

Development Bank  
of Southern Africa



From 'Training and Placement'  
to 'Training and Development'

---

An affirmative action  
case-study

Crispin Hemson, Krish Naidu & David Tapson

1900-1901

1902-1903

1904-1905

1906-1907

1908-1909

# From 'Training and Placement' to 'Training and Development'

---

## An affirmative action case-study

Development Bank of Southern Africa  
Centre for Policy, Information and Evaluation

Development Paper 57

Evaluation Paper

ISSN 1022-0127

ISBN 1-874878-36-6

October 1994

Crispin Hemson  
Centre for Adult Education  
University of Natal

Krish Naidu  
Consultant

David Tapson  
Centre for Policy, Information and Evaluation  
Development Bank of Southern Africa

Price: R10



## **Mission of the Development Bank of Southern Africa**

The Development Bank of Southern Africa is a development finance institution whose primary aim is to facilitate development and empower people in the region.

## **Acknowledgements**

The authors express their gratitude to those most deeply involved in the implementation of the pioneering project which is the subject of this evaluation report: Dr Norman Levy of the Centre for Community and Labour Studies and Professor Malcolm Wallis of the Department of Public Administration at the University of Durban-Westville, and Ms Alexis Azzarito of the Training Department in the City of Durban's Corporate Services. All were committed to the project and put great effort into making it a success; they also met all requests for information from the evaluators readily, helpfully and patiently. The authors appreciate the valuable assistance of a number of colleagues whose contributions improved the final report but who are not responsible for any of the conclusions or for any errors of fact or judgement.

## **Copyright**

Copyright vests in the Development Bank of Southern Africa.

## **Order this document from**

Development Bank of Southern Africa  
Corporate Affairs Division  
P O Box 1234  
Halfway House, 1685  
South Africa  
Tel: (011) 313-3911  
Fax: (011) 313-3086



# Preface

The evaluation of its programmes and projects is an important part of DBSA's regular activities. Evaluation is intended to enable DBSA management to gauge the efficiency and effectiveness of Bank projects and programmes; and to derive from experience reliable principles and generalised knowledge which may be used to improve the design and implementation of current and future projects and programmes, and sector and operational policy.

The Training and Placement Scheme which was implemented by the Durban City Council with the initiative and assistance of the Centre for Community and Labour Studies at the University of Durban-Westville was undertaken as a DBSA pilot project. This project supported a novel scheme, which was still unproven in practice and was evaluated as the scheme was in progress, to provide information which could help improve its operation, record its performance, test its design and principles, ascertain its costs and benefits, assess the possibility of its replication in whole or part, and provide direction for DBSA policy in supporting projects which contained affirmative action and capacity-building elements.

**GJ Richter**  
General Manager  
Policy, Information and Evaluation

To ensure objectivity and impartiality, evaluation of Bank projects is generally carried out by independent consultants under the supervision and with the assistance of evaluation specialists from the Centre for Policy, Information and Evaluation. The principal consultant for this evaluation was Crispin Hemson of the Centre for Adult Education at the University of Natal who led the evaluation team, designed the research strategy, and wrote most of the final report. Sections of the evaluation were researched and written by Krish Naidu, a human resources consultant. Professor Gatian Lungu of the University of the Western Cape undertook to examine the course materials. The evaluation was coordinated by Anne Wille of the Centre for Policy, Information and Evaluation and was carried out in close cooperation with successive project leaders: James Brooke-Leggett, Benny Mokaba, and Ngoato Takalo.

Since the purpose of evaluation is to provide lessons of experience and to make the Bank's project and policy work accessible to the public it is considered that the main findings should be made available to a wide audience. This development paper is an abridged version of the full evaluation study which is available on request from the Centre for Policy, Information and Evaluation.

**DR Tapson**  
Manager for Evaluation Coordination  
Centre for Policy, Information and  
Evaluation





# Contents

<b>1. Introduction</b> .....	<b>1</b>
<b>2. The scheme and the local government context</b> .....	<b>2</b>
2.1 Financing of the scheme .....	2
2.2 Relationship with the database .....	2
2.3 The Durban local government context .....	2
<b>3. The evaluation and its methodology</b> .....	<b>3</b>
<b>4. Findings of the evaluation</b> .....	<b>5</b>
4.1 General attitudes towards the scheme and learnings .....	5
4.2 What were the limitations on learning? .....	6
4.3 Coordination .....	7
4.4 Other areas of evaluation .....	8
<b>5. Conclusions</b> .....	<b>10</b>
<b>6. References</b> .....	<b>11</b>



---

## 1. Introduction

The Training and Placement Scheme (TPS) is an affirmative action programme designed to create a pool of young, well-qualified African, Indian and coloured people with a view to their possible employment in local government management positions. At the same time one of the objects of the scheme is to develop an ethos of accountability and transparency, something that was not possible in the apartheid era.

