it prescribes to the provinces how they must exercise a power which falls within their own constitutional competence. In this way the Constitutional court upheld the provinces' assertion of autonomy with regard to choosing the types of municipalities to be established in the province.

The Structures Act of 1998, in Section 8-10, addresses the constitutional requirements set out in Section 155(2) of the Constitution of 1996, which stipulates, that national legislation must determine the types of municipalities which may be established within each category of municipality.

Section 7 of the Structures Act of 1996, sets out the different municipal systems or combinations of the municipal systems in terms of which the different types of municipality within each category of municipality are defined.

The five systems comprise the following.

- Section 7(a) provides for the collective executive system, which allows for the exercise of executive authority through an executive committee in which the executive leadership of the municipality is collectively vested.
- Section 7(b) provides for the mayoral executive system, which allows for the exercise of executive authority through an executive mayor in whom the executive leadership of the municipality is vested and who is assisted by a mayoral committee.
- Section 7(c) provides for the plenary executive system, which limits the exercise of executive authority to the municipal council itself.
- Section 7(d) provides for the sub-council participatory system, which allows for delegated powers to be exercised by sub-councils established for parts of the municipality.
- Section 7(e) provides for the ward participatory system, which allows for matters of local concern to wards to be dealt with by committees established for wards.

Section 8 of the Structures Act of 1998, then expands on this by outlining the 8 types of category A municipality, which are based on the five systems outlined in Section 7, or a combination thereof. The types of category A municipality outlined in Section 8 are as follows:

- A municipality with a collective executive system.
- A municipality with a collective executive system, combined with a sub-council participatory system.

- A municipality with a collective executive system combined with a ward participatory system.
- A municipality with a collective executive system, combined with both a sub-council and a ward participatory system.
- A municipality with a mayoral executive system.
- A municipality with a mayoral executive system combined with a sub-council participatory system.
- A municipality with a mayoral executive system combined with a ward participatory system.
- A municipality with a mayoral executive system combined with both a sub-council and a ward participatory system.

Section 9 of the Structures Act of 1998 then goes on to define the same for the types of category B municipality. It provides for:

- A municipality with a collective executive system;
- a municipality with a collective executive system combined with a ward participatory system;
- a municipality with a mayoral system;
- a municipality with a mayoral executive system, combined with a ward participatory system;
- a municipality with a plenary executive system; and
- a municipality with a plenary executive system, combined with a ward participatory system.

Similarly, Section 10 of the Structures Act of 1998 provide for types of category C municipality as being a municipality with a:

- Collective executive system;
- mayoral system; and
- plenary executive system.

The sections of the Structures Act of 1998 highlighted above, define the different types of municipality that can be established within each category of municipality.

Taking cognisance of the types within each category of municipality, Section 10 of the Structures Act of 1998 then provides that provincial legislation is to determine for each category of municipality, the different types of municipality that may be established in that category in the province. As such, it is then up to the province to determine the types of municipality to be established in their provinces.

Section 155(5) of the Constitution provides that provincial legislation must determine the different types of municipality to be established in the province. Section 155(6) elaborates on this by providing that each provincial government must established municipalities in its province in a manner consistent with the legislation enacted in terms of the provisions outlined above. The province must by legislative or other measures provides for monitoring and support of local government in the province and promote the development of local government capacity to enable municipalities to perform their functions and manage their own affairs.

From the provisions of the Structures Act of 1998 examined above, it is arguable that the structure, categorisation and establishment of municipalities is left solely to national and provincial government as set out in the Act, and that local government's status as a

distinct sphere of government is undermined. By leaving these issues to the other spheres, the notion of local government as a sphere of government is contradicted.

In addition, it also impacts on the ability of local government to meet the objectives set for it in Section 151 of the Constitution of 1996 or to structure municipalities in a way that best suits the prevailing conditions that are faced at a local level. It is argued further that by leaving the structuring of local government as a matter to be decided on by the other two spheres, the ability of local government to deliver on its constitutional obligations is being jeopardised. Further, despite the Constitutional guarantees for local government, it appears that the Constitution and subsequent legislation issued in terms of the Constitution still perceive local government as being dependent on the other two spheres of government.

Pimstone (1990:5A-38) argues that while provincial governments have the power to choose for their province the type of municipality from the range on offer and have the power to establish municipalities, these powers of the provinces can be rendered non-existent by broader parliamentary authority over when and where issues.

2.8 THE POWERS AND FUNCTIONS OF MUNICIPALITIES

Section 156 of the Constitution of 1996, deal with the Powers and Functions of Municipalities. Section 156(1) provides that: “a municipality has executive authority in respect of, and has the right to administer:

- The local government matters listed in part B of Schedule 5; and
- any other matter assigned to it by national or provincial legislation.”

Section 156(2) provides further that a municipality may make and administer by-laws for the effective administration of the matters, which it has the right to administer.

In addition, Section 156(6) provides that:

"A municipality has the right to exercise any power concerning a matter reasonable necessary for or incidental performance of its functions".

This is extremely vague and does not provide much guidance. By the use of the words "effective performance of its functions" the section seems to indicate that local government has a predominantly administrative role to play, in that its role is local government as a sphere and the depiction of independence that has been portrayed by the Constitution.

One of the issues that also need to be addressed is what constitutes municipal power. Pimstone (1990:5A-34) argues that there is potential for conflict between the definition of municipal power together with the power in Part B to which it relates and the powers and mode of exercise provided for local government in legislation.

The problem with the legislation regarding government is that there is no co-ordination. As such local government finds itself affected by the Transition Act of 1998, a number of provincial ordinances, and their amendments as well as supplementary in Gauteng, and the Structures Act of 1998. Pimstone (ibid.) is unsure whether the Constitution has captured both the range of powers and the manner of expression contained and presented through this amalgamation of legislation.

Section 156(4) provides that:

The national government and provincial government must assign to a municipality, by agreement and subject to any conditions, the administration of a matter listed in Part A of Schedule 4 or Part A of Schedule 5, which necessarily relates to local government, if:

- That matter would most effectively be administered locally; and
- the municipality has the capacity to administer it.

This could lead to situation where those municipalities that have shown that they are able to administer a broader range of matters than those that have been listed in Part B will continue to exercise such power. If in that process they have struck up collaborative relationships with other spheres of government then these will be perpetuated (Pimstone, *ibid.*).

Schedule 4 lists the functional areas of concurrent national and provincial legislative competence, while Schedule 5 lists the functional areas of exclusive provincial legislative competence. In both these Schedules, Part B contains those matters/areas, which are identified as falling within the ambit of local government. However if one had to compare the two, they tend to vary.

Schedule 4 Part B deals with matters over which Parliament and provinces may legislate of in, subject to provisions of Section 146. They are therefore those areas that need inter-governmental co-ordination for their planning and implementation. They are air pollution, building regulations, childcare facilities, etc.

Schedule 5 Part B, on the other hand, deals with the typical functional areas of municipalities. These include inter alia traffic and parking, cemeteries, markets, municipal abattoirs and municipal parks.

If one examines these two Parts B, the terminology used seems to indicate, that local government is to administer the matters set out within each schedule, and that provinces are to monitor and support local government in terms on Section 155(60(a). Further 155(7) gives national and provincial government the general power to see to the effective

performance by municipalities of their functions in respects of Part B matters, by regulating municipal executive authority.

Pimstone (1990:5A-35) avers, that the principle that one is able to observe emerging here, is one of "relating autonomy" to administer matters in circumstances where municipalities have the capacity to administer effectively. While the legislative dimension of municipalities is merely ancillary to its administrative functioning, the principle that is being endorsed protects the functional integrity of local government, in line with the principles of co-operative government set out in Section 41.

The question of municipal power within the broader constitutional context remains. It appears, through the examples that follow, that municipal power is severely constrained in the Constitution, as opposed to that of the other spheres.

Section 156(3) provides, that municipalities cannot legislate in conflict with national or provincial legislation. This provision, however, is made subject to an injunction that national and provincial government may not compromise or impede on a municipality's ability or right to exercise its powers and perform its functions.

Further, Section 151(3) provides, that a municipality has the right to govern on its own initiative, but subject to national and provincial legislation, thereby limiting the power of local government.

Sections 157(1) and 157(2) and 159 provide, that it is Parliament who decides on the framework for the composition, size and election of municipal councils, and not for Parliament to decide on what the nature of municipal committees are to be, while Section 160(5) provides, that it is for Parliament to decide on the size of municipal committees.

Section 161 provides, that provincial legislation within the framework of national legislation may provide for privileges and immunities of municipal councils and their members, which is essentially a matter, which could be regulated on internally.

In addition, the Organised Local Government Act 52 of 1997 determines the mechanism for recognising national and provincial organisations representing local government and the basic mechanism of organised local government functioning (Pimstone, 1990:5A-36).

It terms of Section 214 of the Constitution of 1996, national legislation must provide for the equitable division of revenue raised nationally among the national, provincial and local spheres of government. In addition, Section 227 further provides that local governments are entitled to an equitable share of revenue so as to enable them to provide basic services and render required functions.

Section 215 provides for the form and timing of municipal budgeting, while Section 229 provides for the determination of additional municipal revenue sources. In addition, Section 230 provides the conditions for the raising of municipal loans. The specifics of the financial provisions will be elaborated on later on in the paper.

The net effect of the above, is that while the Constitution may afford local government the status of an autonomous sphere of government, the provisions in the Constitution that deal with local government have the effect of constraining the power of local government to operate autonomously.

Section 83 of the Structures Act 117 of 1998 (Structures Act), reinforces the view that a municipality has the functions and powers assigned to it in terms of Section 156 and Section 229 of the Constitution of 1996. In Section 83(2) of the Structures Act it provides, that these powers must, however, be divided in the case of a district municipality and the local municipalities within the area of the district municipality.

Section 83(3) of the Structures Act of 1998 entrusts the district municipality with the responsibility of promoting the overall development of a district area. A district municipality is defined in the Structures Act as being a municipality which has a municipality as described in Section 155(1) of the final Constitution, as a category C municipality.

Section 83(3) provides, that the district municipality is responsible for the following.

- Ensuring integrated development planning for the district as a whole.
- Promoting bulk infrastructure development and services for the district as a whole.
- Building the capacity of local municipalities in its area to perform their functions and exercise their powers where such capacity is lacking.
- Promoting the equitable distribution of resources between the local municipalities in its area so as to ensure appropriate levels of municipal services within the area.

Section 84(1) of the Structures Act then goes further provide a list of specific functions and powers of a district municipality. The list is quite extensive and includes the bulk supply of water and electricity, bulk sewage purification works, municipal health services, fire fighting and other such services.

In terms of Section 84(2) a local municipality, on the other hand, is vested with all the "general" local government functions in terms of Section 156 and Section 229 of the Constitution, excluding, however, the powers and functions that have been allocated to the district municipality under which it falls. A local municipality is defined in the Structures Act of 1998 as being a municipality that shares municipal executive and legislative authority in its area with a district municipality within whose area it falls, and which is described in terms of Section 155(1) of the final Constitution as a category B municipality. At the same time, nothing prevents the local municipality from performing the functions and exercising the powers of the district municipality in its area, as

provided for in Section 84(3). Should there be any possible disputes, these would then be resolved by the MEC for local government in the province in terms of Section 86s.

Visser, of the Local Government Law Project, University of the Western Cape (*Local Government Law Bulletin*, 1(3): 11), makes the observation, that one of the most interesting provisions of chapter five of the Structures Act, is Section 87.

Section 87 states the following (excerpt).

“If the provision of basic services by a district or local municipality collapses or is likely to collapse because of that municipality’s lack of capacity or for any other reason, the MEC for local government in the province may, after written notice to the district or local council and with immediate effect, allocate any functions and powers necessary to restore or maintain those basic services, to local municipality which falls within that district municipality in whose area that local municipality falls, as the case may be.”

Visser avers, that Section 87 seems to serve a similar function to Section 85. Section 85 of Structures Act 1998 provides for the adjustment of the division of functions and powers between district and local municipalities if one of them is incapable of performing a function or exercising a power as set out in the Structures Act.

By comparison, Section 87, as outlined above, allows for an ad hoc intervention in the case of collapse/likely collapse in basic service provision by a municipality. Section 85 seems more structural and long-term.

Visser (*ibid.* p11) states, that what Section 87 allows for, is actually a form of intervention into the affairs of a municipal council. This, he adds, is borne out by the fact, that the temporary allocation in terms of Section 87 can be taken on review by the affected municipalities. Section 87 falls within the ambit of Section 155(3)(c) of the final Constitution, which provides that national legislation should make provision for the

division of powers and functions, and which allows for a temporary re-allocation of the division of powers and functions within the sphere of local government.

By comparison to the intervention envisaged in terms of Section 139 of the Constitution of 1996, (which is discussed in greater detail in chapter of this paper), Section 87 of the Structures Act of 1998 provided that it is not used in a way that has destabilising effect on local government in the province, may be seen as a measure having fewer consequences for the institutional integrity of local government than does Section 139 of the final Constitution.

2.8.1 The Municipal System Act of 2001

The Municipal System Act, 2001 (Systems Act), deals in Chapter four with Municipal Functions and Powers. This chapter of the Systems Act will assist in clarifying the role of the executive authority of municipalities. Section 15 of the Systems Act provides for the manner in which a municipality exercises its authority. This includes developing policy, implementing legislation, promoting, and undertaking social and economic development.

While the Constitution of 1996 provides for the national legislative process in Sections 73 to 82 and for the provincial legislative process in Chapter six, it does not do the same for local government. Chapter seven, Section 151(3) provides that the legislative authority of a municipality may make and administer by-laws, which are necessary for the effective administration of the matters, which it has the right to administer.

The systems Act of 1996 in Section 16, prescribes extensive provisions on municipal legislative procedures. This includes, that a by-law may not be passed unless it has been published for comment by the public and all members of council must have been given reasonable notification. In addition, a by-law must be made a decision taken by a

municipality, in accordance with the rules and orders of the council and with the supporting vote of a majority of its members.

The Systems Act, in Section 19, also provides that a municipality must compile and maintain all its by-laws, regulations and other legislative instruments. This compilation of documents known as the Municipal code is to be kept at the municipality's head office.

While the final provides in Section 156 of the Constitutional powers and functions of municipalities, the Structures Act of 1998 provides for the division of powers and functions between councils, thereby establishing which entities are responsible for achieving the constitutional objectives as set out in Section 156. The Systems Act then constitutes the detail needed, which allows for the functioning of the council for it to achieve the constitutional objectives set for it.

The concern in local government, however, is whether the sector is ready for the functional change that will be ushered in by the Systems Act. While the bigger local authorities are capacitated in terms of infrastructure and staff and in some instances, are in the process of preparing for the implementation of the Structures Act, the same cannot be said for the smaller local authorities. Specific concerns centre on the preparation and adoption of integrated development plans, which will rationalise the system of municipal planning into a single comprehensive five-year cycle.

These disparities need to be taken account of, as they affect the ability of local government as a sector from delivering on its constitutional obligations. There is a greater role that can be played within the sector by organised local government, SALGA, and the bigger local authorities in assisting and supporting the smaller local authorities. This could include internship programs, mentoring, on-site training etc.

2.8.2 Co-operative Government

Section 154 of the Structures Act 1998, deals with Municipalities in Co-operative Government. This section provides, that national government and provincial governments, by legislative and other measures must support and strengthen the capacity of municipalities to manage their affairs, to exercise their powers to perform their functions. Despite the provision outlined above, which advocates the autonomy of local government, local government still remains with the other level of government and under their control.

The constitutional obligations that have been placed on national and provincial government in this Section have to be read in conjunction with the principles of co-operative government, as set out in Chapter three of the Constitution of 1996, which deals with co-operative government.

Chapter three recognises the mutual dependence of the spheres and obliges them to relate to each other with co-operation, consensus and co-ordination. Section 41 sets out the principles of co-operative government and inter-governmental relations.

Section provides that all spheres of government and all organs of state within each sphere must:

- preserve the peace, the national unity and indivisibility of the Republic,
- secure the well-being of the people of the Republic,
- provide effective, transparent, accountable and coherent government for the Republic as a whole,
- be loyal to the Constitution, the Republic and its people,

- ' respect the constitutional status, institutions, powers and functions of government in the other spheres,
- not assume any power or function except those conferred on them in terms of the Constitution
- exercise their powers and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere,
- co-operate with one another in mutual trust and good faith by -
 - fostering friendly relations,
 - assisting and support one another, and
 - informing one another of and consulting one another on matters of -
 - common interest,
 - co-ordination of their actions and legislation with one another,
 - adhering to agreed procedures, and
 - avoiding legal proceedings against one another.

Pimstone (1990:5A-28) correctly observes, that Chapter three is recognition of a complexity of the modern government, the existence of concurrent powers among spheres of government and inter-governmental competition in general. Chapter three may also be seen as a necessity to have been included by the drafters of the Constitution in order to avoid any particular sphere dominating over the other spheres.

However, local government finds itself in a precarious position in the co-operative government area, as its powers cannot be termed as concurrent with the other spheres. While Chapter three may offer some level of protection to local government obligation in Section 41(2) on Parliament to legislate for the establishment or provision of structures and institutions to promote and facilitate inter-governmental relations and also to provide mechanisms to settle disputes. Should Parliament fail to act as soon as possible on this

issue, it may leave the constitutional commitment to co-operative government, without any institutional mechanism which would be able to support it, inevitably this could run the risk of the powerful spheres of governmental exerting greater dominance.

It is imperative to note the importance that the Constitution has placed on inter-governmental relations. According to De Villiers (1997:473), the importance given to inter-governmental relations by the Constitution in Section 41(2) is unique in terms of comparative constitutions. De Villiers points out, that while inter-governmental relations are commonly known in all federal and many unitary dispensations, the institutions and practices which form the basis for inter-governmental relations are normally not created or even required by the national Constitution, and in this way the South African Constitution is unique.

When again reviewing the chapter on local government, one shall note a number of provisions within this chapter that compel national and provincial government to support and assist local government. Section 154(1), as indicated above, provides, that national and provincial government are to support and strengthen the capacity of local government for it to manage its own affairs. This support function is elaborated on in Section 155(6), which provides, that provincial governments are to monitor and support local governments in their provinces and should also promote the development of local government capacity in order to enable municipalities to perform their functions and to manage their own affairs.

Section 155(7) then goes on to provide, that national and provincial governments have the legislative and executive authority to see to the effective performance by municipalities of their functions.

Pimstone (ibid.) emphasises the fact, that the Transition Act of 1996 (Section 10M) has incorporated the feature of co-operative government. It recognises, however, that the principles of co-operative government should encourage communication and co-

ordination between municipal structures themselves and not only between the spheres of government.

The Constitutional Court in the Certification Judgement has considered what the terms “support”, “strengthen”, “promote” and “monitor,” mean in terms of how they are used in relation to local government. It holds, that the term “support” was not insubstantial and also refers to strengthening existing local government structures, powers and functions, the point really being, to prevent the decline of local government.

The court further holds that “promote” includes a more dynamic legislative and executive role and is not purely administrative. Insofar as “monitoring” is concerned, the court holds that it is an underlying power from which the other supporting, strengthening and promoting powers emerge. It refers to measuring at intervals local government’s compliance with directives that have been placed on it.

The Constitutional Court in *re: Certification of the Constitution of the Republic of South Africa*, 1996 10BCLR 1235 (CC), explained the nature of the relationship between national and provincial government to local government as follows.

“What the structure seeks hereby to realise, is a structure for Local Government that, on the one hand, reveals a concern for the autonomy and integrity of Local Government and prescribes hands-off relationship between Local Government and other levels of Government and on the other, acknowledges the requirement that higher levels of government monitor local government functioning and intervene where such functioning is deficient or defective in a manner that compromises this autonomy. This is the necessary hands-on component of the relationship.”

A study of Section 154(2) suggests, that there is a duty on national and provincial government to publish legislation that affects the status, institutions, powers or functions

of local government. Such legislation must be published in a manner that will allow organised local government, municipalities and other interested parties an opportunity to make representations regarding the drafting of legislation

The notion of organised local government is based on consultation. Organised local government is seen (Section 163 of the Constitution), as having a role in the process of elevating the status of local government to that of a sphere of government. This section provides, that an Act of Parliament must:

- Provide for the recognition of national provincial organisations representing municipalities; and
- determine the procedures by which local government may -
 - consult with the national or provincial government,
 - designate representatives to participate in the national council of provinces, and
 - nominate persons to the financial and fiscal commission.

It appears from Section 163, that organised local government has a role to play in other areas as well. Section 163, as outlined above with Section 67, further elaborates the role of organised local government.

Section 67 allows for a maximum of ten part-time representatives nominated by organised local government to represent the different categories of municipalities. These individuals may participate in the proceedings of the National Council of Provinces, but may however not vote. The net effect of this is that organised government will have a minute say in the determination of matters at national legislative level, where provincial and local interests intersect.

The inclusion of local government at the legislative level has been reputed to mark South Africa's model of co-operative government as it's being unique (Pimstone, 5A-31).

De Villiers (ibid. 1997:472) is of the view, that the combination of Section 67 Section 163 puts organised local government in a unique capacity to participate directly in the affairs of the national parliaments to represent the interests of their members.

The criticism that can be levelled against this, however, is that allowing local government to sit in at the legislative level but only at level where it will have a small say, defeats the constitutional recognition of local government as a sphere of government.

Section 163 furthermore allows for two nominees from organised local government to serve on the Financial and Fiscal Commission (FFC). The FFC has important recommendatory powers in respect of legislation; these are set out in the Constitution, and indeed as follows.

- Section 214 provides, that an Act of Parliament must provide for the equitable share of revenue raised nationally among national, provincial and local spheres of government, the determination of each province's equitable share, and any other allocations to provinces, local government or municipalities. The section goes further in respect of local government, in that it provides that consultation is to occur not only with the FFC, but also with both organised local government and provincial government.
- Section 218 provides, that national legislation must set out conditions under which national government; provincial government or a municipality may guarantee a loan.
- Section 228(2) provides for an Act of Parliament to be passed that deals with power of a provincial legislature to impose taxes, levies, duties or surcharges.
- Section 229 deals with municipal revenue powers and functions and provide for national legislation to be passed. Hereto national legislation may be enacted only after consultation with the FFC, as well as organised local government and the provinces have occurred.

- Section 230, provides for national legislation to set conditions under which a municipality or province may raise loans for capital current expenditure.

The effect of the above provisions for local government is that organised local government has a say in financial matters, which are of relevance to it. This could further be seen as a safeguard, in that it recognises how important these pieces of legislation are to the effective functioning of local government. Pimstone (ibid. 5A-31) adds, that stripped of much “surplus age”; this type of legislation is one of the key-expressions of the national-municipal relationship. One is also able to gather, that the importance of these provisions confirms the point that municipal financial capacity is of fundamental importance to the effective functioning of local government.

The Organised Local Government Act 52 of 1997 has been passed as required by Section 163. This legislation, however, focuses primarily on the formal requirement of organised local government and its participation at the National Council of Provinces and at the level of the FFC (Financial and Fiscal Commission). The legislation appears to merely present a broad framework for organised local government, and seems to fall short of Section 163 (b)(I), which requires, that the legislation should set out the procedures by which local government would consult with national and provincial government. Pimstone (ibid. 5A-321) suggests that Parliament could have used this opportunity to design a more comprehensive inter-governmental plan in one piece of legislation, despite the fact that local government is still in a transitional phase.

The basic reality is that co-operative government, at present, is not working very well. Co-operative government predominantly works between national and provincial relations, to the exclusion of local government. In essence, the two forums at which organised local government participates with the representatives from the other spheres of government, are at two of the Minmec, namely the Housing Minmec and the Local Government Minmec. Local Government does not play a role in the functioning of the Technical Intergovernmental Committee and the Intergovernmental Forum.

In a discussion with a member of one of the provincial associations, the predominant view was, that a far greater role was played by both national and provincial governments. It was the official's impression, that despite the constitutional elevation of the status of local government, the other spheres of government continued to "patronise" local government.

It would also appear, that despite the Constitution's elevation of the status of local government, the Constitution affords local government a voice that does not have to be heeded, in that organised local government need only to be consulted with. As such, the advisory/consultative powers afforded to organise local government, will vary per situation.

It would appear, that much could be done to enhance the existing system of co-operative government. The Constitution of 1996 presents a framework within which co-operative government is to be effected. That in itself is progressive. In Austria, for example, national parliament is also under the constitutional obligation to consult with local government, but even in that particular case, local governments are not directly represented in the national Bundestrat (Second House) (De Villiers, *ibid.* 1997:473). In Belgium, there are no formal institutions where local and provincial governments meet; the "*geweste's*" do not have their own constitutions. Although close links exist between organised local government, the "*geweste*" and the national government, there is no formal institution in which they meet. It seems that there is a trend for local government to be represented by organised local government at national and provincial level. This may be because the individual municipalities do not have the capacity or resources to do it or represent themselves at a national and/or provincial level on their own.

In respect of local government specifically, the Constitution talks of the other spheres of having to support, strengthen, promote and monitor local government. This support

could range from the mere assessment of local extreme form, which could include municipal functioning being taken over. It is an enhancement of municipal integrity.

All larger European countries have secondary levels of local government, in which more than one municipality meets to co-ordinate their activities, initiate policy and administer legislation (De Villiers, *ibid.* 1997:484). In Germany local governments are organised in Sub-länder units, which are called Kriese, these are regulated in terms of the Länder legislation. The Kriese form is part of local government. They are responsible for co-ordinating local authorities because of the nature of functions, for example water purification operations.

In Austria, the Constitution was amended in 1984 to provide for (484) the formal establishment of co-operative structures between local governments called Local Governments Associations/"*gemeinderverbände*". This is not a fourth level of government; it is merely an extension of the local level.

In Belgium, the Constitution provides that local government (De Villiers, *ibid.* 1997:485) and the provinces may create associations called intercommunales. These are not separate levels of government but are based on a Federal Act 1986, which provides, that public law associations can be created between municipalities on a voluntary basis with the aim of facilitating co-operation in the field. In essence, the intercommunales strive towards solidarity and co-operation amongst municipalities. In all three countries provision is made for local government to co-operate with each other in areas of mutual concern. One should, however, be cautious of creating super-structures, which inevitably end up eroding the powers of primary local government structures.

An additional dimension to co-operate government, will be added due to the Systems Act (2001) is passed. Chapter two, Section three of the Systems Act (2001), provides a framework for support, monitoring and intervention by other spheres of government, in order to progressively build local government into an efficient agency that is able to fulfil

its constitutional obligations in terms of the delivery of services. The purpose of the framework, is also to avoid any possible duplication of existing support systems.

2.8.3 Intervention in Municipal Affairs

Despite the constitutional guarantee in Section 41, that each sphere is to respect the constitutional status of the other spheres, and that each sphere should exercise its powers without encroaching on the geographical, functional or institutional integrity of the other spheres, Section 100 allows for the intervention by national government in the affairs of provincial government, while Section 139 allows for the intervention by provincial government into the affairs of local government.

The basis of the Section 139 intervention by provincial government in local government is to be found in Section 155(6), which provides that, each -

“... provincial government must establish municipalities in its province in a manner consistent with the legislation enacted...and by legislative or other measures, ...” and which must “... provide for the monitoring and support of local government in the province.”

Section 139 of the Constitution provides, that where a municipality cannot or does not fulfil an executive obligation in terms of legislation, the relevant provincial executive may intervene by taking any appropriate steps to ensure fulfilment of that obligation.

The steps that may be taken, include:

- Issuing a directive to the municipal council, describing the extent of the failure to fulfil its obligations and stating any steps required to meet its obligations; and
- assuming responsibility for the relevant obligation in that municipality to the extent necessary to -

- Maintain essential national standards or meet established minimum standards for the rendering of services;
- prevent that municipal council from taking unreasonable action that is prejudicial to interests of another municipality or to the province as a whole; and
- maintain economy unity.

Section 139 essentially has two components. These are the express processes of provincial review of the actions of local government in order to measure the fulfilment of its executive obligations and the process of correction, should local government fall short of its obligations.

Section 139(1) allows for provincial intervention when a municipality fails to fulfil an executive obligation. Executive obligations are obligations that are ensconced in legislation. These would include the Constitution, Acts of Parliament, provincial legislation and municipal by-laws. Sub-ordinates would be relevant here. Excluded from this list are directives and standing orders. It would thus be implied, that when a provincial executive intervenes, it would have to indicate what executive obligation the municipality had not fulfilled.

In March 1998, the Eastern Cape Provincial Executive intervened in the Butterworth Transitional Local Council. The intervention was based on Section 139 of the Constitution of 1996. The reason for the intervention, as stated in the directive, was that the Butterworth Local Council had failed to comply with the provisions and/or underlying values and principles of the Constitution.

From the above case and from the provisions of Section 139, it is clear that it is the failure of the municipality that will lead to a Section 139 intervention.

In terms of the Constitution, the council is the highest authority in the municipality; hence the province would direct any wrongdoings to the council, so that it can be

rectified. The focus of the Section 139 intervention is an inquiry into the conduct of a municipal council, whether directly or indirectly. Further, in terms of council's failure to perform, a failure to meet minimum standards, may give rise to a Section 139 intervention.

Before a province can intervene, it needs to exercise its discretion in terms of the procedures and rules set out in Section 139, and this should be done with due regard for the autonomy of local government. Section 139(2) provides for the procedure after intervention. It provides, that if a provincial executive intervenes in a municipality in terms of Section 139 by assuming responsibility for the relevant obligation, then:

- The intervention must end unless it is approved by the Cabinet member responsible for local government affairs within 14 days of the intervention;
- notice of intervention must be tabled in provincial legislature and in the National Council of Provinces with 14 days of their respective first sittings after the intervention;
- the intervention must end unless it is approved by the council within 30 days of its first sitting after the intervention began; and
- the council must review the intervention regularly and make any appropriate recommendations to the provincial legislatures.

In the case of Butterworth, the provincial executive called upon councils to be relieved of their functions and duties; Section 139 does not authorise a province to do likewise. Section 139 is concerned with the non-fulfilment of an executive obligation and is not concerned with the municipality's legislative authority.

In this case, the National Council of Provinces, although it approved the intervention in Butterworth, set out terms with which the intervention had to comply, and empowered

the administrators to assume executive and functions responsibility in the following specified areas:

Provision of basic services

- This includes directives that services such as water and electricity supplies had to be restored.

Financial management

- This related to the collection of rates, fees, service charges and other money due and owing to the council.
- Ensuring that the municipality meets its financial obligations.
- Ensuring that the municipality complies with Section 10G of the Transition Act.

Administrative procedures

- This was to ensure compliance with policies and procedures for the use of the assets of the municipality.
- Ensuring use of those assets for their lawful purpose.
- Ensuring that the municipality's affairs are conducted in an open, transparent and responsible manner.

The intervention by the Eastern Cape Provincial Executive into Butterworth had the effect of enquiring that services returned to an acceptable level without any possible serious complaints about the municipality. Had there not been an intervention in terms of Section 139 into Butterworth, the chances would have been, that the municipality could have been ruined. There are those who see the merit of the Section 139 an intervention as being intervention based solely on strengthening municipalities, there are others however who believe that Section 139 impedes on the autonomy of the local government.

For Butterworth, it seems that had there not been the Section 139 intervention, the likelihood the municipality collapsing would have been a very real possibility.

From the Butterworth Intervention, as a first such intervention in terms of Section 139, two important notions emerged. The first significant point is that the assumption of responsibility for a municipality's obligations by a province cannot affect the legislative capacity of that municipality. As a sphere of government, a municipality's legislative capacity is prevented from being affected. Secondly, the role of the National Council of Provinces (NCOP) should be emphatically emphasised in Section 139 intervention seriously. The NCOP's is mandated by constitution to supervise, this operates at two levels, not only must the NCOP assist the province in creating workable terms for the intervention, as well as clarifying the role of the province, but the NCOP must also protect local authorities from interventions that are arbitrary or beyond the reach of what the Constitution sets out to achieve.

Similarly, on 17 February 1999, the provincial executive of the Northern Cape Province intervened into the Warrenton municipality, which was in a financial crisis. The Warrenton council had debtors of over R9 million, outstanding creditors at over R1.75 million, an overdraft of R1 million had been exceeded, and the council had been unable to pay its own staff salaries for 2 months. The council was unable to generate its own revenue and Eskom had cut off the electricity supply, due to non-payment. This, for the Provincial Executive of the Northern Cape, was sufficient to warrant an intervention in terms of Section 139.

The NCOP (National Council of Provinces) approved the intervention on the prescribed terms similar to those prescribed for Butterworth. It provide additionally, that -

- The town clerk must co-operate fully with the administrator and render all reasonable assistance to the administrator in the carrying out his/her functions;

- the executive of the council and administrator must meet once a week to discuss matters of mutual interest;
- the administrator and councillors must carry out their respective duties in a co-operative manner; and
- councillors must remain competent to carry out their legislative functions.

When the NCOP delegation visited the municipality, it appeared that one of the main problems there was the lack of skilled human resources. Since the intervention, the situation at the municipality appears to have improved. A report was submitted by the administrator, Mr. Marais; approximately 5 months after the intervention (Local Government Law Bulletin, 1(2), July 1999). The administrator appeared to be confident, that since the intervention had started, the municipality was able to fulfil its executive obligations and in that way, the aim of the intervention was achieved. Once again, it appears that Section 139 was successful in preventing the municipality from being ruined.

Section 139(3) provides, that national legislation may regulate the process established by Section 139 of provincial intervention into local government.

From the two case studies, the Local Government Project Community Law Centre at the University of the Western Cape (Local Government Law Bulletin 1(2): 12, July 1999), suggests, that any forthcoming legislation in terms of Section 130 should be informed by the following three principles:

- The assumption of responsibility is a measure of last resort.
- The integrity of local government as an independent sphere protects municipalities from provincial interference with its legislative functions.

- The aim of the intervention should be restorative and not punitive.

In essence, the Section 139 interventions are aimed at strengthening and supporting local government. Some might argue, that Section 139 intervention impedes on the autonomy of the local government as an independent sphere of government, others may counter-argue, that Section 139 is an attempt to balance the autonomy of local government as a sphere ensuring municipalities which are efficient and delivering on their obligations (sound local government at a local level).

There is, however, clearly a need for the requirements for a Section 139 intervention to be objectified. In addition, Section 139 makes use of terms such as “essential national standards” and “minimum requirements” without defining what these are. These concepts would need to be clarified in order for Section 139 to be used effectively.

It could be argued, that due to the current problems that local government faces, Section 139 will continue to be used for those municipalities, which cannot or do not fulfil an executive obligation in terms of legislation. As local government as a sector begins to develop and takes more responsibility for itself, ensures that its people are skilled and have the necessary capacity to manage local government effectively, is financial more viable, the instances of Section 139 interventions will decrease. One could further, infer that there is a tacit obligation on local government to assume responsibility for itself in order for it to ensure its autonomy. As such, as much of the responsibility of the transformation of local government is dependent on co-operative government, it primarily also requires local government to assume some level of responsibility for itself.

From a municipal management point of view, it is crucial that a thorough grounding and understanding management development, especially at local government level, should be attained. The question that has to be addressed is what the nature of management development is in the context of a holistic approach. The next chapter investigates the nature and scope of management development as a task of municipal managers.

2.9 CHAPTER SUMMARY

Local Government in South Africa is going through a fundamental transformation. It is being transformed from the handmaiden of the apartheid government, where it was responsible for implementing “apartheid” at a local level, to a sphere of government whose status is protected by the Constitution. Local Government has been charged by the Constitution with delivering on a set of constitutional imperatives, which provide democratic and accountable government for the local communities.

The process of change for South African local government has been a complex one, ridden with confusion and complexity. Despite the complexity, it has been evident throughout that there was a common understanding amongst all stakeholders about the fundamental transformation of local government and the elevation of its status to a sphere of government. The current system of local government is suffering from serious structural deficiencies, which need to be addressed in order to build the foundation for a developmental new system of local government. Despite the complexity surrounding the structure and functioning of local government, it is an undisputed fact that local government has the potential to fundamentally transform South African society and ensure better quality of life for its citizens.

President Thabo Mbeki in his address to the SADC (Southern African Development Countries) at the local government conference held in Johannesburg on 30 July 1999, envisaged that:

“Local government should be a dynamic system of governance whereby power resides with the people of that locality and the municipalities themselves. The hands and feet of government as a whole”.

CHAPTER 3

THE NATURE AND SCOPE OF MANAGEMENT DEVELOPMENT

3.1 INTRODUCTION

This chapter examines some of the broad concepts of management development, in particular what management development is and some of the characteristics that should be present to ensure success by contributing to the efficient and effective operation of the institution. Management development is mainly examined in the South African context and some of the problems recognised as contributors to the low success rate, are highlighted, as well as some of the issues perceived as necessary for successful management development in these environment. Using these characteristics, this study outlines successful management development in the South African environment.

3.2 DEFINITIONS OF MANAGEMENT

Before considering the concept of management development, a working definition of management must be established. If it were possible to specify with some precision what the word “management” meant, then the contemplation of the development of these qualities would pose fewer problems (Zimbler, 2000:403). Hersey and Blanchard (1998:75) maintain, that for a long time management theory has been characterised by a search for a universal preoccupation with discovering essential elements of all organisations. The discovery of common elements is necessary, but does not really provide practitioners with principles that can be applied with universal success. Tuckman (1994:16) states that peoples’ understanding of management could be inadequate in five ways.

- It is viewed too narrowly or one school of thought dominates.
- It is viewed as a series of well-defined functions.
- It is seen as a set of universal principles.
- The contingency approach is advocated to the extreme.
- It is seen and presented as a collection of pleasant sounding platitudes.

Drucker (1999:410) emphasises that a manager has a number of basic operation and duties. He lists five such operations.

- Setting objectives.
- Organising.
- Motivating and communicating.
- Measuring.
- Developing people.

These, and similar functions/obligations of management, reinforce the points made by Watson (1998:75).

This situation has been reinforced, because all too often definitions for a manager's job are influenced by the content for well-established (generic) training programmes. For example, Louis A. Allen's management training programmes have caused many managers to define their jobs in terms of planning, organising, leading, and controlling.

It is imperative that definitions of managers' jobs become the starting point of the management development process, rather than adopting the accepted course as a simple way of defining this important group of jobs. One of the problems of defining

management is, that it is a complex subject and has not yet developed into a well-defined, structured body of knowledge as have other disciplines (Tuckman, 1994:15).

The following two definitions of a manager's job attempt to provide an understanding of what a manager does, rather than to define specific (general) tasks. Hersey and Blanchard (1998:3) maintain that a manager's job is working with and through individuals and groups towards accomplishing organisational goals. This can also be used as a working definition for management development purposes, by defining the organisational goals and the individual's goals that will contribute to those of the organisation. With all these definitions, some form of standard is required. Reddin (1998:3) introduces the concept of managerial effectiveness, by saying that it is the extent to which a manager achieves the output requirements of his position.

From these two definitions, it is possible to provide a simple working definition for the sake of this study, of a manager's job as follows.

A manager's job is to work with and through individuals and groups to achieve the output requirements of the position and so contribute to the organisation's achievement of its goals.

This definition will be used as mentioned to form a working definition while the concept of management development is reviewed.

3.2.1 Middle Management

In this research, Mintzberg's (1996:10) definition of middle management was adopted. Mintzberg states that Middle Management generally seem to include all members of the organisation. The term "strategic apex" in his definition, is used to refer to top management, while "operating core" points to workers who are defined by Mintzberg as operators.

In the context of the Sedibeng District Council, middle management is comprised of manager and operations manager levels (Edward Whitby, Personal Communication, April 17, 1998; Gabriel Phakathi, Personal Communication, April 22, 1998). The naming and grading of the various middle management levels, however, is inconsistent across the Sedibeng councils and functions.

The position of middle management, often plays a crucial role in how they react to various organisational processes, including changes in the organisation that cause employees constantly to work under pressure from different directions (Rogers, 1999:59). Rogers (1999:61), however, does not consider the role of the middle manager as a link between the organisation and the outside world. They have to ensure client satisfaction and as client to other providers (where they buy goods and services), have a great need for superior service for them to be able to deliver to their clients. The middle manager also has to manage other providers such as sub-contractors. For this reason, Scott and Jaffe (1993:62) contend, that managers in the middle do not react negatively because they are against change, but because they feel pressure from executives at the top and workers at the bottom, and also from the clients who require satisfaction of their needs. All sides often require different and conflicting actions from them, and they experience job conflict.

