PROFESSIONALISING/REPOSITIONING
LOCAL GOVERNMENT SECTOR

Final Report

Prepared for the LGSETA
by

MMAFUNISA Consulting

31 March 2018
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<td>Auditor-General of South Africa</td>
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<td>ANC</td>
<td>African National Congress</td>
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<td>CAPEX</td>
<td>capital expenditure</td>
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<td>CCTP</td>
<td>Core Councillor Training Programme</td>
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<tr>
<td>CODESA</td>
<td>Convention for a Democratic South Africa</td>
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<td>CoGTA</td>
<td>Cooperative Governance and Traditional Affairs</td>
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<td>DIA</td>
<td>Department of Indigenous Affairs</td>
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<td>DPLG</td>
<td>Department of Provincial and Local Government</td>
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<td>DPME</td>
<td>Department of Performance Monitoring and Evaluation</td>
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<td>HEQC</td>
<td>Higher Education Quality Committee</td>
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<td>HRD</td>
<td>human resources development</td>
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<td>FFC</td>
<td>Financial and Fiscal Commission</td>
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<td>GIZ</td>
<td>German International Co-operation</td>
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<td>IASIA</td>
<td>International Association of Schools and Institutes of Administration</td>
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<td>Institute for Local Government Management</td>
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<td>IDP</td>
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<td>IMATU</td>
<td>Independent Municipal and Allied Trade Union</td>
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<td>IMPPSA</td>
<td>Institute of Municipal People Practitioners of South Africa</td>
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<td>IMF</td>
<td>Integrated Management Framework</td>
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<td>Institute of Town Clerks</td>
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<td>KPI</td>
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<td>LGSETA</td>
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<td>M&amp;E</td>
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<td>Municipal Finance Management Act</td>
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<td>Municipal Infrastructure and Support Agent</td>
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<tr>
<td>Acronym</td>
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<td>National Capacity Building Framework</td>
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<td>National Development Plan</td>
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<td>NMCCCMC</td>
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<td>NRCNA</td>
<td>National Research Council of the National Academies</td>
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<td>NSG</td>
<td>National School of Government</td>
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<td>NQF</td>
<td>National Qualifications Framework</td>
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<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
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<td>Public Service Commission</td>
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<td>QCTO</td>
<td>Quality Council for Trades &amp; Occupations</td>
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<td>RPL</td>
<td>recognition of prior learning</td>
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<td>SAAPAM</td>
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<td>SAICA</td>
<td>South African Institute of Charted Accounts</td>
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<td>SALGA</td>
<td>South African Local Government Association</td>
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<td>SAMAO</td>
<td>South African Municipal Accounting Officers</td>
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<td>SAMWU</td>
<td>South African Municipal Workers Union</td>
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<td>SCM</td>
<td>supply chain management</td>
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<td>SAQA</td>
<td>South African Qualifications Authority</td>
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<td>SDF</td>
<td>skills development facilitators</td>
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<td>STARS</td>
<td>Successful, Transparent, Adequate, Replicable and Sustainable</td>
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<td>UWC</td>
<td>University of Western Cape</td>
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<td>WPLG</td>
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Executive Summary

1.1 Background to the Study

Bureaucratic ineptitude, financial mismanagement, ineffective service delivery, inter alia, are some of the issues that come to the fore whenever the broad topic of local governance is broached in the Republic of South Africa (herein after referred to as South Africa). On the other hand, there are empirical studies that affirm the developmental trajectory of local governance in South Africa. This review of literature intends to make a synthesis of the different views that shape local government discourse globally and in South Africa. It begins with a survey of an array of literature that articulates the developmental role of local government (LG) in South Africa and governance challenges (fiscal management, service delivery, performance monitoring, etc.) faced in the LG sphere in South Africa.

The literature survey also provides a nuanced discussion on the skills development imperatives that affect performance capabilities, professionalism and good governance practices among municipal staff in terms of work ethic. The review then proceeds to highlight the need for developing effectual systems and protocols that improve service delivery goals and ultimately enhance good governance and capacity building as pertinent tools in capacitating LG developmental efficiency in South Africa. The review then proceeds to highlight the need for developing effectual systems and protocols that improve service delivery goals and ultimately enhance good governance and capacity building as pertinent tools in capacitating LG developmental efficiency in South Africa.

1.2 Significance of the Study

The importance of this study on the professionalisation of the LG sector may be questioned, particularly because there is a torrent of legislation that is aimed at regulating the functioning of municipalities. In the light of such elaborate legislative framework, a study that seeks to professionalise the administrative arm of local government might be regarded as superfluous. Given that this mass of legislation governs the delivery of service and the developmental agenda of local government, it can be argued that it is a futile exercise to put in place further mechanisms that seek to improve local government competency, instead of giving effect to the existing framework (Ntliziywana, 2009:3).
However, the recent spate of service delivery protests buttresses the need to explore options to improve competencies and the work ethic of municipal staff in an attempt to improve service delivery. Professionalisation and personnel development in the municipal administration might go a long way in addressing the poor and sometimes lack of service delivery and consequently augment the developmental mandate of local government. This is essential given that the services that municipalities deliver have a direct and immediate effect on the quality of the lives of the people in communities (Ntiziywana, 2009:3)

Leaving this sector alone in its space, without professionalising it, however, could conceivably lead to even greater levels of disorder and chaos. Such potential disorders could result in coming to embody the kind of entity entirely not craved for by its benefactors, especially national and provincial government and service recipients as key stakeholders. Skills and knowledge are essential requirements for local government to enable it to operate both efficiently and effectively. Among the primary reasons why local government should urgently be professionalised include to:

- raise the standard of municipal service delivery by local government in order to assist in curbing incidences of service delivery unrest
- produce clear guiding principles for municipal leaders to follow
- ensure the implementation of internationally recognised best practices
- ensure compliance with codes of conduct and ethics in encouraging effective municipal governance.

One of LG’s key priorities is quality service delivery. Excelling in service delivery requires capable, committed and loyal staff that can translate vision into action. The South African municipalities need managers who are competent and loyal in their work. These managers are responsible for setting an example, not only in terms of methods and use of municipal resources, but also for sound judgment and respect for societal values. Their behaviour consequently becomes a model for their subordinates. In addition, municipal managers should strive to maintain a positive work climate; a negative work climate will lead to loss of morale and other negative behaviour. Municipal employees whose morale and enthusiasm are low are in most cases not productive. It is the duty of municipal managers to ensure that their subordinates perform their duties competently. To do this, municipal managers must be aware of their professional roles, which include acknowledging workplace diversity.
The attraction, development, retention and deployment of competent staff necessitate that this study adopt a focused approach to the professionalisation and personal development of municipal administration, with particular focus on senior managers in the local government sphere. This is in keeping with the *Constitution of the Republic of South Africa*, 1996, which provides that public administration must be governed by the democratic values and principles enshrined in the Constitution. These basic values and principles include the provision to the effect that a high standard of professional ethics must be promoted and maintained.

The Constitution further provides that these principles attract application in the administration of every sphere of government. Consequently, professionalising and building the capacity of the administrative arm of LG is not only important but a constitutional imperative. This makes the study on the professionalisation of local government essential (Ntliziywana, 2009:4).

In meeting its developmental mandate, LG operates in a complex and challenging task environment. This involves, among other things, the efficient handling of substantial budgets, meeting a range of complex legislative requirements, interacting effectively with other spheres of government, addressing the demanding and sometimes conflicting expectations of the communities, and engaging in highly technical forms of decision making, planning and implementation. This clearly demands a high level of professional competence, experience and ethics on the part of local government officials, both appointed and elected, especially those at the senior executive level (School of Government UWC, 2012:15).

Section 195 of the Constitution provides that a high standard of professional ethics must be promoted and maintained. Despite obvious variations between municipalities, based on category, size and spatial location, with a number of examples of good practice, the over-riding conclusion from government reports, as well as academic and media commentary, is that local government as a whole is falling short in meeting such professional requirements (School of Government UWC, 2012:15).

The *Constitution of the Republic of South Africa*, 1996 provides for three categories of municipalities. There are 278 municipalities in South Africa, comprising eight metropolitan, 44 district and 226 local municipalities. They are focused on growing local economies and providing infrastructure and service. As provided by the Constitution, the *Local Government: Municipal Structures Act*, 1998 (Act 117 of 1998) contains criteria for
determining when an area must have a category A municipality (metropolitan municipalities) and when municipalities fall into category B (local municipalities) or C (district municipalities).

The Act also determines that category A municipalities can only be established in metropolitan areas. Metropolitan councils have single metropolitan budgets, common property ratings and service-tariff systems, and single employer bodies. South Africa has eight metropolitan municipalities, namely, Buffalo City (East London), City of Cape Town, Ekurhuleni Metropolitan Municipality (East Rand), City of eThekwini (Durban), City of Johannesburg, Mangaung Municipality (Bloemfontein), Nelson Mandela Metropolitan Municipality (Port Elizabeth) and City of Tshwane (Pretoria).

The lack of professionalism has taken a variety of forms. These have included the appointment of staff (through nepotism or as a result of political deployment) without adequate formal qualifications, expertise and experience; political interference in the work of officials; rivalries between councillors and officials; a lack of responsiveness to community needs, demands and expectations; low staff morale and the lack of an appropriate service ethic; the inadequate implementation of performance management systems; and serious and growing forms of financial irregularity, non-compliance, malpractice and corruption. While acknowledging the encouraging reduction in the number of municipalities with audit disclaimers, the Auditor-General's Consolidated General Report on the Local Government Audit Outcomes, 2009-2010, nevertheless highlighted with concern the fact that the level of non-compliance with laws and regulations applicable to municipalities and municipal entities had grown, resulting “in a substantial increase in the number of municipalities incurring unauthorised, irregular as well as fruitless and wasteful expenditure” (Auditor-General South Africa, 2010:3).

1.3 Duration of the Study

The contract to carry out this study was from the duration of the award until completion, i.e. from January 2018 until 31 March 2018.
1.4 Research Objectives

The research objectives for this study are to:

- develop a framework on the professionalisation of the local government sector
- explore the best international practices that would be useful in the success of the professionalisation of the local government sector
- understand the reason that the municipalities fail to provide services effectively despite an enabling legislation and policy framework, massive infusion of funds and substantial technical support since 1994, and remain unable to deliver against their mandate on developmental local government
- consolidate understanding on developmental government barriers; streamline requisite performance improvement imperatives, skills development and initiate reinvention and scale-up of service delivery advancement in municipalities
- consolidate and strengthen the municipalities’ skills development, work ethic, performance capabilities and effectiveness, as well as enhancing good governance and concurrently advancing professionalism of human resources in municipalities is at the heart of this initiative
- strengthen the systems, protocols and service delivery guidelines already applicable at local government level
- publish a research article(s) in a recognised journal or magazine that has a national footprint on local government matters.

1.5 Research Methodology

This study focused on professionalisation/repositioning the LG sector.

1.5.1 Desk-top research

The research started with the review of relevant literature on professionalisation/positioning the local government sector in South Africa. The relevant literature included the Constitution of the Republic of South Africa, 1996; Local Government Municipal Structures Act, 1998; Local Government: Municipal Systems Act, 2000; Skills Development Act, 97 of 1998; State of Local Government in South Africa,

1.5.2 Normative approach to the professionalisation of LG sector

According to Uys and Jessa (2013:116), a normative approach aims to assist politicians, municipal officials and stakeholders in structuring objectives and guidelines for relevant projects, programmes and policies. It entails on-going debates and a generation of ideas between stakeholders, politicians and public officials about what the norms should be, i.e. for the construction of the normative framework for the project.

Moore and Braga (in Uys & Jessa, 2013:116) describe the normative approach as one of contestation, imbedded in the difficulties that organised bodies experience in reaching “satisfactory philosophical and political judgment about what it wants and expects” from their organisations. The normative approach aims to bring consensus on norms and standards, which would ultimately benefit all parties. The intention of the study is to provide guidance and evidence to promote an informed discussion on professionalism in the South African local government. Semi-structured interviews, as data collection tools, will be used to achieve this.

1.5.3 Data collection through semi-structured interviews

From a scholarly point of view, Sewell (in Adhabi & Anozie, 2017:90) defines interviews in qualitative research as “attempts to understand the world from the subject's point of view, to unfold the meaning of peoples' experiences, to uncover their lived world before scientific explanations.” The qualitative interview is central to data collection.

Data was collected using semi-structured interviews. According to Alshenqeeti (in Adhabi & Anozie, 2017: 90), scholars point out that this is the most used type of interview in qualitative research. Like structured interviews, this type of interview also depends on an outline of topics and questions prepared by the researcher. However, unlike the structured, semi-structured interviews have no rigid adherence. Their implementation is dependent on how the interviewee responds to the question or topics laid across by the researcher.

Analysts argue that the researcher is mandated to provide the subject with some topics reflecting the issue under study, whereby one is to explore the topic that the interviewee is comfortable with (Stuckey, 2013). Although there is a set of guiding questions, the response of the subject gives the researcher the flexibility to pose more enhanced
questions than the initially drafted ones. This notion is also upheld by DiCicco-Bloom and Crabtree (2006) who assert that semi-structured in-depth interviews are the sole source of information for qualitative researchers. Researchers have chosen this method of data collection in order to explore the challenges stakeholders face in professionalising LG and determine the process to be taken in professionalising the LG sector.

Based on their flexibility, interviews can either be individual or done in groups. The advantage of dealing with an individual conforms to the title ‘in-depth interview’, whereby the researcher can go deeper and highlight personal issues. For biography-related researchers, semi-structure interviews are ideal for the task (DiCicco-Bloom & Crabtree, 2006).

The study was guided by the following research question: “What should be done to professionalise the South African LG sector and how should these be implemented to ensure optimal service delivery by LG?” Careful consideration was given to the question of who should be approached to take part in the research. Twenty-one LG ethics experts and representatives of labourers were interviewed. The experts and labourers were from both inland and coastal provinces.

It is argued that by interviewing twenty-one individuals who have had substantive experience in the local government sector, rich material would be generated to explore and describe the professionalisation framework in the South African local government sector. A questionnaire was drafted as a data collection tool. On piloting the questionnaire with experts in LG ethics, it became clear that a study of this nature needs to solely depend on a focus group. The researchers also relied heavily on the input from former municipal managers who understand issues of LG ethics. The input from the focus group is incorporated into this study. This research approach followed by the study was necessary as this study is normative in nature.

1.6 Project Deliverables

The deliverables of the study are the following:

- Submission of the project proposal outlining timelines, refined methodology, clarification of conceptual framework, list of definitions to be used, signed original grant claim form, comprehensive list of all the researchers to be submitted on the
service provider letterhead and signed off; CV of the project leader; certified copies of the identity documents of the researchers

- Progress report based on an inception report, outlining preliminary findings of desk-top review of available data and analysis related to this research project, with full bibliography

- A final research report responding to the research objectives (minimum 100 pages excluding bibliography, Arial 11 with 1.5-line spacing), incorporating feedback from the Local Government SETA.

Chapter 1 focuses on the introduction and background to the whole study. Issues covered in this chapter include the significance of the study, duration of the study, research objectives, research methodology, timelines and deliverables and a list of definitions used. It is argued that it is essential to clarify relevant definitions in order to establish a common ground for discussion.

Chapter 2 focuses on aspects such as historical development of LG in South Africa, reasons why LG has failed to deliver on its mandate, causes of ineffective service delivery, developmental LG in South Africa, challenges faced by LG in South Africa, governance failures and lack of capacity as the provenance of LG distress and the skills development strategy in the context of South Africa Local Government Association (SALGA). The chapter concludes by looking at the mechanisms for improving local government: an impartial theory of quality of government and the role played by municipal councillors as politicians.

Aspects such as the characteristics of a profession, factors that inhibit professionalisation in LG, approaches to professionalism, the content of professionalisation of the LG sector are identified in Chapter 3 of the study. Approaches to professionalisation include the generic qualification approach, performance management systems approach, standard setting approach, the statutory association model and the non-statutory association model.

Chapter 4 focuses on types of professionalism, guiding principles for professionalisation, roles and responsibilities in terms of the professionalisation framework, framework for the professionalisation of LG, an integrated approach to professionalisation and the promotion of professionalisation through international best practice. It was concluded that the above-mentioned international experiences could be meaningfully incorporated into South Africa’s existing Batho-Pele principles and other service delivery initiatives to
strengthen LG capabilities to deliver effective and efficient services. LG should always endeavor to seek best practices wherever they can be obtained throughout the world. The conclusions and recommendations of this study are provided in Chapter 5.

In closing, the following are final recommendations for the professionalisation/repositioning of the LG sector in South Africa.

1. In the foregoing it was established that a shortage of skills and administrative ineptitude are some of the major impediments to quality service delivery across most municipalities in South Africa. It can therefore be recommended that in appointing new employees, merit must be the norm and that nobody must be discriminated against on the basis of race, gender, disability, culture, religion and political or sexual orientation unless the idea is to redress the imbalances of the past. If the aim of the advertised post is to address past imbalances this has to be made clear in the relevant advertisement.

2. The research findings established that some service providers used by some municipalities in South Africa lack capacity for the provision of services. The shortage of skills is as a result of the common practice of appointing service providers based on nepotism or the influence of politicians. This practice effectually interferes with accurate supply chain processes. In some cases, municipal managers have been suspended by the municipal council because of their refusal to appoint service providers that the politicians favoured.

It is recommended that in appointing staff for executive positions in municipalities, recruitment should be conducted with section 72 of the Competency Guidelines for Municipal Managers and Managers directly accountable to Municipal Managers, published as Notice 347 of 2007 in terms of the Municipal Systems Act, 2000 as a frame of reference. The reason for such is underscored by the fact that under a senior management competency framework, a strong case is made for eleven generic managerial competences (strategic capability and leadership; programme and project management; financial management; change management; knowledge management; service delivery innovation; problem solving and analysis; people management; client orientation and customer focus; communication and accountability and ethical conduct). Implicitly, there is the idea that by adopting the use of such standardised criteria for employing
executives in municipalities, an improvement of the overall capacity of municipalities to fulfil their legislated obligations will be made possible.

3. From the above expositions it was established that patronage, lack of political leadership, and political interference are also some of the governance challenges faced by South Africa’s local government. It is recommended that political leaders with relevant skills and behaviours must be elected to positions in municipalities. These newly elected councillors must be informed of their roles and responsibilities during induction. Disciplinary steps must be taken against councillors who interfere with the work of officials.

4. Based on empirical evidence, it was established that municipalities in general are unaware of the ethical values that support skills development, as a key element of HRD policies and strategies. While management in several cases have identified HRD values, there is a dearth of knowledge of these values by the HR department and employees. This means that skills development in municipalities does not get the requisite support. In addition, there is an accord among municipal actors that skills development is not a priority in the municipalities. Consequently, it became apparent that there is a failure on the part of municipalities to practise these skills development values, and a failure to act with integrity on HRD.

It is therefore recommended that all ethical values that support skills development, as a key element of HRD policies and strategies, must be communicated timeously to all employees. This communication must be prioritised to indicate to employees that management is serious about ethical values that support skills development to ensure efficient and effective service delivery.

5. While it was established that there is a strong awareness of the existence of a policy environment of an HRD policy/plan in municipalities; there is, however, a very low awareness among employees. An assessment of the nexus between the strategic objectives of the Integrated Development Plan (IDP) and HRD shows that only the HRD staff have a strong knowledge thereof. It is recommended that the HRD policy/plan must be timeously communicated to employees. It must not be done once there is a need for it otherwise employees may think that management is not serious about the issue.
6. Generally, a weak link between skills development, employment equity and performance management was established. Further still, policies do not sufficiently address the assessment process of learners, nor formal and informal skills development options. Finally, even in the case where municipalities do have an HRD policy/plan in place, the perception exists that the policy does not benefit all employees of the municipality. It is recommended that there must be a link between the skills development process and employment. In addition, skills development courses must address the skills gaps found to ensure that employees perform their duties effectively and efficiently.

7. An assessment established that skills development is poorly practised across all municipalities. There is a poor handling of skills audits and needs analyses. If it so happens that skills audits are conducted, skills development interventions are habitually not undertaken in accordance with these audits. It can therefore be recommended that there must be continuous audit of skills needs of employees of municipalities as haphazard audits of training skills needs cannot instil a culture of learning and that of effective service delivery in municipalities.

8. The preceding points to a general lack in the opportunities provided for employees to practise new competencies in the event of a skills development intervention. It is recommended that employees who attend a training course be provided with an opportunity to practise the skill provided to him/her in the training intervention. Further, when choosing training courses, ensure the training is specific to the skills the employee needs to develop. For example, it is a waste of time if the manager sends an employee to a general communications course, when in fact the employee needs training on dealing with customer complaints. Make sure training is customised to meet the immediate learning need.

9. A general lack of departmental skills plans that are not effectively monitored by accountable line managers was established as a great cause of concern in the effort to professionalise the LG sector. Municipal actors indicate that the organisation of skills development planning, implementation and skills development facilitation is the shared responsibility of the HR department, line managers and employees.

10. An assessment of the skills development support received by other municipal stakeholders such as senior management, the local trade unions, LGSETA and SALGA show that there is a general lack of active support from senior
management in skills development needs analyses and implementation initiatives, in many municipalities.

It is recommended that it is necessary for management to be capacitated on management principles for them to manage their juniors and resources effectively, economically and efficiently. The management training to be provided to senior municipal employees must include: planning, organising, leading and controlling. Leadership training must include the attributes of a leader, leadership styles and theories of motivation. It is the duty of the municipality to also ensure that the planning skills, organisational skills, communication skills and coordination skills learned by the senior municipal employees in the learning or training environment be transferred to and applied by the learning environment.

11. The research findings discovered that one of the major challenges facing South African municipalities in terms of service delivery is the political administrative interface. It is recommended that municipal managers should be mindful of the fact that LG administration operates within the public sector and therefore has to work within the prevailing political system. They should manage the interface between councillors (politicians) and officials with utmost diplomacy. It is, therefore, logical that the person who performs such a critical role should himself be well-rounded.

12. It was established that norms and standards leading to standardisation across job profiles, the job recruitment process, and the timeous and adequate development of requisite skills do not exist in LG. Norms and standards should be developed and established that are tailored towards the professional working of municipal units together, such that they can be linked with their corresponding professionalised areas of endeavour.

