PROFESSIONALISATION
FRAMEWORK
FOR LOCAL GOVERNMENT

Framework developed in partnership with: **APRIL 2013**

cooperative governance

Department:
Coorprative Governance
REPUBLIC OF SOUTH AFRICA

LGSETA
Local Government
Sector Education Training Authority

PROFESSIONALISATION
FRAMEWORK

FOR LOCAL GOVERNMENT

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1. Introduction, Strategic Focus and Background

1.1 Introduction

This Professionalisation Framework is underpinned by the SALGA National Human Resource Management and Development Strategy – A Blueprint for Local Government that was approved by it National Executive Committee on the 23rd April 2013 and the DCoG National Capacity Building Framework (NCBF) for Local Government: 2012 to 2016.

1.2 Strategic Focus

The strategic focus of this Professionalisation Framework is to assist Local Government in meeting its developmental mandate. It operates in a complex and challenging task environment. This involves, amongst other things, the efficient handling of substantial budgets, meeting a range of complex legislative requirements, interacting effectively with other spheres of government, addressing the demanding and sometimes conflicting expectations of the communities, and engaging in highly technical forms of decision-making, planning and implementation.

1.3 Background

Following a number of amendments and corrections made by SALGA, DCoG, DPSA, LGSETA, as well as a number of individuals, the Draft Concept Paper was distributed for comment, discussion and suggestions to a wide range of stakeholders with a direct involvement or interest in the area of local government. Comments received were incorporated into the revised version of the Concept Paper.

The development of this professionalisation framework has been informed by the lessons learnt from international experience and the issues and challenges identified by the Concept Paper. Some of the issues identified as barriers contributing to the perceived lack of professionalism are as follows:

a. Appointment of staff without adequate qualifications, expertise and experience.
b. Appropriate political interventions in the work of officials.
c. Lack of responsiveness to community needs.
d. Low staff morale and poor service ethic.
e. Inadequate implementation of performance management systems.
f. Financial irregularity.
g. Non compliance.
h. Malpractice and corruption.
i. Adverse findings by the Auditor-General.

The framework for building local government professionalism will build upon initiatives already undertaken by the DPLG/CoGTA and the National Treasury in establishing

enforceable competency and performance standards for senior local government managers and financial officials, as well as the professionalisation strategies of other key role players such as SALGA, the LGSETA and local government professional bodies, particularly in the area of professional development. Despite the positive achievements of such initiatives, there seems to be little doubt that they currently fall short of providing a clear, coordinated, coherent and commonly accepted framework for professionalisation. Driven as they have been by different role players with different perspectives and priorities, and a different understanding of what professionalisation entails, they have been essentially fragmented and ad hoc. A more coherent and integrated framework for local government professionalisation is therefore clearly needed.

2. Legislative and Strategic Policy Frameworks

This Professionalisation Framework is underpinned by the following pieces of legislative and strategic policy frameworks:

2.1 The Constitution's **objects of local government** (Section 152) which are to:

i.   "Provide democratic and accountable government for local communities.

ii. Ensure the provision of services to communities in a sustainable manner.

iii. Promote social and economic development.

iv. Encourage the involvement of communities and community organisations in the matters of local government.

v.   Provide a safe and healthy environment".

Also, local government must adhere to "the basic **values and principles governing public administration**" (Section 195). The principle relevant to this framework in the Constitution being:

i.   "A high standard of professional ethics must be promoted and maintained".

2.2 It should be acknowledged that in South Africa there are already existing professional bodies operating in the local government sector that are regulated through the following legislation:

b.   Health Professions Act 56 of 1974.

c.   Professional and Technical Surveyors Act 40 of 1984.

d.   National Archives and Records Service of South Africa Act, 1996.

e.   Property Valuers Profession Act 47 of 2000.

f.   Engineering Profession Act 46 of 2000.

g.   Planning Professions Act of 2002.

h.   Auditing Profession Act 26 of 2005.

This professionalisation framework targets the elected officials and appointed officials at the various occupational levels and in the various sectoral disciplines in local government.

2.3   Other legislation relevant to this framework are:

a.   Codes of Conduct in the Municipal Systems and Structures Acts.

b.   Labour Relations Act 66 of 1995.

c.   Employment Equity Act 55 of 1998.

d.   Occupational Health and Safety Act 85 of 1993.

e.   National Qualifications Framework Act 67 of 2008.

f.   Skills Development Act 97 of 1998.

g.   Skills Development Levies Act 9 of 1999.

h.   Higher Education Act 101 of 1997.

i.   Adult Basic Education and Training Act 52 of 2000.

j.   Basic Education Laws Amendment Act 15 of 2011.

k.   The Green Paper on the Post Schooling System.

l.   The White Paper on Transforming the Public Service (Batho Pele).

m.   The Promotion of Access to Information Act (PAIA)

n.   The Promotion of Administrative Justice Act (PAJA)

2.4   **The 12 outcomes** of government are as follows; with emphasis on outcome 9 (focussing on local government) and it should be noted that all outcomes take place within the municipal space:

Outcome 1:   An improved quality of basic education.

Outcome 2:   A long and healthy life for all South Africans.

Outcome 3:   All South Africans should be safe and feel safe.

Outcome 4:   Decent employment through inclusive growth.

Outcome 5:   A skilled and capable workforce to support an inclusive growth path.

Outcome 6:   An efficient, competitive and responsive economic infrastructure network.

Outcome 7:   Vibrant, equitable, sustainable rural communities with food security for all.

Outcome 8:   Sustainable human settlements and an improved quality of household life.

