



A Review of the Implementation and Impact of Learning Interventions in the Local Government Sector:
Focus on Learnerships, Internships, Skills Programmes, Work-Integrated Learning, Apprenticeships, Bursaries, Adult Education and Training

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LIST OF ACRONYMS

ABET	Adult Basic Education and Training
AET	Adult Education and Training
CHE	Council on Higher Education
COGTA	Cooperative Governance and Traditional Affairs
DBE	Department of Basic Education
DHET	Department of Higher Education and Training Department
GETC	General Education and Training Certificate
HEIs	Higher Education Institutions
HRDSSA	Human Resource Development Strategy for South Africa
HSRC	Human Sciences research Council
IDP	Integrated Development Plans
LGSETA	Local Government Sector Education and Training Authority
NEPI	National Education Policy Investigation
NGOs	Non-Governmental Organisations
NQF	National Qualifications Framework
NSDS	National Skills Development Strategy
PALC	Public Adult Learning Centres
PIVOTAL	Professional, Vocational, Technical and Academic Learning
SAQA	South African Qualifications Authority
TVET	Technical and Vocational Education and Training
UoT	University of Technology
WBL	Work-based Learning
WIL	Work Integrated Learning
WSP	Workplace Skills Plan

Background

The Local Government Sector Education and Training Authority (LGSETA) was established in 2000 to facilitate skills development at municipal level across South Africa. Since then the LGSETA has enabled training for thousands of employees of local government, traditional leaders, ward councillors, and unemployed persons to acquire skills through various intervention programmes. Every year thousands of people enrol in learning interventions such as learnerships, internships, Skills Programmes, Work-Integrated Learning, Apprenticeships, Bursaries, and Adult Education and Training, which are rolled out in municipalities across the country. These learning interventions form part of the scope of LGSETA's Programme 4—Learning Programmes, which aims to improve the skilled workforce available in the local government sector through facilitating the provision of quality training. The programme comprises of the following functions: (i) Learning intervention facilitation; (ii) Learning intervention implementation and coordination; and (iii) Provincial operations.

There are successes and challenges in implementing these learning interventions. Each year the LGSETA's Annual Reports show that in most cases the set targets for enrolments and completions of a particular learning intervention are either met or exceeded. However, there are situations when municipalities fail to enrol participants in some of the learning interventions or when learners fail to complete their studies. It becomes apparent that the LGSETA's success in facilitating skills development depends not only on its ability to provide funding for such initiatives but also the capability of municipalities in implementing those initiatives. The impact of such initiatives likewise also depends on the ability of municipalities to identify, recruit and provide training or work based learning for beneficiaries.

It is against this backdrop that the LGSETA takes time to evaluate and assess the levels of implementation of their learning programmes and thereby evaluate their impact in order to identify areas of improvement. The Terms of Reference of this Evaluation stated that although

the LGSETA implements several programmes for skills development across municipalities, ***there has not been any evaluation of those programmes***. This evaluation was therefore commissioned on the basis of that gap to undertake an impact assessment of LGSETA's learning interventions across the local government sphere. These learning interventions encompass learnerships, internships, skills programmes, Work-Integrated Learning, Apprenticeships, bursaries, and Adult Education and Training (AET).

Purpose of the evaluation

The main purpose of this evaluation is to **review and assess** the **implementation and impact** of LGSETA's **learning intervention programmes** in the local government sector with a view to improve skills of the sector's workforce and residents through the provision of quality training.

Methodology

The methodology for the evaluation comprised desktop reviews, which involved content analysis of annual reports, contract documents, internal policies and any other relevant documents. The evaluation team conducted field visits to undertake interviews with key informants, stakeholders and grant beneficiaries of the training programmes in municipalities across South Africa.

Impact findings

Implementation of learning interventions

- Learnerships are the most common intervention within municipalities. The evaluation found more Learnerships' respondents during fieldwork.
- Internships are also no doubt a visible intervention within the municipalities. One respondent clarifies that internship funds are provided by National Treasury. For many respondent's internships are good because they give students a chance to attain work experience and it is normally a good career launching pad.
- The Skills Programme is an initiative that comes from LGSETA but it was not a common intervention amongst the interviews conducted. While some participants had some

knowledge what a skills programme was, others were not knowledgeable about the programme.

