2018/2019

SYNTHESIS EVALUATION ON TRADITIONAL AFFAIRS

EVALUATION REPORT

TSEPO PAKKIES

DEPARTMENT OF COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS

EVALUATION DIRECTORATE

Contents

1. WHAT IS THE STATUS QUO OF THE FUNCTIONALITY OF THE INSTITUTION OF TRADITIONAL LEADERSHIP

<u>Traditional councils</u>

The visit of new TACs indicated that traditional councils were well resourced with office space and furniture to perform their legislated functions. The noted challenges formed around traditional council's equipment and essential facilities such as electricity. The challenges rose by traditional councils in these areas raises the question as to if traditional councils are able to maintain the infrastructure they have and if they have the necessary funds to maintain this infrastructure

<u>The district offices</u>

It is noted that district offices are experiencing human resource challenges as critical positions within district offices are not filled. Even though district staffs are accommodated well in these offices, the risk arises as to if there would be enough office space and furniture for district office staff if the district office reaches full human resource capacity. It is also noted that district operations are not uniform the portfolio of coordination units.

<u>Functionality of the traditional council district support office system</u>

Noting the challenges affecting traditional council's functionality and looking at set functions of the district office, it is clear that the noted challenges are beyond the scope of the district office to address. Moreover the specialist units stationed are not adequate enough to address challenges raised by traditional councils in an efficient manner. This only results in district offices referring issues to the head office, which the district offices are limited to that function.

It is important to note that traditional institutions were mainly supported by specialist units based at head office in their establishment, to which the district support offices provided manpower to ensure establishments are successful. The approach used does raise challenges as the district support offices are left to support traditional institutions with limited skills that can only be found at the head office.

The importance of the Coordination units is also noted. The Coordination Units should not end by noting functionality challenges of district offices, but should also provide coordination support to ensure that district offices function effectively in operations that are within and out of the control of district offices. The Coordination Units are closest to the Head Office; they play a critical role in guiding the head office in areas that affect the functionality of traditional institutions and their support offices.

Many options are available as to how to work in a coordinated fashion, one of them is to have decentralised approach, the other a having Matrix project management approaches which can be used in coordinating customised solutions to specific challenges in districts.

The Provincial House of Traditional Leaders

TRAINING PROVIDED TO AMAKHOSI

Below is a summary of the findings of the Evaluation of the Leadership and Good Governance Capacity Building Programme.

2.1 Relevance of the good governance and leadership course It is noted that the highest percentage of satisfaction of participants was with the group size, the seating style and learning environment averaging at ninety one percent. Even though there was a clear majority on course content and the training venue, the percentage of the participant satisfaction was below the satisfaction of the aforementioned areas which received ninety percent satisfaction levels. This indicated that not all participants were happy with the course content and the training venue. The table below indicates the overall satisfaction levels of the relevance of the course.

2.2 Implementation of the Leadership and Good Governance Capacity Building Programme There is a strong indication that the training method used allowed the participants to participate fully within the course. Even though the there was little involvement of beneficiaries in the identification of the course, not all participants agreed that the training was conducted within the agreed time period and agreed activities. The low satisfaction figure on the identification of the course could contribute to the satisfaction levels of the time periods and agreed activities.

2.3 Changes within participants and organisations as a result of the programme Even though ninety six percent (96%) of the participants noted that they had obtained new skills, it was noted that the percentage of participants dropped in terms of implementing these new skills, putting practices in place and introducing new practices to their traditional councils.

It noted that three out of the five the learning objectives resulted in the improvement of the awareness on subjects such as Human rights protection, land use & environmental and conflict resolution.

While in other subjects such as participatory leadership and economic development activities are being instilled in their new practices.

2.5 Intended and unintended outcomes of the capacity building programme for participants

There is a strong indication that the training contributed to the working relationship between the participants and their traditional councils, as more than eighty percent (80%) of the participants noted that the working relationship ranged from very good to good and noted that the training contributed to the improved relationship. Even though seventy five percent (75%) of the participants noted that the relationship between the traditional councils and traditional communities ranged from very good to good, there is a high indication that the training could have contributed to the relationship identified.