The scheme is located in the Durban Functional Region (DFR) in the province of KwaZulu Natal. The DFR is the second largest metropolitan area in the country, with an estimated population of between 2.8 and 4.2 million people in 1991 (Day, 1993). The racially-based approach to local government under apartheid naturally meant that employment practices reflected the bias towards white employees, especially at senior levels.

With the freeing of political activities in 1990 attention finally turned to forms of transition to a non-racial system of local government. In 1993 the Local Government Transition Act set out the processes of negotiation for the larger cities to move towards a metropolitan council which would provide major infrastructural services, with lower-level councils to handle more local services. However, local government took second place to the national process of transition. At the time of writing the city of Durban is still represented by an all-white council, and the city has fallen behind the timetable for the establishment of a Transitional Metropolitan Council. It is expected though that in late 1995 there will be fully democratic elections to the metropolitan body.

The representation of black people (African, Indian and coloured) in the upper and middle levels of management in local government continues nonetheless to be very low and black employees are moving only slowly up the ranks into these positions. Initiatives like the TPS are clearly urgently required if the situation is to change significantly and more immediately. The TPS is currently adopting two approaches to the problem: the development of existing employees and the insertion of graduates into the employment of the council. Indeed, one of the innovations of the programme has been the way it has brought together the worlds of local government and the university.

As an affirmative action project the TPS aims to address first racial disparities and second gender disparities. Thus far all TPS trainees have been black and in its second cycle roughly equal numbers of male and female trainees were achieved.

In its first year of operation, 1993-4, the scheme took 20 graduates from the University of Durban-Westville (UDW) and placed them within the Durban City Council (DCC), and 11 employees of the DCC who were given additional work exposure. Both groups benefited from weekly training sessions at UDW and a small number of Saturday sessions.

Each trainee had two mentors - one mentor at or close to the workplace in the DCC (this person was often also the work supervisor), and the other at UDW. The investment of time and effort in the scheme has therefore been significant. Generally, trainees met frequently with their DCC mentor, and monthly with the UDW mentor.

Dr Norman Levy of the Centre for Community and Labour Studies (CCLS) at UDW played a key role in conceiving, initiating and sustaining the scheme. Staff of the Department of Public Administration at UDW, headed by Professor Malcolm Wallis, acted both as mentors and lecturers for the training sessions. In addition, visiting lecturers contributed to the training sessions. The link with the DCC has been through the Human Resources Division of Corporate Services.

At the conclusion of the scheme's first cycle, six of the 20 UDW graduates had been employed by the DCC. Seven others were still in the council's service because their period of training had been extended. At least three had secured positions elsewhere.

## **2. The scheme and the local government context**

### **2.1 Financing of the scheme**

The scheme was paid for by the DCC using funds loaned to it at very favourable interest rates by the Development Bank of Southern Africa. The budget for the first year was R1 040 000. Of this R440 000 was used to pay the monthly stipends of trainees (R2 000 per month each). The funds were also used to pay mentors at UDW for training sessions, for the administration of the scheme, and for this evaluation.

### **2.2 Relationship with the database**

The database is intended to enable the planning of local government human resource requirements by mapping employment patterns and training needs within local authorities in the region. In doing so it makes a strong case for the need for affirmative

action programmes, such as the scheme, that will in time enable the entry of black personnel into middle and senior positions. The database provides information not only on the need for affirmative action generally, but also specifically on racial and gender disparities in local government employment.

Just as the Training and Placement Scheme attempts to change employment practices through training, the database attempts to change employment practices by revealing such disparities. They are thus complementary strategies.

### **2.3 The Durban local government context**

Certain features of the municipal government context in Durban during the period under review are important. They are:

- the transition from an 'apartheid' city council to a non-racial city council
- the racial and sexual disparities at middle and senior levels of management
- the restructuring of the DCC's establishment, which began in the late 1980s and was only recently completed.