- Work integrated learning is also a good initiative as it assists students to gain experience and manage to complete their vocational training. Several participants were enrolled.
- Apprenticeships are largely not implemented in municipalities we visited. There were nevertheless some respondents who were interviewed in more recourse municipalities like City of cape Town
- Bursaries are provided by both municipalities and LGSETA. Respondents were quick to point out problems. The problem with bursaries is that they are offered to students who have registered. This puts students who have no money to register at a disadvantage.
- Adult Education and Training was visible in some municipalities while others it was not, citing reasons of inadequate funds. Some employees feel they are too old to study. In this particular study only two were identified

Impact of interventions on learners

- In essence, the majority of learners expressed contentment with the learnerships programmes they enrolled in. Out of 57 learners, 29 were very satisfied, while 25 were satisfied and 3 were neither satisfied/ dissatisfied
- The levels of satisfaction among some of the learners were so high that they recommended the widening of enrolment to other employees in their municipality.
- Another crucial determinant for the levels of satisfaction lies in the role of facilitators and other institutional players who made learning easier. It is clear from the interviews that learners thrive when they have facilitators who have a warm personality and who shows them that he/ she is there to empower them and not just to fulfil a target to train them. Positive attitudes such as the ones displayed by facilitators in the learning interventions are critical in reducing the numbers of drop outs from learnerships programmes that are rife in some cases.
- The learners expressed satisfaction with the new skills that they have obtained during the courses and workplace based learning they are undergoing.

- There are also circumstances where learners have mastered skills that are specific to their field. They are now able to conduct new tasks in their job as a result of their exposure to the learnerships that they attended.
- While the majority of learners had not yet completed their courses they indicated that they could already feel that they had learnt substantial information which they had not known prior.
- Almost all of the learners indicated that they had acquired communication skills. This did not matter whether they were doing road construction learnerships, fire and rescue operation learnerships, horticulture, disaster management, human resources management support, or local economic and development, they all said they could now appreciate different methods of communication in the workplace.
- Some of the learners across the spectrum of learning interventions reported that they have obtained higher qualifications as a result of their involvement in the interventions and recognised a positive impact on their performance in the workplace.
- Many of the learners interviewed across all types of learning interventions said that they have continuously been acquiring new skills and broadening their knowledge of their work. This has resulted in enhancing their performance at the work place.
- Some learners expressed that they were already taking what they learnt to the workplace especially among employed learners. In one instance a Road and Construction learner mentioned that they were now in the process of sharing what they learnt in training with their colleagues.
- Another learner also worked for many years in fire rescue and had not been formally trained. The course empowered him so much so that at the time of the interview he was the acting fire station officer.

Conclusion and recommendations

It is evident that the LGSETA's learning programmes have yielded mixed results in terms of their levels of implementation and the impact that they have made on beneficiaries. In terms of

implementation it can be seen that there is a strong bias towards learnerships more than any other type of intervention programmes. All the municipalities that were evaluated hosted learnerships programmes sponsored by the LGSETA. The proactive nature of Skills Development Facilitators made it possible for some of the municipalities to have multiple interventions running con-currently in one financial year. Work Integrated Learning and apprenticeships were offered mostly in better resourced urban municipalities because they require mentorship and the existence of engineering workshop facilities, respectively. There is room for further improvement in the implementation of these learning interventions particularly the technical aspects related to administrative processes involved in the issuing of grants to municipalities by the LGSETA.

The critical question to ask has to do with impact of all these learning interventions on beneficiaries and to some extent the communities which they come from. Reaching a consensus on this issue is difficult to achieve considering that for the most part learners were interviewed in the formative periods of their enrolment into the different learning programmes. Secondly, in a space of less than twelve months it would be insufficient to see tangible outcomes of a beneficiary's investment in a learnerships or apprenticeship or AET for that matter. These are lifetime and long term processes which a short-term project can investigate and evaluate. Nevertheless, there are impacts which could be observed and gleaned from the stakeholder interviews. using the Kirkpatrick model of evaluating training one could see that the learners who were still in the formative years of their programmes were already forming opinions with regards to the quality of their learning experience and new skills that they were acquiring. There were high levels of satisfaction being exhibited by learners in that preliminary or formative phase. Among the few beneficiaries who had completed their programmes, there was satisfaction especially for those who secured employment in a short space of time. Those who were already in employment were able to secure promotion soon after completion and were eager to register for the next levels in order to continue experiencing career growth. These short case studies help to appreciate that even if the long term impacts of LGSETA programs will be complex to investigate, the short-term impacts exist as reported by the beneficiaries.