Outcome 9:   **A responsive, accountable, effective and efficient local government system** [the context of the National Capacity Building Framework] that addresses seven critical issues referred to as outputs. Outputs include:

Output 1:   Develop a more rigorous, data driven and detailed segmentation of municipalities that better reflect the varied capacities and contexts within municipalities and lays the basis for differentiated approach to municipal financing, planning and support.

Output 2:   Ensure improved basic services.

Output 3:   Initiate ward-based programmes to sustain livelihoods.

Output 4:   Contribute to the achievement of sustainable human settlements and quality neighbourhoods.

Output 5:   Strengthen participatory governance.

Output 6:   Strengthen the administrative and financial capability of municipalities.

Output 7:   Address coordination problems and strengthen cross-departmental initiatives.

Outcome 10:   Environmental assets and natural resources that is well protected and enhanced.

Outcome 11:   A better Africa and a better world as a result of South Africa's contributions to global relations.

Outcome 12:   An efficient and development-oriented public service and an empowered, fair and inclusive citizenship.

Indicators are annually compiled and used as measurement of progress made quarterly as part of Government's Programme of Action (GPoA).

3. Concepts related to Professionalisation

3.1 Defining a 'Profession'

Whilst there is no definitive definition of what constitutes a 'profession' as distinct from an occupation or trade, there is general agreement in the comparative sociological literature (following from the work of Carr-Saunders and Wilson,1933, in particular) that traditionally a profession has been viewed as a vocation or full-time career that exhibits most or all of the following characteristics -

- a common body of specialised knowledge and expertise, based on the application of systematic theoretical principles, and acquired by members of the profession through prolonged education and training at the highest levels, as well as on-going professional development;

- a system for certifying that individuals possess such knowledge and expertise before being licensed or otherwise allowed to practice;

- a closed community with a strong sense of collegial responsibility and corporate solidarity (esprit de corps), characterised by shared norms and values;

- adherence to high ethical standards and codes of behaviour, together with provisions for the monitoring and enforcement of compliance by individual members;

- a commitment to a social ideal that prioritises service to the welfare, health and safety of citizens, communities and society as whole over the personal interests of practitioners;

- a high level of societal status, esteem and legitimacy, arising from the higher social function of the work of the profession;

- the existence of a professional body or organisation able to certify and ensure the competence of practitioners and encourage and enforce ethical standards of behaviour; and

- a broad measure of discretionary autonomy allowed to members of the profession over the management of their affairs, the development of new knowledge and the setting of standards of performance and behaviour.

3.2 Defining 'Professionalisation'

At the general level, an obvious definition of professionalisation would be the process by which a particular occupation transforms itself into a fully fledged profession, exhibiting the kinds of characteristics outlined in section 3.1 above.

3.3 Defining 'Professionalism'

'Professionalism' would refer to the competence, work practices, ethos, behaviour and attitudes typically displayed by members of such a profession.

There are particular challenges in attempting to apply traditional notions of 'professionalism' to the public sector in general and local government in particular. Moreover, there is not one

profession but many (nurses, engineers, planners, land surveyors, librarians, accountants, HR practitioners, and many more). Whilst it is expected that they all have a shared commitment to use their expertise in ways that are conducive to enhancing public welfare rather than private gain, they come from different backgrounds, with distinct educational paths, traditions and values of their own.

What this means is that there is not a "one-size-fits-all" definition of professionalism that is applicable to local government in South Africa. A more differentiated approach is therefore needed. Without stretching the meaning of the term so broadly that it loses all meaning, it is possible to identify four types of professionalism that will be promoted to improve the ability of local government to more effectively meet its constitutional mandate. These are:

- Technical professionalism.
- Managerial professionalism.
- Administrative professionalism.
- Public service professionalism.

3.4 Defining 'Professional Ethics'

Ethics in local government, as in other parts of the public sector, are particularly important. This is because public office involves a public trust, which can only be maintained if public officials acknowledge the primacy of the public interest and are able through their actions to promote public confidence in the integrity of municipal services.

In promoting improved standards of professional behaviour and conduct in local government, a particular emphasis must be placed on the observance by both elected and appointed officials of professional ethical principles and values. Such principles are of a higher moral standard than other norms and standards because they deal with normative issues of what is commonly accepted as 'right' or 'wrong,' rather than what is merely desirable. As such the principles following are mandatory for all local government officials:

- ***Selflessness***: Local government officials should serve only the public interest, and should not use their official positions or authority for the advancement of the personal or financial interests of themselves, family or friends.

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

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

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

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

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

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

- **Accountability and Openness:** Holders of local government office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office. They should also be open as possible, within the legal framework, about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider local government interest demands it.

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

- **Respect for Others:** Local government officials should promote equity and equality by not discriminating unlawfully against any person or group.

- **Constitutional and Legal Duty**: Local government officials should uphold the constitution and law and, on all occasions, act in accordance with the trust that the public is entitled to place in them.

- **Leadership**: Holders of local government office should promote and support these principles by leadership and example.

Source: UK Nolan Committee's Seven Principles of Public Life[1], and the UN's International Code of Conduct for Public Officials (United Nations, 2000)

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1   The seven principles are selflessness, integrity, objectivity, accountability, openness, honesty and leadership. These principles were established by the Committee on Standards in Public Life. The Committee, which was established in 1994, is an independent public body which advises government on ethical standards across the whole of public life in the United Kingdom.

4. Guiding Principles for Professionalisation

4.1   To strengthen the local government system.

4.2   To promote a high level of professional competence (knowledge and skills), experience, behaviour and ethics on the part of local government officials, both appointed and elected, especially those at the senior executive level (professionalism).