Even though most of the participants noted that the training aided in improving the functionality of their Traditional councils, there is a need to have organisation focused approach which not only accommodates participants but their organisations being traditional councils

2.6 Conclusion and Recommendations

Processes conducted in the implementation of the Leadership and Good Governance Capacity Building Programme:

- The consultation approach needs to be reviewed, to allow Amakhosi to provide input on the course content of the training, and activities of the training. Intended and unintended outcomes of the Leadership and Good Governance Capacity Building Programme:
- The Capacity Building Programme needs to be more practical in nature to enable the participants to implement their new skills and practices. More over the training method used in the Capacity Building Programme needs to ensure that the learning objectives are instilled in new practices. An assessment of resources to implement taught skills needs to occur, to ensure that participants are able to implement their new skills and practices. Changes and the contribution of the Leadership and Good governance capacity building programme to the observed changes:
- An assessment of resources to implement taught skills needs to occur, to ensure that participants are able to implement their new skills and practices.
- An organisation focused approach to the implementation of training would assist in accommodating the participants and their traditional councils.

2.7 How the training has prepared Amakhosi to deliver their on their legislative roles and functions

The Capacity Building Programme has enabled the participants to play a leadership role in the functioning of their traditional councils. The Capacity Building Programme through its processes has only assisted in improving the awareness of the learning objectives in sixty percent (60%) of the learning objectives, instead of enabling them to infuse their new understandings into their new practices. The aforementioned observation is seen particularly in human rights, land use management, natural resources management and conflict resolution which are vital roles for Amakhosi, as per Traditional Leadership and Governance Act No.5 of 2005. The need for a different approach in the training conducted needs to be considered to ensure that the learning objectives of the training are met and instilled in new practices.

Proper consultation approaches need to be considered to ensure that proper buy in into the programme occurs, moreover allowing the programme to be tailor made according to the needs of its beneficiaries

The following observations were made on the training needs on essential skills of Ubukhosi:

- The top 10 training needs were consisted of the majority of the following skills categories
  - Rural and Community Development skills
  - Funding and financial skills
  - Organisational knowledge and practice
- The funding and financial skills which were noted as 4th level essential skills were identified as the part of the top 10 essential skills.
- The majority of people management skills were noted as 2nd level training needs.
- The bulk of communication skills were noted as 3rd level training needs.
- The bulk of development skills were noted as 4th level training needs.
- Soft service support products need to differ in terms of intensity according to the four level priorities. For example first level priorities training needs would need intense workshops or formal training, while fourth level priorities would need light workshops.

- The top 20 essential skills and training needs (being the 1st level and 2nd level priorities) of Amakhosi can be clustered to 4 main functions of Amakhosi being:
  - Knowledge of customs and culture
  - Simple governance issues
  - Presiding of traditional courts
  - Understanding of land administration
- It should also be noted that some skills noted as training needs cannot be provided effectively by education institutions, but needs inputs from Amakhosi and their best practices. Traditional governance forms part of these aforementioned skills.

Academic ambitions of Amakhosi

Ambitions to study further

Even though the response rate of the questionnaires was low, there was a high indication that Amakhosi had ambitions to study further. It was also noted that that regardless of their qualifications, Amakhosi with no schooling wanting to study further to obtain the following qualifications:

- Grade 3 -9;
- Grade 10-Matric;
- National Diplomas and
- Bachelor degrees

Qualifications Amakhosi would like to attain

- Grade 3-9: 17%
- Grade 10-Matric: 18%
- National Diploma: 21%
- Bachelors Degree: 41%
- 3%
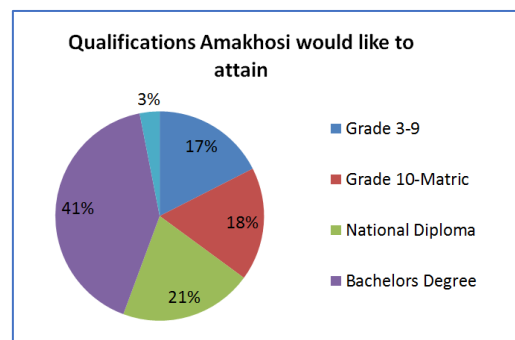
Assistance from the Department to further their studies

The majority of Amakhosi felt that assistance would be required in the form of aid such as bursaries and subsidization indicates that Amakhosi are able to pay for their academic ambitions.