Mintzberg's (1996:498) structural configurations stated that there are five forces that pull the organisation in five different structural directions. First, is the pull by strategic apex to centralise and co-ordinate by direct supervision. Second is the exercise by what Mintzberg calls the technostructure (analysts who help organisations adapt to their environments) to co-ordinate by standardisation of work processes in order to increase its influence (1996:472). Workers (operators) pull in order to maximise their autonomy, while support staff pull (together with some operators) for collaboration in decision-making. Middle managers in Mintzberg's model also have vested interests within organisations.

The latter point is critical in examining middle management's reactions to the restructuring proposal in the Greater Johannesburg Metropolitan Council (GJMC). It would be interesting, for instance, to find out how middle managers react to the expectation accompanying the proposal. The nature of their work would be different, that the autonomy of support services would be tempered with, since some, like those concentrated at Head Office (Metropolitan Council), would be deployed to contractor units where they could possibly work according to 'directives' of line managers rather than on their own.

The pressure on middle managers which are often in opposition, coupled with the fight for control of work in organisations (Mintzberg's pulls), make middle management an important layer in an organisation. At local government level, politicians would want to have control of the councils and, therefore, give instructions to the bureaucracy on what should be done. They would for instance, make transformation-related demands that run across departments. Top management passes the responsibility for meeting councillors' demands and theirs onto middle managers. Middle managers are required to ensure that lower level workers deliver on the requirements. At the same time, middle managers have to deal with an equally and at times stronger force from the lower level, as in cases where workers often through their unions, reject the instructions or even make counter-demands.

Whilst in the difficult situation, as discussed, middle managers unfortunately still operate in the old administrative paradigm within local government (the Rational Administrative Model). The new political order, as Wooldridge and Cranko (1997:332) note, has inherited organisational structures from the previous era, with administrations based on regulatory frameworks and scientific management practices, resulting in over-reliance on rigid rules. Power has also been centralised in the hands of senior management and political heads through centralised hierarchies and top-down planning, resulting in layers of middle managers who lack the discretionary power to manage in the operational sense

(Wooldridge and Cranko, 1997:332). Middle managers have, consequently, been reduced to administrators of rules and regulations, rather than raised to being innovative and responsible public servants.

It is important to note, that middle management has been identified as a resistant force during change processes (Clarke, 1994:112). In most change projects, management is not involved in the changes. One major cause of this group's resistance is that middle managers are always at risk when decisions are made on the slashing of workforces and the creation of flatter structures (Clarke, 1994:114).

In general, middle management in South African local governments largely consists of people who have enjoyed the protection and care of the National Party government over the years. With changes happening under the new government of the ANC (African National Congress), long-held privileges are presumably affected. The Johannesburg councils are no exceptions in this regard. Many white Afrikaners, in the western part of the city, for instance, were employed by the then Johannesburg City Council as part of the National Party's sheltered employment programme, because the latter had won the majority of seats in that area (Edward Whitby, Personal Communication, April 17, 1998; Gabriel Phakathi, Personal Communication, April 22, 1998).

Townships in the South, on the other hand, are known to be neglected areas, and the least resourced. Residents in these areas are predominantly Black and happen to have been victims of the previous "apartheid" state machinery. Middle managers from these areas had different experiences as their White counterparts.

Given this background and the subsequent amalgamation of councils from these diverse histories and redeployment of resources, a comparative analysis of perceptions of middle managers by race and council could contribute to a better understanding of the current state of the Johannesburg municipal councils. The analysis could also provide a perception about the relationship, if any, between race and perceptions towards

transformation, and between the councils in which middle managers are based and their perceptions of re-organisation of structures in which they work (Clark, 1994:115).

Middle management within the Sedibeng District Municipal Councils also consists of people who have spent better parts of their lives in the employment of local governments and throughout the years have gone through various institutional changes called by different names. It also comprised of new entrants, some of whom came straight from school and bring with them ideas unstained by years of service in the councils. If differences in the way long-serving and new (and often young) middle managers perceive organisational restructuring exist, which is what the researcher hypothesises, the differences could be explained and the information could be useful specifically for communicating the process and staffing the new structures adopted by the councils.

Middle managers in the Sedibeng District Municipal Council, like in many other local councils, have over the years acquired certain skills that are no longer appropriate in the current environment. The expected deployment of most middle managers to service delivery units as per the recent decision of the councils, coupled with possible outsourcing or privatisation of some services in the long-term, make new skills necessary. These new requirements effectively interrupt a pattern of working and organisational culture that has found itself at home in the councils and that could have a huge impact on middle managers' perceptions of the proposed redesign, of council structures.

The fact that in all five councils in the Sedibeng district council in support staff functions, is excessive in relation to the number of managers in service delivery functions, suggests many middle managers would be affected by the restructuring of the councils. This layer will be among the most affected by redeployment, since most middle managers would be removed from Finance, Human Resources and Corporate Services clusters to new contractor departments. This process makes middle managers an important group in this research. The differences and similarities in perceptions among middle managers in support services and those in line-function could help throw light on middle

management's understanding of the transformation process. The councils have put themselves in the one within which the 1998 restructuring proposals have emerged, and the consequent communication requirements of the process.

3.2.2 Management Development

This aptly shows the degree of confusion and disagreement that has existed (and still exists) in respect of the process and content of management development programmes. Before examining the specifics of management development, it is necessary to briefly look at the term "development" and to distinguish it from "training". Zimble (2000:403) clearly distinguishes between the two. He avers that training relates primarily to the acquisition of skills, the content of which may be described fairly closely. Thus, training is explicit about task completion; it has a definable goal. Development, however, suggests no such completion of a task; rather it implies an ongoing process with goals, which are somewhat removed and vague. He continues by stating, that while training answers the question of what it is that needs to be acquired by people in organisations, development addresses itself to the question of how people may best behave in accordance with the fulfilment of organisational goals and objectives.

Now that the term, "training" and "development" have been reviewed, it is necessary to look at a definition of management development. The term development is used in the sense that it has a broader meaning than training, and it can be argued, that training is a subset of development. To put such a definition in context, it is important to establish the purpose of management development. Zimble (2000:407) maintains, that the purpose of management development is to:

- identify and provide a broader base of competence with which to engage the area of responsibility,
- to apply this competence to positions within the organisation in order to enhance goal achievement,

- to provide a working environment, which makes optimal use of human resources for the continuing growth of the organisation and the individual, and
- take cognisance of the broader ramifications of this process, as it is not easy to give a single watertight definition of management development. Mandt, (1999:396) maintains, that the best way to define management development, is to consider what it is not,
- management development is not replacement planning or promotion planning or appraisal of potential. These may be part of an overall programme, but should not be confused with the real purpose of the effort.
- management development is not course or classes. These may be integrated into the programme but at best play a small role,
- management development is not an attempt to make people fit a ideal stereotype,
- management development is not the property of personnel, or any other staff department or a consultant.

Watson (1998:4) also aims to clarify what management development is, by indicating a number of does and don'ts:

- Management development does not just happen as a matter of course, and it cannot be left to chance.
- The process by which managerial ability is developed, are many and all must be present in some form. It is more than simply attending training classes.
- Management development cannot succeed if its aim is to dramatically alter personalities or values or beliefs.
- Management development is a deliberate process. It flourishes in organisations where top management believes in it, supports it and rewards it.
- Management development is self-development. Through training people are made aware of their individual training and development needs.

These ideas about what management development is, or is not, are well expressed by Desatnick (1996:52), who feels that management development is an individual process involving the interaction of a man, his job, his manager and the total work environment. One can strengthen this statement to provide a working definition as follows: Management development is a structured and managed individual process involving the interaction of a man, his job, his manager and the total work environment to make him competent in his job. This definition is similar to that of De Bettignes (1997:15), who maintains that it is the attempt to improve managerial effectiveness through a planned and deliberate learning process.

Management development is, therefore, of critical importance for South African Local Government. There is a strong need for effective management development techniques to be explored and documented. The current skill's base of managers can be markedly improved so as to allow them to cope with the demands of the New World of work. Thomas, (1996:102); supports this view and stresses the importance of urgently addressing the educational lag, both within organisations and in the country as a whole.

According to Conger (1992:71), however, development is a complicated and time-consuming process that requires extensive commitment in terms of time and resources. He maintains, that there are no quick or magic solutions and that development is an ongoing process demanding continual experimentation and persistence.

Considering the fairly recent political transformation that has taken place in South Africa, democratic principles now entrenched in the Constitution, offer equal opportunities for development. It is within this context (i.e. the context of a 'normal' society), that research can now be conducted into improving business efficiency in order to enable South Africa to compete on an equal footing with the powers that dominate the economies of the developed world. The time is now right to begin the required extensive commitment of time and resources into addressing the problems of management effectiveness.

3.2.3 Competence's of Effective Managers

Meyer (1999:32) states, that a competence is "... essentially an abstract concept and can be defined and measured only through behaviour or performance". Meyer (1999:33) continues to define a job competence as "...an underlying characteristic of a person which results in effective and/or superior performance in a job". He further specifies that "...management competence be concerned with the orchestration of an organisation's resources to achieve performance".

Research findings of Burger (1999), Goosen (1998) and Solomon (1997) form the basis of the literature review and are reviewed in the section that follows.

Research undertaken by Burger (1999:72), found evidence of five managerial philosophies that gave rise to six managerial clusters. He named the sixth cluster, 'holistic managers'. The most significant finding by Burger (1999:72) was, that although the majority of managers subscribe primarily to one philosophy, six percent of his sample, i.e. the 'holistic managers', demonstrated characteristics of all five philosophies, namely rational, entrepreneurial, clan, market-orientated and educated or experienced. 'Holistic managers', therefore, subscribe to all five philosophies and are characterised by a balanced view of management. Characteristics of the six management philosophies, as found by Burger (1999), can be summarised as follows:

- *Rational managers* represent a rational approach to management. They base their actions on analysis, rational reasoning and deduction, and show elements of intellectual planning.
- *Entrepreneurial managers* like to lead the way with new and untried projects, are pioneers, have a philosophy associated with a high degree of risk, have vision, like to take personal charge of their sub-ordinates and generate a family-like unity in the organisation.

- *Clan managers* have networks, experience, and acceptance of authority and have earned their position within the organisation. Burger (1999) indicates, that this has no bearing on managerial effectiveness, although Solomon (1997) indicates otherwise.
- *Market Orientated management* demonstrates, that consideration for the organisation and its employees is paramount. At the same time, there are concerns about being externally competitive, as well as about the internal welfare/well-being of the organisation.
- *Educated or experienced managers* are either formally educated or have gained knowledge through work experience. Burger (1999) also indicates, that this has no bearing on managerial effectiveness.

Burger's (1999:87) analysis of managerial effectiveness further states, that "...in order to be effective, a manager must espouse rational, entrepreneurial and market-orientated management, and that management effectiveness is most sensitive to the rational management score". 'Holistic manager' was thus found to be the most effective, as perceived by their subordinates.

Organisational effectiveness was also shown to be most positively influenced by 'holistic managers' and that 'holistic managers' were found to be the most effective cross-cultural managers. For this reason, literature on cross-cultural and diversity management competence was consulted in order to add insight into the competence necessary to become an effective manager in South Africa today.

In summary, Burger (1999) shows, that 'holistic managers' subscribe to five management philosophies and that 'rational, market-orientated and entrepreneurial' management philosophies were found to be positively correlated to management effectiveness. 'Holistic management' (perceived to be the most effective of the management philosophies) is also associated with effective organisations and effective cross-cultural management.

Burger (1999) looks deeper into competences demonstrated by 'holistic managers' and lists factors promoting (or hindering) managerial effectiveness. He indicates, that (amongst others), there are five dominant categories: interpersonal skills (asserting, consulting, motivating, delegating, empowering and flexibility) top the list, followed by knowledge, experience, managerial ability, a quick and consistent decision-making ability and communication skills.

Burger (1999) maintains, that monitoring, developing, coaching, measurement and rewarding of high potential employees are key functions of the organisation. He further explains, that these are fundamental to ensuring that effective managers and the organisation continue to grow and develop in tandem.

Goosen (1998) avers, that effective managers possess the following key competencies.

- They have sound communication and people skills, i.e. the ability to communicate effectively, to work with people, cultivate effective relationships by practising sound interpersonal skills and understand the behaviour of others. According to Goosen (1998), these skills were learned through experience.
- They are able to develop others, i.e. they possess qualities that enable them to develop and to empower their followers. This includes sharing information, which is critical to people development. This was viewed as one of the main factors contributing to management effectiveness.
- They are capable of creating an inspiring and motivating environment and, consequently, have motivated and productive staff. They share information with their followers, give them problems that they can solve (as well as the tools to do so) and acknowledgement for such achievements.
- They have the ability to influence people and have the trust of those who work for them.

- They are committed to mentoring and teamwork.
- They understand the business and add extra value to the organisation. This includes financial understanding of the business, which also implies the need for generalist business skills.
- They are forward-looking, give strategic direction and demonstrate visible concern for the future of the company.
- They have a participative management style and an open door policy.
- They have confidence in their own ability, a healthy self-image and never question their competence.
- They understand company dynamics and adapt to change and ambiguity, and help others come to terms with it.

Other competences, synonymous with effective managers, include the fact that managers are proactive and achievement oriented, demonstrate patience and tolerance, exercise restraint, create and maintain a corporate vision, employ the best employees, know when to let go of power, evidence a desire to achieve success, have a good track record, possess analytical ability, are able to perceive the essentials of the situation, see the big picture, identify opportunities within the organisation, are in the right place at the right time, have fun and enjoy life, have a formal management education and demonstrate an ethical value system.

Goosen (1998:146) maintains, that "... holistic managers possess leadership qualities and fit the role of a leader". According to leadership scholars, as mentioned in Goosen (1998:146), these managers are typified as follows.

They embrace change, they are long-term thinkers, innovate, focus on people first, then on systems and structure and settle for the flattest structure. They are knowledgeable, have unquestioning integrity, challenge the status quo, ask what and why, focus on the

horizon, inspire trust through a policy of caring for their followers, are credible, represent a sense of purpose that their followers understand, live their values, are team players and excel at interpersonal skills, are good listeners, are competitive and have a will to win within the boundaries of ethical behaviour.

It must be noted, that the percentage of 'holistic managers' as identified by Burger (1999), Goosen (1998) and Solomon (1997), was relatively small in all three research reports. For example, Burger (1999) found only six percent of his sample of 388 (i.e. 24 people world wide) to be 'holistic managers'. Solomon (1997) identified 18 'complex' managers from his sample of 160, and Goosen identified eight from a sample of 97, this equates to approximately eight percent.

3.3 CHAPTER SUMMARY

This chapter exposes the nature and scope of management development. Management development has been placed within the context of human resource development. A distinction between management, middle management and management development indicated the interconnectedness of the three concepts.

The next chapter reviews various international and national management development programmes. Various programmes of developing and developed countries will be studied.

CHAPTER 4

MANAGEMENT DEVELOPMENT PRACTICE: AN OVERVIEW OF SOME INTERNATIONAL AND NATIONAL APPROACHES

4.1 INTRODUCTION

The success and effectiveness of a municipal management development programmes depend upon the approach within which it is implemented. This chapter explores some management development approaches, both internationally and nationally.

Van der Merwe (1993:54) discusses a choice that has to be made between Western models and African models that will in future dominate organisational cultures. Van der Merwe believes, that there is room for creative synergy and convergence between contemporary trends in European versus African management philosophies, i.e. some Western thinking about leadership and organisations matches' African beliefs. It is where they overlap that creative solutions can be found.

For the purpose of this research study, therefore, Western theories of management development are reviewed separately from those proposed by proponents of African management development techniques. The two schools of thought have later been combined to form a comprehensive management development model.

4.2 MANAGEMENT DEVELOPMENT APPROACHES IN SOME DEVELOPED COUNTRIES

Mintzberg (1996:186) proposes, that managerial skills may be learned in three ways. Firstly, through cognitive learning, where the student is exposed to current knowledge by reading about a skill or listening to a lecture on it. Secondly, through learning by

simulation, which involves practising the skills in an artificial situation with feedback on performance (e.g. role-playing). Thirdly, through on-the-job learning, where the student performs the skill as a natural component of the work and benefits from introspection and feedback from others.

Mintzberg (1996:188) notes "...learning is most effective when the student actually performs the skill in as realistic a situation as possible and then analyses the performance explicitly." Mintzberg (1996:188) reinforces this view by recommending the teaching of management skills, which "...helps students to learn from their own firsthand experiences". This calls for the provision of opportunities for "students to practise newly learned skills".

Mintzberg (1996:189) furthermore suggests, that a number of managerial skills are capable of being learned and may be taught by using various methods. Other skills, however, do not lend themselves to being learned and are internalised through the experience of trial-and-error. Mintzberg maintains, that those that lend themselves to being learned, include the following.

- Peer skills, which deal with the manager's ability to enter into and effectively maintain peer relationships, and which lend themselves to teaching by experience.
- Leadership skills, according to Mintzberg (1996:189), require participative training, as it may be difficult to effect significant behavioural changes in the classroom. Leadership skills, in this context, refer to the manager's ability to deal with subordinates, to motivate and train them, etc.
- Conflict resolution skills, which include the development of interpersonal skills of mediation, may be stimulated and developed by the use of role-playing techniques, according to Mintzberg (1996:189).
- Information processing skill development involves learning how to build informal information networks, find sources of information and extract/validate what is needed, as well as to build skills in decision-making. These areas have been (and

continue to be) focus areas for improvement in management development programmes.

- Resource allocation skills require managers to choose among competing resource demands conducive to the simulation and in-basket methods of skills development.
- Entrepreneurial ability, which develops skills necessary to search for problems and opportunities, and which also, lends itself to being taught.
- Skills of introspection are the final category that Mintzberg (1996:189) mentions.

It is evident, that the above competences, described by Mintzberg (1996:190), bear a strong resemblance to competence found in Burger's (1999) and Goosen's (1998) research regarding 'holistic managers'. It follows then, that it is possible to develop such competence and, therefore, to develop effective (holistic) managers.

Drucker (1999:422) begins by spelling out what management development is not, and stresses "it is not taking courses. Courses are only a tool of management development." Drucker (1999:422) questions the value of courses that take the manager away from the job for long periods of time and states that "...the most effective courses, are those, which are done on the manager's own time and after hours. The most effective full-time courses alternate periods at school with periods of work." The rationale for this statement, according to Drucker (1999:244), is that "...managers are action focused and unless they can put into action right away the things they have learned, the course will not take."

Drucker (1999:245) supports the view of Mintzberg (1996:192), when he stresses the importance of on-job-learning and practice in management development. However, he differs from Mintzberg (1996:192) when he states, that cognitive learning is a tool of development to incorporated on-job-learning and practice.

Drucker (1999:242) explains, that management development aims to make persons effective, to use their strengths fully rather than to change a person's personality. It deals

with what the employee needs to make his/her skills more effective, and concerns itself with changes in behaviour likely to make a person more effective.

Most importantly, Drucker (1999:424) states that the motivation for development must come from within, because no one can motivate a person towards management development through encouragement and guidance. This line of thinking is closely aligned with the writing that research has established an important link between mentoring and the career success of individuals.

According to Drucker (1999:427), development is always self-development. For the enterprise to assume responsibility for the development of a person is idle boast. The responsibility rests with the individual. To do anything else would be unwarranted paternalism.

Drucker (1999:427) states further, that the starting point for any management development effort is performance appraisal as focused on what a person does well. It should be based on performance objectives set by a person, in conjunction with his/her superior. This points to the importance and need for career development plans to be put in order, for management development to be most effective.

Brocksmith (1997:245) advocates, that the increasing complexity of jobs has led to the necessity for successors to be given a greater degree preparation for management positions, than had been required in previous generations. He decided that a project should be undertaken by a group of senior managers committed to the development of a team of successors involving the implementation of a highly focused, long-term investment in the development of future senior leaders. The programme was based on experiential learning in the workplace (over a two-year period), combined with ample exposure to stimulation and varied projects designed to broaden the participant's worldview and to enhance their problem-solving abilities. It was designed to permeate all aspects of their lives during a two-year period, including on-the-job-experiences,

formal education and personal growth and development. On-going planning and coaching was seen as critical to the process. Initiators of the project, i.e. current senior management incumbents, were committed to spend as much their own time as possible in grooming the chosen potential senior leaders.

The essence of the plan consisted of the following four key elements:

- Participants were involved in determining senior leadership attributes most relevant to them.
- Developing senior leadership attributes were to be brought forth primarily through challenging on-the-job activities.
- Participants were exposed to world-class thinkers.
- Current senior management passed on to the group all they had learned from their own experiences as the company's leaders.

According to Brocksmith (1997:255), the team's experience taught them that real learning had taken on the job, not in the classroom and that classroom time is normally wasted if it did not get real in-the-job reinforcement. The programme was designed in such a way, that once participants developed a list of desirable attributes, each person developed a formal plan to address his/her own attributes that were in need of development. Plans included individual initiatives, educational experiences, and job-related activities.

Making time for development was identified as an important aspect. Findings showed, that participants most successful in their development were those who saw ways to make development part of the job. Participants valued time spent by current senior managers in individual (one-on-one) sessions specifying that this contact gave them new insights in order for them to develop further.

The importance of experiential/on-the-job-learning, practice and simulation, is once again highlighted by contemporary authors in support of previous management development theories from the 1970's.

Research conducted by Margerison and Kakabadse (1998:214) into how chief executives succeed indicates a list of 21 of key developmental influences. The following list extracts and emphasises the most important.

- The need for practical leadership experience early on in one's career, as well as the opportunity to combine these experiences with tasks in which one can exercise personal drive and determination.
- Early responsibility for important tasks was seen as being important in management development, e.g. having the opportunity to write budgets, plan the allocation of work, make decisions on key factors and lead a group of people to achieve set targets.
- Learning to lead was seen as essentially a practical experience and something that can be gained only by having to co-ordinate and purposefully manages others. Initiating early in a person's career, i.e. before the age of thirty, was seen to be a powerful factor in a person's development as a manager.

Margerison and Kakabadse (1998:216) indicate that there is a critical period of learning and development that occurs during the manager's early 30's and which culminates in a rapid move toward the top. It was suggested, that there is a crucial eight- to nine-year period from appointment to general manager to executive. The role played by off the job training (i.e. formal education) was found to be insignificant and only supplementary. It was ranked low on the list of priorities. Respondents surveyed, felt that the major influences in their success did not stem from formal education, family support, and relationships with a mentor or other external factors.

However, most executives who participated in the research were well-educated people, with 86 percent holding at least one degree. Similar research in the UK found the

percentage to be only 65 percent. A key influence was found to be a personal and deeply felt need to achieve results, combined with the ability to work easily with a wide variety of people. Some training could have helped along the way, but skills were acquired mainly from experience

Emphasises that one of the major factors influencing the development of effective managers, includes practical experience, as well as specific individual characteristics of the people concerned.

- Sound technical training. Although this was found to be valued more than off-the-job (formal) management training, it was felt to be only a minor influence in the effectiveness of management. Training was, therefore, seen to be only a starting point. Education in the business side of management was also found to play only a small part.
- Moving from a specialist position toward a generalist manager area was one of the key issues in effective management development. Gaining experience in a number of areas as generalists, was seen as being more important than remaining in technical areas for too long.
- Management development was found to be vital in terms of helping senior managers to perform effectively in a general management role. A key finding of this research supporting other writers' findings, are reviewed, and it was noticed that top executives are made, not born. This supports the view, that it is possible to develop competencies for effective management.
- The research did not find the availability of a mentor (i.e. a manager early on in a career, who acted as model) to be important.
- A close link between management development and work-related experience was found to be important. According to Margerison and Kakabadse (1998:231), actual learning has to come from the dynamics of existing and working in a real organisation.

Margerison and Kakabadse (1998:241) claim, that time dedicated to personal development, is vitally important. According to them, because the world changes at a rapid rate, managers are advised to allocate at least five percent of their time to attending external conferences and courses and to keeping up to date with new issues. In an industry subject to rapid change, such as high technology industries, it is suggested, that this figure be nearer to ten percent. This concept relates to the importance of establishing formal and informal networks in order for these involved remaining up to date with issues in the world of business.

According to Margerison and Kakabadse (1998:243), for management education to be effective, it needs to be integrated into the career plan of the individual concerned, and it should address the problems and challenges faced by the individual's organisation. According to the authors, this can be achieved through a well-developed appraisal process, where a portfolio of training experiences are organised for each executive, including short courses, evening programmes, one-off seminars and even long programmes such, as MBA's. The principle aim is in a way to develop the individual off the job. This is in line with the person's current and expected progress in the organisation.

Thusfar, it can be seen from the literature review, that in designing a model for the development of effective management competences, the emphasis should be on the development of human relations and communication skills, as well as on other aspects of people management. More technical aspects of managing should receive lesser emphasis.

This indicates the need for management development programmes to work pragmatically, rather than academically. What is required, according to Margerison and Kakabadse (1998:245), is that development programmes and curricula should be designed to be short, sharp, relevant injections of knowledge and skills forming part of a planned process of continuing development over a number of years.

McBeath (1994:234) lists a number of elements that should be considered when designing an individual development plan. These include planned work experience, challenging assignments, projects, secondments, training in knowledge and skills required in current and future jobs, further education towards professional qualifications, coaching, mentoring and counselling.

In conclusion, McBeath (1994:449) stresses, that management development does not just happen. It requires careful planning. A number of elements need to be balanced and major learning comes from doing, taking responsibility, learning from experience, as well as selecting the right mix and sequence of job assignments and projects in order to enable the individual to grow, supplemented by relevant education and training and guided by a mentor.

Bearing this in mind, Mumford (1995:25) advocates, that there are three major inputs into the creation of effective management development:

- Exposing managers to a variety of developmental opportunities;
- basing the developmental opportunities on real managerial processes; and
- taking the process of learning and development itself into account.

The third point refers to research carried out by Mumford (1995:27) into different management learning styles: he explains the fact, that managers differ in their responses to learning processes, i.e. he also states, that individual preferences for learning experiences differ just as human preferences for music and food differ.

Mumford (1995:29) summarises his major conclusions regarding learning styles, as well the impact of these on the design of effective management development. He explains, that managerial learning involves four stages, which can be depicted as a learning cycle. What will differ, according to Mumford (1995:34), is the relative preference or rejection

an individual shows toward a particular stage of the cycle. Mumford (1995) indicates, that potentially good all-round learners will tend to show a preference for all four types of learning styles. This could be summarised as follows.

- Stage 1:** Learning styles referring to those having some experience. At this stage, people are referred to as 'activists'. They will try anything once, revel in short-term crises/fire-fighting, thrive on the challenge of new experiences, are bored with implementation and longer-term consolidation and constantly involve themselves with other people.
- Stage 2:** This style relates to reviewing the experience. Here people are 'reflectors' and like to stand back and review experiences from different perspectives, collect data and analyse it before coming to conclusions; like to consider all possible angles and implications before making a move, tend to be cautious, enjoy observing other people in action and often take a back seat at meetings.
- Stage 3:** This stage involves concluding from experience. This suggests 'theorists', who are keen on basic assumptions, principles, theories, models and systems-thinking, prize rationality and logic, tend to be detached and analytical, are unhappy with subjective or ambiguous experiences and like to make things tidy and then fit these into rational schemes.
- Stage 4:** This relates to planning the next step. This is the stage of the 'pragmatist' who likes to positively search out new ideas or techniques, which might apply in their situation, who takes the first opportunity to experiment with applications, responds to problems and opportunities as a challenge, is keen to use ideas from management courses and like to get on with things with a clear purpose.

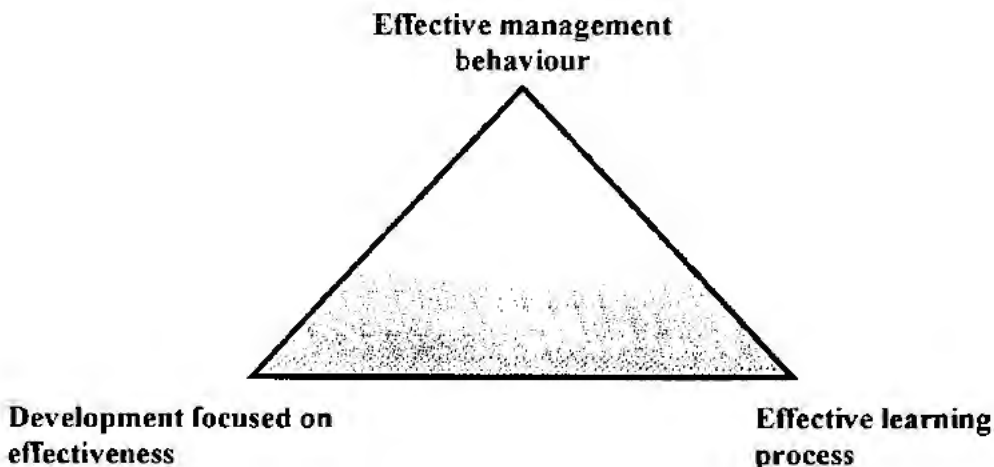
The triangle of effectiveness in management development, is another model proposed by Mumford (1995:35). Figure 4.1 depicts three points of a triangle representing:

- Effective management behaviour;
- effective learning processes; and
- development focused on effectiveness.

According to Mumford (1995:35), the purpose of management development is not to have a particular kind of development, nor even to provide an effective learning process, but that these two both focus on and are pointed towards effective managerial behaviour.

Mumford (1995:35) maintains, that effective learning can be shown diagrammatically in the following way.

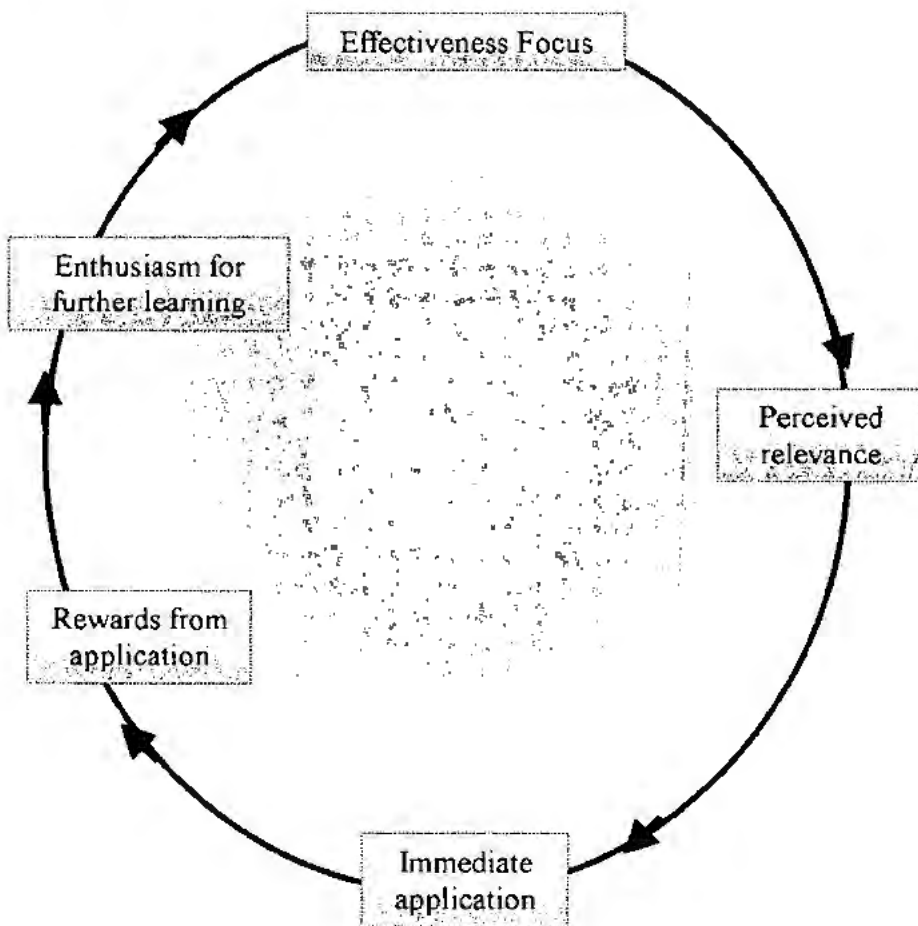
Figure 4.1: Mumford's (1995) Effectiveness Triangle in Management Development



Source: Mumford (1995:35)

Looking more closely at the effective learning process, Mumford (1995) discusses the 'virtuous learning circle'. This model emphasises, that the important conditions necessary for effective learning, include using relevant information in management development, as well as allowing for immediate application and action following the learning process.

Figure 4.2: Mumford's (1995) Virtuous Learning Circle



Source: Mumford (1995:38)

Bearing the above models in mind, Mumford (1995) lists a number of levels for successful management development, including the following.

- Clear appropriate job objectives.
- Effective selection for the job.
- Business-driven opportunities and problems.
- Shared ownership between management, self-development and human resources.
- Shared diagnosis of individual and group development needs.
- Development activities that is appropriate to the need and the individual as based on management reality.
- Linked development processes.
- Identified learning processes, which are elaborated.
- Identification and measuring of outputs.

Stevenson (1993:34) maintains, that most management development occurs on the job. Managers learn by doing. They learn from their superiors, subordinates and peers. However, there are critical career changes where formal development programmes are desirable; these are periods when significant differences in responsibility and focus occur.

Stevenson (1993:36) maintains, that organisations send staff on generic management development courses, but they do not get maximum value for money. He stresses, that a better return on investment could be obtained, if the programme was flexible and customised so as to meet the needs of the particular organisation and the individual concerned. The author's final recommendation is that subject matter derived from (and directly relevant to) the workplace, such as simulations, case studies and policies and procedures, enhances learning retention and transfer. This author also states that the development of managers using this methodology, would yield a better return on

investment if it were readily available in more relevant, sufficiently flexible forms.

4.3 THEORIES AND MODELS OF AFRICAN MANAGEMENT DEVELOPMENT

“The only competitive advantage the company
(or organisation) of the future will have, is its managers'
ability to learn faster than their competitors”.

Van der Merwe (1993)

Meyer (1999:18) proposes, that "...international and South African trends show that the emerging paradigm of learning (and hence management development) is characterised in the following ways: There is a shift from education, training and development towards learning" and "...the emphasis shifts from the provision of education and training to the management of multi-dimensional learning". Meyer (1999:18) stresses, that "...real-time learning is required in a fast-changing, developing economy" and "...increasing value is being placed on learning through structured experience on the job." He implies that multiple learning strategies are becoming more prevalent; this is significant for the designing of a model of effective management development.

Meyer and Semark (1996:99) stress, that "...unless managerial competencies are related to organisational core and strategic competencies their usefulness is limited, since it is current and future organisational strategy which provides the context and reference point for managerial capability and effectiveness." This view supports the notion that for management development to be effective, it must continue to be relevant and sensitive to the realities and needs of the workplace.

Meyer and Semark (1996:99) criticise the history of training and development in South Africa, as its being too task-focused and behaviourist in its approach. They maintain, that such an approach is not suitable for the current working environment and is characterised

by too much change. What is required, according to Meyer and Semark (1996:101), is life-long individual learning, as they maintain that "...the capacity to update and form new market-relevant competencies is central to continuous competitive success." This is yet another reason why it is extremely important to consider future needs in the development of management competence.

Hofmeyer (1991:294) identifies what he feels are the major challenges facing management in South Africa and proposes what he sees as appropriate strategies to address the demands of future management development.

For it to be relevant, Hofmeyer (1991:295) states, "...management development has to address the challenges of the present and the future." Thus in South Africa, as with the rest of the world, management development will have to take into account the realities of political, economic and social change. Other challenges identified by Hofmeyer (1991:299), relate to management styles. In particular, he mentions "...participative management, employee involvement, the management of change and the need for a unique South African management style".

Hofmeyer (1991:300) proposes, that "...rigid adherence to American development models and formulae will not help us meet South Africa's challenges. Nevertheless, the area of common and overlapping challenges suggests, that although we must not slavishly follow Western models, we cannot ignore that body of experience and international trends." This suggests, that management development needs to be more sensitive to South Africa's political, social, economic and educational contexts in its design, while still taking into account lessons learned from Western models.

Hofmeyer (1991:300) proposes various South African issues that need to be included in management development initiatives and maintains, that political challenges rank the highest priority. This, he feels, is something South African managers need to be exposed to more frequently and purposefully in order to generate greater political awareness.

Knowledge of other cultures and input in respect of sociological issues, including race and class, is another important area mentioned. Mololo (1996) reinforces this viewpoint and maintains, that "...the important thing is, that (development) programmes should be implemented on a radically integrated basis. This would enable employees to start building new cultural symbols by working through issues together."

This indicates, that it is becoming more important for the emphasis to be placed on the need for attitudinal change, to move away from discrimination and realise the need for tolerance and open-mindedness regarding management development. According to Hofmeyer (1991:301) insight is needed into how values determine behaviour and also, that the ability to think through different and often competing value systems and ethics is becoming more important. Hofmeyer (1991:304) avers that "...we need to suggest new conceptual frameworks to encourage flexible, critical thinking and find ways to solve problems and learn that we do not have to do things the way we have always done them in the past!"

Gxwala (1992:30) discusses the choices that have to be made regarding methods of management development and states that, "...we have to create organisations, which are essentially African by inspiration, rather than Western, or even Japanese." He sees management development as an open-ended and continuous process that involves the whole person, rather than as a set of activities contained in a traditional training programme.

In Gxwala's (1992:34) opinion, management development should focus on problems and learning opportunities within the workplace, which would reflect organisational realities. The validity of the development, he maintains, lies in how relevant the resultant learning experience is, i.e. the outcome and impact on the goals of the organisation. Gxwala (1992:38) feels, that successful development of managers must become evident through increased competency over time and this implies overall effectiveness within the organisation.

Gxwala (1992:40) proposes three levels of addressing management development, namely the macro, organisational and individual levels. At the macro level, socio-economic prosperity is the main purpose of development. Organisational issues, he feels, should be designed to ensure survival, growth and economic success of managers, taking into account current reality and future challenges. Finally, according to Gxwala (1992:47), individual needs should address personal fulfilment, that he believes, is a long-term commitment.

Saunders (1998:34) maintains, that South African management training has traditionally focused on providing a sound technical base of planning, organising and controlling, as well as developing skills based mainly on international (i.e. mainly American) theory. For this reason, she argues, South African organisations should look closely at why investment in international management programmes has not brought about the desired results. She maintains that once trust and respect are established, we shall be able to develop, our full managerial potential.

Meyer (1999:115) notes, that many South African companies "...are questioning the ability of their current management to lead them effectively towards the 21st century in a changing South Africa". He suggests a model based on an evaluation of the current managerial capability of the organisation. This would ensure that the necessary competencies are acquired in order to meet the demands of the organisation. The model is based on the following issues which management will need to be able to deal with.

- Understanding organisational realities, including economic, technological, socio-political and legislative issues.
- Defining leadership competences, roles and challenges to enable organisations develop a set of strategic managerial competencies.
- Assessing current managerial performance / competence.

- Establishing learning contracts to specify career development needs. In this area particular attention needs to be given to experiential projects and new assignments, in addition to formal study or training programmes.

Meyer (1999:42) discusses the notion that competencies have a limited life cycle and that for individuals and organisations to remain relevant to the market, their competences need to change in parallel. Meyer (1999:44) notes, that "...life cycle concept has important implications for organisations and individuals if they are to be proactive in managing the acquisition and maintenance of competences in a fast-changing business environment. It implies the need to pro-actively anticipate future strategic competencies, evaluate their current competence and decide on strategies to bridge the gap."

In addition to the fact that managerial capabilities have a limited life cycle, Meyer (1999:106) also states, that "...managers with very different competencies will be required in different phases of the organisation's life cycle". An understanding of these issues is, therefore, essential for effective managerial development.

McBeath (1994:44) essentially agrees with Meyer (1999:106) and emphasises, that management cannot operate in isolation: it must be integrated into the total business strategy of providing the managers needed by the business, and must be adapted in line with evolving needs. Management continuity is essential to the future of the company and requires the cultivating of existing people to provide further generations of management required meeting identified future needs. These future needs must be properly identified; specifications should be evident from and derived from business plans, strategies and changing environmental scenarios.

