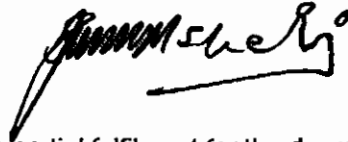


**A MANAGEMENT DEVELOPMENT MODEL AS A PREREQUISITE  
FOR GOOD LOCAL GOVERNANCE SPHERE - THEORETICAL  
PERSPECTIVES.**

by

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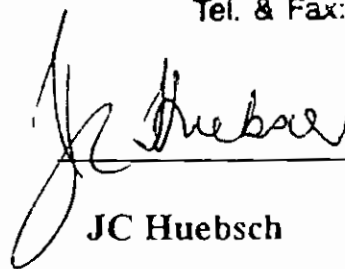
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**"Ke ya le leboha bana ba heso, bana-ba thari e ntsho!"**

**ABSTRACT**

The aim of the study is an analysis of management development models, realistic understanding of good governance and effective service delivery by South African municipalities.

The shortage of effective management skills in South African municipalities is a wellknown phenomenon and there is an urgent need for management development techniques to be explored and documented. To develop a South African municipalities two factors must be considered;

- First, the theoretical issues pertaining to management development for a theoretically sound process is essential.
- Second, the peculiarities of the South African local government environment or sector must be considered.

After reviewing the literature on participation and governance, an analytical framework of good, democratic governance in South African municipalities is developed. The study critically analyses these local government developments; special attention is paid to the danger of the co-option of civil society. The study concludes that the realisation of a truly participatory mode of governance is vital for South African socio-economic and political development.

It is an exploratory study of the determinants of service quality for community/ civil society/residents/customers. It examines the nature of the service quality offered by local government(s). Policy implications and recommendations are made from a pragmatic and developmental perspective.

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## 1. INTRODUCTION

The transition to a democratic dispensation in South Africa is unique in comparison to other recently democratised countries owing to the fact that South Africa have been experienced both the processes of democratisation and legitimisation of state institutions at national as well as at local spheres. However, local government is a mess (The Star, 1995:10) *inter alia*, because of the slight phasing, i.e. non-simultaneous negotiations and elections for national and provincial parliaments and local government, problems in regard to the actual implementation of development at local level arose. Also, the historic legitimisation crisis continues owing to massive corruption and management that are unaccountable for public funds, lack of technical and project management skills and an absence of effective developmental policy formulation mechanisms. This problem seems even more severe in the light of the officially stated approach to policy-making. The Reconstruction and Development Programme (RDP) lists integrated, people-driven development (ANC, 1994:5) as one of the basic policy principles and locates the community and local government as the major loci of responsibility for the implementation of programmes and projects, i.e. bottom-up development. However, the question of capacity at this level has not been properly addressed (The Star, 1995:11), nor are effective strategies in place with regard to related issues, such as inter-governmental co-ordination or local government transformation.

## 1.1 Selection of Topic

The reason for this dissertation is to develop new systems and to develop managers and identify the concepts and competencies of the "complete" and "holistic" manager respectively. For this reason, literature consulted for the research has not focused solely on models for development of management competencies, but also includes references to the development of leadership competences. In this way, the research takes a holistic view of development.

According to Drucker (1999:63), management development aims to make people more effective and enable them to use their strengths more fully rather than to change their personality. Drucker (1999:63) continues to explain that management development deals with what employees need to make their skills more effective, and concerns itself with changes in behaviour likely to make them more effective.

## 1.2 Study Plan

**Management Development** by its nature is a vehicle through which managers of local government can deliver services of excellence. It is however, cause for a great deal of consternation that municipalities in South Africa generally do not perform up to expected standards.

It is imperative that local government managers and supervisors should be well prepared and skilled for their management task. This situation calls for a management development approach that will ensure that there are development techniques to be explored and documented so that the current skill base of managers can be markedly improved to cope with the demands of the new world of work. Thomas (1996:112) supports this view and stresses the importance of

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urgently addressing the educational lag both within organisations and in the country as a whole.

Management development programmes, as with all people development issues, have two key elements, namely content and process. Topics such as planning, organising, motivation and interpersonal skills are common content issues. The process element refers to how the content is communicated to the subordinates. Traditionally this aspect has received little attention and because of lack of awareness of viable alternatives, courses at an off-the-job venue are considered the norm. It is also important continually to be aware of how management development programmes are developed in other words the design issues. Without full acknowledgement of this it became difficult to translate a training need into a viable process.

According to Conger (1997:401), however, development is a complicated and time-consuming process that requires extensive commitment in terms of time and resources. He maintains that there are no quick or magic solutions and that development in an ongoing process demand continual experimentation and persistence. (Considering the fairly recent political transformation that has taken place in South Africa, democratic principles now entrenched in the Constitution of the Republic of South Africa; 1996 (Act No. 108 of 1996), offer equal opportunities for development.) It is within this context (i.e. the context of normal society), that research can now be conducted into improving management efficiency to enable local governments and South Africa as a whole to compete on an equal footing with the powers that dominate the economies of the developed world.) The researcher therefore believes it is vital to investigate a model on which to base the development of effective managers, if South African Municipalities wish to compete in the global economy.

**Democratic Local Governance** will be devoted to the presentation of the various approaches to and different interpretations of the concept of governance.

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The usefulness of governance as an analytical framework will be presented and its specific characteristics are related as well as their occurrence in the new South Africa and the values on which good democratic governance will be discussed. It will further show the importance of governance to evolving social, political and economic interaction among the various strata in South African society. After having discussed the normative concept of local governance, the last aspect of this part will deal with the prospects of implementing forms of participatory democracy in South African municipalities.

Jorgensen (1993:220), when dealing with modes of governance mentions the hierarchical state, where elected parliamentarians are viewed as the architects of society. From a South African perspective, Cranko and Wooldridge (1995:228-249) came with a broad understanding of governance when they contend that the role of political leadership in governance is that of managing the relationship between government and civil society. A component will be the shift from a "Bureaucratic Administration" to a "Representative Administration". If local governance refers to working with, and listening to citizenry in order to manage public resources and respond to the needs and expectations of citizens, individuals, interest groups and the society as a whole. It therefore involves active co-operation and ongoing engagement in the process of policy formulation and implementation between politicians, management, front-line workers and the members of the communities.

Governance as a process of facilitating and ensuring the delivery of goods and services through the management of social power and power relations thus includes a means of maintaining social stability and well being through deepening democracy. The key concepts of governance processes are dialogue and delivery which, if properly structured, contribute to people-centred development (Korton, 1995:569-575).

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Esman (1997:20) contends that government as service provider, should attempt to determine objectively what the population wants. The public is the prospective customer. Instead of unilaterally setting the terms and conditions of public services, government bureaucracies should adapt services to the expressed needs and preferences of the public. The government ought to reach out, attempt to sell or extend services instead of the public claiming services. The government has a proactive role for encouraging potential consumers to avail themselves of services. Esman (1997:21) shows that in participatory democracy, the public will not be dissatisfied because public administrators will be acting in accordance with the needs of people and not their own wishes. Government should get information from the public and adapt services accordingly.

In summary, local governance with its administrative focus includes:

- **Bureaucratic accountability**, i.e. an accountable administration, transparency, an efficient public service and capacity and institution building of the public administration;
- **Political accountability**, i.e. an independent public auditor and social marketing responsibility; and
- **Rule of law**, i.e. substantive human rights, an independent judiciary system, free press and freedom of association (World Bank, 1994: 142).

According to Hyden (1993:12) democratic governance additionally implies and requires:

- **Pluralistic institutional structures**, i.e. multi-party democracy with an effective opposition;
- **Participatory democracy**, i.e. strengthening civil organisations; and
- **Economic, social and political empowerment** of the people.

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Hyden's (1993:18) statement shall conclude this chapter on local governance, he contends that "The more regime management is characterised by the qualities associated with the governance realm, the more it generates legitimacy for the political system and the more, therefore, people will participate in the public realm with enthusiasm".

**Service delivery** describes service with words such as act, performance, activities, deeds, satisfactions and utilities. These words reflect the intangibility of service and the fact that services must be performed or acted out. The concept of service delivery seems difficult for management to translate the intangible concept of service into concrete actions that will result in customer satisfaction (Reibstein, 1997:607).

### 1.3 Problem statement

Municipal management in South Africa has undergone changes in recent years. These changes have been further amplified by the **Constitution of the Republic of South Africa 1996** (Act No. 108 of 1996). The 1996 Constitution gives municipalities more development duties and powers, which requires municipalities to structure and manage their systems in such a way that it provides services to the communities in a sustainable manner.

The process of amalgamating the race-based municipal administration was initiated by the **Local Government Transition Act 1993**, (Act No. 209 of 1993) (LGTA). In many cases the structures and systems were extended to absorb staff from systems and extended to absorb staff from smaller administrations (usually former Black Local Authorities-BLA's). Minimal changes were made to the organisational structure and improve effective performance. The process reproduced inequity and made little attempts to enhance performance.



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Transformation for developmental local government requires a further process of administrative re-organisation to prepare municipalities to meet considerable challenges of social, economic and material development in all communities. Currently, municipalities, face increasingly complex urban and rural systems more sophisticated yet diverse customers. Large municipalities are faced with problematic ambiguities like increasing roles of cities in global trade, at the same time, there are increasing levels of unemployment, poverty in urban environment.

Municipal bureaucracies are being challenged to respond to issues about performance based contracts for senior staff, quality of products and services, increasing accountability for services, and greater focus on the customer in terms of service delivery. Furthermore municipalities have to consider different systems of delivery mechanisms. Value for money in a municipality is both a matter of the cost of inputs, and of the quality and value of the outputs.

It is necessary to ensure that more effective managers are developed and are able to cope with the demands of the current demands in their worlds of work. The first assumption is that there is a need for management development and therefore the question "why management development" needs to be answered. Numerous authors have attempted to explain and justify the rationale for management development, and these will be discussed in chapter two of this document. However, implicit in the articles published on the subject is the assumption that there is a need for management development for local governments in South Africa. A large number of the papers on the subject consider the problems in management development, as some part of the solution of the cures. The very fact that they are identifying problems and proposing new paradigms imply that there is a necessity for management development. One author who provides a rationale for management development is Drucker (1999:421) who comments "if we know one thing today, it is that managers are made not born. There has to be systematic work on the supply, the development and skills of tomorrow's managers. It cannot be left to luck or chance".