The Training and Placement Scheme was initiated towards the end of racially-based local government in Durban, in the year that the Local Government Transition Bill was enacted. However, to describe it as a period of transition might be inaccurate. At the end of the first cycle the city council still consisted of 30 white members, the process of local government transition having been left to the last.

Early in 1994 the Durban Metropolitan Negotiating Forum got underway, but during the first cycle of the scheme the city was still

run by a white city council. Thus any move to non-racial employment practices had to be implemented by a council constituted directly on a racial basis. Inevitably the pressure came from outside the council and from unions within the council, rather than from councillors themselves, and that may account in part for the relatively small size of the initiative in comparison with the large workforce of the city council.

The composition of the workforce is revealed by the database linked to the Training and Placement Scheme. There are generally very limited numbers of black people in middle to senior positions. In some service units there is a fair number of Indians in middle management, but in others there are virtually no black people. There was a similar paucity of women in the more senior levels. Despite the fairly obvious disparities, by the end of 1993 the council still did not have an affirmative action policy though there had been considerable discussion, with the unions in particular, about a policy.

The TPS thus has been a pioneering programme in that it has brought black people, albeit a relatively small number of young and usually inexperienced black people, into the council. As far as this evaluator is aware, this is the first time such a shift has taken place in the council, and the first time some of the prevailing attitudes and practices have been challenged. In several service units the TPS has had an impact greater than might have been the case if it had come after other such programmes.

A feature of the DCC which was particularly relevant to the scheme was the management restructuring initiated in the late 1980s and virtually completed by beginning of the first TPS cycle. The council had changed from a departmental structure to a number of service units constituted almost as separate business

units. The restructuring could not be total, because, for example, the City Treasurer still had final responsibility for the finances of all units, but the implication was certainly that service units tended to be defined in terms of their own trajectories. As a result centralised and coordinated initiatives are far more difficult to achieve than in the past. The early history of the scheme in particular tended to reflect the difficulties of coordinating these units, each of which had its own human resource function, although overall Human Resource Management was based in Corporate Services.

### 3. The evaluation and its methodology

The evaluation has been conducted since November 1993. Krish Naidu was assigned the evaluation of the database, and the evaluation of the selection of trainees. Professor Gatian Lungu undertook the evaluation of the course packs used on the training sessions. Crispin Hemson was appointed to coordinate the evaluation and the rest of the evaluation tasks.

*Aims of the evaluation.* At the meeting of the evaluation steering committee on 22 October 1993, the following aims were accepted for the evaluation.

1. To describe and evaluate critical elements in the Training and Placement Scheme, and to report on these elements in such a way as to assist the development of the scheme; to reach more conclusive judgements on the objectives of the scheme and its elements in so far as the data available allows and to determine what the indicators of success should be; to present evidence on the replicability of the scheme.

2. To report on the effectiveness of the database.

3. To secure the commitment of all parties to the evaluation so that they might in turn inform the process.

**Methodology: the scheme generally.** A balance of quantitative and qualitative methods was used. In December 1993 audiotaped focus group discussions were held and questionnaires administered to the same groups. Questionnaire responses were received from 17 of the 20 UDW trainees (by that time one had left the scheme), all 11 DCC trainees, 19 DCC mentors and 5 UDW mentors.

Qualitative interviews were begun in January 1994 and continued until late March, though some telephone interviews were also undertaken in April to inform the cost and benefit analysis. In all some 36 interviews were held with trainees and mentors and a number of interviews with those involved in organisation of the scheme. Interviews were transcribed either in full or in summary.

Preliminary findings were reported to the steering committee in January 1994, and some of the recommendations made then have been implemented in the second cycle of the scheme. One of the recommendations was to change the name 'Training and Placement Scheme', because it gave the impression that placement in the sense of employment was ensured. This has since been implemented, and the scheme is now known as the 'Training and Development Scheme'. In addition, two sets of guidelines were developed by Crispin Hemson to assist mentor development in the second cycle.

A draft report was circulated early in April 1994, and an evaluation workshop was held on 15 April. Fifteen trainees and mentors

were present and contributed their views on judgements made. Comments tended to reinforce the findings of the draft report, while further suggestions on improving the scheme were made. This report differs from the draft report in that it covers some issues that were not previously reported and presents much more of the data, in the form of tables from the questionnaires and quotations from focus groups and interviews, to enable the reader to trace how the conclusions of the evaluation were reached.