Amakhosi not wanting to study further

There is a high indication that the Amakhosi that do not want to study further felt that they were too old, or there was an impression that commitments in place would affect their diligence to study. This raises the need for the Department to establish if there are any alternative soft services that can be provided to ensure that they are capacitated with skills that would enable them to perform their functions effectively.

The extent to which soft services are enabling Amakhosi to perform their legislated functions and fulfil their academic ambitions

Establishment of the extent to which soft services provided enabled Amakhosi to perform their legislated functions

The following was found:

- Out of the 37 essential skills identified, soft service support provided by the Department since the year 2010 has only focused on 11 essential skills, being 29% of the total essential skills.

- An average of 2 soft service initiatives, were provided on aforementioned 11 essential skills. It was noted that even though soft service initiatives were provided to address these essential skills in the first level of training needs, they were still identified as 1st priority training needs. This raises the question of the effectiveness of the soft service approach provided on the areas the Department had focused on.

- It was also noted that soft support in the form of workshops was provided areas which were not considered as essential skills of Amakhosi. These consisted of the following areas
  - Computer training
  - Functionality of Provincial and Local houses of traditional leadership
  - Traditional council secretaries workshops

- As mentioned by the Department a collaborated approach in the form a Departmental Capacity Building Forum, needs to play a critical role in the formation of a collaborated approach in the formation of soft service initiatives. This would enable the Department to focus on the training needs of Amakhosi and ensure that they are provided in an effective matter.

<u>Establishment of support provided in the meeting the academic ambitions of Amakhosi.</u>

The endeavours by the Department in trying to ensure that Amakhosi study further, through ABET and the provision of the credit bearing Leadership & Good Governance Programme needs to be noted.

In terms of Adult Based Education & Training (ABET), it is noted that both the Department and Amakhosi see the need to provide ABET to Amakhosi. The challenge is in how the support can be provided, as the requests by Amakhosi for special classes consisting of only Amakhosi cannot be done due to small numbers. Solutions are needed in forming an approach that would ensure that the service is provided, in a way that benefits the Department and Amakhosi in a cost effective way. With addressing this bottleneck, this would make the bridging approach of Amakhosi qualifying for the Traditional Leadership & Good Governance Programme more feasible.

In terms of Amakhosi wanting to pursue their tertiary education ambitions, Departmental support in the form of aid needs to be explored, Amakhosi want to study further, but feel that assistance would be needed to ensure that ambitions to study further are fulfilled.

<u>Comparison of the training provided to the training needs of Amakhosi</u>

The table below indicates presents the training provided since 2010 compared to Amakhosi and their training priorities.

								No training provided
		Inputs					Outputs	
Level	Support provided over the years						Training priority	Training needs as 2015/2016 Skills Audit
	2010	2012	2013	2014	2015			

1st level priority training needs						**1**	Municipal governance
		Basic Leadership and Good Governance	Basic Leadership and Good Governance			Local Economic Development
	Basic Leadership and Good Governance	Advanced Leadership and Good Governance	Advanced Leadership and Good Governance		**2**	
		Traditional Financial Management-Practice notes	Traditional Financial Management-Practice Notes		**3**	Budgeting, invoicing, payroll
					4	Knowledge of organisational policies and how they work
		Traditional Financial Management-Practice notes	Traditional Financial Management-Practice Notes		**5**	Record keeping for accounts
					6	Municipal Service delivery
					7	Integrated Development Planning
		Traditional Financial Management-Practice notes	Traditional Financial Management-Practice Notes		**8**	Commissioning, procurement
					9	Knowledge of local and national support agencies
	Basic Leadership and Good Governance	Basic Leadership and Good Governance				Land Administration
		Advanced Leadership and Good Governance	Climate and land use management		**10**	