There is change in South African Local Government, and this change somehow implies a change in management methodology. All socio-political sectors in South Africa acknowledge that the country is in a state of change. It is believed that these changes will have a major impact on the management of the South African municipalities. Change, by its very nature implies the redressing of problems. The existence of change implies that there is a need for improvement.

Given that effective managers are developed and not born, and those perceived effective managers could be identified, the researcher concentrated on investigating the developmental experiences of perceived effective managers.

In summary, the inability of existing management development programmes to offer a viable solution that is likely to meet the requirements of the future, and the apparent inability of most Black advancement programmes to prepare significant numbers of traditionally disadvantaged people for managerial positions. There is a profound need to study and explain perceptions of municipal managers of the restructuring of the councils in which they work hence this study. Underlying this research exercise was the significance of identifying, measuring and explaining management perception of the 1998 restructuring proposal that had been adopted for implementation in the South African municipalities for successful transformation of these councils.

#### **1.4 Aims and objectives of the study**

The main aim is an analysis of management development as a prerequisite for good governance on a local level. The purpose of this research is to use the qualitative data analysis, and study will focus on:

- The history background of local government in South Africa. ✓
- Management development models for local government. ✓

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- Democratic local governance.
  - Principles and approaches of service delivery and political stability on local government.

The rationale is to single out and argue for a realistic understanding and pragmatic implementation of democratic governance so as to secure public sector transformation. It will further show the importance of governance to evolving social, political and economic interaction among the various strata in South African society. As the research will be exploratory in nature, its primary aim is to understand the local sphere of government, effective management development and service delivery. The purpose of this research is, therefore, also to discover what management in municipalities requires from managers in order to function effectively and the relationship between management development, local governance and service delivery.

### **1.5 Research methodology**

Due to the exploratory, partly conceptual approach of the research, this section will briefly clarify the main theoretical analysis of management development, it is more a qualitative study and a reconstruction and interpretation of theoretical perspectives. These are concepts of management development, democratic governance and effective service delivery.

It must be noted that the research will not be restricted to developing a model based on certain discipline within the management; for example, it will intend to recommend broad parameters for good governance and development of management skills and effective service delivery. For this study the following research methods will be undertaken. The study will consist of a literature study.

### **1.5.1 Literature study**

A literature study will be on the relevant subject of study. This will provide a better insight into the research problem as well as the necessary background to guide the empirical part of the study. Apart from the information obtained from textbooks, other sources will be consulted in order to obtain the information needed for this particular study such as journal articles, magazines and the Internet. Statistics and other relevant information will also be used during the study.

### **1.5.2 Structure of the study (lay out)**

The research study consists of five chapters, which can be summarised as follows:

#### *Chapter 1: Introduction*

Background is provided about the state of affairs pertaining to management while the importance and the purpose of the study is clearly stated. The scope of the study is on democratic governance and management development model for municipality and effective service delivery as well as the importance for such a study and the need thereof.

#### *Chapter 2: Management Development in Local Government*

There is a need for management development processes that can cater for the large numbers of new managers needed to maintain a viable economy. The focus must be on developing Blacks because of demographic reasons they will be the municipal managers of the future.

### *Chapter 3: Democratic Local Governance*

Good governance with its administrative focus includes bureaucratic accountability, i.e. an accountable administration, transparency, an efficient public service, and capacity and institution building of the public administration. Also included is political accountability, i.e. an independent public auditor and social marketing.

### *Chapter 4: Municipal Service Delivery*

The *Municipal Systems Act, 2000* (Act No. 32 of 2000) gives effect to the country's vision of "developmental local government" as envisaged in the white paper on Local Government. The Municipal Systems Act 2000 creates a bottom-up process of driving development, improving performance and facilitating change. Municipalities are obliged to put "Batho Pele" - "People First" (customer) in the way they run their administration, and constantly seek the best way of delivering services to all residents.

### *Chapter 5: Conclusions and Recommendations*

The development model for Local Government managers will be presented in this chapter as additional insight and interpretations will also be put forward. The research will conclude by posing ideas for future research.

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**MANAGEMENT DEVELOPMENT  
IN LOCAL  
GOVERNMENT**

**2.1 Introduction**

The intention of this chapter is to discuss the criticism of municipal structure and performance. The historical foundation of municipalities is also discussed. The administrative challenges are referred to.

**2.2 Historic Overview of Local Government in South Africa**

The history of municipalities under apartheid is characterised by the introduction of 'own management' structures for Black, Coloured, White, and Indian residential areas. Through spatial separation, influx control, and a policy of own management for own areas, the policy of apartheid aimed to limit the extend to which white municipalities would bear financial burden of servicing disadvantaged black areas (Ismail and Mphaisa, 1997:4).

To a large extent, the history and structures of municipalities were based on the British model of municipalities. Distinct functions are defined and made the responsibility of separate departments. The departments are managed from the top by appointed professional departmental heads who are at the apex of both information (which flows up through the hierarchy) and of authority (which flows downwards through the hierarchy) (Republic of South Africa Constitution 110 Of 1983).

Though, there have been changes in local government system since 1993, however, many of the laws and regulations which supported the old system remained in effect and in one way or another, these continue to impact on the operation of municipalities. Some municipalities have undergone some administrative changes as a result of the amalgamation process between white municipalities and black municipalities (Local Government Transition Act 209 of 1993).

Some of the South African municipalities are still characterised by hierarchical line departments, poor co-ordination between line departments, and authoritarian management practices. Frontline workers remain de-skilled and women and black people are not adequately represented in management echelons. In many cases the lack of performance management systems and poor internal communication contribute to inefficiency in service delivery (Reibstein, 1997:471).

Municipalities are all experiencing problems arising from the transition process. Costly and complex administrative re-organisation in the year 2000 has tended to focus capacity for municipalities' inwards, rather than towards their constituencies and delivery (White Paper on Local Government Gazette No. 18739, 13 March 1998).

This chapter considers major areas that are covered by the management development literature. These are:

- Why municipal management and municipal development?
- What are traditional problems associated with municipal management development?
- What new ideas is there in the field of management that attempt to alleviate the problems expounded by the literature?

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### **2.2.1 *The Constitution of the Republic of South Africa 1996 (Act No. 108 of 1996)***

Local government has been given a new constitutional mandate to create and sustain humane, equitable and viable human settlements. It is doubtful whether local government as presently designed is adequately equipped to fulfil this developmental mandate. Local government has been democratised, but the local government system is still structured to meet the demands of the previous era.

The objectives of local government set out in Chapter 7 of the Constitution of the Republic of South Africa 1996, (Act No. 108 of 1996) (herein referred to as the 1996 Constitution), Section 152, are the following:

- To provide democratic and accountable government for local communities.
- To ensure the provision of service to communities in a sustainable manner.
- To promote social and economic development.
- To promote a safe and healthy environment.
- To encourage the involvement of communities and community organisation in the matters of local government.

Section 152, subsection (2), further instructs that a municipality must strive, within its financial and administrative capacity, to achieve the objectives set out in subsection (1). The mandate to local government from the 1996 Constitution suggests a complex, dynamic, service delivery focus and accountable organisations.

### **2.2.2 *Issues of concern***

It is the researcher's view that, it is the first time that government has such a clear vision/mission set in a law and in key policy documents. This strategy, in



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the researcher's view, challenges the entire institutional form of local government, to meet 1996 Constitutional objectives. The **White Paper on Local Government, Government Gazette No. 18739,13 March 1998**, suggested a need for change:

- *Shortcomings of the amalgamation of municipalities*

The process needs to correct the weakness of the old administrative system. The amalgamation disadvantaged the staff of former Black Local Authorities (BLA) as they were "slotted in" to job evaluation systems, which weighted formal qualifications above job experience. The process reproduced inequity and made little attempt to enhance performance.

- *Changes in the transition period*

Some municipalities use the amalgamation process to initiate more fundamental view of their administrative organisation. Some municipalities undertook participative processes, which drew a cross-section of staff into the process of designing new organisations. These approaches have resulted in some meaningful administrative changes. However, municipalities have experienced difficulty in consolidating these gains because of the high levels of uncertainty during the transition period because of change management that was taking place after the new dispensations.

- *Need to rethink basic principles*

The amalgamation process was largely concerned with addressing management problems. Little attention has been paid to thinking the basic principles on which the administration is organised. In particular, new administrative capacities have not been built and administrative operation have remained locked in traditional approaches to service delivery.

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- *Need for common vision for transformation and development*

Transformation for developmental local government requires a further process of administrative re-organisation to gear municipalities to meet the considerable challenges of social, economic and material development in all communities so that service delivery should be attained as soon as possible.

- *Performance indicators*

The shared vision by municipalities is translated into measurable, performance indicators, where different municipal stakeholders can measure their contribution and those of others, towards realising a common goal. Performance management is critical to ensure that plans are being implemented, that they are having a desired developmental impact, and that resources are being used efficiently.

### ***2.2.3 Definition of approaches and shortcomings of management development***

Management development is a systematic process, which aims to ensure that the organisation has effective managers to meet its present and future needs. To derive maximum potential from management development programmes, the required competencies must be identified. The objective of this research is to identify management competencies according to management level, which yields superior performance by local government managers (Meyer, 1996:114).

The research explores whether there are differences in management competencies and within different departments in the municipalities. The emergence of the 'New South Africa' is characterised by uncertainty and turbulence as a result of significant change in the political, social and economic environment. Public sector management faces a particularly difficult task, that of managing in a new management model, which requires changed learning methods, adaptation of methods to be developed, and of choice in political

institutions and service provisioning. The implication of the new management model for public sector managers needs to be investigated. The Public service transformation table is informed by the readings of Conger (1997:52); Osborne and Gaebler (1993:312); Fitzgerald (1994:81) and Wooldridge and Cranko (1995:42).

The new municipal management development model indicates that a reactive response to changing circumstances will not suffice. Public sector managers have to sustain superior performance. Table 2.1 depicts the paradigm shift from the Weberian model of management in public administration, to public management.