The role played by professional bodies in this regard is of paramount importance. This is because the actions of both individuals and professionalised local government members in terms of ethical considerations require strict adherence to similar codes of discipline and conduct governing corporate endeavours.

13. The research findings established that there is lack of effective communication in most of the South African municipalities. Professionalism in the sector and within each municipality will test their ability to mobilise all employees and convert them into willing champions of the new way of doing things. A multi-level system of communication that will enable the flow of communication from national to local
and within each municipality is what is required to lead the change in the LG sector. The importance of communication is also underscored by the fact that for sustained behavioural change to happen communication must be constant.

14. It was established that there is no established culture for the development of constitutional values such as the promotion of professional ethics in municipalities. The success of the professionalisation process can also be measured by how much of a sector-wide culture, ethics and values will emerge to guide leaders and employees alike in a journey towards new beginnings. This will require the concerted and coordinated strategy and approach of soliciting the views and sentiments of all who are involved in the professionalisation process. In the end the sector must define for itself the kind of culture, values and the set of ethics that will be in line with the provisions of the Constitution.

15. The local government sector already boasts a collective bargaining structure and processes. Further improvements and adjustment might be necessary to ensure that a flexible and responsive system of LG emerges and is sustained. The variances between big and small municipalities were established and recognition was made of the need to align things more appropriately in order to build the expected flexibility while maintaining a common approach to building a professional and responsive system of LG. It can be recommended that training committees as subcommittee of the Local Labour Forums and HR Forums must be involved in the implementation of the professionalisation framework.

16. The research findings established that the characterisation of LG as a sector will require a lot more than a call for professionalisation. Critical to all efforts is to instil a new culture and belief system in all employees at all levels and to inspire them to exert more effort to help realise the constitutional responsibility of LG in a broader system of a developmental LG. In this regard, a greater attention will need to be paid to individual employees as well as to facilitate that they become part of this important service delivery component of the state. This must be done by investing in the induction of all new employees as well as continuously engaging all employees to establish total alignment with the culture, values and ethical conduct.

17. The many issues surrounding the adoption of professionalisation are seen as major stumbling blocks in the global advancement of quality public service delivery. This is often the case in developing countries such as South Africa,
where this process of professionalisation cuts across every unit of LG, including core professional staff involved in both administrative and political office such as municipal councillors. Some of the international experiences identified in this study could be meaningfully incorporated into South Africa’s existing Batho-Pele principles and other service delivery initiatives to strengthen LG’s capabilities to deliver effective and efficient services. Local government should always endeavour to seek best practices wherever they can be obtained throughout the world.

18. It was established that the implementation plan for the professionalisation of LG, owned by all stakeholders does not exist. A coordinating committee for the professionalisation process must be established. This committee must be composed of all stakeholders, including national and provincial departments, metros and other municipalities, sector departments, and labour forums and professional bodies. It is suggested that this committee must meet quarterly. The mandate of the committee will be to determine:

   a. what is already being addressed
   b. gaps that need to be addressed and
   c. the way forward as well as the official who will lead and also determine the timelines.

19. The research findings discovered that roles and responsibility of all the stakeholders involved in the professionalisation of the LG sector do not exist. Even though this study attempted to identify the roles and responsibilities of various stakeholders, these stakeholders must be involved in that determination so that they will have a buy-in in the process of professionalisation.
CHAPTER 1

INTRODUCTION TO THE STUDY

1.1 Background to the Study

Bureaucratic ineptitude, financial mismanagement, ineffective service delivery are some of the issues that come to the fore whenever the broad topic of local governance is broached in the Republic of South Africa (herein after referred to as South Africa). On the other hand, there are empirical studies that affirm the developmental trajectory of local governance in South Africa. This review of literature intends to make a synthesis of the different views that shape local government discourse globally and in South Africa. It begins with a survey of an array of literature that articulates the developmental role of local government (LG) in South Africa and governance challenges (fiscal management, service delivery, performance monitoring, etc.) faced at the LG sphere in South Africa.

The literature survey also provides a nuanced discussion on the skills development imperatives that affect performance capabilities, professionalism and good governance practices among municipal staff in terms of work ethic. The review then proceeds to highlight the need for developing effectual systems and protocols that improve service delivery goals and ultimately enhance good governance and capacity building as pertinent tools in capacitating LG developmental efficiency in South Africa. The review then proceeds to highlight the need for developing effectual systems and protocols that improve service delivery goals and ultimately enhance good governance and capacity building as pertinent tools in capacitating LG developmental efficiency in South Africa.

Mafunisa (1998:43) defines work as both an activity and a place. As an activity it involves human beings in tasks that draw on their talents and energies; and in doing so exposes them to experiences that shape impressions they have about their identity and about their general level of competence. As a place, Rambo (1982:1) argues that work involves human beings in a social environment that can be both rewarding and threatening. It often places workers in an institution large in size and complex in its social structure. Manning and Curtis (1988:73) are of the opinion that work is an activity that produces something of value for other people.

According to Rose (1985:20), the term “work” refers to a miscellaneous set of issues: effort, labour, toil, occupation, craft, profession, career, a place, a condition, a skill, a product, a feat, and a set of achievements. However, in modern society, one meaning,
that of “paid employment”, has come to have a special standing. The convention, wherein "work" only refers to "paid employment", reveals the centrality in the social world of a market economy, in which labour is also a market commodity.

Positive work ethic is defined as narrowly to refer to a belief that work is a central part of life and a desirable activity providing satisfaction (Fox & Meyer, 1995:136). It has also been defined behaviourally using indicators of commitment of factors such as thrift, diligence, level of craftsmanship and the inclination to defer gratification (Goldstein & Oldham, 1979:90). To the central values of diligence in work and deferment of pleasure, Rose (1985:318) adds the element of scrupulous use of time.

Models of good governance will be quite instructive in the course of this review. The pertinence of a model of good governance to this study is underscored by the argument that all the challenges that local government in South Africa face are directly or causally linked to governance. By addressing the issue of governance and political will and by the rigorous implementation of the different guidelines/frameworks that have been published regarding LG capacity building, *ceteris paribus*, the challenges faced by LG in South Africa can be effectually addressed.

1.2 Significance of the Study

The recent spate of service delivery protests buttresses the need to explore options to improve competencies and the work ethic of municipal staff in an attempt to improve service delivery. Professionalisation and personnel development in municipal administration might go a long way in addressing the poor and sometimes lack of service delivery and consequently augment the developmental mandate of local government. This is essential given that the services that municipalities deliver have a direct and immediate effect on the quality of the lives of the people in communities (Ntliziywana, 2009:3).

Leaving this sector alone in its space, without it being professionalised, however, could conceivably lead to even greater levels of disorder and chaos. Such potential disorder could result in coming to embodying the kind of entity entirely not craved for by its benefactors, especially national and provincial government and service recipients as key stakeholders. Skills and knowledge are essential requirements for local government to be enabled to operate both efficiently and effectively, and among the primary reasons
why local government should urgently be professionalised include to:

- raise the standard of municipal service delivery by local government in order to assist in curbing incidences of service delivery unrest
- produce clear guiding principles for municipal leaders to follow
- ensure the implementation of internationally recognised best practices
- ensure compliance with codes of conduct and ethics in encouraging effective municipal governance.

One of LG’s key priorities is quality service delivery. Excelling in service delivery requires capable, committed and loyal staff that can translate vision into action (Ntliziywana, 2009:4). South African municipalities need managers who are competent and loyal in their work. These managers are responsible for setting an example, not only in terms of methods and use of municipal resources, but also for sound judgment and respect for societal values. Their behaviour consequently becomes a model for their subordinates. In addition, municipal managers should strive to maintain a positive work climate, as a negative work climate will lead to loss of morale and other negative behaviour. Municipal employees whose morale and enthusiasm are low are in most cases not productive. It is the duty of municipal managers to ensure that their subordinates perform their duties competently. To do this, municipal managers must be aware of their professional roles, which include acknowledging workplace diversity (Mafunisa, 2001).

The attraction, development, retention and deployment of competent staff necessitate that this study adopt a focused approach to the professionalisation and personal development of municipal administration, with particular focus on senior managers in the local government sphere. This is in keeping with the Constitution of the Republic of South Africa, 1996, which provides that public administration must be governed by the democratic values and principles enshrined in the Constitution. These basic values and principles include the provision that a high standard of professional ethics must be promoted and maintained.

The Constitution further provides that these principles attract application in the administration of every sphere of government. Consequently, professionalising and building the capacity of the administrative arm of LG is not only important but a constitutional imperative. This makes the study on the professionalisation of local government essential (Ntliziywana, 2009:4).
In meeting its developmental mandate, LG operates in a complex and challenging task environment. This involves, among other things, the efficient handling of substantial budgets, meeting a range of complex legislative requirements, interacting effectively with other spheres of government, addressing the demanding and sometimes conflicting expectations of the communities, and engaging in highly technical forms of decision making, planning and implementation. This clearly demands a high level of professional competence, experience and ethics on the part of local government officials, both appointed and elected, especially those at the senior executive level (School of Government UWC, 2012:15).

Section 195 of the Constitution, 1996 provides that a high standard of professional ethics must be promoted and maintained. Despite obvious variations between municipalities, based on category, size and spatial location, with a number of examples of good practice, the over-riding conclusion from government reports, as well as academic and media commentary, is that local government as a whole is falling short in meeting such professional requirements (School of Government UWC, 2012:15).

The Constitution of the Republic of South Africa, 1996 provides for three categories of municipalities. There are 278 municipalities in South Africa, comprising eight metropolitan, 44 district and 226 local municipalities. They are focused on growing local economies and providing infrastructure and service. As provided by the Constitution, the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998) contains criteria for determining when an area must have a category A municipality (metropolitan municipalities) and when municipalities fall into categories B (local municipalities) or C (district municipalities).

The Act also determines that category A municipalities can only be established in metropolitan areas. Metropolitan councils have single metropolitan budgets, common property ratings and service tariff systems, and single employer bodies. South Africa has eight metropolitan municipalities, namely: Buffalo City (East London), City of Cape Town, Ekurhuleni Metropolitan Municipality (East Rand), City of eThekwini (Durban), City of Johannesburg, Mangaung Municipality (Bloemfontein), Nelson Mandela Metropolitan Municipality (Port Elizabeth) and City of Tshwane (Pretoria).

The lack of professionalism has taken a variety of forms. These have included the appointment of staff (through nepotism or as a result of political deployment) without adequate formal qualifications, expertise and experience; political interference in the work of officials; rivalries between councillors and officials; a lack of responsiveness to
community needs, demands and expectations; low staff morale and the lack of an appropriate service ethic; the inadequate implementation of performance management systems; and serious and growing forms of financial irregularity, non-compliance, malpractice and corruption. While acknowledging the encouraging reduction in the number of municipalities with audit disclaimers, the Auditor-General’s Consolidated General Report on the Local Government Audit Outcomes, 2009-2010, nevertheless highlights with concern the fact that the level of non-compliance with laws and regulations applicable to municipalities and municipal entities had grown, resulting “in a substantial increase in the number of municipalities incurring unauthorised, irregular as well as fruitless and wasteful expenditure” (Auditor-General South Africa, 2010:3).

Unauthorised expenditure is described as the overspending of a vote or a main division within a vote and expenditure not in accordance with the purpose of a vote, in the case of a main division, not in accordance with the purpose of the main division. Irregular expenditure refers to an expenditure other than authorised expenditure, incurred in contravention of or that is not in accordance with a requirement of any applicable legislation. Fruitless and wasteful expenditure means expenditure that was made in vain and would have been avoided had reasonable care been exercised (Public Finance Management Act, 1999 (Act 1 of 1999).

Inadequate professionalism within the LG sector often has had an adverse effect on both their management and the achievement of their service delivery goals. However, there is a need for dedication to the work being performed in the attitudes of most officials in improving on the provision of such services. For all appointed mandates to be achieved in this sector of government, there is a perceived need for the adoption of improved levels of professionalisation. In a nutshell, the rationale behind this research project is to develop a framework on the professionalisation and/or repositioning of the local government sector.

1.3 Duration of the Study

The contract was from the duration of its award until completion, i.e. from January 2018 until 31 March 2018.
1.4 Research Objectives

The research objectives for this study are:

- to develop a framework on the professionalisation of the local government sector explore the best international practices that would be useful in the success of the professionalisation of the local government sector
- to understand the reason the municipalities fail to provide services effectively despite an enabling legislation and policy framework, massive infusion of funds and substantial technical support since 1994, remain unable to deliver against their mandate on developmental local government
- to consolidate understanding of developmental government barriers; streamline requisite performance improvement imperatives and skills development, and initiate reinvention and scale-up of service delivery advancement in municipalities
- to consolidate and strengthen the municipalities’ skills development, work ethic, performance capabilities and effectiveness, as well as enhancing good governance and concurrently advancing professionalism of human resources
- to strengthen the systems, protocols and service delivery guidelines already applicable at local government level
- to publish a research article(s) in a recognised journal or magazine that has a national footprint on local government matters.

1.5 Research Methodology

This study focused on professionalisation of/repositioning the LG sector.

1.5.1 Desk-top research

The research started with the review of relevant literature on professionalisation of/positioning the local government sector in South Africa. The relevant literature included the Constitution of the Republic of South Africa, 1996; Local Government: Municipal Structures Act, 1998; Local Government: Municipal Systems Act, 2000;
1.5.2 Normative approach to the study

According to Uys and Jessa (2013:116), a normative approach aims to assist politicians, municipal officials and stakeholders in structuring objectives and guidelines for relevant projects, programmes and policies. It entails on-going debates and a generation of ideas between stakeholders, politicians and public officials about what the norms should be, i.e. for the construction of the normative framework for the project. Moore and Braga (in Uys & Jessa, 2013:116) describe the normative approach as one of contestation, imbedded in the difficulties that an organised body experiences in reaching "satisfactory philosophical and political judgment about what it wants and expects" from their organisations. The normative approach aims to bring consensus on norms and standards, which would ultimately benefit all parties. The intention of the study is to provide guidance and evidence to promote an informed discussion on professionalism in the South African local government. Semi-structured interviews, as data collection tools, will be used to achieve this.

1.5.3 Data collection through semi-structured Interviews

From a scholarly point of view, Sewell (in Adhabi & Anozie, 2017:90) defines interviews in qualitative research as "attempts to understand the world from the subject’s point of view, to unfold the meaning of peoples’ experiences, to uncover their lived world before scientific explanations." The qualitative interview is central to data collection.

Data was collected using semi-structured interviews. According to Alshenqeeti (in Adhabi & Anozie, 2017:90), scholars point out that this is the most used type of interview in qualitative researchers. Just as with structured interviews, this type of interview depends on an outline of topics and questions prepared by the researcher. However, unlike the structured interview, semi-structured interviews have no rigid adherence. Their implementation is dependent on how the interviewee responds to the questions or topics put across by the researcher. Analysts argue that the researcher is mandated to provide the subject with some topics reflecting the issue under study, whereby one is to explore the topic that the interviewee is comfortable with (Stuckey, 2013).

Although there is a set of guiding question, the response of the subject gives the researcher the flexibility to pose more enhanced questions than the initially drafted ones. This notion is also upheld by DiCicco-Bloom and Crabtree, (2006) who assert that semi-
structured in-depth interviews are the sole source of information for qualitative researchers. Researchers have chosen this method of data collection in order to explore the challenges stakeholders face in professionalising LG and determine the process to be taken in professionalising the LG sector.

Based on their flexibility, interviews can either be individual or done in groups. The advantage of dealing with an individual conforms to the title ‘in-depth interview’, whereby the researcher can go deeper into and highlight personal issues. For biography-related research, semi-structure interviews are ideal for the task (DiCicco-Bloom & Crabtree, 2006).

The study was guided by the following research question: “What should be done to professionalise the South African LG sector and how should this be implemented to ensure optimal service delivery by LG?” Careful consideration was given to the question: “Who should be approached to take part in the research?” Twenty LG ethics experts and representatives of employees were interviewed. The experts and employee representatives were from both inland and coastal provinces.

It is argued that by interviewing twenty individuals who had substantive experience in the local government sector, rich material would be generated to explore and describe the professionalisation framework in the South African local government sector. A questionnaire was drafted as a data collection tool. On piloting the questionnaire with experts in LG ethics, it became clear that a study of this nature needs to depend solely on the focus group. The authors also relied heavily on input from former municipal managers who understand issues on LG ethics. The input from the focus group is incorporated into this study. The research approach followed by this study was necessary as this study is normative in nature.

1.6 Project Deliverables

The deliverable of the study are the following:

- Submission of the project proposal outlining timelines, refined methodology clarification of conceptual framework, list of definitions to be used, signed original grant claim form, comprehensive list of all the researchers to be submitted on the service provider letter head and signed off; CV of the project leader; certified copies of the identity documents of the researchers
• Progress report based on an inception report, outlining preliminary findings of desk-top review of available data and analysis related to this research project, with full bibliography

• A final research report responding to the research objectives (minimum 100 pages excluding bibliography, Arial 11 with 1.5-line spacing), incorporating feedback from the Local Government SETA.

1.7 List of Definitions Used

It is essential to clarify the following definitions in order to establish a common ground for discussion.

1.7.1 Profession

According to Rainey (1991:150), a profession involves the application of a skill based on theoretical knowledge; intensive training at recognised educational institutions; organisation into professional association; existence of a code of conduct enforced by a statutory body and commitment to one's work as a calling. Thornhill and Hanekom (1995:196) describe a profession as an occupation that involves intensive education and training at an acknowledged higher educational institution; mental rather than manual work; specific prescribed training to gain entry into the profession; a code of conduct, the violation of which may lead to expulsion, and a monopoly in a specific field of activity.

It can therefore be argued that for an occupation to be called a profession that occupation must comply with certain characteristics. These characteristics include intensive training at recognised educational institutions.

1.7.2 Professionalisation

According to the National Research Council of the National Academies (NRCNA) (2013), professionalisation describes (1) education, training and other activities that transform a worker into a professional and (2) social processes by which an occupation becomes a profession. It can be a bottom-up process driven by those in the occupation, a top-down process driven by employers or the government (as an employer or as a policy maker), or some combination of the two.
For an employer, professionalisation might mean encouraging or requiring a particular course of academic study, degree, certificate, certification, or professional society membership as a condition of initial and/or continuing employment. For a professional association, professionalisation might mean establishing a code of conduct or creating (or recognising) certifications, training programmes, or educational standards. For the government, professionalisation might mean encouraging or requiring a specific educational achievement or certification for its own workforce, supporting the development of curricula, establishing standards for education programmes, encouraging the use of certification as a means of regulating the employees whose jobs affect the health and safety or property of others, or requiring licensure for particular occupations (National Research Council of the National Academies, 2013).

The professionalisation and management of local government, as defined by Scheepers and Mdunyelwa (2010), involves a “process through which the local government will obtain professional status and become an occupation”. The professionalisation of these entities can lead to some of the following:

- The obtaining of educational qualifications by staff or their gaining of professional certifications
- Their commitment to the highest quality of service delivery possible
- Their obeying of codes of conduct set for practising professional ethics
- For local municipalities to become seen as outstanding leaders within the scope of their national mandates.

Black (2014) defines professionalisation as the achievement of an understanding of the set rules, standards and professional values within a particular vocation. It is also observed that all professions, including those of politicians and local government officials, possess sets of rules, regulations and values that must be upheld in being believed to be true by all involved, and that demonstrate the rationale behind behaving in a professional manner within their operational fields.

Furthermore, it may be argued that the dedication displayed in sustaining such values by individuals can dictate whether they become successful in their chosen professions, and also indicate whether the values of their professions are being upheld. Such an attitude is essential since it provides a clear understanding that any contrary opinions
expressed against, or disobedience of the rules that enforce such values will be summarily punished by actions undertaken by the relevant governing bodies.

Such opinions and lack of regard is unlikely to be treated with respect within professional bodies. These condescending manners could lead to a lack of advancement in the professional status of these individuals, while those who abide by the stated code of ethics are more likely to be perceived as professional in their actions and attitudes by both colleagues and members of the public and may lead to greater advancement in their careers.

Professionalisation concerns the manner in which LG officials are trained to become more knowledgeable and expert in their respective professional fields, and should also necessarily require their rigorous education and training. In an attempt to professionalise the LG sector, it is therefore pertinent to ask at least two questions concerning the following: firstly, who should be trained, and secondly, in which areas are the training interventions needed? These two questions, which will be answered in this study, are important to guide pertinent action since this is entirely relevant to the achievement of LG repositioning processes.

As professionals, employees are expected to abide by the characteristics of a profession, regulations and work ethics, and be dedicated to delivering on their appointed tasks and targets. Some of the key characteristics of professionalisation as outlined by SALGA (2012) include the following:

- A body of scientific knowledge
- An enforceable code of ethics
- A proper cast of mind/self-awareness (esprit de corps)
- Societal ideals that are constitutionally embedded
- The formal organisation of likeminded individuals
- The recognition of outstanding leadership actions and qualities.

It is interesting to note that the characteristics of a profession identified by SALGA are similar to those identified by various scholars. This augers well for politicians to have a buy-in into those characteristics.
1.7.2.1 Advantages of professionalisation

The following find expression in the work by (Scheepers and Mdunyelwa, 2010) as being the perceived advantages of the adoption of professionalisation by institutions of local government:

- Through professionalisation, the status of working within the local government sector as a profession will be improved, and local government will therefore be better enabled to attract the talents of necessary work professionals.

- Through certification and accreditation, qualified professionals can be identified, and employed in strategic positions within local government, which will lead to municipalities being perceived by the public as upholding certain professional standards and also encourage staff to develop themselves on an ongoing basis.

- The enforcement of codes of conduct and ethics within the sphere of local government will be of benefit to both the public in receiving municipal services, and employees of local government in discharging their duties.

- The professional sanctioning of non-compliance by any staff member with stipulated codes of ethics and conduct. This can assist in ensuring that checks against unprofessional behaviour by staff within this profession are properly instituted and observed.

1.7.2.2 Distinction between codes of conduct and codes of ethics

Even though codes of conduct and codes of ethics tend to be understood as synonymous in everyday language and even sometimes appear embodied in the same formal text, they are different. Codes of conduct and codes of ethics diverge in their content, aim and even in the administrative ethos that inspires them (Bar Cendon, 2000:67).