The full draft report was reviewed by a meeting of the steering committee in May 1994, and it was requested that certain areas receive a degree of further attention. This report includes those additions and minor emendations.

**Methodology: the database and trainee selection.** A selection questionnaire, interviews and desk study were used to elicit information for the evaluation.

- Interviews were held with five Town Clerks, one Township Manager and one Durban Corporation (DCC) Human Resources Director. The selection questionnaire was used during the interview to elicit information on the selection component of the evaluation. In addition, the central question asked of the interviewees in respect to the database evaluation was: 'If you were the Chief Executive of an amalgam of local authorities what information would you require from a database to make decisions on staffing, training and management?'
- The selection questionnaire was administered to four UDW lecturers/mentors and 19 DCC mentors.

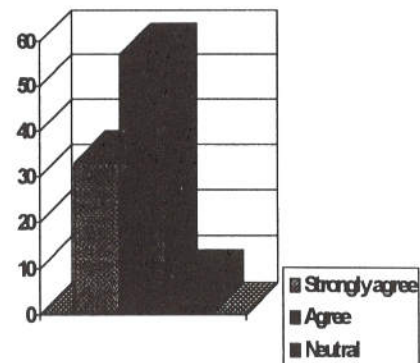
- A discussion was held with a private sector human resource consultant to gain his perspective on selection principles and procedures.
- Discussions were held with three private sector industrial psychologists to consider appropriate selection instruments to determine a future managerial focus of prospective trainees.
- A considerable amount of time was spent in assessing the questionnaire and other source data used by CCLS's research team in compiling the database. The database was also evaluated for its effectiveness and efficiency.
- Discussions were held with Dr Norman Levy and his team of researchers for clarity on the database.
- Meetings were held with two residents' associations to obtain their perspective on the information that needed to be included in a database and also on the selection principles and procedures.

## 4. Findings of the evaluation

### 4.1 General attitudes towards the scheme and to learnings

The evaluators were confronted early on with the expression of significant dissatisfaction amongst trainees and mentors. Despite this, it was important to note that generally participants were positive in their perception of what they were learning.

**Figure 1:** My overall feeling towards this scheme is very positive: Mentors

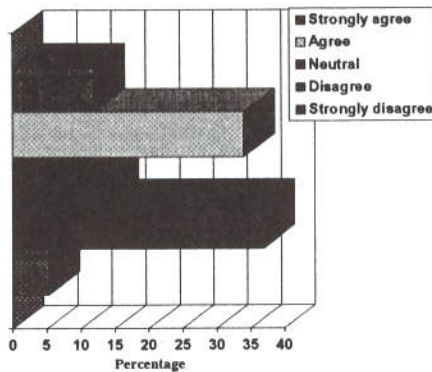


Among mentors, the DCC mentors were somewhat less positive than the UDW mentors, but even so their rating was slightly more positive than 'Agree'. Given that the DCC mentors are overwhelmingly white, and that concerns had been expressed to the evaluators about possible white resistance to an affirmative action programme, this bodes well for the success of the mentors' involvement in the TPS.

In contrast mentors at UDW were highly positive about the TPS, and said that they had learnt a great deal from their involvement in it.

As far as mentor learning went, the following responses were given.

**Figure 2:** I have learnt a great deal from the Training and Placement Scheme: Mentors



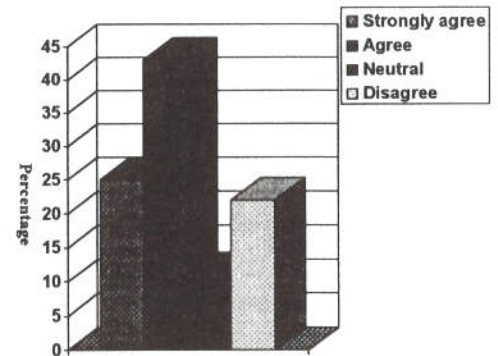
The table conceals a distinction between the two groups of mentors. UDW mentors were very positive indeed about how much they had learnt. Comments from them indicated this was in part because they had learnt a lot about the workings of the DCC, which they had generally not known much about. This is one of the positive achievements of the scheme and a major benefit to the University. It nonetheless reveals a divide between on the one hand local government and on the other a department (almost all UDW mentors were from the Department of Public Administration) that is responsible for equipping students for public service. This divide is problematic and made the task of the scheme more difficult, as will be seen. It also indicates that the programme has value beyond the production of trainees.