4.3   To promote professional ethics and professionalisation.

4.4   To promote a development-orientated approach to local government.

4.5   To ensure uniformity, standardisation and harmony in the approach to professionalisation, professionalism and professional ethics.

4.6   To align to existing constitutional, legislative and regulatory mandates and requirements, and in particular to the broader initiatives and provisions for local government capacity building contained in the Revised National Capacity Building Framework for Local Government (NCBF), 2012-16.

4.7   To promote equity.

4.8   To contribute to improved individual and institutional performance and contribute to an enabling environment.

5. Pillars of Professionalisation

5.1 Types of professionalism to be adopted for Local Government are:

a.   Local Government Service Orientation

This relates to the conformance by all elected and appointed officials to high standards of professional ethics, conduct and behaviour appropriate to serving the public; as defined above.

This will be achieved through reinforcement of programmes linked to Batho Pele and the Codes of Conduct in the Municipal Systems Act and the introduction of a management of conflict of interest in by enabling financial disclosures and managing the risks of fraud and corruption in the sector.

b.   Leadership and *Managerial Professionalism*

This will entail competence (knowledge and skills) and a high level of analytical ability in a wide array of areas or disciplines such as governance, strategic capability, leadership, policy analysis and development, programme and project management, human resource and financial management, change and risk management, knowledge

management, service delivery innovation, interpersonal relations, mediation, conflict management, diversity management and the display of exemplary ethical conduct.

Building a pipeline of leaders and managers at all levels to ensure professionalism will be developed through national development programmes coupled to the establishment of a purpose built SALGA Centre for Leadership and Governance.

c.   Technical Professionalism

This refers to the acquisition / application of specialised / technical high level competence (knowledge and skills) in terms of the norms and standards required for a relevant occupation / profession at various levels within local government as context. This will be facilitated through various recognised statutory and non statutory professional bodies (involving Ministerial criteria to be adhered to, other than statutory requirements in the case of statutory bodies) in consultation with relevant mandated sector departments.

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

d.   Institutional Professionalism

To promote administrative practices that ensures an effective, efficient, accountable and responsive local government system to optimise service delivery.

This will be facilitated through the introduction of proper policies, practices, processes, systems and structures to institutionalise and embed professionalisation in local government. Much like the other related pillars of professionalisation norms and standards will underpin the implementation approach at both sectoral and local levels.

What defines a Professionalisation Matrix?

5.2 A Professionalisation Matrix

The matrix following will deal with the following:

- Core aspects required to build professionalism.

  - What is needed to address Individual Capacity?
  - What is needed to address Institutional Capacity?
  - What is needed to address Environmental Capacity?
  - What is already being addressed

5.4 A Professionalisation Matrix

CORE ASPECTS REQUIRED TO BUILD PROFESSIONALISM	WHAT IS NEEDED TO ADDRESS INDIVIDUAL CAPACITY?	WHAT IS NEEDED TO ADDRESS INSTITUTIONAL CAPACITY?	WHAT IS NEEDED TO ADDRESS ENVIRONMENTAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?
1. Competence (knowledge and skills)	a. Fit for positions b. Job descriptions c. Competence Frameworks for all occupations aligned to job requirements d. Personal Development Plans	i. Focused Leadership i. Competence Frameworks for all occupations ii. Workplace Skills Plans (with die consideration to institutional and environmental capacity) iii. Capacity Building Programmes addressing the institutional competence gap, such as Leadership Development iv. Impact Assessments v. Integrated systems (including ICT), policies and processes vi. Improve the employee qualifications profile vii. Knowledge Management viii. Change Management Strategy, including communication plan	1. Aligned and coherent legislation 2. Aligned and coherent policies 3. Resources 4. Coordination of capacity building 5. Political championing 6. Legislative enforcement 7. SSP to adequately reflect professional, competence gaps and profiles 8. Differentiation	• TASK • TASK job designations to Organising Framework for Occupations (OFO) job designations Matrix • GAPSKILL (web based skills audit tool) • Institutional Analysis Tool using GAPSKILL data • Competence Dictionary and Profiles • Training Committees and Local Labour Forums • National Municipal Capacity Coordination and Monitoring Committee (NMCCMC) • National Capacity Building Framework (NCBF) • NCB Strategy • Draft Concept Paper on Support • Integrated Capacity Building • Management of Information System (ICBMIS) • LGSETA Scarce Skills List • LGSETA SSP • PALAMA, LGSETA, Higher Education Institutions (HEIs), Further Education and Training Institutions (FETs) and service provider training programmes