For this reason, McBeath (1994:122) advocates that "...the development of managers towards future management positions should be influenced by the competencies identified as relevant in the future". According to McBeath (1994:122) this requires the "...analysis of the demands arising from changing business environments and internal

factors such as changed organisation design the impact of information technology in order to forecast changes in the competencies required.” McBeath (1994:136) continues in the same vein and says that “...if management development is to be integrated successfully with business objectives, it is more or less essential to have a reasonable measure of the requirements for management at a series of points into the future, so that planning and development activities are directed towards preparing people for real opportunities.”

Miller (1997:62) depicts the future organisation as a chameleon with five critically important characteristics, including commitment to flexibility, commitment to the individual, superior use of teams, strong core competences and a taste for diversity.

Miller (1997:62) feels, that traditional schools and universities will not provide the skills required functioning in such an environment. It will be the responsibility of the organisation to take charge of this as part of their development initiatives. This will surely have implications for informal management development models.

McBeath (1994:231) supports this viewpoint and states, that “...however great the organisation’s involvement, the ultimate responsibility for development rests with the individual. The organisation can provide a supportive culture and facilities, and can formalise the process so that individual development is planned and can be seen to be happening, insofar as development is relevant to the organisation.”

Diversity will be valued not on a racial, gender, religious or ethnic basis, but for the different perspectives it brings to solutions of customer problems in the organisation of the future, according to Miller (1997:66). He, therefore, feels that it will be essential for the future organisation to pursue diversity in order to compete in global markets.

Miller (1997:67) holds, that under these circumstances the challenge for management is to model behaviours needed to operate effectively in this environment. It is once again

evident, that management development cannot be divorced from the workplace and that synchronising work and learning experiences will become more and more important in the future world of work.

Thomas and Ely (1996:79) pose the question of what is necessary for organisations to reap the real and full benefits of a diverse workforce? They believe that there is a distinct way to unleash the benefits of a diverse workforce and also maintain that it goes beyond financial measures to include 'learning' and 'individual growth'. This requires a company to start thinking about diversity more holistically and therefore, Thomas and Ely (1996:85) propose eight preconditions for making diversity work. One of these preconditions refers to learning and development. Thomas and Ely (1996:86) state that the organisational culture must stimulate personal development. Such a culture brings out people's full range of useful knowledge and skills - usually through the careful design of jobs that allow people to grow and develop but also through training and education programs. This emphasises the importance of management development for both individuals and organisations alike.

Prahalad's (1997:159) view is that, "...as yet, no consensus has emerged about the changing nature of managerial work. The only conclusion that is not in dispute is that managerial work will be different."

Prahalad (1997:167) states that the new age manager must demonstrate amongst others, that they are committed to extensive and continuous training. This, he maintains, is required as a result of the knowledge explosion. Managers will be required to be continuously exposed to new ideas, technologies, business practices and cultures. They are constantly seeking new opportunities for continuous education.

Prahalad (1997:168) concludes by stating that "...the next decade will be full of opportunities for those who are willing to change themselves, to learn, to share and to change".

Smith and Kelly (1997:205) believe, that the future strategic advantage rests in the organisations that can most effectively attract, develop and retain the best talent in the marketplace. According to these authors, 'developing the best' involves a number of key elements, including working in teams, real-time feedback and coaching, as well as what they term 'accountable follow up,' and formal training.

Smith and Kelly (1997:205) explain, that these components must be included in a programme for the development of effective managers and indeed as follows:

- Working in teams will serve the purpose of providing accelerated learning and this will, in turn, attract talent into the organisation. They propose, that loners will have limited opportunities in the organisation of the future and that teams that are led effectively will be the most effective means towards accomplishing work.
- Real-time feedback and coaching are mentioned as being necessary for rapid development of human capital within organisations. The authors propose, that casual feedback and even formal feedback in the form of performance appraisal, are insufficient. Real-time feedback and coaching are seen to be far more effective in developing human capital. Real-time feedback requires sharing observations of an individual's work performance, making suggestions for change and development, as well as reinforcing frameworks and best practices disseminated in formal training.
- Real-time coaching includes providing suggestions and resources for change, supervising progress, and offering continuing support and suggestions. According to the authors, this encourages individuals to develop through continued feedback, as well as formal training.
- Accountable follow-up, according to Smith and Kelly (1997:207) refers to the fact that perceived effectiveness of leaders is directly correlated to the feedback they receive and how often they follow-up with the individuals they work with. They propose that feedback and follow up are critical components in building human

capital. Accountable follow-up apprenticeship also refers to the process of learning a set of skills under an expert, which leads to increasing accountability and responsibility for skills and career development.

- Formal training involves disseminating best practices and frameworks for new knowledge, networking, sharing knowledge, reflecting and encouraging and being driven by ongoing feedback.

For anybody to be a successful manager in the next millennium, the emphasis, according to Johnson (1995:80), will be on staying ahead, keeping up to date with rapidly changing knowledge necessary to be effective in the workplace and remaining employable. Johnson (1995:80) believes that it is for this, that "...the best people will go to firms that have a reputation for providing knowledge, skills and access to the latest technology. Management's obligation becomes clear, to help and encourage employees to develop skills."

McBeath (1994:120) discusses the skills, which future managers will need. He maintains, that flatter organisation structures, wider spans of management control, increases in the use of project teams and temporary management groupings, as well as further advances in information technology, will change ways people manage. This implies, that the way in which managers are developed, will have to be in line with these changes.

McBeath (1994:120) lists a number of traits, which he sees as "...increasing in significance in the future" and explains, that they are directly related to changes in the business environment in specific industries, as well as influences internal to the organisation. They include the following.

- Flexibility and adaptability.
- Breathing of experience and viewing i.e. a general rather than a functional outlook. McBeath (1994:262) notes, that research in the USA has shown a correlation between the most successful top managers and the breadth of their experience, showing that slightly less successful managers in the same enterprise have rather less breadth of experience.
- Self-reliance / self-discipline / self-starting.
- Interpersonal skills, which enable managers to support, team efforts.
- Computer literacy.

Bolt (1996:164) also discusses future requirements in terms of development needs, believing that two major training and development factors have lead to a development crisis. He states firstly, that traditional methods used to train and educate executives have not kept pace with the monumental changes taking place in the world. Secondly, he feels that on-the-job experiences and development do not produce the leadership organisations need.

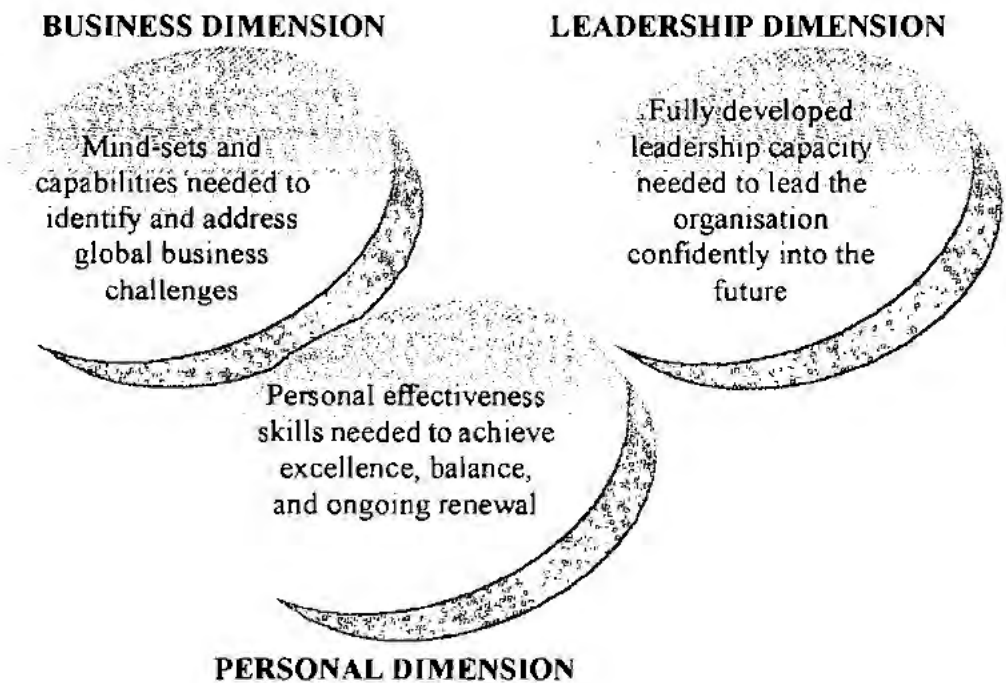
The major shortcomings listed by Bolt (1996:165) include the fact that training is not comprehensive as it focuses primarily on business skills. He maintains that this narrow focus produces people who are not fully developed and that the belief that management and leadership skills can be developed through isolated seminars of one day or one week, is unrealistic. Bolt (1996:165) maintains that to be effective, training must be ongoing and long-term.

The next point he makes, is that training is generic and outdated. Until recently, programmes ignored real-world problems, rendering the majority of development programmes irrelevant. According to him, this results in learning being conceptual because executives never have a chance to put it into practice.

In place of a system that produces one-dimensional managers, Bolt (1996:166) proposes a holistic, three-dimensional development framework, which calls for the development of an individual's business, leadership and personal effectiveness skills.

Bolt (1996:166) maintains, that his three-dimensional management development framework is a powerful combination of mind-sets, knowledge, and skills whose total is far greater than the sum of its parts. It is represented in the following diagram.

Figure 4.3: Three-dimensional Management



Source: Bolt (1996:166)

Bolt (1996:166) notes that the business dimensions have traditionally been the focus of most development programmes. According to Bolt (1996:166), the three-dimensional framework does not diminish its importance, but that it uses the other two areas to integrate and balance development into a well-rounded model.

According to Bolt (1996:166), providing people with capabilities needed to identify and address critical business challenges, develops the business dimension. The leadership dimension concentrates on a broad range of skills recognising that leadership is a combination of both competence and character. The personal dimension concentrates on helping to clarify and develop individual purpose, vision, values, and talents and integrate work goals into his or her personal life.

An example of a development programme that deals with all three dimensions is given by Bolt (1996:170) and can be summarised as follows.

- *Business challenges.* These include leading in a global marketplace, building and leading a market-and customer-focused organisation, total quality leadership, developing and leading an innovative, creative, and responsive organisation, creating a learning organisation, leveraging technology, leading large-scale organisational change, valuing and benefiting from diversity, and thinking strategically.
- *Leadership challenges.* This includes classical and contemporary leadership theory and practice, developing and embodying a strong personal leadership view, envisioning, enrolling and empowering, encouraging and leveraging diversity, authenticity, integrity, ethics, developing courage and the will to act.
- *Personal effectiveness challenges again,* include personal vision, purpose, values, talents, goals, and priorities, self-leadership and self-empowerment, understanding and appreciating nature, science, the arts, and humanities, emotional and physical well-being, continuous-learning, mind-set and personal responsibility for growth.

Bolt (1996:170) proposes, that companies in a number of different ways can use the three-dimensional framework. He gives an example and explains, that existing internal education programmes can be assessed and gaps identified in order to address shortcomings and ensure that all three areas in the framework are adequately covered.

Companies can use the framework as a guideline for selecting external education programmes by considering the extent to which they also adequately cover all three areas. Succession plans can use the framework in order to ensure that future leaders have a well-rounded development, or to assess, which development initiatives should be put in place so as to fill gaps. Bolt (1996:171) maintains that it can actually be used as a basis for the entire human resource system, including recruitment, hiring, firing, succession planning, internal promotions and incentive bonuses. Finally it can use as a self-assessment instrument for executives to rate themselves on all three dimensions.

Goldsmith (1996:234) addresses the issue of how the leader of the future will differ from the leader of yesterday. His conclusion is that the effective leader will have to ask, learn, follow up and grow. All of these requirements refer to the ability to develop effective management competencies.

Goldsmith (1996:235) describes a study concerning the impact of asking for feedback and following up and holds that regularly asking for feedback demonstrates a willingness to learn. Results showed, that managers who were seen to be consistently following up, were rated and perceived to be the most effective.

Goldsmith (1996:235) also maintains, that growth and development will become more important than ever in the future. Development, he says, will not be like getting in shape. It will be like staying in shape and that in the future, far more effort will be placed on developing the process that requires ensuring positive, ongoing growth. This emphasises the importance of following up as part of ongoing development techniques.

Goldsmith (1996:236) concludes with the findings of recent research, showing that "... leaders who ask for input from key stakeholders, learn with a positive, non-defensible attitude and follow up as a focused, efficient manner will almost invariably grow and develop in terms of increased effectiveness".

Herbst (1998:35) suggests a generic competency model for managers in the 21st Century. Once again, there appears to be three key ingredients in the developmental process. Herbst (1998:35) recommends and encourages "... exposure to new ideas and concepts so as to create mind-sets firmly based on reality, acceptance of the importance of encouraging young managers to challenge existing corporate value and culture, and exposure to fresh models of leader behaviour".

In conclusion, it is helpful to summarise this section by listing key points describe in the literature review that are seen as essential components for effective management development. Common themes have been found to include the following.

- Formal education.
- Continuous personal growth and development towards professional qualifications, i.e. a commitment to on-going, long-term, life-long learning.
- Personal development plans.
- Relevant experiential, practical, on-the-job training reflecting organisational realities.
- Informal development experiences.
- Project work and / or a planned sequence of jobs design to give maximum exposure and breadth of experience.
- Challenging assignments that 'stretch' the individual.
- Personal responsibility and accountability.
- Continuous / real-time feedback and appraisal mechanisms.
- Exposure to management responsibility at an early age.
- Networking.
- Exposure to different types of thinking and role models.
- Coaching and mentoring.

4.4 CHAPTER SUMMARY

According to the literature review, a programme which incorporates most, or all of the above elements, will encourage the development of competence required to meet the demands of the future world of work.

This chapter has exposed management development approaches in both developed and developing countries. Lessons from Western and South African countries were also provided. Comments on the South African approach highlighted the immensity of the task facing South Africa especially in the light of the effects of local government transformation.

It is necessary to explore what the current management development situation in the Sedibeng Municipal Council look like. The next two chapters expose the empirical research pertaining to the current municipal management scenario in the Sedibeng District Municipal Council.

The next chapter presents the empirical research design

CHAPTER 5

EMPIRICAL RESEARCH DESIGN

5.1 INTRODUCTION

The previous chapter comprised the literature review on management development. The purpose of this chapter is to outline the design of the empirical research regarding the current management development in municipalities in the Sedibeng District Council. There are 284 Municipalities in South Africa (SALGA, www.salga.org.za), and for the purpose of this study, a questionnaire was distributed through SALGA to 284 municipalities and only 180 questionnaires were received from respondents (n=180 – Municipal Managers), (n=1 300 – Executive Managers), (n=4 657 – Heads of Departments), and 104 questionnaires were received after the deadline (15 August 2001). Therefore, 80 percent of questionnaires were received before the deadline date and those questionnaires that were received earlier, were used for statistical purposes.

This chapter sets out to present the research design with regard to the research method and the development of the research.

5.2 THE AIM OF THE EMPIRICAL RESEARCH

The empirical investigation aims at gathering data on the current management development practices in the Sedibeng District Council municipalities in order to develop a management development model for Sedibeng municipalities. The literature study suggests, that most executive managers and consequently, their management teams in the Sedibeng municipalities, have received little or no significant form of management training. It also emerged, that there is currently no formal management development system for municipality management teams in South African municipalities.

5.3 THE RESEARCH INSTRUMENT

For the purpose of this research a structured questionnaire was selected as the research tool. The rationale for the use of the questionnaire, will now be presented.

5.3.1 The questionnaire as a research tool

A survey questionnaire is one of the tools used in the collection of research data and is ultimately dependent on the purpose of the study (Tuckman, 1994:216). According to Best and Kahn (1993:230), the questionnaire is a self-report instrument used for gathering data about variables of interest to the researcher and consists of a number of questions or items that a respondent reads and answers.

Tuckman (1994:230) avers, that questionnaires are used by researchers to directly convert the information provided by people into data. In this sense, the questionnaire became appropriate to gather data for this research, in that it would elicit factual data about the management development practices currently prevailing in South African municipalities (Vockel & Acher, 1995:124).

The questionnaire was seen as being cost-effective in this research (Fraenkel & Wallen, 1990:336). This was because it would be easy to administer, since contact persons would be used to distribute and collect the questionnaires.

The use of questionnaires in this research is based on the following assumptions (Wolf, 1997:422).

- Respondents can read and understand the questions.
- Respondents are presumably possibly willing to answer the questions.

- Respondents are in the position to supply the information to answer the questions, and especially in view of the presumed willingness to find a suitable management development approach.

The suitability of the questionnaire is based on the fact, that the respondents are Sedibeng municipality's managers, heads of departments and supervisors who will profoundly be interested in the final outcome of the research and its implications for the betterment of these respondents' situation as municipal managers.

Since the questionnaire is in writing and the interaction is impersonal, it has, according to Fraenkel & Wallen (1990:336), both advantages and disadvantages.

5.3.2 Advantages of questionnaires

The following are some of the advantages of the questionnaire as used in this study (Fraenkel & Wallen, 1990:336; Ary, et al., 1990:421; Best & Kahn, 1993:230; Tuckman, 1994:216).

- It can be distributed to respondents with financial and time cost effectiveness and covers a wide coverage.
- It reaches people who otherwise would be difficult to reach, thus obtaining a broad spectrum of views.
- Since the questions are phrased identically, the questionnaire allows for uniformity and elicits more comparable data.
- Anonymity of respondents is assured, since respondents are not required to divulge their identities, addresses and schools.
- It is relatively easy to plan, construct and administer.
- It can be administered by anybody on behalf of the researcher.

- Respondents can answer the questionnaires at leisure, without any pressure for an immediate response.
- Permission from the Sedibeng municipal authorities can be given easily, since the contents of the questionnaire can be pre-viewed.
- The influence an interviewer could have on the respondent is obviated.
- Processing is made easy by the questionnaire being well compiled.
- Because of its impersonal nature, the questionnaire may elicit more candid answers and objectives and therefore, more valid responses.
- The questionnaire enhances progress in many areas of research and brings to light much information, which would otherwise have been lost.

5.3.3 Disadvantages of questionnaires

Despite its usefulness, the questionnaire has the following limitations (Fraenkel and Wallen, 1990:336; Ary et al., 1990:421; Best and Kahn, 1993:230; Tuckman, 1994:216).

- The motivation of respondents may be difficult to check, which could lead to misleading responses.
- A low response rate is the biggest common limitation of the questionnaire. This will affect the validity of the results.
- Questionnaires can frustrate respondents who may feel that their personal options are left out.
- Respondents may be unwilling to respond to questions bordering on private matters or controversial issues and may consequently give what they believe to be socially desirable responses.
- The length of the questionnaire may lead to careless or inaccurate responses and may

result in low return rates.

- Questionnaires may not probe deep enough to reveal a true picture of opinions and feelings.
- Little can be done to rectify a misinterpreted question.
- Because of its apparent simplicity, a questionnaire might appeal to the amateur investigator and may be abused.
- The respondents may have little interest in a particular problem and therefore, may answer the questionnaire indiscriminately.

In spite of these limitations, a questionnaire still is a valid instrument for data collection and is still commonly and widely used. Wolf (1997:422) argues, that careful and sensitive developmental work will help to identify and will make full provision for these limitations. In using the questionnaire, the researcher must be satisfied that the questions are stated with sufficient clarity in order to function in the impersonal interaction and he/she must try to maximise the likelihood that a respondent will answer the questions and return the questionnaire (Ary et al., 1990:422-423).

5.3.4 The design of the questionnaire

5.3.4.1 Preparing the questionnaire

The design of a questionnaire must be well organised by a thorough process. Moloko (1996:90) cites Sidhu's exposition, that a well-designed and administered questionnaire can serve as an appropriate and useful data-gathering device and can boost the reliability and validity of the data.

According to Ary et al. (1990:422-424) and Gall et al. (1996:294), the following factors need to be considered in preparing a questionnaire.

- The questionnaire should reflect scholarship so as to elicit high returns.
- The questionnaire should be kept as brief as possible so that answering it requires a minimum of respondents' time. All unnecessary items, especially those answers readily available from other sources, should be eliminated.
- Questionnaire items should be phrased in such a way that every respondent can understand them. It would be best to construct simple and short sentences.
- Items in the questionnaire should be phrased in a way that will elicit unambiguous responses. Words like 'often' and 'sometimes' should be avoided as they mean different things to different people.
- Items should be so phrased as to avoid bias or prejudice that might predetermine respondents' answers.
- Questionnaire items should not be misread because of unstated assumptions. The frame of reference for answering questions should be clear and consistent for all respondents.
- Alternatives to items should be exhaustive; e.g. what is your marital status? It should not include only restricted alternatives *married or single*, but also *widowed, divorced and separated*.
- Questions that might elicit embarrassment, suspicion or even hostility in the respondents, should be avoided.
- Questions should be arranged in the correct psychological order, e.g. if both general and specific questions are asked, the general questions should precede the specific ones.
- The questionnaire should be attractive in appearance, neatly arranged and clearly duplicated or printed.

Questions should allow for respondents to review their own relevant experiences thoroughly, arrive at accurate and complete responses and should communicate some

rules about the process of answering questions by providing respondents with the necessary rules, so as to reduce complexities and ambiguities (Best and Kahn, 1993:230; Ary et al., 1990:426-427).

5.3.4.2 Construction of the questionnaire items

According to Tuckman (1994:225) questionnaire items must be developed carefully in such a way that they would measure a specific aspect of the study's objectives or hypotheses.

The questionnaire items in this particular study were carefully constructed. The aim of the empirical study was throughout taken into consideration. Sections B and D were constructed in such a way, as to elicit responses that would give an indication of what actually the management development activities in the Sedibeng municipalities are. The ranking scale used, required respondents to prioritise the needs identified for Sedibeng management teams for management development. This would shed light on whether there was a need for management development of the Sedibeng management teams. Since the same questionnaire would be administered to the various categories of the target population, the results would shed light on a balanced view of the respondents' needs, as their belonging to each category or being equally applicable for the entire respondent population in the Sedibeng District Council. It would, for instance, be interesting to see if there were core-relations or discrepancies among the respondents regarding the questionnaire items as in consequence of possible influences by, *inter alia*, their various backgrounds, e.g. municipal type, location of municipality, and gender.

Section C required the respondents to respond to questions on their own management development experiences. This would explain the extent of the respondents' management development experiences and perhaps indicate if there would be a need for management development programmes in the Sedibeng municipalities is strictly monitored and evaluated.

A total of 22 questions were used in the questionnaire (Appendix A). First, the literature study (Chapter 3 and 4) was used to construct items relating to -

- management development needs (Section B),
- the implementation, monitoring and actual experience of respondents with regard to management development activities and programmes (Section C), and
- management development activities prevailing in the Sedibeng municipalities (Section D).

In line with the exposition of Ary et al., (1990:422-423), the questionnaire items were ordered in a logically sound sequence, i.e. simple, interesting and neutral questions preceded more difficult and crucial items or those that established a frame of reference or provided keys to recall, before those relating to details (Appendix A).

5.3.4.3 The questionnaire format

Ary et al., (1990:429) propound, that the questionnaire and the covering letter are the main sources of information that the respondent will refer to in deciding whether or not to complete the questionnaire. The following rules of questionnaire formatting are set forth (Ary et al., 1990:429).

- The questionnaire should be made attractive.
- Questions should be laid out or organised in such a way, that the questionnaire is as easy to complete as possible.
- Questionnaire items and pages should be numbered.
- Brief, clear and bold-type printed instructions should be included.

- A few introductory interesting and non-threatening items should be included.
- Questionnaires should not be too long and should include enough information so those items are interesting to the respondents.

The afore-mentioned rules were taken into consideration in formatting the questionnaire. Instructions for completing and keys for ranking the items were provided in each section (Moloko, 1996:92).

Section A comprised items relating to the general or biographical data. Biographical questions serve an “ice breaker” purpose at the beginning of the questionnaire (Moloko, 1996:92). The data relating to biographical details, would help the researcher to gain an understanding of differences to responses on certain items, as would be indicated by differences in responses on certain items such as the type of municipality management experience, academic qualifications, age and gender of respondents.

Section B consisted of questions relating to management development needs of municipal managers as identified in the literature study. This would assist the researcher to find out the need for management development of municipality management teams as well as to design a model that would be sensitive of management development needs of municipality management teams in the Sedibeng District Council.

Section C constituted items related to management development experiences of Municipal management teams. This would help in discovering the extent to which respondents have experienced management development and the extent to which experiences gained in management development programmes, if any, are enacted to build effective monitoring and evaluation mechanisms.

Section D comprised questions that aimed at eliciting responses about the actual management development activities prevailing in the Sedibeng municipalities. This

would be pivotal to the research aims.

For each item in Section B, respondents were required to indicate their prioritisation of items relating to management development needs, on a five-point scale, e.g.

1 = Very low 2 = Low 3 = Medium 4 = High 5 = Very High

Sections C and D required respondents to rank items on a three-point scale, e.g

1 = Yes 2 = No 3 = Not sure

5.3.4.4 Pilot study

Ary et al., (1990:428) and Tuckman (1994:235) assert, that in addition to the preliminary check made of the questions in order to locate ambiguities, it is desirable to carry out a thorough pre-test of the questionnaire before using it in the research.

For this pre-test, a sample of individuals from a population similar to that of the research subjects should be selected. The pre-test form of the questionnaire should provide space for respondents to make comments about the questionnaire itself, so as to indicate whether some questions seem ambiguous or not and to indicate other points that can lead to improving the questionnaire.

The questionnaire was first submitted to the researcher's promoter for his scrutiny and comments. The questionnaire was thereafter piloted to a sample of executive mayors (n=20), municipal managers (n=20) executive managers (n=50), managers (n=15) and heads of departments (n=10). This was done in collaboration with the South African Local Government Association.

This pilot group was drawn from the intended target population that would not be part of the final study sample. The pilot study group was requested to comment on the questionnaire with regard to its length, any unclear or ambiguous questions and to make any comments and suggestions as advised by Ary et al., (1990:428).

The pilot study responses were analysed. The analysis revealed general satisfaction with the questionnaire. A few adjustments were made and the questionnaire was finalised.

5.3.4.5 Questionnaire distribution

The final questionnaire was then distributed to the sample population. A covering letter was enclosed (Appendix D). The covering letter was aimed at orientating the respondents to the questionnaire, and assuring them of confidentiality and anonymity (Best & Kahn, 1993:241). Contact persons were enlisted to distribute the questionnaires. Municipal managers were requested to be contact persons. Contact persons were used to minimise the disadvantage of postal questionnaire surveys and to ensure a high return rate, as well as to exercise control over the time span allowed for the return of questionnaires. Consequently, it took four weeks for the distribution, completion and collection and return of the questionnaires.

5.4 POPULATION AND SAMPLING

The target population for the research was identified as the management teams of the Sedibeng District Council municipalities. This would include the municipal managers, executive managers, heads of departments, and supervisors. The executive managers and heads of departments were included on the basis of the local government's mission that embraces participative management and the involvement of as broad a spectrum of stakeholders in South African municipalities as possible. The ideal of whole municipal development was a further motivation for the inclusion of the whole scope of municipal management teams in the empirical research.

The first step was to ascertain the number municipal managers, executive managers, head of departments and supervisors in permanent positions in the Sedibeng municipalities. It was decided that only the target population employed in South African local government municipalities would comprise the target population. The Human Resource section of the MEC (Member of Executive Council) of provincial local governments of nine provinces was requested to provide statistical data on the target population. The data indicated a target population - middle managers (n=15 197) of (n=284) municipal managers, executive managers (n=1 300) and heads of departments (n=4 657). Table 5.1 shows the target population data.

Table 5.1: Target Population - Managers

Municipal Managers	Executive Managers	Heads of Department	Total
284	4 538	10 375	15 197

Source: Own research

The second step was to determine a sample of the three categories of the target population that would be representative of the target population. The size of the sample should be reasonably small for reasons of time and cost, yet being large enough to ensure that it was representative enough (Vermeulen, 1998:52). According to Vermeulen (1998:52), the following should guide the sample size:

- The larger the population, the smaller the percentage of that population the sample needs to be; and
- the relative homogeneity and heterogeneity of the population will influence the size of the sample.

In line with this exposition, a sample (n=398) of the target population was decided upon (Vermeulen, 1998:52). The sample comprised municipal managers, executive managers and heads of departments.

A random sample of municipal managers (n=180), executive managers (n=1 300) and heads of departments (n=4 657) was then selected. This distribution was guided by guidelines of sample size (Vermeulen, 1998:52), as well as by the way of discussions with the author.

Table 5.2: Sampling

Population group	Total	Sample
<i>Municipal Managers</i>	284	180
<i>Executive Managers</i>	4 538	1 300
<i>Heads of Departments</i>	10 375	4 657

Source: Own research

This sample of the target population was deemed representative of the target population included in the Sedibeng District Council municipalities.

5.5 RESPONSE RATE

Questionnaires were distributed to the sample population in the Sedibeng district municipalities and other municipalities (Appendix C). Table 5.3 shows the return rate per sample category.

Table 5.3: Return Rate per Sample Category

Population category	Questionnaires distributed	Questionnaires received	Percentage
<i>Municipal Managers</i>	284	180	77,8
<i>Executive Managers</i>	4 538	1 300	90,0
<i>HOD's</i>	10 375	4 657	88,1

Source: Own research

From Table 5.3, it can be seen, that the response rates exceed 70 percent for all respondent categories. This, according to Landman (1980:112), is an acceptable response rate from which generalisations can be made.

5.6 ADMINISTRATIVE PROCEDURES

5.6.1 Approval from the Sedibeng District Council

The Sedibeng District Council was requested to give permission for the questionnaire to be administered to the target population in the Sedibeng municipalities. The questionnaire was submitted to the Sedibeng District Council municipalities and permission to administer it to municipal managers, executive managers and heads of departments in the Sedibeng District Council was subsequently given. The questionnaire was distributed to the target population. The distribution was done personally and through Mr. Xaba, Personal Adviser to the Mayor in the Sedibeng municipal council.

5.6.2 Follow-up on questionnaires

The response rate was good, because contact persons were personally able to follow-up outstanding responses. There was a need for telephonic and personal follow-ups.

5.7 STATISTICAL TECHNIQUES

The Statistical Services of the Vaal Triangle Campus of the Potchefstroom University for Christian Higher Education, analysed and processed the data collected by means of the SAS-programme. The programme was used to assess the frequencies and means. The t-test was used to analyse statistical differences between the means of various scores, while the d-test was used to determine if the differences were practically statistically significant or not.

5.8 CHAPTER SUMMARY

This chapter briefly presents the research design. The research method, development and the pilot study were outlined.

The questionnaire was decided for use, because of its advantages and it was distributed and collected by contact persons in the Sedibeng District Council.

The next chapter will present the research data analysis and interpretation.

CHAPTER 6

DATA ANALYSIS AND INTERPRETATIONS

6.1 INTRODUCTION

The purpose of the empirical survey was to determine, by means of a questionnaire, the management development needs experienced and current activities of municipal leaders in the Sedibeng District Council. The summary of the data collected is presented in this chapter.

6.2 DATA ON THE GENERAL INFORMATION

6.2.1 Review of respondents

Questionnaires distributed amounted to 284 municipalities, and each municipality made available more copies to their municipal managers, executive managers and heads of departments. Of this number, 6 137 (85,7 percent) were returned.

6.2.1.1 Data on respondents' gender review

Table 6.1 depicts the respondents' gender review.

Table 6.1: Data on respondents' gender

Gender	Municipal Manager		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>F</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Male</i>	62	74,7	47	65,3	86	46,7	195	57,5
<i>Female</i>	21	25,3	25	34,7	98	53,3	144	42,5
<i>Total</i>	83	100,0	72	100,0	184	100,0	339	100,0
<i>N.R.F</i>	1				1		2	

Source: Own research

Table 6.1 shows, that more male respondent (57,5 percent) are in municipal management teams than are their female counterparts (42,5 percent). This confirms the literature assertions about the gender legacy of the municipal system. The difference (15 percent) indicates a tapering off of this tendency, maybe because of the new systems' direction, which among others, focuses on the redress of past imbalances.

It is disturbing to note that the ratio between male and female managers is still heavily tilted towards the males. Only about a quarter (25,3 percent) of municipal managers are females compared to about three times that number of males 74,7 percent). In the case of executive managers, the ratio is still tilted more towards the males (65,3 percent) as compared to slightly more than half (34,7 percent) of the executive managers. This indicates the effects of the gender legacy in the higher municipal management positions.

It is noteworthy, that in the case of heads of departments, there are more male HOD's (53,3 percent) as compared to female HOD's (46,7 percent). Though marginal, this indicates a major shift in the previous *status quo*. The fact that this picture exists in the lower level of the management hierarchy, could be an indication of women taking up the challenge of leading in public institutions. This picture indicates drastic in-roads into the traditionally male positions of municipal managers. This can also be attributed to the Sedibeng District Council redress and equity strategic priorities in the Sedibeng municipalities.

6.2.1.2 Data on the ages of respondents

Table 6.2 outlines data in respect of the ages of respondents.

Table 6.2: Data on the ages of respondents

Age	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
20-29	2	2,4	2	2,8	21	11,4	25	7,3
30-39	14	16,7	28	38,9	88	47,6	130	38,1
40-49	50	59,5	36	50,0	65	53,1	151	44,3
50+	18	21,4	6	8,3	11	6,0	35	10,3
<i>Total</i>	84	100,0	72	100,0	185	54,3	341	100,0

Source: Own research

Most respondents (82,4 percent) fall within the combined age groups of 30 to 49 years. A significant number of managers (59,5 percent) fall within the 40 to 49-year age group. This implies that in terms of age, municipal managers head most municipalities. This could be because of their experience as managers. This could serve municipalities in crisis situations where such managers, by virtue of their experience as managers in municipalities, could be relied upon to be calm and to keep a situation under control. This, however, could have an influence on their perceptions of job satisfaction because, as growing adults, the way in which they learn, will be affected, especially in a changing municipal system that needs people to comprehend new approaches to management. This could be compounded by municipalities having a sizeable number of young, energetic and somewhat adventurous corps members (HOD's) as is evident in almost three-fifths (59,0 percent) of them being in the 20 to 39 years age category. These HOD's could indicate impatience with the cautious and rather "tedious" approach to change of older managers. The older manager's experience could, however, come in handy to offset this

attitude. It is noted, however, that the percentage of executive managers (50,0 percent) in the 40 to 49-year age group is significant. This can be of value to municipalities with regard only to maturity. It, therefore, is imperative that management development programmes be seriously enacted, so as to equip all these management teams with the necessary skills for them to be able to manage their responsibilities with their outstanding abilities.

Only a tenth (10,3 percent) of the respondents are in the 50+-age category. This could be partly attributed to severance packages opted for by most managers in recent years. This could be a blessing in disguise to the municipal system in terms of resistance to change, since most municipal managers are in the lower age categories and are possibly responsive to change. It could also be a disadvantage in terms of experienced municipal managers having left the system early.

6.2.1.3 Data on positions held by respondents

Table 6.3 depicts data on positions held by respondents.

Table 6.3: Data on positions held by respondents

Position held	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Municipal Managers</i>	84	24,6	0	0,0	0	0,0	84	24,6
<i>Executive Managers</i>	0	0,0	72	21,1	0	0	72	21,1
<i>HOD's</i>	0	0,0	0	0,0	185	54,3	185	54,3
<i>Total</i>	84	100,0	72	100,0	185	54,3	341	100,0

Source: Own research

Table 6.3 indicates, that of the respondents to this item (341), a quarter (24,6 percent) occupy managerial positions, while about a fifth (21,1 percent) are executive managers

and just over half (54,3 percent) occupy HOD positions. The significance of the data is, that there are more HOD's and executive managers in the Sedibeng District Council, as compared to other municipal managers.

6.2.1.4 Data on respondents' experience in current positions

Table 6.4 depicts data on the number of years respondents have occupied in their current positions.

Table 6.4: Data on respondents' experience in current positions

Age	Municipal Manager		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
1-10	53	63,1	47	66,2	124	67,4	224	66,1
11-15	17	20,2	18	25,4	41	22,3	76	22,4
16-20	7	8,3	5	7,0	10	5,4	22	6,5
20+	7	8,3	1	1,4	9	5,0	17	5,0
Total	84	100,0	71	100,0	184	100,0	339	100,0
N.R.F.			1		1		2	

Source: Own research

The highest number of respondents (66,1 percent) has occupied their current positions for between 1 and 10 years. Of these respondents, most are HOD's (67,4 percent), followed by executive managers (66,2 percent) and municipal managers (63,1 percent). These almost equal the number of municipal managers, executive managers and HOD's, that implies that in most municipalities, managers are relatively inexperienced in their management positions. It could, however, mean that they have had more experience than managers have. This could serve a positive purpose, if management training and development could be enacted timeously and vigorously in order to equip those involved with the necessary skills in municipal management.

This is experienced in the light of transformation taking place before these municipal managers have settled in comfort zones and are still amenable to change.

On the other hand, the stabilising influence of experience is indicated by a total of 34 percent of respondents in the 11 to 20+ "experience as managers", out of whom 36,8 percent are municipal managers, 33,8 percent are executive managers and 32,7 percent are HOD's.

It must, however, be emphasised that the relative inexperience of most respondents should be seen as a matter of urgency by the Sedibeng District Council, so that management development receives priority.

6.2.1.5 Data relating to academic qualifications

Data relating to academic qualifications are shown in Table 6.5.

From Table 6.5 it can be seen, that most respondents' (43,6 percent) highest academic qualification, is standard 10 (grade 12). Out of these respondents, the majority are HOD's (52,2 percent), followed by executive managers (40,9 percent) and municipal managers (27,4 percent). This points out the need for motivational strategies to encourage management teams to study further, thereby attuning them to being responsive to new information and knowledge.

About three-tenths (29,1 percent) of respondents are in possession of a Bachelor's degree. Of these respondents, more principals (32,1 percent) have a Bachelor's degree as compared to 29,6 percent and 27,5 percent of municipal managers and HOD's respectively.

Table 6.5: Data on the highest academic qualifications

Highest academic qualifications	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Std 10</i>	23	27,4	29	40,9	95	52,2	147	43,6
<i>B. Degree</i>	27	32,1	21	29,6	50	27,5	98	43,6
<i>B. Hon.</i>	32	38,1	20	28,2	29	15,9	81	29,1
<i>M. Degree</i>	2	2,4	1	1,4	2	1,1	5	24,0
<i>D. Degree</i>	0	0,0	0	0,0	6	3,3	6	1,5
<i>Other</i>	0	0,0	0	0,0	0	0,0	0	1,8
<i>Total</i>	84	100,0	71	100,0	182	100,0	337	0,0
<i>N.R.F.</i>			1		3		4	100,0

Source: Own research

A combined 3,3 percent of the respondents have Master's degrees and Doctoral degrees. Out of these respondents, only six (1,8 percent) have Doctoral degrees, and these are HOD's. This means, that municipal managers and executive managers have to be encouraged to study for higher degrees than a Bachelor's degree. This is in itself empowering as far as it impacts on feelings of professional growth.

6.2.1.6 Data on the further study in municipal management

This item intended to find out what fields of study respondents were pursuing. This is important, since it would indicate the suitability of respondents' own study interests in relation to their municipal management responsibility. The researcher has observed many management teams who pursue studies in unrelated management fields. Data in this regard are depicted in Table 6.6.

Of the overall respondents (341), only about two-fifths 137 (40,2 percent) answered this question. Of these respondents, almost equal numbers of municipal managers (42,8

percent), executive managers (37,5 percent) and HOD's (40,0 percent) indicated that they were studying further in municipal management. However, an analysis of their specified field of study indicated, that some fields of study were unrelated to municipal management. For instance, some respondents indicated studies for, *inter alia*, B. Degrees in Empirical Studies, Guidance, B. Tech. and Communication. This is indicative of the necessity to popularise and induce management teams to understand and use municipal language and terminology appropriately. This point is supportive of the finding in 6.2.1.5 above.

Table 6.6: Data on further study in municipal management

Further study in municipal management	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	36	42,8	27	37,5	74	40,0	137	40,2
<i>Null</i>	48		45		113		204	

Source: Own research

Managers experience management development needs as found in the literature study. The next section reviews findings regarding management development needs in the municipality.