	Inputs						Outputs
							No training provided
Level	Support provided over the years					Training priority	Training needs as 2015/2016 Skills Audit
	2010	2012	2013	2014	2015		
2nd level priority training needs						11	Dealing with media
	Traditional Council Induction	Traditional Council Induction	Traditional Council Induction	Traditional Council Induction		12	Developing policies
						13	Implementing policies
						14	Report writing
	Traditional Council Induction	Traditional Council Induction	(2) Traditional Council Induction/ Disaster Management and Climate Change	Traditional Council Induction /Climate and land use management		15	Stress management
			Mediation and Dispute resolution	Dispute resolution		16	Conflict & dispute resolution
						17	Problem-solving
						18	Crisis management
						19	Community problem identification
	Traditional Leadership	(2) Orientation workshops of TCs/ Basic Leadership and Good Governance	(3) Traditional council induction/ Basic Leadership and Good Governance Advanced Leadership and Good Governance	3) Traditional council induction Basic Leadership and Good Governance Advanced Leadership and Good Governance		20	Traditional governance

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| | Inputs | | | | | | Outputs |
| Level | Support provided over the years | | | | | Training priority | Training needs as 2015/2016 Skills Audit |
	2010	2012	2013	2014	2015		No training provided
3rd level priority training needs						21	Understanding of Local governance Framework
						22	Community profiling
						23	Negotiation & influencing
						24	Planning & managing change
		Rules and orders of the Traditional House	Rules and orders of the traditional house			25	Management committee roles & responsibilities
						26	Facilitation skills
						27	Assertiveness
						28	Facilitate Izimbizo
	Basic Leadership and Good Governance	Basic Leadership and Good Governance / Advanced Leadership and Good Governance	Basic Leadership and Good Governance			29	Leadership skills
						30	Letter writing

Recommendations

<u>The use of the list of essential skills</u>

The use of the list of essential skills presented in this report as a base, would aid greatly in the design of soft service initiatives, as skills are categorised into levels of importance

<u>Bridging approach for Amakhosi into the Basic Leadership and Good Governance Programme</u>

In light of the indication that there are Amakhosi that would like to study further and that there are Amakhosi who would like to attain their secondary qualifications. The Department needs to explore an approach where Amakhosi can be bridged to ready them for the Basic Leadership and Good Governance Programme.

<u>Training needs on essential skills</u>

The list of prioritised training needs on essential skills needs to be reviewed annually, so as for the Department to assess changing trends in the prioritization of training needs

<u>Training needs packaged around the 4 main functions</u>

Training needs of Amakhosi needs to be packaged around the 4 main functions being the following:

- o Protection of customs and culture
- o Leading in governance issues
- o Presiding of traditional courts
- o Understanding of land administration

The 1st level and 2nd level training needs of Amakhosi can be used as a guide to package training areas.

<u>Exploration of alternative sources of course development</u>

In noting that there are some skills which training cannot be provided effectively by education institutions, there is a need to extend the source of course development to Amakhosi. This would involve exploring best practices and involving Amakhosi in the development of soft support initiatives.

<u>Integrated approach design of soft service initiatives for Amakhosi</u>

An integrated approach between Programmes and sub-programmes within the Department needs to be in place. This would ensure that soft service initiatives would be designed with internal expertise, saving money and would ensure that the soft services provided are effective.

<u>Adult Based Education and Training (ABET)</u>

The Department needs to identify an approach that would ensure that the needs of Amakhosi are catered for in enrolling Amakhosi into ABET.

The Department needs to assess the funding options they can use in ensuring that Amakhosi are assisted in fulfilling their academic ambitions.

2. ARE THE TYPES OF SUPPORT PROVIDED ADEQUATE TO MEET THE NEEDS OF THE INSTITUTION OF TRADITIONAL LEADERSHIP? IF YES HOW, IF NO WHY?

Cultural platform support

Background

The intervention

Within the Annual Performance Plan, the Traditional Governance Directorate through the Anthropological Services Unit (hereafter referred to as Unit) provides support to cultural platforms through the provision funding support worth R50 000. Amakhosi would then request this support through an application letter. In addition to this the unit attends the supported events to observe its outcomes. Additional interventions such as Departmental presence in the event to observe the outcomes of the event are provided.