**Table 2.1: Public Service Transformation Table**

ITEM	WEBERIAN MODEL	PRACTISED WEBERIAN MODEL	NEW MANAGEMENT MODEL
Structure	Hierarchical	Hierarchical	Flat
Culture	Consensus	Resistance	Delivery-oriented
Communication/ Planning	Top-down	Top-down	Bottom-up/ Participatory
Systems	Closed/Mechanistic	Closed/Mechanistic	Open/Organic
Goals	Control-oriented	Regulatory	Development/Service
Attitude	Dependency	Confrontational	Collaborative
Composition	Class Society	Unrepresentative	Representative
Locus of control	Central	Central	Participative
Size	Big	Big	Small
Style	Rigid	Command driven	Flexible
Process	Open	Service	Transparent
Competence	Competent	Incompetent	Competent
Authority	Higher authority	Higher authority	All stakeholders

(Weber 2000:37)

The new management model indicates that a reactive response to changing circumstances will not suffice. Public sector managers have to sustain effective performance to help shape the future of local government within which they will do business. These times of rapid transition and extreme turbulence place new demands on the public sector manager, which include the issues that will be discussed in the following paragraph (Weber, 2000:39).

#### *2.2.3.1 Lack of empowerment of workers*

Empowering workers is central to the municipal sector environment. This involves permitting employees to take risks with responsibility and authority; that is, employees are allowed to make intelligent failures. The environment then becomes an incubator to optimise production. The empowerment process leads to managers becoming facilitators as opposed to being controllers, because of the change that occurs in the relationship between managers and authority (Denhardt, 1999:136; Weeks, 1999:16).

#### *2.2.3.2 Manager as leader*

The new mode of democratic government focuses on leadership as a dynamic process of group development which is based on autonomy, flexibility, creativity and responsiveness, and not leadership in the authoritarian sense as is the case in the Weberian Model (Denhardt, 1999:16).

#### *2.2.3.3 Mission-led organisation*

The new mode of governance promotes the development of a mission statement that determines the management philosophy and guides the action plans. It also seeks to assert a more open and participatory form of internal management, acknowledges the importance of communication and co-ordination within

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departments, and has a philosophy of customer/result orientation (Denhardt, 1999:136; Weeks, 1999:16)

#### *2.2.3.4 Public Accountability*

The community now expects a greater level of transparency and public accountability from the public sector manager(s) whose performance should be assessed by the public (Weeks, 1999:18). This dilemma requires to be managed to strike a balance. The Public sector manager needs to manage the control of the political process and public pressure (Stewart, 1996: 72).

#### *2.2.3.5 Policy Management*

Management of the policy process is another critical aspect. Municipal managers often find themselves in a dilemma caused by a traditional structure, involving mechanistic ways of problem-solving and communication that are ritualised. The manager also has to manage an organisation and be developed to handle the key leverage areas in the public sector, as suggested by Fitzgerald (1994:60).

Craythorne (1997:67) states that, right across the racial spectrum, the model of administration used to inculcate into the minds of senior administrators by the various state and university based training institutions was premised on the traditional notion that local government administrators and politicians are deliverers of the goods/ services required by mass consumers who voted in the politicians, who pay their salaries. In practice an administrative form emerged that has the following features:

- **Racial inequities:** In contrast with white local authorities, black local authorities have never had the resources to develop effective and efficient administrations. In addition, apartheid policies have ensured that black personnel have been discriminated against.

- **Top-down planning and centralised hierarchies:** Planning was done by senior officials and all the decisions are taken at this level. Co-ordination takes place at the top with very little autonomy for subordinate units. Directives were issued in complex memorandums to lower levels via a Multi-levelled hierarchy. Requests for decisions and information from below each level and the top via the same hierarchy of levels of officials whose livelihood depends on justifying their jobs in terms of the time needed mounds of paperwork and to ensure the implementation of the proper procedures (Craythorne, 1997:67).
- **Delivery of standardised products on a mass scale:** Administrative planning was based on the assumption that services must be delivered in the form of a standardised product that should be provided to everyone on a mass scale. This principle was taken to its logical conclusion in the black townships where identical housing units delivered cheaply and on a mass scale was the primary objective of township administration under apartheid (Craythorne, 1997:67).
- **Dis-skilled hierarchy of jobs:** By using the corporate pyramid salary structure and the detailed compilation of job definitions, it was possible to proceed from the function of a department to a set of minutely planned tasks with each task corresponding to the job definition of the employee in the hierarchy. Performance is measured as a function of the employee's ability to execute the task assigned to the employee in the form of job definition (Craythorne, 1997:67).
- **Rules, not quality:** The performance of officials from top to bottom is measured in terms of their ability to stick to predetermined budgets and procedures. Given that the quality of the service cannot be measured by consumer demand on the market are natural monopolies, it follows that bureaucratic performance measures become centralised procedural audits that never take into account the views of the consumers of the service (Craythorne, 1997:68).

- **No role for the citizen:** The administrative machine produces services for a generalised public with little knowledge about who that public is, how it is broken up into interest groups and sub-cultures and what its particular spatially, economically or culturally specific needs are. This produced the passive individualised disempowered consumer-citizen whose role the administrators would prefer to see as limited to simply paying for the goods at best of attending a community meeting at worst (Craythorne, 1997:68).
- **Monopolisation of knowledge:** Although elected politicians are nominally the policy makers, the centralised accumulation of knowledge in the hands of the senior professional administrators makes it possible for the bureaucracy to define the constraints and the material parameters within which policy can be formulated (Craythorne, 1997:68).
- **Professional control:** Senior officials were members of professional associations (such as the Institute of Town Clerks by then) that had power with respect to their terms of tenure, job security and independent access to central government policy-making. This had placed them in a bargaining position capable of rivalling the power of the elected officials during times of change (Craythorne, 1997:68).

#### **2.2.4 Management competence**

Boyatzis (1999:260) defines competence as an underlying characteristic of a person that result in effective and/or superior performance in a job. In addition to the above, Lee and Beard (1994:19) indicate that competence embodies the capacity to transfer skills and abilities from one area to another.

Competencies can be described in terms of two dimensions, namely, type and level (Boyatzis, 1999:14). Types of management competence are associated with human behaviour and a person's capability to demonstrate such behaviour, for example, strategic thinking. Each competency can exist in an individual at

three psychological levels: an unconscious level (i.e. motive and traits), the conscious level (i.e. self-concept) and/or a behavioural level.

Spencer and Spencer (1993:19) define competency as an underlying characteristic of an individual that is causally related to criterion referenced effective and/or superior performance in a job situation.

#### *2.2.4.1 Underlying characteristics of management competency*

Underlying characteristics means the competency is a fairly deep and enduring part of a person's personality and can predict behaviour in a wide variety of situations or jobs. Spencer and Spencer (1993:9) identified five types of competency characteristics namely; motives, traits, the self-concept, knowledge and skills. The above underlying characteristics underpin the definition of "competencies" by Boyatzis (1999:262). The definitions of these characteristics are as follows:

- **Motives and Traits**

McClelland (1998:34) defines a motive as a recurring concern for a goal or condition, which is in the mind of the individual. The motive drives, directs and selects the individual's behaviour. The motive has to do with the individual's intention towards achievement of set goals. The need for achievement would be an example of a motive. A trait is a disposition or a characteristic way of responding to similar sets of stimuli. It has to do with the application of consistency in the same situations. Initiative is an example of a trait.

- **The Self-concept**

The self-concept (self-image and social role) is affective and intensive in nature. It has to do with the individual's values and attitudes and how the individual



positions him/herself in the job situation. A person will be effective when the person's self-image and social role is congruent with the job and organisational setting in which the person is working. Boyatzis (1999:35) indicates that there is a dynamic interaction between the various components of a job and the level of performance.

### **2.3 Conclusion**

In conclusion, management development is simply training at a higher level, or that is principally about individual education. Management is a process to which managers may improve the process, but is not sufficient. The process is subject to influences other than the knowledge and skills of individuals, and management development specialist cannot ignore them.

Management is moving from an old order based on efficiency, production, optimisation, conformity and authority to a new order emphasising enterprise and marketing of change initiatives and leadership. It is this new order that will provide the challenges to the municipal managers and management developers of the future.

The next chapter focuses on democratic governance of municipalities in South Africa. The focus will be on bureaucratic accountability, political accountability, pluralistic institutional structures, participatory democracy, economic, social and political empowerment of the people.

## *Rubric 3*

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### **DEMOCRATIC LOCAL GOVERNANCE**

This Chapter focuses on democratic governance, participatory democracy, and modes of governance. The other focus will be on the management of 'regime structures' which revolves around the relations within 'civil public realm' (in policy-making) in the light of ever increasing dynamic and complexity of societal relations. Buildings of legitimacy by reciprocal relationships of trust and accountability are the cornerstones of social integration.

#### **3.1 Introduction**

The growing body of literature on governance captures the radical shift in thinking about the nature of the state and its relationship with society. It is a shift from the noun government to the verb governance, from structuralist and institutionalist focuses to relations and processes, and from linearity (in development or change processes) and rationality to inter-dependence and chaos (chaos and catastrophe theories) (Swilling and Monteiro, 1995:5). No single exhaustive definitions of governance exist. Governance may be considered a process as opposed to a structure, although it does embody also a structural dimension. They continuously interact in an ongoing manner that is dictated by the forces in society.

Latib (1995:19) describes the structural dimension in his exposition of complexity. His argument highlights how these structures relate to each other as parts of a system. The concept of governability is also indicative of the process nature of

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governance. Governability is defined by Kooiman (1993:43) as the permanent balancing process between governing needs on the one and governing capacities on the other. Governing needs are ever changing imposing a continuous need to adjust them to available governing capacity. These continuous activities constitute processes.

From a management perspective it can be related to the structuring of the specific regime type with a view to enhancing the effectiveness and legitimacy of the public realm. In this case Hyden (1993:41) refers to the regime as "...not a set of political actors (although regimes are often associated with specific leaders), but rather a set of fundamental rules about the organisation of the public realm" (Hyden, 1993:57). The notion of public realm encompasses both state and society and draws the line instead between private and public. What is of interest is the extent to which there is a civic public realm and how it is being managed and sustained by political actors, some in the state, others in civil society.

- The World Bank's (1994:73) definition sees good governance as "...the exercise of political power to manage a nation's affairs" (Landell-Mills & Serageldin, 1991:14-17; Leftwich, 1993:610). It features the following as measures of efficiency for the public service: independent juridical system,
- legal framework to enforce contracts,
- accountable administration of public funds,
- independent public auditor responsible to the legislative,
- respect for law and human rights, and
- pluralistic institutional structure and free press. These system features can be viewed as largely functional and institutional prerequisites for development.