Codes of conduct consist normally of a set of provisions that define right and wrong behaviour, establishing in some cases specific punishments for those wrong conducts. Codes of conduct tend to be full legal acts promulgated under the form of parliamentary laws or executive regulations. They are prescriptive and leave almost no autonomy for the public official. They focus on the core functions of the institution, rather than on general ethical ideals or principles.
The purpose of the Code of Conduct for Public Servants in the South African Public Service (Undated) is to act as guideline to public servants as to what is expected of them from an ethical point of view, both as individuals and their relationship with the legislatures and the executive, colleagues and members of the public. Among others, public officials are expected by the Code to promote sound, efficient, effective, transparent and accountable administration and to be honest and accountable in dealing with public funds and use the public service’s property and other resources effectively, efficiently, and only for official purposes.

The primary purpose of the Code is to promote exemplary conduct. Public officials are guilty of misconduct in terms of Section 20(t) of the Public Service Act, 1994 (Proclamation 103 of 1994), if they fail to comply with any provisions of the Act. As such they will be dealt with in accordance with the relevant sections of the Act. The Code of Conduct contributes in developing acceptable ethics and accountability in public officials. The reason for this is that public officials will endeavour to perform their duties effectively and efficiently so as not to violate the provisions of the Code of Conduct and be punished for it.

Codes of ethics consist of a set of principles and standards that serve as a guide for the behaviour of public officials. Codes of ethics generally include ethical values and principles that are the basis of the institution they govern. They tend to be mere recommendations and do not contend enforcement mechanisms and, as such, have normally a juridical character inferior to that of the law. They are guiding norms, which provide principles that can assist public officials to solve the decision-making dilemmas that they may have to confront in their daily activities (Bar Cendon, 2000:67).

Both codes of conduct and codes of ethics are necessary to promote public trust and confidence in the ethical performance of political office bearers and public officials, eliminating or reducing unethical behaviour, providing guidelines to public officials in their relationships with fellow public officials, political office bearers and with members of the public and sensitising both serving and aspiring public officials to the ethical foundations of Public Administration.

Clapper (1999b:387) argues that the importance of codes of ethics and codes of conduct lies in their aspiration to channel the public official's personal morality and technical skills towards public service aims, in other words, public service right-doing. The ideal that must be pursued with the public sector codes is the steering of the personal morality and
competence of the public official into particularly public service goal-orientated
directions.

Codes of conduct and codes of ethics have limitations too, which have been underlined
repeatedly in Public Administration literature. The following five negative aspects
undermine the effectiveness of the codes of conduct (Chapman, 1993a:19; Kernaghan
&Dwivedi, 1983:67):

- their broad principles are often difficult to apply to particular situations
- they are difficult to enforce as they lack enforcement mechanisms in many cases
- they are difficult to apply to all departments in the public sector
- they are ineffective in dealing with systematic maladministration and where internal
  practices encourage contradictory behaviour
- they alone are not sufficient to promote ethical conduct.

A code of conduct is a statement of principles and standards about the right conduct of
municipal officials and politicians. It normally contains only a portion of a government’s
rules on local government ethics. It is therefore, a narrower term than ethical rules, which
include statutes, regulations and guidelines. It can also be referred to as a set of
principles that is adopted by associations or institutions to define specific principles for
which the institution stands. A code of conduct makes a policy selection of the basic
ethics present in general society and seeks to use them to influence a particular
institution’s definition of its actions and what kind of institution-oriented behaviour is
acceptable.

The issues discussed above, combined with the relevant sections of the Constitution and
schedule 5 of the Municipal Structures Act, 1998 (the Code of Conduct for councillors)
and schedules 1 and 2 of the Municipal Systems Act, 2000 (Codes of Conduct for
councillors and municipal officials, respectively), could serve as a basis for developing a
framework on the professionalisation of the LG sector.

1.7.3 Professionalism

“Professionalism” refers to the competence, work practices, ethos, behaviour and
attitudes typically displayed by members of such a profession. (At the general level
professionalisation is a process by which a particular occupation transforms itself into a
fully-fledged profession, exhibiting the kind of characteristics enunciated above (Professionalisation Framework for Local Government, 2013:7-8).

Among others, professionalism is described as: “... qualities associated with a profession, especially competence, skill, etc.” (The South African Pocket Oxford Dictionary of current English, 1994:761). This statement is supported by Le Bris (1997:35), who argues that the concept of professionalism is, in part, borrowed from the private sector, and it requires the public servant to fulfil his role efficiently with competence and precision, including a commitment to an ethic of product and service quality, and a need to be innovative. Ethics is seen as general and unifying, while professionalism gives pride of place to the specific vocation of each profession.

In South Africa the Batho-Pele (People first) principles were adopted by government to strengthen the people-centric approach in government service delivery efforts. Municipal managers should be mindful of the fact that local government administration operates within the public sector and therefore has to work within the prevailing political system (Chapman, 1993b:175). They should manage the interface between councillors (politicians) and officials with utmost diplomacy. It is, therefore, logical that the person who performs such a critical role should himself be a well-rounded professional. Political-administrative interface is also referred to in the literature as political administrative dichotomy.

Maserumule (2007:156) states that the dichotomy model propagates the view that politics must be separated from public administration. Svara (1998:51-52) argues that the dichotomy model holds that:

- the municipal council does not get involved in administration
- the municipal manager has no involvement in shaping policies
- the manager occupies the role of a neutral expert who efficiently and effectively carries out the policies of the council (presumably, administrators do not exercise discretion, for to do so opens the door to interpreting policy and choosing how and to what extent it will be applied).

A similar definition is that of Montjoy and Watson (1995:231), who provide what they call a ‘strict version’ of the doctrine, and they propose a ‘reinterpreted dichotomy’ that reinforces legislative supremacy while permitting a policy-making role for the municipal manager, but still helps municipal managers resist the forces of particularism.
Svara (1998:52) argues that the ‘strict’ definition is the dichotomy model. It is not conceptually possible to have a one-way dichotomy that keeps elected representatives out of administration but allows administrators to be active in policy making. Svara further argues that the dichotomy model, standing alone, is an aberration. It is associated with the dominant concepts of orthodox public administration during the twenties and thirties and is essentially different from concepts of democracy and administration that preceded and followed it.

Municipal managers should be mindful of the fact that local government administration operates within the public sector and therefore has to work within the prevailing political system (Chapman, 1993b:175). They should manage the interface between councillors (politicians) and officials with utmost diplomacy. It is therefore logical that the person who performs such a critical role should himself be a well-rounded professional. That separates him/her from an amateur.

Sinclair (1993:910) states that professionalism refers to being competent, efficient, masterly and qualified. It is most effective when it begins at the top and proceeds downwards throughout the organisational structures. It must begin as a part of an individual’s philosophy. *Towards the Professionalisation of the Local Government Sector-Report on the Consultation Held with HR Practitioners from Municipalities* (South African Local Government Association, 2012) describes professionalism as conditions that meet the expertise and behavioural requirements of any job or group of jobs based on agreed principles, norms and standards that are established by an authority in the field.

It can therefore be argued that professionalism refers to being qualified, experienced, competent and efficient. A competent professional possesses the necessary skills and adheres to the ethics of his profession and conducts himself professionally. The concepts of profession, professional, professionalism and ethics are interlinked. Professionalism also refers to maintenance of a code of conduct that requires municipal officials and politicians to behave towards clients with objectivity essential to protect the public interest and, consequently, to protect the particular profession (Mafunisa, 2001:327).

**1.7.4 Ethics**

Ethics is defined as that branch of philosophy dealing with values that relate to human conduct with respect to rightness or wrongness of specific actions and to the goodness or badness of the motives and ends of such actions (Chandler & Plano, 1988:17).
Rightness refers to what ought to be or what is acceptable and wrongness to what ought not to be or what is unacceptable to a particular society or group of that society (Kirkpatrick, 1987:580-588).

Thus concern with ethics in the LG sector focuses on what is considered the right and proper behaviour of political office bearers and municipal officials. Local government functionaries are expected to act in an acceptable, effective, efficient, accountable, proper, fair and equitable manner in the execution of their official duties.

1.7.5 Accountability

Kernaghan and Langford (1990:160) define accountability as the obligation to answer for the fulfilment of assigned and accepted duties within the framework of the authority and resources provided. Accountability involves the following elements: (i) a responsibility conferred; (ii) an obligation to report back on the discharge of that responsibility; (iii) optional monitoring to ensure accountability; and (iv) possible sanctions for non-performance.

According to Wolf (2000:35), there are five dimensions in the concept of accountability. These dimensions are:

- legal dimensions (rule of law)
- fiscal dimensions (use of public funds)
- policy and performance dimensions (meeting goals, promises, expectations)
- democratic dimensions (inter alia, democratic legitimacy, respecting democratic processes, informing and consulting legislatures, citizens)
- ethical dimensions (behaving in accordance with codes of conduct or general moral standards).

The dimensions identified above are normally all in play at the same time in local public administration, and questions can be raised in one or several dimensions. The extent to which all these virtual accountability requirements actually guide the behaviour of political office bearers and municipal officials fundamentally depends on the degree to which there is transparency in public sector institutions and efficiency of democratic institutions, including in the media. Therefore, these requirements of accountability should never be underestimated as an essential framework for the actions of public officials in preventing abuse of power, but also, in some cases, limiting the room for flexible and efficient management (Wolf, 2000:35).
1.7.6 Governance

The World Bank (1994) defines governance as the style of interaction between a government and the society whereas Olowu and Sako (2002:37) refer to this concept as a system of values, policies and institutions by which a society manages its economic, political and social affairs through interaction within and among the state, civil society and the private sector. Governance is then referred to as the activity of governing. In defining governance, the emphasis is on the exercise of authority, power or control and the tools for such are laws, rules or a system of regulations.

1.7.7 Good governance

Cloete (2000) defines good governance as the achievement by a democratic government of the most appropriate developmental policy objectives to sustainably develop a society. This is done by mobilising, applying and coordinating all available resources in the public, private and voluntary sectors, domestically and internationally, in the most effective and democratic manner. The concept good governance has eight major characteristics. It is participatory, consensus-oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimised, and that the interests of the most vulnerable in society are given attention (National School of Government, 2015:vi).

1.7.8 Local government ethics

Local government ethics refers to the determination of what is “right” and “proper” and “just” in the decisions and actions that affect people. Thus concern with ethics in municipalities focuses on what is considered the right and proper behaviour of municipal officials. The words “right”, “acceptable” and “just” are ethical terms that express a value judgment towards other people that is considered to be “just”.

The importance of ethics in LG, as in the other two spheres of government, cannot be over-emphasised. The public experience public institutions through their interaction with office bearers and officials. The manner in which these officials conduct themselves and behave towards the members of the public may engender trust or resentment. In LG, officials should, therefore, acknowledge and uphold the primacy of the public interest at all times through their actions so as to promote public confidence in the integrity of municipal services.
Both councillors, as elected public representatives, and appointed officials have to observe professional ethical principles and values in order to promote improved standards of professional behaviour and conduct in LG.

1.8 Sequence of Chapters

Chapter 1 focuses on the introduction and background of the whole study. Issues covered in this chapter include significance of the study, duration of the study, research objectives, research methodology, timelines and deliverables and a list of definitions used. It is argued that it is essential to clarify relevant definitions in order to establish a common ground for discussion.

Chapter 2 focuses on aspects such as historical development of LG in South Africa, reasons why LG has failed to deliver on their mandate, causes of ineffective service delivery, developmental LG in South Africa, challenges faced by LG in South Africa, governance failures and lack of capacity as the provenance of LG distress and the skills development strategy in the context of the South Africa Local Government Association. The chapter concludes by looking at the mechanisms for improving local government: an impartial theory of quality of government and the role played by councillors as politicians.

Aspects such as the characteristics of a profession, factors that inhibit professionalisation in LG, approaches to professionalism, the content of professionalisation of the LG sector are identified in Chapter 3 of the study. Approaches to professionalisation include the generic qualification approach, performance management systems approach, standard setting approach, the statutory association model and the non-statutory association model.

Chapter 4 focuses on types of professionalism, guiding principles for professionalisation, roles and responsibilities in terms of the professionalisation framework, framework for the professionalisation of LG, an integrated approach to professionalisation and the promotion of professionalisation through international best practice. It was concluded that the abovementioned international experiences could be meaningfully incorporated into South Africa’s existing Batho-Pele principles and other service delivery initiatives to strengthen LG’s capabilities to deliver effective and efficient services. The conclusions and recommendations of the study are provided in Chapter 5.
CHAPTER 2

SERVICE DELIVERY CHALLENGES FACING MUNICIPALITIES SOUTH AFRICA

2.1 Introduction

The Constitution, 1996, the White Paper on Local Government (WPLG) and the various LG-specific pieces of legislation, position LG as a sphere of government in its own right. Chapter 7 of the Constitution grants LG its status. This chapter focuses on the objects of LG, the status, developmental duties, establishment, powers and functions of municipalities. The composition and election of municipal councils is also dealt with.

The WPLG spells out government policy in respect of LG going forward. The WPLG and the LG-specific legislation based on it mentioned above aim at implementing LG sections of the Constitution, which began in 1999. The WPLG could be regarded as the most important policy initiatives since the negotiations at CODESA and the writing of the Constitution. It should not only be seen as an important process to improve the way LG is run, but also in implementing development policies in South Africa. This is at the heart of the notion of “developmental local government”. Developmental LG is described as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives” (White Paper on Local Government, 1998:17).

As a sector, LG is the most democratic system of government because it is at the coalface of service delivery to communities. Democratic governance demands an active engagement between government and the governed, and it requires a particular style of government (Pimstone, 1998:2). Democratic governance is also committed to the notion that all people matter equally. It is the sector that ensures the delivery of the community’s basic services such as water, electricity and sewerage. Stress should be laid on the duty of LG to address the basic needs of communities, to provide services and to engage in social and economic development.

South African Local Government Association (SALGA) is the body that represents, promotes and protects the interests of LG. It is recognised by national and provincial government as the national representative and consultative body in all matters concerning LG. SALGA’s authority rests in its general meeting and its executive committee exercises authority between general meetings and is responsible for making representations to national and provincial governments.
Atkinson (2002) concurs that the newly-modelled LG is additionally charged with the duty of being a forerunner for civic and social development, which alters their role significantly from that with which they were tasked in their fragmented past. The remodelled local government seeks to be proactive in co-ordinating service delivery activities and advancing the socio-economic well-being of the local citizens.

Pieterse (2002) is of a similar view and warns that that there have been many significant problems of an historical nature inherited by LG that need to be taken into consideration. However, in spite of these perceived challenges there is much to hope for in their future success, based on the fresh roles assigned to them, and which may now see these problems being adequately addressed. Since the transition period during 1996 and 1999 the LG in South Africa has undergone intense transformation of democratisation. This was a necessary change from administrations that were racially segregated to those that are now considered to be developmental in nature and requires the input of affected stakeholders, without unfairly attributed bias.

Buhlungu and Atkinson (2007) correctly observe that this transformation has led to a reduction in the number of municipalities that existed in South Africa before 2000 to 284 thereafter, and then subsequently, following the LG elections held in 2006, their being further reduced to 283, due to the elimination of all cross-boundary municipalities. The current figure (2018) stands at 257 municipalities reconfigured from the 2016 local government elections. The transformation of local government has sought to improve the delivery of services, which were not provided for all communities by municipalities in the past.

Furthermore, what makes the management of local government different from that of other professions is the important distinction in perceptions that they are not completely detached from public opinion. This makes activities within the local government sphere in South Africa politicised, and they must therefore also operate under extremely volatile social conditions (Cooper, 1984). The regular protest actions attest to this and need to be factored in in ensuring proper management of this important sector.

Through the tenets established in the Constitution and the subsequent legislative provisions such as the White Paper on Local Government, 1998, these bodies are empowered to function as mechanisms for the provision of basic municipal services such as electricity and water; the licensing of amenities; and the control of traffic and parking. These duties must, additionally, be carried out in such a way that local government can be seen to exert a positive influence in meeting the economic, social and basic needs of
the community. The Minister for Cooperative Governance and Traditional Affairs (CoGTA), in a speech delivered at the South Africa Local Government Association Conference on 10 June 2009, conceded that many municipalities face serious challenges. These challenges limit them in effectively discharging their duties, with public perception being that municipal employees comprise sets of incompetent staff and that they are extremely disorganised and corrupt in their operations.

In this regard, some key questions that may therefore be raised regarding effective service delivery by local government include:

- Why is local government not performing to its optimum levels?
- Why have municipalities failed to deliver upon their mandates for meeting developmental local government goals and aims, despite all the support provided to them by the national and provincial government?
- Overarching, what in local government has gone so wrong?

2.2 Historical Development of LG in South Africa

The post-1994 democratic dispensation necessitated fundamental changes to the politico-administrative and management within South Africa’s local government (LG) landscape. The greatest impact was felt within the government sector, in general, and the local government sphere, in particular (Mashumi, 2013:625) the Constitution of the Republic of South Africa, 1996, the White Paper on Local Government, 1998 and the various local government-specific pieces of legislation provide the constitutional and legislative basis for local government administration and management. Section 40(1) of the Constitution establishes three spheres of government – national, provincial and local – which are “distinctive, interdependent and inter-related”.

Pre-1994, local authorities were established along racial lines and were governed in terms of different racially-based legislative frameworks. White local authorities were established in terms of the respective former provinces of Transvaal, Natal, Cape Province and the Orange Free State (Cloete, 1988:2-15; Craythorne 1997:6; De Wet, 1991:50). Cape Province: Municipal Ordinance, 1974 (O. 27 of 1974), Natal: Local Authorities Ordinance, 1974 (O. 25 of 1974), Orange Free State: Local Government Ordinance, 1962 (O. 8 of 1962) and Transvaal: Local Government Ordinance, 1939 (O. 17 of 1939). Each draft by-law of the local government body had to be approved by the
provincial administrator (Cloete, 1988:17). Representation in municipal council was ward-based.

Local government was characterised by a great many inequalities during the apartheid era, which led to many divisions in its governance along racial and economic lines, and resulted in abject poverty, poor development, and high levels of unemployment in many localities (Pillay, Tomlinson & Du Toit, 2006). Recently, however, such issues have been addressed to a large extent by South Africa’s post-apartheid government, as a result of the process of democratisation, with the complete overhaul and recreation of local government as a separate sphere. The White Paper on Local Government of 1998 makes provision for guidelines regarding many roles, which include the rebuilding of communities in their localities, the creation of sustainable development, and the provision of social and economic developments (Ministry for Provincial Affairs and Constitutional Developments, 1998).


The dual, proportional representative and ward-based, system was introduced, for the first time in South Africa, in terms of the, the Local Government: Municipal Structures Act, 1998 and the Municipal Electoral Local Government Transition Act, 1993 (Act 209 of 1993). The Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005) regulates the relationship between the three spheres of government, as well as relations with municipalities in other parts of the world.

The Municipal Structures Act, 1998 recognises the role and participation of traditional leaders in municipal government administration. The Traditional Leadership and Governance Framework Act, 2003 (Act 41 of 2003), the various provincial traditional
leadership and governance Acts, the White Paper on Traditional Leadership and Governance, 2003 provide for, among others, the role of traditional leadership in local government affairs. The MFMA, the MPRA, the Municipal Fiscal Powers and Functions Act, 2007 and the Organised Local Government Act, 1997 deracialised and standardised the administration and management of municipalities, as well as established a uniform municipal finance management regime in South Africa.

The Organised Local Government Act, 1997, inter alia, provides: (i) for the recognition of national and provincial organisations representing the different categories of municipalities; (ii) the determination of procedures by which local government may designate representatives to participate in the National Council of Provinces; (iii) the determination of procedures by which local government may consult with national and provincial government; and (iv) the determination of procedures by which local government may nominate persons to the Financial and Fiscal Commission (FFC). The South African Local Government Association (SALGA) is an organised body of municipal councillors and has representation in the National Council of Provinces. There is no similar structure yet for, specifically, senior municipal officials. However, there are a number of unions operating within municipalities such as the South African Municipal Workers Union (SAMWU) and Independent Municipal and Allied Trade Union (IMATU).

It should be borne in mind that urban local municipalities are not the only role players within the local government sector. There are also the traditional authorities that rule over rural and traditional communities. Chapter 12 of the Constitution recognises traditional leaders and their role in the administration and management of community affairs in areas falling under their jurisdiction. Section D of the WPLG, among others, deals with traditional leadership, the role of traditional leadership at local government and the relationship between traditional leaders and LG. Chapter 4 (section 81) of the Municipal Structures Act, 1998 provides for the representation of traditional leaders in municipal councils.

In recent years government has emphasised and recognised the importance of traditional leadership and promulgated legislation to that effect. Chapter 7 of the Municipal Systems Act, 2000 provides for LG administration and human resources. Also, in terms of the Act, every municipality must develop and adopt an integrated development plan (IDP) that provides the framework for development in each municipality. Since the IDP emanates from the input generated by ward committees, it reflects the fundamental democratic expression of the wishes of members of each
community. The *Traditional Leadership and Governance Framework Act, 2003* (Act 41 of 2003) and the White Paper on Traditional Leadership provide for the status, roles, powers and functions of traditional leaders. The Department of Co-operative Government and Traditional Affairs is responsible for matters related to local government.

### 2.3 Why Local Government has Failed to Deliver on their Mandate

The Minister for Co-operative Governance and Traditional Affairs (CoGTA), in a speech delivered at the South Africa Local Government Association Conference on 10 June 2009, conceded that many municipalities face serious challenges. These challenges limit them in effectively discharging their duties, with public perception being that municipal employees comprise sets of incompetent staff and that they are extremely disorganised and corrupt in their operations.

In this regard, some of key questions which may therefore be raised regarding effective service delivery by local government include:

- Why is local government not performing to its optimum levels?
- Why have municipalities failed to deliver upon their mandates for meeting developmental local government goals and aims, despite all the support provided to them by the national and provincial government?
- Overarching, what in local government has gone so wrong?

The above constitute some of the key questions evoked in the minds of stakeholders and scholars, and which require urgent answers. The crucial question that this paper intends to answer is to identify what actually went wrong in local government that they have failed to meet their legislated mandates. The answers to this question are vital, because expectations by citizenry have not been met, and any probable answers could act as pointers in assisting to resolve some, if not all, of the challenges militating against the effective performance of local government.