The Anthropological services strategy

Parallel to this intervention, the Unit developed a strategy. This strategy was informed by issues raised in an Evaluation conducted in the 2015/2016 financial year. The diagram below presents a summary of the strategy developed
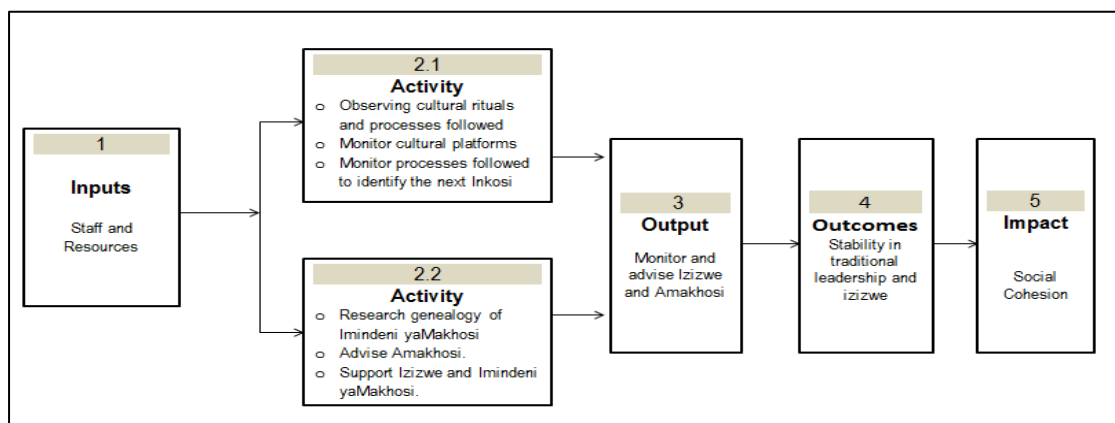
Even though the strategy was developed after the implementation of the intervention, it can greatly assist in assessing the intervention's implementation gaps of intervention and identify improvement areas.

The intervention's Theory of Change

An analysis was conducted to understand the intervention's theory of change. Interviews were conducted to obtain the conceptual understanding of the intervention and the Departmental plans being the intervention's Business plan and Departmental Annual Performance Plan, were used to establish the intervention's theory change. The diagram below illustrates the intervention's theory of change.
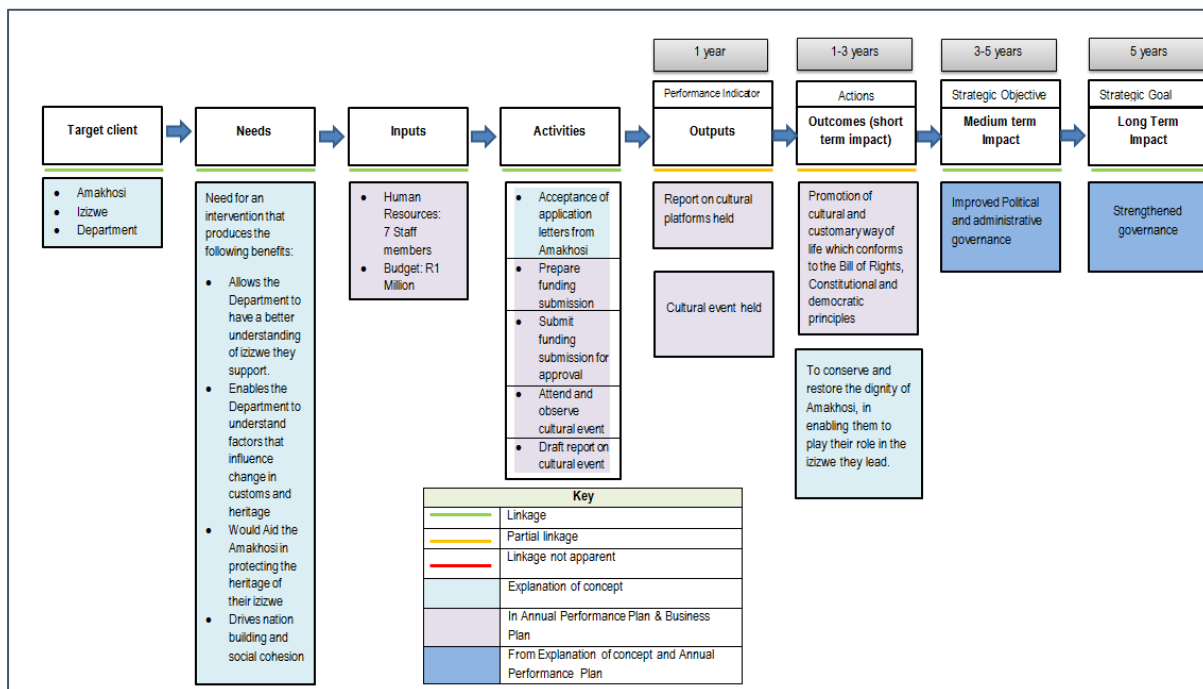
How the support has assisted in strengthening governance of traditional institutions