Essentially, Leftwich (1993:157) describes the meanings for good governance as:

- associated with the World Bank's administrative and managerial term concerned basically with efficiency and effectiveness in running of state structures (including local government), particularly pertaining to development issues; and
- the western government's focus on the political sphere and government administration with a concomitant insistence on competitive pluralist democratic politics in the context of their political conditioning of development co-operation.

Partly opposed to this instrumentalist definition of the World Bank, Leftwich puts forward his conception of democratic governance and argues that governance has essential three main components or levels (Leftwich, 1993:135):

**Broad systematic views:** whereby it is wider than government which is conventionally defined as a formal institutional structure and a location of authoritative decision-making in the modern state. It is a looser and wiser distribution of both internal and external political and economic power whereby the rules by which the distributive and productive life of society is governed (wide governance, new order);

**Political Viewpoints:** whereby it can be seen as a state enjoying both legitimacy and authority derived from a democratic mandate and built on the traditional liberal notion of a clear separation of legislative, executive, and juridical powers; it normally involves a pluralist policy with regularly elected political representatives (most western governments):

**Narrow administrative views:** an efficient, open, accountable and audited public service which has the bureaucratic competence to design and implement in co-operation with other actors - appropriate public policies and to manage the public sector (World Bank, 1994:63).

Additionally to the above mentioned aspects concerning the process nature and the use of governance as an analytical tool, the dimension of state - civil society relationships, i.e. between the organs of the state and those of civil society need to be investigated.

According to Kooiman (1993:35) "...one can see a shift from a unilateral (government or society separately) to an interactionist focus (government with society)". The same text the author also mentions that the growing realisation of interdependencies may lie behind such efforts. The nature of the relationship between actors within a governance framework is reciprocal. The public gives political leaders legitimate power (authority) in return for effective performance of governmental duties. Moreover, should political leaders prove unable or unwilling to perform such services, the public has the right to withdraw its allegiance and stop obeying (Hyden, 1993:10).

According to Kooiman (1993:37) "...the shift seems to be away from one way steering and control to two or multi-way designs in which (dis) qualities of social-political systems and their governance are viewed from the perspective of the cognition of mutual needs and capacities". The concept of governance, implying partnerships between the different actors, is a modern progressive approach to governing, as opposed to the old, traditional Weberian rational bureaucratic model. There, the organisational set-up of the state and the relative position of the citizenry, i.e. the nature of the relationships between the governing and the governed were that of master-servant, superior-subordinate or other authoritarian power and duty oriented relationships bearing similar characteristics. In a historical perspective, the demise of monarchies and centrally planned socio-political forms of governments around the globe as well as the recent paradigm shift in the democratic, pluralistic and neo-corporatist or libertarian, regimes towards new innovative and participatory forms of governance, are all pointers to the international appeal of this post-modern approach.

### 3.2 Role-players and Modes of Governance

There is a myriad of individual and corporate actors at play within the civil public realm. For illustrative reasons they can be divided into two broad categories, namely the organs of the state and those of civil society (Jorgenson 1993:219-225).

**Table 3.1: Organs of the State and Civil Society**

ORGANS OF THE STATE	RELATIONSHIP	ORGANS OF CIVIL SOCIETY
<ul style="list-style-type: none"> <li>• Legislative</li> <li>• Executive</li> <li>• Judiciary</li> </ul>	<ul style="list-style-type: none"> <li>• Co-operation, facilitation</li> <li>• complementarily</li> <li>• consultation regulation</li> <li>• self-regulation</li> </ul>	<ul style="list-style-type: none"> <li>• political parties</li> <li>• interest groups</li> <li>• business and other formations</li> </ul>

(Jorgenson, 1993:221)

Jorgensen (1993:221) highlights four modes of governance. **First** he mentions the hierarchical state, wherein the roles of citizens are that of being a voter and a subject. It is the classical parliamentary model of most Western European states and structures its public administration along the rationalistic prescriptions of Weber with his altruistic assumptions about the civil servants and politicians. The present South African Constitution with its rather defensive individualistic Human Rights (first generation) falls into this category. It is characterised by the constitutional rules for elections, parliament and government.

The **second** mode Jorgensen highlights is that of the autonomous state where the role of public organisations is that of safeguarding of rights and moral and professional values. The South African public service - hardly controllable by politicians nor accountable to the public at large - fits into this category.

The **third** mode is that of the negotiating state. This is to some degree the evolving situation in South Africa where citizens affiliate into competitive interest organisations such as employers associations and trade unions to articulate their views in various forums with the intention of influencing policy decisions.

The **fourth** mode is called the responsive state. This one can broadly be differentiated into two strands. The first one follows the market rigorous prescriptions of libertarian / neo-conservative thought. The second resembles in this participatory version the aspirations of the RDP, which sets out to achieve meeting basic needs, developing national human resources, building the economy and to democratise of the state and its institutions. It is called the self-governing state and is rooted in rather leftist schools of thought.

**Table 3.2: Modes of Governance**

MODES OF GOVERNANCE	ROLES OF PUBLIC ORGANISATIONS	ROLES OF CITIZENRY	MECHANISMS AND INSTRUMENTS OF CONTROL
HIERARCHICAL STATE	Neutral implementation on the basis of political preferences	Voter and subject	'Control' hierarchy, rules
AUTONOMOUS STATE	The safeguarding of rights and moral professional values	Legally protected, guided and socialised individual	Peer group control, socialisation, institutional rivalry
NEGOTIATING STATE	Mediator in corporate structures	Member of interest organisations	Negotiations, countervailing powers
RESPONSIVE: SUPERMARKET STATE	Act as a business firm	Consumer	Competition
RESPONSIVE: SERVICE STATE	Act as a listening monopoly	Client	Dialogue
RESPONSIVE: SELF-GOVERNING STATE	Setting frames for self-governing	Citizen, co-producer	Self-regulation

<b>MODES OF GOVERNANCE</b>	<b>NORMATIVE BASIS</b>	<b>ORGANISATIONAL CONTEXT</b>	<b>SA EQUIVALENT (if applicable)</b>
<b>HIERARCHICAL STATE</b>	Political loyalty, the will of the people	Parliament, cabinet parental department, ministry of finance, general audit bureau	Present constitution with emphasis on first generation human rights
<b>AUTONOMOUS STATE</b>	Legality, moral and professional standards	Professional associations, non-economic interest groups, duplicate organisations in other countries	Old public administration of NP regime
<b>NEGOTIATING STATE</b>	Consensus and compromise, political stability	Industrial interest organisations, labour market organisations, employee organisations	Corporatist, to some degree pluralist organised policy-fields
<b>RESPONSIVE: SUPERMARKET STATE</b>	Efficiency	Competitors	Neo-conservative/libertarian reform proposals (especially of the eighties: lean state)
<b>RESPONSIVE: SERVICE STATE</b>	Service	None (perhaps user groups)	See above
<b>RESPONSIVE: SELF-GOVERNING STATE</b>	Self-regulation (private interest government)	Civil society	Participatory ideology of the RDP

(Jorgensen, 1993:221)

Hyden (1993:8-23) presented an alternative taxonomy where governance is classified by regime types. He put forward a libertarian regime, with individuals seeing themselves as independent actors. In the communitarian regime, traditional bonds and community loyalties influence patterns of social behaviour. Primary social organisations are important. Community values are encouraged. In the corporatist regime, there is negotiation between interested organisations. The status of each group is recognised. In statist regime, resource allocation is in the hands of the state and not the market.



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When trying to relate theory, i.e. the concept of governance, with its different modes of governance, in reality it is that there can be no single mode in its pure form. South Africa being no exception, combine different philosophies and approaches to running the public sector and governing, or better to regulate and deal with (often in crisis mode), the national affairs. The situation, comparing macro with micro-level, is not considerably different. Individuals also do not make use of only one single approach in managing their own lives (Hyden, 1993:8-23).

In summary, four basic positions in the discourse on governance exist (Swilling & Monteiro, 1995:5). The first is the instrumentalist and prescriptive World Bank definition of good governance based on the classical liberal democratic model of the state. The second approach is less concerned with efficient and effective state action but rather focuses on state - civil relationships. It demands co-operation and facilitation from the state, which is believed to lead to empowerment of the society. The third position, ideal-typically put forward by Leftwich, is more critical in nature. It is argued that governance can be regarded as a normative ideological tool of western industrialised countries justifying Structural Adjustment Programmes (SAP) and globalisation and capitalism in general. Finally, Hyden's somehow state-centric approach focused on the management of regime structures revolves around the relations within the civil public realm (in policy-making) in the light of ever-increasing dynamic and complexity of societal relations. Buildings of legitimacy by reciprocal relationships of trust and accountability are the cornerstones of social integration.

### **3.3 Participatory Democracy and Normative Assumptions**

There are various assumptions, which underlie the new international (developmental) paradigms of good democratic governance, which serves as the normative point of reference in this chapter. The list of underlying values starts with the Universal Declaration of Human Rights (Landell-Mills & Serageldin,

1991:14-17). Freedom of information and expression, freedom of association, openness and the right to information for the people are crucial as well. Political accountability and bureaucratic accountability and responsibility are also important (Latib, 1995:19). Transparency is a critical dimension of accountability, i.e. if the public wants to have access to governmental information, it should not be denied. Public agencies and officials need to be monitored. A sound judicial system, a predilection to rule of law, is important as well. Honest law enforcement agencies are required, as is affordable court administration. The various constituent elements all require increased capacity since people and institutions have to be equipped with appropriate skills to carry out their functions.

Leftwich (1993: 620) recommends that the economically marginalised should be brought into productive economic activity. However, De Villiers (1997:473) expresses the opinion that constitutions are better confined to what governments in relatively poor countries can guarantee, such as human rights, freedom of speech, association and belief and racial equality. He recommends that second and third generation rights, those involving socio-economic resources and are based on groups, should be left out, on the grounds that it is not realistic to try to implement them in the given socio-economic situation of South Africa. If government has to focus on second and third generation human rights which have been entrenched in the constitution, it may soon become overloaded, or due to becoming accustomed to not fulfilling the constitutional obligations, in the worst case start to disregard the individual political human rights too. These arguments show that the underlying values and assumptions of human dignity and political freedom cannot be ignored when dealing with democratic governance.