6.3 AN ANALYSIS OF MANAGEMENT DEVELOPMENT NEEDS

Various management development needs were identified in the literature study, as applicable to most municipal managers. Among others, needs for the development of interpersonal skills, personal and individual development and development of the municipality as an organisation were identified. These management development needs were tabulated in order to include performance appraisal, management tasks, conflict management, financial management, managing interpersonal relationships, managing change, delegation, team building and motivation, communication skills and managing a

multicultural environment. Respondents were requested to prioritise these needs from 'very low' to 'very high' in their own situations.

The following data relate to the frequency of counts of the data collected.

6.3.1 Data on Performance Appraisal

The Sedibeng District Council did not have a formal programme of performance appraisal until recently, when an agreement was reached in the management teams of the Sedibeng municipalities, for developmental appraisal, which is envisaged to be operational. This was expected to have an effect on respondents' prioritisation thereof in their own situations. Expectations were, that this management development need would receive very high priority. Table 6.7 depicts data on performance appraisal.

Table 6.7: Data on performance appraisal

Priority	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Low</i>	37	44,6	39	54,2	86	48,0	162	48,5
<i>High</i>	46	55,4	33	45,8	93	52,0	172	51,5
<i>Total</i>	83	100,0	72	100,0	179	100,0	334	100,0
<i>N.R.F.</i>	1				6		7	

Source: Own research

There were 334 responses to this question, with a 2,1 percent null response. Although negligible, the null response could be attributed to respondents' not knowing exactly what form performance appraisal should take since there has been no programme or policy thereof in the Sedibeng District Council municipalities. It could also be that respondents could not discern between performance appraisal and the traditional work evaluation as was practised in previous departments. It is also noted that of the seven null responses,

six were from HOD's, *vis-à-vis* one and zero from municipal managers respectively.

It can be seen, however, that just over half (51,5 percent) of the respondents highly prioritised performance appraisal as a management development need. This supports literature assertions, that performance appraisal is indeed perceived as a management development need by municipal managers. In the Sedibeng municipalities, and consequently also in the whole of South Africa, this could be as a result of the decline in the culture of learning in municipalities as a result of among others, there being no form of evaluation of middle managers' performance.

The almost equally low prioritisation of performance appraisal as a management development needs (48,5 percent) is a cause for concern. In addition to the implication that respondents do not need development in performance appraisal, this also suggests a lack of understanding and maybe knowledge, of what performance appraisal is and what purpose it serves. As alluded to earlier, this could be because there has been no policy or programme of performance appraisal in the Sedibeng municipalities.

Of the total number of municipal managers, less than half (44,6 percent) perceived performance appraisal as a low priority. Although marginally more than half, this indicates, those municipal managers see management development in performance appraisal as being a priority. This should be understandable in the light of the declining culture of learning resulting from the "defiance campaign" alluded too earlier. This implies, that municipal managers see the role of performance appraisal among others, as a way of ensuring this, while learning and high performance and service delivery ("*Batho Pele*" - *People First Principle*) take place effectively. The low prioritisation of performance appraisal as a management development need, could be attributed to lack of knowledge and role thereof, as well as to apathy and a possible reluctance to explore appraisal, due to the resistance of the past to any form of evaluation.

6.3.2 Data on Planning, Organising, Guiding and Controlling

Planning, organising, guiding and controlling were identified as management tasks in the literature study and were seen, as management development needs. Table 6.8 presents data on planning, organising, guiding and controlling, as management development needs. Of the total respondent's (337), there were 1,7 percent null responses.

Table 6.8: Data on planning, organising, guiding and controlling

Priority	Municipal Manager		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Low</i>	31	36,9	33	45,8	68	37,6	132	39,2
<i>High</i>	53	63,1	39	54,2	113	62,4	205	60,8
<i>Total</i>	84	100,0	72	100,0	181	100,0	337	100,0
<i>N.R.F</i>					4		4	

Source: Own research

Three-fifths (63,1 percent) of municipal managers (respondents) prioritised management tasks as management development needs as being high, while only just over three tenths (36,9 percent) prioritised these tasks as being low management development needs. This seems to support literature findings about the municipal managers' need for development in these tasks. The three tenths (36,9 percent) who prioritised these tasks as being low, could be municipal leaders who have furthered studies or are furthering studies in municipal management so that they could be familiar with the terminology of management tasks. However, taking the decline in the culture of teaching and learning, suggests that this knowledge is not serving the ultimate purpose of effective municipal management.

Executive Managers (54,2 percent) perceived the need for management development in management tasks as being high. This may be because executive managers could

generally not be involved actively in municipal management and as such, feel a need for management development in these tasks. The researcher has observed this tendency in municipalities, where executive managers only end up managing on a “delegated” basis.

It is noteworthy, that over three fifths (62,4 percent) of HOD's regarded the need for management development in management tasks as being of high priority. The researcher observes, from experience, that the majority of HOD's (32 percent) are in the age group of between 29 and 39 years and most (48,7 percent) are in the 1 to 15 years' experience in these positions. This could mean that these municipal HOD's are motivated to learn and develop as much as is possible in respect of municipal management. This is attested to by the fact that most of them (54,0 percent) are engaged in furthering their studies in municipal management.

It is, however, disconcerting to observe that a sizeable percentage (37,6 percent) regarded management tasks as being of low priority. This suggests a need for orientation and induction in municipal management for newly promoted HOD's, since these data suggest, that most HOD's are promoted into their positions on the basis of their proficiency in responding to interview questions. Interview processes observed by the researcher, very often are conducted by people who are often not well versed in municipal management (Gauteng Provincial Local Government, 1997:17).

6.3.3 Data on Financial Management

Table 6.10 presents data on financial management as a management development need. Of all the respondents, the majority (60,9 percent) considered the need for management development in financial management a high priority.

Generally, this could be attributed to the previous financial management systems, which lacked accountability and consequently, led to financial mismanagement in many instances.

The researcher has had experiences where disputes and conflicts around financial mismanagement had to be resolved among various stakeholders.

Table 6.9: Data on financial management

Priority	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>F</i>	%
<i>Low</i>	26	31,0	38	52,8	67	37,4	131	39,1
<i>High</i>	58	69,0	34	47,2	112	62,6	204	60,9
<i>Total</i>	84	100,0	72	100,0	179	100,0	335	100,0
<i>N.R.F</i>					6		6	

Source: Own research

The respondents (39,1 percent) who prioritised the need for management development in financial management as being low, municipalities and other municipal managers, who might have had sound financial management skills and could have had people with financial accounting skills in their personnel, and in their financial committees. This could also allude to the open and participative leadership styles in those municipalities.

Municipal managers and HOD's (69,0 percent and 62,6 percent respectively) regarded management development in financial management as a high priority, as seen against the low prioritisation by 47,2 percent of the deputy principals. The former could be attributed to the pressure and demand for financial accountability from all stakeholders, and the fact that public financial management requires, that there be strict financial management and accountability. With the municipal managers, it is a foregone conclusion that they are accounting officers in their municipalities, while with HOD's, it could be because in the past they were not involved in financial matters in the municipalities. It is, however, discrepant that executive managers, who in essence are leaders next to municipal managers, should indicate the need for management

development in financial management as being a low priority. This seems to suggest, that research on this would be necessary to determine the reasons thereof.

6.3.4 Data on Conflict Management

Conflict management was identified as a management development need of municipal managers. Data collected on this need, are depicted in Table 6.10.

Table 6.10: Data on conflict management

Priority	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Low</i>	28	33,3	38	52,8	76	42,0	142	42,1
<i>High</i>	56	66,7	34	47,2	105	58,0	195	57,9
<i>Total</i>	84	100,0	72	100,0	181	100,0	337	100,0
<i>N.R.F</i>					4		4	

Source: Own research

The majority (57,9 percent) of respondents regarded conflict management as a management development need as being a high priority. The two fifths (42,1 percent) of the respondents who regarded it as being a low priority, could be attributed to a percentage of respondents who may feel confident in resolving conflict rather than managing it.

It strikes one, however, to realise that it is the majority of municipal managers and executive managers (66,7 percent) who considered management development in conflict management as a high priority need. This seems to point to the reality that it is usually executive managers who are faced with having to manage conflict between and among various stakeholders in municipalities. This is further seen in the less than half (47,2 percent) of the executive managers and almost three-fifths (42,0 percent) of the HOD's

who regarded this need as being a high priority. It can be seen, that in most instances, it is the executive manager who faces conflict situations. This could also allude to the management style that seeks to assume that the municipal manager should be the one to face such situations. This situation is a major challenge to empower executive managers and HOD's with conflict management skills and perhaps an understanding of their roles as co-managers in municipalities. This would then make them feel co-responsible for ensuring that there is effective municipal management through their participation in all areas of municipal management.

6.3.5 Data on Managing Interpersonal Relationships

Managing interpersonal relationships is perhaps one of the most important management development needs identified in literature. Table 6.11 presents data on managing interpersonal relationships.

Table 6.11: Data on managing interpersonal relationships

Priority	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Low</i>	32	38,6	34	47,2	79	43,6	145	43,2
<i>High</i>	51	61,4	38	52,8	102	56,4	191	56,8
<i>Total</i>	83	100,0	72	100,0	181	100,0	336	100,0
<i>N.R.F</i>	1				4		5	

Source: Own research

More than half (56,8 percent) of the respondents regarded the need for management development in managing interpersonal relationships, as a high priority, as against 43,2 percent that regarded it as a low priority. The latter respondents could see managing interpersonal relationships as normal day-to-day relationships that border around familiarity and friendship. It could be possible that the management of interpersonal

relationships is not seen as a management catalyst towards ensuring job satisfaction via feelings of collegiality and an improved working life, hence the low prioritisation.

On the other hand, respondents who highly prioritised the need for management development in the management of interpersonal relationships, could be seeing this as a way of removing tensions and discomforts caused by among others, the transition to a democratic municipal management and governance, where stakeholders are afforded more involvement and participation, as well as perhaps integration, which has brought about a new dimension of multiculturalism and diversity in municipalities.

It can be seen from Table 6.11, that the majority of municipal managers, executive managers and HOD's (61,4 percent, 52,8 percent and 56,4 percent respectively) saw the management of interpersonal relationships as a management development need. This is in line with literature assertions in this regard. It is also noteworthy, that the majority of municipal managers' majority (61,4 percent) saw this need as being a high priority. Just as in the case of conflict management, it could be because municipal managers are perceived to be responsible for ensuring the normalisation of relationships in municipalities and therefore, it is seen as their task to manage interpersonal relationships. This is once more cause for the empowerment of other management teams' members to be made to see themselves as co-managers who have a role to play in all aspects of municipal management. All this constitutes the reason for emphasising and enacting a democratic management style. It cannot be left to municipal managers alone to do it on their own, but rather a more concerted effort is needed from the mayor's executive committee to introduce all managers to this leadership style.

6.3.6 Data on Managing Change

This management development need is perhaps pivotal to the whole municipal transformation process (Chapter 2 and 3). Data on the management of change as a management development need, are depicted in Table 6.12.

Table 6.12: Data on managing change

Priority	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>F</i>	%
<i>Low</i>	18	21,7	31	43,7	64	35,8	113	33,9
<i>High</i>	65	73,3	40	56,3	115	64,2	220	66,1
<i>Total</i>	83	100,0	71	100,0	179	100,0	333	100,0
<i>N.R.F</i>	1		1		6		8	

Source: Own research

The majority of respondents (66,1 percent) saw the need for management development in managing change as a high priority, as compared to almost a third of respondents (33,9 percent) that viewed it as a low priority. This seems to suggest, that the majority of respondents actually saw themselves as change agents and recognised the immensity of the challenge posed by ushering in and managing change. Only eight (2,4 percent) null response frequencies were noted in this item.

The majority of responding municipal managers (73,3 percent), regarded management development in managing change as a high priority. This attests to the widely held notion that municipal managers are responsible for managing, among others, change in municipalities. It seems that executive managers also uphold this view, hence the expression of a need for management development in this regard.

Most executive managers (56,3 percent) regarded this need for management development as a high priority. This could be attributed to the new changes that have beset the executive managers' system. However, it is disconcerting consternation that a sizeable percentage (43,7 percent) of executive managers regarded the need for management development in managing change, as a low priority. This again, seems to point to executive managers not regarding themselves as leaders in the mould of the municipal

managers and, therefore, taking a low profile in taking a lead in management issues such as the management of change.

It is also catching, that the majority of HOD's (64,2 percent) saw managing change as a management development need. This could be attributed to the fact that the majority of HOD's are between the ages of 20 and 39 years and in the one to ten years' experience category in their positions. They could be overwhelmed by the changes in the municipal system and consequently in municipalities, and this suggests a need for management development in the management of change.

The general impression is, however, that respondents attest to literature findings, that managing change is a management development need.

6.3.7 Data on Delegation

Delegation as a management task, is one of the highly misconstrued concepts. The researcher's observation in the Sedibeng municipalities has been that delegation has been used rather scantily and has been used to "pass the buck", or as an end in itself. Faulty delegation without follow-up or assistance to achieve the delegated objectives, has been observed. It is against this background, that delegation has been included as a management development need and has thus been identified in literature to indeed be such a need. Table 6.13 presents data on delegation as a management development need, which is seen as a high priority. This seems to support the afore-stated view, that delegation is generally not properly carried out. Respondents in this case, seem to suggest recognition of this view and thus feel a need for management development in delegation.

Table 6.13 provides the necessary detail.

Table 6.13: Data on delegation

Priority	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Low</i>	27	32,1	29	40,3	62	34,3	118	35,0
<i>High</i>	57	67,9	43	59,7	119	65,7	219	65,0
<i>Total</i>	84	100,0	72	100,0	181	100,0	337	100,0
<i>N.R.F</i>					4		4	

Source: Own research

There is, however, a not-so negligible percentage (35,0 percent) that viewed delegation as a management development need as being of low priority. It is strongly felt, that this emanates from responses of executive managers and HOD's (on average 74,6 percent) who themselves mostly usually perform delegated duties and do very little, if any, management functions that involve delegating. This poses a management development challenge to the Sedibeng municipalities in their attempts to induce executive managers to perform all their management functions with confidence.

6.3.8 Data on Team Building and Motivation

In respect of research investigating factors influencing the job satisfaction of managers, it was found that team building and motivation were essential factors influencing the job satisfaction of managers. Literature identifies these concepts, as management development needs. Data collected on team building and motivation are presented in Table 6.14.

From Table 6.14 it can be seen, that most respondents (68,4 percent) regarded team building and motivation as management development needs of high priority, while only approximately a third (31,6 percent) regarded those as being a low priority. This supports literature assertions, that team building and motivation are indeed management

development needs, which contribute to job satisfaction. Table 6.14 presents research data on team building and motivation.

Table 6.14: Data on team building and motivation

Priority	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Low</i>	23	27,7	30	41,7	53	29,4	106	31,6
<i>High</i>	60	72,3	42	58,3	127	70,6	229	68,4
<i>Total</i>	83	100,0	72	100,0	180	100,0	335	100,0
<i>N.R.F</i>	1				5		6	

Source: Own research

An overwhelming majority of municipal managers (72,3 percent) and HOD's (70,6 percent) regarded team building and motivation as management development needs of high priority. This could be attributed to the often-expressed demoralising chaotic and individualistic work performance of managers (Reeves, 1994), and the concomitant helplessness of management teams to build and manage teamwork, as well as to motivate employees effectively. The researcher has observed this in many in many municipalities.

Almost three-fifths of the executive managers (58,3 percent) regarded these needs for management development as a high priority. This seems to support the notion, that executive managers, in most instances, see themselves somewhere between municipal managers and HOD's in terms of management. This can be seen by the sizeable percentage (41,7 percent) that regarded these needs as a low priority. This seems to be situated in the fact, that most municipalities have two executive managers whose roles and job descriptions are largely ill defined, and the fact that the municipal manager is "responsible" for the entire municipality, while HOD's are charged with managing their "own" departments, and executive managers do not have any specific department as an own responsibility.

6.3.9 Data on Communication Skills

Communication forms the basis of any management situation. It is more important in service organisations such as municipalities, where the day-to-day interactions between and among people are carried via good and effective communication. Literature rightly identifies communication skills as a need for the management development of municipal managers. Table 6.15 presents data on communication skills as a specific management development need of municipal managers.

Table 6.15: Data on communication skills

Priority	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Low</i>	29	34,9	26	36,1	68	37,8	123	36,7
<i>High</i>	54	65,1	46	63,9	112	62,2	212	63,3
<i>Total</i>	83	100,0	72	100,0	180	100,0	335	100,0
<i>N.R.F</i>	1				5		6	

Source: Own research

Data on communication skills as a management development need, indicate that most (63,3 percent) respondents regarded this need for management development as a high priority. This finding is important, as it is found in literature, because it shows that management teams in the Sedibeng municipalities recognise the importance of good communication skills and consequently express a need for management development.

This need is regarded almost equally as being a high priority by the three categories of respondents, viz. municipal managers, executive managers and HOD's (65,1 percent, 63,9 percent and 62,2 percent respectively). This response supports literature findings on communication as it's being a management development need. This implies a need for

the Sedibeng District Council to design a management development programme, which would address the communication skills empowerment of management teams who are already ensconced in their respective positions.

Almost equal percentages of municipal managers, executive managers and HOD's (34,9 percent, 36,1 percent and 37,8 percent respectively) regarded communication skills as a management development need as a low priority. This finding could be attributed to the management styles practised in the Sedibeng municipalities, where participation and involvement of others is relatively minimal.

6.3.10 Data on Managing a Multicultural Environment

This management development need is made essential by the contemporary transformation of the municipal system. In South Africa, managing a multicultural municipal environment, is made even more imperative by the integration experience of many municipalities, in which where managers from different cultural backgrounds suddenly find themselves in one single municipal environment. The manager composition is, however, still dominantly unicultural. In this respect, the researcher has observed multiple conflict situations and problems emanating from the inability to deal with problems apparently stemming from multiculturalism and diversity. Managing a multicultural environment, is rightfully identified by literature, as a management development need

Table 6.16 depicts data pertaining to managing a multicultural environment.

Table 6.16: Data on managing a multicultural environment

Priority	Municipal Manager		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Low</i>	41	49,4	34	47,2	102	57,0	177	53,0
<i>High</i>	42	50,6	38	52,8	77	43,0	157	47,0
<i>Total</i>	83	100,0	72	100,0	179	100,0	334	100,0
<i>N.R.F</i>	1				6		7	

Source: Own research

From Table 6.16 it can be seen, that most respondents (53,0 percent) regarded managing a multicultural environment as a management development need of low priority. This could emanate mainly from "Apartheid"-structured municipalities, which are mainly uniculturally centred, meaning that these still are "black and white" differences, whereas this involves a wide range of issues like religion, ethnicity, language and so on. It could also be due to ignorance as to what multiculturalism is. The percentage (47,0 percent) regarding managing a multicultural environment, as being of a high management development priority, could mostly stem from the older municipalities, which have opened doors to all race groups. This response implies the recognition of the need for management development in managing a multicultural and diverse environment as being important.

It is remarkable, that it is mostly municipal managers and executive managers (50,6 percent and 52,8 percent respectively) who regarded this need a high priority. This alludes to the task of managing a multicultural environment as primarily being their responsibility. These percentages, including that of HOD's (43,0 percent), indicate, however, that the realisation of confidently managing a multicultural environment, is not as yet fully recognised and realised by all management teams.

6.4 ANALYSIS OF MANAGEMENT DEVELOPMENT EXPERIENCES

This section intends to provide explanations in respect of what, if any, management development experiences and opportunities respondents had in their positions. This would include whether they themselves had undergone any management development or if they had conducted any development programmes by or for themselves and their subordinates. Questions in this section relate to their perceptions about management development, e.g. whether a mayor's executive committee should be involved in the planning and implementation of management development programmes. They were requested to respond on a scale of "yes", "no" or "not sure".

6.4.1 Accredited Management Training

This item intended to elicit information about whether respondents had any accredited management training. Table 6.17 depicts data in this regard.

The majority of respondents (64,4 percent) indicated, that they do not have any accredited management training. There were null responses to the question. Only about one third (32,3 percent) indicated that they had accredited management training, while a minority (3,3 percent) was not sure whether they have had any accredited management training. This information supports literature assertions, that in South Africa, there no programme of municipal management training did exist. This sheds some light as to the state of affairs in most municipalities where municipal managers are not confident in managing all aspects of their managerial duties. This also indicates the authenticity of findings in the previous section in which managers indicated the management development needs as being applicable within their own situations.

Table 6.17: Data on accredited management training

Item C01	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	29	34,9	19	26,8	61	33,3	109	32,3
<i>No</i>	53	63,9	50	70,4	114	62,3	217	64,4
<i>Not sure</i>	1	1,2	2	2,8	8	4,4	11	3,3
<i>Total</i>	83	100,0	71	100,0	183	100,0	337	100,0
<i>N.R.F.</i>	1		1		2		4	

Source: Own research

An interesting observation is, that most respondents, who indicated having accredited management training, indicated university degrees, diplomas offered by colleges and, like the SALGA, as management training courses for which they had been accredited. It can be concluded, that knowledge, skills and experiences gained from these courses, would be of minimal help, since among others, they could have been acquired solely for accreditation purposes. The effectiveness thereof would depend on municipal leaders' being able to integrate and apply the theories acquired, in a real practical academic situation. It could also be that municipal leaders had been equipped mainly with generic concepts and skills instead of hands-on specific management training.

This state of affairs attests to the urgent need for a systematic approach to management development to be offered by the SALGA, through a centre for management development, for which municipal managers would be accredited. This would go a long way towards building their confidence through accreditation, while equipping them with the apposite skills for municipal management.

6.4.2 Attendance of In-service Training in Management (inset)

This question intended to assess whether respondents had attended any INSET on management in the last two years. Table 6.18 presents data on this item.

Table 6.18: Data on attendance of INSET on management in the last two years

Item C02	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	27	32,5	15	20,8	54	29,7	96	28,5
<i>No</i>	55	66,3	51	70,8	121	66,5	227	67,3
<i>Not sure</i>	1	1,2	6	8,3	7	3,9	14	4,2
<i>Total</i>	83	100,0	72	100,0	182	100,0	337	100,0
<i>N.R.F.</i>	1				3		4	

Source: Own research

The majority of respondents (67,3 percent) indicated, that they had not attended any form of INSET in the last two years. The majority (70,8 percent), are executive managers, with almost an equal number of municipal managers and HOD's (66,3 percent and 66,5 percent respectively). This indicates a situation in the Sedibeng municipalities where very little management development and training takes place towards empowering managers. This is attested to by 28,5 percent of managers who have had some form of INSET in the past two years. These INSET programmes could be conducted on district bases, so that, in some districts, there might not have been any INSET. This is all the more reason for the need for a management development centre that will provide a needs-based systematic programme of management development.

The fact that data indicate that few respondents attended any INSET in the past two years, raises the question as to whether managers see a need for management development at their level. This is explored in the next section.

6.4.3 The Need for Management Development at Municipal Level

This item intended to elicit information from respondents as to whether they see a need for management development at their level. This implies management development programmes at municipal level as being a complement to any management development approach that could emanate from the Department of Local Government.

Data on this item are depicted in Table 6.19.

Table 6.19: Data on the need for management development at municipal level

Item C03	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>F</i>	%
<i>Yes</i>	82	97,6	71	98,6	175	94,6	328	96,2
<i>No</i>	2	2,4	1	1,4	8	4,3	11	3,2
<i>Not sure</i>	0	0,0	0	0,0	2	1,1	2	3,2
<i>Total</i>	83	100,0	71	100,0	183	100,0	337	100,0
<i>N.R.F.</i>	1		1		2		4	

Source: Own research

An overwhelming majority of respondents (96,2 percent) saw a need for management development at their level. This was expressed by the majority of municipal managers (97,6 percent), executive managers (98,6 percent) and HOD's (94,6 percent). This could relate to respondents' seeking practical skills equipment in a situation in which they are involved, i.e. in municipalities. Almost all executive managers but one, indicated a need for management development at municipal level. This seems to suggest, that the earlier observations about them could be true and that they also are acutely aware of the need for them to be equipped as municipal managers in all aspects of municipal management. This is a major challenge for the municipal system and municipalities, especially in the light of time resources, need to develop and train executive managers.

Perhaps a programme that would include them in training and management development, together with the municipal managers would alleviate this problem in the long term.

6.4.4 Management Development Courses Conducted for Staff in 2000-2001

This item attempts to elicit information from respondents about whether they themselves had conducted any development courses for their staffs during the year 2000-2001.

It also intends to find out if municipal managers do conduct any staff development activities in their positions. Table 6.20 portrays data in this regard.

Table 6.20: Data on management courses conducted for staff in 2000-2001

Item C04	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	53	63,9	33	45,8	69	37,7	155	45,9
<i>No</i>	30	36,1	36	50,0	105	57,4	171	50,6
<i>Not sure</i>	0	0,0	3	4,2	9	4,9	12	3,6
<i>Total</i>	83	100,0	72	100,0	183	100,0	338	100,0
<i>N.R.F.</i>	1				2		3	

Source: Own research

From Table 6.20, it can be seen, that the majority (50,6 percent) of respondents answered in the negative to this question. This constitutes about half of the respondents and as such, indicates that most municipal managers respondents have not or do not conduct any staff development activities. This can be attributed to the fact, that these municipal managers have themselves not undergone any training or development, at least in the past two years. This suggests stagnation in staff development within the department, especially at municipal level. Just less than half (45,9 percent) of the respondents answered positively to the question. This percentage is significant in terms of staff development

activities in municipalities in the present climate. One could suggest the possibility, that staff development activities conducted in municipalities could be basically not so much related to subordinate empowerment with regard to work performance. The researcher bases on actual experience of not observing much evidence of staff development, which would be evident in the improved learning culture, which in turn, would translate to improved employee performance.

It is interesting to note, that it is the majority of municipal managers (63,9 percent) compared to executive managers and HOD's (45,8 percent and 37,7 percent respectively) who responded negatively to this question. It can also be concluded that the 3,6 percent that indicated "being unsure" whether they conducted any staff development activities, could be those respondents who could not decide if their development activities, if any, were information dissemination sessions or development activities in the line of learning. It is, however, interesting to note that are sure of the development courses they conducted, i.e. either conducted (63,9 percent) or not (36,1 percent). This suggests, that municipal managers generally know what staff development entails.

6.4.5 Willingness to attend a Management Development Course with a member of staff

This item was intended to motivate respondents relate to their willingness to be transparent and accept learning with their subordinates in the light of whole municipal development. A positive response would indicate a willingness to accept that learning of any for is for all and contributory to whole municipal development and an open, democratic style of leadership. Table 6.21 portrays data in this regard.

Table 6.21 shows, that the overwhelming majority of respondents (95,3 percent) would attend a management development course with a member of staff who is not in the management team. Only a few (3,5 percent) indicated a negative response. The respondents all show that they understand the implications of co-operative management

of which staff members are also part. Attending management development courses with staff member(s) would also assist management teams with regard to improving and disseminating information and skills. Experience within municipalities has shown, that very often employees are resistant to management innovations that are perceived to be top-down. Experience has also shown, that including members of staff in management development courses conducted for management teams has helped in the implementation of development programmes, advocacy of new management innovations, as well as contributing towards transparency. This has also helped many managers, especially municipal managers, to change their management styles from being largely autocratic and individualistic, to being broadly consultative and participative, as well promoting democratic style.

Table 6.21: Data on the willingness to attend a management course with another member of staff

Item C05	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	81	97,6	71	98,6	171	92,9	323	95,3
<i>No</i>	2	2,4	1	1,4	9	4,9	12	3,5
<i>Not sure</i>	0	0,0	0	0,0	4	2,2	4	1,2
<i>Total</i>	83	100,0	72	100,0	184	100,0	339	100,0
<i>N.R.F.</i>	1				1		3	

Source: Own research

Since the majority of respondents felt that they would attend management development with other staff members, it would also be worthwhile to test their attitudes in respect of observing other managers in action.

6.4.6 Willingness to observe other managers at their municipalities for a day or longer

This question intended to find out if respondents could be helped by observing other managers in their municipalities for a day or longer. This experience, it was concluded, would find if there were any management developments collegialities among managers, even if they are not in the same municipality. Data in this regard are presented in Table 6.22.

Most respondents (76,6 percent) indicated, that it would help to observe other managers in their municipalities for a day or even longer. This indicates, that respondents feel that they can learn from other managers. This also reveals a wish to be like other “successful” municipal managers. It also spotlights the need for collegiality, even among municipal leaders.

An interesting observation is, that more HOD's (83,6 percent) and executive managers (73,6 percent) than municipal managers (63,9 percent) felt, that it would help to observe other managers in their municipalities. Municipal managers (27,1 percent) could have observed that there really is no difference in their own management styles and those of other managers, even though better experienced than themselves. This could be based on the rationalisation of the successes of other municipalities. For instance, the researcher has heard some municipal managers express the notion that “successful” municipalities have attained their status because of, *inter alia*, the availability of resources, admission policies that insist of “gifted” employees and affluent communities. Even though these reasons do contribute to the success of some municipalities, these managers could be missing out on efficiency as a cornerstone of any success, i.e. using available resources optimally and encouraging by involvement and participatory decision-making, the community as well as proper and effective marketing of their municipalities.

Table 6.22: Data on the willingness to observe other municipal managers in their municipalities

Item C06	Municipal Managers		Executive Managers Principals		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	53	63,9	53	73,6	153	83,6	259	76,6
<i>No</i>	23	27,7	8	11,1	17	9,3	48	14,2
<i>Not sure</i>	7	8,4	11	15,3	13	7,1	31	9,1
<i>Total</i>	83	100,0	72	100,0	183	100,0	338	100,0
<i>N.R.F.</i>	1				2		3	

Source: Own research

Being prepared to get help by shadowing and observing other managers, leads the investigation to ascertain if respondents themselves would be willing to offer help to others by being their mentors.

6.4.7 Willingness to Act as a Mentor for other Managers

This item aimed at finding out whether the respondents would be willing to act as mentors for other managers in their municipalities. Table 6.23 portrays data in this regard.

Data from Table 6.23 indicates, that most respondents (79,2 percent) indicated that they would be willing to act as tutors or mentors for other managers. Almost equal percentages of the municipal managers, executive managers and HOD's (79,8 percent, 80,6 percent and 78,5 percent respectively) indicated their willingness to act as mentors for other managers. Unfortunately, the question does not indicate whether this willingness to be mentors relates to the present management situation, or a situation subsequent to which managers themselves would have undergone training and development in management. It is hoped, that the latter situation would be ideal in the light of most respondents previously indicating a need for management development

themselves. This response, however, indicates the willingness of respondents to be collegial and, while getting help from shadowing others, is willing to learn from others.

Table 6.23: Data on the willingness to act as a tutor for other managers

Item C07	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	67	79,8	58	80,6	142	78,5	267	79,2
<i>No</i>	8	9,5	4	5,6	18	9,9	30	8,9
<i>Not sure</i>	9	10,7	10	13,9	21	11,6	40	11,8
<i>Total</i>	84	100,0	72	100,0	181	100,0	337	100,0
<i>N.R.F.</i>					4		4	

Source: Own research

However, it seems discrepant that the percentage of managers (63,9 percent) that indicated unwillingness to observe other municipal managers, is smaller than that of managers (79,8 percent) who are willing to be mentors for others. This could indicate a high level of confidence in their own management styles. It could also mean they see themselves as having something worth learning by others as against what they themselves could learn from others.

Only 40 (11,9 percent) of the respondents indicated their being unsure whether they would be willing to act as mentors for other managers. This could indicate a low level of confidence in themselves. Motivational and morale-boosting strategies are necessary for these respondents to feel competent enough to be willing to exemplify their management activities to others. This is especially for executive managers' principals who make the most (13,9 percent) of the respondents who indicated their being unsure in respect of this item.

Another interesting answer to find, is whether courses conducted by subordinates would be seen as beneficial by respondents in management teams respondents.

6.4.8 Attending a Management Development Course Conducted by a Staff Member

This item relates to a staff member who is not part of the municipal management team, but who may have the necessary skills and expertise to conduct and facilitate a management development course. This is in the light of many municipal employees who are not necessarily managers, but who may be skilled in training and facilitation and could also have undergone some form of management training or who are studying a management skills course leading to a diploma or degree. Table 6.24 depicts data in this regard.

Table 6.24: Data on attending a management development course conducted by a staff member

Item C08	Municipal Manager		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>F</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	80	96,4	71	98,6	159	86,0	310	91,2
<i>No</i>	1	1,2	1	1,4	12	6,5	14	4,1
<i>Not sure</i>	2	2,4	0	0,0	14	7,5	16	4,7
<i>Total</i>	83	100,0	72	100,0	185	100,0	340	100,0
<i>N.R.F.</i>	1						1	

Source: Own research

Table 6.24 indicates an overwhelming majority (91,2 percent) of respondents who would be willing to attend a management course conducted by a staff member who is not part of the municipal management team. This seems to support the earlier finding about attending a course where a staff member is not part of the management team. This is notably evident with municipal managers (96,4 percent) and executive managers (98,6 percent), who responded overwhelmingly positively to the question. This whole situation

indicates a paradigm shift from separatism of the past where a “them” and “us” relationship existed between managers and employees. The management team recognises municipal employees as partners. This strongly indicates a shift from reliance on expert or “knowledge” power to a situation where there is a willingness to learn from each other and/or to share information, skills and expertise.

Seeing that most respondents realise a need for management development at their level, and recognise a need for management training and development, a poser then rises: would respondents be willing to pay for management development courses if these were to be offered?

6.4.9 Willingness to Pay for a Management Development Course

This item aimed to find out if respondents would be willing to pay for their own management development. This is in the light of a realisation that the performance of managers could be greatly enhanced if they were to receive management training and development.

Table 6.25 portrays data in this regard.

Table 6.25: Data on the willingness to pay for a management development course

Item C09	Municipal Managers		Executive Managers		HOD's		Totals	
	<i>f</i>	%	<i>F</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	50	59,5	53	74,6	118	64,1	221	65,2
<i>No</i>	17	20,2	8	11,3	39	21,2	64	18,9
<i>Not sure</i>	17	20,2	10	14,1	27	14,7	54	15,9
<i>Total</i>	84	100,0	71	100,0	184	100,0	339	100,0
<i>N.R.F.</i>			1		1		2	

Source: Own research

The majority of respondents (65,2 percent) indicated a willingness to pay for a management development course. This indicates, that respondents realise their own need for development. This supports the findings on the prioritisation of management development needs which were generally highly prioritised. Interestingly, most executive managers (74,7 percent) about whom observations of mediocrity were noted, indicated a willingness to pay for management development. This can only show that they really want to be highly functional and skilled in and at management. It is noted, that the question did not give scope for decisions based on the cost of the course or the duration thereof, as well as when this course would run. In this regard, it is understandable that just more than a third (34,8 percent) of the respondents indicated an unwillingness to pay for a development course or an uncertainty of whether they would pay for such a course. It must, however, be observed, that a willingness to pay for a management development course, would indicate the level of commitment of the respondents who are willing to do so.

6.5 AN ANALYSIS OF EXISTING MANAGEMENT DEVELOPMENT ACTIVITIES IN THE SEDIBENG DISTRICT COUNCIL

This section aims at investigating existing management development activities currently taking place in municipalities in the Sedibeng District Council. Among others, information on policy statements regarding management development, identification of needs for development, implementation of development programmes that are meticulously carried out, action plans used, the identification of strategic key issues from the mission statements, so that management development activities are related to the mission of the municipalities, the use of good indicators of good practice and the existence of sound management development activities enjoying the support of staff and the community. Respondents were requested to use the same rating scale as in the previous section to indicate their current circumstances. Data collected in this regard are presented in the next section.

6.5.1 A Policy Statement regarding Management Development and Training of the Municipality Management Teams

This item intends to discover whether the municipality has a policy statement regarding management development and training of management teams. This would indicate if there was a systematic and purposeful management development programme, as well as if such a programme was included in the staff development policy and programme. Data regarding this, are presented in Table 6.26.

There were nine (2,6 percent) null responses to this question. There were more executive managers who did not respond to this question, while there were two and three responses for municipal managers and HOD's respectively. The null responses could be attributed to misunderstanding in respect of what the policy for management team, management training and development actually refers to. This is rooted in the observation, that most respondents could possibly be unexposed to management language and terminology; this which was evident in some respondents' indicating study areas such as BA and further study in municipal management.

Almost half (49,1 percent) of the respondents indicated that their municipalities had a policy for management training and the development of the management team. It would be worth finding out how these policies incorporate management development within the staff development programmes, since respondents generally indicated that they had not conducted any staff development courses for their staffs this year. The possibility could be, that there are policies existing on paper only. The implementation thereof could be something completely different.

Table 6.26: Data on the policy for management training and development

Item D01	Municipal Manager		Executive Manager		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	45	54,9	38	55,9	80	44,0	163	49,1
<i>No</i>	34	41,5	23	33,8	81	44,5	138	41,6
<i>Not sure</i>	3	3,7	7	10,3	21	11,5	31	9,3
<i>Total</i>	82	100,0	67	100,0	182	100,0	332	100,0
<i>N.R.F.</i>	2		4		3		9	

Source: Own research

There is an indication, however, that most municipalities do not have a policy for management training and development of their management teams. This is attested to by about two fifths (41,6 percent) of the respondents, while 9,3 percent indicated that they were unsure in respect of whether or not there were any policies. This indicates that most municipalities still are run in a “one-person show” manner.

It is peculiar that more than half of the responding municipal managers (54,9 percent) and executive managers (55,9 percent) indicated the availability of a policy for management development and training as compared to only 44,0 percent of the HOD's. The researcher takes note of the fact that those respondent municipal managers and executive managers could have indicated what they thought was an expected response, since municipal managers in their municipalities administered the questionnaires. On the other hand, HOD's might responded “honestly”, with the hope that the persons administering the questionnaires, would gain an insight of what goes on in their municipalities, especially if these are HOD's who feel uninvolved in the municipalities' management and who are willing to be fully involved.

In order to focus on whole municipal development, any management development and training programme must be needs based. The next section looks at responses to need identification for whole-school development.

6.5.2 Whole-municipal Development and Individual Development needs identification

This item intended investigating whether municipalities identified needs for individual and whole-municipal development. This would indicate whether development programmes do take cognisance of individuals and the whole municipality. If this were the case, then it would indicate an adherence to the vision and mission of the municipality.

Table 6.27 depicts data in this regard.

Table 6.27: Data on whole municipal and individual needs identification

Item D02	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	66	79,5	46	65,7	98	54,1	210	62,9
<i>No</i>	14	16,8	18	25,7	67	37,0	99	29,6
<i>Not sure</i>	3	3,6	6	8,6	16	8,8	25	7,5
<i>Total</i>	83	100,0	70	100,0	181	100,0	334	100,0
<i>N.R.F.</i>	1		2		4		7	

Source: Own research

The majority of respondents (62,9 percent) indicated, that their municipalities did identify individual and whole-municipal development needs. This refers to those municipalities who realise their needs, while probably keeping their visions and missions alive throughout their management development exercises. About a third (29,6 percent) of the respondents indicated their municipalities' not identifying whole-school and individual development needs. This implies, that these municipalities could be going about their development processes in an unplanned and uncoordinated manner, which in itself would lead to purposeless and incoherent management and development exercises.

Most municipalities (79,5 percent) indicated a positive response to this question. This poses the question as to whether this implies that only these managers know the needs of the municipalities and actually conduct needs identification. If this is the case, it would indicate an autocratic management style, where there is little or minimal consultation and participation of other staff members, and an absence of ascendant communication. The researcher has indeed observed this tendency where the municipal manager does this for the sake of ensuring that work is done, which normally leads to mediocre plans and performance.

The next section researches the costing and budgeting in respect of management development programmes.

6.5.3 Costing and Budgeting for Management Development Programmes

In order for management development to be effective and successful, it is important that costing be done for these programmes and for it is duly included in the municipal annual budget. Table 6.28 depicts data on costing and budgeting for management development programmes.

Table 6.28 follows on p.158.

Table 6.28: Data on costing and budgeting for management development programmes

Item D03	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>		<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	32	38,6	28	38,9	57	31,3	117	34,7
<i>No</i>	49	59,0	30	41,7	104	57,3	183	54,3
<i>Not sure</i>	2	2,4	14	19,4	21	11,5	37	11,0
<i>Total</i>	83	100,0	72	100,0	182	100,0	337	100,0
<i>N.R.F.</i>	1				3		4	

Source: Own research

It can be seen from Table 6.28 that most respondents (54,3 percent) indicated, that no costing or budget provision is made in respect of management development in their municipalities. Only about a third (34,7 percent) indicated, that costing and budgeting for management development programmes, are done. It can be concluded, that this would mean even if there were, management development programmes is done. It can be concluded, that this would mean even if there are management development programmes in most municipalities, they are not carried out efficiently. This is because it would be virtually impossible to do so without the necessary financial resources and these cannot be available for such programmes if they are not included in the municipal budgets. This also says a lot about whether communities, through their ward committees, are involved in the management development programmes of municipalities since budgeting has to be done in conjunction with the ward committees. A tenth (11 percent) of the respondents indicated that they are unsure if costing and budgeting was being done for management development programmes.