CORE ASPECTS REQUIRED TO BUILD PROFESSIONALISM	WHAT IS NEEDED TO ADDRESS INDIVIDUAL CAPACITY?	WHAT IS NEEDED TO ADDRESS INSTITUTIONAL CAPACITY?	WHAT IS NEEDED TO ADDRESS ENVIRONMENTAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?
2. Work Practices	Integrated Human Resource Management approach, including: a. Self Management b. Professional Ethics c. Market related conditions of service d. Job descriptions e. Individual Score Cards f. HR and Personal Development practices g. Career pathing, talent management and succession planning h. Retention practices i. Self Management j. Individual Performance Management	Integrated Human Resource approach and system, including: i. Governance and Oversight Framework ii. Focused Leadership iii. HRM Strategy within the IDP iv. Municipal Delegations v. HR Risk Management Framework vi. Remuneration Structures (Scarce Skills Retention) vii. Accurate reflection of HR Planning / Skills requirements in terms of IDP viii. Organisational Structures aligned to IDPs ix. Attraction, recruitment and retention practices - building Institutional Memory x. Induction xi. Linkage between PDP and Institutional Performance Management xii. Individual linked to Institutional Performance Management xiii. Professional body representation xiv. Monitoring and Evaluation xv. Integrated systems (including ICT), policies and processes xvi. Knowledge Management xvii. Change Management Strategy, including communication plan	1. Aligned and coherent legislation 2. Aligned and coherent policies 3. Resources 4. Professional body representation across occupations and defined roles and responsibilities for professional bodies 5. Professional and competence-based training model 6. Governance and Oversight Framework 7. Political championing 8. Legislative enforcement 9. Differentiation	• IDPs including Institutional Plans • Municipal Systems Amendments • Municipal Performance Management Regulations, 2006 • MFMA Minimum Competence Levels, 2007 • South African Local Government Bargaining Council (SALGBC) Main Collective Agreement • Provincial HR Practitioners Forum • Major Municipalities HR Forum • SALGA HR Policy Handbook • SALGA HR Strategy • Drafting of Municipal HR Regulations • SALGA Councillor Induction Manual • SALGA Senior Management Induction Manual • Sector Departments Hands-on Support programmes • Municipal Infrastructure Support Agent (MISA)

CORE ASPECTS REQUIRED TO BUILD PROFESSIONALISM	WHAT IS NEEDED TO ADDRESS INDIVIDUAL CAPACITY?	WHAT IS NEEDED TO ADDRESS INSTITUTIONAL CAPACITY?	WHAT IS NEEDED TO ADDRESS ENVIRONMENTAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?
3. Ethos, behaviour and attitudes	a. Self Management b. Individual Performance Management	i. Batho Pele programmes ii. Service Standards iii. Implementation of Codes of Conduct iv. Conducive workplace environments and sound employee relationships v. Individual and Institutional Performance Management vi. Application and management of disciplinary actions vii. Recognition and Rewards for excellent performance viii. Behaviours Charter ix. Financial Disclosure x. Change Management Strategy, including communication plan	1. Local Government Service Ethos as experienced by communities 2. Enforcement of Codes of Conduct of Professional Bodies	• Ethics Management Training Programme • Whistle Blowing • Community Satisfaction Surveys • DPSA Batho Pele Forums • Municipal Systems Amendment Act • Performance Management Regulations, 2006

6. Roles and responsibilities in terms of the Professionalisation Framework

The contents of the Minister's Delivery Agreement, the draft Green Paper on Cooperative Governance and the Framework on a Differentiated Approach to Municipal Support and the proposed Support, Monitoring and Interventions Bill, 2010 are additional references with regard to the contents of this chapter.

The NCBF as an overarching framework to coordinate support, capacity building and training programmes is relevant to this professionalisation framework.

6.1 Mandatory for all Stakeholders providing Support, Capacity Building and Training Initiatives aimed at Local Government

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

6.2 National Departments

a. The core Departments referred to in (c) to (d) below will, through the coordinating mechanism for the operationalisation of the professionalisation framework the National Municipal Capacity Coordination and Monitoring Committee (NMCCMC), establish a working relationship as members of the NMCCMC and will jointly address the following matters, at the minimum:

    i. Address the strengthening of a local government ethos and managerial and leadership development through appropriate programmes.

    ii. Identify professional bodies that are operating within municipal occupational categories and disciplines with a view to linking them more effectively to the development and registration of appropriate qualifications (under the HEQC and QCTO frameworks) and training and professional development programmes;

    iii. The ongoing professional development of elected and appointed officials in the local government sector.

    iv. Promote the professionalisation, professionalism and professional ethics of the local government sector.

    v. Standardise and synergise the capacity building policies and systems that are aimed at promoting the professionalisation in local government.

vi. Include professionalisation initiatives in the annual Capacity Building Plans that are to be integrated at a national level and provide quarterly progress reports on such plans.

vii. Monitor, evaluate and guide the implementation of the professionalisation framework.

b. Two key partners in the professionalisation process are:

i.   The Local Government Sector Education and Training Authority (LGSETA).

ii. The South African Local Government Association (SALGA).

c. There is a core of National Departments that have a direct impact on municipalities. The following departments will assist the Department of Cooperative Governance (DCoG) and the Municipal Infrastructure and Support Agent (MISA) to implement this professionalisation framework:

i.   National Treasury.

ii. Department of Economic Development.

iii. Department of Energy.

iv. Department of Environmental Affairs.

v.   Department of Higher Education.

vi. Department of Human Settlements.

vii. Department of Public Service and Administration / Public Administration Leadership and Management Academy.

viii. Department of Rural Development and Land Reform.

ix. Department of Water Affairs.

d. Other Departments that will have an important role to play are:

i.   Departments in the Presidency.

ii. Department of Agriculture, Forestry and Fisheries.

iii. Department of Public Works.

iv. Department of Traditional Affairs.

v.   Department of Transport.

6.3 Provincial Departments

The Department's of Provincial Cooperative Governance / Local Governments will play a vital role in the implementation of this framework as their mandate is to support local government and they will thus assist national departments in terms of the following:

a. Coordinate the implementation modalities / mechanisms affecting local government.

b. Address the strengthening of a local government ethos and managerial and leadership development through appropriate programmes.

c. Identify professional bodies that are operating within municipal occupational categories and disciplines with a view to linking them more effectively to the development and

registration of appropriate qualifications (under the HEQC and QCTO frameworks) and training and professional development programmes;

d. The ongoing professional development of elected and appointed officials in the local government sector.

e. Promote the professionalisation, professionalism and professional ethics of the local government sector.

f. Standardise and synergise the capacity building policies and systems that are aimed at promoting the professionalisation in local government.

g. Include professionalisation initiatives in the annual Capacity Building Plans that are to be integrated at a national level and provide quarterly progress reports on such plans.

h. Monitor, evaluate and guide the implementation of the professionalisation framework.