After having discussed the normative concept of good democratic governance, the last aspect of this part will deal with the prospects of implementing forms of participatory democracy in South Africa. In general, it can be implemented within certain limits. People see participatory democracy in divergent ways. Jorgensen

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(1993:220), when dealing with modes of governance mentions the hierarchical state, where elected parliamentarians are viewed as the architects of society. A neutral bureaucracy is required. The state just governs society on the basis of political preferences. In an autonomous state, the state has the predominant function to safeguard values. However, public organisations are not neutral. The negotiating state mediates and to some degree arbitrates between different societal interests brought forward by pressure groups. It reproduces and develops patterns facilitating stability.

A selective combination of points from modes of governance may help in arriving at a view that will represent good governance. From a South African perspective, Cranko and Wooldridge (1995:57) come out with a broad understanding of governance when they contend that the role of political leadership in governance is that of managing the relationship between the government and civil society. A component will be the shift from a bureaucratic administration to a representative administration. If good democratic governance refers to working with, and listening to the citizenry in order to manage public resources and respond to the needs and expectations of the citizens as individuals, interest groups and the society as a whole, it thus involves active co-operation and ongoing engagement in the process of policy formulation and implementation between politicians, senior public management, front-line workers and the members of communities. It has to be ensured that state structures enable the public to exercise a meaningful say, that the workforce of the public sector responds to citizen's and that politicians are not taking over leadership roles and are not reduced to rubber stamping tomes of proposals written by technical experts with own agendas. Governance as a process of facilitating and ensuring the delivery of goods and services through the management of social power and power relations thus includes a means of maintaining social stability and well being through deepening democracy. The key concepts of governance processes are dialogue and delivery which, if properly structured, contribute to people-centred development (Development Bank of Southern Africa (DBSA), 1994a:32; 1994b:54; Korton,

1984:12; Korton & Klauss, 1994:47). The role of the state in such kind of participatory governance would be a facilitative one: interaction of all relevant parties in problem solving and conflict management is required.

The danger in Esman's (1997:21) approach is that if people discover that their input has not been considered but others, they might revolt. However, Landell-Mills and Serageldin (1991:14-17) emphasize that lack of capacity, specifically in African states, may limit public authorities to fulfil their responsibilities even when fully committed to building the nation. There is no guarantee that demands can be satisfied.

The view of the World Bank is more administrative in focus and instrumental in nature. Landell-Mills and Serageldin (1991:15) say that the state plays an indispensable and potentially creative role in establishing the environment for activity. The role of the state can therefore not be ignored in involving people throughout the production process. The government needs to show real willingness to engage people.

Leftwich (1993:610) is more inclined towards highlighting the political side when dealing with participatory democracy. Reconciliation of both aspects is constantly necessary in a participatory democracy. Leadership and guidelines from the government are needed. However, at the same time, the administration should implement what is politically decided without independent bureaucratic agendas. Hence, a combination of the World Bank's and Leftwich's approaches seems imperative. With the hierarchical state based on top-down implemented decisions, the responsive state having the bottom up approach, a combination of the two, although still very abstract in nature, could be the basis. This could create climate for participatory democracy.

Jorgensen's (1993:221) modes of governance and Hyden's (1993:25) regime types, both incorporating indicative elements and normatively founded strategies

to employ, can form a basis for realising good governance. Jorgensen's hierarchical approach has some elements of Hyden's statist regime, with the top-down approach. This may not be healthy for participatory democracy. Jorgensen's responsive state and Hyden's libertarian regime may cause the population to come to the conclusion that their demands are binding for the state regardless of financial and administrative capacity. Bringing together the two extremes in the two paragraphs above might make the idea of participatory democracy possible. The ruled and the rulers have to co-operate on all political level.

In conclusion, Good Governance with its administrative focus includes:

(1) bureaucratic accountability, i.e. an accountable administration, transparency, an efficient public service, and capacity and institution building of the public administration; (2) political accountability, i.e. an independent public auditor and social marketing; and (3) rule of law, i.e. substantive human rights, an independent judicial system, free press and freedom of information, and freedom of association (World Bank, 1994:8).

Democratic Governance additionally implies and requires: (1) pluralistic institutional structures, i.e. multi-party democracy with an effective opposition; (2) participatory democracy, i.e. strengthening civil organisations; and (3) economic, social and political empowerment of the people. Hyden's statement shall conclude this chapter on governance: "...the more regime management is characterised by the qualities associated with the governance realm, the more it generates legitimacy for the political system and the more, therefore, people will participate in the public realm with enthusiasm" (Hyden, 1993:12).

The next Chapter will be dealing with South African municipality service delivery, and what does the Municipal laws say on service delivery, principles and approaches to service delivery and customer-focus.

## *Rubric 4*

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### **MUNICIPAL SERVICE DELIVERY**

#### **4.1 Introduction**

This Chapter focuses on Municipal service delivery, but the emphasis is on the principle and approaches of service delivery, and lastly on customer-care focuses as the says, "Batho-Pele" – "People-First" principle by the Government of South Africa.

#### **4.2 Definitions of Services**

Kotler (1999:97) defines a service as "Any act or performance that one party can offer to another that is essentially intangible and does not result in the ownership of anything. Its production may not be tied to a physical produce".

Alternatively, services are activities, benefits or satisfactions that are offered for sale (Kotler, 1999:19).

Services are seen by Marx and Dekker (1998:52) as being intangible utilities applied for the satisfaction of needs of consumers. Similarly, Esman (1997:44) defines services as intangible activities that provide want-satisfaction. Reibstein (1997:617) sees service as a product in the form of performances, deeds or acts.

The above definitions describe service with words such as action, performance, activities, deeds, satisfactions and utilities. These words reflect the intangibility of service and the fact that services must be performed or acted out. The concept

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of service seems difficult for management to translate the intangible concept of service into concrete actions that will result in customer satisfaction.

According to Wright (1995:19), customers react differently to what appears to be the same service. Two customers can easily react differently to the service that appears to be the same. The perception of service (good or bad) could be affected by factors such as the customer's mood, culture, timing, environment as well as their previous experience.

Fisk, Brown and Bitner (1995:68) identified five unique attributes of services. These are the following:

- **Services are intangible** - Due to the intangibility of service, the service marketer is often led to deal in abstractions like prudence, safety and peace of mind. Because services are performances and experiences rather than objects, precise manufacturing specifications concerning uniform quality can rarely be set.
- **The production and consumption of service are inseparable.** The consumer of service is directly involved in, and can influence the service delivery process. Quality in services occurs during service delivery, usually in an interaction between the customer and the provider, rather than engineered at a plant and delivered intact to the customer. There is no buffer between production and consumption.
- **Service are Heterogeneous** - Performance varies from product to product, from customer to customer, from day to day.
- **Service are highly perishable** - Service quality is measured by consumers during the service experience and not thereafter.
- **Service is labour intensive rather than capital intensive** - the degree of labour intensity influences the quality of service delivered. Maintaining consistently high levels of service quality is more difficult in labour intensive environment.

Despite the difficulty in finding the proper definition of service, it is however evident that the customer can perceive service as either being good or poor. The challenge for managers of service organisations lies in their ability to translate the intangible concept of service into concrete actions that will ensure customer satisfaction. The intangibility of a service makes it difficult for customers to grasp it mentally. A customer must experience a service before it can be visualised. This factor makes the marketing of the service more difficult, Drumwright (1994:62).

### 4.3 Principles for Service Delivery

The **Municipal Systems Act 2000 (A No. 32 of 2000)** (herein referred to as Systems Act 2000) suggests that in choosing the delivery options for their areas, municipalities should be guided by the following principles:

- Accessibility of services.
- Affordability of services.
- Quality of products and services.
- Accountability for services.
- Integrated development and services.
- Sustainability of services.
- Value for money.
- Ensuring and promoting competitiveness of local commerce and industry.
- Promoting democracy.



The principles combined mean that, administrations need to be geared to implement the chosen delivery options in the most effective manner and so to ensure maximum benefit to their communities.

#### **4.4 Approaches to Service Delivery**

Different approaches to service delivery outlined by the local government, and further amplified by the Systems Act 2000, will shake-up the organisation of local government. The point made earlier is that municipalities do not have a monopoly of ideas on how best to provide public services. However, it can remain the regulator of mechanisms set up to provide the infrastructure and services. Delivery mechanisms which municipalities can consider include the following options:

- Building on existing capacity.
- Corporatisation.
- Public-public partnership.
- Contracting out.
- Leases and concessions (public-private partnership).
- Transfer of ownership (privatisation).

The building of existing capacity should mean recognition of existing talent and knowledge and to enhance existing capabilities through orientation and re-training. Part of improving the existing capacity can be to influence the organisational culture and management from being rigid, authoritarian and outdated management practices. The approach in this regard should be worker empowerment. Managerial reform to conduct this process, will have to start

believing that there are career officials that could be trusted and that are intelligent to make informed decisions and be able to contribute towards continuous improvement. The quality of service delivery can be improved by tapping into private sector methodologies, local community knowledge, more dialogue between a municipality, suppliers and customers. The possibility of contracting out or privatisation may just be the impetus for municipalities to focus on issues such as the following:

- Price.
- Quality standards.
- Quality control systems.
- Customer relations (Keaveney, 1995:57).

#### **4.5 Customer Service, Customer Satisfaction and Service Quality**

Poor customer service is so rampant in South Africa that communities have come to expect it. Customer service is also not easy to define. There is no general agreement as to what customer service means. At least four different customer service concepts have been described. Keaveney (1995:59) states that customer service is:

- the activities involved in ensuring that a product or service is delivered to the customer on time in the correct quality;
- the interpersonal working relationships between the staff of a municipality and a customer;
- the provision of after-sales repair and maintenance; and
- the order taking department of an organisation.

Most Organisations are striving to improve their customer service orientation. Some are spending millions of rands on training programs aimed at improving their employee' service skills. Yet, despite all this, only a handful of municipalities have in fact managed to achieve a standard of consistent excellent service (Wright 1995:19).