Over the years, local government has been instrumental in instituting societal developments around the world. This is despite municipalities being faced with many challenges and having to deal with many disputes regarding how they operate. The Organisation for Economic Co-operation and Development (OECD, 2010) asserts that
some local governments face serious challenges, limiting them in discharging their duties effectively due to an increasing population. These challenges have not always prevented them from being one of the forerunners in providing the delivery of services to the communities they serve.

Given the existence of an extensive number of policy documents and frameworks that are supposed to ensure that local government performs at an optimal level, one is left to wonder why local government in South Africa is marked by financial mismanagement, bureaucratic ineptitude, and ineffective and inefficient service delivery. In a 2009 report released by the Department of Co-operative Governance and Traditional Affairs (CoGTA), it is affirmed that South Africa has an elaborate set of government initiatives and programmes that have been put in place to capacitate and advance municipalities in their service delivery duties and additional institutional support to ensure an efficient and effective public service.

While some progress has been recorded to this end, CoGTA (2009:4) nonetheless concedes that “it is still clear that a number of stubborn service delivery and governance problems have been identified in municipalities over a number of years; these remain consistently at the forefront of government’s developmental challenges”. Some of these priority areas according to CoGTA (2009:4) include:

- Enormous service delivery backlog challenges, for example, housing, water and sanitation
- Poor communication and accountability relationships between public office holders and communities
- Political administrative interface problems
- Lack of transparency, and corruption and fraud
- Fiscal mismanagement, e.g. negative audit opinions
- An increase in the number of (violent) service delivery protests
- Weak civil society formations
- Intra- and inter-political party issues negatively affecting governance and delivery
- Insufficient municipal capacity due to lack of scarce skills.
Various researchers and stakeholders are of the opinion that many of the challenges limiting local governments from delivering effective service can be attributed to some of the following aspects (Aminuzzaman, 2010; Department of Indigenous Affairs (DIA), 1999; Gwayi, 2010; Khalid, 2010; Tamrakar, 2010): challenging development in urban areas, insufficient funding, a lack of effective social design, weak policy institution, inadequate service delivery capacities, bureaucratic process being experienced by citizens when seeking to have services delivered by the local government, interference of the councillors in administrative process, insufficient participation by the citizens in council affairs, improper budgeting and alignment to national financial plan, leadership problems, lack of adequate staff capacity, lack of resources, land management, diversion of local authority resources by the national government, limited statutory powers of the LGs in implementing policies, lack of rules and regulations, inefficient monitoring and evaluation, political issues, lack of accountability and lack of community engagement.

Some scholars also attribute many of these problems to inexperienced managers who lack the skills required to perform their tasks (Koelble & Lipuma, 2008); poor support in an overseeing capacity from the national government (Atkinson, 2007), the emergence of local government according to reforms that call for decentralisation, and the slow rate at which these reforms occur, which often result in their poor institution (Olowu & Wunsch, 2004).

Similarly, the above identified challenges are supported by Sarshar and Moores (2006) in their study conducted in the United Kingdom (UK) where they highlight some of the challenges being experienced by the local governments in discharging their services as lack of strategic awareness, capacity problems, monitoring and evaluation, and poor management and co-ordination. The issues surrounding poor service delivery by the South African local government after 20 years of democracy is the focus of the paper by Mdlongwa (2014), who identifies the following issues: a lack of skills and capacity; corrupt practices; lack of adequate funding in some municipalities; inadequate community participation due to lack of awareness; and a lack of developmental project execution.

2.4 Causes of Ineffective Service Delivery

Understanding the reason why LGs have not been able to deliver on their mandate in providing effective service delivery to their citizens is the core message of a paper by
Pretorious and Schurink (2007). These authors used an interviewing method at an LG area in Gauteng South Africa to assert the various challenges limiting them from providing effective service delivery to their citizens. The findings of the study indicate, among others, that the following factors could be the cause of poor service delivery in this municipality:

- Political and unethical behaviours
- Lack of institutional structures that will support service delivery
- Lack of infrastructure
- Lack of co-ordination
- Non alignment of priorities to the integrated development plan
- Lack of management oversight in appropriation of funds for projects
- Lack of clearly defined roles and responsibilities.

Subsequently, the results of their study led to the development of a proposed conceptual framework, the “Retro Advanced Leadership Model” containing four pillars, namely, management, legislative imperatives, achieving realistic goals and continuous maintenance and monitoring of achievement to be used as a guidance for promotion of quality service delivery in the LG.

Further recommendations include increased involvement of non-governmental organisations (NGOs) in carrying out awareness and education of citizens, punishing corruption of officials to increase public confidence and perception about the LG, and encouragement of public participation through adequate engagement, and adherence to rules and regulations mandating them to provide services to their citizens.

2.5 Developmental Local Government in South Africa

The advent of inclusive democracy in South Africa in 1994 brought about political transformation and institutional reforms that were intended to deal with the socio-economic and developmental challenges that the country faced (Centre for Policy Studies, 2010). Often referred to as developmental LG, the name overtly suggests that one of the major roles of local government is to aid or extend the reach of development to a local sphere of government.
As Koma (2012) suggests, the role of local government in South Africa is to extend the benefits of democracy to all. Similarly, Mogale (2003:231) speaks to the developmental role of local government in his submission. He reports that the demise of apartheid concomitantly led to the creation of a democratic form of local government. An important duty of this newly established structure is to transform the hope of the majority of the poor and previously marginalised South Africans into tangible, material improvements. The practicality of such transformation would be a visible improvement in their living and working conditions.

Essentially, the above position held by Mogale (2003) supposes that in fulfilling its developmental mandate, local government ought to make practical efforts to eliminate the physical and economic discrimination that was the hallmark of apartheid. To reiterate, local government should create opportunities for its constituents and this should effectually lead to poverty eradication and an improvement of the lives of the people.

In addition, local economic development (LED) has also been described as one of the core functions of LG. LED, as a developmental policy, is conceptually hinged on the “idea that local mobilisation of actors and resources, building a convergence of interest around the competitive advantages of localities and building the capacity for economic actors to take up economic opportunities may arrest the damaging effects, and enable exploitation of the opportunities, created by new market conditions” (Hindson, 2003:145).

Making local government the locus of such a developmental approach is particularly felicitous as Malefane (2009) suggests that through local economic development, an opportunity is provided for a municipality, the private sector and community-based groups to work together. Enhancing competitiveness and concomitantly encouraging local economic growth are identified as the aim of such collaboration.

Helmsing (2003:64) similarly describes LED as a course of action in which LGs go into partnerships with both community-based groups and the private sector. This tripartite partnership “is established to manage existing resources to create jobs and stimulate the economy of a well-defined territory. It emphasises local control, using the potentials of human, institutional and physical resources. Local economic development initiatives mobilise actors, organisations and resources, develop new institutions and local systems through dialogue and strategic actions”. Arguably, thus, LED can be described as a policy for poverty reduction and bridging the inequality gap by using the local government to develop the local economic base of an area.
The LED as a mechanism for development is further articulated in the following principles described by the Department of Co-operative Governance and Traditional Affairs (formerly known as Department of Provincial and Local Government) (Department of Provincial and Local Government, 2001):

- Job creation and poverty alleviation should be the priority of LED strategies
- The target of LED efforts must target previously disadvantaged people, marginalised communities and geographical regions. LED strategies should allow them to participate fully in the economic life of the country
- Involving local, national and international partnerships among communities, business and government LED strategies should lead to the creation of joint ventures and build up local areas
- LED must be developed as an approach that is best suited to a local context involving the integration of diverse economic initiatives in a comprehensive approach to local development.

The role of local government as a propellant of development, according to Hindson (2003), is to create and provide an environment that enables such development to take place. A similar view is shared by Koma (2014:4) who avers that local municipalities have a crucial role to play in attracting investments from the private sector. The preceding view stems from the understanding that “many of the important variables that determine whether a private company decides to invest in a particular area are the responsibilities of a municipality” (Koma, 2014). By providing access to land for development, building local transport and communication infrastructure “serviced sites, specialised waste disposal facilities, access to trained staff, educational facilities, and housing and recreational amenities to attract and retain skilled staff” (Koma, 2014). Importantly though, while municipalities create an enabling environment for investments, there should be a balance between this and the needs of the local community.

It suffices to say that one has to place all discourses of the developmental LG in South Africa in situ the developmental characteristic of the South African state. This is of particular importance because literature is replete with suggestions of the characteristics of a developmental state. Take for instance the typology of an ideal developmental state coined by Koma (2014:6).
The following are the ideal characteristics of a developmental state:

- A state with a vibrant and good bureaucratic mechanism and that intervenes in the economy so as to promote development. The local sphere of government is understood as an integral part of public administration that is also required to be effective in its duty of public service delivery.

- Another important and distinguishing characteristic of a developmental state is a strong state capacity. The creation of a state with a strong capacity is achievable developing a frugal, efficient and effective bureaucracy; staffed by innovative and competent citizens. With regard to the character of public service in Africa, Edigheji (2009) underscores the need for recruitment to be merit-based rather than based on patronage or religious affiliation. A similar view is shared by Silvester (2012) who stretches her view on the need for a merit-based public service to include the use of employee selection criteria in the field of political recruitment.

- The needs of the marginalised, the poor and the previously disadvantaged should be at the forefront of state initiatives and policies; a concerted effort must be made to address the socio-economic needs of the entire population.

- A vibrant and democratic state that grounds its legitimacy in its capacity to foster development, economic growth and the attendant improvement of the lives of its citizens.

The developmental mandate of local government is further established in the 1996 South African Constitution. Section 152 describes a developmental state in which municipalities are given the mandate to undertake a greater and significant role in economic and social development (Koma, 2014:12). In addition, the promulgation of the Development Facilitation Act, 1995 (Act 67 of 1995) (DFA) established a foundation for the development of a clear framework of development and transformation of the fragmented and unequal structures inherited from apartheid. The institutionalisation of local government was premised within an “integrated development approach in the country” (Development Facilitation Act, 1995 (Act 67 of 1995).

Another important process that has been put in place to ensure that LGs are able to achieve their developmental mandate is the Integrated Developmental Policy. In Caesar and Theron (1996:90), the IDP is described as a process through which LG notices issues and sectors in relation to one another and incorporates all possible efforts geared
towards addressing the needs of its constituents with a special focus on the poor and marginalised. Essentially, the IDP as a process adopts a holistic approach to planning that takes into account and integrates all aspect of local government (the economy, social issues, institutional and spatial issues). This description implies that the IDP “is a structured plan to be followed in future, with a common agreement on action to be taken on the integration of different sectors in order to achieve set goals (Caesar & Theron, 1996:61).

The integrated development planning is of particular importance to this analysis as some of its essential roles:

- To setting out the vision, needs, goals, priorities and strategies that are supposed to guide the vision and the developmental plan during the tenure of a particular municipal council.
- Under the purview of the Municipal Systems Act, 2000, and in order to ensure that the trajectory of development stems from the needs of a particular community, both the content and the process of drafting the IDP must include inputs from the community.
- IDP importantly serves as a framework that guides the drafting of an LG’s budget.
- IDP is importantly and closely linked to the performance management system (PMS) of a municipality it serves as a tool through which the performance and the progress of a municipality is assessed.
- More than just a plan, IDP is also a strategic instrument, a management tool and a method of running a municipality (Carrim, 2001:1-2). For Koma (2014:22), the IDP “is a comprehensive and sophisticated tool for assessing municipal service delivery and infrastructure development”.

Essentially, it is important to highlight the fact that South Africa has several policy documents (a case in point, the 1998 White Paper of Local Government and the Municipal System Acts of 2000), mechanisms and the Constitution of the country that can be said to provide comprehensive and coherent guidelines on how LGs are to serve as tools for development and the attendant improvement of the lives of the citizens. In the subsequent section, some of the factors that mitigate the developmental mandate of LGs will be succinctly explored.
2.6 Governance Failure and Lack of Capacity as the Provenance of LG Distress

There are many views as to the reasons behind municipalities’ challenges in delivering effective municipal services. The most popular beliefs are that councillors and municipal officials are corrupt. The media play a prominent role in the reporting of stories regarding the goings-on within municipalities. The then Minister of CoGTA, Pravin Gordhan, bemoaned what he termed rampant corruption in municipalities: “What makes poorly functioning municipalities is … committees not meeting as they should, fraud and corruption” (Sowetan, 2014).

The limited financial sources available to LGs are a great constraint to municipalities’ ability to finance and provide goods and other critical municipal services to their communities. The Municipal Finance Management Act, 2003, the Municipal Property Rates Act, 2004 and the Organised Local Government Act, 1997 provide for how municipalities should raise their revenue, its uses and the accounting for the use thereof. In view of the fact that revenue sources for municipalities are limited, in terms of the latter Act, LG has a representation in the FFC wherein it can place its request for “equitable share” from revenue collected in taxes and other levies at the national and provincial government spheres.

Madumo (2015) argues that local government is inundated with challenges and these are directly and causally linked to bad governance. In concurrence is the affirmation by Thornhill (1995) that a local government’s success is measured by the quality of services it renders to the community by officials acting on behalf of the municipal council. While both Madumo (2015) and Thornhill (1995) suggest that the problems of local government stem from insufficient funding; this problem is further compounded by unethical practices by local government officials.

Another argument with regard to the challenges faced by local government is propounded by Mokhethi (2013), who suggests that a shortage of skills and administrative ineptitude are some of the major impediments to quality service delivery across most municipalities in South Africa. Furthermore, the shortage of skills and bureaucratic ineptitude is as a result of the common practice of appointing service providers based on nepotism or the influence of politicians. This practice effectually interferes with accurate supply chain processes. In some cases, municipal managers have been suspended by the municipal council because of their refusal to appoint service providers that the politicians favoured (SA Local Government Research Centre, 2014b:21).
Patronage, lack of political leadership and political interference were also accentuated with regard to the governance challenges faced by South Africa’s local government by the Department of Performance Monitoring and Evaluation (DPME) (2014). According to the DPME (2014:30-31), the inefficient and ineffective administrative (governance) challenges faced by local government in South Africa are attributed to:

- susceptibility to political interference
- poor (political and administrative) oversight and weak compliance
- inability to respond to complex policy demands and expectations
- huge variables in spatial location, skills base and socio-economic legacies
- service failures by municipalities due to uneven and unstable governance.

In addition to the above, Koma (2010:114) holds the view that deficiencies in administrative capacity and institutional performance negatively influence local government performance in South Africa. A bifocal definition of capacity found in Koma (2010) is of importance to this study. According to Koma (2010), a broad definition of capacity is the "availability of and access to concrete or tangible resources (human, financial, material or technological) and having the knowledge to implement policies and the delivery of public services".

Koma’s bifocal definition of capacity is further divided into individual and institutional capacities. Koma (2010:115) describes individual capacity as "the potential and competency, or lack thereof, found within a person, normally reflected through his or her specific technical and generic skills, knowledge, attitudes and behaviour accumulated through forms of education, training, experience, networks and values”. Institutional capacity, on the other hand, refers to “the potential and competency, or lack thereof, found within organisations. It includes human resources, strategic leadership, organisational purpose, institutional memory, internal confidence, partnerships, intergovernmental relations and functions, infrastructure and financial capability”.

A failure or lack thereof of capacity in South Africa’s LG is underpinned by the metaphoric square pegs in round holes. To substantiate, in a report published by Local Government Sector Education and Training Authority (LGSETA) in 2007, it was estimated that about 31% of municipal managers do not have qualifications commensurate with their responsibilities. This means that over a quarter of municipal managers hold qualifications other than those related to finance, public administration, planning and development.
Again, about 28% of chief financial officers in municipalities do not hold finance-related qualifications. Equally, 35% of technical managers do not have the required engineering qualifications.

In a 2009 report on the state of local government published by the Department of Cooperative Governance and Traditional Affairs (CoGTA), the same concern about governance and lack of capacity is raised. The report opines that political leadership is at the core of the effective functioning of municipalities. With regard to governance, the overarching question during the assessment process centred on the effectiveness, capability and integrity of the local political council leadership. Key symptomatic type questions looked at the nature and extent of maladministration and corruption and how deeply they have been contributory factors to the negative performance of administrations and councils.

Other causal factors of distress in local government governance capacity pointed to:

- tensions between the political and administrative interface
- poor ability of many councillors to deal with the demands of local government
- insufficient separation of powers between political parties and municipal councils
- lack of clear separation between the legislative and executive
- inadequate accountability measures and support systems and resources for local democracy
- poor compliance with the legislative and regulatory frameworks for municipalities (CoGTA, 2009:10).

The National Development Plan (NDP) (2012) also highlights that there is unevenness in capacity of LGs and that this can have a negative impact on a municipality. The negative impact of this includes a heightened tension at the political-administrative interface. Unevenness in capacity negatively correlates with instability in the administrative leadership and skills deficits. This could in turn lead to an erosion of accountability and authority, weak organisational structures and low staff morale. These weaknesses in capacity and performance are more accentuated in historically disadvantaged areas, where state intervention is most needed to improve people’s
quality of life. Additionally, it is suggested that the public service is generally becoming increasingly inexperienced and the number of years that employees spend in local government has decreased. This trend suggests a failure on the part of the public sector to attract and retain people once they have gained experience.

Essentially, the negative effects of poor governance and lack of capacity are often visible. This means that the use of managers without the right capacity (knowledge, skills and ability) is a weakened administrative arm, and results in inefficient and ineffective service delivery and financial mismanagement, among other things. Madumo (2015:163-164) suggests the following are necessary for enhancing local government capacity in South Africa and to concurrently ensure effective and efficient delivery of public services and for local government to achieve optimal level of service delivery:

- There should be a clear cut distinction and demarcation of roles and responsibilities between politicians and administrators; this is in order to ensure that each one does not act in ultra-vires when delivering services in line with the Municipal Structures Act, 1998 as amended.

- A weighty emphasis should be placed on the use and application of knowledge and technology for economic growth and development.

- There should be better interaction between national and foreign capital by increasing the developmental impact of foreign direct investment.

- A more stringent mechanism for wasteful and fruitless expenditure in municipalities should be implemented. This is in order to ensure that unethical practices in local government are curbed.

- Financial misconduct regulations in line with the Medium Term Revenue Expenditure Framework and Treasury Regulations should be ensured.

- There should be constant pursuit of democratic ideals.

- A single framework that would be applicable as performance indicator for municipal officials across the country should be created. Often, officials fail to perform not as a result of lack of capacity, but because they do not expect any punitive action against them.

In addition, one way of addressing the shortage of skills/lack of capacity and the governance problem facing local government in South Africa is, firstly, to implement
policies and frameworks (for example, the *Local Government Staff Regulations, Municipal Systems Act* and the *Public Administration Management Act*) that have been put in place with regards to skills development capacity. Secondly, in reference to governance, it is important that in the context of South Africa’s local government, new forms and principles of good governance need to be explored and implemented. Additionally, an evaluation of the effectiveness of formal principles for good governance within the South African local government alongside service delivery is required. All these issues will be delved into in-depth in the subsequent sections.

2.7 Skills Development Strategy in the Context of South Africa’s LG

Arguably, the problems facing South Africa’s local governments stem from a lack of or insufficient policies or guidelines with regards to skills and capacity building. Bad governance and a failure of implementation as this study maintains are at the core of local government failure. A case in point is the *Skills Development Act* of 1998; this policy document was promulgated in order to develop the skills of South Africa’s work force. In spite of the existence of such a document and an array of similar policy documents that pertain to skills development in South Africa, Cloete *et al* (2014) aver that skills development in South African municipalities is in potential crisis. These authors’ work established that *inter alia*, incompetent skills development facilitators are an important cause of poor skills development practices in municipalities.

To reiterate, a major supposition of this study is the view that the problem of inadequate skills in South Africa’s local government and the resultant negative effects is not as a result of inadequate polices, it is rather a failure of implementation due to a lack of political will. As a consequence, the study holds that while some of the policies adapted by South Africa to this end provide an ideal framework for developing local governments’ administrative and other competence, there is an urgent need for a stringent implementation of such policies.

Koma (2015), in proffering solutions to the problem of skills shortages and lack of capacity in local government, adopts a human resource approach. According to him, in appointing staff for executive positions in municipalities, recruitment should be conducted with section 72 of the *Competency Guidelines for Municipal Managers and Managers directly accountable to Municipal Managers* published as Notice 347 of 2007 in terms of the *Municipal Systems Act*, 2000 as a frame of reference. Reason for such,
according to Koma, is underscored by the fact that under a senior management competency framework, a strong case is made for eleven generic managerial competences (strategic capability and leadership; programme and project management; financial management; change management; knowledge management; service delivery innovation; problem solving and analysis; people management; client orientation and customer focus; communication and accountability; and ethical conduct). Implicitly, there is an implication that by adopting the use of such standardised criteria for employing executives in municipalities, an improvement of the overall capacity of municipalities to fulfil their legislated obligations will be made possible.

Cloete et al. (2016:1-3) similarly address the issue of skills development and capacity building in local government from a human resource development locus. These authors identify the following as challenges to skills development across local governments in South Africa: knowledge pertaining to ethical values that support skills development, weak/poor awareness and understanding of HRD policy/plan by employees, poor, practising of skills development by municipalities, lack of departmental skills plans, ineffective functioning of consultative committees and poor support by stakeholders.

2.8 Improving Local Governance: An Impartial Theory of Quality of Government

As indicated, governance is cited as one of the challenges facing LG in South Africa. The pertinence of good governance is supported in the view expressed by Cloete et al. (2016: 89) as they suggest that one way to enhance the capacity of municipal managers is “to motivate for senior managers to attend a course such as HRD for good municipal governance. This could and should be extended to all line managers, HR departments and employee representative bodies”.

For Maloba (2015), through promoting good governance practices, a municipality’s institutional capacity is developed and an efficient and effective service delivery is promoted. Maloba (2015:1) argues that good governance in South Africa is central to the government’s mechanism for poverty alleviation efforts and for stimulating the effective implementation of development which reflects organisational development and service delivery through local government. For Koma (2010:118), “the ability of municipalities to put in place and enforce anti-corruption and good governance measures and critical similarly financial viability and adequate financial management systems are important prerequisites for effective municipal service delivery”.
Broadly conceptualised, good governance is described as the achievement by a democratic government of the most appropriate developmental policy objectives to sustainably develop its society (Cloete, 2000). This is achieved through “mobilising, applying and co-ordinating all available resources in the public, private and voluntary sectors, domestically and internationally, in the most effective, efficient and democratic way” (Maloba, 2015:13). Another important way to conceptualise good governance is to describe the opposite – that is what good governance is not.