This could mean, that these respondents may not be involved in any management development activities or are unaware of any budgeting for any purpose within their municipalities. The researcher found, that in most municipalities budgeting is usually not

done in a systematic way and that many municipal employees are unaware of the municipal budgets and what the contents thereof are.

It is revealing that municipal managers (59,0 percent) as compared to executive managers (41,7 percent) and HOD's (57,1 percent), indicated that they have neither costing nor budgeting for management development programmes. This raises the question as to whether any management development is indeed affected in these municipalities. It could also be an acknowledgement of a need for management development in costing and more importantly, budgeting in their municipalities.

Management development can be municipal-based or external, where the management team conducts INSET for their subordinates or attends INSET conducted externally by NGO's or the Department of Local Government. This is discussed in the next item.

6.5.4 Attendance of Municipal-based and External INSET by the Municipal Management Teams

This section aimed at investigating whether municipal management teams attended municipal-based and external in-service training. Table 6.31 presents data in this regard.

It is clear, that the majority of respondents (67,6 percent) indicated, that they attended municipal-based and external in-service training. About a third (4,2 percent) responded negatively, with only 4,2 percent indicating their being unsure. Respondents who indicate being unsure, could be relating to municipal-based INSET and the fact that these are rarely conducted.

Since most respondents (67,3 percent -Table 5.22), indicated that they have not attended any INSET in the past two years, the positive response by an almost equal 67,6 percent of the respondents, indicates a discrepancy in the responses. The possibility could be related to a willingness to attend municipal-based and external INSET rather than actually doing

so on their own. This is based on initial responses referred to which indicate that no INSET had been attended in the last two years.

It is noted that the majority that indicated attending INSET, are municipal managers (76,8 percent) followed by executive managers (71,8 percent) and HOD's (61,7 percent).

Table 6.29: Data on attendance of municipal-based and external in-service training

Item D04	Municipal Managers		Executive Managers Principals		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	63	76,8	51	71,8	111	61,7	225	67,6
<i>No</i>	19	23,2	18	25,4	57	31,7	94	28,2
<i>Not sure</i>	0	0,0	2	2,8	12	6,7	14	4,2
<i>Total</i>	82	100,0	71	100,0	180	100,0	333	100,0
<i>N.R.F.</i>	2		1		5		8	

Source: Own research

6.5.5 Procedures to Ensure the Implementation of Plans and Procedures

It is important for a management development programme to contain procedures that ensure the implementation of those development plans and experiences gained through management development. Very often workshops and training courses are held with the expectation, that the learning experiences would be implemented. Sadly, this seldom happens, if ever. If it does, it usually is done for the sake of keeping to due dates and not for real implementation in a way that would ensure success or feedback that would mean a need for reinforcement or corrective action. These procedures could include reporting, monitoring and feedback. These could build in corrective action mechanisms. Data pertaining to whether such procedures exist or not, are depicted in Table 6.30.

Most respondents (53,6 percent) indicated, that they do have procedures for ensuring the implementation of management development experiences and plans. This comes mainly from the municipal managers (63,9 percent) and executive managers (68,8 percent), with only 43,1 percent of the HOD's concurring with them. The validity of this response is highly debatable, since a significant number of HOD's agree with the other management team categories. An investigation into whether this difference is significant or not, could generate interesting result. On the other hand, about a tenth (10,2 percent) of the respondents, indicated that they were unsure if procedures for the implementation of development plans and experiences indeed existed. This can be attributed to their playing a minor role in the implementation of management plans and they're also not getting the opportunities to enact or live out their own learning experiences. A significant percentage (13,8 percent) of these respondents is HOD's, as compared to the 6,0 percent principals and 5,7 percent deputy principals. The conclusion is that a lot of work in inducing flat and shared management styles is imperative, especially in the light of the mission statement of the Department of Local Government, that enshrines participation in municipal management and governance.

Table 6.30: Data on the implementation of development plans and experiences

Item D05	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	53	63,9	48	68,8	78	43,1	179	53,6
<i>No</i>	25	30,1	18	25,7	78	43,1	121	36,2
<i>Not sure</i>	5	6,0	4	5,7	25	13,8	34	10,2
<i>Total</i>	83	100,0	70	100,0	181	100,0	334	100,0
<i>N.R.F.</i>	1		2		4		7	

Source: Own research

It is important that management development plans should be carefully monitored and evaluated. This will serve as a way of getting feedback on the implementation process, thus leading to corrective action, if necessary. Data in this regard are explored in the next section.

6.5.6 The Monitoring and Evaluation of the Implementation Plans of Management Development

This section intended to find out if plans for the implementation of management development are carefully monitored and evaluated.

Table 6.31 details data collected in this regard.

Table 6.31: Data on the monitoring and evaluation of management development plans

Item D06	Municipal Manager		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	51	61,5	38	52,8	88	48,1	177	52,4
<i>No</i>	27	32,5	21	29,2	75	41,0	123	36,4
<i>Not sure</i>	5	6,0	13	18,1	20	10,9	38	11,2
<i>Total</i>	83	100,0	72	100,0	183	100,0	338	100,0
<i>N.R.F.</i>	1				2		3	

Source: Own research

It can be seen from Table 6.31, that just over half of the respondents (52,4 percent) indicated a positive response to the question. This means, that in their municipalities, the implementation of plans is carefully monitored and evaluated. This should provide scope to ensure the implementation of management development plans. Once again, the

concern is raised that, if this was really happening, there would be a different learning scenario in municipalities. The possibility exists, that this response could relate only to an understanding that plans have to be carefully monitored and evaluated, but that nothing really is realised.

A significant number of respondents (36,4 percent), however, indicated, that the implementation of plans was not carefully monitored and evaluated. A further tenth (11,2 percent) indicated that they were unsure as to whether plans were monitored and evaluated. Combining the latter two groups, indicates that for a sizeable number of respondents (47,5 percent), the implementation of plans could be left to chance, without any mechanism for monitoring and evaluation. This stresses the need for management development training and the development of entire management teams in municipalities, especially regarding the planning and implementation of plans. The proposed model of management development intends to provide a commitment process that would be easily accessible and usable.

It is worth noting, that it is mostly municipal managers (61,5 percent) who responded positively to the question, as compared to about two fifths (41,0 percent) of HOD's, who responded negatively. This could also relate to management styles, where managers feel obliged to see to it that plans are carried out. Doing this on their own, could give the impression to other management team members that no monitoring and evaluation really are taking place.

Management development activities have to focus on all areas of municipal management. The implication is, that managers must be developed in order for them to manage all areas. This means that municipal managers, executive managers and HOD's must be enabled to, among others, manage conflict. The next section tables data in this regard.

6.5.7 The Focus of Management Development Activities on all Areas of Municipal Management

Data presented in Table 6.32 illustrate whether management development activities focus on all areas of municipal management. This would include all those areas identified from literature.

It can be seen from Table 6.32 that most respondents (57,3 percent) answered this question. This means, that in most municipalities management development activities do focus on all areas of municipal management. It is also significant, that the majority of municipal managers and executive managers echoed this response (72,3 percent and 61,1 percent respectively) as compared to 48,9 percent of the HOD's. On the other hand, a sizeable 33,0 percent of the HOD's did not agree with the municipal managers (25,3 percent) and executive managers (27,8 percent). This could be attributed to the HOD's not feeling empowered to manage all areas of municipal management, due to perhaps leadership styles that see them dealing with what they could see as minor roles. However, there is an emerging pattern in these responses, where HOD's seem not to respond similarly to municipal managers and executive managers. It would be worthwhile to test the significance of these differences.

The management development programme must be designed to advance the tenets of whole-municipal development through an emphasis and continuous reference to the municipality's mission and aims. This will ensure that the programme activities are focused continuously on municipal improvement and direction. The next section relates to the management development conducted in the context of the municipal's mission and aims.

Table 6.32 follows on p.165.

Table 6.32: Data on the focus of management development activities

Item D07	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	60	72,3	44	61,1	89	48,9	193	57,3
<i>No</i>	21	25,3	20	27,8	60	33,0	101	30,0
<i>Not sure</i>	2	2,4	8	11,1	33	18,1	43	12,8
<i>Total</i>	83	100,0	72	100,0	182	100,0	337	100,0
<i>N.R.F.</i>	1				3		4	

Source: Own research

6.5.8 Management Development Programme in the Context of the Municipalities' Mission and Aims

This item investigates whether management development programmes are conducted in the context of the municipal's mission and aims. Table 6.33 presents data in this regard.

Almost three fifths (59,1 percent) of the respondents answered positively to this question. This would mean, that most municipalities carry out their management development activities within the context of their missions and aims. Only about one third (32,9 percent) of the respondents answered in the negative. It is an open question as to whether this positive response is not motivated by an "expected" response since, in the researcher's experience, most municipal missions and aims are formulated by the mayor and mayoral committee, perhaps including a few staff members. This poses the question as to whether mission statements are shared by all stakeholders. This is evident from the fact, that mostly municipal managers and executive managers responded positively (68,7 percent and 61,1 percent respectively), as compared to just over half (53,8 percent) of the HOD's. This supports to the emerging pattern stated elsewhere in this text and poses the question as to whether, in this case as goes down the municipal hierarchy, the views about management development being in the context of the mission and aims of the

municipal differ. These differences will have to be tested for any significance.

Table 6.33: Data on management development programmes in the context of the municipality's mission and aims

Item D08	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	57	68,7	44	61,1	98	53,9	199	59,1
<i>No</i>	22	26,5	23	31,9	66	36,3	111	32,9
<i>Not sure</i>	4	4,8	5	6,9	18	9,9	27	8,0
<i>Total</i>	83	100,0	72	100,0	182	100,0	337	100,0
<i>N.R.F.</i>	1				3		4	

Source: Own research

The success of any municipal development activities centres on the involvement of staff members in the planning and implementation processes. Since management development activities will have an impact on other staff members, it is imperative that they be consulted and involved in the planning and implementation thereof.

6.5.9 Staff Involvement in Management Development Planning and Implementation

This section intended to investigate if management development planning and implementation involve staff members. Table 6.34 presents the data on this section.

Most respondents (52,4 percent) indicated, that staff members were not involved in the planning and implementation of management development. It is primarily municipal managers (55,4 percent) and executive managers (53,5 percent) who indicated, that staff members are indeed involved in management development. This would imply a participative style of management in most municipalities. The effectiveness of this would be measured by among others, the success of the culture of learning within

municipalities. However, the converse applies in practice. On the other hand, it is alarming that just over half (50,6 percent) of the HOD's showed their disagreement. It can generally be concluded, that the concept of participatory management, where staff members are involved in planning and implementation of even management development is not recognised by all the respondents. This supports the respondents' willingness to attend management courses conducted by staff members who are not in management teams and also attend management development courses with them.

Table 6.34: Data on staff involvement in management development planning and implementation

Item D09	Municipal Managers		Executive Managers Principals		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	46	55,4	38	53,5	92	50,6	176	52,4
<i>No</i>	34	41,0	32	45,1	83	45,6	149	44,4
<i>Not sure</i>	3	3,6	1	1,4	7	3,9	11	3,3
<i>Total</i>	83	100,0	71	100,0	182	100,0	336	100,0
<i>N.R.F.</i>	1		1		3		5	

Source: Own research

Cognisance must be taken of the significant number of respondents (44,4 percent) who indicated, that staff members are not involved in management development planning and implementation, as well as the 3,3 percent who indicated their being unsure whether this was the case in their municipalities. This means, that in those municipalities, staff members are not involved in the planning and implementation of such plans. This could mean, that in those municipalities, staff members do not share ownership of management processes, consequently causing them to be resistant to most innovations. This is cause for concern since experience has shown this trend in most municipalities. In most instances, participation is seen as the carrying out the instructions of municipal managers. There is no room for initiative and involvement in respect of the planning to

implementation process. Another reason for the non-involvement of staff members in especially management development planning could be the lack of skills and the degree of staff members involved. This implies a need for management development of management teams in skills towards ensuring constructive and effective participation.

The evaluation of management development activities is essential towards ensuring that the plans are on track and any deviation is corrected timeously. The next section deals with the evaluation of management development activities.

6.5.10 The Regular Evaluation of Management Development Activities

Table 6.35 illustrates responses regarding the regular evaluation of management plans and activities.

Table 6.35: Data on the regular evaluation of management development activities

Item D10	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	55	66,3	27	39,1	84	46,7	166	50,0
<i>No</i>	24	28,9	33	47,8	82	45,6	139	41,9
<i>Not sure</i>	4	4,8	9	13,0	14	7,8	27	8,1
<i>Total</i>	83	100,0	69	100,0	180	100,0	332	100,0
<i>N.R.F.</i>	1		3		5		9	

Source: Own research

Half of the respondents (50,0 percent) indicated, that management development activities are regularly evaluated in to order needs for reinforcement and/or corrective action. The

majority of these respondents are municipal managers (66,3 percent), followed by HOD's (46,7 percent), while only 39,1 percent of the executive managers concurred with the statement. It is meaningful, that only half the municipal managers indicated a positive response, while a few executive managers concurred. This could mean, that mostly executive managers evaluate these activities. The assumption could be made, that HOD's are assigned delegated tasks of "checking" on these activities. On the other hand, this could be an area in which executive managers are not completely involved. This highlights the need for the empowerment of all managers to engage fully in management activities. It is noted also that almost a tenth (8,1 percent) of the overall respondents, out which 13,0 percent are executive managers, indicated their uncertainty of whether activities were evaluated regularly. The need for management development in skills of evaluation, is implied herein and cannot be overemphasised.

The focus of whole-municipal development and consequently management development, should be on continuous improvement. There is a need to build in quality assurance systems in order to ensure this. The next section tries to ascertain if management development activities or do not focus on continuous improvement.

6.5.11 The focus of Management Development Activities on Continuous Improvement

This section's objective is to investigate whether management development activities in municipalities focus on continuous improvement.

Table 6.36 depicts data in this regard.

Table 6.36: Data on whether Management Development is focused on Continuous Improvement

Item D11	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	59	71,1	39	55,7	108	59,7	206	61,7
<i>No</i>	18	21,7	17	24,3	61	33,7	96	28,7
<i>Not sure</i>	6	7,2	14	20,0	12	6,6	32	9,6
<i>Total</i>	83	100,0	70	100,0	181	100,0	334	100,0
<i>N.R.F.</i>	1		2		4		7	

Source: Own research

It can be seen from Table 6.36, that the majority of respondents (61,7 percent) agreed, that management development activities focus on continuous improvement. This means, that in most municipalities, the focus is on continuous improvement. The success rate of activities focused on continuous improvement, will be dependent on the kinds of activities, as well as on the plans are enacted to effect improvement. It is, however, important to realise that management teams in municipalities recognise the need for continuous improvement.

The fact that almost a third (28,7 percent) of the respondents responded negatively to the question, with about a tenth (9,6 percent) being unsure, highlights a need for whole-municipal development training and advocacy. The most important concept to emphasise is the vision of the municipality that has to be kept alive throughout the whole improvement process.

Management development activities must be grounded on the municipal's mission. This means, that the mission statement must be fully discovered in order to highlight strategic priorities or issues upon which the focus of development activities will be.

6.5.12 Key Strategic Issues upon which Management Development Activities must Focus

This section intended to ascertain whether management development activities in municipalities are in line with the mission statements and thus, to identify key strategic issues upon which they have to focus.

Table 6.37 reflects data collected in this regard.

Table 6.37: Data on key strategic issues upon which management development must focus

Item D12	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	52	63,4	34	47,2	82	45,6	168	50,3
<i>No</i>	20	24,4	31	43,1	74	41,1	125	37,4
<i>Not sure</i>	10	12,2	7	9,7	24	13,3	41	12,3
<i>Total</i>	82	100,0	72	100,0	180	100,0	334	100,0
<i>N.R.F.</i>	2				5		7	

Source: Own research

Table 6.37 indicates, that half of the respondents (50,3 percent) agreed that their municipalities have identified key strategic issues upon which management development activities must focus. A little less than two fifths (37,3 percent) indicated no identifying of key strategic issues upon which management development activities must focus, while just above a tenth (12,3 percent) indicated their being unsure.

The relative positive response is in line with earlier findings that the management development programmes are conducted within the context of the municipality's mission and aims. This implies that municipalities recognise the importance of focusing on

particular areas of improvement by concentrating on key strategic issues out the mission statements. The effectiveness of these activities, of course, remains to be seen, as municipalities delve on the change processes brought about by transformation in municipalities.

On the other hand, the percentage of respondents (37,4 percent) responding negatively, suggests that not all municipalities and consequently, management teams, make use of their mission statements as starting points for municipal development. This once more highlights the necessity for municipal managers to be trained and developed in all areas of municipal management.

It is encouraging that the majority of municipal managers (63,4 percent) answered positively to this item. This is important, since they have a role to play in the management development of their subordinates at the municipal level.

It is important for the management development programme to enjoy the support and commitment of staff and communities. This is because, whatever improvement plans management development will bring about, these will affect staff, as well as communities. Obviously this implies involving staff and communities at relevant areas of management development. The next section outlines data collected in this regard.

6.5.13 Management Development needs Identification Systems and Procedures

This section intended to investigate whether management teams have systems or procedures for management development needs identification. Data in this regard are outlined in Table 6.38.

The majority of respondents (57,9 percent) indicated, that they have systems or procedures for identifying management development needs. The majority of municipal

managers (71,1 percent), executive managers (63,9 percent) and HOD's (49,6 percent), answered this question positively. This means, that these respondents have ways of identifying their development needs. This supports most of the findings regarding the prioritisation of management development needs. This situation can be supported by programmes of management development that focuses on the identified needs.

It is however, noted that a significant 11,3 percent indicated not having systems or procedures for identifying management development needs. It therefore implies that most management teams need a management development approach that will facilitate needs identification at the municipal level. The model to be designed, proposes to provide a readily usable tool for this.

Table 6.38: Data on management development needs identification systems and procedures

Item D13	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	55	66,3	41	57,8	89	48,6	185	57,9
<i>No</i>	18	21,7	24	33,8	72	39,3	114	35,0
<i>Not sure</i>	10	12,1	6	8,5	22	12,0	38	11,3
<i>Total</i>	83	100,0	71	100,0	183	100,0	337	100,0
<i>N.R.F.</i>	1		1		2		4	

Source: Own research

Action plans form the cornerstone for directing management development processes. They assist in keeping implementation focused on issues to be addressed and so making it easier to monitor and evaluate any progress.

6.5.14 Action Plans for Management Development Programmes Implementation

This section intended to investigate if action plans were being used for the implementation of management development programmes. Data in this regard are presented in Table 6.39.

The majority of respondents (57,9 percent) responded positively to this question. Most municipal managers (71,1 percent), executive managers (63,9 percent) and HOD's (49,6 percent) responded positively. This means, that these respondents see the value of action plans and do use them in implementing management development programmes. In the light of reports about the collapse in the culture of learning, this relative positive response could relate to the actual planning stages, as seen against real effective implementation. The 35,0 percent respondents that indicated a negative response could be alluding to the implementation of plans that had not been detailed in action plans. The need for a management development approach that addresses whole-municipal development, as well as an approach that seeks to entrench mission statements through the use of strategic priorities derived from the mission statements, seem all the more imperative.

Table 6.39: Data on Action Plans for Management Development Programme Implementation

Item D14	Municipal Managers		Executive Managers		HOD's		Totals	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	59	71,1	46	63,9	90	49,6	195	57,9
<i>No</i>	18	21,7	23	31,9	77	42,1	118	35,0
<i>Not sure</i>	6	7,2	3	4,2	15	8,2	24	7,1
<i>Total</i>	83	100,0	72	100,0	182	100,0	337	100,0
<i>N.R.F</i>	1				3		4	

Source: Own research

Action plans for management development implementation have to detail success criteria or expected outcomes. In this case, the indicators of good practice could also be used as final and ultimate outcomes or success criteria. The next section deals with this issue.

6.5.15 Expected Outcomes and Success Criteria Relating to Management Development Plans

This item elicits information from respondents about whether their management development plans indicate outcomes and success criteria. Table 6.40 details data in this regard.

The majority of respondents (56,9 percent) indicated, that their management development plans detail expected outcomes and success criteria. Most municipal managers (69,5 percent), executive managers (63,9 percent) and HOD's (48,4 percent) indicated supported this. This means, that in most municipalities the implementation of management development plans is done with the end product in mind, i.e. success criteria and expected outcomes. It is, however, noted that a combined percentage of respondents (43,1 percent) indicated a negative response, suggesting uncertainty as well. An approach that ensures that expected outcomes and success criteria are clearly formulated and detailed, is necessary. This also indicates a need for management development in setting out expected outcomes and success criteria. As stated earlier in this text, the model proposed in this study seeks to provide a readily usable tool in this regard.

Table 6.40 follows on p.176.

Table 6.40: Data on expected outcomes and success criteria of management development plans

Item D15	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	57	69,5	46	63,9	88	48,4	191	56,9
<i>No</i>	19	23,2	18	25,0	68	37,4	105	31,3
<i>Not sure</i>	6	7,3	8	11,1	26	14,3	40	11,9
<i>Total</i>	82	100,0	72	100,0	182	100,0	336	100,0
<i>N.R.F.</i>	2				3		5	

Source: Own research

The management development programme must be able to identify development needs through the use of indicators of good practice. This will assist management teams to rate their current status in order to determine their management development needs. This is mainly because not everyone would be comfortable with need identification, without the availability of a guiding instrument of some sort. Table 6.41 portrays data to this effect.

6.5.16 Indicators of Good Practice for Rating Management Development Needs

Table 6.41: Data on Indicators of Good Practice for Rating Management Development Needs

Item D16	Managers Municipals		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	50	60,2	30	42,9	78	43,1	158	47,3
<i>No</i>	22	26,5	26	37,1	72	39,8	120	35,9
<i>Not sure</i>	11	13,3	14	20,0	31	17,1	56	16,8
<i>Total</i>	83	100,0	70	100,0	181	100,0	334	100,0
<i>N.R.F.</i>	1		2		4		7	

Source: Own research

Data from Table 6.41 shows a positive answer from just less than half (47,3 percent) of the respondents. In contrast, a significant number of respondents (35,9 percent) indicated negative responses to this question. This is coupled with a sizeable number of respondents (16,8 percent) who were unsure. These responses could have a number of reasons. It could mean that respondents do not really have a thorough understanding of what indicators of good practice or performance mean and how they fit into the self-audit of the management development process. After all, the concept of quality assurance, which uses quality performance indicators, is relatively new to municipalities in South Africa. It could also mean that there are no guiding indicators for municipalities to self-audit themselves. It could also mean that there generally is no systematic planning for management development in municipalities. It could also mean, that the identification of strategic issues, from which performance indicators are derived, is not meticulously carried out. The implication of all these data, is that there is a need to initially provide a usable tool to management teams and to guide them carefully through this. Only thereafter, can one be sure that the concepts of quality assurance are fully internalised for use in various management development scenarios in municipalities.

There is a need for the municipalities-based management development programme to be flexible in order to accommodate any changes or interventions from outside the municipality. This ensures that there is minimal disruption in the management development programme and consequently, the municipality as a whole. The next section details data in this regard.

6.5.17 Flexibility of the Management Development Programmes

This section aimed to determine if the municipal management development is flexible enough to accommodate changes or external interventions. These could be new policy measures or new approaches to management development and management in municipalities. Table 6.42 presents data in this regard.

Table 6.42: Data on the flexibility of management development programmes

Item D17	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	69	84,2	50	69,4	117	64,3	236	70,2
<i>No</i>	10	12,2	16	22,2	51	28,0	77	22,9
<i>Not sure</i>	3	3,7	6	8,3	14	7,7	23	6,9
<i>Total</i>	82	100,0	72	100,0	182	100,0	336	100,0
<i>N.R.F.</i>	2				3		5	

Source: Own research

Most respondents (70,2 percent) regarded their municipal management development programmes to be flexible enough to accommodate external changes or interventions. This implies, that in these municipalities, there are mechanisms in place to ensure that changes or new policy measures fit easily into the management development programmes, which would mean, that very little disruption or confusion is created by additions to existing programmes. It is also significant, that most municipal managers who are essentially prime change agents, answered positively. Most executive managers and HOD's (69,4 percent and 64,3 percent respectively) also concurred with this statement. This might also be as a result of their having to accept anything coming from for instance the Dept. of Local Government. It does, however, indicate a positive attitude from respondents in as far as change management is concerned. This, however, contrasts with the finding that respondents generally regarded the need for management development in change management as being of high priority.

Management development entails a vast spectrum of expertise. Municipal management teams cannot be knowledgeable enough to enact management development in all aspects of management. There will be a need for engaging external expertise in some areas of

management development and improvement. This is more so in a situation of transformation and change.

6.5.18 The use of external expertise by the management development programme

This section aimed at investigating if management development programmes of municipalities provided for employing external expertise like NGO's. This would assist management teams to deal with those management issues where no expertise in the municipal exists.

Table 6.43 outlines responses to this effect.

Table 6.43: Data on the use of External Expertise in Management Development

Item D18	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	64	77,1	47	65,3	114	63,0	225	67,0
<i>No</i>	18	21,7	20	27,8	57	31,5	95	28,3
<i>Not sure</i>	1	1,2	5	6,9	10	5,5	16	4,8
<i>Total</i>	83	100,0	72	100,0	181	100,0	336	100,0
<i>N.R.F.</i>	1				4		5	

Source: Own research

The majority of respondents (67,0 percent) responded positively to this item. Most municipal managers (77,1 percent), executive managers (65,3 percent) and HOD's (63,0 percent) indicated, that their programmes of management development made use of external expertise. This implies, that most municipalities see the need for and makes use

of, other knowledgeable persons in their management development. This response is in line with the flexibility of the management development programme; i.e. it accommodates external interventions.

It is, however, noted that almost a third of the respondents (28,2 percent) indicated a negative response to this item. This could be those respondents who feel compelled to attend training and development courses run by or commissioned by the Department of Local Government. Consequently, these respondents would not feel that they are using external expertise but rather attending courses organised and conducted by external expertise.

The staff has to report on the content and value of management development activities. This is because these activities affect them one way or the other and also because it is an accessible way of getting feedback on management development aimed at whole-municipal management. This is detailed in the next section,

6.5.19 Reporting of the staff on the content and value of management development activities

This question focused on staff members' ability to report on the content and value of management development activities. This would highlight the level of staff involvement in management development planning, as well as the implementation thereof. Data in this regard are presented in Figure 6.46.

Table 6.44 follows on p.181.

Table 6.44: Data on Reporting of the Staff on the Content and Value of Management Development Activities

Item D19	Municipal Managers		Executive Managers		HOD's		Total	
	<i>f</i>	%	<i>F</i>	%	<i>f</i>	%	<i>f</i>	%
<i>Yes</i>	36	43,4	26	36,6	72	39,8	134	40,0
<i>No</i>	40	48,2	36	50,7	94	51,9	170	50,8
<i>Not sure</i>	7	8,4	9	12,7	15	8,3	31	9,3
<i>Total</i>	83	100,0	71	100,0	181	100,0	335	100,0
<i>N.R.F.</i>	1		1		4		6	

Source: Own research

Most respondents (50,8 percent) indicated that staff members do not report on the content and value of management development activities. Questions to be asked here, are the following.

Are staff members sufficiently involved or are they accorded the chance to comment or report on management development activities or are they merely reluctant? If these findings are valid, could the findings on the management development support by staff and communities, as found earlier, be valid? These findings mean, that staff members are largely involved in management development activities, or if they are, they are involved only by way of notification only, so that they do not get to report on the activities themselves.

Only two fifths (40,0 percent) of the respondents affirmed this question. This could be that those municipalities where participatory management is practised and staff members are involved in the management processes. It would be worthwhile to compare by rank order the participation of management development needs (Appendix A: Section B) by the respondents. This would reveal the variance in the extent to which municipal managers, as compared to executive managers and HOD's, see these management

development needs as priorities for management training and development in their own circumstances. The next section explores these comparisons.

6.5.20 A rank order comparison of management development needs

Table 6.45: A Rank Order Comparison of Management Development Needs

Item	Item description	Municipal Managers		Executive Managers		HOD's	
		Mean	Rank	Mean	Rank	Mean	Rank
B01	Performance appraisal	3,69	9	3,25	10	3,46	9
B02	Planning, organising, guiding, controlling	3,79	8	3,57	4	3,87	2
B03	Financial management	3,83	5	3,32	9	3,77	5
B04	Conflict management	3,96	3	3,54	5	3,70	7
B05	Managing interpersonal relationships	3,87	7	3,51	6	3,66	8
B06	Managing change	4,13	1	3,50	7	3,80	4
B07	Delegation	3,90	4	3,64	2	3,82	3
B08	Team building and motivation	4,09	2	3,72	1	3,97	1
B09	Communication skills	3,88	6	3,47	8	3,17	6
B10	Managing a multicultural environment	3,53	10	3,47	8	3,17	10

Source: Own research

Both executive managers and HOD's ranked team building and motivation (B08) first. These managers indicated a need for management development in respect of these aspects. Several reasons could underlie this. Among others, it could be because they find themselves in situations where there are always conflicts resulting from lack of teamwork and employee motivation. It could also be because employees do not regard them as managers with authority, in the same way that the municipal manager is normally

regarded. It could be because they realise the importance of teamwork and a motivated staff, it's hence an indication of the need for management development in this regard. It is, however, clear that they recognise the importance of team building and motivation of staff, especially in a changing municipal environment with its concomitant demotivating effects in terms of shifting paradigms relating to a movement away from comfort zones. Municipal managers, however, regarded this item as a second priority. It can be concluded that this item is ranked of equal priority and that municipal managers see that being able to manage change, as well as building teams and motivating staff, constitute high priority.

Being able to manage conflict, is ranked third, fifth and seventh by municipal managers, executive managers and HOD's respectively. This indicates, that in the case of municipal managers, the previous two management development needs; in addition, managing conflict, are high priorities. These management aspects, by their very nature, are complementary to a functional municipality, such that being able to deal with them well, is seen as being of high priority. In the case of executive managers and HOD's, this item is prioritised, maybe because conflict situations are normally referred to the municipal manager. However, the difference in ranking is indicative of the high priority they enjoy among executive managers and HOD's.

An interesting and somewhat disturbing observation relates to the ranking of performance appraisal (B01) and managing a multicultural environment (B10). It appears, that both these management development needs were ranked lowest. The former is ranked ninth by municipal managers and HOD's and tenth by executive managers, while the latter is ranked tenth by principals and HOD's and eighth by executive managers respectively. The implication hereof is, that these needs do not enjoy immediate management development priority. This goes much against the current situation where appraisal should be seen as important, since a new programme had been agreed upon in the Department of Local Government; consequently it could have been expected, that respondents would express the need to be trained and developed therein. This could be

due to a misunderstanding of how appraisal fits into municipalities' present evaluative exercises and indeed in the light of the rejection of past evaluation exercises.

On the other hand, it could have been expected that managing a multicultural environment would be ranked highly, since due to municipal transformation and the consequent integration, respondents would be expected to seek skills of managing such environments. This could be due to the majority of respondents employed in "apartheid" municipalities and their thus seeing no need for multicultural management skills, basically because the learner population is still the same. It is noted, that multicultural factors like ethnic, religious, cultural and traditional diversities, have not been taken cognisance of by most respondents.

Management development needs such as financial management and delegation is of relatively high priority ranking. Executive managers ranked management development in financial management ninth in priority. This could be because often they are not involved in financial management, to the extent that municipal managers are. On the other hand, HOD's ranked this need fifth, which could be attributed to their wanting to be part of all decision-making, especially since they could have been instrumental in the struggle against non-participation in the past. This is based on their being mostly young and relatively inexperienced in their positions.

It is, however, clear, that despite the different rankings of the management development needs, these needs were seen high on the list of management development priorities by most respondents, which confirms literature assertions, that they indeed are management development needs in municipalities. This is especially so in the light of the emerging municipal management paradigm. The different rankings could also be attributed to different perceptions about what constitutes a high or low priority from person to person. Some respondents could be looking at the high priorities as their having the potential of spilling over to the other management development needs.

These differences, however, need to be tested for statistical and practical significance. This will help to find whether they are chance differences or are really significant due to a certain probability.

The next chapter presents a model of management development for use at municipal level, which intends to make it easy for municipality's management teams to use.

CHAPTER 7

MANAGEMENT DEVELOPMENT FOR MUNICIPALITIES IN THE SEDIBENG DISTRICT COUNCIL

7.1 INTRODUCTION

The literature study (Chapter 2 and 3) has shown clearly, that municipality management development could have received more attention in South Africa than it has had thusfar. Municipalities are thus managed by municipality managers who need management development and training. It is also clear, that municipality management teams have had or have little or no management development and training and are in a dire need thereof. It also is clear, that existing forms of management development in municipalities are based on the past descendant management practices, which are not in touch with the present-day municipality situation and ideals.

Despite ambitious plans by the Department of Local Government, to institute management development programmes the process seems arduous and requires a long period of time to implement. The financial constraints and implications thereof, as experienced by the entire Public Service and the concomitant restructuring thereof, furthermore impact negatively on the provision of municipality management development needs currently prevailing in municipalities. This then situates the municipal management development needs on a priority dilemma, especially with the decentralisation of macro-municipal management to provinces and the incumbent problems thereof.

The Department of Local Government has already started various developmental and training programmes for municipal managers. The Sedibeng district officials are trained

in various management development training modules. The problem is, however, the rate at which delivery at the Sedibeng municipalities' level takes place, perhaps due to the cascading model of training. Often there are no effective and real follow-up mechanisms to ensure that the implementation of these programmes at municipalities takes place. There is also a need for the Sedibeng municipal managers to learn about various components of their work directly during the actual performance of the work, rather than through the investigation of existing documents or through reading about their work. This is premised on the fact, that the municipal manager's work is highly fragmented, due to constant disruptions, pressing crises and unexpected problems (Vaal Weekly, 2001, 3(1): 5).

It is, therefore, necessary to design a model that would have to relate directly to the management development needs of the municipality, in such a manner that each municipality is able to embark on a process that is sensitive to its peculiar needs and circumstances, and at the same time, would be open enough to accommodate any new management development processes that would eventually be channelled to municipalities from the Provincial and/or National Departments of Local Government.

This chapter purports to design such an open model for use by leaders in the Sedibeng municipalities. The design of a management development model is premised on the assumption, that models attempt to represent reality (Nadler, 1998:4). The management development model will, therefore, attempt to help municipal management teams to put into place programmes of action to kick-start the management development process. Since the aim of this chapter is to design a management development model, it is essential to give an exposition of some management development models.

7.2 A FRAMEWORK FOR DESIGNING A MANAGEMENT DEVELOPMENT MODEL

Nadler (1998:4) describes a model as the representation of reality, so that sense could be made out of the world around us. Mouton and Marais (1990:140) postulate, that a model does not pretend to be more than a partial representation of a given phenomenon, but Marais (1990:140) also points out, that the value of a model is its ability to draw attention to specific themes, so that it has a strong guiding function. Nadler (1998:5) posits, that a model should be based on answers to the following questions

- What is its purpose?
- For which kind of learning is it appropriate?
- Does it tell what to look for?
- Does it help its user to anticipate what he or she will find?
- Does it provide alternatives?

Nadler (1998:5) emphasises, that a model is valuable in so far as it improves understanding or helps the user to understand what is otherwise an essentially complicated process. Mouton and Marais (1990:141) add, that a model -

- identifies central problems or questions concerning a phenomenon to be investigated,
- limits, isolates, simplifies and systematises the domain that is investigated;
- provides a new language game or universe of discourse; and
- provides explanations, sketches and the means for making predictions.

Jansen and Steinberg (1991:9) warn, that a model highlights certain aspects of a complex process and offer a simplistic representation of the aspects covered. It should, therefore,

be noted that models generally accentuate certain aspects, so as to serve a particular purpose. This then highlights the need for careful consideration of the purpose of a particular model and for applying it for its express purpose. In this regard, it is imperative for the purpose of management development in the current municipal setting, to be open to additions of new inputs as part of the municipal transformation in South Africa and to be respective towards changing needs in the municipal arena.

There are various ways to design models. For the purpose of this research, two kinds of models will be discussed, *viz.* the closed model and the open model.

7.2.1 The Closed Model

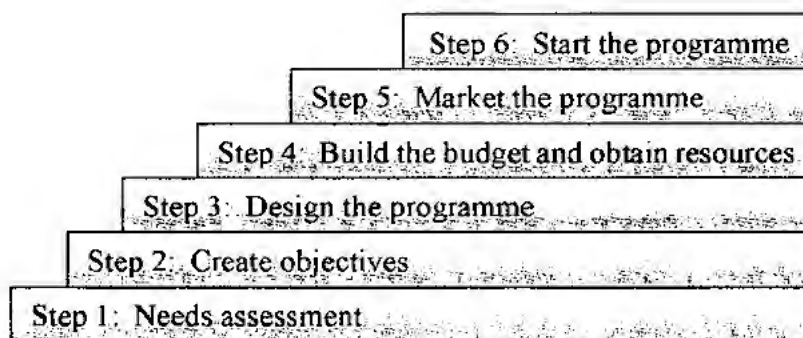
A closed model is based on the assumption, that all inputs can be identified, i.e. it endeavours to build all the possible variables into the model (Nadler, 1998:6). This explanation suggests, that the predictions or paths suggested, that by e.g. the conclusions and outcomes, are predetermined. If the model is therefore used as indicated by the designer, the programme path will evolve exactly as designed. This model then becomes linear in application. In this model, the management development process would involve the following six steps (Legotlo, 1994:258).

- **Step 1:** The first step entails a needs assessment of the management development target population. This would include the management team.
- **Step 2:** The second step entails converting the identified needs into objectives. This would relate to management development needs.
- **Step 3:** This step relates to the designation of the management development programme that would address the identified needs, thus actualising the programme goal.
- **Step 4:** The fourth step would entail the building of a budget and the obtaining of resources to carry out the programme.

- **Step 5:** The programme would then be marketed at this stage. The aim would be to familiarise the target population of the programme.
- **Step 6:** This step entails starting the programme.

Figure 7.1 depicts this model as captured by Legotlo (1994:258) from Kowaliski's exposition.

Figure 7.1: The linear model



Source: Legotlo (1994:259)

The closed model seems to be the logical path for developing a management development programme at municipal level, as it presents simple and straightforward steps. In fact, it is so practically tempting, that it would seem like an appropriate model to use. However, the model is imbued with the following difficulties (Legotlo, 1994:259).

- It fails to take cognisance of the complex nature of management development in a transforming municipal system.
- It presupposes a smooth, if not successful, progression through the various stages.
- It does not allow for a feedback and follow-up mechanism for corrective action.

- It fails to accommodate any failure at any stage and the necessary damage-control mechanisms.
- The final stage seems like an end in itself, as it is silent on what should be done in the event of unforeseen external forces coming into play in the process. For example, it does not explain what would happen if there is a policy change or input from the Department of Local Government at any stage of its progression.
- It presupposes a successful implementation phase and does not cater for delays or shifts in time frames as the process unfolds.

7.2.2 The Open Model

7.2.2.1 Orientation

In contrast to the closed model, an open model is one that considers that *outside factors* can have an impact on the design process. In creating an open model, the designer is therefore, specifically accepting that some outside forces may be beyond the scope of the model; therefore providing the designer with possible courses of action and anticipation of outcomes.

Nadler (1998:6) points out, that the open model is descriptive, in that it endeavours to describe what will happen if the model is followed, without making guarantees as to outcomes, so that the design process must be carefully watched as it unfolds. According to Legotlo (1994:259), this model views the planning process as an on-going activity, which in its turn implies, that the management development process should adjust to the changing social and political landscape.

In the light of Nadler's (1998:4) assertion that designing a model calls for recognising that models already exist and that such models can be extremely useful. Two such models will be exposed before designing one for the Sedibeng municipalities.