Wright (1995:48) argues that organisations operate on the basis of some pervasive myths about customer service. The ten (10) myths of customer service identified are:

***The quality myth:*** attention to quality and customer service will take care-of itself.

***The complain myth:*** Good customer service is a matter of knowing how to handle complaints.

***The island myth:*** If customers are unhappy it is better to shake up the customer service department.

***The initiative myth:*** First line people are not paid to think but to carry out the rules.

***The policy myth:*** policies are needed to shield municipal officials from the customer.

***The turnover myth:*** High turnover prevents officials from investing in customer contact people.

***The selection myth:*** Do not worry about who we hire we will train them later.

***The smile training myth:*** Smile and the world will smile with you.

***The hero myth:*** Examples of heroism are enough to change service behaviour.

***The quick fix myth:*** Good service is simply good common sense.

These myths can be easily disputed by implementing corrective customer service action plans.

In their review of literature on quality, Parasuraman (1997:58) noted that service quality perceptions result from the comparison, by the customer, of expectations of service with actual service performance. This implies that for a municipality to deliver quality service it has to meet or exceed the customer's expectations of the service. Service quality was seen to be evaluated on both the process of service delivery as well as actual outcome of the service.

Quality when relating to good is defined as the conformance to specification. The service perspective on quality focuses on the customer's specification of the service. It is this specification that forms the customer's perception of quality service.

Service quality is described as the measure of how well the service level delivered matches customer expectations. Crosby, Evans and Cowles (1990:93) define service quality in terms of whether there has been confirmation or disconfirmation of expectations. There are two types of service quality according to Gronroos (1992:15) namely, technical quality and functional quality. Technical quality is the service the customer actually receives while functional quality involves the manner in which the service is delivered. The former being the outcome while the latter being the process of service delivery.

Service quality can only exist provided there is interaction between customers and the service organisation. Parasuraman (1998:86) divide service quality into three dimensions; example:

**Physical quality:** The physical aspects of service such as the equipment used or the buildings visual clues, tangible aspects;

**Corporate quality:** The image the customer has of the municipality; and

***Interactive quality:*** Interaction between the customer and the contact personnel as well as between one customer and another.

From the above it could be concluded that service quality is made up of both tangible (physical or technical quality) and intangible aspects (corporate and interactive quality or Gronroos' functional quality). Parasuraman (1998:94) differentiated service quality into the quality perceived due to the process of delivering the service as well as the actual quality of the outcome of the service.

Parasuraman (1997:51) found consistent result from focus groups, regarding service quality. Parasuraman concluded that irrespective of the service, consumers use ten (10) criteria in evaluating service quality, i.e.:

- Reliability
- Responsiveness
- Competence
- Access
- Courtesy
- Communication
- Credibility
- Security
- Understanding
- Tangibles

Berry, Parasuraman and Zeithmal (1998:42) found that reliability emerged as the most important service quality determinant for the service industries they investigated. They concluded that customers were looking for service that is firstly reliable but also responsive and staffed by personnel who are reassuring and empathetic. Customers want to receive the service that has been promised to them, and if they do, they will perceive that they have received "quality" service.

Berry *et al.* (1998:43) further argue that service quality is an antecedent of customer satisfaction and that customer satisfaction exerts a stronger influence on buying behaviour than service quality.

Zemke (1998:70) describe the five (5) principles of distinctive service as:

- Listen, understand, and respond to the evolving needs and consistently shifting expectations of the customers.
- Establish a clear vision of what excellent service from the customer's perspective is and communicate the vision to all employees.
- Benchmark a standard for service quality and measure it regularly.
- Recruit, select and train the right people.
- Recognise and reward service accomplishment and sometimes celebrate successes of customer service.

#### 4.6 The Seven Customer Services Practices

Parasuraman (1997:45) stated that there are seven customer services practices:

- **A culture of service excellence:** The whole organisation from Residence Management to cleaning people needs to have a culture of service excellence. Everyone in the local government needs to be obsessed with customer service.
- **Service strategy:** Top management must develop strategies in order to ensure that the local government focuses on delivering market segmentation, technology advancement, customer retention and training.
- **Co-ordination of the value chain:** This process refers to the co-ordination and management of all suppliers and customers in the value chain. This can be achieved through using various approaches such as partnering, Just-In-

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Time and service level agreements. Students, Management and suppliers are continuously encouraged to participate in the decision-making process of the local government to ensure a flawless and seamless service.

- **Performance measurement:** The ability to translate key objectives into specific measurements based on the fundamental assumption that, which gets measured gets done. Excellent performance is rewarded.
- **Time-Base work organisation:** This refers to an orientation towards provision of rapid service to community. Ways to speed up the delivery process may include modifying the organisation to move employees structurally closer to the community, using technologies to speed up delivery and getting the community to do part of the work.
- **Recovery and improvement approach:** Organisation needs to put in place strategies to deal with errors to ensure excellent community service is not compromised. This will require management to empower front line staff to deal and correct errors.
- **Internal marketing:** Internal marketing is an approach, which says that management's first customers are staff. Satisfied and happy staff with high levels of commitment and motivation will offer excellent service to customers. Elements of internal marketing could include training, incentives, empowerment, high inclusivity, transparency and on the level of internal communication. A service organisation can conduct a self-audit using this BOP model to assess its position in terms of its service offer to its customers.

#### **4.7 Example of Public Service Transformation in South Africa**

The challenges of governing are complicated by factors such as fast-paced economic and social changes, the growing complexity of policy issues, the need for a simpler and more transparent political process, the multiplication of controls, countless procedures that hamper change, low morale among public servants, low public administration productivity, growing financial constraints, and citizens'

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lack of confidence in the public service. Change happens at breathtaking speed, placing government and public administration in situations that are probably quite different from those they have been used to (Marx and Dekker, 1998:54).

Currently, developing countries such as South Africa, need to find solutions that are appropriate to current needs in order to clear up ambiguities around some of the basic principles by which they are governed. Examples of these changed needs include the revision of the principles of ministerial responsibility, the imperative to find the right balance between control and the empowerment of public servants, the crucial role of legislators and the maintenance of government stability. The main challenge is the need to ensure a capacity for self-renewal and a capacity to meet the changing needs of citizens. Public administrators will always have to deal with paradoxes and that is to strike the right balance between the opposing poles that defines societies (Marx and Dekker, 1998:55). The imperative to renew South Africa's public administration is linked to the need for succession planning, human resources development and the promotion of leadership. Administrative reforms have a political dimension, which is becoming increasingly important at a time when the roles of stakeholders in governing (citizens, public servants, non-governmental groups and elected representatives) are completely being redefined. The country is still in transit from an undemocratic state to one based on partnership. It cannot be assumed that the public sector will be the only instrument of choice in future to promote change and achieve social reforms. The boundaries and distinctions between the public and the private sector, between the national and the global, between the governor and the governed are fading (Bourgault, Demers & Williams, 1997:384).

What distinct character will be reserved for the public sector? Most likely, public administration will be assigned a more limited role, while the role of citizens and social groups will expand. The multiple forms of partnership between the public and private sectors create a new grey area where it is difficult to distinguish the



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interests of one from another. This leads to many questions about the legitimacy of decisions and management methods, as well as to conflicts over accountability. Private sector management criteria (customer service, payment by the user, cost effectiveness, and value for money) are increasingly used to assess public programmes and services (Drucker, 1999:104).

The constitutional change that paved the way for a democratic dispensation in South Africa directly impacted on local governments that is undergoing major structural changes to undo and unlearn some of the aberrations of the past. The transformation of the public service in the central, provincial and local spheres of government will play a key role in determining the outcome of the transition to a democratic state. This will require each sphere of government to outline its specific short, medium and long-term goals for service delivery. The capacity of the public service to deliver and expand basic services will mean the difference between a stable political economy and a volatile country beset with massive inadequacies in service delivery (Kroukamp, 1999:328).

Although South Africa has been a democracy for eight years and despite the formal abandonment of apartheid, the society remains highly unequal. However, the government undertook to deliver quality services to the public. This undertaking manifested itself in numerous public policy documents that have been designed for one common goal – the improvement of the quality of life for all. The government have created an environment that is conducive to such changes through, *inter alia*, the **Constitution of the Republic of South Africa, 1996** (Act No. 108 of 1996); the White Paper on the Transformation of the Public Service (WPTPS) 1995 and the White Paper on Transforming Public Service Delivery 1997 (Batho Pele). The South African government therefore placed the emphasis on meeting the basic needs of all citizens by reducing unnecessary government consumption, releasing resources for productive investment and redirecting funds to the areas of greatest need. The implication was that

government institutions had to be reoriented to optimise all citizens' access to their services, within the context of fiscal constraints and the fulfilment of competing needs (Box, 1998:24).

## **4.8 Citizen-Centred Programme Delivery**

### ***4.8.1 Regulatory Reform***

Regulations play a vital role in promoting market competition, protecting the environment and safeguarding the public. However, regulatory actions often increase costs for industry and governments – these costs are then passed on to consumers and taxpayers (Ramos, 1999:3). The Provincial Review Report (1997:5) states that current public service regulations in South Africa work against excellence in service delivery instead of encouraging it, as they do not allow individuals to be held accountable for their performance; they encourage a lack of responsibility; they do not allow misconduct to be dealt with promptly and appropriately; they specify that qualifications are valued far more than skills and experience; and they force managers to be excessively involved in low-level administrative matters.

Regulatory reform should improve processes, assess the way regulations affect individuals and firms, and consider ways through which these groups could minimise negative effects. The government should consider co-operative mechanisms and analytical approaches to ensure that traditional programme and departmental boundaries or government jurisdictions do not become impediments to co-ordinated, citizen-centred regulatory solutions (compare Wright, 1995:18). As public services are not considered a privilege in a civilised and democratic society, but rather a legitimate expectation, South Africans expect better services from government. Increasingly, regulatory authorities

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should work with stakeholders to develop reasonable performance standards in regulatory programmes. These could range from programmes for approving drugs or registered pesticide products to programmes for inspecting fish processing facilities.

#### **4.8.2 Cost recovery**

Cost recovery is a strategic management tool to reconsider what departments do and how their functions are financed. Cost recovery goes hand-in-hand with service improvement and re-engineering programmes. As user charges are required to reflect the value of the service provided to clients, cost recovery contributes to responsive government. These charges must not simply be an expedient way to raise funds. By providing a way to test market demand, they assist departments in determining the proper scale of delivery. This makes it easier for departments to eliminate over-consumption of 'free' goods, as well as to reduce pressures for the continued expansion of such 'free' services.

An updated set of principles for applying cost recovery should be developed. These principles should stress the necessity of meaningful and effective say in the design and delivery of services. Departments and agencies will also be required to undertake impact assessments to identify all potential significant effects and to explain to clients how costs are controlled and why services are delivered in a specific manner. Greater clarity on the strategies of service providers and consumers should lessen the consequences of any possible misunderstanding (Gronroos, 1992:39).