Other stakeholders at a provincial level that will have an important role to play in the provincial structures are the:

i.   Premiers' Offices.

ii.   Provincial Academies in the Office of the Premier.

iii. Municipal Training Institutions.

iv. Municipal Owned Entities.

v.   SALGA HR Forums.

Provincial quarterly meetings should be held so that they inform the NMCCMC.

6.4 Municipalities

Metros form part of the NMCCMC as they represent the majority of municipal employees who receive support, capacity building and training.

Districts should be mandated to represent their local municipalities on provincial structures, however, should the province feel comfortable with local municipalities also being represented in their structure the practice is supported.

Municipalities will need to:

a. Implement the professionalisation framework.

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

c. Provide information on professionalisation initiatives as part of their support, capacity building and training initiatives that they are / will be exposed to annually in their Integrated Municipal Institutional Plan linked to their Integrated Development Plans to provinces.

d. Where possible provide financial assistance towards membership fees (under criteria to be developed) to enable and encourage employees to join appropriate professional bodies in accordance with capacity building policy provisions.

Training Committees as subcommittee of the Local Labour Forums and HR Forums must be involved in the implementation of the professionalisation framework.

6.5 Professional Bodies

Professional bodies and associations can be either statutory or non-statutory and will be expected to -

a. align their Codes of Conduct to those contained in the Municipal Systems Act and ensure that their members adhere to its provisions;

b. promote and ensure professional development to ensure continuous professional development and life-long learning;

c. conduct ongoing research and disseminate good practice amongst members;

d. develop a collective and collegial ethos;

e. set and enforce ethical work practices and behaviour;

f. set relevant competence criteria for admission into the profession and accreditation of educational programmes;

g. oversee the certification and licensing of professionals, and assisting national and state level authorities in the setting of legally enforceable occupational standards;

h. ensure that the supply and demand of technical and professional competence in key sectors are met;

i. develop a clear set of norms and standards for the relevant occupational category in the local government sector;

j. establish minimum competence levels based on national competence frameworks and job profiles; and

k. develop RPL procedures, through which professional bodies can assist employees in obtaining accredited qualifications after the RPL process is completed.

This professionalisation framework adheres to the new policy and criteria developed by SAQA (under the National Qualifications Framework Act of 2008) for recognising a professional body and registering a professional designation on the NQF as it provides a positive opportunity for professional bodies to further develop and expand their work.

The Minister for CoGTA will determine specific criteria, such as annual Business Plans and reporting requirements for those professional bodies who want to practice in the local government space.

6.6 Other Stakeholders

The following stakeholders may contribute to the implementation of the professionalisation framework:

i. Unions active in local government.

ii. The Development Bank of Southern Africa's (DBSA's) Vulindlela Academy.

iii. Donors.

iv. Parastatals.

v. Higher and Further Education Institutions.

vi. Other Appropriate Agencies.
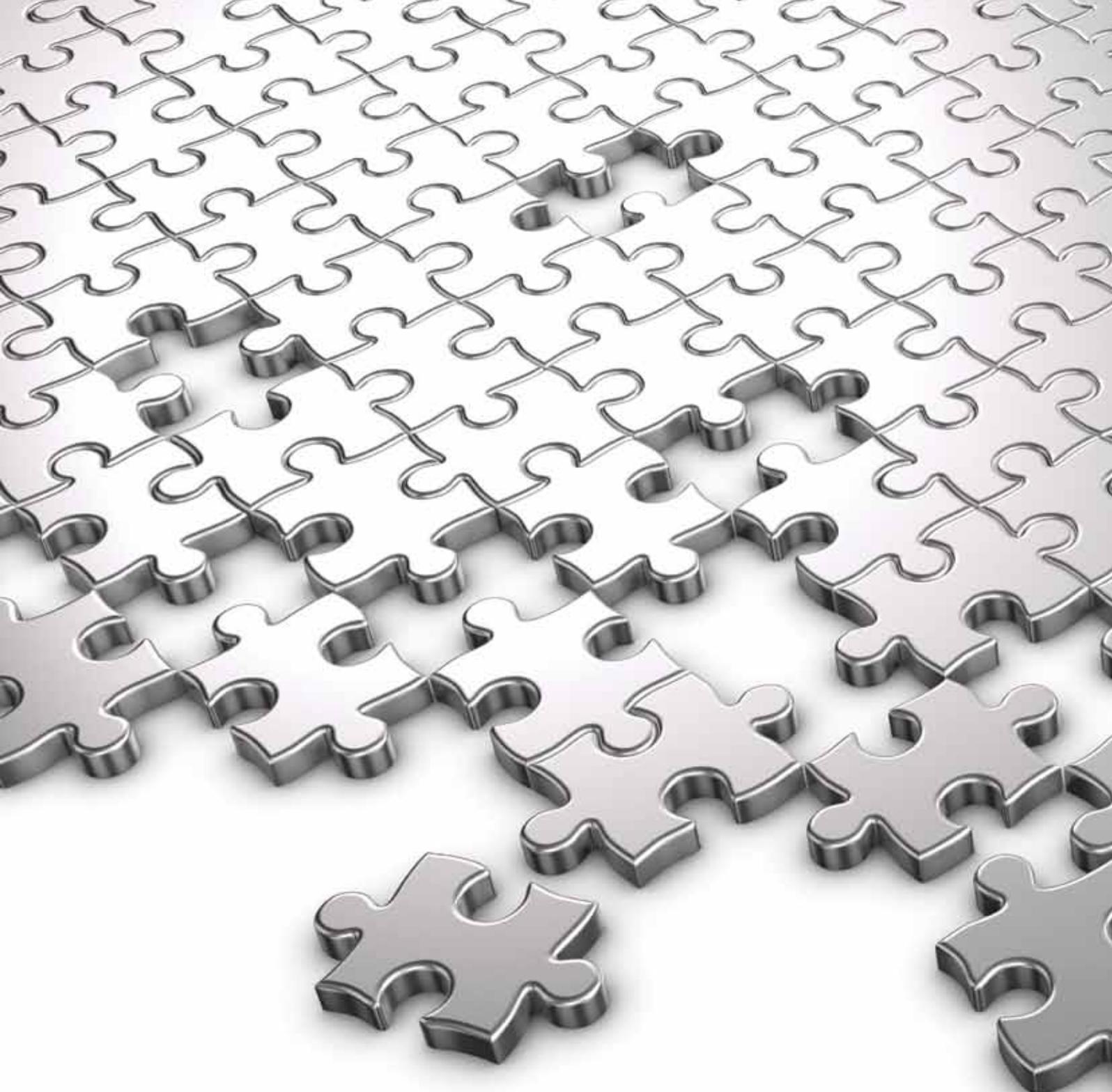
7. Implementation Plan