The evaluation found that that the intervention's outputs only promoted social cohesion and provided a platform for Amakhosi to lead these events. This was a noted as one of the driver interventions, to which if implemented with complimentary interventions would result in strengthened governance. The conceptual understanding of this intervention gave an impression that there were more outcomes expected from it, to which the design of the intervention affected the realisation of other expected outcomes. The areas below provide detail as to why the aforementioned observation occurred.

Relevance of the intervention

Findings

Based on the identified needs of this intervention, it was noted that the intervention had an internal and external focus. The internal focus of the intervention was the Unit, and the external focus being the Amakhosi and izizwe.

Even though the conceptual understanding of this intervention focused on both the aforementioned role players, the design of this intervention was based on the external focus role players. In this light the intervention was relevant to the external focus role players and not relevant to the internal focus role players.

It was also noted that there were some logic model element linkage challenges. The outcome statement of the intervention being "Promotion of cultural and customary way of life which conforms to the Bill of Rights, Constitutional and democratic principles" linked with the strengthened governance agenda, but needed to be augmented with an intervention's conceptual outcome being "To conserve and restore the dignity of Amakhosi, in

enabling them to play their role in the izizwe they lead''. It was further noted that the needs of the intervention being the understanding of izizwe better and influences affecting changes in customs did not filter through to the outcomes statements found in the Departmental plans.

<u>Causes of observed relevance issues</u>

The aforementioned issues were attributed to the following causes:

- The needs of the intervention were not filtered through to the design of the intervention found in the business plan.
- No proper linkage of relevant logic model elements (inputs, activities, outputs, outcomes, impact)

Efficiency of the intervention

<u>Findings</u>

In terms of activities, two categories of activities were noted being the following:

- Administrative work: consisting of the processing of application letters received
- Site work: consisting of onsite observations at the main event

The intervention was efficient in term conducting its administrative work, but was inefficient in conducting the site work. The following was noted as efficiency challenges:

- Allocation of Unit members to events: It was noted that in one event there was 1 person allocated to observe the event, while in another event 3 people were allocated to an event.
- Division of tasks at the event: It was noted that in one of the event observed, 1 person took notes, photographs and interviews. While in another event there were 3 people were present, while 1 person was taking photographs and no interviews were conducted or notes were taken.

In light of the intervention's need to understand the supported izizwe better and factors influencing changes in their customs, there was a need for a standardised method of collecting data to meet this need. It was noted that the methods used in observations were inconsistent in a way that there were no common standard activities to collect data at the events. This would result in the Unit experiencing difficulties in analysing data to identify trends.

In terms of the Anthropological Services Strategy's output of advising Amakhosi and Izizwe, the intervention's internal focus need of understanding izizwe better and factors affecting the change in their customs, was critical in meeting this output. However the activities conducted did not commensurate this output and need.

<u>Causes of efficiency issues</u>

The aforementioned issues were attributed to the following causes:

- The allocated inputs did not commensurate the needs of the intervention

- Activities and outputs were not adequate to assist the unit in understanding the izizwe supported better and understand factors influencing changes in customs.

Effectiveness of the intervention

Findings

In light of the intervention having an internal and external focus, the noted outcome of the events enabling Amakhosi to playing their role in social cohesion initiatives, made the intervention effective for the external focus role players only.

Causes of efficiency issues:

The aforementioned issues were attributed to the following causes:

- The design of the intervention did not have the balance of the internal and external focus. This would have ensured that the benefits gained from activities and outputs of the interventions benefitted both internal and external role players.