The nature of politics in Africa is quite instructive to this end as Olowu (2000:162) submits that:

> Political life in Africa as in other Third World regions is characterized by patron–client relationships. The public sector becomes an instrument for building public support for factions that are competing for power … The public sector is therefore dysfunctional in serving the public, but critical to the survival and sustenance of those who wield executive power … as a result … the public services lack even the basic meritocratic features of efficiency, productivity, and other universalistic values.

Writing in a broader context, Diamond (2007:19) shares a similar view with Olowu as he argues that:

> There is a specter haunting democracy in the world today. It is bad governance—governance that serves only the interests of a narrow ruling elite. Governance that is drenched in corruption, patronage, favouritism, and abuse of power. Governance that is not responding to the massive and long-deferred social agenda of reducing inequality and unemployment and fighting against dehumanising poverty. Governance that is not delivering broad improvement in people’s lives because it is stealing, squandering, or skewing the available resources.

One major inference that can be made from the two citations above is that good governance, among other things, should be impartial. Impartiality suggests appointment based on merit as opposed to patronage. Impartiality implies the exercise and execution of one’s public position objectively and transparently. Implicitly, impartiality also means governance or the exercise of public authority under the purview of the law, in line with stipulated legislations and frameworks. Impartiality essentially means to act unaffected by specific sorts of considerations – such as special relationships and personal preferences. It is to treat people alike irrespective of personal relationships and personal
likes and dislikes. Impartiality does not mean to act freely or indifferently, it simply means to act in an objective manner following certain laid down principles.

To promote an impartial government is very important in the context of South Africa’s LG because as the 2009 dossier released by CoGTA affirms, one of the major challenges facing local government in South Africa is that “a culture of patronage and nepotism is now so widespread in many municipalities that the formal municipal accountability system is ineffective and inaccessible to many citizens” (2009:11). Given the preceding, if LG officials are recruited based on the norm of impartiality, which means that factual merits for the job in question is what decides recruitment and promotion, this will lead to higher state capacity, which in turn will lead to increased levels of human well-being (Rothstein, 2012).

2.9 Role Played by Municipal Councillors as Politicians

It is imperative to identify the primary role of councillors. While this may be prescribed, it may also be necessary to investigate how councillors themselves identify with such a legislated role. For example, an international study conducted by Black (2014) shows interesting views of city councillors within the San Francisco Bay Area in the United States of America with regard to how they perceive themselves as being either politicians or public servants. The findings for this study indicate that, of the 435 city councillors interviewed, more than half (54 percent) indicated that they do not see themselves as politicians, and as such, do not require any prior political administrative skills.

The findings for the above study titled *Theory of Professionalization in Politics* (2014) further show that 10 percent of the public, members of which were also polled, assume that city councillors are politicians, with 62 percent indicating that they view them as civil servants, and only 28 percent regarding them as ordinary citizens. While this study is from a different country, it provides important lessons for a need to maintain continued engagements with key stakeholders within the local government sector.

Arising from these study results, on the one hand, it was also observed that those viewing themselves as politicians may have originated in large cities. On the other hand, those viewing themselves as non-politicians might possibly have had their origins in the local area in relation to the study’s goals and could possibly account for the fact that some councillors did not regard themselves as politicians. What is even more compelling to learn from study findings of this nature is that roles and positions need to be
professionalised through the development of a framework. This is necessary and could be used to guide their professional behaviour by providing them with the necessary uniform sets of rules, regulations and professional ethics to observe in achieving their mandates.

This is of particular importance for encouraging such individuals to become more focused and proactive in their roles and responsibilities. These employees should also conduct themselves in accordance with the professional codes of ethics, the immediate benefit of which is that they will tend to be more focused on the delivery of service in a professional manner. Based on these set standards, this could lead to achieving satisfaction regarding the delivery of basic municipal services to citizens receiving them.

2.10 Concluding Remarks

Local government is of importance to societal development the world over, because it is at this level that citizens of all countries are able to influence the functioning of government. Whatever occurs at LG, frequently impacts immediately on the communities that these administrative organs of state serve. It can therefore be assumed that this type of association of LG with civil development is one of an intimate nature, which directly affects local communities, and all other stakeholders within their respective jurisdictions.

Atkinson (2002) argues that LG holds a mandate in carrying out many functions of a broadly-ranging civic nature within limited budget allocations. These results in local government are subdivided into smaller areas of responsibility, and with consideration for the fact that it is an organ of the government charged with the responsibility of coordinating as many issues as possible, despite the limitations of their single-policy national mandate. Based on this belief, it is important to note that expectations for local government to perform are therefore normally set high.

Local government, as defined by Van der Waldt (2006), is that arm of government established to reside in locale in order to manage community matters by attending to the social and economic interests of those situated there. Van der Walt further emphasises this point in stating that LG is generally seen to be placed at the forefront of public-sector service delivery. Thornhill (2008) supports this notion by arguing that LG is frequently the first point of contact for service delivery by those who are its recipients, and as such, can be viewed as that arm of government that is located closest to local citizens in providing for the requirements of particular communities.
Over the years, LGs have been instrumental in instituting societal developments around the world. Currently, they continue to be faced with many challenges and have to constantly deal with many disputes regarding how they operate. The challenges have not, however, prevented them from being one of the forerunners in providing for the delivery of basic services to the communities they serve.

In many developing countries, citizens at local levels appear to have lost their trust and confidence in the abilities of local government officials to deliver necessary services. However, in many developed countries as highlighted in a 2008 study conducted in the United State of America through the Gallup Opinion Poll, indications are that at least 72 percent of its respondents confirmed that they trust their local governments.
CHAPTER 3
CONCEPTUAL FRAMEWORK FOR PROFESSIONALISM WITHIN LOCAL GOVERNMENT

3.1 Introduction

Professionalism imbues its practitioners with a public service ideal and code of ethics, that is, internalised standards. To this way of thinking, professionalism becomes the basis for a version of virtue or character ethic. Professionalism can also offer a basis for the external version of ethics, i.e. often local public administration practices have been directed at external control (Cooper, 2001:294). These controls include national legislation such as the Public Protector Act, 1994 (Act 23 of 1994) and institutional mechanisms such as the Public Service Commission (PSC).

The depth and breadth within local public administration literature on external controls should be applauded. However, it is unclear whether such theoretical formulations make an appreciable difference in the internal standards and norms of practising local public administrators. When joined with a code of conduct and the oath of office of solemn affirmation, professionalism establishes a value system that serves as a frame of reference for decision making and creates a special form of control conducive to high work standards.

According to Cooper (2001:294), there is a clear consensus that the preferred role model for both aspiring and current public servants is that of the professional. To be professional is to be ethical. Thus, the association between professionalism and ethics is strong within local public administration. Ethics is general and unifying whereas professionalism gives pride of place to the specific vocation of each profession. For the manager in contact with the public, it is the quest for the greatest level of customer satisfaction (Le Bris, 1997:24).

There is no short answer to the question as to whether public administration (hence local public administration) is a profession or not. This part of the discussion attempts to establish whether it is a profession or not, using some of the above characteristics as points of departure.
3.2 Characteristics of Profession: The Case of Local Public Administration

Thornhill and Hanekom (1995:196) describe a profession as an occupation that involves intensive education and training at an acknowledged higher educational institution; mental rather than manual work; specific prescribed training to gain entry into the profession; a code of conduct, the violation of which may lead to expulsion, and a monopoly in a specific field of activity.

3.2.1 Intensive compulsory training at recognised training institutions

A professional person has mastered a body of knowledge and acquired operational skills through specialised education enriched by career experience. This body of knowledge combines theory and practice (Esman, 1991:149). For an occupation to be called a profession, professionals should have received intensive training or education at recognised training or educational institutions. The compulsory education and training must serve as a prerequisite for entry into the profession. This characteristic of a profession is in most part lacking in public administration. There is no general post-school qualification recognised as the minimum requirement necessary for entry to any post in any department of any public service. There is no clarity as to the utilisation of Public Administration graduates/diplomats in the public service (Thornhill & Hanekom, 1995:201).

3.2.2 Existence of a code of conduct enforced by a statutory body

Chapman (1993a:18) defines a code of conduct as a statement of principles and standards about the acceptable conduct of employees. It normally contains only a portion of a government’s rules on public service ethics and is, therefore, a narrower term than ethical rules, which include statutes, regulations and guidelines. Professionals should maintain a code of conduct that requires them to behave towards clients with the objectivity essential to protect the public interest and consequently to protect a particular profession. They adhere to a code of conduct that specifies the overall responsibility, interacting with clients and other professionals, and accountability for their actions (Rainey, 1991:150). As indicated earlier, written codes of conduct for municipal councillors and staff members are provided for in Schedule 1 and 2 in Local Government: Municipal System Act, 2000 (Act 32 of 2000).
3.2.3 Organising into professional association

At some point in an occupation’s progression to professional status an association is formed. The functions of such professional associations are to organise their members, raise the status and enhance the service potential of their members through the development of education, research and the conditions of service, undertake research into all aspects relating to the profession, and communicate the findings to members and the authorities (Searle & Pera, 1992:79).

Professionalisation started almost simultaneously with the emergence of Public Administration as a field of conscious inquiry. An organisational lineage in the early stages of the process of professionalisation can be traced to the South African Institute of Public Administration, which was established in 1993. It was established for the promotion of the practice of public administration and research into the field of study of the discipline of Public Administration. It has, since 1999, been replaced by the South African Association of Public Administration and Management (SAAPAM).

The mission of SAAPAM is to encourage and promote good governance and effectual service delivery through the advancement of professionalism, scholarship and practice in public administration and management. Its objectives include promoting excellence in the theory and practice of public administration and management by promoting the ethical conduct and accountability of its members, and providing a variety of services including publishing a journal to disseminate information and serve an educational purpose (SAAPAM Annual Report, 2000:1-2). The founding of SAAPAM represented a shared sense of professionalism. Therefore, although membership is not limited to public administrators, the characteristic of “organising into professional association” exists.

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At its establishment in 1996, the Institute for Local Government Management (ILGM) had, as its core focus, the empowering of municipal employees with the necessary financial management, human resources management, administrative and leadership
skills. The ILGM was at the time touted as a successor-in-title of the Institute of Town Clerks (ITC), its predecessor. However, developments in subsequent years showed that the foci of the two organisations were not in tandem. Whereas the ITC was a professional body of town clerks, who were the then chief executive and administrative officers of municipalities, the ILGM is more of a voluntary association for municipal employees who are not necessarily administrative heads of their respective municipalities.

In spite of the recognition bestowed upon ILGM as a professional body for the purposes of the National Qualification Framework (NQF) by South African Qualifications Authority in November 2013 it is not “professional” as was the case with the former ITC. The ILGM also claims to be representing section 56 and 57 managers (provided for by the Municipal Systems Act, 2000). Two pieces of legislation regulated, thus “professionalising”, the position of the town clerks, namely, the Profession of Town Clerks Act, 1988 (Act 75 of 1988) and the Remuneration of Town Clerks Act, 1984 (Act 115 of 1984). In terms of the former Act, membership of the ITC and registration with the Town Clerks Council, were requirements for appointment to the position of town clerk. Both Acts were repealed in 1996 which effectively “de-professionalised” the profession.

Over the years, various professionalisation initiatives have been embarked upon by SALGA and a number of other institutions operating within the local government sector, such as the Institute of South African Municipal Accounting Officers (ISAMAO), ILGM and Chartered Institute of Government Finance Audit and Risk Officers (formerly the Institute of Municipal Finance Officers). SALGA has created a municipal managers forum, which deals with municipal managers’ interests within SALGA. These arrangements cannot be understood to be “fully” professionalising local government unless, of course, the term “professionalising” is given a loose meaning, bearing in mind the clarification of the term “profession” discussed above. In this sense, only municipal employees could be regarded as pursuing and practising a profession strictu sensu. Councillors as elected public representatives are not pursuing a profession but a political career.

It can be argued that the professionalisation of local public administration should be regarded as both a challenge and opportunity in the promotion of effective service
delivery by municipalities (Mashitisho, 2014:80-81 & Mashumi, 2013:636). However, as far as professionalising the position of the municipal manager is concerned, the path of recognition, rather than the legislation route along the lines of the Profession of Town Clerks Act, 1988 should be preferred. A professionalising body will be invaluable as the institution will act as a valuable medium and influence towards a high uniform standard of service throughout the country (Evans 1991:185). This route has been effectively used by bodies such as the South African Institute of Chartered Accounts (SAICA) and the law societies that govern the legal profession.

It could be deduced that although local public administration does not possess all the characteristics associated with a profession, in some areas progress has been made to such an extent that professionalism has been established. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), which provides for codes of conduct for municipal councillors and employees, serves as an example of efforts to promote professionalism in local public administration.

3.2.4 Monopoly in a particular field of work

Professionals largely monopolise the activities of their profession (Hanekom & Thornhill, 1986: 87). According to Searle (1987:122), the classification of an occupation as a profession gives it a particular status, for it implies special expertise and moral probity, which justifies protection against competition in the labour market, ensuring a monopoly for the occupation.

Local government administrators do not have the monopoly of administrative functions. The administrative functions are policy making, organising, financing, staffing, and determining work procedures and control. Professionals recognised in most parts of the world, as such, use the administrative functions in giving effect to co-operative action. Thus, it could be argued that administration is a generic function and thus universal. The diagnosing, treatment and prevention of diseases by medical doctors are functional activities, but performing the administrative functions serves as a support function. Administration for all professionals is to a large extent limited in scope. In most cases the support service is clerical. Clerical work refers to the work of bookkeeping, registration, accounting, internal communication and recording (Coetzee, 1991:7).
3.2.5 Intellectual rather than manual work

Professionals generally perform intellectual rather than manual work. Public administrators deal with intellectual rather than manual work (Hanekom & Thornhill, 1986:89). Public administrators’ tasks focus on the administrative and auxiliary functions. The latter functions include planning and research. These functions are required to ensure that functional activities, which require, for instance, manual labour, in the construction of public buildings, are carried out. The latter level of labour may also require a particular mental ability, but is aimed at utilising skills to achieve a goal that is most often of a physical nature, e.g. construction or building.

The above characteristics of a profession serve as standards that indicate that public administration is not yet a profession. The main reason is that one of the primary characteristics of a profession, namely, intensive training at an acknowledged tertiary training institution as a pre-requisite for entry, is still not a pre-condition for appointment in an administrative post (Thornhill & Hanekom, 1995:202).

3.3 Approaches to Professionalisation

The School of Government UWC (2012:52-55) highlights various conceptual approaches that can be or have been used to professionalise LG, with a focus on the professionalisation of senior management. These conceptual approaches are identified and discussed in the paragraphs that follow.

3.3.1 The generic qualifications approach

The first approach to professionalisation is one whereby government introduces qualifications and sets standards that are not specific to LG but which are used by the LG sector. These standards are applicable to both the public and the private sector and to all relevant occupations. The national government is responsible for the registration of these national standards and qualifications as well as for ensuring compliance with provisions for accreditation.

Adherence to these standards is generally enforced by a national ministry responsible for education and training together with an agency established to ensure integration in education, training and development. This agency plays an overarching role in the regulation and quality assurance of the overall education and training landscape.
3.3.2 Performance management systems approach

Another approach to professionalisation is the performance management system in which the performance of officials is planned, reviewed, improved and rewarded without necessarily emphasising the issue of entry requirements. If national government takes responsibility for regulating such performance managing systems (which is often not the case), this is usually done through legislation prescribing a framework for performance management. However, each organ of state must establish the necessary structures to manage and operate the system. Mdluli (2015:6) argues that performance management is the process of creating a work environment in which officials can perform to the best of their abilities. It is a developmental tool for the South African local government, as stipulated by the Constitution.

South Africa is following this approach through the guidelines and regulations contained in the Municipal Systems Act, 2000 and, in particular, the DPLG’s Municipal Performance Regulations, 2006. One of the main problems with this approach to professionalisation has been its ‘lukewarm’ nature in that it does not insist on forthright sanctions for substandard performance or misconduct. For example, performance agreements are not always signed and often not enforced. Secondly, the performance management system is only applicable to the top echelons of municipal officials. The legislation does not prescribe performance management practices at the employee levels lower than section 56 and 57 managers. As such, the varied responsibilities and contractual arrangements with staff present a challenge in creating a unified performance management culture and an objective system of managing performance across employee levels.

3.3.3 Standard setting approaches

Standard setting is the methodology used to define levels of achievement or proficiency and the cutscores corresponding to those levels. A cutscore is simply the score that serves to classify the students whose score is below the cutscore into one level and the students whose score is at or above the cutscore into the next and higher level (Bejar, 2008). The standard setting approach to professionalisation relates to a system in terms of which the standards for quality and ethics of LG officials are set, with compliance ensured and by national government. National government regulates the professional requirements for holding office and prescribes sanctions for failure to comply with such requirements. This approach can be further broken down into two, namely standard setting with external enforcement and standard setting without external enforcement.
Standard setting with external enforcement is followed by DCoG through the provisions of the *Systems Amendment Act*, 2011 which are outlined in detail in section 4.4 above. The Act regulates the recruitment process of municipal managers and S56 managers. Appointments contrary to the prescribed minimum competences or contrary to the prescribed recruitment process are invalid. In such an event, the Act enjoins the MEC to take appropriate steps, which might include court action. If the MEC fails to take the steps mentioned above with respect to the municipal manager, the Act provides that the Minister may do the same.

Standard setting without external enforcement is followed by The National Treasury's 2007 Municipal Regulations on Minimum Competency Levels, which are set out in detail in section 4.3 of this concept paper. These regulations prescribe minimum competencies of municipal managers, chief financial officers, senior managers and other financial officers, including supply chain management officials, which must have been met by 1 January 2013. There is no explicit duty, however, on either the provincial treasuries or the National Treasury to enforce compliance with these standards. The municipal manager is tasked with ensuring the assessment of competencies of all financial and supply chain management officials, and municipalities must report on their compliance with the standards twice a year.

### 3.3.4 The statutory association model

Closely related to the establishment of the traditional professions, this approach confers considerable power and autonomy on the part of professional bodies to ensure that a particular sector is professionalised, and to regulate its affairs. The national government may set the standards for quality and ethics in a statute and mandate the public body to enforce compliance with those standards. Alternatively, national government may mandate the public body with both the determination and enforcement of standards. The law renders the exercise of certain public functions illegal unless performed by a member of such an association.

In the case of South Africa, this approach to professionalisation was implemented in LG in the years between 1988 and 1995 (in the case of town clerks) and between 1998 and 2003 (in the case of municipal treasurers and accountants). This took the form of the statutory recognition of already existing private associations, namely, the Institute of Town Clerks of Southern Africa (now replaced by the ILGM) and the Institute for Municipal Treasurers and Accountants (now replaced by IMFO), respectively. They
made registration to these professional bodies compulsory for all those who wanted to practise as town clerks or municipal accountants. As a result of these statutes, any appointment to the relevant posts, outside the membership of these Institutes, became invalid. In the case of the Municipal Accountants Act, unregistered persons were prohibited from performing municipal accountants’ functions.

As noted above, the statutory position of these two bodies was subsequently removed in 1995 and 2003 respectively. However, both IMFO and the ILGM are currently lobbying for the re-establishment of statutory status.

3.3.5 The non-statutory association model

Another approach to professionalisation is the non-statutory professional association. This approach revolves around professional associations that exist as private associations and do not enjoy a statutory public recognition. Such associations, however, frequently determine standards for the quality of their members by drafting their own curricula and syllabuses aimed at developing the capacity and knowledge of their members and by prescribing service experience as a requirement for membership. They also control the ethical behaviour of their members through codes of conducts.

3.3.6 The short-term deployment model

This approach relates to the deployment of experts, on a short term basis, to fix a capacity problem in selected municipalities. This approach to professionalisation in South African local government included projects such as Project Consolidate, Siyenza Manje and the National Treasury’s Municipal Finance Management Support Programme. Another example is the secondment system in terms of the Systems Amendment Act. When a municipality is unable to find a suitable candidate for appointment at the senior management level, the MEC for LG, or the Minister, must second a candidate until such time that the municipality is able to do so.

Although this ‘hands-on-support’ approach has had some success, and is still an integral part of the National Capacity Building Framework for Local Government, the National Treasury’s Local Government Budget and Expenditure Review report of 2011 states that this approach has had limited impact in building sustained capacity, because it was aimed at filling gaps rather than building long-term capacity.
3.4 Factors that Inhibit Professionalisation in Local Government

The South African Local Government Association (2012) identified several factors as inhibitors to professionalisation. These include ineffective communication, inconsistent and selective application of policy and legislation, indecisive leadership, inappropriate recruitment processes, ineffective performance management systems, lack of intergovernmental relations (IGR) implementation in all spheres of government, lack of respect and accountability between councillors and officials, lack of commitment and common understanding that delay implementation of various programmes, lack of a sense of urgency and lack of correct attitude, absence of self-discipline, which leads to violation of policies; and dereliction of duties, inadequate/inappropriate or non-implementation of policies/municipal by-laws and legislations, lack of cascading performance management systems to all employees, unethical conduct: corruption, fraud and nepotism, lack of shared values, lack of acknowledging good performance; failure to recognise and learn from best practice, poor planning and lack of management of in-house monitoring systems, the difficulty of attracting and retaining qualified and experienced technical and management professionals outside of the urban areas, the decline of municipal professional associations and poor linkages between local government and the tertiary education sector, which has contributed to the serious breakdown in the supply of municipal professionals and equally capacitated individuals do not render an efficient and ideal local public administration.

3.5 The Content of Professionalisation of the LG Sector

Towards the Professionalisation of the Local Government Sector-Report on the consultation held with HR practitioners from Municipalities (SALGA, 2012) considers the approach to professionalisation as a key and crucial driver to its content. The view of the delegates was that for professionalisation to be successful the sector needs to identify the pillars or key drivers as illustrated in the figure below.
The three pillars of professionalisation as recommended by the HR session are elaborated briefly.

### 3.5.1 The competency framework

In the wisdom of the HR session, the starting point for the sector wide professionalization, is the development of a competency framework for all major occupational categories across the sector. It is argued that the framework must address the three critical areas of competency, namely, knowledge, skills and behavioural competency. Once adopted, the framework must guide all municipalities in the framing of their job profiles (or descriptions). In this regard, the framework will have three benefits to the sector:

- It will standardise job profiles in all municipalities (the content thereof and not necessarily the form).
- It will provide a uniform platform for the recruitment of appropriate skills in all municipalities.