Compared to their UDW counterparts, DCC mentors in their responses to the initial questionnaire were rather less positive about their learnings, though their average was somewhat more positive than neutral. In subsequent interviews mentors tended to identify the benefits more readily. Learnings sometimes concerned working with people from different backgrounds and sometimes improving their role as mentors and trainers.

## 4.2 What were the limitations on learning?

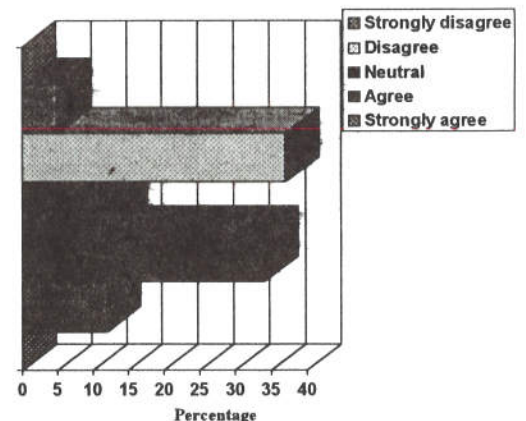
Despite the positive comments about learnings, trainees indicated that their skills and abilities had not been sufficiently used.

**Figure 3:** My skills and abilities have not been used to the full on the scheme: Trainees



The similar statement put to mentors had these responses.

**Figure 4:** My skills and abilities as a mentor have not been used to the full on the scheme: Mentors



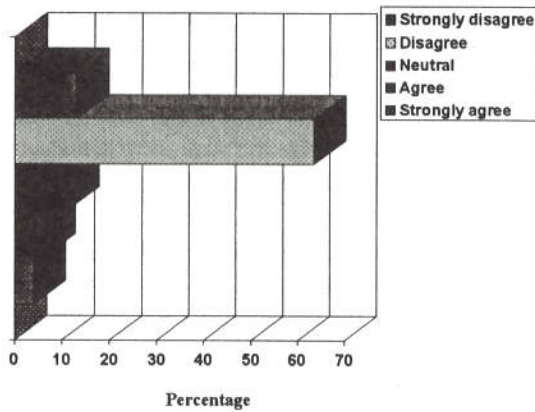
UDW mentors tended to disagree with the statement, while DCC mentors were on average neutral.



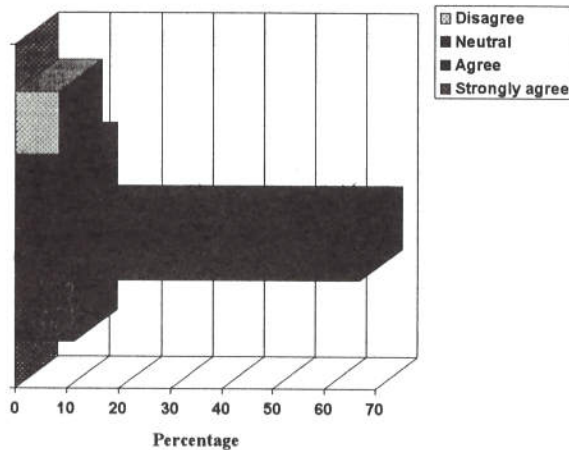
### 4.3 Coordination

Despite the generally positive responses in the area of learnings, there was general and consistent criticism of the scheme's coordination.

**Figure 5:** I am happy with the way the scheme was coordinated: Trainees



**Figure 6:** I have not been happy with the coordination of the scheme: Mentors



It is perhaps a tribute to the vision and design of the scheme that, despite such negative comments on its coordination, so many positive comments were made about its success. At this point it must be recorded that many of the specific examples of poor coordination have obviously been identified and addressed by those responsible for implementation in the 1994 cycle. It is most unlikely that future participants will be so negative about coordination.

Why should coordination be such a problem?

The scheme has required joint action by a university, a local authority and a non-governmental organisation. Universities are not institutions that are themselves easily coordinated, based as they are on very high levels of staff and departmental autonomy. However, many of the problems of coordination concern the different service units of the DCC. The recently completed restructuring of the council has encouraged a higher degree of autonomy amongst units and, whatever the positive results, has made coordinated action on affirmative action more difficult. Specifically, decisions made in Corporate Services, which took responsibility for the implementation of the TPS within the council, have to be 'sold' to the other service units.