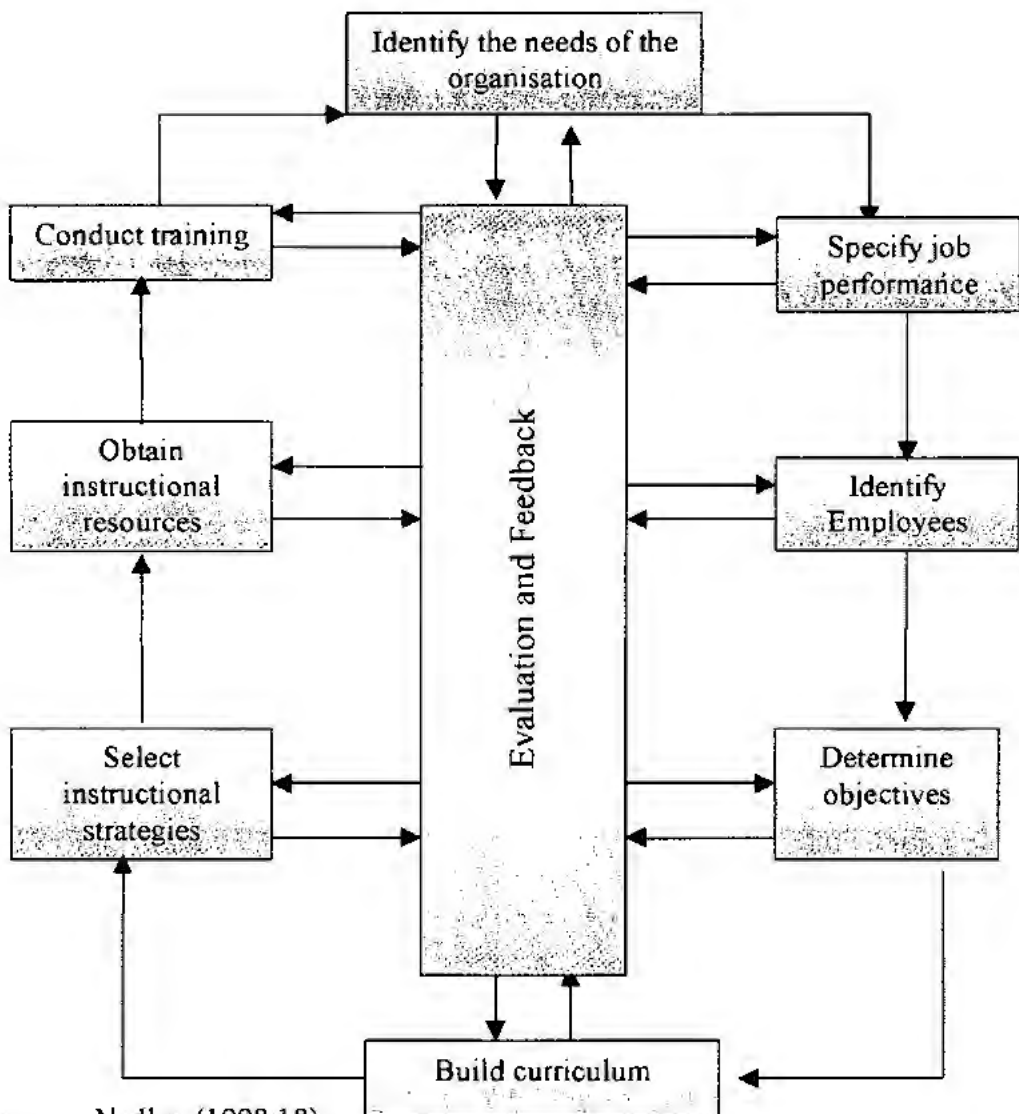
7.2.2.2 The critical events model (Nadler, 1998)

Exposition of the model

The Critical Events Model (CEM) is essential for training, i.e. learning programmes related to the job the individual currently has holds.

Figure 7.2 depicts the CEM model.

Figure 7.2: The critical event model



Source: Nadler, (1998.18)

According to this model, the first step is the *identification of organisational needs*. These relate to in what way the organisation have to attain its goals, while recognising that there are constraints on the kinds and amount of resources available. Nadler (1998:17) postulates, that the underlying assumption behind needs identification, is training, and therefore, development cannot be undertaken unless there is a specific need. This step, therefore entails identifying the needs(s) and clarifying them. It is only when that has been done, that the next step could be realised.

Needs identification involves determining *where needs come from*. Nadler (1998:20-24) postulates, that needs can emanate from the following.

- Production or service of the organisation.
- Equipment or regulations.
- Output in terms of products or service.
- Outside pressures.
- People within the organisation.

Needs assessment also entails an *organisational diagnosis* (Nadler, 1998:24). This implies finding answers to questions such as the following.

- How are we doing?
- How can we do it better?
- What problems do we have?
- What is our future?

Organisational diagnosis includes *performance analysis*. Nadler (1998:27) relates to performance analysis as an activity seeking to find out what the performance component

is and how the need(s) of the organisation relate to some kind of performance problem.

Performance analysis would then answer the following questions.

- How did the need arise?
- Which human resource area is to be focused upon?

The consideration of the afore-mentioned aspects of the needs assessment, would then lead to assessing alternatives to management development and training programmes, if necessary. Some alternatives could be to "hire and fire", internal mobility, re-engineering the job, equipment changes or organisational change or redesign. It is only after the consideration of alternatives that a decision to design a development and training programme would be undertaken (Nadler, 1998:30-34).

A look at the CEM (Figure 7.2) shows one event, that is involved in every other event, until the culmination of the programme *viz.*, *evaluation and feedback*. Evaluation is concerned with how the model designer is meeting the objectives of a particular event (Nadler, 1998:39). Nadler (1998:39-41) emphasises, that evaluation and feedback are automatic steps built into the CEM, so that it alerts everybody to the necessity for some decision making before proceeding further.

This process involves answering the following questions at each event of the CEM.

- Who will be asked to make decisions?
- Who must receive the feedback so they can make decisions?
- Who must receive the analysis so they can provide feedback?

The most important point to make about evaluation and feedback, is that it runs through

all the events and affords opportunities for the designer to apply corrective action throughout the process of model designing (Nadler, 1998:45-46).

After completing the first event in the CEM, the designer would then move on to the next event, namely, *specifying the job performance*.

Nadler (1998:47) explains, that this event stems from the job being identified as relating to a need of the organisation, which makes the event of job specification a crucial one. The CEM is based on the premise that needs can be assessed against some kind of standard, as this is based on agreement about the job to be performed. Nadler (1998:47) emphasises that an agreement about the job to be performed is essential and that such an agreement would show how the job contributes to the organisation and makes it meaningful to try to find ways of how to improve it.

Specifying job performance, involves knowing what job performance is, by gathering the perceptions about the job and clarifying them (Nadler, 1998:51). Issues needing clarification would be (Nadler, 1998:53) the following.

- *Interdependence* of people's inputs and outputs in respect of the job, the light of the nature of an organisation, which requires that for tasks to be accomplished and to reach goals, there be human interdependence.
- *Standards of the job* relating to stating the output of the job as either quality or quantity. Agreement should exist as to the meaning of these standards, since they mean different things to different organisations.
- Whether the job involves *a group or an individual*. Some considerations would be whether people work alongside others or alone, and/or working with others. It can also be considered whether substitutes have to be trained on a regular basis.

Job specification necessitates gathering data on job performance. There are various ways of gathering data about job performance. Nadler (1998:57) explains that when gathering data for this event, sources of information such as people, records and reports and methods like questionnaires, interviews, meetings, literature search, observation and critical incidents have to be considered.

Evaluation and feedback in this event would be analysis, feedback and decisions-making on job performance with regard to for instance, the question whether there is still agreement on the problem of the needs assessment, whether there is agreement on job performance, should consideration be given to alternatives and will time be allocated for development and training? It is only after the designer is confident that appropriate decisions have been made, that it would be possible to proceed to the next event, namely identifying learning needs (Nadler, 1998:77-80).

The next event in the model is *identifying learning needs*. According to Nadler (1998:83-102), the objective here is to identify the learning needs of those who are doing the designated job, so that the focus of this event is on the persons in the job; since people bridge the differences between the person and the job, so that the individual can perform in a way that meets the organisational goals (Nadler, 1998:83). Identifying the learning needs, entails considering a person's values, *vis-à-vis*, job performance and the needs that are related to the job performance thereof.

Identifying learning needs involves gathering data by using such methods electronic data gathering by teleconferencing, including performance appraisal, supervisors and employees, for whom the development and training have been, designated (Nadler, 1998:88).

Evaluation and feedback in this event, involve the analysis of what has been gathered under the previous event in order to ascertain how the identified needs are related to job performance. Decisions to be taken, would relate to whether job performance will be

acceptable if the needs are met, how important the needs are, whether the job has to be redesigned, whether tasks should be reallocated, whether subordinates should be transferred rather than trained, and what the availability of employees is (Nadler, 1998:100-101).

If there are positive decisions about the preceding questions, the designer can then move on to the next event.

The next event is the *determination of objectives* (Nadler, 1998:103-123) which intends to identify elements that must be considered in determining objectives for the programme and for the individual learning experiences, and to list specific programme objectives and learning objectives (Nadler, 1998:103). Determining objectives has as a point of departure, the understanding and consequent definitions of what they are and how they are developed and used?

In order to develop the objective of a management development process, priorities such as time, resources, and availability of personnel play a major role (Nadler, 1998:106-108). It is also necessary to consider skills, knowledge and attitudes as aspects of international learning (Nadler, 1998:112-113). Nadler (1998:115) opines, that three components of an objective should appear, namely performance, condition and criterion; the emphasises is also, that writing objectives should be done in a way that states the desired outcome, this indicating performance at the end of the development and training experience.

Evaluation in this event takes place after objectives have been defined and discussed. For any analysis to take place, the written objectives are shared with at least the supervisor, as well as with managers. In the analysis, the designer indicates how each objective relates to what has been previously agreed upon under the identification of the learning needs, so that each need should have an objective or a reason for not defining writing an objective for these needs (Nadler, 1998:120).

Feedback considers who should be involved. Management or the supervisor is crucial. Feedback could include the discussion of the rank order of objectives, which might differ from unit to unit or department to department, depending upon such factors as personnel, work schedules, production schedules and locale.

Decisions to be taken in this event, would look at the acceptability of the objectives, the reflection of all the needs in the objectives, the acceptability of the priority of learning objectives, the relation of objectives to the performance specification and the location of the achievement of the objectives, i.e. whether they can be met internally or externally.

The next event after determining objectives, is *building the training program* (Nadler, 1998:124-157). The designer aims to develop a specific list of items to be learned in order to meet the previously determined objectives and to list the order in which training is to take place (Nadler, 1998:124). Building the curriculum, is the event where the designer, given the objectives from the previous event of the CEM, starts identifying what must be learnt to reach the stated objectives (Nadler, 1998:126). The curriculum, therefore, deals with skills, attitudes and knowledge and how this is stated is partially a reflection of the beliefs of the designer and the nature of the subject matter. Objectives then serve as a checklist, so that each of the stated objectives should be readily identifiable in the curriculum.

Variable, to be considered in building the curriculum, includes the employee who has had prior learning experiences before the one under consideration (Nadler, 1998:128-129). Therefore, the culture of the employee or his/her prior experience when designing the present learning experience, cannot be ignored. The nature of the instructor is another variable, e.g. the instructor could be machine-mediated or a subject matter specialist.

Building the curriculum also involves selecting content for the programme. Selecting content involves people. These may be people internal to the organisation, such as

supervisors, managers and employees, or external concerns, such as professors from colleges and universities, consultants, NGO's, professional organisations and societies. These concerns could provide goods or services Nadler (1998:132-133).

All contents related to the objectives, can be organised under one of the following four categories (Nadler, 1998:134-136).

- *Essential content*, which is the absolute minimal content that the curriculum must contain if the learning programme is to meet the previously stated objectives.
- *Helpful content*, which refers to that content which supplements what is essential. This type of content is indirectly related to the performance expected, but which will help the job performer understand more about the job.
- *Peripheral content*, which can be tested in respect of whether the performance can change if the peripheral content is not included. The inclusion of this content, may primarily be political decisions than design decisions.
- *Unrelated content*, which arises in various ways and is, as implied by the term, unrelated to the developmental need. It arises as a result of a tendency of some people who feel, that if the content was good for somebody in another organisation, it should also be included.

According to Nadler (1998:136), the content should then be categorised, so that it becomes possible to instruct almost directly from that content. Thereafter sequencing becomes important, i.e. the order in which the content should be presented to a target group. Sequencing should reflect both content and learner. After these activities it should be decided whether to design the model or to obtain an appropriate programme that already exists.

The designer then needs to produce work-plans. The work-plan takes the content and sequence and translates the material into a form that is a plan for the development and

training situation. The form of the work-plan depends on various factors, *inter alia* the users of the material, such as the instructor (Nadler, 1998:144). The general form of the work-plan should contain the work-plan objectives, preparation, time/duration of the work-plan, major topic(s), instructor activity, employee activity, learning strategies, and evaluation.

Evaluation in this sense entails determining which approach to the analysis would prove most helpful. The decision regarding the approach, would be influenced by the nature of the content and the form of the workplans. Nadler (1998:154) postulates that the question feedback? The analysis involves issues like the assumptions made about the nature of the content matter, time in terms of the reduction or increase thereof and the decision to designer-buy an existing programme.

Feedback in this event, includes feedback to people like supervisors or managers, by virtue of the major decisions that would have to be taken.

Decisions to be taken in this event, would relate to whether the content meets the previously determined objectives, whether it will satisfy the needs of the employees, whether the content relates to performance and the previously identified organisational needs and whether the potential employees will be made available for the period. The final decision would be to buy a packaged learning programme if available. In this case the next event, namely *selecting instructional strategies*, would not be entered upon, as it would be part of the purchased programme (Nadler, 1998:157). However, in the absence of a packaged programme, the next event would then be embarked upon.

Selecting instructional strategies entails selecting those strategies that are appropriate for the curriculum, the employee(s), the trainer and the organisation. Nadler (1998:160:161) states, that instructional strategies should include method, techniques, devices, media and equipment. He emphasises, that the use of strategies reinforces the proposition that the learning situation involves a combination of various methods and devices.

In selecting strategies, there are factors that should be considered, *inter alia*, concepts of learning psychology, administrative practices, the culture of the organisation, the instructor and the learner (Nadler, 1998:164-169). After considering these variables, the designer will then return to the curriculum and select the appropriate strategies that would include the various management development methods discussed earlier in this text Nadler (1998:170:180).

Evaluation in this event, entails using external people to react to what has been accomplished (Nadler, 1998:180). Various strategies can be listed and reasons for their choice are propounded.

Feedback involves senior managers or supervisors to provide insight into how their subordinates might react to the instructional strategies selected for the learning situation.

Decisions to be taken in this event, will focus on whether the instructional strategies complement the curriculum, if the objectives will be reached, if the working plans reflect the identified learning needs, if the curriculum will relate to the current job performance, if the selected strategies can be implemented and, if the selected learning strategies will be available when needed, (Nadler, 1998:182-183).

The next event entails *obtaining instructional resources* (Nadler, 1998:186-205). The objective of this event, is to assure that all the necessary resources will be made available for the development and training programme (Nadler, 1998:186). A variety of resources are available and this would be the function of the size of the organisation. The variety of resources needed, falls within the traditional categories of the physical, financial and human resources (Nadler, 1998:188-196). The following checklist will assist the designer immediately in this event (Nadler, 1998:196-201).

- Scheduling.
 - Are the necessary facilities available?
 - Who will instruct?
- Do the instructors need any prior instruction before beginning their duties?
- Will the employees be available?
- Equipment and material.
 - If to be purchased, produced in-house or rented, is there a specific list of items?
 - For all and material, have delivery schedules been prepared?
- Budget.
 - Have there been previous budget estimates so that these could be reviewed and updated as based on decisions made during the intervening events?
 - What is included in the budget?
 - Will the training be cost-effective?
 - Who will be charged for the training?
 - Are there alternative budgets?

Evaluation in this event, will entail the analysis of resources, schedules and budgets. Scheduling, selection of participants and identification and preparation of instructors will also form part of the analysis (Nadler, 1998:202).

Feedback would include a variety of people depending on how the organisation is structured (Nadler, 1998:202-203). The prime person would be the supervisor by virtue of the decisions he/she would have to take, such as who will go for training. Budget people are also crucial in this event, since they control funding.

Decisions that have to be taken in this event, would include whether the cost is acceptable, the required resources would be available when needed, whether there is a list of potential learners (employees), whether specific instructors can be assigned and whether the programme with modification would solve the problem it seeks to address (Nadler, 1998:203-205).

The next event is actual *conduct of training*. This event is the culmination of all the work done previously. According to Nadler, (1998:207) for some programmes, no variations from the design and work-plans will be permitted, while for others, work-plans are expected to serve only as general guidelines with modifications by the instructor in the actual learning situations.

Conducting training involves considering the participants in the training programme. This entails their selection, considering their needs, as well as their notification about the training programme (Nadler, 1998:209-213). Afterwards the programme is opened. This would involve climate setting, which consists of those activities that will communicate an attitude conducive to effective training. This can be either formal or informal (Nadler, 1998:214).

Evaluating the programme should be summative. The evaluation and feedback will all be influenced by the need to report to the supervisors and managers. The programme should then be closed by giving recognition to the participants and instructors.

At the end of the programme, it would be important to analyse the impact of the programme on learners (participants). Decisions to be taken, would entail assessing if the results of the programme have solved the problem, and assessing if there is a need to repeat the programme and if the modifications will be necessary if the programme is repeated (Nadler, 1998:225).

7.2.2.3 Critical evaluation of the model

The CEM seems to be an appropriate management development model in the light of its recognition of the complexity and dynamism of the process of management development and training. Its strong point appears to be its evaluation and feedback mechanism that run throughout the process. This would cater for any unforeseen changes to the organisational structure and needs. The CEM seems also, to embrace specific learner needs in an organisation.

However, there seems to be a few flaws in the model. For one, the model seems to rely heavily on a 'hired' designer who would then make submissions to supervisors and managers. The decisions taken by these persons as to the suitability of the programme proposed by the model/designer, would render the design process slow especially if one considers the evaluation and feedback aspect of each event. On the other hand, the success of the programme seems to be in the hands of the organisation's decision-makers. In a municipality setting, the temptation could be to be getting an "experienced" designer whose experience may not necessarily be a municipality.

The programme could be elaborately appropriate. However, the lack of municipality management experience could be imbued with inappropriate solutions to municipality management development. The CEM seems suited to industrial settings, where the management structure would be suitable. In a municipality, this model would need modification. At the municipality level, it would need to take cognisance of what continuous improvement as directed or driven by the municipality manager, would imply as well as the new vision that focuses on stakeholder participation.

7.2.2.4 *The problem-solving model*

Lashley and Williams (1997:38-49) present an example of a model that displays features of an open model, referred to as the *problem-solving model*. As implied by its name, the problem-solving model approaches management development in the form of teamwork or action team perspectives and thus aims participation. The model recognises, that organisational members at all levels can contribute to the continuous improvement of the organisation and that there is a deep reservoir of ideas and experiences that are not fully utilised. Figure 7.3 depicts the model.

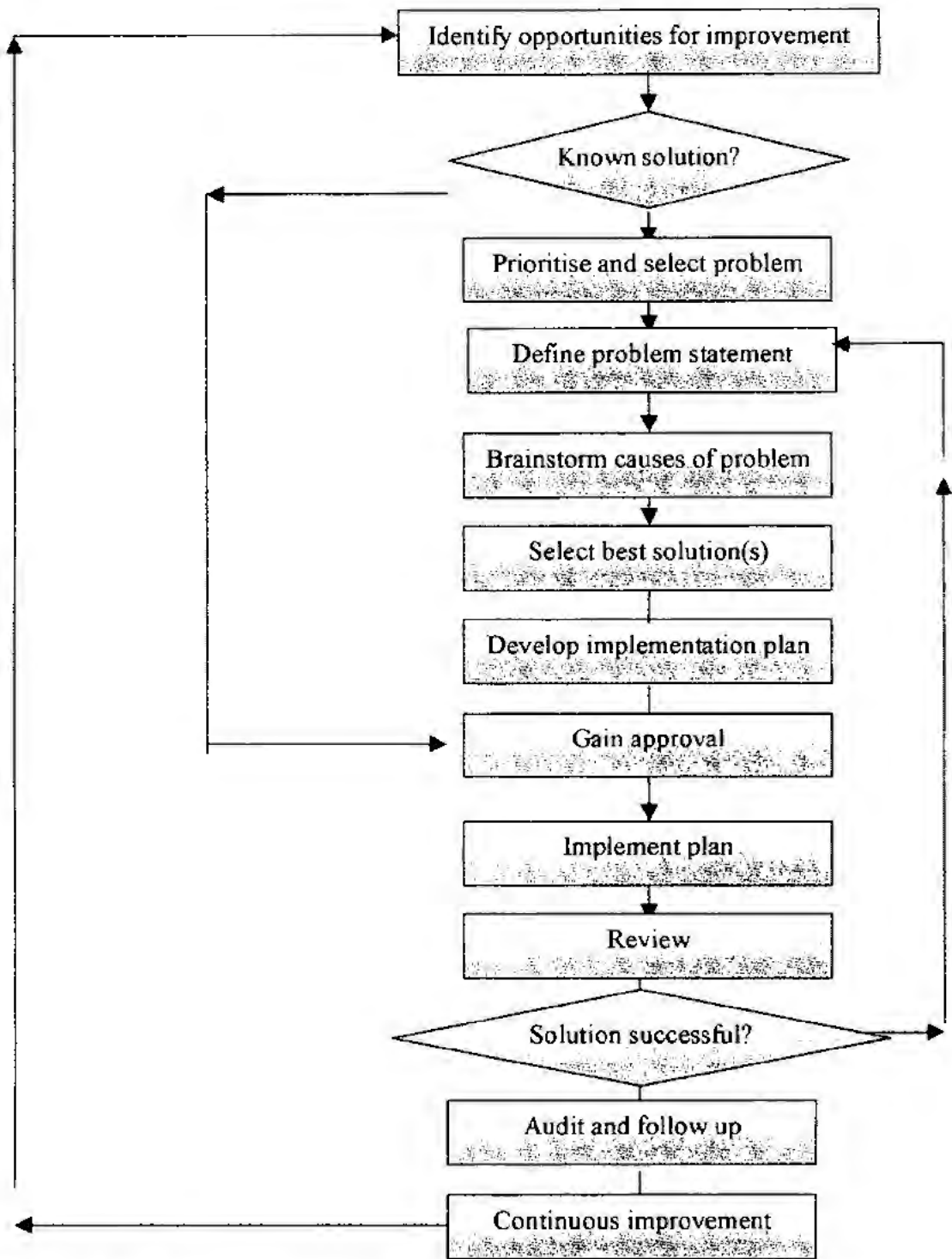
An organisation could have several action teams. Each action team has the responsibility of identifying and solving work-related problems (Lashley-Williams, 1997:42). This responsibility intends to include employees to assume full ownership of organisational quality and overall improvement (Xaba, 1996:83-88).

The action teams are made up of 4-8 people, whose membership is initially voluntary. The action team meets and works with a trained leader and a continuous-improvement advisor who guides them through the process of problem identification, analysis and resolution.

Lashley and Williams (1997:43) emphasise, that the action teams are intended for developing employees' sense of involvement and commitment to organisational objectives particularly, as these relate to quality improvement and cost-effectiveness.

Figure 7.3 follows on p.206.

Figure 7.3: The problem-solving model



Source: Lashley & Williams (1997:45)

The team leader is, therefore, acting as facilitator, mentor and expert to assist the action team in its progress through the process. The team leader's responsibility is also that of encouraging the action team members to identify problems and then to provide the necessary organisational backup to assist the team (Lashley and Williams, 1997:46; Holden, 1997:625).

In a municipality setting, the action team could comprise HODs, senior employees and employees, while municipality managers and executive managers could act as team leaders. In this sense each team member would gain management experience, while management team members would further enhance their management skills. The whole municipality would benefit from the continuous improvement envisaged by the process. The process, however, assumes expert problem in most municipalities. This approach could be applied in the Department of Local Government, generating training programmes having "train-the-trainer" features.

The problem-solving model unfolds itself in the following manner (Figure 7.3, Lashley and Williams, 1997:44-49).

The action team first of all identifies the organisation's opportunities for improvement by using the organisational standards or indicators of performance. At this stage, the action team identifies problems, which might be suitable cases for improvement.

The second phase involves brainstorming, about whether there is (are) a known solution(s) for identified problems. If there is a solution, the team progress straight to the stage of consulting or gaining approval for the implementation of the improvement solution. If there is no known or ready solution to the identified problem, the next phase, *viz.*, prioritising and selecting the problem, is embarked upon.

The identified problems are then arranged according to priorities and the problem for improvement is selected. The selected problem is then defined. This is important, as it

ensures that the action team is focussed on and delves into real problems for improvement.

The next phases entail the organisational analysis that would expose the causes of the problem. The role of the team leader would be very important at this stage, in order to expose the real causes of the problem and to avoid picking on apparent problems or mere symptoms of the problem. Having brainstormed the causes of the problem(s) identified, the action team gathers data in order to confirm the root causes of the problem. The team allocates responsibilities for information gathering and fact finding to various team members. Each member is charged to investigate specific issues in preparation for the next meeting, which would help to inform their understanding of the problem and suggested possible outcomes.

The next phase entails brainstorming solutions. Suggestions from all members are then advanced. This is made possible by the fact that the team members have volunteered to seek continuous improvement mechanisms and are committed to the process of improvement. At this stage, the team leader could assist team members to seek various solutions to the problem. This could include the various techniques of management development. The mission of the organisation would be the focal points, with the organisation's strategic priorities selecting the best solution to the problem, cognisance of brainstorming solutions. This could entail weighing all available options against the organisation's current situations, *viz. a viz.*, the problem identified for the best solution.

The selection of the best solution is followed by the development of the action plans towards solving the problem. This phase could include, *inter alia*, selecting appropriate management development methods to be applied.

The next and perhaps the most important phase of this model, entail gaining approval of the decided-upon solutions to the problem(s). This phase, one would imagine, is important in so far as it involves consultation and seeks approval for the management

development programme decided upon as a solution to the problem. This is the decisive factor of the programme, since it will affect stakeholders in the organisational operations.

Acceptance and approval of the programme from all stakeholders, would ensure its success by virtue of the commitment invoked by the ownership of the process engendered by participation. This phase would also induce the all-important support of the senior management of the organisation.

The next step flows from the consultation process of the previous phase. This phase sees the actual implementation of the plans drawn up and approved. This phase goes along with the review phase, which aims at receiving feedback on the progress, evaluating the process and deciding whether to go on with programme or to deviate from it. A deviation could occur as a result of the expected outcomes being contrary to expectations, in which case, the model directs the process back to the problem definition. In the event of expected outcomes being realised, the process proceeds to the next phase, *viz.*, audit and follow up.

Audit and follow-up could relate to assessing the organisation's improvement status after the action team's intervention and the feedback gained throughout the process. Follow-up could relate to reinforcing the process for sustained and continuous improvement and applying corrective measures, which do not necessarily render the process ineffectual in such a way, that going back to defining the problem, is necessary.

The next phase entails continuous improvement by using the applied solutions decided upon during the solution-brainstorming phase. This phase will also determine the next phase of continuous improvement in terms of its leading to the next problem. This could be a completely new problem, or a further problem the solution of which is dependent on the solution of the problem solved by the process just completed.

7.2.2.5 Evaluation of the model

The strength of the problem-solving model is located in the use of action teams. This gives recognition to contributions that organisational members can make at all levels. In terms of whole-municipality development, this implies involving employees in all aspects of municipality development, which will ensure commitment and ownership of municipality improvement processes.

Another striking feature of this model, is its simplicity, i.e. it can be easily implemented because it progresses through few comprehensible phases. Most important in the model, is the phase that entails gaining approval of solutions decided upon. This is of significance, in that solutions decided upon, will impact on other stakeholders in the organisation. It is, therefore, imperative that approval be gained so as to enlist support of and commitment to new processes resulting from brainstormed solutions.

However, this model needs to be implemented carefully. First, if care in implementation is not exercised, action teams might degenerate to being ends in themselves, rather than means to an end. In the event of many teams, careful monitoring is needed. Secondly, team leaders may not always be trained to lead action teams. Care needs to be exercised in order to ensure that team leaders are well equipped to lead, so as to avoid the perpetuation of unsavoury behaviour, like the domination of teams, the use of positional authority to enforce pre-determined solutions and straying from identified targets. Thirdly, making up teams and setting them in operation may be time-consuming. The model, however, does address the question of participation and ownership of improvement processes in the municipality.

7.2.2.6 Comments on the two open models

The two models presented above, display the following factors.

- The importance of the need assessment before any development and training takes place. The latter model emphasises this analysis within the municipality's development plan, as well as stressing the need for consultation with staff, even at this stage.
- The importance of continuous evaluation and feedback in respect of the process – both during the planning and implementation stages.
- The openness to corrective action through the built-in ability to deviate to earlier stages where the modifications, additions and/or omissions and deviations from the set plan is necessary.

It can thus be concluded, that a model of management development should, at least, have these features. It should be indicated, that the model must focus on continuous development and thus should be able to accommodate change and inputs that may be affected from time to time. The essence of this model should be for it to be a tool that can be used continually, rather than it's being a once-off utility.

The two models seem elaborate on paper. However, they would need experts at municipality level who can design models or customise models to the municipality's unique circumstances. This expertise is sadly lacking in South African municipalities. Management teams need, therefore, a readily usable model that would provide an instrument management teams can easily relate to and apply in their own municipality circumstances. Such a model for the Sedibeng municipalities is presented in the next section.

7.3 A MANAGEMENT DEVELOPMENT MODEL FOR SEDIBENG MUNICIPALITIES

7.3.1 Orientation

Chapter 2 highlighted the need for a new management development approach in South African municipalities. The imperatives for change (Chapter 2) stressed the reasons for a move towards a municipality-based management system. In a transforming municipality system, the onus for delivering a municipality management development system, cuts across all stakeholders.

There are thus national and provincial initiatives for the management development of management teams. These initiatives should focus on the following.

- Fully planned career development for municipality leaders, which should include initial training and continuous in-service training. This initial training should contain two periods, *viz.* the period prior to taking up the appointment and the period immediately following an appointment.
- Linking newly appointed municipality leaders experienced leaders and subsequently, mentors.
- Creating conditions for regular meetings of municipality leaders for mutual support.
- The national and provincial management development initiatives should play a major role, in that they would develop and draw up a national and or provincial vision and guidelines for management development, e.g. target populations and training programmes.
- Developing training materials and establishing a bank of such materials, e.g. content, methods and handbooks for trainers.
- Focusing on the training of the trainers.
- Identifying indicators of good practice.
- Evaluating training programmes.

- Arranging for funding and resourcing of the management development and training programme.

It is also important for the national and provincial management development initiatives, to consider appropriate types of management development and training programmes.

The following types of programmes could be considered.

- Programmes for municipality managers to undergo individual development outside the municipality development together with their colleagues from other municipalities.
- Programmes, which are mainly concerned with whole-municipality development, where the role of municipality leaders is that of change-agents. This may even involve the participation of other municipality staff members.

The management development model proposed here, intends to provide the municipality managers with a readily usable tool in the process of continuous improvement and whole-municipality development. The model is appropriate in the present economic climate where the scale of costs for management teams and their staff should take as much responsibility as possible for their own further development, thus retaining ownership of their own learning and customising development and training to their individual needs.

Municipality transformation in South Africa and the intended concept of self-managing municipalities, require commitment towards improvement, as well as development and service delivery from all stakeholders. Most important, for the day-to-day operational improvement, a commitment from employees is imperative. The proposed model seeks to induce and encourage a commitment from parties involved in the operational activities of the municipality and management development through their participation and involvement. The model is, therefore, aptly termed the Commitment Approach to management development.

7.3.2 The Commitment approach to Management Development

The Commitment Approach (CA) is premised on the need to ensure stakeholder participation in the process of management development. The reasoning behind this, is that, when people are part of a process from its inception, they commit themselves to its completion and strive hard to make it a success. This results from the feeling of ownership of the process they adopt, as well as from the spin-offs of recognition they enjoy because of their being part of its design and development. However, perhaps the most important reason for commitment, is the use of a vision as the starting point of the process and the reference thereto throughout the process. This vision is the ultimate goal aspired to and will keep focusing in isolation on only aims and objectives, which often tend to be seen as ends in themselves, rather than means to an end. The idea bears continuous reference to the vision throughout the process of management development.

The CA is based on the Quality Assurance Framework instrument developed for use in describing the quality pointers. These indicators could also be used for self-evaluation and monitoring purposes. Examples of indicators of good practice for personnel management, are the following.

- Staff with personal or professional problems is supported.
- Staff is deployed efficiently.
- The work of all staff members is monitored.
- Personnel records are efficient.
- Code of conduct and grievance procedures is sensitive and fair.

Focus points are descriptions of indicators of good practice. They provide more details about what the indicators imply. The focus points are the narrowest of the process criteria and are thus used for the measurement of management performance, i.e. improvement and/or the need thereof. There are six focal points for each indicator of

good practice. Examples of focal points for the first indicator above are the following.

- Every effort is made to reduce sources of stress in the operation of the municipality.
- Communication systems allow staff to voice criticism rather than to nurse grievances.
- Change to the feelings and interests of those involved, is introduced with sensitivity.
- Enmities, tensions and divided loyalties are resolved by reconciliation.
- Staff members experiencing problems or failure, are supported with sensitivity and empathy.
- Grievance and disciplinary issues result, if possible, in healing and reconciliation.

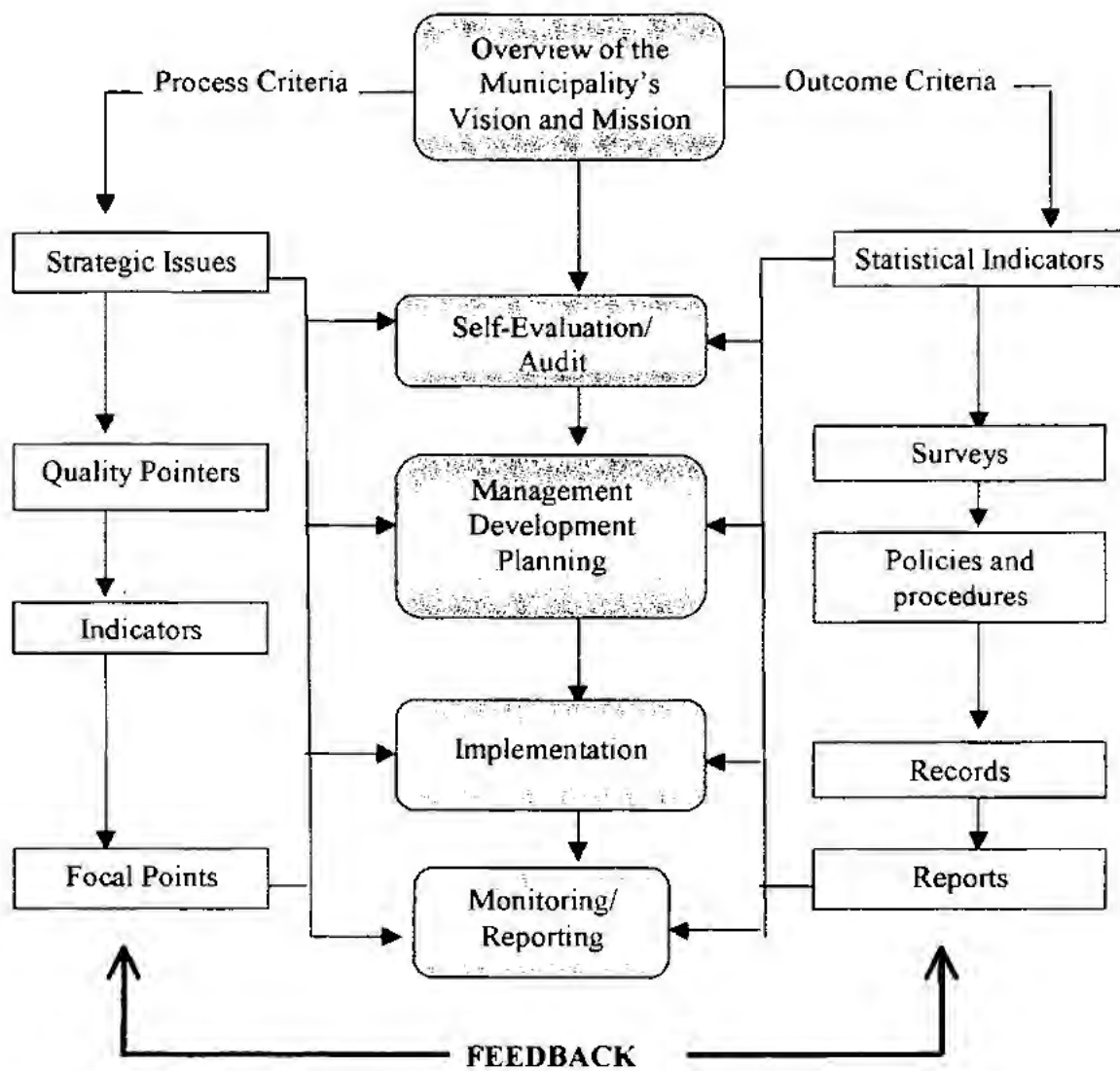
The Commitment Approach to management development is depicted in Figure 7.4.

This CA, as depicted in Figure 7.4, proposes that the management team of the municipality looks at management development as a process that seeks to effect continuous improvement, thus becoming an open model. The management development process depicted by the CA, has to be developed by the municipality. This will induce commitment in the participants in that they will be part of its unfolding and will thus experience ownership of the process. However, the management teams, as change agents, would initiate the process, with the municipality managers playing a major role.

Another reason for the involvement of other stakeholders in what should be aimed at management team development, is to place management development in the context of whole-municipality development and improvement. This lends weight to commitment, as all municipality stakeholders would see the need for full participation in whole-municipality development. This approach would also keep management development activities from being isolated for the whole municipality, thus empowering a broad spectrum of the municipality population in terms of future aspirations to management positions, as well as enhancing participatory and flat management. In other words, municipality management would be demystified from the notion of belonging to a management team only, and would be related to the entire municipality population. This

would also rid the municipality of the often-prevalent perceptions of the “them and us” between the municipality managers and management teams (Reeves, 1994:75).

Figure 7.4: The commitment approach to management development



Source: Reeves (1994:75)

The management development process begins with an overview of the municipality's vision, mission and aims. It is important that this stage be initially kick-started by the management team. The aim of this overview, is to unpack the mission so as to locate strategic issues or priorities of the municipality. This overview ensures that management development is a process within the whole-municipality development plan and not an isolated entity addressing management team's management development needs. In this phase, the management team unpacks its vision and mission by using process criteria (Figure 7.4) to assess the municipality's management development needs. The aim is to locate the strategic issues from the vision and mission statements, in order to assess whether the statements are in line with the strategic issues and priorities of the Department of Local Government, and to direct the municipality's management development activities.

The overview of the municipality's vision, mission and aims leads to the examination of what the municipality actually does and how it does it. This is the municipality's self-evaluation. The intention at this stage is to rate the municipality's actual management activities against its vision and mission. At this stage, the weaknesses and strengths are identified and priorities for development and training are determined for the development planning phase. The same process criteria are used to identify the actual stage of management development through various scanning indicators and rating. The selection or setting of indicators of good practice for the planning and implementation phases, follows this.

The next phase is the actual management development planning. This stage is based on the outcomes of the self-evaluation phase. Planning is carried out on how the identified areas of weaknesses are to be addressed. This stage is the most important, since it determines the next direction of management activities. This stage includes plans of how management development is to take place, how it will be monitored and who will be responsible for the implementation and reporting. This includes the evaluation mechanisms.

The planning phase is followed by the actual implementation of the plans. This stage is the practical enactment of the planning phase, where the outcomes thereof will determine the effectiveness of the plans carried out. It is at this stage that reporting, monitoring and evaluation of the effectiveness of the management development activities, becomes crucial. This will determine the need to proceed with plans or to revert to any of the previous phases.