The recommendations presented by this report are partly influenced by the voices of the stakeholders who participated in the evaluation and partly by the analysis of the evaluation team. If LGSETA is to continue to make impact on skills facilitation in the local government sector, then there are many aspects to consider in improving implementation and outcomes.

- *More funding needed:* The issue of inadequate funding for training programmes cripples the implementation of certain learning interventions. In most cases municipalities receive less funding than they initially requested from the LGSETA. This results in municipalities having to drop certain prospective beneficiaries and sometime cancelling roll out of training in that financial year.
- *Training facilities should be well-resourced and strategically located:* The socio-economic status of a given municipality influences the learning experiences of beneficiaries especially when it comes to facilities and equipment. Rural municipalities are worst affected because they have very limited space for conducting training and hardly own engineering workshops. On the latter point it means they cannot enrol apprenticeships or other technical interventions. Thus it would be ideal for the purposes of sustainability for LGSETA and other partners to consider resourcing of local municipalities with infrastructure for training purposes. Some of the municipalities with training facilities expressed that it is better if those facilities had been located away from their premises of work because learning is often interrupted when a learner is called back at work by his supervisor so that he or she can attend to an emergency.
- *Implementing learnerships with continuity:* Many of the beneficiaries of learnerships and AET expressed dissatisfaction with the current manner in which it is not automatic that upon completion of one level they cannot proceed to the next. In most cases they have to apply to be accepted in the next level the next time it is advertised. LGSETA can focus on providing funding that goes beyond one NQF level for learners who wish to proceed. One of the participants completed a lower level Learnership in 2011 and the next opportunity was in 2016.

- *Career placement:* This is a thorny matter in this era of jobless economic growth in South Africa, but many beneficiaries desire to be employed by the municipalities that train them. Even if it is not the same municipalities which eventually employ them, many expressed that they would appreciate being kept on databases for future employment and preference on the basis that they completed training with that particular municipality.
- *More awareness and advertising of programmes on offer:* Although SDFs go out of their way to encourage employees to enrol in programmes there is room for more work to be done especially in recruiting for scarce skills.
- *Alignment of training provision with skills that are needed:* Another recommendation from participants was that municipalities should train people in areas which will benefit them in the immediate term instead of training in large numbers people whom they have no ability to employ soon after completion. This recommendation however takes into consideration the fact that unemployed people who are also unskilled gain a skill even if they do not get employment in that same municipality. The new skills they would have attained will assist in future job prospecting.
- *Putting value to education and qualifications:* This recommendation was made in light of current practices in local government where education is not given sufficient recognition in appointments to positions of employment.

1 INTRODUCTION

1.1 Background and Rationale

The Local Government Sector Education and Training Authority (LGSETA) was established in 2000 to facilitate skills development at municipal level across South Africa. Since then the LGSETA has enabled training for thousands of employees of local government, traditional leaders, ward councillors, and unemployed persons to acquire skills through various intervention programmes. Every year thousands of people enrol in learning interventions such as learnerships, internships, Skills Programmes, Work-Integrated Learning, Apprenticeships, Bursaries, and Adult Education and Training, which are rolled out in municipalities across the country. These learning interventions form part of the scope of LGSETA's Programme 4— Learning Programmes, which aims to improve the skilled workforce available in the local government sector through facilitating the provision of quality training. The programme comprises of the following functions: (i) Learning intervention facilitation; (ii) Learning intervention implementation and coordination; and (iii) Provincial operations.

There are successes and challenges in implementing these learning interventions. Each year the LGSETA's Annual Reports show that in most cases the set targets for enrolments and completions of a particular learning intervention are either met or exceeded. However, there are situations when municipalities fail to enrol participants in some of the learning interventions or when learners fail to complete their studies. In such situations the LGSETA tries to trace where the bottlenecks to enrolment or completion lie. An example is that of the 2016/2017 financial year whereby, municipalities struggled to recruit unemployed members of communities to enrol in learning interventions. An explanation provided in the annual report was as follows;

The SETA still experiences reluctance from the municipalities to recruit and place unemployed learners. Both targets for skills programme entered and completed were

not met. To this end the SETA embarked on the roadshow to sensitise senior management in the municipalities of this challenge. The other corrective measure the SETA has taken is to sign an MoU with the Department of Public Works and partner with the Department in terms of EPWP which will see the recruitment of unemployed workers across nine provinces. Both initiatives are expected to yield results in the 2017/18 financial year

In situations such the one cited earlier, it becomes apparent that the LGSETA's success in facilitating skills development depends not only on its ability to provide funding for such initiatives but also the capability of municipalities in implementing those initiatives. The impact of such initiatives likewise also depends on the ability of municipalities to identify, recruit and provide training or work based learning for beneficiaries.