The South African Constitution of 1996, chapter 7, stipulates that all spheres of government are responsible for ensuring the delivery of basic services to all South Africans. In carrying out this responsibility, local authorities specifically

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face an enormous task, as there is a huge backlog in access to basic services in South Africa.

Alternatives should be found to overcome this situation.

#### **4.9 Public-Private Partnerships and Alternative Service Delivery Modes**

Whatever appropriate means is chosen by a municipality to deliver services, its ability to achieve its social objectives must be strengthened. This might mean closer co-operation with the private sector. However, the private sector should not be regarded as a panacea for all the problems confronting local authorities, but should play a complementary role to that of the local authority. For this reason, private sector involvement should be aimed primarily at achieving improved levels of service delivery, translated into additional capacity and investment. Before public-private partnerships or any other form of private sector involvement is considered, local authorities must be given the opportunity to ensure the effective implementation of such service delivery. This does not imply that local authorities are obliged to deliver such services even if they have no realistic chance to deliver the service effectively. At the same time, this does not mean that the local authority will not initially consider its capacity and potential to deliver the service before evaluating other providers. The preferred method is that, where the potential for the coverage, quality and costs of service are essentially the same across different delivery mechanisms, the preference will be for the public sector method. Where an alternative service provider can provide a substantially better quality service, wider coverage of lower cost, they will be used instead (Meyer, 1996:68).

Furthermore, it is important that local authorities, in order to ensure equitable and effective service delivery, take cognisance of integrated development planning. This can help a local authority to develop strategic policy and capacity, mobilise resources, and target its own activities. It is a process through which a local authority can establish a rational budget and a rational development programme

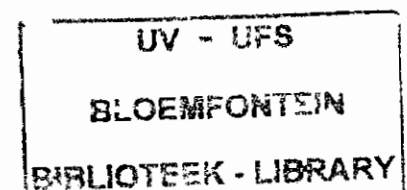
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for the short, medium and long-term. It also involves the overall management of a local authority and guides the way in which political representatives can develop and make logical decisions. An integrated development plan is fundamental to development and delivery and must be implemented against the backdrop of the wide developmental duties and objectives of the local authority (Municipal Systems Act, 2000:58).

Where the performance indicators of a local authority show that a service is performing below target, it must review the method of delivery and decide on the required organisational restructuring; the required capacity-building and training; and/or the use of alternative service delivery mechanisms. Regarding the latter, a wide range of approaches can be considered.

As part of the business planning process and the drive to reconnect with citizens; respond to the need to do things differently; build new relations; improve service; use emerging networks and de-institutionalise departments and agencies should re-evaluate the programmes they deliver to determine whether alternative service delivery approaches would better enable the government to achieve its objectives. They consider a wide range of approaches, including:

- selecting a different government organisational option such as a special operating or service agency that offers a more tailored policy, or a management and organisational framework that allows the government to focus better on services, streamline operations and improve accountability (Zemke, 1998:54);
- commercialising products and services when more businesslike approaches such as revenue generation, employee take-overs, private-sector financing and the contracting out of services can provide better value for money, allowing the government to focus on its core roles and responsibilities (De Villiers, 1997:463); and



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- privatising services and corporate holdings that have fulfilled their policy objectives (Keaveney, 1995:18).

Alternative service delivery helps the government to provide services efficiently in a way that responds to South Africans' needs. For this reason, partnerships are an important form of alternative service delivery. Partnering with other government spheres, voluntary organisations, special operating agencies and the private sector helps the government to reduce overhead costs and duplication, and brings services closer to citizens. However, certain prerequisites exist for alternative service delivery to be successful. These are:

- motivational issues such as a true commitment to restructure government systems, roles and relationships;
- political issues where it will probably be unwise to begin the process of restructuring by developing alternative service delivery mechanisms in areas of high political interest with evidence of public and media interest;
- agreement on the leading roles in respect of outcome evaluation, information management, quality assurance and policy audit by the parent ministry;
- the dynamics and interrelationships between the different stakeholders where cognisance should be taken of extensive consultation with those affected and the impact of cultural differences – not only between people – but also between the public, private and volunteer sectors of society; and
- a variety of people and managerial issues, including acquiring essential skills such as relationship-building, contract management and policy-auditing for those involved in the development and implementation of alternative service delivery measures (Bourgault, Demers and Williams, 1997:148).

These principles were endorsed by the Presidential Review Commission (PRC). The Commission was of the opinion, however, that the following managerial constraints need to be overcome before alternative service delivery can be

implemented successfully. These include constraints related to structural, functional, process, financial and human resources, as well as to the uneven nature of reform (PRC, 1998:3). The 1996 Constitution imposes wide developmental responsibilities and duties on local authorities. These obligations are related to the availability of resources. Local authorities, however, experiencing severe cash flow difficulties due to, *inter alia*, the high levels of non-payment for services.

#### **4.10 Non-payment and Credit Control**

Non-payment for services can be singled out as the one factor with the potential to destroy local government in South Africa. During the past decade, there has been a significant deterioration in the financial position of local authorities, with the financial position of some bordering on outright bankruptcy. In Soweto, the largest township in South Africa, rubbish collecting grounded to a halt by mid-1995, leaving many streets inundated with uncollected litter, and burst sewage pipes left unattended. By mid-1997, local authorities had accumulated total outstanding debts equalling almost R25 billion, and at least 100 out of 843 local authorities were facing bankruptcy, or were surviving on overdrafts. By March 1998, at least 171 local authorities found themselves in this situation. About nine out of every 10 local authorities in the Eastern Cape were on the verge of collapse. Estimates from the 1997/1998 survey of the South African Institute of Race Relations showed that the total outstanding amount of municipal debt of a core group of local authorities came no less than R9 728 million (see table below). This constitutes just more than one percent of gross domestic product.

**Table 4.2: Outstanding Municipal Debt – 1998**

Province	Total debt (Rm)	Per capita debt (R)
WESTERN CAPE	1 196	293
EASTER CAPE	885	136
NORTHERN CAPE	222	258
FREE STATE	640	235
KWA-ZULU NATAL	930	107
NORTH-WEST	410	118
GAUTENG	4 945	648
MPUMALANGA	385	132
NORTHERN PROVINCE	115	22

(SA Institute of Race Relations 1998)

In March 1998, outstanding debts of local governments stood at 36,5 percent as a proportion of rates and services charges for a 'core group' of 54 percent of urban local authorities. This represented an increase of 10,6 percent over a period of 18 months. Service defaulters owed local authorities in Gauteng R6 billion by May 1999. At the annual congress of the South African Local Governments Association (SALGA) in July 1999, it was reported that local governments owed as much as R12.4 billion to creditors, of which R800 million were due to the South African Revenue Service.

Compounding the severity of the problem is the trend among business people to adopt the non-payment culture, arguing that if millions owed by township residents can be written off, the same principle should apply for the business community's property rate arrears. In addition, some traditional white sectors have embarked on payment boycotts because they feel that they are carrying the financial burden caused by the non-payment of township residents. The problem



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of non-payment is more serious than it appears to be, because large-scale non-payment can lead to anarchy. Unfortunately, the majority of the current appointed politicians lacks the courage to introduce corrective measures (SA Institute of Race Relations, 1998:58). This will eventually lead to resistance from paying consumers with a resultant negative effect on cash flow. This will lead to increased working capital requirements that will have to be funded from current revenue and will result in further increases in property tax and service charges. Local government will then find itself in a catch-22 situation with severe consequences. The irony of non-payment for services is that for every R1 million not collected, R5 million will have to be cut from the capital budget, the only instrument in the hands of political leaders that enables them to make a meaningful difference to the quality of life of and the improvement of services for citizens (Kapp, 1995:6).

The destruction of local governments may even be accelerated by the fact that the central government is increasingly distancing itself financially from the problems of local authorities. Nationally, the number of intergovernmental grants (aimed at the delivery of services to under-serviced areas) allocated to local governments have declined progressively in real terms over the past few years. Central government is less and less prepared to bail out local governments that cannot manage their finances. Local governments with a meagre source of revenue will soon find the building of houses, creation of jobs and provision of services like water and electricity on impossible tasks to perform. If the authorities fail to meet these basic needs, their legitimacy will be in dispute, leading to more boycotts, strikes and violence. This points at a desperate situation of no stability, no economic growth and no development. This is indeed devastating, especially on the eye of the devolution of greater powers for self-determination to local government (Kapp, 1995:10).

An interrelated aspect when addressing the problem of non-payment is that of credit control. Credit control policies seem to be inadequate and non-existent, as

do support measures to deal with the poor. Current municipal credit control often relates only to enforcement, or to the collection of cash after an account remains unpaid for a certain time. Modern practice requires the application of a wider concept of consumer management that would start when contact is first made with the client. There will be a response to the needs and actions of the client, and the focus will be on creating circumstances and preconditions that will permit, facilitate and encourage payment. This does not imply laxity, but requires a clear understanding of mutual obligations together with greater communication with individuals and communities, appropriate policies related to the poor, strict and effective penalties, and cost-effective credit control measures to collect outstanding debt (Municipal Systems Act 2000:15).

These measures are lagging in South Africa at the moment. What is necessary are credit control and debt collection legislation and policies that would provide for various components, such as the roles and responsibilities of councils and officials, measuring and billing, a credit control process where arrears are identified, actions are taken after failure to pay, services are disconnected and legal actions are instituted, appeals and treatment of indigents, extension of time allowed for payment, the start and resumption of services, and penalties (Conger 1997:134).

#### **4.11 Conclusion**

Much has been accomplished in South Africa in the post-apartheid era and credit should be given where it is due. In the above discussion, it was stressed that, although public service transformation has been taking place in South Africa and fundamental changes have been achieved, it is imperative that the constant questioning and striving continue to find better ways of, for instance, delivering improved services. Various alternatives can be pursued to deliver improved services, e.g. using information technology with the advantage of increased public access to departments, enhanced transparency and improved speed of

service delivery. However, cognisance should be taken of the implications for democracy, as well as the availability and accessibility of information technology.