The final phase is the evaluation of progress of the implementation plans. Included, would be the evaluation of changes in the desired direction and the sustenance thereof, or the converse, in terms of any failures or deviations from the plans. This will include an analysis of reasons for success and/or failure of the development activities. The feedback derived in this phase will determine, the way forward, i.e. whether the process has succeeded, or whether it needs to be complemented or restarted.

An important feature of the CA, is the continuous feedback throughout the various phases. Each phase allows for the generation of feedback through continuous reference to the vision and mission of the municipality. This feedback is used to plan ahead, proceed with each phase or to refer back to the initial phase or any phase passed.

This is important, in that the vision and mission of the municipality is reinforced and stakeholders are committed to the improvement and development process by the vision being kept alive throughout the various phases.

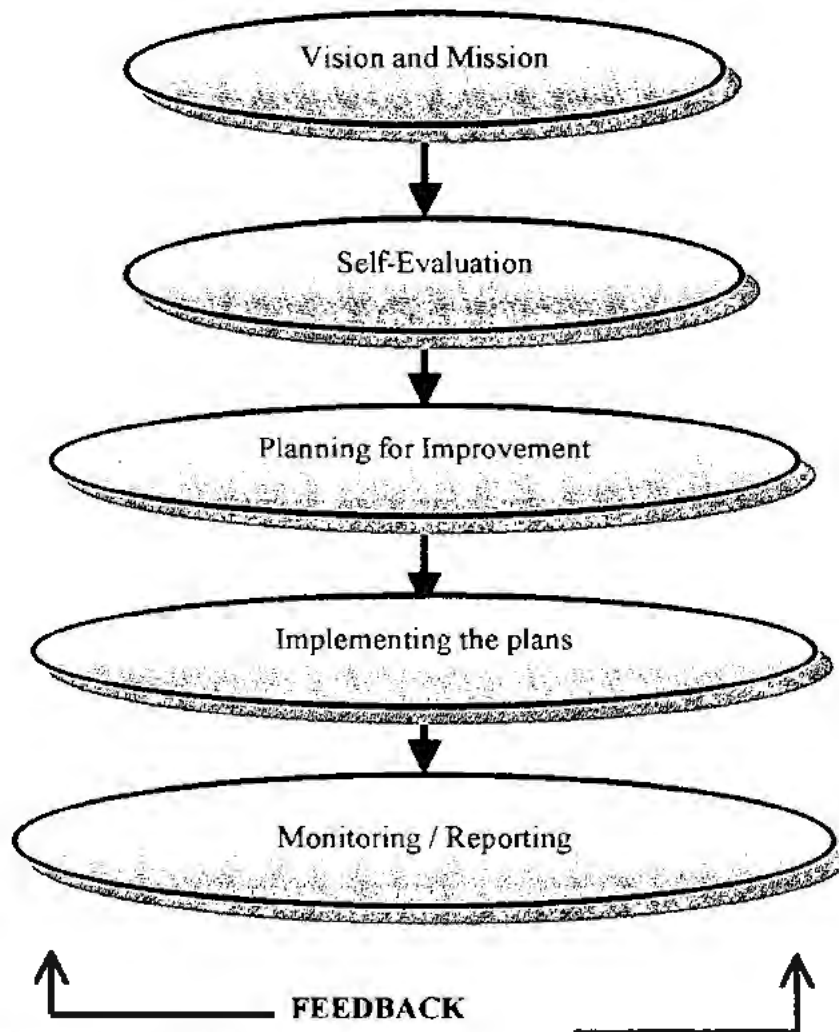
The CA proposes the development and implementation of the management development process in the context of whole-municipality development. This is especially so because whole-municipality development is a management responsibility of the municipality's management team is taken of most municipality management teams' general lack of management training. Therefore, stakeholder participation becomes crucial. The CA, being based on the Department of Local Government Quality Assurance Framework,

provides a readily usable instrument in the form of the strategic issues and indicators of good practice.

7.3.3 The Unfolding and Development of the Management Development Process

The CA unfolds and develops through six phases, as depicted in Figure 7.5.

Figure 7.5: The development of the commitment approach to management development



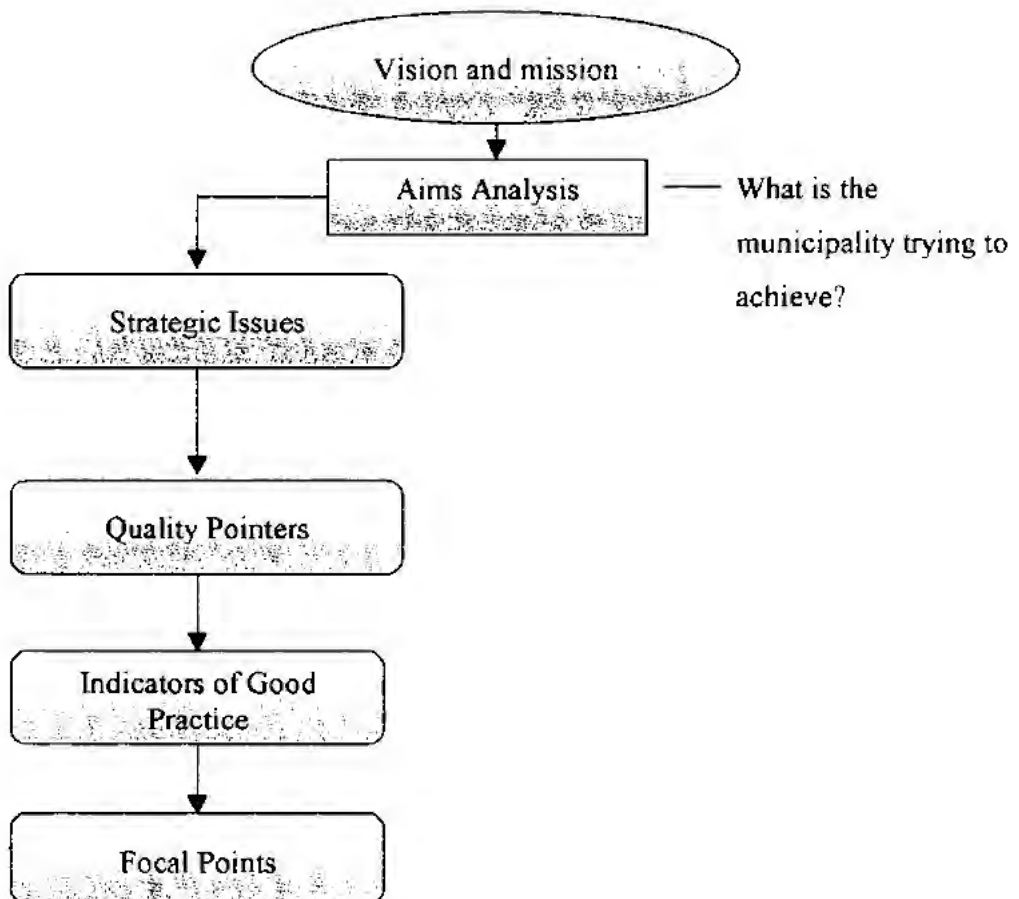
Source: Reeves (1994:89)

The development of the process unfolds in the following manner.

Phase 1: Vision and mission

Phase 1 is conceptualised in Figure 7.6.

Figure 7.6: Phase 1: Overview of the vision and mission



Source: Own research

This phase addresses the following question.

- *What is the municipality trying to achieve?*

The municipality's vision, mission, goals and aims articulate this. These aspects of the municipality define the direction and task of the municipality as they are reflected in the goals, aims and objectives of the municipalities.

The management team and some designated staff members and possibly the Mayor's Executive Committee review the municipality's vision, mission goals and aims. This also involves an assessment of the municipality's vision, mission and aims. An overview of the municipality's vision, mission and aims makes use of process criteria, namely the strategic issues, quality pointers, indicators of good practice and focal points. Process criteria will ultimately be the target that is aimed at, especially the indicators of good practice, e.g. *effective two-way communication structures are established*.

In the light of whole-municipality development, this phase assesses the municipality's management development needs, hence the use of process criteria. The most important aspect of this phase, is for the overview of management development goals. This is done with reference to sections of the municipality's vision. Reference to the vision is essential, as it would induce keeping the management development "dreams" of the management team alive throughout the process. This will encourage the continuity of the process towards the municipality's overall vision.

Very often aims and objectives are short, direct statements. Achieving one of them, induces a feeling of having accomplished or completed a process, task or project, and having to begin another. The writer opines, that this causes a "break" in the process of reaching the overall vision or a feeling of frustration when failure to achieve these occurs. A comfort zone in these instances becomes the re-start or beginning of whatever activities

were geared towards achieving them. This is premised on the notion that most improvement processes, so that a lot of time could be spent on attempting to accomplish and achieve a goal, aim and/or objectives. In essence, these milestones tend to become ends in themselves rather than means to an end.

On the other hand, continuously making reference to the vision instead of ensuring that the ultimate purpose of the management development activities, is kept alive. All parties involved, commit themselves to the “dream” and are essentially committed to it, so that all activities are linked to the “dream”. The question of what the municipality is trying to achieve, exists lives throughout, i.e. it informs the decisions taken to achieve it and is aspired to as a vision that drives all management development activities.

It is, however, important that reference to the vision be well articulated, well defined, discernible, realistic and achievable in the short-term, so as to build up to the ultimate and overall vision. Priorities derived from the vision and mission, would thus have to be stated in a precise, specific and direct manner that would relate to the overall vision of the municipality and will have to display short-term and sometimes medium-term accomplishment qualities and targets, so as to embody attainability.

As indicated in the systematic approach to management development, it would be crucial to consult the staff, because the process is likely to affect them since there may be changes in the normal way things are done. The process might also directly affect some staff members, so that consulting them would create a favourable climate for management development. The ways of moving ahead with management development, should also be discussed with the employees and the Department of Local Government.

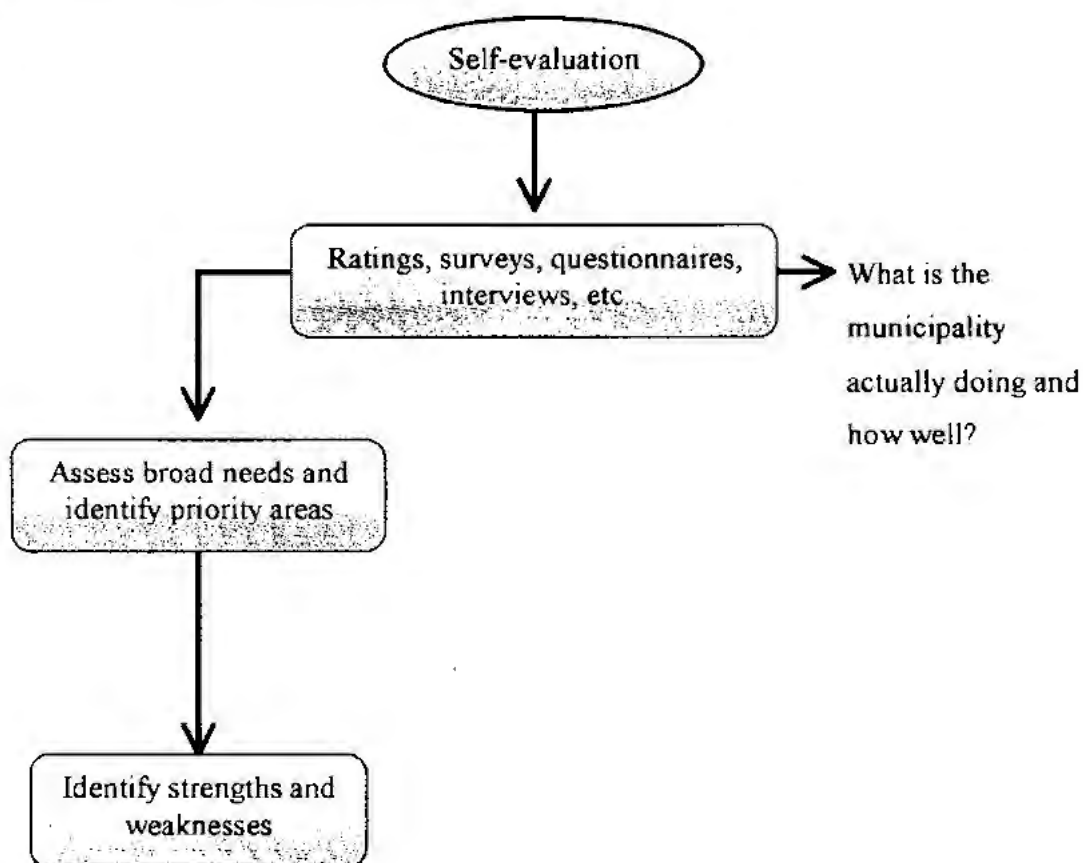
The Quality Assurance Document should be outlined so that employees could embrace it or suggest an alternative strategy, thus creating a sense of participation and ownership of the process.

This is the phase where it can also be decided upon who should co-ordinate the whole process. This process needs to be driven in as short a period of time as is realistically possible.

Phase 2: Self-Evaluation

The self-evaluation phase is depicted in Figure 7.7.

Figure 7.7: The self-evaluation phase



Source: Own research

The self-evaluation phase addresses the following question:

- *What is the municipality actually doing and how well?*

This phase of the management development approach addresses the analysis or assessment of the municipality's management activities. This means asking what management activities the municipal management team is engaged in. This is essentially part of the management development self-audit. This will assist the municipality management team to identify those management activities they perform in the context of the municipality's direction and vision, as captured in the mission, goals, aims and objectives.

It also addresses the way in which the municipal management tries to achieve its goals and how well that is done. In this phase use is made of ratings on the indicators of good practice. The ratings are VW, W, S and VS, which stand for:

VW = Very weak W = Weak S = Strong VS = Very strong

This will highlight the strengths, weaknesses, opportunities and threats (SWOT analysis) regarding the management teams' performance of their functions. This will certainly identify those areas that need to be addressed through a management development and improvement process. A "very weak" rating means that the municipality has to do something immediately in order to improve that indicator or focal point, while a rating of "very strong" means that the municipality is doing very well in the indicator of the focal point and it then is not an immediate priority for improvement, but could rather be sustained.

Since the Quality Assurance Framework instrument is used, management teams do not have to struggle with the SWOT analysis for which they are not adequately trained and which usually becomes superfluous and unrealistic.

Self-evaluation is focused on what the municipality is currently engaged upon, *viz. a viz.*,

the desired levels as identified by the Department of Local Government Quality Assurance Framework.

Figure 7.8: Self-evaluation template

Strategic issue	6.0	Human resource management			
Quality pointer	6.4	Communication and administration			
Indicator	6.4.1	Effective two-way communication structures established			
Focus Points	6.4.1.1	Municipal policies and circulars are circulated to all staff			
	6.4.1.2	Communications which arrive in the municipality are quickly circulated to all staff			
	6.4.1.3	There are efficient procedures for informing staff about day-to-day municipality business			
	6.4.1.4	Information obtained at external meetings or in-service courses, is passed on			
	6.4.1.5	The management team gathers views through meetings and informal gatherings			
	6.4.1.6	Surveys of staff views on municipality matters conducted and feedback given			
Priority					
Target					
Project					
Time Frames	Finish		Progress date		
Staffing/Action Team	Leader: _____				
	Action Team: _____				
Resources					
In-service					
Costs					
Success Criteria					
Monitoring	Procedure: _____			Performance: _____	

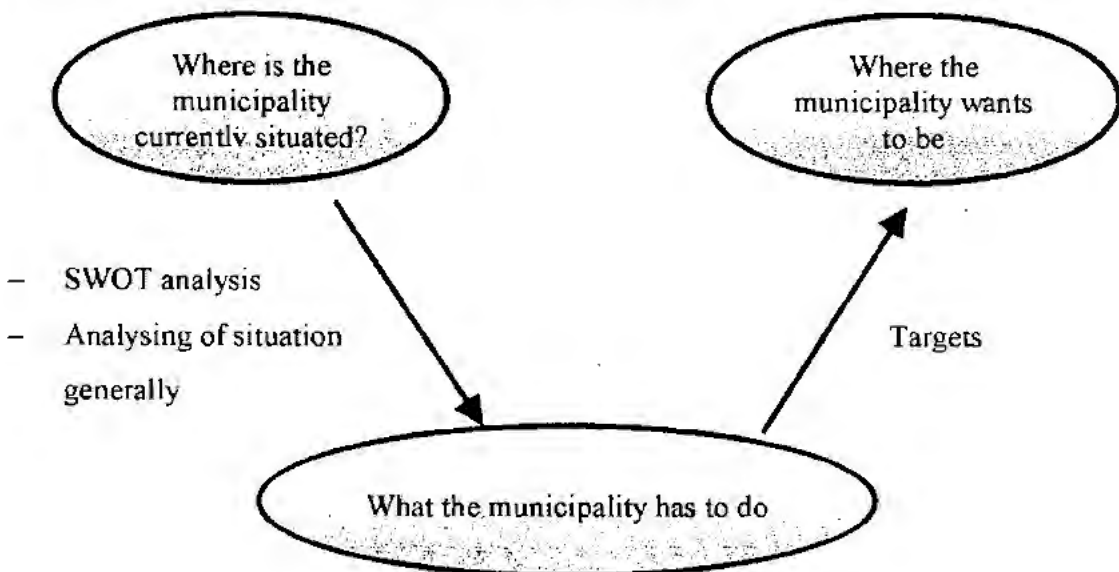
Source: Own research

Municipalities make use of surveys, questionnaires, interviews, suggestion box inputs, observations, historical analyses and focus groups to collect data for self-evaluation. Included here, are statistical indicators used as scanning elements. These are measurable or countable factors like employee-manager ratios; percentages of communities attending ward committee meetings, etc.

The data will then be used against the indicators and focal points for rating. An example of what could be a complete self-evaluation template with the selected areas of weakness to be addressed, is depicted in Figure 7.8.

In essence, the self-evaluation phase conducts an audit of what currently prevails in the municipality. This phase reflects on the past and endeavours to surmise how things could be different in the future. Issues addressed, related to where the municipality currently is situated, where it wants to be and what has to be done. The essence and issues addressed by this phase, are captured in Figure 7.9.

Figure 7.9: The essence of the self-evaluation phase



Source: Own research

- Prioritisation
- Development of plan and implementation
- Use of process criteria, monitoring and evaluation.

The exercise undergone in the self-evaluation stage, basically gathers data for improvement and development. Strengths and weaknesses will have been identified. There will then be a need for the prioritisation of the municipal needs, since for obvious reasons, it is not possible invoking commitment from stakeholders. Therefore, the narrower the scope of attention, the easier and more realistic it is to induce commitment and to set realistic and achievable goals. This demands of the school at this stage to reflect on those areas needing immediate and urgent attention. Prioritisation will lead to the planning phase. However, it is important to select or set indicators of good practice for the prioritised area.

The indicators of good practice will help the municipality to recognise when success has been attained. A priority is selected and measured against its success criteria, which could be indicators or focal points. For example, a municipality's self-evaluation could generate *staff development* as a priority. This priority is embodied in the Human Resources Management strategic issue. Staff development is located in the development and training quality pointer. The indicator of good practice for *staff development and training programme is implemented*. The strategic issue, quality pointer and the indicators of good practice are targets of the municipality, i.e. where the municipality wants to be. The focal points indicate the real targets of the municipality's management development process, as detailed in realistic and tangible goals.

These focal points are the following.

- The municipality has a policy statement on staff development and training.
- Whole-municipality and individual training and development needs are identified
- In-service priorities for staff are identified through self-evaluation and appraisal.

- Staff development and in-service programmes are costly and included in the budget.
- Staff is encouraged to undergo in-service training within municipalities and or by way of external courses.
- Staff report on content and value of in-service courses and other training attended.

The selection and setting of indicators of good practice are tangible measurements of action. These are as specific as is possible so as to make the recognition of success easy. At this phase the municipality should know how exactly management development areas need to be addressed and what performance, success or outcome criteria are expected as is indicated by the focus points. Focus points in this case, allow the municipality to focus on specific target areas, so as to define the main priorities or strategic issues. Focal points are, therefore, located within indicators of good practice, right across up to the strategic issues.

Figure 7.10 illustrates this phase.

Figure 7.10: Selecting and setting indicators of good practice

Strategic Issue	Human Resource Management
Quality pointer	Development and training
Indicator	A staff development and training programme is implemented
Focus Points	<ol style="list-style-type: none"> 1. The municipality has a policy on staff development and training. 2. Whole-municipal and individual training and development needs are identified. 3. In-service training priorities for staff are identified through self-evaluation and appraisal. 4. Staff development and in-service programmes are costly and included in the budget. 5. Staff is encouraged to take in-service training in municipalities or during external courses. 6. Staff reports on the content and value of in-service courses and other training attended.

Source: Own research

The selection and setting of indicators lead to the planning phase.

Phase 3: Planning for improvement

This phase addresses the following question:

- *What improvements are required?*

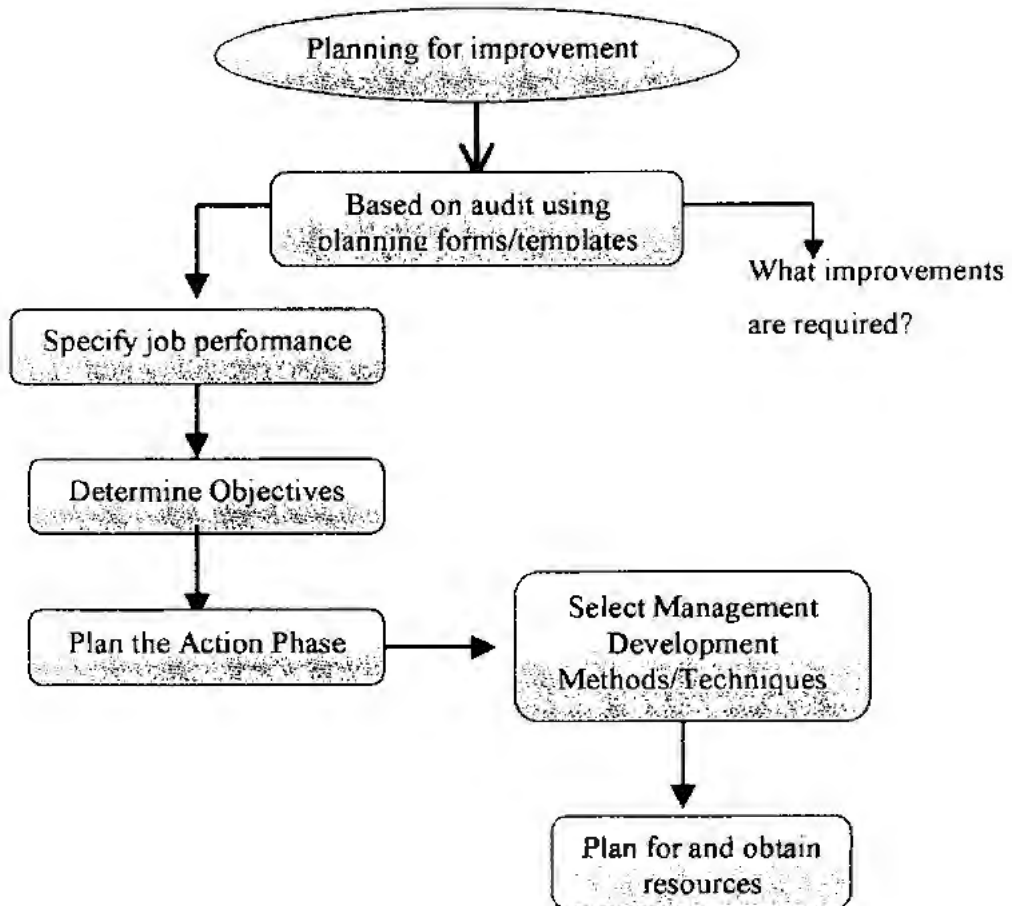
The planning phase is conceptualised in **Figure 7.11**.

This is an important phase because it determines the new direction of the municipality's management activities within the context of whole-municipality development. The success of the planning phase will have an impact on the whole municipality hence the need for as broad stakeholder involvement in the process as possible. This stage has to take consideration of a broad range of issues within the municipality.

The information collected from the previous stage and the results of the ratings thereof, is used for improvement planning. The real issues to be improved are prioritised. The present policy and practices are clarified and action to be taken, is prioritised. The action phase is planned for. Attention is focused on how the process of improvement will be started. The expected job performance has to be specified. The indicators of good practice and the focal points are used as a standard against which the job performance is specified.

Figure 7.11 follows on p.230.

Figure 7.11: Planning for improvement



Source: Own research

It is during this phase that those appropriate management development techniques and methods that will be employed, are identified and decided upon. Since this is not a once-off process, the selection of development method techniques needs to be responsible for the sustainment of the process in mind. This would include persons who will be responsible for the improvement action, i.e. either people in the municipality or from elsewhere, *inter alia*, agencies and the Department of Local Government officials in charge of municipal management development.

This phase will also consider whether any form of in-service training is needed and who will conduct the training. Perhaps the most important other factor in this phase, would be the consideration of resources that will be needed, and the costs thereof. These will most certainly determine the success of the improvement phase. It is also important to stipulate time frames. The outcome criteria and performance expected need to be considered and stipulated. The outcome criteria and performance fall within the framework of planned activities and will make it easy for detecting any deviations or problems arising as the process progresses.

The planning phase is rounded off with a planning form or template. This template is actually an action plan. It details the activities to be taken, the rationale for those activities, the priority activities, action team, resources needed, the time frames, success criteria, monitoring and reporting procedures and the performance expected. Figure 7.12 shows the planning form/template.

The action plan form or template covers the following five basic questions.

- What must be done?
- How will it be done?
- How will it known when it has been done?
- By when will it be done?
- Who is responsible for doing it?

The next phase addresses the actual implementation of management development plans.

Phase 5: Implementation

This phase addresses the following question.

- *How will the improvements be put into practice?*

This phase will address the implementation of the plans designed in the previous phase. This will include actual plans, people charged with their implementation and resources needed, as well as priorities and time frames needed to affect the plans. This includes any in-service planning required for development improvement. The action phase is monitored; i.e. the events are closely monitored.

This phase is closely linked to the next phase.

Figure 7.12: The action plan form

Plan No.		Title			
Plan Date		Group			
Background					
Priority					
Project/Action					
Time frame	Start	Finish		Progress date	
Project/Action	Leader				
Team	Other team members		Post/Title		
Resources					
In-service training					
Costs					
Success Criteria					
Monitoring and Reporting Procedures					
Performance					

Source: Own research

Phase 6: Evaluation/Reporting

The following question is addressed here.

- *How well are the plans carried out?*

This is perhaps the most important phase as it implies the monitoring, reporting and entire evaluation of the implementation of plans using documents, reports and records. This phase entails, *inter alia*, performance and outcomes criteria. It analyses progress and notes any deviation that would need corrective action. This phase, the last, should actually be a continuous process.

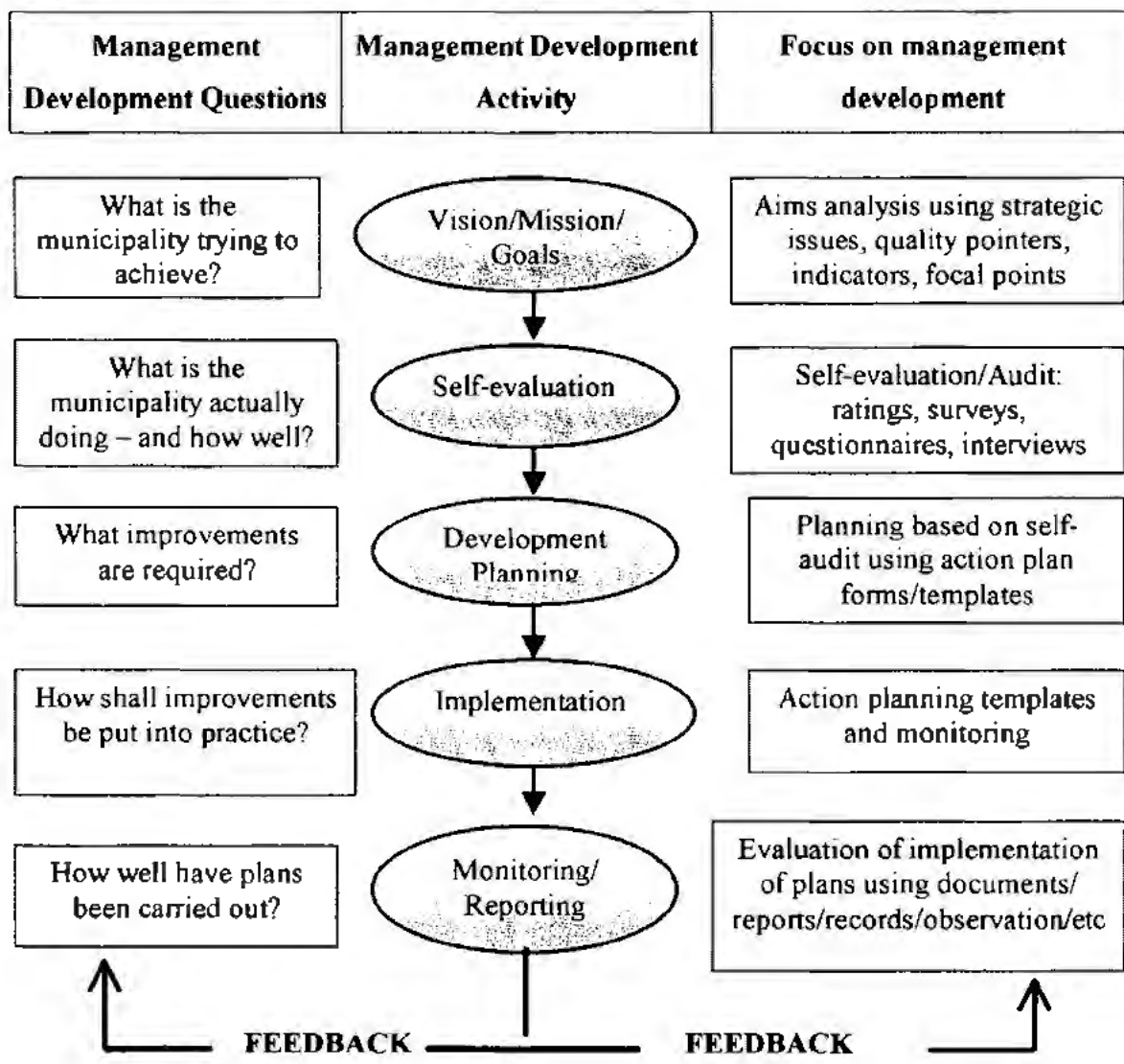
The information gathered here, serves as feedback to the process. Conclusions and recommendations are made on the basis of feedback received. Feedback derived here, must be presented to the staff or to those involved, as well as to the Mayor's Executive Committee, possibly the Department of Local Government. The feedback thus received, will lead to the declaration of success of the development process or to the initial review phase, i.e. the overview of what the municipality is trying to achieve and what the municipality is actually doing. In the latter case, the process would restart and the self-evaluation phase would include an analysis of where the implementation phase had gone wrong. This will assist in the designation of further plans to improve or correct the deviations from the intended action.

The evaluation of the process involves deciding whether the ongoing processes are meeting the development needs and whether the new activities arising from the projects that have been integrated into the management development programme, should be maintained. This is done by, *inter alia*, analysing those forces that are encouraging improvement and those that are inhibiting it, so as to strengthen the positive ones, while reducing the inhibiting forces. This stage will determine what should be done to

outstanding priority projects. Finally, a summary report is compiled and distributed to all appropriate people and should the approach be again used or adapted, it will be decided if there is a need for conducting another needs assessment (from the vision and mission) or it can be moved straight into another priority project.

The complete management development process is conceptualised in Figure 7.13.

Figure 7.13: The management development process



Source: Own research

The CA presented in this chapter for the Sedibeng municipalities has certain advantages, in that it proposes the involvement of entire management teams and the involvement of other stakeholders, where necessary. It is open to the municipality's priorities, in that municipal teams decide on areas of weakness to be addressed. The CA also does not prescribe the route to be taken but rather relies on the management teams of the municipality to identify strategic issues to be addressed. The CA, therefore, provides the teams with indicators of good practice, so that there exist a Department of Local Government designed standard against which the self-evaluation is conducted. This ensures that the management team is focused and that chances of having a myriad of focal areas, are reduced.

The emphasis is on the participation of people in the municipality so that a commitment is invoked through a feeling of ownership of the process. Finally, the CA can be used to fit within the municipality's annual development plans, since it presents indicators of good practice that do not focus specifically on management issues, but cover the whole spectrum of municipal development. The improvement of municipal management in all its facets could become a reality.

7.4 CHAPTER SUMMARY

This chapter set out to develop a management development model for the Sedibeng municipalities. Two types of open models were discussed, with a view to using some of their precepts in designing a model for management development.

The CEM highlighted the importance of having a planning process, which is as elaborate as possible, with a built-in evaluation and feedback mechanism throughout the process of designing. The need for this has, however, been reduced by the utilisation of the Department of Local Government's designed Quality Assurance Framework in the proposed approach. This will assist management teams, in that they would not have to be

model designers themselves. They would rather use a readily available document in respect of indicators of good practice.

The problem-solving model emphasised the role of teams in management development programme planning and ways of implementation. The brainstorming session is important, in that it induces teamwork and commitment since; all persons involved will ultimately own the whole process by virtue of having contributed to its design. Brainstorming also induces people to locate problem causes even in themselves. This would be good for the formulation of formulating the solution thereof. This model's strength is situated in continuous feedback and evaluation mechanisms. Consultation features strongly in this approach and can only suit the new municipality vision of stakeholder participation in municipality management and governance.

The CA designed for the Sedibeng municipalities, puts an emphasis on the stakeholders participation. This is premised on the notion of empowering all employees in the municipality. This will also ensure that the recommendations and conclusions of the whole process will be carried down to the municipality. The success rate of the commitment approach is also based on the support the Department of Local Government would accord municipalities. The Department of Local Government offices are important in this regard, because of their accessibility.

The next chapter presents the summary, conclusions and recommendations of this study.

CHAPTER 8

SUMMARY, FINDINGS AND RECOMMENDATIONS

8.1 INTRODUCTION

In this chapter a summary of this research is presented. Consequently, findings regarding the research aims set out in Chapter 1; the background of South African municipalities (Chapter 2); the nature and scope of the management development approach (Chapter 3); national and international approaches to management development (Chapter 4); the current management's development needs, experiences and activities (Chapter 6 and 7) and the management development model for use in the Sedibeng municipalities (Chapter 8), will be focused upon. Finally, recommendations based on the research findings, will be presented.

8.2 SUMMARY

The first chapter outlines the rationale of this study. The study focuses on municipal transformation in the Sedibeng District Council and the concomitant need for a management development programme for municipal organisation's effectiveness and the effective functioning of leadership effectiveness. There is thus a need for the continuous improvement of the management activities of municipal leaders, by way of a working and effective management development programme. In this chapter, the reader is also guided along the lines of the contents of the research project. The study problem is stated, aims are defined and research methodology is briefly outlined.

The second chapter provides a brief overview of local government in South Africa. This is followed, as a background to the case, by the historical development of local government in the Sedibeng District Council.

The third chapter focuses on the need for a new management development approach in the Sedibeng District Council. Imperatives for change are exposed. Municipal legacies of the past in the "apartheid" municipal environment are exposed, the public administration legacy, and the gender legacy as imperatives for change also are discussed. The effects of municipal transformation in South Africa are also articulated. These changes leading to the emergence of a new municipal management approach are given. This was articulated through needs emanating from municipal transformation. The new management approach, namely the municipal governance and management paradigm, was found to be projected as evolving from the scientific and leadership approaches.

The new municipal management approach highlighted implications for management development, which are also detailed. This culminates in the exposition of the need for building a capacity for effective municipal management and the guidelines for a new management development approach are provided. This approach proposes a need for a management development framework based on five key components, namely a strategic direction, organisational structures and systems, human resources, infrastructures and other resources, including networking, partnerships and communication.

Chapter 3 researches the nature and scope of management development investigated: management development is located within the context of human resource development. This leads to the description of management training, and management development. This exposition yields a comprehensive definition of management development, which is expressed as comprising, among others, municipal transformation was. The exposition of the nature of management development includes major aspects thereof, such as management development approaches, including various specific approaches to management, management development techniques and management development methods.

Chapter 4 presents an overview of the management development practice, both nationally and internationally. This exposition is presented comparatively. Some international practices are exposed.

Chapter 5 and 6 present the research design and data analysis and interpretation respectively. Chapter 5 details the research instrument's design and administration, as well as the method of research. Chapter 6 presents the data analysis and interpretation by means of tables detailing frequencies, rankings and no tests examining differences in responses among various categories of data collected.

Chapter 7 presents the municipal management development model for Sedibeng municipalities. First, the linear model as an example of a closed model is exposed, and subsequently, two open models, namely the Critical Events Model and the Problem-solving Approach are discussed. The Commitment Approach for use within the Sedibeng municipalities, is then constructed and presented. Here, the CA presented a readily usable instrument for use by management teams, *viz.*, the Quality Assurance Framework of the Department of Local Government.

The next section deals with findings in accordance with the stated research aims, so as to indicate how each aim has been achieved.

8.3 FINDINGS FROM THE RESEARCH

8.3.1 Findings on Research Aim 1: The need for a new approach to management development in Sedibeng District Council-Municipalities

The following findings regarding the need for a new management development approach in the Sedibeng municipalities were made.

8.3.1.1

The new vision and direction of the municipal system with its concomitant changes in municipal policy and new innovations, have made it imperative that a change in approach to both municipal management and management development be effected. All this locates management development efforts in a municipal-based approach that will empower management teams in specific management areas necessitated based approach that will empower management teams in specific management areas necessitated by change and transformation process.

8.3.1.2

The legacies of the past municipal system have been exerting influence on the process of change and transformation. This implies that, while efforts are focused on changing the municipal management system and vision, embedded old management practices, styles and attitudes continue to exist; thus actual change in the municipal management ethos is slow and often not visible. The need for vigorously pursuing change in municipal management, especially at municipal level, is of the utmost urgency.

8.3.1.3

A new municipal management approach is clearly taking shape in South Africa. This is a result of the needs generated by municipal transformation. There is a prominent need for capacity building at all levels of municipal management. Of major significance is the need for transition into the emerging municipal governance and management paradigm, which advocates participative municipal managers to work in democratic and participative ways in order to build relationships and ensure efficiency and effectiveness. This implies the need to conceptualise municipal management strategies relevant to South Africa, by developing a shared understanding and appropriate strategies about the new needs and priorities.

8.3.1.4

Implications of the new municipal direction for municipal management, therefore, include a new approach to municipal management development, which will entail the following.

- *A new focus on individual municipality*, which means that municipal leaders must be empowered to, *inter alia* -
 - stimulate and encourage professional learning among staff,
 - build a professional culture, which fosters collaborative problem-solving among staff, and
 - create structures for wider participation in decision-making by all stakeholders.
- *Achieving self-management*, which entails decentralisation of decision-making about resource allocation to the municipal level and a significant process of democratisation of municipal governance and management. To achieve this, a new managed approach is needed. This approach must be dependent on planning according to a *value-driven mission, managing through participation and collaboration, developing municipalities as learning organisations and drawing upon other levels of the system for support.*
- The new approach to management development needs to be based on strategies that aim for consensus and commitment, confidence and trust, contextual relevance, co-operation and co-ordination, creativity and coverage of a large number of people responsible for managing and leading municipal transformation in all parts of the country.

- An all-embracing and holistic framework for municipal management development is needed to address municipal managers' needs for capacity to manage municipal democratically. This calls for all levels of the municipal system to play a role in management development. Most important is the role of the provincial and district levels to create conditions for a holistic approach to management development, thus enabling the municipal level to continuously strive for management improvement. The municipal level's focus areas have to be specific to the development needs of municipal managers. This should be within the context of the building blocks of the -
 - holistic approach to management development, and
 - the new approach thus has to be holistic and characterised by the following components.
- *Strategic direction*, which is premised on improved access and quality, building awareness of management development as a basis of transformation, provision of leadership from many points in the municipal system, inclusive and collaborative governance and management and research and development.
- *Organisational structures and systems*, which involve delivery in quality services as a centre for management development in each of the Sedibeng municipalities, management systems, information systems and quality assurance systems.
- *Human resources*, which entail empowering people by developing appropriate competencies, recognising competence and training and support techniques.
- *Infrastructure and other resources*, which include developing material and physical resources, improving the allocation and use thereof, accessing additional resources and development, and collection of resources.