• It will provide the basis for skills development programmes across the sector and within all municipalities.

3.5.2 Norms and standards

The second important challenge in the professionalisation process is the development and adoption of norms and standards for all major occupational disciplines in the entire sector. The “norm” is the average observed quantity of a phenomenon that could serve as a criterion whereas “standards” are a specification of the limits of tolerance for departures from the values attached to the criteria and the norms (Donabedian, 1981:410). As far as possible, occupational disciplines must roughly coincide with professional areas, e.g. information technology, supply chain management, engineering and infrastructure.

Norms and standards that are tailored towards the professional working of municipal units together should be developed and established in such a way that they can be linked with their corresponding professionalised areas of endeavour. The role played by professional bodies in this regard cannot be overemphasised. This is because the actions of both individuals and professionalised local government members in terms of ethical considerations require strict adherence to similar codes of discipline and conduct governing corporate endeavours (SALGA, 2012).

3.5.3 Professional bodies

The last pillar for professionalisation is the critical role that needs to be played by professional bodies whose includes the accreditation of and, regulating the conduct and professional behaviour of individuals, as well as ensuring adherence to discipline and norms and standards by their members nationally.

3.6 Concluding Remarks

It could be deduced that although local public administration does not possess all the characteristics associated with a profession, in some areas progress has been made to such an extent that professionalism has been established. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), which provides for codes of conduct for municipal councillors and employees, serves as an example of efforts to promote professionalism in local public administration.
Professionalism in local public administration can be promoted by ensuring strict but cautious application of the prescribed code of conduct in a manner that will enable society to note that those who violate the code of conduct are acted against. The professionalisation of public administration (hence local public administration) is important and should be promoted, as professionalism is one of the effective cures for unethical conduct.
CHAPTER 4
DEVELOPING A FRAMEWORK FOR THE PROFESSIONALISATION OF THE LG SECTOR

4.1 Introduction

Sinclair (1993:910) states that professionalism refers to being competent, efficient, masterly and qualified. According to Ott, Hyde and Shafritz (1991:388), professionalism means a commitment to an ethic of product and service quality, and a need to be innovative. It is most effective when it begins at the top and proceeds downwards throughout the organisational structures. It must begin as a part of an individual’s philosophy.

New municipal managers are being appointed to municipalities, which brings about the ethical question of service rendering and training. The municipal service for the new dispensation consists of four categories of municipal employees (Mafunisa, 2000:81-82):

• Public employees of the previous dispensation, including those of the “independent states” and “self-governing territories”. Some of the employees from the independent states and self-governing territories have not yet unlearned their negative work ethics.

• Employees from political liberation movements who participated in the democratic process

• Civic and other political grouping

• Public employees who were trained in foreign countries such as Great Britain prior to the democratisation of the South Africa.

It is possible for the above categories of public employees to subscribe to different service ethos. This raises an ethical dilemma in that there could be lack of uniformity in rendering municipal services. Internal and external control need to be put in place to ensure uniformity in the interaction of municipalities. The transfer of responsibility to different municipalities must be undertaken within a framework of national norms that will ensure that the municipal service remains unified. These norms and standards include loyalty to an occupation and municipal objectives and functions, and not to party politics and private interests.
The White Paper on Transforming Public Service Delivery (1997:9) was drafted with the purpose of providing a policy framework and a practical implementation strategy for the transformation of public service delivery. This White Paper primarily deals with how public services should be provided and is specifically about a relentless search for increased efficiency and reduction of wastage within public institutions. Public institutions are expected to publish standards for the level and quality of services they will provide, to enable all potential users to be aware of the level of service they are entitled to expect, and can complain if these levels are not attained. Performance against standards must be regularly measured and the results published.

From the foregoing it should be deduced that the professionalisation of the occupations within local government would promote respect for technical expertise, rationality in decision making and high work standards; provide incentives for the acquisition of new knowledge and promote the ethical behaviour of employees. Professionalisation will also insulate the employee from undue political and public pressures; facilitate communication and innovation in the municipality; breed professional loyalty; provide worker satisfaction and increase the undertaking of the responsibilities of the employees.

4.2 Major Causes of Unprofessional Practices

The South African Local Government Association (2012) conducted a study to identify the major causes for unprofessional practices within the LG sector. In doing so, SALGA has sought to identify a number of problems that need to be successfully addressed in clearing the way towards the professionalisation of the public sector. The study has identified some of the following impediments, inter alia, a highly politicised environment, lack of oversight role by the councillors, lack of or inadequate policy implementation, poor recruitment and retention practices, lack of or inadequate standards and norms, and lack of respect or regard for laws guiding the local government processes.

These findings went further to make provision for suggesting ways in which these challenges can be either minimised or eliminated. Among these two key interventions required are the promotion of education and skills acquisition by local government officials, either through formal university education, workshops, or on-the-job training; and the outsourcing of services in which the local public sector does not have expertise, with officials then providing supervisory roles, while staff are selected from municipal complements to participate in on-the-job training.
The establishment of professional modes of governance is an additionally important means whereby professionalism in local government can be promoted. This would serve as a reference point for all employees, enhance ethical staff practices, provide professional rules and regulations and serve in setting benchmarks for the promotion of professional standards. It is necessary that these professional modes are not limited to focusing on staff at any particular level, but should rather range across all levels within the local government system (SALGA, 2012).

Major problems surrounding the successful professionalisation of the public sector have been identified on the part of political office-holders within this sector. This is where these politicians are elected to act in a supervisory role that considers the monitoring and overseeing of administrative staff operating within the sector. Important to note is that most professionals are frequently unable to perform effectively in delivering on their roles and responsibilities, which has subsequently led to poor service delivery and failed management of contracts and projects.

Such failure on the part of local government has served as basis for contributing to many of the service delivery protests. These protests continue to take place. Several of these protests highlight the fact that the non-delivery of services places citizens in a position where they had lost all confidence in the capabilities of local government to deliver on too many of their basic constitutional mandates.

4.3 Types of Professionalism

While there is no “one size fits all” definition of professionalism applicable to LG, a differentiated approach is being called for. There are four types of professionalism that have been identified to promote improved ability of LG to more effectively meet its constitutional mandate, viz. technical professionalism, managerial professionalism, administrative professionalism and public service professionalism (School of Government UWC), 2012:10-13).

4.3.1 Technical professionalism

Technical professionalism refers to the acquisition/application of specialised/technical high level competence (knowledge and skills) in terms of the norms and standards required for a relevant occupation/profession at various levels within LG as context. This will be facilitated through various recognised statutory and non-statutory professional
bodies (involving ministerial criteria to be adhered to, other than statutory requirements in the case of statutory bodies) in consultation with relevant mandated sector departments. The recognised professional body will certify the level of competence (knowledge and skills) that will also ensure continuous professional development to enable career development and progression as well as provide annual reports on such to the Minister for CoGTA.

4.3.2 Managerial professionalism

Managerial professionalism is necessary for the promotion of administrative practices that ensure an effective, efficient, accountable and responsive LG system that optimise service delivery. This will be facilitated through various recognised statutory and non-statutory professional bodies (involving ministerial criteria to be adhered to, other than statutory requirements in the case of statutory bodies) in consultation with relevant mandated sector departments. According to Mashamba (2008:422), sector departments are as it is about different actors and sectors working together under a commonly designed agenda and re-aligning individual efforts to produce commonly defined objectives, in this case the professionalisation of the LG sector.

The recognised professional body will certify the level of competence (knowledge and skills) that will also ensure continuous professional development to enable career development and progression as well as provide annual reports on such to the Minister for CoGTA.

4.3.3 Administrative professionalism

Administrative professionalism is necessary for the promotion of administrative practices that ensure an effective, efficient, accountable and responsive LG system to optimise service delivery. This will be facilitated through various recognised statutory and non-statutory professional bodies (involving ministerial criteria to be adhered to, other than statutory requirements in the case of statutory bodies) in consultation with relevant mandated sector departments.

The recognised professional body will certify the level of competence that will also ensure continuous professional development to enable career development and progression as well as provide annual reports on such to the Minister for CoGTA.
4.3.4 Public service professionalism

Public service professionalism is the behaviour of officials who are delivering public service to the community, irrespective of the position occupied in the hierarchy. According to the United Nations (2000), professionalism in the public service is an overarching value that determines how its activities will be carried out. It encompasses all other values that guide the public service such as loyalty, neutrality, transparency, diligence, punctuality, effectiveness, impartiality, and other values that may be specific to individual countries.

4.4 Guiding Principles for Professionalisation

The following are some of the guiding principles for effective and efficient professionalisation in the LG sector:

- To strengthen the local government system
- To promote a high level of professional competence (knowledge and skills), experience, behaviour and ethics on the part of LG officials, both appointed and elected, especially those at the senior executive level (professionalism)
- To promote professional ethics and professionalisation
- To promote a development-orientated approach to local government
- To ensure uniformity, standardisation and harmony in the approach to professionalisation, professionalism and professional ethics
- To align to existing constitutional, legislative and regulatory mandates and requirements, and, in particular, to the broader initiatives and provisions for local government capacity building contained in the Revised National Capacity Building Framework for Local Government (NCBF, 2012-16)
- To promote equity
- To contribute to improved individual and institutional performance and thereby contribute to an enabling environment.

At the general level, professionalisation is a process by which a particular occupation transforms itself into a fully-fledged profession, exhibiting the kind of characteristics enunciated above (Professionalisation Framework for Local Government, 2013:7).
Professionalisation can also be described as an act of recognising a particular profession. It is a method of promoting the status of what is currently an amateur pursuit to the level of recognised profession to be pursued as a means of making a living through its practise. In the context of LG there are also norms and standards to be observed by elected public representatives (councillors) and municipal officials. These norms and standards include loyalty to an occupation and municipal objectives and functions, and not to party politics or private interests (Mafunisa, 2001:326). This does not mean that municipal managers should be apolitical. They have to be politically aware as the chief administrative and accounting officers of their respective municipalities. They are expected to act in utmost professionalism and execute their duties and functions in an impartial, objective and non-partisan manner.

4.5 Roles and Responsibilities in terms of the Professionalisation Framework

The NCBF as an overarching framework to co-ordinate support, capacity building and training programmes is relevant to this professionalisation framework. The Department of Public Service and Administration’s Monitoring and Evaluation for Public Service Document can also be used in this regard.

4.5.1 Mandatory for all stakeholders providing support and capacity building initiatives

Any stakeholder who provides support, capacity building and training initiatives (which include professionalisation activities) aimed at LG have to compile an Integrated Capacity Building Plan annually, indicating differentiation and reporting progress against predetermined impact (outcomes) measures and submit such to the National Municipal Capacity Co-ordination and Monitoring Committee (NMCCMC), on a quarterly basis.

4.5.2 National departments

The core national departments that have a direct impact on municipalities should, through the National Municipal Capacity Co-ordination and Monitoring Committee (NMCCMC), establish a working relationship as members of the NMCCMC and should jointly address matters such as the strengthening of a local government ethos, identify professional bodies that are operating within municipal occupational categories and disciplines with a view to linking them more effectively to the development and registration of appropriate qualifications (under the HEQC and QCTO frameworks) and training and professional
development programmes, the on-going professional development of elected and appointed officials in the local government sector, standardise and synergise the capacity-building policies and systems that are aimed at promoting the professionalisation in local government, include professionalisation initiatives in the annual capacity building plans that are to be integrated at a national level and provide quarterly progress reports on such plans, monitor, evaluate and guide the implementation of the professionalisation framework.

The core national departments that have a direct impact on municipalities include the National Treasury, Department of Economic Development, Department of Human Settlements, Department of Water and Sanitation, and the Department of Public Works.

4.5.3 Provincial departments

Provincial local governments should play a vital role in the implementation of the professionalization framework as their mandate is to support municipalities. They can assist national department in terms of coordinating the implementation modalities/mechanisms affecting local government, addressing the strengthening of a local government ethos, identifying professional bodies that are operating within the municipal occupational categories and disciplines with a view to linking them more effectively to the development and registration of appropriate qualifications (under the HEQC and QCTO frameworks) and training and professional development programmes, the on-going professional development of elected and appointed officials in the local government sector, standardise and synergise the capacity-building policies and systems that are aimed at promoting the professionalisation in local government, include professionalisation initiatives in the annual capacity building plans that are to be integrated at a national level and provide quarterly progress reports on such plans, monitor, evaluate and guide the implementation of the professionalisation framework.
The core national departments that have a direct impact on municipalities include the National Treasury, Department of Economic Development, Department of Human Settlements, Department of Water and Sanitation, and the Department of Public Works. Municipal occupational categories and disciplines with a view to linking them more effectively to the development, registration of appropriate qualifications (under the HEQC and QCTO frameworks), and training and professional development programmes, the on-going professional development of elected and appointed officials in the local government sector, standardising and synergising the capacity-building policies and systems that are aimed at promoting the professionalisation in local government, and providing quarterly progress reports on such plans, and monitoring, evaluating and guiding the implementation of the professionalisation framework.

Other stakeholders at a provincial level that have an important role to play in the provincial structures are the Premiers’ Offices, provincial academies, municipal training institutions, municipal-owned entities and SALGA HR Forums. For an effective professionalisation process, provincial quarterly meetings should be held so that they inform the NMCCMC.

4.5.4 Municipalities

Metros form part of the NMCCMC as they represent the majority of municipal employees who receive support, capacity building and training. Districts should be mandated to represent their local municipalities on provincial structures. However, should the province feel comfortable with local municipalities also being represented in their structure, the practice is supported.

Municipalities will need to:

a. implement the professionalisation framework

b. identify and prioritise those occupational categories that need to be professionalised (and subsequently cascading this to other categories)

c. provide information on professionalisation initiatives as part of their support, capacity building and training initiatives that they are/will be exposed to annually in their Integrated Municipal Institutional Plan linked to their Integrated Development Plans to provinces
d. where possible, provide financial assistance towards membership fees (under criteria to be developed) to enable and encourage employees to join appropriate professional bodies in accordance with capacity-building policy provisions.

It can be argued that training committees as subcommittee of the Local Labour Forums and HR Forums must be involved in the implementation of the professionalisation framework.

4.5.5 Professional bodies

Professional bodies and associations, statutory or non-statutory, will be expected to align their codes of conduct to those contained in the Municipal Systems Act, 2000 and ensure that their members adhere to the provisions of the code; promote and ensure professional development so as to ensure continuous professional development and life-long learning; conduct on-going research and disseminate good practice among members; develop a collective and collegial ethos; set and enforce ethical work practices and behaviour; set relevant competence criteria for admission into the profession and accreditation of educational programmes; oversee the certification and licensing of professionals, and assist national and state level authorities in the setting of legally enforceable occupational standards; ensure that the supply and demand of technical and professional competence in key sectors are met; develop a clear set of norms and standards for the relevant occupational category in the local government sector; establish minimum competence levels based on national competence frameworks and job profiles; and develop Recognition of Prior Learning (RPL) procedures, through which professional bodies can assist employees in obtaining accredited qualifications after the RPL process is completed.

The Minister for CoGTA will determine specific criteria, such as annual business plans and reporting requirements for those professional bodies who want to practise in the LG space.

4.5.6 Key partners in the professionalization of the LG sector

The Local Government Sector Education and Training Authority (LGSETA) and the South African Local Government Association are two key partners in the professionalization of the local government sector. The following stakeholders may contribute to the implementation of the professionalisation framework: unions active in
local government, the Development Bank of Southern Africa, donors, parastatals, and higher and further education institutions.

4.6 Implementation Plan

The implementation plan following is divided into three templates to address the following in terms of individual, institutional and environmental capacity areas that need to be addressed (see Annexure B: A Profesionalisation Matrix):

- What is already being addressed?
- Gaps that need to be addressed?
- A committee will be set up of all key stakeholders to determine the way forward as well as the official who will lead and also determine the timelines.

4.7 Framework for the Professionalisation of LG

A framework is considered to be a “broad overview, outline, or skeleton of interlinked items which supports a particular approach to a specific objective and serves as a guide that can be modified as required by adding or deleting items”. It is also viewed as a “set of principles and long-term goals that form the basis of making rules and guidelines and provide an overall direction to planning and development of the organisation” (Business Dictionary, 2018).

Within the overall framework of professionalisation, Mourizen and Svara (2002) postulate that LG is perceived as acting in the capacity of an intermediary between the principles of the “layman rule” and those of political leadership. The authors further argue that the recruitment of individuals into local government through the application of either of these set principles eventuates in one of two career patterns, namely, career recruitment or career development, which roles are perceived as being generally prevalent within professional systems providing for local political governance (Mourizen & Svara, 2002).

Steyvers and Verhelst (2012) indicate that one such career pattern can readily be identified in the role played by the “layman” or “novice” politician, which is essentially based on the principle of political equity. The essence of this role is that any citizen meeting the stipulated criteria for employment selection are thereby made eligible for such offices or positions, and can all too readily be engaged by local government in error.
Such a phenomenon essentially makes positions in local government open to abuse with individuals either entering or exiting the system at any time and without being required to meet any additional responsibilities or obligations.

MacKenzie and Kousser (2014) further argue that if the belief regarding professional status afforded to political position is proved true, it could be viewed that those politicians who consider themselves professional politicians are constantly involved in the process of satisfying or improving on their own professional situations and careers. However, contrary to this, novice politicians hold different opinions, because they see themselves as part-time staff engaged only to work at local government level (Steyvers & Verhelst, 2012), and are therefore not over-enthusiastic about being re-elected as anything more important or requiring their further professional obligation.

The views which apply to novice politicians are therefore significantly different from those applying to career politicians. This is often clear where career politicians are constantly working towards re-election at the next polls, which will see them voted back into their positions, ostensibly to ensure the continuity of their offices (Aars & Offerdal, 1998).

Discourse on the principles differentiating the perceived roles of “layman” and professional politicians goes further in evaluating the relationships that exists between politics and public-sector administration. This is done in order to confirm whether either of these should be treated as an area on its own, as overlapping or as touching on each other (Demir, 2009).

It could be perceived from the distinction already made, that South African municipal councillors are engaged based on salary-scale in a mixed mode (involving both full-time and part time modes) to render services. The development of guiding principles regarding rules of engagement, salary-scales, and standards for compensation offered to local government officials and councillors is considered extremely important in this regard.

Verhelst, Reynaert and Steyvers (2013) argue that those councillors who are employed in a part time capacity tend not to be as interested in the continuity of their offices, which is contrary to attitudes displayed by those employed on a full-time basis. Pedersen (2014) cautions that for part-time councillors to become more motivated in accomplishing their goals, it is advisable to look at this area of study from two major perspectives: either internal or external motivation. This kind of perspective thus becomes important to identify where the interests of such individuals lie, in order for adjustments to be made.
by the standing authorities as to how to motivate and retain them for the purposes of official continuity.

The South African local government system, SALGA (2012), considers an enabling framework as described in a legal, regulatory or institutional framework. This consideration makes certain activities possible through the removal of obstacles that either limit or provide for the pursuit of those activities. SALGA continues in stating that an enabling framework does not compel any party to perform specific actions or prescribe details concerning how activities should be performed, but rather creates a supportive avenue through which activities can be properly initiated and undertaken.

The South African Local Government Association (2012) identifies its three standards for the successful professionalisation of LG as consisting of a contemporary framework, professional bodies, and norms of conduct. What is further important to note is that each of these standards alone is crucial to the successful implementation of professionalisation in the LG sector, which can also be pioneered by the determination of this sphere of government to effectively manage such change. Beckhard (1994:6) gives a useful outline of transformation change, which is seen as:

- A change in what drives the municipality
- A fundamental change in the relationships between or among organisational parts
- A major change in the ways of doing work
- A basic cultural change in norms, values and reward system.

Beckhard (1994:6) indicates further that the experience of change can be felt at an individual and/or a collective level. The South African Local Government Association (2012) argues that the change needs to be embraced by all involved in the operation and governance of local government units to enable professionalisation to effectively be instituted. A compelling statutory framework governing this is therefore seen as an obligatory starting point in the professionalisation of local government human capital and departments. This human capital and departments need to be developed across all key units within local government, while also taking into consideration the basic areas of competency required. In this case, the essence of such a framework may be seen as the provision of guidance in the development of roles and responsibilities for everyone involved in the local government sector, which will in turn lead to standardisation across
job profiles, the job recruitment process, and the timeous and adequate development of requisite skills.

For professionalisation to be successful, it must be co-ordinated in an integrated manner to fully support the standards described, and should also be properly integrated with them to include the following overarching characteristics: performance management, communication strategy, professional culture and values, ethical collective bargaining and effective employee induction (SALGA, 2012).

Local government is a much-contested, highly complex environment, and a space in which compelling divergent interests are tasked with delivering on conglomerations of disparate services. For professionalisation to be successfully accomplished within the sphere of local government, it is imperative that a framework be developed to guide municipal bodies and their administrators. This framework should be done through the process of adoption from inception, which should be undertaken with due consideration for all stakeholders involved in the various areas of local government operation and administration. In this case a contribution from these various stakeholders could be used to clearly articulate and identify the roles and responsibilities assigned to each member of a municipal staff in an equitable manner.

4.8 An Integrated Approach to Professionalisation

In addition to strengthening the focus on the pillars for professionalisation, the session elaborated on the content of the professionalisation system by identifying key elements that will ensure its success in an integrated and co-ordinated way. The term ‘co-ordination’, as used in the context of the Co-ordinated State Agencies Development Goal and the Factors for Successful Co-ordination Framework, should be taken broadly and is not meant to exclude other forms of joint work. Quite the opposite: it is meant to cover the spectrum of joint activity from communication to collaboration. In effect, the terms co-ordination and collaboration are often used interchangeably. Ultimately the goal is for public institutions to work together to achieve results, regardless of the terminology being used (State Services Commission, 2008:7).

This definition indicates that if there is no interdependence, there is nothing to co-ordinate. Co-ordination has also similar meanings to words such as ‘co-operation’, ‘collaboration’, and ‘competition’. Each of these words has their own connotations, an important part of each of them involves managing dependencies between several
activities. Now, it should be clear that dependency and co-ordination have been important topics in economics and organisation studies. The two are related because co-ordination is seen as a response to problems caused by dependencies; but both words – dependency and co-ordination – usually mean the same thing (Vanagas and Stankevic, 2007:2).