The implementation plan following is divided into three templates to address the following in terms of individual, institutional and environmental capacity areas that need to be addressed; referred to in item 5.3 (the professionalisation matrix) :

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

7.1 Professionalisation Implementation Plan

a. Addressing Individual Capacity

WHAT IS NEEDED TO ADDRESS INDIVIDUAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?	GAPS THAT NEED TO BE ADDRESSED?	PROPOSED WAY FORWARD	WHO WILL LEAD AND TIMELINES?
To address Competence: a. Fit for positions b. Job descriptions c. Competence Frameworks for all occupations aligned to job requirements d. Personal Development Plans	TASK i. TASK job designations to Organising Framework for Occupations (OFO) job designations Matrix ii. GAPSKILL (web based skills audit tool) iii. Institutional Analysis Tool using GAPSKILL data iv. Competence Dictionary and Profiles v. Training Committees and Local Labour Forums vi. National Municipal Capacity Coordination and Monitoring Committee (NMCCMC) vii. National Capacity Building Framework (NCBF) viii. NCB Strategy ix. Draft Concept Paper on Support x. Integrated Capacity Building Management of Information System (ICBMIS) xi. LGSETA Scarce Skills List xii. LGSETA SSP xiii. PALAMA, LGSETA, Higher Education Institutions (HEIs), Further Education and Training Institutions (FETs) and service provider training programmes	At municipal level: 1. Implement job descriptions, OFO, competence profiles and PDPs (GAPSKILL) 2. Promote professionalism 3. Determine which staff do not fit their position 4. Determine which staff do not yet have job descriptions 5. Determine which staff's TASK job designations are not linked to the OFO 6. Determine whether each municipal staff member understands the Competence Frameworks and how it aligns to Personal Development Plans (PDP) 7. Determine which staff members do not have PDPs – update the GAPSKILL 8. Determine which staff members belong to Professional bodies	**A committee will set up of all key stakeholders to determine the way forward as well as who will lead and timelines**	

WHAT IS NEEDED TO ADDRESS INDIVIDUAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?	GAPS THAT NEED TO BE ADDRESSED?	PROPOSED WAY FORWARD	WHO WILL LEAD AND TIMELINES?
To address work practices: Integrated Human Resource Management approach, including: a. Self Management b. Professional Ethics c. Market related conditions of service d. Job descriptions e. Individual Score Cards f. HR and Personal Development practices g. Career pathing, talent management and succession planning h. Retention practices	i. IDPs including Institutional Plans ii. Municipal Systems Amendments iii. Municipal Performance Management Regulations, 2006 iv. MFMA Minimum Competence Levels, 2007 v. South African Local Government Bargaining Council (SALGBC) Main Collective Agreement vi. Provincial HR Practitioners Forum vii. Major Municipalities HR Forum viii. SALGA HR Policy Handbook ix. SALGA HR Strategy x. Drafting of Municipal HR Regulations xi. SALGA Councillor Induction Manual xii. SALGA Senior Management Induction Manual xiii. Sector Departments Hands-on Support programmes xiv. xix. Municipal Infrastructure Support Agent (MISA)	At municipal level: 1. Determine the required numbers and competence (knowledge and skills) to deliver the IDP and compile an HR plan and organisational structure to achieve such 2. Integrate the HRM strategy with the IDP's Institutional Plan 3. Implement good, strategic and integrated HR practices and systems 4. Promote self management and professional ethics of elected and appointed officials 5. Request support from stakeholders where needed and influence policy making 6. An overarching committee to coordinate a holistic and systemic approach to individual, institutional and environmental capacity	• Compulsory Induction programmes	