To serve South Africans well, government must organise itself around the needs of its citizens. The search for new ways of delivering programmes should be focused around partnerships with others in order to make government more accessible, more understandable and more useful to citizens. The ability of local authorities to achieve this should be strengthened. This can be brought about by, *inter alia*, public-private partnerships, alternative service delivery modes eliminating the culture of non-payment for services, and the implementation of credit control and debt collection legislation and policies that do not currently exist.

In summary, the modernisation of, and challenges facing quality service delivery are discussed, suggestions are made regarding the role of public and private partnerships and alternative service delivery modes to improve service delivery. Attention is also paid to turning around the culture of non-payment for service and implementing policies of credit control and debt collection, which do not currently exist.

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**CONCLUSIONS AND  
RECOMMENDATIONS**

**5.1 Introduction**

Evidence from the research suggest that 'holistic managers' have demonstrated the ability to incorporate the most effective development techniques into their personal development plans. This includes both the formal and informal experiences as well as other aspects discussed during the literature review.

The findings of Reibstein (1997:137) are particularly relevant in summarising the way in which 'holistic managers' have been found to develop. 'Holistic managers' were also shown to demonstrate the qualities of a good learner i.e. he/she is a person who actively learns from experience, review the experience, formulates a theory and plans the next steps.

A combination of the above factors has no doubt, lead to their success and effectiveness as managers. It is imperative that they harness and grow the managerial potential within South Africa. It is the researcher's opinion, therefore, that it would be ideal to use 'holistic managers' as role models and/ or mentors in order to develop managers of the future. It would thus be ideal if more 'holistic managers' could be identified and their expertise shared amongst prospective young managers. This would ensure that the skill base of effective managers would grow. The researcher is also of the opinion that the concept of using 'holistic managers' as mentors for prospective young managers is highly relevant in South Africa where managerial skills are in short supply.

In light of the difficulties experienced in implementing affirmative action strategies combined with legislation such as the **Employment Equity Act, 1998 (Act No. 55 of 1998)**, mentorship programmes will become more and more necessary. Drucker (1999:83) also stress the importance of mentorship as keys factor in making affirmative action work.

## **5.2 A Development Model for Municipal Managers**

The terminology used for the model finally developed in the research is a 'hermeneutic model'. Pirow (1995:163) uses the term and describes this type of model as the "least structured of the models", he says that it can still make a significant contribution to understanding of the business world. In addition, Pirow (1995:169) continues to elaborate and adds that such a model is a "representation of the abstract ideas of a theory in real terms". He further explains, "the important property of a model is that it must contain features of the real things necessary for the researcher's purpose. The most useful models are dynamic in that they can represent changes over time and can be used to represent what will happen in the future within the constraints of their construction."

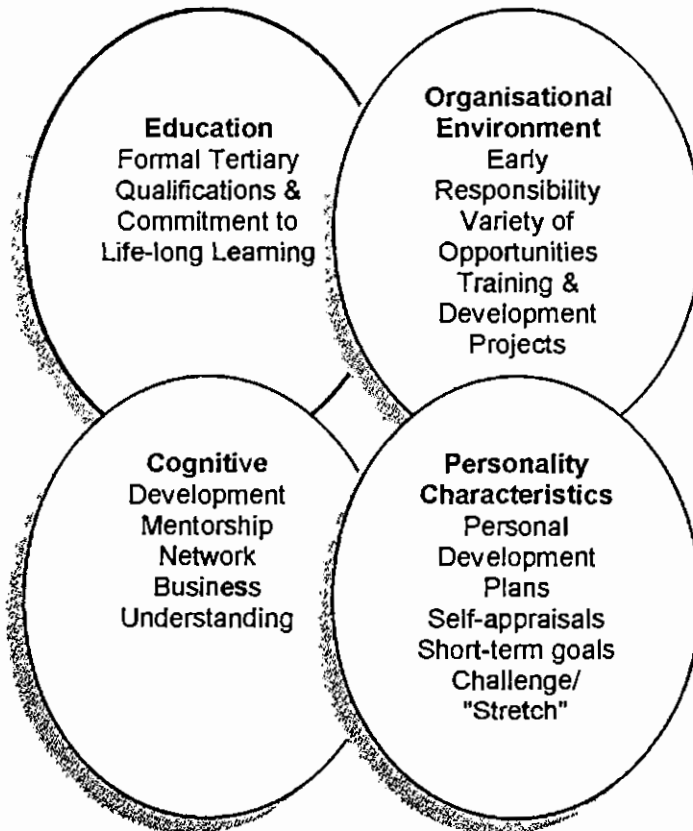
For this reason, the model also attempts to take into account requirements of the future world of work. In this way it will satisfy the requirements of being dynamic and representative of changes over time.

The model is an adaptation of various models reviewed in the literature review. Unlike these models that all have three dimensions, the current model has four dimensions. It includes the important dimension of certain personality characteristics, which must be present to ensure that development is focused on

effective learning processes. Willingness, commitment and dedication must be present to ensure that effective development takes place. Furthermore, all four dimensions included in the model are of equal size indicating that each one is just as important as the next. Not one dimension is more important than another is.

Reading clockwise from top left, the dimensions are firstly, formal education (including a commitment to life-long learning), secondly the organisational environment (which refers to on-the-job-learning experiences), thirdly personality characteristics (as mentioned above) and lastly, cognitive development experiences. The latter includes a basket of personal competencies that must be continuously developed and updated.

**Figure 5.1: A Development Model for Managers**



(Lasley & Williams, 1997:45)

It can also be seen that the four circles are inter-linked. This indicates that the elements do not work in isolation but that each element; must be present to form an integrated whole so that the development model is effective.

### **5.3 A Checklist for Development Model for Municipal Managers**

The following checklist summarises the requirements for the development of effective management competences.

#### **5.3.1 Education**

This refers to formal studies and includes commitment to life-long learning. The model therefore:

- Ensure a person obtain a good academic grounding, preferably a tertiary education;
- supplement formal education with continuous injections of knowledge in the form of exposure to business school thinking throughout the career;
- attend management development courses to help a person keep up to date with the latest management thinking;
- read widely;
- develop a passion for learning;
- ensures that the training courses a person attend are directly relevant to a job so that the skills that a person learn can be immediately practised and implemented i.e. incorporated into a daily work; and

- overseas study opportunities are also important. They will assist a person to develop a more rounded view and a global perspective.

### **5.3.2. Organisational Environment**

Remember that development is cumulative so the model recommends that a person should:

- Choose his/her employer carefully to ensure that the environment is conducive to his/her development;
- investigate whether the employer offers opportunities for training and development;
- ensures that a person will gain broad exposure to a variety of tasks including project work;
- make sure the environment offers the opportunity to take on responsibility for a variety of tasks such as budgeting, planning the allocation of work, making decisions on key factors and leading a group of people to achieve targets;
- do not specialise for too long (i.e. for more than five years) in one area;
- seek opportunities to broaden a person's understanding of the business environment in which a person operates; and
- utilise his/her formal qualifications to support and reinforce informal (on-the-job) learning experiences.



### **5.3.3 *Personality Characteristics***

- Constantly challenge himself/herself;
- take on work;
- ensure that he/she has a personal development plan and drive it as well as himself/herself;
- do regular self-appraisals;
- set himself/herself short-term goals and targets;
- be hungry for knowledge; and
- be prepared to take on responsibility as soon as possible in his/her career.

### **5.3.4 *Cognitive Development***

- Actively pursue mentors and role models, seek experts in the person's fields and learn from those people;
- challenge the persons to meet the expectations of their mentors and role models;
- push a person beyond the normal requirement of a person's job;
- actively participate in networking opportunities;
- join professional organisations;
- attend seminars and workshops;
- volunteer to participate in, and initiate, networking opportunities in areas where a person may identify a gap;
- actively contribute to the development of a person's industry;

- consider opportunities to gain exposure to different types of thinking across international boundaries; and
- use the above to develop greater business understanding.

## **5.4 Suggestions for Potential Areas of Future Research**

### ***5.4.1 The identification of potential***

Kotler (1999:120) states that "...potential ability is the ability to grow into other and higher level jobs. Almost all individuals within a management population should be expected to have some potential, but judgements are required to identify those with the ability to progress more rapidly".

This research has acquired the relevant information from literature that has already been identified as demonstrating 'holistic management' competences. The development of a tool to identify candidates who have the potential to develop into 'holistic managers' could form the basis for future research.

### ***5.4.2 The role of family values on the development of effectiveness of municipal management competences***

The influence of family values and experiences during one's upbringing seems to have been a very strong factor in the development of many of the 'holistic managers'. The age old 'nature /nurture' debate could be considered in more detail. Further research could be aimed at expanding knowledge of the influence of family values and family background on the development of effective management competences.

### ***5.4.3 The relationship between organisational culture and municipal management philosophy***

The researcher observed that certain municipalities tended to be characterised by a proliferation of certain kinds of manager i.e. a large number of 'holistic managers' were found to exist in some municipalities, while other municipalities revealed a large number of 'grey, free marketer' or 'professional managers' to be associated with smaller, more dynamic organisations. The relationship between organisational culture and management philosophy could therefore form the basis for future research.

### ***5.4.4 Effective municipal management competences in the global village***

Although it was not part of the objectives of the research, it was serendipitous to note that the majority of 'clansmen managers' were not of South African decent and had operated in managerial positions in other countries such as the United Kingdom and Germany. In contrast, all of the municipal managers, holistic managers are of South African decent.

This highlights the problems involved with cross-cultural management. Berry (1998:92) touches on this topic. However, the effects of globalisation suggest that a more in-depth study should be conducted. It would be interesting to interview and follow the development paths of perceived effective (holistic) municipal managers who have not been born, bred and educated in South Africa. A study of this nature would need to test the suggested model and evaluate whether these people had also been exposed to similar developmental opportunities in their own countries. Findings would be invaluable in a world that is rapidly becoming a global village.

## 5.5 Conclusion

In light of the urgent need to develop effective municipal management competences in South Africa municipalities, the researcher is of the opinion that information gathered from this research is useful to various groups of people. Municipalities, municipal managers and prospective managers can use trends that have been identified alike.

Municipalities should take cognisance of research of this nature to assist them in developing and retaining the best leader of tomorrow. Municipalities can therefore use it to guide their processes of management development.

Municipal managers can use the information to assist them with their development as well as the development of their subordinates and ensure that they, in turn, develop into effective managers.

Prospective municipal managers can use the information as a tool and guideline in their own personal development plans.

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