The elements of the system that were identified are as follows:

**4.8.1 Performance management system**

The session agreed that there is a compelling case for the promotion of accountability by individuals and institutions across the sector and a move away from a system that excludes the management of performance. The *Municipal System Act, 2000* provides for, among others, the development of a performance management system (PMS), development of a culture of community participation through the establishment of mechanisms, processes and procedures for community participation, and communication of information concerning community participation. The communication should be aimed at informing the community about the services and goods provided by the municipality. When there is no effective communication from municipalities, incidents such as the one that played out itself in Vuwani, leading to massive property and human life loss, occur. (The people of Vuwani are protesting against the decision by the Demarcation Board to incorporate Vuwani into the new municipality formed at Malamulele near Giyani. People who live in Vuwani want their area to fall under the Makhado Local Municipality) (*City Press*, 2017).

Government has been endeavouring to assist municipalities in fulfilling their constitutional and legislative mandate. Following the Presidential Local Government Summit in 2017, all spheres committed to work together to help government’s Back-to-Basics programme. The programme is built on five pillars, namely (Van Rooyen, 2017), putting people first by engaging with communities, effective delivery of services, good governance, sound financial management, and building institutional capabilities to ensure the living conditions of communities. Over the past decade there have been hundreds of service delivery protests by communities throughout the country. The Back-to-Basics was meant to diffuse the situation.

In terms of public participation, community members should be encouraged to, among others, attend ward council meetings, council meetings and municipal izimbizo, vote in municipal elections, and avail themselves for election to municipal positions. These
initiatives require each municipality to strengthen its personnel capacity by revisiting its organisational structures and by appointing appropriately experienced, skilled and qualified people to municipal positions.

Municipalities may develop and publish citizen charters. These could be regarded as protocols geared towards forging a citizen contract between the municipal council and its residents. These should be displayed, alongside Batho-Pele principles, at prominent places such as libraries, community centres, school halls, facilities of NGOs, and welfare and religious organisations.

4.8.2 Communication strategy

Communication was identified as a central part of modern and successful organisations. Professionalism in the sector and within each municipality will test their ability to mobilise all employees and convert them into willing champions of the new way of doing things. A multi-level system of communication that will enable the flow of communication from national to local level and within each municipality is what is required to lead the change in the local government sector. The importance of communication is also underscored by the fact that for sustained behavioural change to happen, communication must be constant.

4.8.3 Building culture, ethics and values

The success of the professionalisation process can also be measured by how much of a sector-wide culture, ethics and values will emerge to guide leaders and employees alike in a journey towards new beginnings. This will require a concerted and co-ordinated strategy and approach of soliciting the views and sentiments of all who are involved in the professionalisation process. In the end the sector must define for itself the kind of culture that will be in line with the provisions of the Constitution, the organisational values that will underpin the attitudes, behaviours and actions of all in the sector, and finally the set of ethics that becomes a compass for appropriate behaviour in local government.

Organisational values refers to values that organisations espouse, or more accurately, are espoused on the organisation’s behalf by senior managers. These values can reflect organisational practices, and in most or all cases, they reflect what senior managers actually believe their organisation to be like, what they would like or prefer their organisation to be like. Organisational values are collective beliefs about what the entire organisation stands for, takes pride in, and holds of intrinsic worth (Fitzgerald & Desjardins, 2010:122-123).
4.8.4 Collective bargaining

Collective bargaining is an adversarial process that involves negotiation between parties with conflicting interests “seeking to achieve mutually acceptable compromises”. The right to engage in collective bargaining “presupposes that workers are entitled to participate effectively in determining and defending their terms of employment”. For workers, it is mainly a means of maintaining “certain standards of distribution of work, of rewards and of stability of employment, whereas employers view it as a means of ensuring industrial peace (Botha, 2015:329). The LG sector already boasts a collective bargaining structure and processes. Further improvements and adjustment might be necessary to ensure that a flexible and responsive system of local government emerges and is sustained. The session noted variances between big and small municipalities and recognises the need to align things more appropriately in order to build the expected flexibility while maintaining a common approach to building a professional and responsive system of local government.

4.8.5 Employee induction

The characterisation of LG as a sector will require a lot more than a call for professionalisation. Critical for all efforts is to instil a new culture and belief system in all employees at all levels and to inspire them to want to do more to help realise the constitutional responsibility of local government in a broader system of a developmental local government. In this regard, a greater attention will need to be paid to individual employees as well as to facilitate that they become part of this important service delivery component of our state. There is no better way of doing this than to invest in the induction of all new employees, as well as continuously engaging all employees to establish total alignment with the culture, values and ethical conduct.

4.9 Promotion of Professionalisation through Best International Practice

The many issues surrounding the adoption of professionalisation are seen as major stumbling blocks in the global advancement of quality public service delivery. This is often the case in developing countries such as South Africa, where this process of professionalisation cuts across every unit of local government, including core professional staff such as municipal councillors involved in both administrative and political office.
Accordingly, best practice is defined according to Jackson, Trutkowski and Mururajani (2015) as the optimal method of solving a given problem or accomplishing a specific goal that can be shared and used by others. These authors went further to mention that best practice is all about issues pertaining to Successful, Transparent, Adequate, Replicable and Sustainable (STARS) practice. It is important to note that best practice should not be a once-off activity, but rather a systematic way of making sure that a process is improved and sustained for a long time. The inclusion and involvement of the local government association is important for the successful promotion and upholding of best practice.

Ryšavý and Čermák (2016) considered a survey research technique on how the adoption of professionalisation has been practised in European countries. In its findings the study indicates that most of the municipal councillors polled attested to the fact that they do not consider themselves as professionals since they only attend to their activities related to local government on a part-time basis.

It is imperative that international best practices should be strictly adhered to when planning to professionalise the local government sector, with the highest possible standards being set for the following:

a. Identification and development of good practice through a formal process

b. Evaluation of each process using the STARS criteria to ensure it will achieve the proposed objectives

- Identification and appointment of best practice leader or manager to oversee the activities of the best practice initiative and staff to ensure compliance
- Involvement of other stakeholders to promote best practice through information dissemination
- Exemplary levels of education, and academic support for local government personnel
- Compliance by such personnel with the strictest possible codes of professional ethics and conduct
- The development and adoption of the highest professional standards, shared by all affected stakeholders
• The decision by local governments regarding whether to act as statutory bodies or as professional associations, in the delivery of municipal services
• The rapid and effective building of municipal capacities
• The eradication by local government of administrative and service backlogs
• The identification and adoption by municipalities of highly effective methods for the collection of municipal rates
• The efficient maintenance and management of Capital Expenditure (CAPEX) budget spending on local government projects and initiatives
• Adequate engagement by local government with their associated business sectors
• The adoption by local government practitioners of excellent performance management standards
• The provision by national government of an overseeing function to ensure both their proper management and the delivery by them of public services
• The formation of public-private partnerships to better enable and ensure effective municipal service delivery.

4.9.1 “Seven Principles of Public Life” and the UN’s International Code of Conduct

There is no need for LG in South Africa to reinvent the wheel with regard to its professionalisation. International best practice can be adopted from other countries. Among others, there are views espoused by researchers and writers such as Le Bris (1997:32-42) and Nollenberger (1995:81). According to Nollenberger (1995:81), while there are clear indications of support for strong, independent, democratic local government throughout the world, there are also incredible pressures on local governments to rethink their entire operation.

In the Professionalisation Framework for Local Government (2013:9-10), the principles enunciated in the UK’s Committee on Standards in Public Life, also referred to as the Nolan Committee’s “Seven Principles of Public Life” and the UN’s (2000) International Code of Conduct for Public Officials are adapted, and are regarded as mandatory for all LG officials:
• **Selflessness**: LG officials should serve only the public interest, and should not use their official positions or authority for the advancement of the personal or financial interests of themselves, family or friends.

• **Stewardship**: LG officials should at all times ensure that public resources for which they are responsible are administered in an efficient and effective manner, and in accordance with the law.

• **Integrity**: Holders of LG office should not place themselves under any financial or other obligation to outside individuals or organisations that might influence them in the performance of their official responsibilities. They should also not solicit or receive directly or indirectly any gift or favour that may influence the exercise of their functions, the performance of their duties, or their judgment.

• **Impartiality and fairness**: LG officials should be fair and impartial in the performance of their functions and, in particular, in their relations with members of the public. They should at no time afford any undue preferential treatment to or improperly discriminate against any group or individual, and should treat people with respect, regardless of their race, age, religion, gender, disability or sexual orientation.

• **Objectivity**: In carrying out LG business, including making public appointments, awarding contracts or recommending individuals for rewards and benefits, holders of public office should make their choices solely according to objective criteria of merit.

• **Honesty**: Public officials should at no time improperly use LG moneys, property, services or information that is acquired in the performance of their official duties for activities unrelated to their official work. They also have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.

• **Confidentiality**: Matters of a confidential nature in the possession of LG officials should be kept confidential unless national legislation, the performance of duty or the needs of justice require otherwise.

• **Accountability and openness**: Holders of LG office are accountable for their decisions and actions to the members of the public and must submit themselves to whatever scrutiny is appropriate to their office. They should also be as open as possible, within the legal framework, about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider LG interest demands it.
• **Political neutrality:** Appointed LG officials should maintain a strict professional detachment from partisan political activity that otherwise could impair public confidence in the impartial performance of their functions and duties. At the same time, elected political office holders should not unduly interfere with or try to influence the powers, duties and responsibilities that fall within the specific competence (knowledge and skills) of appointed public officials.

• **Respect for others:** Appointed LG should maintain a strict professional detachment from partisan political activity that otherwise could impair public confidence in the impartial performance of their functions and duties. At the same time, elected political office holders should not unduly interfere with or try to influence the powers, duties and responsibilities that fall within the specific competence (knowledge and skills) of appointed public officials.

• **Constitutional and legal duty:** LG officials should uphold the Constitution and law and, on all occasions, act in accordance with the trust that the public is entitled to place in them.

• **Leadership:** Holders of LG office should promote and support these principles by leadership and example.

The abovementioned international experiences could be meaningfully incorporated into South Africa’s existing *Batho-Pele* principles and other service delivery initiatives to strengthen LG capabilities to deliver effective and efficient services. It can be indicated that some of the above principles are already part of the Code of Conduct for councillors and the Code of Conduct for municipal managers serving in South African LG. However, what is needed is for these functionaries to abide by the provisions of these codes. Local government should always endeavour to seek best practice wherever they can be obtained throughout the world.

### 4.10 Concluding Remarks

A professionalisation framework, like any other framework, should be regarded as an attempt to regularise, standardise and formalise a process. A framework can never be regarded as a document cast in stone. It should be understood in the context of being a vehicle to operationalise what has been put in a document. It will need to be reviewed on an on-going basis, and to put in place a mechanism to incorporate lessons learnt in order to improve it.
Furthermore, the strategic focus of the professionalisation framework is to be a management and implementation tool to assist local government in delivering on its constitutional and legislative mandates. Obviously, it operates in a complex and challenging environment. This involves, among others, the efficient handling of substantial budgets, meeting a range of complex legislative requirements, interacting effectively with other spheres of government, addressing the demanding and sometimes conflicting expectations of the communities, and engaging in highly technical forms of decision making, planning and implementation. It seems, however, that what has been lacking, and still is, is effective monitoring and evaluation (M&E) mechanisms to ensure that municipal resources – financial, human and technological – are efficiently, effectively, economically and appropriately used. It is hoped that this exercise will come handy in the endeavour to help local both elected public representatives and municipal officials.
CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

This professionalisation framework is underpinned by the various pieces of legislation dealt with in this study and the Constitution. Section 152 states that the objects of LG are to, among others (Constitution of the Republic of South Africa, 1996):

(i) Provide democratic and accountable government for local communities.
(ii) Ensure the provision of services to communities in a sustainable manner.
(iii) Promote social and economic development.
(iv) Encourage the involvement of communities and community organisations in the matters of local government. (v) Provide a safe and healthy environment”.

In addition, LG must adhere to “the basic values and principles governing public administration” (Section 195 of the Constitution). The constitutional principle relevant to this framework is “(A) high standard of professional ethics (that) must be promoted and maintained”.

Chapter 1 focuses on the introduction and background to the whole study. Issues covered in this chapter include the significance of the study, duration of the study, research objectives, research methodology, timelines and deliverables and a list of definitions used. It is argued that it is essential to clarify relevant definitions in order to establish a common ground for discussion.

Chapter 2 focuses on aspects such as the historical development of LG in South Africa, reasons why LG has failed to deliver on their mandate, causes of ineffective service delivery, developmental LG in South Africa, challenges faced by LG in South Africa, governance failures and lack of capacity as the provenance of LG distress, and the skills development strategy in the context of the South Africa Local Government Association. The chapter concludes by looking at the mechanisms for improving local government: an impartial theory of quality of government and the role played by municipal councillors as politicians.

Aspects such as the characteristics of a profession, factors that inhibit professionalisation in LG, approaches to professionalism, and the content of professionalisation of the LG sector are identified in Chapter 3 of the study. Approaches to professionalisation include the generic qualification approach, performance management systems approach,
standard setting approach, the statutory association model and the non-statutory association model.

Chapter 4 focused on types of professionalism, guiding principles for professionalisation, roles and responsibilities in terms of the professionalisation framework, framework for the professionalisation of LG, an integrated approach to professionalisation and the promotion of professionalisation through international best practice. It was concluded that the abovementioned international experiences could be meaningfully incorporated into South Africa’s existing Batho-Pele principles and other service delivery initiatives to strengthen LG capabilities to deliver effective and efficient services. LG should always endeavour to seek best practice wherever it can be obtained throughout the world.

In closing, following are final recommendations for the professionalisation/repositioning of the LG sector in South Africa.

1. From the foregoing it was established that a shortage of skills and administrative ineptitude are some of the major impediments to quality service delivery across most municipalities in South Africa. It can therefore be recommended that in appointing new employees merit must be the norm and that nobody must be discriminated against on the basis of race, gender, disability, culture, religion and political or sexual orientation unless if the idea is to redress the imbalances of the past. If the aim of the advertised post is to address past imbalances, this has to be made clear in the relevant advertisement.

2. The research findings established that some service providers used by some municipalities in South Africa lack capacity for the provision of services. The shortage of skills is as a result of the common practice of appointing service providers based on nepotism or the influence of politicians. This practice effectually interferes with accurate supply chain processes. In some cases, municipal managers have been suspended by the municipal council because of their refusal to appoint service providers that the politicians favoured.

It is recommended that in appointing staff for executive positions in municipalities, recruitment should be conducted with section 72 of the Competency Guidelines for Municipal Managers and Managers directly accountable to Municipal Managers published as Notice 347 of 2007 in terms of the Municipal Systems Act, 2000 as a frame of reference. Reason for such is underscored by the fact that under the senior management competency framework, a strong case is
made for eleven generic managerial competences (strategic capability and leadership; programme and project management; financial management; change management; knowledge management; service delivery innovation; problem solving and analysis; people management; client orientation and customer focus; communication and accountability; and ethical conduct). Implicitly, there is an insight that by adopting the use of such standardised criteria for employing executives in municipalities, an improvement of the overall capacity of municipalities to fulfil their legislated obligations will be made possible.

3. From the above expositions it was established that patronage, lack of political leadership and political interference are some of the governance challenges faced by South Africa’s local government. It is recommended that political leaders with relevant skills and behaviours must be elected to positions in municipalities. They must be informed of their roles and responsibilities during induction of the newly elected councillors. Disciplinary steps must be taken against councillors who interfere with the work of officials.

4. Based on empirical evidence, it was established that municipalities in general are unaware of the ethical values that support skills development, as a key element of HRD policies and strategies. While management in several cases has identified HRD values, there is a dearth of knowledge of these values by the HR department and employees. This means that skills development in municipalities does not get the requisite support. In addition, there is an accord among municipal actors that skills development is not a priority in the municipalities. Consequently, it became apparent that there is a failure on the part of municipalities to practise these skills development values, and a failure to act with integrity on HRD.

It is therefore recommended that all ethical values that support skills development, as a key element of HRD policies and strategies must be communicated timeously to all employees. This communication must be prioritised to indicate to employees that management is serious about ethical values that support skills development to ensure efficient and effective service delivery.

5. While it was established that there is a strong awareness of the existence of a policy environment of an HRD policy/plan in municipalities; there is, however, a very low awareness among employees. An assessment of the nexus between
the strategic objectives of the Integrated Development Plan (IDP) and HRD shows that only the HRD staff had a strong knowledge thereof. It is recommended that the HRD policy/plan must be timeously communicated to employees, it must not be done once there is a need for it otherwise employees may think that management is not serious about the issue.

6. A weak link between skills development, employment equity and performance management was established by the research findings. Further still, policies do not sufficiently address the assessment process of learners, nor formal and informal skills development options. Finally, even in the case where municipalities do have an HRD policy/plan in place, the perception exists that the policy does not benefit all employees of the municipality. It is recommended that there must be a link between the skills development process and employment. In addition, skills development courses must address the skills gaps found to ensure that employees perform their duties effectively and efficiently.

7. An assessment established that skills development is poorly practised across all municipalities. There is a poor handling of skills audits and needs analyses. If it so happens that skills audits are conducted, skills development interventions are habitually not undertaken in accordance with these audits. It can therefore be recommended that there must be continuous audit of skills needs of employees of municipalities as haphazard audits of training skills needs cannot instil a culture of learning and that of effective service delivery.

8. The preceding points to a general lack in the opportunities provided for employees to practise new competencies in the event of a skill development intervention. It is recommended that employees who attended a training course must be provided with an opportunity to practise the skill provided to him/her in the training intervention. Further, when choosing training courses, ensure the training is specific to the skills the employee needs to develop. For example, it is a waste of time for the manager to send an employee to a general communications course, when in fact the employee needs training on dealing with customer complaints. Make sure training is customised to meet the immediate learning need.

9. A general lack of departmental skills plans that is not effectively monitored by accountable line managers was established as a great cause of concern in the effort to professionalise the local government sector. Municipal actors indicate
that the organisation of skills development planning, implementation and skills development facilitation is the shared responsibility of the HR department, line managers and employees.

10. An assessment of the skills development support received by other municipal stakeholders such as senior management, the local trade unions, the LGSETA and SALGA shows that there is a general lack of active support from senior management in skills development needs analyses and implementation initiatives, in many municipalities.

It is recommended that management be capacitated on management principles for them to manage their juniors and resources effectively, economically and efficiently. The management training to be provided to senior municipal employees must include planning, organising, leading and controlling. Leadership training must include the attributes of a leader, leadership styles and theories of motivation. It is the duty of the municipality to also ensure that the planning skills, organisational skills, communication skills and co-ordination skills learned by the senior municipal employees in the learning or training environment must also be transferred and applied to the work environment.

11. It was established that one of the major challenges facing South African municipalities in terms of service delivery is the political administrative interface. It is recommended that municipal managers should be mindful of the fact that LG administration operates within the public sector and therefore has to work within the prevailing political system. They should manage the interface between councillors (politicians) and officials with utmost diplomacy. It is, therefore, logical that the person who performs such a critical role should himself/herself be a well-rounded professional.

12. It was established that norms and standards leading to standardisation across job profiles, the job recruitment process, and the timeous and adequate development of requisite skills do not exist in LG. Norms and standards should be developed and established that are tailored towards the professional working of municipal units together, such that they can be linked with their corresponding professionalised areas of endeavour.

The role played by professional bodies in this regard is of paramount importance. This is because the actions of both individuals and professionalised local
government members in terms of ethical considerations require strict adherence to similar codes of discipline and conduct as those governing corporate endeavours.

13. The research findings discovered that there is lack of effective communication in most South African municipalities. Professionalism in the sector and within each municipality will test their ability to mobilise all employees and convert them into willing champions of the new way of doing things. A multilevel system of communication that will enable the flow of communication from national to local and within each municipality is what is required to lead the change in the LG sector. The importance of communication is also underscored by the fact that for sustained behavioural change to happen, communication must be constant.

14. It was established that there is no established culture for the development of constitutional values such as the promotion of professional ethics in municipalities. The success of the professionalisation process can also be measured by how much of a sector wide culture, ethics and values will emerge to guide leaders and employees alike in a journey towards new beginnings. This will require a concerted and co-ordinated strategy and approach of soliciting the views of all who are involved in the professionalisation process. In the end the sector must define for itself the kind of culture, values and set of ethics that will be in line with the provisions of the Constitution, 1996.

15. The LG sector already boasts a collective bargaining structure and processes. Further improvements and adjustment might be necessary to ensure that a flexible and responsive system of LG emerges and is sustained. The variances between big and small municipalities were established and recognition was made of the need to align things more appropriately in order to build the expected flexibility while maintaining a common approach to building a professional and responsive system of LG. It can be recommended that training committees as subcommittee of the Local Labour Forums and HR Forums must be involved in the implementation of the professionalisation framework.

16. The research findings established that the characterisation of LG as a sector will require a lot more than a call for professionalisation. Critical in all efforts is to instil a new culture and belief system in all employees at all levels and to inspire them to exert more effort to help realise the constitutional responsibility of LG in a broader system of a developmental LG. In this regard, greater attention will need
to be paid to individual employees as well as to facilitate that they become part of this important service delivery component of the state. This must be done by investing in the induction of all new employees as well as continuously engaging all employees to establish total alignment with the culture, values and ethical conduct.

17. The many issues surrounding the adoption of professionalisation are seen as major stumbling blocks in the global advancement of quality municipal service delivery. This is often the case in developing countries such as South Africa, where this process of professionalisation cuts across every unit of LG, including core professional staff involved in both administrative and political office. Some of the international experiences identified in this study could be meaningfully incorporated into South Africa's existing Batho-Pele principles and other service delivery initiatives to strengthen LG capabilities to deliver effective and efficient services. Local government should always endeavour to seek best practices wherever they can be obtained throughout the world.

18. The research findings established that the implementation plan for the professionalisation of LG, owned by all stakeholders does not exist. A coordinating committee for the professionalisation process must be established. This committee must be composed of all stakeholders, including national and provincial departments, metros and other municipalities, sector departments, and labour forums and professional bodies. It is suggested that this committee meet quarterly. The mandate of the committee will be to determine what has already being addressed, gaps that need to be addressed and the way forward as well as the official who will lead and determine the timelines.