- *Networking, partnerships and communication*, which concern linking institutions, people, organisations and interest groups inside and outside South Africa through a web of support, and a vibrant non-governmental community evolving partnerships and communication.

8.3.2 Findings Research Aim 2: The nature and scope of Management Development

The following are the findings regarding the nature and scope of management development.

8.3.2.1

Management development is an organisational or self-initiated process aimed at educating, training and developing municipal managers in their management skills, management abilities and knowledge. This could take place in a planned and systematic manner or incidentally, in order to achieve organisational and individual managerial effectiveness. The ultimate goal thereof is, therefore, municipal effectiveness through whole-municipal development.

8.3.2.2

Management development is a process that is future-directed and which entails learning as it relates to adults. It supports developing managerial staff in municipalities so as to better, improve and render more effective the performance of their duties. Management development thus, thrives on support from local government authorities and external support, like among others, tertiary institutions.

8.3.2.3

Local Government transformation brings about change in municipal systems. On the other hand, management development allows and enables municipal managers to deal with the management skills to do so.

8.3.2.4

The effectiveness of management development is premised on its intended outcomes *viz.*, helping municipal managers to deal with specific job issues that are of current orientation and continuous and sustainable programmes of development, which should include external support, local needs assessment, mechanisms for evaluation and feedback, and inclusion in the municipal's staff development programme.

8.3.2.5

Municipal leaders' management development needs include time management, team building and management, organising and planning, financial management, motivating others, communication and understanding human behaviour.

Among others, the following must be included in all developmental efforts.

- Interpersonal needs.
- Personal and individual development.
- The development of the municipality as a learning and vibrantly interactive organisation).

8.3.2.6

The variety of management development needs set out above, allude to the need for a holistic approach to municipal management development. This entails all aspects of management such as management tasks, management areas, a thorough understanding and use of management development techniques and methods, as well as various specific approaches to management development.

8.3.2.7

Municipality-based management development is essential in South African municipalities, because of its location within its target group of managers. This setting and location ensure that it is needs-driven, that it focuses on specific and current management development needs, and that it encompasses a focus on the municipality's vision, mission and values.

8.3.3 Findings on Research Aim 3: Management Development Practices in International and National Perspectives

The major findings in this regard, are the following.

8.3.3.1

The Western management development approaches styles (UK and the USA) reveal lessons for South Africa. The emphasis is for the preparation for municipal management. First, there is provision for training for newly appointed municipal heads. Secondly, the training programmes are designed to ensure that municipal managers are adequately and relevantly qualified for municipal management assignments prior to their appointment or the commencement of their duties. A prominent feature of the approach in the UK, is the introduction of national standards of excellence for municipal leadership and

management, as well as the delineation of key areas for municipal management, viz. strategic direction and municipal development, teaching and learning, leading and managing staff effectively and efficiently. As well as staff and resources deployment and accountability.

8.3.3.2

Another feature of the UK's approach is the emphasis on a municipal-based management development approach, which is a lesson for South Africa's advent to self-managing municipalities. Assessment centres present a unique feature of providing individuals with a means to learn about their skills and development needs by providing support programmes to individuals through, *inter alia*, a mentoring programme.

8.3.3.3

The USA approach exposes the need for the training of municipal leaders for their jobs before they are appointed to managerial positions. In fact, most literature outlines pre-service preparation programmes for municipal managers. The evolution of programmes to the present, attest to the importance with which preparation of municipal managers is regarded. This is an important lesson for South Africa. Features of pre-service preparation for municipal managers include experiential learning, internship and mentoring.

8.3.3.4

In-service programmes in the USA expend much effort and resources to ensure effective municipal management and leadership. This is the foreground by to meticulous and vigorous recruitment and selection processes, which ensure, that relevantly skilled potential municipal managers gain admission to municipal management.

8.3.3.5

Both the USA and UK's approaches espouse the value of all stakeholder-involvement in management training and development. This includes the involvement of the national and provincial ministries of Local Government, tertiary institutions, as well as business and the industrial sector.

8.3.3.6

Secondly, the certification of municipal managers is an important lesson. This would go a long way to ensure, that municipal leaders are well equipped for their management tasks and that their professional growth and advancement are relevant to their positions.

8.3.3.7

Executive Managers are given the responsibility to identify management development needs of their management teams and to provide the necessary development programmes. This is beneficial, in so far as it brings management development to the municipal level and makes use of any available training expertise within the municipality. However, this could present difficulties for the manager who may be not skilled at identifying development needs, facilitating training or identifying skilled staff members. The municipality itself could possibly not have the necessary financial resources to fund such programmes, while training and development incumbents could be unwilling to pay to of their own funds. This approach could be suitable to municipalities that are at an advanced stage of development and management disposition.

8.3.3.8

South Africa is currently undergoing municipal transformation. Consequently, the management development approach is being developed for it to be in line with the new

municipal management vision that advocates democratic principles, *inter alia*, participation of stakeholders in municipal management. Therefore, a holistic approach to management development is pursued.

8.3.3.9

NGO's and the private sector also play a role in the management development of municipal managers. A number of NGO's work in collaboration with provincial departments of local governments as service providers for management development, while the private sector assists financially to fund many NGO-provided management development and training workshops.

8.3.3.10

Professional associations also play a major role in the management development of municipal managers. SALGA is one such association aiming at promoting management development through, among others, professional upgrading through conferences, workshops and newsletters, liaison and co-operation through networking inside and outside of South Africa, promoting research in municipal management and providing resource materials.

8.3.3.11

The role of trade unions in municipal management development, while invaluable, needs to be co-ordinated in such a way that it is not self-serving, but focuses on municipal transformation and builds a capacity for its members to manage municipalities within the transformed municipal management system. This is especially so, because trade unions can play a primary role of advocacy and popularisation of the new municipal management direction.

8.3.4 Findings on Aim 4: The Empirical Survey

8.3.4.1 Findings regarding management development needs

Municipal managers regard most management development in the identified needs as being of high priority, which confirms literature study findings about these being defined management development needs of municipal leaders.

Performance appraisal, management tasks, financial management, delegation, team building and motivation, as well as communication skills are all regarded as being of high priority by respondents. It is, however, noteworthy that in all these needs, fewer executive managers than municipal managers and HOD's indicate high priority. It is observed, that the roles of executive managers as managers in municipalities, are not well defined. They often find themselves managing on a delegated basis as compared to municipal managers and HOD's who seem to have specific roles, i.e. managing the municipality and own individual departments respectively. This projects the need for the empowerment of executive managers in municipalities, so that they experience professional growth and self-confidence in their managerial potentials.

Municipal managers regard conflict management, managing interpersonal relationships, change management and management of multicultural environment, as being of much higher priority than are both executive managers and HOD's. All four management aspects could be seen as the municipal manager's responsibility and domain. This is actually how the present set-up in municipalities is seen to be arranged and functioning. The municipal manager is seen as the person responsible for managing all aspects of management and he/she is supposed to ensure the municipality's stability. This finding has far-reaching implications for management development of all municipal managers, so that they could regard themselves as managers in the real sense.

8.3.4.2 Findings regarding management development experiences

Less than half of the municipal managers indicated having had accredited management training. However, a significant number of municipal managers indicate diplomas and degrees that are not municipal management-related as being part of their accredited management training. This casts doubts as to the validity of the responses. It can be concluded, that most managers in municipalities have a need for professional advancement in municipal management, so that they could gain knowledge relevant to their positions, and this is projected in their understanding of municipal management language and terminology.

INSET in municipal management, seems not to have been experienced by most managers in the last two years. This indicates the necessity for an aggressive approach to management development for executive managers.

There is a need for management development at municipal level. This suggests, that managers are aware of the need for a municipal-based and hands-on management development programme. This challenges the municipal system to come up with programmes of management development that will be municipality-accessible, so as to ensure that municipal managers are themselves able to enact programmes for themselves. This emphasises all the more the need for a municipal and needs-based user-ready model proposed in this study.

Executive managers and HOD's seem willing to attend management development courses with other staff members who are not managers themselves. This suggests the realisation of the value of participative management and collegiality as a way of enhancing whole-municipal development, especially in the light of feelings of ownership of the municipal improvement process.

Most managers indicated a willingness to observe other managers in their municipalities for a day or longer. This bodes well for membership as a management development method. There is thus a willingness to learn from other municipal managers.

Almost all municipal managers indicated a willingness to act as mentors for other managers. This is an encouraging sign that implies an awareness of the wish and necessity of assisting other municipal managers. This means that the management development programmes of provinces and districts can make use of available expertise in municipalities in order to develop other managers.

There is a willingness to attend a management development course conducted by a staff member who is not a municipal manager. This concurs with the fore-going findings, which suggests a bridging of the “them” and the “us” divide between municipal managers and other municipal managers and HOD’s who are not managers in their departments.

Most managers indicated a willingness to pay for a management development course. This is an indication of the realisation by managers themselves, that they have to be responsible for their own management development, which is an indication of the commitment to their management functions and an acknowledgement of the need for management development. The Department of Local Government can, therefore, motivate municipal managers to go enrol their own private management development at institutions of higher learning.

However, this would have to be recognised by the department through recognition awards of some form and should be within the department’s framework of management development.

Most executive managers and HOD's agree to the involvement of the mayor’s executive committee in respect of management development from the planning up to the implementation stage. This suggests a willingness to be inclusive, and the realisation of

the supportive role the mayor's executive committee could play in whole-municipal development. Fewer municipal managers, however, agree to this. This could stem from the tensions resulting from the mayor's executive committee's "interference" in professional management issues.

8.3.4.3 Findings regarding management development activities

The most important finding regarding management development activities is, that there are possibly no planned, co-ordinated and coherent management development activities within the Sedibeng district municipalities. This is premised on the observation that in almost all instances, municipal managers indicate a positive response to management development activities than do executive managers and HOD's. The following findings support to this observation.

- Almost half of the municipal managers indicated, that no policy statement regarding management development and training of the management team existed in municipalities.
- More than half of the HOD's as against almost four-fifths and three-fifths of the municipal managers and HOD's respectively, indicated that those whole-municipal and individual needs are not identified.
- More than half of the municipal managers indicated, that costing and budgeting for management development, is not done.
- Most municipal managers and executive managers indicated having procedures for the implementation of management plans and experiences.
- More municipal managers as compared to HOD's and executive managers, indicated that management development plans are monitored and evaluated.
- Fewer HOD's than municipal managers and executive managers agreed, that management development activities focus on all areas of municipal management.

- Most municipal managers as compared to executive managers and HOD's, agreed that management development programmes are conducted within the context of the municipality's mission and aims.
- Though marginal, municipal managers indicated staff involvement in management development planning and implementation.
- Most municipal managers, as compared to executive managers and HOD's, agreed that management development activities are regularly evaluated.
- Fewer executive managers and HOD's as compared to municipal managers, agreed that management development activities focus on continuous improvement.
- More municipal managers as compared to executive managers and HOD's, indicated that management development activities focus on key strategic issues.
- Fewer executive managers as compared to municipal managers agreed that the management development programmes were supported by and had the commitment of staff and mayor's executive committee.
- More municipal managers than executive managers and HOD's indicated, that there are systems and procedures for need identification.
- Most HOD's, as compared to executive managers and municipal managers, did not agree that action plans for management development programmes are used.
- More municipal managers and executive managers, as compared to HOD's, agreed that management development plans indicate expected outcomes and success criteria.
- About two-fifths of the executive managers and HOD's as compared to three fifths of the municipal managers, agreed that indicators of good practice are used to rate management development needs.
- Most municipal managers, as compared to executive managers and HOD's, agreed that management development programmes are flexible enough to accommodate changes or external interventions.

- Though this seems to be less, most municipal managers, as compared to executive managers, agreed that management development programmes make use of external expertise.
- Less than half of the municipal managers agreed, that staff reports on the content and value of management development activities. However, more municipal managers than executive managers and HOD's agree to this statement.

8.3.4.4 Findings from the rank order of needs prioritisation

The rank order of the prioritisation of management development needs, indicates a difference among municipal managers, executive managers and HOD's. Once again, HOD's differ in their ranking of needs prioritisation, as compared to municipal managers and to a certain extent, executive managers. A surprising finding, are the low ranking of managing and the multicultural environment by all municipal managers. This seems to be an anomaly in view of the integration brought about by the local government's transformation in South Africa. It is suggested that this could be due to the lack of understanding of what multicultural issues involve, as against a widely held and erroneous notion of their being "black" and "white" issues.

8.3.4.5 Findings regarding differences in responses between municipal management team members

There were significant differences between prioritisation of municipal managers and that of executive managers' of the following needs.

- performance appraisal;
- financial management;
- conflict management;

- managing interpersonal relationships; and
- managing change.

There were significant differences between municipal managers and HOD's regarding the prioritisation of the following management development needs.

- conflict management;
- managing change; and
- managing a multicultural environment.

There were significant differences between executive managers and HOD's regarding the prioritisation of the following management development needs.

- management tasks; and
- financial management.

There were significant differences between municipal managers and executive managers regarding the following management development experiences.

- attending any accredited in-service training in the last two years;
- conducting any development course for staff in 2001; and
- mayor's executive committee involvement in the municipal management development programme.

Municipal managers and HOD's differed significantly regarding the following management development experiences.

- Conducting any development course for staff in 2001.
- Willingness to attend a management development course with another member of staff who is not part of the municipal management team.
- Willingness to observe other municipal managers for a day or longer in their municipalities.
- Willingness to attend a management development course conducted by a member of staff who is not in the municipal management team.
- Mayor's executive committee's involvement in the municipal management development programme.

Executive managers and HOD's differed significantly regarding the following management development experiences.

- the need for management development at municipal level;
- willingness to attend a management development course conducted by a member of staff who is not in the municipal management team; and
- willingness to attend a management development course conducted by a member of staff who is not in the municipal management team.

Significant differences were also noted between municipal managers and executive managers regarding the following management development activities.

- the focus of management development activities on all areas of municipal management;
- regular evaluation of management development activities to identify needs for reinforcement and or corrective action;

- the focus of management development activities on continuous improvement;
- the use of indicators of good practice to rate management development needs; and
- the flexibility of the management development programme to accommodate changes caused by external interventions.

Significant differences were noted between municipal managers and HOD's regarding the following management development activities.

- a policy statement regarding the development and training of the municipal management team;
- identification of whole-municipal development and individual development and training needs;
- costing and budgeting for management development programmes;
- attendance of municipal-based and external in-service training by the municipal management team;
- procedures that ensure the implementation of management development plans and experiences;
- careful monitoring and evaluation of the implementation of plans;
- focus of management development activities on all areas of municipal management;
- management development programmes conducted within the context of the municipal's mission and aims;
- regular evaluation of management development activities to identify needs for reinforcement and corrective action;
- identification of key strategic issues upon which management development activities must focus;

- support and commitment of staff and the mayor's executive committee for the management development programme;
- use of action plans for management development programme implementations;
- indication of expected outcomes and success criteria by the management development plans;
- use of indicators of good practice to rate management development needs;
- flexibility of the management development programme to accommodate external interventions; and
- management development programme's use of external expertise.

There were also significant differences between executive managers and HOD's regarding the following management development activities.

- procedures to ensure the implementation of management development plans and experiences;
- support and commitment of staff and the mayor's executive committee for the management development programme; and
- use of action plans for the management development programme implementation.

The main conclusion drawn from these findings on significant differences, is that while municipal managers see management development programmes and activities as being a high priority, executive managers and, to a large extent, HOD's in municipal express directly opposing views. However, it was found that none of the differences were of practical significance.

8.3.5 Findings on Research Aim 5: A management development model for municipal managers in Sedibeng District Municipal Councils (with possible applications to other South African Municipals)

It is interesting to take note of the following findings related to the management development model for South African municipalities -

- An open model of management development is ideal for the transforming of municipal systems in that it allows for changes and new inputs from various sectors.
- The management development model must have strong evaluation and feedback features.
- Action teams are valuable features of the management development model.
- The management development approach for South African municipalities must be co-ordinated from the provincial level to the municipal level. The district level must play an active and supportive role in respect of the municipal level.
- The Commitment Approach ensures commitment via the involvement of municipal stakeholders and its focus on whole-municipal development.
- The Commitment Approach provides a readily usable tool for the needs analysis, evaluation and feedback. The strong point of this approaches its reference to the municipal's vision throughout, as well as its built-in evaluation and feedback. This will ensure that there is commitment towards the achievement of the municipal's vision, mission and aims via the use of strategic priorities or issues, as well as the setting of indicators of sound practices as related to the mission statement.
- The use of performance indicators or indicators of good practice and the translation of plans, into implementation action plans ensure that the management development programme is always directed and on course.
- The Commitment Approach utilises scanning indicators as measures of success criteria and to evaluate outcomes.

The Commitment Approach provides a municipal-based and needs-based model to management development in South African municipalities.

8.4 RECOMMENDATIONS

In the light of the literature and the empirical studies the followings recommendations are made.

Recommendation 1

There is a need for South African literature on municipal management and management development.

Motivation

Most literature sources available and in use, is American and British. As a result, their context is sometimes difficult to apply in the South African situation. It, therefore, can be difficult for municipal managers to conceptualise information from these sources in the South African situation. British literature on the municipal system is articulated in the British literature on municipal management. It may, for instance, be difficult to locate the provincial and district levels of the municipal system in South Africa within the British system.

Recommendation 2

It is necessary to encourage municipal managers to study municipal management or to be exposed to municipal management terminology. It is necessary that municipal management be presented as a municipal career, in the same way as Human Resource Management is in the corporate world.

Motivation

Municipal managers seem not to understand and lack relative insight into information that avails itself of management terminology. This is evident in the types of responses relating to, *inter alia*, further fields of study in municipal management. Most municipal managers mentioned courses, diplomas and degrees irrelevant to municipal management. This would also induce feelings of confidence in them. This will make them see themselves as managers and this will make them carry out their managerial functions with greater confidence.

Recommendation 3

Municipal management teams need to know their job descriptions and be made to perform them.

Motivation

It is clear, that the roles of executive managers and heads of departments are not well defined. Municipal management is still seen as a responsibility of municipal manager alone. Executive managers and heads of departments seem to manage on a delegated basis. This is seen in a somewhat neutral stance that seems to be taken by executive managers and heads of departments in respect of management aspects such as conflict, change, finance, interpersonal relationships and multiculturalism.

Recommendation 4

The institution of a provincial municipal management development programme for municipal managers is a matter of paramount urgency. These programmes must be co-ordinated from a central focal point in the department, so that management development

activities are co-ordinated and well structured.

Motivation

Presently there are a number of management development activities from the provincial department. These rely heavily on being transferred/passed forward by district officials to municipalities' management teams. These programmes are transferred, with the assumption that district officials have the necessary training and facilitation skills. As a result, these programmes do not seem to reach municipalities effectively. This is seen in a variety of management development courses mentioned by managers, e.g. quality assurance, strategic planning, development planning and whole-municipal development. The co-ordination of management development programmes would have ensured that, for instance, concepts like development planning, quality assurance and strategic planning are situated within the sphere of whole-municipal development. There would be no need then, to conduct all these programmes separately. This would also avoid duplication, as relating to quality assurance, strategic planning and development planning and finally generating large savings in respect of financial resources.

Recommendation 5

Attention should be given to pre-service training and the induction of municipal managers prior to their assuming office. Spending a few weeks or days in municipalities similar to the ones, in which they are to take up appointments, would be immensely helpful.

Motivation

Municipal managers in South Africa are not trained for their management duties and assume these duties without the knowledge and the skills in municipal management. This is why they cannot conduct any degree of management development for their executive

managers and heads of departments, except to instruct them to perform certain duties while their management styles become and remain authoritarian. On the other hand, shadowing other municipal managers would encourage an *esprit de corps*, empathy, collaboration and purposeful networking.

Recommendation 6

Management development programmes regarding new policies and legislation should be instituted as a matter of urgency.

Motivation

The implications of new policies and legislation such as the Municipal Structures Act, the Municipal Systems Act, Municipal Demarcation Act, Electoral Act, Public Finance Management Act and the Labour Relations Act, have necessitated management development of municipal management teams. These policies and legislation have immediate implications for managers' proficiency in dealing with matters like, employees' misconduct, and civil society participation in municipal governance, as in for instance, municipal management. Some form of management development and training in the application of these new policy measures is necessary in the immediate present, while comprehensive management development programmes are being put in place by the Department of Local Government.

Recommendation 7

An advocacy programme concerning the new vision of the municipality and its concomitant focus on the holistic approach to municipal management and management development should be initiated through information dissemination by way of seminars, workshops, symposia, conferences, circulars and newsletters.

Motivation

People accept changes and innovation better when they are adequately prepared. It, therefore, is essential to prepare municipal management teams for the implementation of new municipal management development approach fresh while plans for its implementation are underway. This should indeed prepare and level the necessary groundwork for intensive training towards encouraging a paradigm shift from the old practices to the new approach.

This will also ensure that NGO's, professional associations and trade unions provide management development programmes that are informed by the new municipal management direction and vision. This will also constitute a powerful means of ensuring that management development is aimed, not only at serving school managers, but also at employees who might be aspiring to be managers at some stage or another. This will also promote the culture of co-operative and shared learning, which in turn will encourage co-operative, flat and participatory management in municipalities.

Recommendation 8

Minimum qualification standards in municipal management should be made mandatory for appointment of staff into management positions.

Motivation

There are presently many managers who, although adequately qualified, are not exposed to any form of municipal management or leadership and are thus not suitably qualified for the different management posts they hold. It is thus necessary that a certificate, diploma or licentiate in municipal management be a condition for appointment in a municipal management position.

Recommendation 9

Partnerships must be formed between tertiary institutions and the Department of Local Government regarding municipal management development diplomas or degrees, with the recognition of such diplomas or degrees on successful completion thereof.

Motivation

Most managers do not possess any management qualification. Studying further implies qualifying for at least a bachelor's degree, before studying for a municipal management-related degree. A degree with specialisation in municipal management, would be an incentive, since this research has shown that managers would be willing to pay for their own management development. The Department of Local Government would have to recognise these qualifications.

Recommendation 10

Municipal management teams must be adequately trained in training and facilitation skills.

Motivation

Most provincial municipal management programmes assume, that managers are proficient in conducting and facilitating training. This is one of the reasons why the cascade mode of training does not achieve the desired ends. Very often the cascading training ends up being a mere information-sharing session, or it could merely fizzle out.

Recommendation 11

The management development programme at municipal level should form part of the whole-municipal development and staff development programmes and should make use of strategic priorities, thus focusing on the municipal's vision, mission and aims, as well as make use of indicators of good practice.

Motivation

Management development at the municipal level should focus on continuous improvement of comprehensive municipal and staff development. The management development programme should thus be costed and budgeted for, hence the inclusion in the whole-municipal development and staff development programme. The use of strategic priorities and performance indicators, will ensure that there is commitment and a continuous reference to and identification with the municipal's vision, mission and aims.

Recommendation 12

Municipal Development Teams or Circles should be used in the implementation of the Commitment Approach.

Motivation

The Commitment Approach relies on teamwork for its success and induction of commitment. The Commitment Approach can be applied to various municipal development areas through the activities of various teams that would ultimately be accountable to the main team, i.e. the Municipal Development Team.

8.5 RECOMMENDATIONS FOR FURTHER RESEARCH

In the light of possible limitations of this research, the following recommendations for further research are made.

- The length of the questionnaire has limited the entire scope of municipal management development that possibly could have been covered. Therefore, other modes of research may be used to collect data, *inter alia*, interviews and observations in municipalities.
- Due to the unique South African municipal dynamics, research may be conducted to formulate municipal management development concepts that will have a South African context. For instance, the terminology in municipal management sources must be typical South African, e.g. "municipal manager" as against "municipal administrator" and "head of department".
- Research on the current management roles of executive managers and heads of departments, is needed. This will explain the roles they play and maybe why in most instances, they seem to differ in perceptions with municipal managers regarding municipal management and management development experiences and activities.

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APPENDIX A

RESEARCH QUESTIONNAIRE

APPENDIX A

INSTRUCTIONS FOR COMPLETING THE QUESTIONNAIRE

1. This questionnaire is strictly for research purposes only and to develop management skills of your Council. Please do not fill in your name **BUT** a name of your council. Your honest response will therefore be of great value to the research and will be treated confidentially. Please, not that there are no right or wrong answers, only honest ones.

NAME OF MY MUNICIPAL COUNCIL _____

2. The Questionnaire consists of **FOUR** sections:

SECTION A: General information,

SECTION B: Management development needs,

SECTION C: Management development experiences,

SECTION D: Management development activities.

SECTION A

Please place a cross (X) in the appropriate block:

1. Gender

MALE	FEMALE
------	--------

2. Age

20 - 29	30 - 39	40 - 49	
---------	---------	---------	--

3. What is your position?

4. Please describe your job.

5. Number of years in the present position?

	1 - 10	11 - 15	16 - 20	21 - 25	30 - 35+
--	--------	---------	---------	---------	----------

6. Highest Academic Qualification?

	STD 10	Diploma	B Degree	Honours	M Degree	D Degree
--	--------	---------	----------	---------	----------	----------

7. Further study (specify)

SECTION B

The following are of the developmental needs of Local Government Managers:

(1) = Very low (2) = Low (3) = Medium (4) = High (5) = Very High

1. Performance appraisal

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

2. Planning, organising, guiding & controlling

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

3. Financial management

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

4. Conflict management

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

5. Managing interpersonal relationships

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

6. Managing change

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

7. Delegation

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

8. Team building and motivation

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

9. Communication skills

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

10. Managing a multicultural environment

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

SECTION C

The following Questions seek to find your own experience of Management Development in Local Government. Please indicate by putting a cross (X) in the appropriate column:

1 = Yes	2 = No	3 = Not sure
---------	--------	--------------

1. Have you had any Management Training for which you were awarded a Certificate or Diploma? If "YES", Please specify what the course(S) you attended was about;

1	2	3
---	---	---

2. Do you see a need for Management Development at your Council?

1	2	3
---	---	---

3. Have you conducted any Management Development course for your Staff/Co-workers this year?

1	2	3
---	---	---

Which course? (Specify)

4. Would you attend a Management Development course(s) conducted by your Council Staff member?

1	2	3
---	---	---

5. Would you pay for Management Development course conducted by external organisation?

1	2	3
---	---	---

6. In your opinion, should Community Organisations (e.g. Civic Associations, Ratepayers associations, NGO's, CBO's etc) be involved in the Council management Development Programmes (e.g. Local Economic Develop, Governance, etc.) from the Planning to the Implementation Stage?

1	2	3
---	---	---

SECTION D

This section intends to find out the current Management Development activities in your Council.

1 = Yes	2 = No	3 = Not sure
---------	--------	--------------

1. The Council has a Policy Statement regarding the Management Development and Training of the Management Team.

1	2	3
---	---	---

2. For Council to Develop and Individual Development and Training needs are identified:

1	2	3
---	---	---

3. Management Development Programmes are costed and included in the Council Budget:

1	2	3
---	---	---

4. The Council Management Team attends external In-service Training:

1	2	3
---	---	---

5. There are procedures that ensure the implementation of Management Development Plans and Experiences:

1	2	3
---	---	---

6. The implementation of Plans are carefully monitored and evaluated:

1	2	3
---	---	---

7. Management Development activities focus on all areas of Council Management:

1	2	3
---	---	---

8. The Management Development Programme are conducted in the context of the Council's Mission and Aims:

1	2	3
---	---	---

9. Staff members are involved in Management Development Planning and Implementation:

1	2	3
---	---	---

10. Management Development activities are evaluated regularly to identify needs for reinforcement and/or corrective action:

1	2	3
---	---	---

11. Management Development activities focus on continuous improvement:

1	2	3
---	---	---

12. The Council has identified key strategic issues upon which Management Development activities must focus:

1	2	3
---	---	---

13. The Management Development Programme gets the support and commitment of Staff members:

1	2	3
---	---	---

14. The Management Team has systems or procedures for Management development needs identification:

1	2	3
---	---	---

15. Action-Plans are used for Management Development Programme Implementation:

1	2	3
---	---	---

16. The Management development Plans indicate expected outcomes and success criteria:

1	2	3
---	---	---

17. The Management Development programme makes use of external expertise (e.g. Agencies, Salga, Gala, etc.):

1	2	3
---	---	---

18. Is Management structure of your Council effective and efficient?

1	2	3
---	---	---

19. Is there a clear communication lines between your managers and staff members?

1	2	3
---	---	---

20. Is there clear communication lines between the staff members and your manager?

1	2	3
---	---	---

21. Are there clear communication channels between Portfolio Powers and the Portfolio Committees?

1	2	3
---	---	---

22. Is there a clear communication between the individual members of the Mayoral Committee as well as their respective administration?

1	2	3
---	---	---

APPENDIX B

LOCALITY MAP

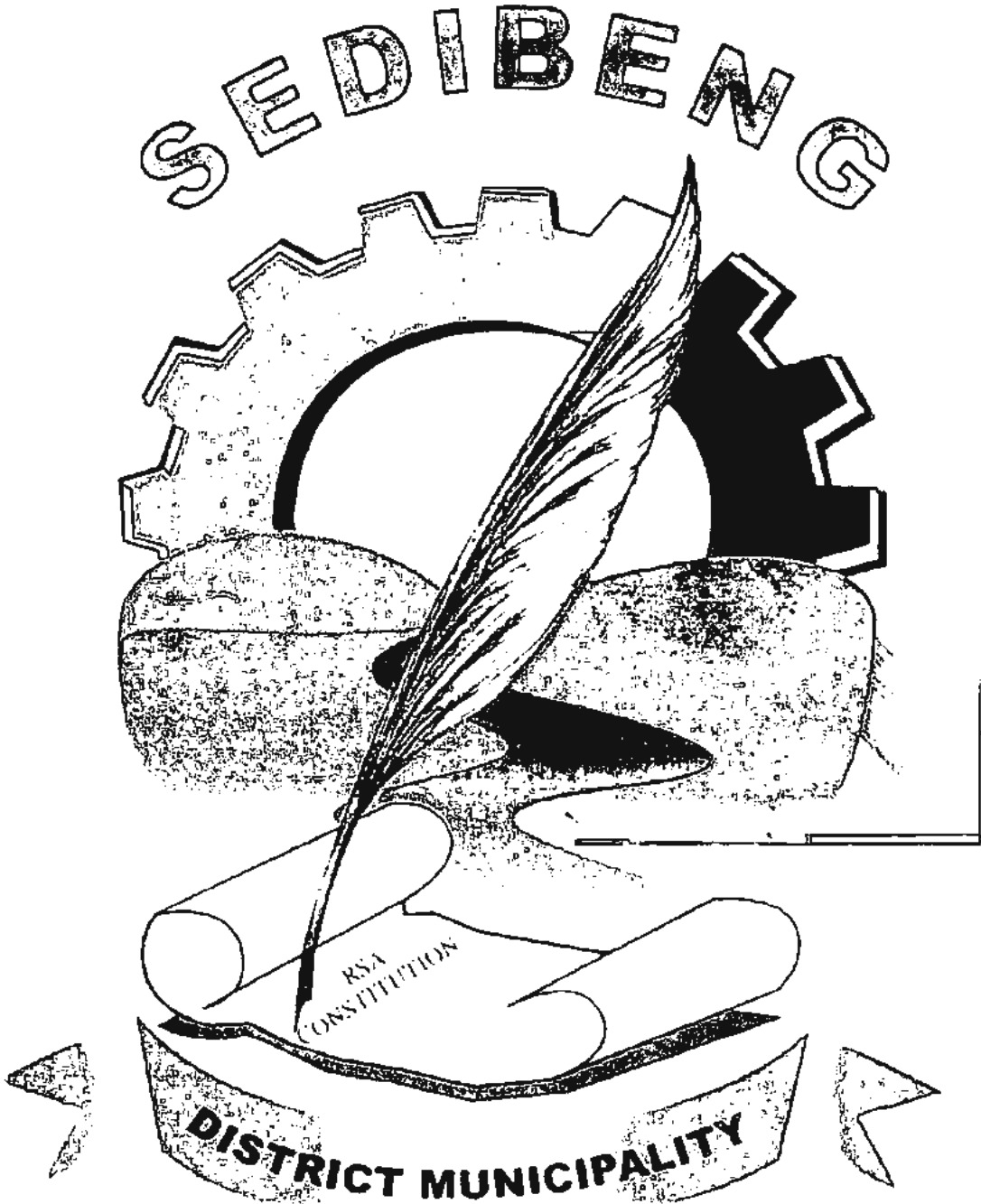
OF

SEDIBENG DISTRICT COUNCIL

(A CASE STUDY)

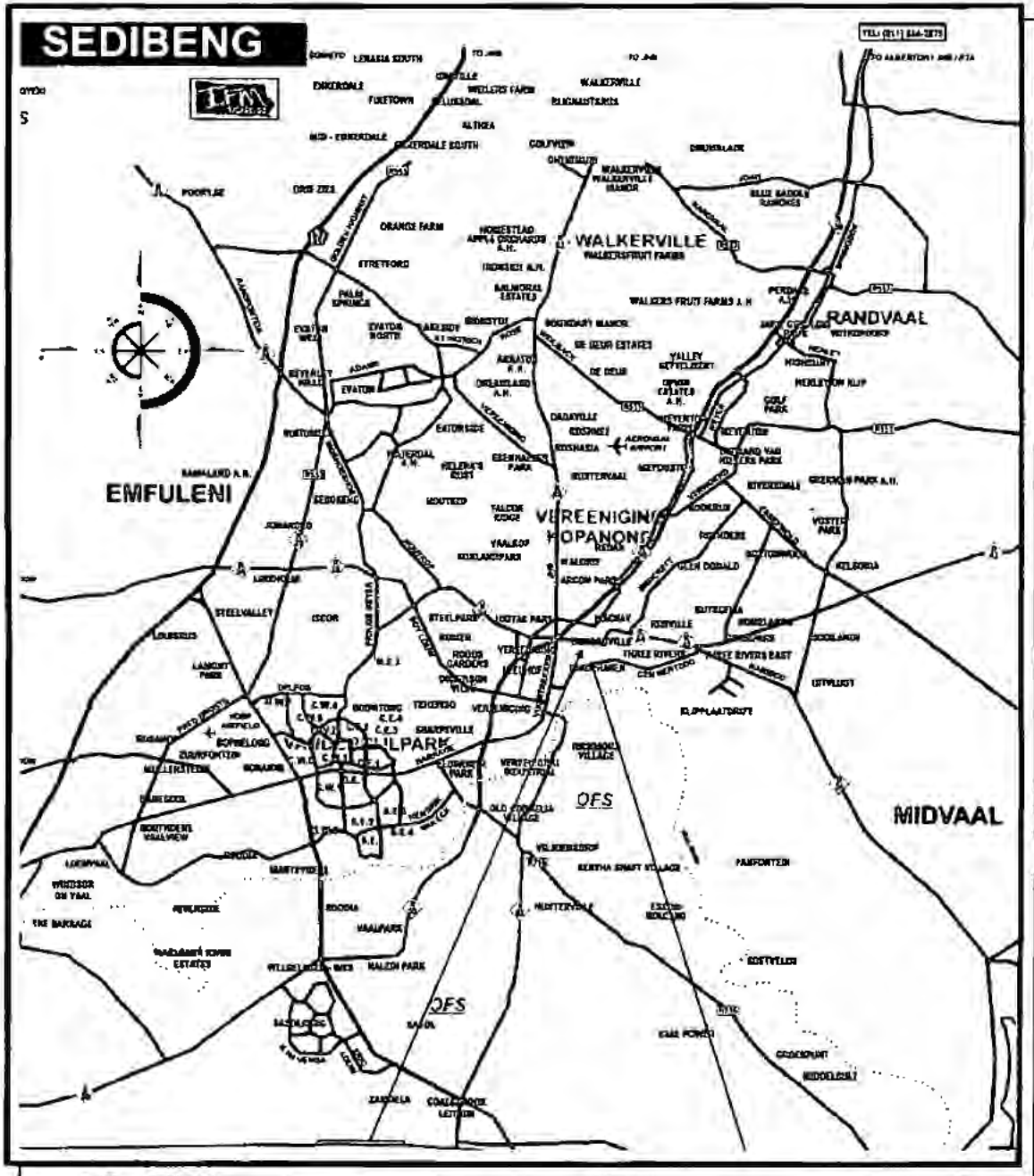
APPENDIX B

**LOCALITY MAP OF SEDIBENG DISTRICT COUNCIL
(A CASE STUDY)**



APPENDIX B

LOCALITY MAP OF SEDIBENG DISTRICT COUNCIL



APPENDIX C

LIST OF MUNICIPALITIES CONTACTED WITHIN THE AREA OF STUDY

APPENDIX C

EASTERN CAPE

Alfred Nzo District Municipality [DC44]

Amatole District Municipality [DC12]

Chris Hani District Municipality [DC13]

Nelson Mandela [Port Elizabeth]

O.R. Tambo District Municipality [DC15]

Ukwahlamba District Municipality [DC14]

Western District Municipality [DC10]

FREE STATE

Lejweleputswa District Municipality [DC18]

Motheo District Municipality [DC17]

Northern Free State District Municipality [DC20]

Thabo Mofutsanyane District Municipality [DC19]

Xhariep District Municipality [DC16]

GAUTENG

City of Johannesburg Metropolitan Municipality [Johannesburg]

City of Tshwane Metropolitan Municipality [Pretoria]

Ekurhuleni Metropolitan Municipality [East Rand]

Metsweding District Municipality [CBDC2]

Sedibeng District Municipality [DC42]

West Rand District Municipality [CBDC8]

KWAZULU NATAL

Amajuba District Municipality [DC25]
DC43 District Municipality [DC43]
Durban Metropolitan Unicity [Durban]
King Shaka District Municipality [DC29]
Ugu District Municipality [DC21]
Umgungundlovu District Municipality [DC22]
Umkhanyakude District Municipality [DC27]
Umzinyathi District Municipality [DC24]
Uthukela District Municipality [DC23]
uThungulu District Municipality [DC28]
Zululand District Municipality [DC26]

MPUMALANGA

Eastvaal District Municipality [DC30]
Ehlanzeni District Municipality [DC32]
Nkangala District Municipality [DC31]
Sekhukhune Cross Boundary District Municipality [CBDC3]

NORTH WEST

Bojanala Platinu, District Municipality [DC37]
Bophirima District Municipality [DC32]
Central District Municipality [DC38]
Southern District Municipality [DC40]

NORTHERN CAPE

Frances Baard District Municipality [DC9]
Kalahari-Kgalagadi District Municipality [CBDC4]
Karoo District Municipality [DC7]
Namakwa District Municipality [DC6]
Siyanda District Municipality [DC8]

NORTHERN PROVINCE

Capricorn District Municipality [DC35]
Eastern District Municipality [CBDC4]
Mopani District Municipality [DC33]
Vhembe District Municipality [DC34]
Waterberg District Municipality [DC36]

WESTERN CAPE

Boland District Municipality [DC2]
Central Karoo District Municipality [DC5]
City of Cape Town [Cape Town]
Garden Route/Klein Karoo District Municipality [DC4]
Overberg District Municipality [DC3]
West Coast District Municipality [DC1]

APPENDIX D

LETTER OF INVITATION FOR DEPTH INTERVIEW

APPENDIX D

P. O. Box 629
VEREENIGING
1930

2001, May 15

Dear Mayor (es)/ Municipal Manager (es)/ SALGA

I am presently conducting a research on the topic "A MANAGEMENT DEVELOPMENT MODEL FOR MIDDLE-MANAGERS IN THE SEDIBENG DISTRICT COUNCIL" with the aim of developing a model of management for use in South African Local Governments.

Management development relates to the municipal management teams activities that are aimed at improving their management skills on a continuous basis. In the light of municipal transformation in South Africa and the concomitant shift from the past management to the new vision of participatory and democratic management, you are requested to complete the accompanying questionnaire in order to assist in the design of such a model of management development.

I hereby assure you and your Council that the information gathered through this questionnaire will be treated absolutely confidential and anonymous and will not be used in any report relating to this research.

Please complete the questionnaire and hand it to your contact person as soon as possibly can.

Allow me to thank you in advance for your co-operation for completing the questionnaire.

Yours truly,

OUPA MOCHONGOANE MOSHEBI (RESEARCHER)

Department of Business Management
Vista University (Sebokeng Campus)
Cell: 072 214 4417