Besides the internal coordination problems, the simple fact that three different organisations are involved in a common programme provides ample opportunity for breakdowns in communication. Despite this, my view is that the development of such cooperation is vital, that the different worlds of university and local government need to be working together, and that in the process coordination should be seen as an essential element and not as an obstacle to success.

The recommendations to improve coordination were the following.

**Figure 7: Coordination**

**Recommendation 1:** that regular meetings between participating groups be held in whatever form is considered appropriate. At two or three points in the year it may be necessary to have all mentors and trainees together to ensure a common understanding of tasks and procedures.

**Recommendation 2:** that a steering committee representing the stakeholders be set up. This would take care of such common concerns as selection, reviewing of mentorship and ongoing development of the scheme, while such issues as training sessions and placement would continue to be the formal responsibility of CCLS and DCC respectively. It is particularly important that a suitably senior representative of the DCC be on the Committee, and I would propose that the senior executive responsible for Affirmative Action within the DCC be the representative. I would suggest that the committee be chaired by the CCLS representative. Other members should be representatives of the Department of Public Administration at UDW, of trainees, of both groups of mentors, and possibly of one of the unions. The exact composition of the steering committee could be debated.

**Recommendation 3:** that one person be responsible for coordinating the day-to-day operation of the scheme, both with regard to administration and with regard to the educational processes, such as the weekly training sessions. This person would need to be a skilled educator with administrative experience.

**Recommendation 4:** that clear guidelines for communicating and resolving problems be developed for cases where the trainee or mentor have not been able to resolve a problem.

#### 4.4 Other areas of evaluation

The evaluators also looked at the selection of trainees, the placement of UDW graduates, work experience, the selection of DCC and UDW mentors and their different roles, the role of CCLS, UDW training sessions, the development of

mentoring, and the certification of the scheme. The evaluation of these areas produced a series of recommendations.

**Figure 8: Selection, contracts, mentoring**

**Recommendation 5:** that trainees be selected on the basis first of the racial disparities in the service units under consideration and secondly on the basis of financial disadvantage.

**Recommendation 6:** that the contract between trainee and the scheme should make provision for notice of termination.

**Recommendation 7:** that the organisers pursue with the City Police the way in which that service unit is involved in the scheme.

**Recommendation 8:** that in each placement a learning contract be drawn up between the trainee and the two mentors setting out the roles of each, the intended learnings and ways of organising work exposure. Provision for this should be made in the initial contract. This would be an additional way of ensuring coordination, and a triangular approach between the different parties involved.

**Recommendation 9:** that the purpose and use of the mentoring form be reviewed to ensure that mentors keep adequate records without allowing this function to intrude in the relationship with trainees.

**Recommendation 10:** that the relevant manager be briefed fully about each placement, and that if possible his or her role be described in the learning contract.

**Recommendation 11:** that a more diverse group of mentors be selected as this becomes possible, and that some of the more senior former trainees be drawn into that role.

**Recommendation 12:** that there should be an agreed process for selecting mentors, both at DCC and UDW. In this process consideration should be given to ensuring as high a degree of diversity as possible, with regard to race and sex in particular.

**Figure 9: Placements for mentors, training sessions, assessment of trainees**

**Recommendation 13:** that the Department of Public Administration examine ways of providing short placements in the public service for staff who might serve as mentors.

**Recommendation 14:** that the purpose and process of the training sessions be reviewed to enable more engagement with the work experience of trainees. The coordinator should attend all training sessions and be able to identify training needs, both through informal contact with trainees and mentors and through involvement in sessions. He or she should consult with the discipline specialists about the overall design of the programme of training sessions.

**Recommendation 15:** that criteria for assessment and the forms of assessment be developed, through consultation with mentors and trainees, to enable more formal certification of the abilities of trainees.

Areas that related specifically to trainees and their concerns were: the possibility of a guaranteed job, access to managerial work, relations with fellow workers and between DCC and UDW trainees. The evaluation of these areas gave rise to the following recommendations.

**Figure 10: Trainees and their concerns**

**Recommendation 16:** that continued attention be given to matching student capabilities and workplace needs when placing graduate trainees.

**Recommendation 17:** that the briefing of students early in the training programme directly address misapprehensions regarding management which create unrealistic expectations among trainees.

**Recommendation 18:** that a brochure explaining the scheme be made available to the trainees' supervisors and fellow workers before the placement.