WHAT IS NEEDED TO ADDRESS INDIVIDUAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?	GAPS THAT NEED TO BE ADDRESSED?	PROPOSED WAY FORWARD	WHO WILL LEAD AND TIMELINES?
To address behaviour, attitude and ethos a. Self Management b. Individual Performance Management	i. Ethics Management Training Programme ii. Whistle Blowing iii. Community Satisfaction Surveys iv. DPSA Batho Pele Forums v. Municipal Systems Amendment Act vi. Performance Management Regulations, 2006	National, provincial and associated institutions (which include professional bodies): 1. Determine which municipalities have implemented Batho Pele and service standards and provide support where needed 2. Determine which municipalities are implementing Codes of Conduct and addressing non compliance and promote it 3. Promote Ethics Management and anti-corruption training 4. Determine how citizen's surveys improve service delivery		

7.2 Addressing institutional capacity

WHAT IS NEEDED TO ADDRESS INSTITUTIONAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?	GAPS THAT NEED TO BE ADDRESSED?	PROPOSED WAY FORWARD	WHO WILL LEAD AND TIMELINES?
To address competence: a. Focused Leadership b. Competence Frameworks for all occupations c. Workplace Skills Plans (with die consideration to institutional and environmental capacity) d. Capacity Building Programmes addressing the institutional competence gap, such as Leadership Development e. Impact Assessments f. Integrated systems (including ICT), policies and processes g. Improve the employee qualifications profile h. Knowledge Management i. Change Management Strategy, including communication plan	TASK i. TASK job designations to Organising Framework for Occupations (OFO) job designations Matrix ii. GAPSKILL (web based skills audit tool) iii. Institutional Analysis Tool using GAPSKILL data iv. Competence Dictionary and Profiles v. Training Committees and Local Labour Forums vi. National Municipal Capacity Coordination and Monitoring Committee (NMCCMC) vii. National Capacity Building Framework (NCBF) viii. NCB Strategy ix. Draft Concept Paper on Support x. Integrated Capacity Building Management of Information System (ICBMIS) xi. LGSETA Scarce Skills List xii. LGSETA SSP xiii. PALAMA, LGSETA, Higher Education Institutions (HEIs), Further Education and Training Institutions (FETs) and service provider training programmes	National, provincial and associated institutions: 1. Promote leadership and management development and professional ethics 2. Promote technical and administrative professionalism 3. Determine which municipalities do not yet have job descriptions 4. Determine which TASK job designations are not linked to the OFO 5. Determine which municipal occupations need norms and standards 6. Determine which municipal occupations need competence frameworks 7. Determine each municipal functional units capacity gaps and whether it is aptly addressed in the WSP 8. Determine which occupations need Learning Programme / Qualifications development / review aligned to Competence Frameworks 9. Determine which Professional bodies are active in the municipality 10. Profile Training Committees and Local Labour Forums and ensure their functionality 11. Promote and overarching committee that coordinates individual, institutional and environmental capacity 12. Consult on LGSETA Scarce and Critical Skills List - Revise the LGSETA Sector Skills Plans and scarce skills schedules 13. Promote integrated HR practices 14. Track improvements in the municipal qualifications profile and impact of skills development 15. Facilitate improved integrated ICT systems 16. Facilitate Knowledge Management to share good practices 17. Promote change management practices, including sufficient communication practices	**A committee will set up of all key stakeholders to determine the way forward as well as who will lead and timelines**	

WHAT IS NEEDED TO ADDRESS INSTITUTIONAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?	GAPS THAT NEED TO BE ADDRESSED?	PROPOSED WAY FORWARD	WHO WILL LEAD AND TIMELINES?
To address work practices, i.e. Integrated Human Resource practices, including: a. Governance and Oversight Framework b. Focused Leadership c. Induction d. Linkage between PDP and Institutional Performance Management e. Institutional Performance Management f. HRM Strategy within the IDP g. Organisational Structures h. Monitoring and Evaluation i. Integrated systems (including ICT), policies and processes Building Institutional Memory j. Knowledge Management k. Municipal Delegations l. HR Risk Management Framework m. Remuneration Structures (Scarce Skills Retention) a. Accurate reflection of HR Planning / Skills requirements in terms of IDP b. Change Management Strategy, including communication plan	i. IDPs including Institutional Plans ii. Municipal Systems Amendments iii. Municipal Performance Management Regulations, 2006 iv. MFMA Minimum Competence Levels, 2007 v. South African Local Government Bargaining Council (SALGBC) Main Collective Agreement vi. Provincial HR Practitioners Forum vii. Major Municipalities HR Forum viii. SALGA HR Policy Handbook ix. SALGA HR Strategy x. Drafting of Municipal HR Regulations xi. SALGA Councillor Induction Manual xii. SALGA Senior Management Induction Manual xiii. Sector Departments Hands-on Support programmes xiv. Municipal Infrastructure Support Agent (MISA)	At municipal level: 1. Determine the required numbers and competence (knowledge and skills) to deliver the IDP and compile an HR plan to achieve such 2. Compile an organisational structure to address IDP requirements 3. Integrate the HRM strategy with the IDP's Institutional Plan 4. Practice good, strategic and integrated HR practices 5. Promote self management and professional ethics 6. Promote good and integrated individual and institutional performance practices 7. National, provincial and associated institutions: 8. Develop Governance and Oversight Framework 9. 8. Monitor the submission of HR policies for Council approval and their implementation 10. Implement an Induction Programme for Councillors and staff 11. Strengthen HR Practitioners Forums and Training Committees 12. Align individual and institutional capacity gaps when identifying programme to address such 13. Facilitate improved integrated ICT systems 14. Facilitate Knowledge Management to share good practices 15. Promote change management practices, including sufficient communication practices 16. Facilitate the development of HR Risk Management Frameworks 17. Promote sound retention practices		