As an overall observation, the common factor in the noted challenges of this intervention lay in the design of the intervention being its inputs, its activities and its outputs. In that the design of the intervention was not aligned to the conceptual expectations of the intervention.

To ensure strengthened governance, an integrated approach is needed with complimentary interventions to ensure that the intended impact of strengthened governance is achieved.

Recommendations

- Review of the design of the intervention: The intervention's design needs to be reviewed to ensure that the conceptual understanding of the intervention is fully incorporated into the business plan and Annual Performance Plan. The review must consider the following areas:
  - Alignment to the Anthropological services strategy
  - Recommendations from the observation team at the events
  - Alignment of conceptual understanding of the intervention to the design of the intervention found in the business plan and Annual Performance Plan.
- With the Department experiencing the challenge of having a high demand for this support initiative and limited funds to support all Amakhosi, a mechanism needs to be in place which would ensure that there is equal distribution of the support initiative to all beneficiaries throughout the province.
- Marketing of the support is needed to ensure expanded coverage of the support.
- Mechanisms such as screening of application letters needs to be in place, to ensure that events aligned to the objectives of the intervention are supported.

Anthroplogical services

It is important to emphasize that the scope of work of Anthropological services is larger than what is understood. The previous sections noted the following:

- That the Anthropological services Unit currently has two sets of clients. One being external clients consisting of the public, Local Houses, close to more than two hundred Imindeni Yamakhosi and District Offices. Internal clients consisting business units such as Legal Services, Dispute resolution and Traditional Council Land Administration. Both clients have different demands and the working environments are different.
- That the legislative mandate requires a service unit that acts as a repository of information of all existent Traditional communities, traditional leaders, customary laws and customs in the Province of KwaZulu-Natal.
- That Anthropological service has a bigger Departmental role where the knowledge it stores can serve as a base of understanding for business units which would like to support traditional institutions, through customised approaches that incorporate customs. It can also be an input in the development of policies, legislation and strategic interventions within the Province.

The findings indicated that a Strategy needs to be developed to meet the demand for Anthropological services. This is in light of the backlog of enquiries, the needs of clients, the service processes and the capacity to handle the demand for anthropological services.

Soft services provided to Amakhosi

In terms of the Institution of Traditional Leadership, the Department had provided support through capacity building programmes and workshops. In targeting Amakhosi the Department had provided workshops and the flagship capacity building programme known as the Good Governance and Leadership Capacity Building programme.

The soft services provided to Amakhosi were based on the findings of an assessment conducted by the National Department of Traditional Affairs in the year 2011, to which the Department saw the need for it to be reactive to the capacity building needs identified by Amakhosi.

District office support

The district offices

It is noted that district offices are experiencing human resource challenges as critical positions within district offices are not filled. Even though district staffs are accommodated well in these offices, the risk arises as to if there would be enough office space and furniture for district office staff if the district office reaches full human resource capacity. It is also noted that district operations are not uniform the portfolio of coordination units.

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3. IS THE TRADITIONAL AFFAIRS BRANCH WELL-STRUCTURED TO SUPPORT THE INSTITUTION OF TRADITIONAL LEADERSHIP？

The Anthroplogical evaluation recommended

Review of internal arrangements and systems currently in place on the referral of enquiries

The Traditional Governance and Finance Chief Directorate needs to review the internal arrangements and systems in place on enquiries referred for processing. This review will assist in preventing the duplication of the processing of enquiries and would assist in the enquiries referred to the Chief Directorate being processed more efficiently. The review should consist of the following elements:

- The establishment of one central post office structure which receives enquiries and refers them to relevant Units to be processed within the prescripts of the procedure manual.

- **Functionality evaluation recommended Development of a model of an ideal district office**

Based on the findings of the benchmark criteria assessment, the Traditional Affairs Branch needs to develop a model of an ideal district office that would ensure functions are performed effectively at district level.

4. SIGNATURES –TRADITIONAL AFFAIRS SYNTHESIS EVALUATION REPORT

SUBMITTED BY

_____   DATE _____

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DEPUTY DIRECTOR: MONITORING

SUPPORTED / NOT SUPPORTED

_____   DATE _____

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