The measure of successful work exposure would seem to lie in allocating to trainees a series of tasks that develop the range of capabilities identified as making up the ideal middle-management employee.

**Figure 11: Skills which should be developed**

- skills that are specific to that kind of job. For example, an electrical engineer or social worker is assumed to bring to the job specific abilities required for engineering or social work.
- skills that are generally required in jobs at this level, such as the ability to communicate in speech or writing, the ability to organise work in a systematic way, the ability to keep records, and increasingly the ability to use computers for a range of tasks.
- the ability to gather information about the working environment: on the requirements of the post, the way the service unit operates, the procedures, rules and regulations of the council, etc.
- a critical understanding of the processes of local government and different choices in its organisation.

The most effective method seems to have been to give trainees specific projects that can be completed and reported on to the manager, projects that might otherwise have been the manager's sole responsibility.

The cost and benefit analysis indicates that the DCC has benefited from the first cycle of the scheme, particularly in developing an understanding of more effective approaches to training and in developing a core of mentors with skills that are appropriate not only for the scheme but for other programmes too. The entry onto the labour market of graduate trainees has been delayed but they take with them an advantage in their understanding of workplace organisation. The involvement from staff of the Department of Public Administration has had

a positive impact on the Department's curriculum.

## 5. Conclusions

Because of its scale the scheme cannot on its own be expected to change the racial profile of local government. It should be seen as part of a broader process of affirmative action, which will need to include the entry of more experienced black people into senior levels in local government. That process will be accelerated by the election of fully democratic councils.

Provided that the scheme manages to address some of its problematic issues the programme may be considered effective as an affirmative action project for the following reasons.

1. The emphasis is on developing skills and understanding in order to enable trainees to compete fairly. It thus directly compensates for educational and social disadvantage without raising accusations of unfairness.
2. Employment is still dependent on evidence of good performance.
3. The scheme is coherent. It places the development of this group of trainees within the broader process of DCC development in terms of its relationship with the community and the creation of an organisational culture which is more positive for human resource development.

One of the scheme's problems is that it is seen at DCC to be largely 'owned' by UDW and CCLS. In one sense UDW, with its Department of Public Administration, is the obvious home for the scheme, but other departments with potential graduates are to

be found at the University of Natal, and of course at local technikons.

Extending the scheme to other tertiary institutions presumably means that graduates are drawn from those institutions, and perhaps some of the lecturers and mentors. We have already seen how diversity amongst trainees seems to be an advantage, but also how the complexity of institutional arrangements hampers coordination.

I would propose that ways be found of taking some graduates from other institutions, still of course on the basis of affirmative action. At this stage it would be worth keeping mentoring fairly centralised to build on the work done and to avoid greater problems of coordination.

With regard to the physical location of training sessions, consideration should be given to DCC providing a venue where lecturers can work with trainees. This would increase DCC's sense of ownership, and reduce the time spent by trainees in travel on Fridays.

In conclusion, the question is not whether the scheme should continue but how to maximise its benefits.

1. Mentors should be seen as important resources to be developed and rewarded, perhaps most effectively through recognising mentorship as a criterion for promotion. They will undoubtedly be increasingly needed in the area of human resource development.
2. There need to be ways of drawing the maximum learning from the successes and failings of such schemes, and using the experience to improve affirmative action policy and practice for both existing employees and new recruits.

3. The scheme has the potential to serve as a model for use elsewhere. It needs to be clearly understood from the outset that it is not a vehicle for the rapid training of large numbers of disadvantaged employees from lower levels. It is aimed at developing potential managers, and thus requires more resources than more basic training. Its strengths are that it is a sophisticated and intelligent approach to affirmative action, relying not just on developing individual trainees but on developing the capacity of the institutions that participate. This offers greater long-term benefits to the local authority, which should through its involvement become more effective at training and mentoring generally.

Its replication is appropriate in a situation where there is a local authority that is near to, and open to collaboration with,

a tertiary institution that has expertise in both technical areas and in public administration. The more experience the staff of the tertiary institution have with regard to local government the better, but it should not be the determining factor.

In evaluating the strengths of the scheme it is important to bear in mind that this type of scheme is not simply about training individuals but about developing the capacity of the institutions participating in it.

## 6. References

DAY, S, 1993. *Subregional study: Durban Functional Region*. Johannesburg: Seneque, Smit and Maugham-Brown.