WHAT IS NEEDED TO ADDRESS INSTITUTIONAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?	GAPS THAT NEED TO BE ADDRESSED?	PROPOSED WAY FORWARD	WHO WILL LEAD AND TIMELINES?
To address behaviour, attitude and ethos: a. Batho Pele programmes b. Service Standards c. Change Management Strategy, including communication plan d. Individual and Institutional Performance Measurement e. Application and management of disciplinary actions f. Recognition and Rewards for excellent performance g. Behaviours Charter h. Financial Disclosure i. Codes of Conduct j. Conducive workplace environments and sound employee relationships	i. Ethics Management Training Programme ii. Whistle Blowing iii. Community Satisfaction Surveys iv. DPSA Batho Pele Forums v. Municipal Systems Amendment Act vi. Performance Management Regulations, 2006	At municipal level: 1. Implement Batho Pele 2. Design, implement and communicate service standards to the community 3. Implement Codes of Conduct and address non compliance 4. Promote Ethics Management and non corrupt practices 5. 5. Use citizen's surveys to improve service delivery		

7.3   Addressing Environmental Capacity

WHAT IS NEEDED TO ADDRESS ENVIRONMENTAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?	GAPS THAT NEED TO BE ADDRESSED?	PROPOSED WAY FORWARD	WHO WILL LEAD AND TIMELINES?
To address competence: a. Aligned and coherent legislation b. Aligned and coherent policies c. Resources d. Coordination of capacity building e. Political championing f. Legislative enforcement g. SSP to adequately reflect professional, competence gaps and profiles h. Differentiation	TASK i. TASK job designations to Organising Framework for Occupations (OFO) job designations Matrix ii. GAPSKILL (web based skills audit tool) iii. Institutional Analysis Tool using GAPSKILL data iv. Competence Dictionary and Profiles v. Training Committees and Local Labour Forums vi. National Municipal Capacity Coordination and Monitoring Committee (NMCCMC) vii. National Capacity Building Framework (NCBF) viii. NCB Strategy ix. Draft Concept Paper on Support x. Integrated Capacity Building Management of Information System (ICBMIS) xi. LGSETA Scarce Skills List xii. LGSETA SSP xiii. PALAMA, LGSETA, Higher Education Institutions (HEIs), Further Education and Training Institutions (FETs) and service provider training programmes	At municipal level: 1. Appoint a political champion to implement professionalisation framework 2. National, provincial and associated institutions 3. Finalise regulations and ensure alignment across stakeholder regulations 4. NMCCMC report to sector departments to improve their participation linked to municipal occupations 5. NMCCMC to monitor resource allocation to professionalisation 6. Implementation of the NCBF, NCB Strategy and ICBMIS in 2013 / 2014 7. Ensure the coordination of the development of learning programmes so that a learning framework aligned to the competence framework can be developed i.e. development of local government curriculum, and related training material and adequate learner support mechanisms 8. SSP to reflect implementation of professionalism 9. NMCCMC to determine differentiation related to professionalism	**A committee will set up of all key stakeholders to determine the way forward as well as who will lead and timelines**	

WHAT IS NEEDED TO ADDRESS ENVIRONMENTAL CAPACITY?	WHAT IS ALREADY BEING ADDRESSED?	GAPS THAT NEED TO BE ADDRESSED?	PROPOSED WAY FORWARD	WHO WILL LEAD AND TIMELINES?
To address work practices: a. Aligned and coherent legislation b. Aligned and coherent policies c. Resources d. Professional body representation across occupations and defined roles and responsibilities for professional bodies e. Professional and competence-based training model f. Governance and Oversight Framework g. Political championing h. Legislative enforcement i. Differentiation	i. IDPs including Institutional Plans ii. Municipal Systems Amendments iii. Municipal Performance Management Regulations, 2006 iv. MFMA Minimum Competence Levels, 2007 v. South African Local Government Bargaining Council (SALGBC) Main Collective Agreement vi. Provincial HR Practitioners Forum vii. Major Municipalities HR Forum viii. SALGA HR Policy Handbook ix. SALGA HR Strategy x. Drafting of Municipal HR Regulations xi. SALGA Councillor Induction Manual xii. SALGA Senior Management Induction Manual xiii. Sector Departments Hands-on Support programmes xiv. Municipal Infrastructure Support Agent (MISA)	1. Monitor the implementation of the main collective agreement 2. Finalise the regulation setting the uniform, integrated HR norms and standards and systems for all municipal employees, to amongst others cascade performance management systems to all levels 3. Monitor and enforce compliance with all Regulations 4. Align stakeholder policies across stakeholders, e.g. GAPSKILL and WSPs and amend the Treasury Minimum Competency Requirements and ensure compliance where applicable		
To address behaviour, attitudes and ethos: a. Local Government Service Ethos as experienced by communities b. Enforcement of Codes of Conduct of Professional Bodies	i. Ethics Management Training Programme ii. Whistle Blowing iii. Community Satisfaction Surveys iv. DPSA Batho Pele Forums v. Municipal Systems Amendment Act vi. Performance Management Regulations, 2006	1. Determine whether current practices propose will aptly address professional ethics		

7.4 Critical Success Factors for Implementation

a. Well-coordinated and clearly communicated at all levels.

b. Feasible and practical to implement, taking account of differences in the individual, institutional and environmental capacity of municipalities.

c. Accompanied by appropriate levels of national and provincial support.

d. Effectively resourced.

e. Capable of enforcement in the case of non-compliance.

f. Effectively monitored and reviewed.

8. Conclusion

This professionalisation framework will be subjected to an annual review which will be put in place to ensure that lessons learnt are incorporated to improve it.