19. The research findings discovered that roles and responsibility of all the stakeholders involved in the professionalisation of the LG sector do not exist. Even though this study attempted to identify the roles and responsibilities of various stakeholders, various stakeholders must be involved in that determination so that they have a buy-in in the process of professionalisation.
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Note:
RESEARCH PROJECT SIGN-OFF SIGNATURE

Research Partner Name: MJ Mafunisa Consulting

DIRECTOR
PROF. JOHN MUTUWAFHETU MAFUNISA
ANNEXURE A: QUESTIONNAIRE

Dear Sir/Madam

As you have been informed, M.J. Mafunisa Consulting is commissioned by the LGSETA to conduct a study on **Professionalising/Repositioning the Local Government Sector**. The research objective for this study is to consolidate and strengthen the municipalities’ skills development, work ethic, performance capabilities and effectiveness, as well as enhancing good governance and concurrently advancing professionalism of human resources in municipalities. Would you please follow the instructions below and complete this questionnaire. Your responses will be treated as confidential.

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<th>Demographic Information</th>
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<td>Gender</td>
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<td>Nationality</td>
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**Section 1 (Standards)**

Mark your chosen response with an $X$ (1 = Agree; 2 = Neutral and 3 = Disagree) on the appropriate block.

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<th>Question</th>
<th>1</th>
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<tbody>
<tr>
<td>1. There is a need for uniform municipality standards to inform common practice (value chain, work standards, quality assurance, etc.)</td>
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<td>2. Discipline based Communities of Practice (CoMs) should be formed to cross pollinate good practice between and beyond municipality boundaries</td>
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<td>3. Set standards must be visibly supported and enforced to entrench them</td>
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<td>4. Set standards must be signed into minimum required standards for critical municipality roles (over and above those of professional bodies)</td>
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## Section 2 (Processes & Procedures)

*Mark your chosen response with an X (1 = Agree; 2 = Neutral and 3 = Disagree) on the appropriate block.*

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<tbody>
<tr>
<td>1. Local municipalities under the same district municipality should adhere to uniform business value chains as far as possible</td>
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<td>2. Local municipalities under the same district municipality should adhere to uniform policies and procedures on similar segments or units</td>
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<td>3. The enforcement of value chain, processes and procedures should be done with clear emphasis on enforcing uniformity of practice and outcome</td>
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<td>4. A cross-municipality planning, rollout, evaluation and monitoring structure should be initiated for oversight</td>
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## Section 3 (Measurement & Evaluation)

*Mark your chosen response with an X (1 = Agree; 2 = Neutral and 3 = Disagree) on the appropriate block.*

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<tr>
<td>1. There must be clear understanding and agreement on acceptable performance levels at all levels of work</td>
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<td>2. All key performance areas and/or outcomes must be agreed to and signed off between relevant levels of work</td>
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<td>3. All performance agreements and actual delivery must be cross-validated for alignment with key mandates</td>
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<td>4. Accountability-based management should inform the municipality service delivery</td>
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## Section 4 (Performance Contracting & Monitoring)

*Mark your chosen response with an X (1 = Agree; 2 = Neutral and 3 = Disagree) on the appropriate block.*

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<tr>
<td>1. Performance contracting should include applicable ethics, values, overall municipality requirements for each role, integrity, team impact, etc.</td>
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<td>2. Monitoring of performance should be consistent and continuous rather than periodical and calendar driven</td>
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<td>3. Performance indicators should include non-technical, beyond the job factors such as people, occupational health and safety</td>
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<td>4. A total or holistic (i.e. 360°) view of performance should be taken at all stages of the monitoring process</td>
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**Section 5 (People Capability & Enablement)**

*Mark your chosen response with an X (1 = Agree; 2 = Neutral and 3 = Disagree) on the appropriate block.*

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<th>3</th>
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</thead>
<tbody>
<tr>
<td>Consistency on minimum requirements for all key roles within the local government environment is required</td>
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<tr>
<td>There exists a need for customised qualifications for municipality employees (e.g. technicians and artisans, supervisors, managers, executives, councillors, etc.)</td>
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<tr>
<td>Actual performance should inform the primary learning need of each employee</td>
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<tr>
<td>Adequate avenues must be offered for employees to grow vertically and/or horizontally within the municipal context</td>
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</tbody>
</table>

**Section 6 (System & Infrastructure Capacity)**

*Mark your chosen response with an X (1 = Agree; 2 = Neutral and 3 = Disagree) on the appropriate block.*

<table>
<thead>
<tr>
<th>Question</th>
<th>1</th>
<th>2</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality systems and logistical infrastructure enables employees to perform optimally in pursuance of service delivery commitments</td>
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<tr>
<td>People capabilities are in good alignment with the service delivery environment</td>
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<tr>
<td>The workplace presents too many impediments that make professional work hard to do</td>
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<tr>
<td>Municipalities have the capacity and capability to deliver good service</td>
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</tbody>
</table>

**Section 7 (Portability of Skills)**

*Mark your chosen response with an X (1 = Agree; 2 = Neutral and 3 = Disagree) on the appropriate block.*

<table>
<thead>
<tr>
<th>Question</th>
<th>1</th>
<th>2</th>
<th>3</th>
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</thead>
<tbody>
<tr>
<td>Municipalities have visible competency frameworks to inform all discussions around skills and development thereof</td>
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<tr>
<td>It is clear how required performance relates to current and future skills plans</td>
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<tr>
<td>Established talent management and pipeline development processes exists</td>
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<tr>
<td>Acquired skills can be transported between municipalities effectively</td>
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</tbody>
</table>

**Section 8 (General Comments)**

Any further comments or observations may be included below.

---

*Thanks for your esteemed participation in this research*
## ANNEXURE B: A PROFESIONALISATION MATRIX

<table>
<thead>
<tr>
<th>Core aspects required to build professionalism</th>
<th>What is needed to address Individual Capacity?</th>
<th>What is needed to address Institutional Capacity?</th>
<th>What is needed to address Environmental Capacity?</th>
<th>What is already being addressed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Competence (knowledge and skills)</td>
<td>a. Fit for positions</td>
<td>i. Focused Leadership</td>
<td>1. Aligned and coherent legislation</td>
<td>• TASK</td>
</tr>
<tr>
<td></td>
<td>b. Job descriptions</td>
<td>ii. Competence Frameworks for all occupations</td>
<td>2. Aligned and coherent policies</td>
<td>▶ TASK job designsations to</td>
</tr>
<tr>
<td></td>
<td>c. Competence Framework for all occupations</td>
<td>iii. Workplace Skills Plans (with die consideration to institutional and environmental capacity)</td>
<td>3. Resources</td>
<td>Organising Framework for</td>
</tr>
<tr>
<td></td>
<td>d. Personal Development Plans (PDP)</td>
<td>iv. Capacity Building Programmes addressing the institutional competence gap, such as Leadership Development v. Impact Assessments</td>
<td>4. Coordination of capacity building</td>
<td>Occupations (OFO) job designsations Matrix</td>
</tr>
<tr>
<td></td>
<td></td>
<td>vi. Integrated systems (including ICT), policies and processes</td>
<td>5. Political championing</td>
<td>▶ GAPSKILL (web based skills audit tool)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>vii. Improve the employee qualifications</td>
<td>6. Legislative enforcement</td>
<td>▶ Institutional Analysis Tool</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>7. SSP to adequately reflect professional, competence gaps and profiles</td>
<td>using GAPSKILL data</td>
</tr>
<tr>
<td></td>
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<td></td>
<td>8. Differentiation</td>
<td>▶ Competence Dictionary and Profiles</td>
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<td></td>
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<td>▶ Training Committees and Local Labour Forums</td>
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<td>▶ National Municipal Capacity</td>
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<td></td>
<td>Coordination and Monitoring Committee</td>
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<td></td>
<td>(NMCCMC)</td>
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<td>ix. Change Management Strategy, including communication plan</td>
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<tr>
<td>viii. Knowledge Management</td>
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<tr>
<td>National Capacity Building Framework (NCBF)</td>
<td></td>
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<tr>
<td>NCB Strategy Draft Concept Paper on Support</td>
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<tr>
<td>Integrated Capacity Building Management of Information System (ICBMIS)</td>
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<tr>
<td>LGSETA Scarce Skills List</td>
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<td>LGSETA SSP</td>
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<tr>
<td>NSG LGSETA, Higher Education Institutions (HEIs), Technical and Vocational Education and Training (TVETs) and service provider training programmes</td>
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<tr>
<td>1. Aligned and coherent legislation</td>
<td>2. Aligned and coherent policies</td>
<td>3. Resources</td>
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<tr>
<td>4. professional body representation across occupations and defined roles and responsibilities for professional bodies</td>
<td>5. Professional and competence-based training model</td>
<td>6. Governance and Oversight Framework</td>
<td></td>
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</tr>
</tbody>
</table>

- **Integrated Human Resource Management** approach, including:
  - **a. Self-management**
  - **b. Professional Ethics**
  - **c. Market related conditions of service**
  - **d. Job descriptions**
  - **e. Individual Score Cards**
  - **f. HR and Personal Development practices**
  - **g. Career-pathing, talent management and succession planning**
  - **h. Retention practices**

- **Integrated Human Resource** approach and system, including:
  - **i. Governance and Oversight Framework**
  - **ii. Focused Leadership**
  - **iii. HRM Strategy within the IDP**
  - **iv. Municipal Delegations**
  - **v. HR Risk Management Framework**
  - **vi. Remuneration Structures** (Scarce Skills Retention)
  - **vii. Accurate reflection of HR Planning /Skills requirements in terms of IDP**
  - **viii. Organisational Structures aligned to IDPs**
  - **ix. Attraction, recruitment and retention practices - building Institutional Memory**

- **Governance and Oversight Framework**
- **Focused Leadership**
- **HRM Strategy within the IDP**
- **Municipal Delegations**
- **HR Risk Management Framework**
- **Remuneration Structures** (Scarce Skills Retention)
- **Accurate reflection of HR Planning /Skills requirements in terms of IDP**
- **Organisational Structures aligned to IDPs**
- **Attraction, recruitment and retention practices - building Institutional Memory**

- **IDPs** including **Institutional Plans**
- **Municipal Systems Amendments**
- **Municipal Performance Management Regulations, 2006**
- **MFMA Minimum Competence Levels, 2007**
- **South African Local Government Bargaining Council**
- **Main Collective Agreement**
- **Provincial HR Practitioners Forum**
- **Major Municipalities HR Forum**
- **SALGA HR Policy Handbook**
- **SALGA HR Strategy**
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<tbody>
<tr>
<td></td>
<td>b. Individual Performance Management</td>
<td>ii. Service Standards</td>
<td>2. Enforcements of Codes of Conduct of Professional Bodies</td>
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<td>iii. Implementation of Codes of Conduct</td>
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<tr>
<td>iv. Conducive workplace environments and sound employee relationships</td>
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<tr>
<td>v. Individual and Institutional Performance Management</td>
<td>vi. Application and management of disciplinary actions</td>
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<tr>
<td>vii. Recognition and Rewards for excellent performance</td>
<td>viii. Behaviours Charter</td>
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<tr>
<td>ix. Financial Disclosure</td>
<td>x. Change Management Strategy, including communication plan</td>
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</tbody>
</table>
ANNEXURE C: PROFESSIONALISATION IMPLEMENTATION PLAN

1. Addressing individual capacity

<table>
<thead>
<tr>
<th>What is needed to address Individual Capacity?</th>
<th>What is already being addressed?</th>
<th>Gaps that need to be addressed?</th>
<th>Proposed way forward</th>
<th>Who will lead and timelines?</th>
</tr>
</thead>
<tbody>
<tr>
<td>To address Competence:</td>
<td>i. TASK</td>
<td>At municipal level:</td>
<td>A committee will be set up of all key stakeholders to determine the way forward as well as who will lead and timelines</td>
<td></td>
</tr>
<tr>
<td>a. Fit for positions</td>
<td>ii. TASK job designsations to</td>
<td>1. Implement job descriptions,</td>
<td></td>
<td></td>
</tr>
<tr>
<td>b. Job descriptions</td>
<td>Organising Framework for</td>
<td>OFO, competence profiles and</td>
<td></td>
<td></td>
</tr>
<tr>
<td>c. Competence Frameworks for all occupations</td>
<td>Occupations (OFO) job</td>
<td>PDPs (GAPSKILL)</td>
<td></td>
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<tr>
<td>aligned to job requirements</td>
<td>designsations Matrix</td>
<td>2. Promote professionalism</td>
<td></td>
<td></td>
</tr>
<tr>
<td>d. Personal Development Plans</td>
<td>iii. GAPSKILL (web based skills audit tool)</td>
<td>3. Determine which staff do not fit their position</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>iv. Institutional Analysis Tool</td>
<td>4. Determine which staff do not yet have job descriptions</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>using GAPSKILL data v. Competence Dictionary and Profiles</td>
<td>5. Determine which staff's TASK job designsations are not linked to the OFO</td>
<td></td>
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<tr>
<td></td>
<td>vi. Training Committees and</td>
<td>6. Determine whether each municipal staff member understands the Competence Frameworks and how it aligns to Personal Development Plans (PDP)</td>
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<tr>
<td>To address work practices:</td>
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<tr>
<td>National, provincial and associated institutions (which include professional bodies):</td>
<td>1. Determine which municipalities have implemented</td>
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</table>

7. Determine which staff members do not have PDPs – update the GAPSKILL

8. Determine which staff members belong to professional bodies
<table>
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<tr>
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</thead>
<tbody>
<tr>
<td>d. Job descriptions</td>
<td>vi. Provincial HR Practitioners Forum</td>
</tr>
<tr>
<td>e. Individual Score Cards</td>
<td>vii. Major Municipalities HR Forum</td>
</tr>
<tr>
<td>f. HR and Personal Development practices</td>
<td>viii. SALGA HR Policy Handbook</td>
</tr>
<tr>
<td>g. Career pathing, talent management and succession planning</td>
<td>ix. SALGA HR Strategy</td>
</tr>
<tr>
<td>h. Retention practices</td>
<td>x. Drafting of Municipal HR Regulations</td>
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<tr>
<td></td>
<td>xi. SALGA Councillor Induction Manual</td>
</tr>
<tr>
<td></td>
<td>xii. SALGA Senior Management Induction Manual</td>
</tr>
<tr>
<td></td>
<td>xiii. Sector Departments Hands-on</td>
</tr>
</tbody>
</table>

**Batho Pele and service standards and provide support where needed**

2. Determine which municipalities are implementing Codes of Conduct and addressing non-compliance and promote it

3. Promote Ethics Management and anti-corruption training

4. Determine how citizen’s surveys improve service delivery
Support programmes  
xiv. Municipal Infrastructure Support Agent  
(MISA)

| To address behaviour, attitude and ethos | i. Ethics Management Training Programme  
 | ii. Whistle Blowing  
 | iii. Community Satisfaction Surveys  
 | iv. DPSA Batho Pele Forums  
 | v. Municipal Systems Amendment Act  
 | vi. Performance Management Regulations, 2006 |

2. **Addressing Institutional Capacity**

<table>
<thead>
<tr>
<th>What is needed to address Institutional Capacity?</th>
<th>What is already being addressed?</th>
<th>Gaps that need to be addressed?</th>
<th>Proposed way forward</th>
<th>Who will lead and timelines?</th>
</tr>
</thead>
</table>
| To address competence:  
 a. Focused Leadership  
 b. Competence Frameworks for all occupations | i. TASK job designations to Organising Framework for Occupations (OFO) job | At municipal level:  
 1. Determine the required numbers and competence (knowledge and skills) to deliver the IDP and compile an HR | A committee will set be up of all key stakeholders to determine the way forward as well as who will |
c. Workplace Skills Plans (with due consideration to institutional and environmental capacity)
d. Capacity Building Programmes addressing the institutional competence gap, such as Leadership Development e. Impact Assessments f. Integrated systems (including ICT), policies and processes g. Improve the employee qualifications profile h. Knowledge Management i. Change Management Strategy, including communication plan

designations
| Matrix | iii. GAPSKILL (web based skills audit tool) | iv. Institutional Analysis Tool using GAPSKILL data |
xii. Integrated Capacity Building Management of Information System (ICBMIS) and their implementation

9. Implement an Induction Programme for Councillors and staff

10. Strengthen HR Practitioners Forums and Training Committees

11. Align individual and institutional capacity gaps when identifying programmes to address such

12. Facilitate improved integrated ICT systems

13. Facilitate Knowledge Management to share good practices

14. Promote change management practices, including sufficient communication practices

15. Facilitate the development of HR Risk
To address work practices, i.e. Integrated Human Resource practices, including:

- a. Governance and Oversight Framework
- b. Focused Leadership
- c. Induction
- d. Linkage between PDP and Institutional Performance Management
- e. Institutional Performance Management
- f. HRM Strategy within the IDP
- g. Organisational Structures
- h. Monitoring and Evaluation
- i. Integrated systems (including ICT), policies and processes
- j. Building Institutional Memory

| Management Frameworks 1  
6. Promote sound retention practices |  
National, provincial and associated institutions:  
1. Promote leadership and management development and professional ethics  
2. Promote technical and administrative professionalism  
3. Determine which municipalities do not yet have job descriptions  
4. Determine which TASK job designations are not linked to the OFO |

| i. IDPs including Institutional Plans  
ii. Municipal Systems Amendments  
iii. Municipal Performance Management Regulations, 2006  
iv. MFMA Minimum Competence Levels, 2007  
<table>
<thead>
<tr>
<th>k. Knowledge Management</th>
<th>x. Drafting of Municipal HR Regulations</th>
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</thead>
<tbody>
<tr>
<td>l. Municipal Delegations</td>
<td>xi. SALGA Councillor Induction Manual</td>
</tr>
<tr>
<td>m. HR Risk Management Framework</td>
<td>xii. SALGA Senior Management Induction Manual</td>
</tr>
<tr>
<td>n. Remuneration Structures (Scarc Skills Retention)</td>
<td>xiii. Sector Departments Hands-on Support programmes</td>
</tr>
<tr>
<td>o. Accurate reflection of HR Planning/Skills requirements in terms of IDP</td>
<td>xiv. Municipal Infrastructure Support Agent (MISA)</td>
</tr>
<tr>
<td>p. Change Management Strategy, including communication plan</td>
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<tr>
<td>To address behaviour, attitude and ethos:</td>
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</tr>
<tr>
<td>a. Batho-Pele programmes</td>
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<tr>
<td>b. Service Standards</td>
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<td>c. Change Management Strategy, including communication plan</td>
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<td>d. Individual and Institutional</td>
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<td>Performance Measurement</td>
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<tr>
<td>e. Application and management of disciplinary actions</td>
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<td>f. Recognition and Rewards for excellent performance</td>
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<td>g. Behaviours Charter</td>
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<tr>
<td>h. Financial Disclosure</td>
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<td>i. Codes of Conduct</td>
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<td>j. Conducive workplace environments and sound employee relationships</td>
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</table>

3. **Addressing Environmental Capacity**

<table>
<thead>
<tr>
<th>What is needed to address Environmental Capacity?</th>
<th>What is already being addressed?</th>
<th>Gaps that need to be addressed?</th>
<th>Proposed way forward</th>
<th>Who will lead and timelines?</th>
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<tbody>
<tr>
<td>To address competence:</td>
<td>i. TASK</td>
<td>At municipal level:</td>
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<tr>
<td>a. Aligned and coherent legislation</td>
<td>ii. TASK job designations to Organising Framework for Occupations (OFO) job designations Matrix</td>
<td>1. Appoint a political champion to implement professionalisation framework n national, provincial and associated institutions</td>
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<td>b. Aligned and coherent policies</td>
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<td>2. Finalise regulations and</td>
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<tr>
<td>c. Resources</td>
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<td>d. Coordination of capacity building</td>
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<tr>
<td>To address work practices:</td>
<td>x. SSP to reflect implementation of professionalism</td>
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<tr>
<td>a. Aligned and coherent</td>
<td>a. Aligned and coherent legislation</td>
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<td>b. Aligned and coherent policies</td>
<td>b. Aligned and coherent regulation setting</td>
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<tr>
<td>c. Resources</td>
<td>c. Municipal Performance Management norms and regulations</td>
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<tr>
<td>d. Professional body</td>
<td>d. Professional body</td>
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<td>e. Professional and competence</td>
<td>e. Professional and competence</td>
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<thead>
<tr>
<th>i. IDPs including</th>
<th>Asp.</th>
<th>xiii. LGSETA</th>
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<tbody>
<tr>
<td>Institutional Plans</td>
<td></td>
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<tr>
<td>ii. Municipal Systems</td>
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<td></td>
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<tr>
<td>iii. Municipal Performance Management Regulations, 2006</td>
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<tr>
<td>iv. MFMA Minimum Competence Levels, 2007</td>
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</table>

| 1. | Monitor the implementation of the main collective agreement |
| 2. | Finalise the regulation setting the uniform, training programmes, service provider training and competence |

<p>| 7. | To address work practices: |
|---|---|---|---|---|---|
| a. Aligned and coherent legislation | b. Aligned and coherent regulation setting | c. Municipal Performance Management norms and regulations | d. Professional body | e. Professional and competence |
| 1. | Monitor the implementation of the main collective agreement | 2. | Finalise the regulation setting the uniform, training programmes, service provider training and competence |</p>
<table>
<thead>
<tr>
<th>Based training model</th>
<th>f. Governance and Oversight Framework</th>
<th>g. Political championing</th>
<th>h. Legislative enforcement</th>
<th>i. Differentiation</th>
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| 3. Monitor and enforce compliance with all Regulations | 4. Align stakeholder policies across stakeholders, e.g. GAPSKILL and WSPs and amend the Treasury Minimum Competency Requirements and ensure compliance where applicable |

<table>
<thead>
<tr>
<th>To address behaviour,</th>
<th>i. Ethics Management</th>
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<tbody>
<tr>
<td>1. Determine whether current practices proposed</td>
<td></td>
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</table>
| attitudes and ethos: | Training Programme  
| a. Local Government Service Ethos as experienced by communities | ii. Whistle Blowing  
| b. Enforcement of Codes of Conduct of Professional Bodies | iii. Community Satisfaction Surveys  
| | iv. DPSA *Batho Pele* Forums  
| | v. Municipal Systems Amendment Act  
| | vi. Performance Management Regulations, 2006  
| | will aptly address professional ethics |