It is against this backdrop that the LGSETA takes time to evaluate and assess the levels of implementation of their learning programmes and evaluate their impact in order to identify areas of improvement. The Terms of Reference of this Evaluation stated that although the LGSETA implements several programmes for skills development across municipalities, ***there has not been any evaluation of those programmes***. This evaluation was therefore commissioned on the basis of that gap to undertake an impact assessment of LGSETA's learning interventions across the local government sphere. These learning interventions encompass learnerships, internships, skills programmes, Work-Integrated Learning, Apprenticeships, bursaries, and Adult Education and Training (AET).

1.2 Evaluation Purpose and Questions

The main purpose of this evaluation is to **review and assess** the **implementation and impact** of LGSETA's **learning intervention programmes** in the local government sector with a view to improve skills of the sector's workforce and residents through the provision of quality training.

In line with this broad purpose, the evaluation answers the following questions in terms of their relevance and appropriateness;

- i. How do the learners see themselves after receiving training and are they able to be absorbed in labour market and gain career mobility? What are their constraints? Is the work environment conducive enough for the employed learners to apply the skills they have acquired?
- ii. Have there been any changes in the lives of learners through the implementation of learning interventions?
- iii. To what extent are municipalities and service providers' involved in the learning interventions roll-out?
- iv. How has the LGSETA engaged municipalities in the learning interventions?
- v. What is the role of the Skills Development Facilitators (SDFs) in learning programmes implementation? Do they function well? How is the cooperation between the SDFs and the LGSETA in the implementation of learning interventions?
- vi. How do the Training Providers see their role in the implementation of interventions? Are they willing and capable to take on the role? What have been the challenges? How have they overcome these challenges?

To achieve the main purpose stipulated e, the evaluation also endeavoured to measure the effectiveness of these learning interventions by;

- Assessing whether the learning interventions deliverables have been attained
- Establishing whether the capacity of the unemployed and employed learners who have been trained is sufficient
- Assessing the capacities of the staff with regard to communications skills

Before unpacking these questions in line with the objective and research questions, here follows discussion of LGSETA's learning interventions.

1.3 A brief description of the LGSETA's Learnerships Programmes

It is necessary to unpack the different learning interventions because of the inherent differences they possess. These differences stem from their modes of delivery which differ, be they face-to-face in class, or practicals in a workshop or work-based placements which require the learners to be integrated into the work environment. The discussion below will briefly outline the interventions.

1.3.1 Learnerships and Internships

One of the strategic goals of the LGSETA is to improve the skilled workforce available in the local government sector through facilitating the provision of quality training (LGSETA 2016(a):31). LGSETA does this by offering learnerships and internships. Learnerships are defined as work-based learning (WBL) programmes, which means that classroom studies at a college or training centre are combined with practical on-the-job experience (Marais and Du Plessis 2015: 321). Internships on the other hand are defined as temporary positions within an organisation created to provide learners supervised on-the-job training and are mainly targeted towards graduates that are seeking work experience for the first time (Ibid).

According to the LGSETA Annual Report for 2015/2016 (LGSETA 2016(a): 31), under Programme Four which involves learning programmes, one of the key strategic objectives is to coordinate the implementation of relevant occupationally-directed learning programmes and projects in the local government sector to increase access to learnerships programmes. Some of the key milestones that the LGSETA has achieved in 2015/16 include the following:

- “With respect to learnerships, LGSETA funded 2 991 *unemployed individuals* on various learnerships in environmental management, horticulture, water and sanitation, fire and rescue, road construction, municipal finance, OD-ETDP, Local Economic Development (LED), water process control, electricity, bricklaying and plumbing, amongst others.
- LGSETA funded about 1 761 *municipality employees* on various learnerships in environmental management, horticulture, water and sanitation, fire and rescue, road construction municipal finance, OD-ETDP, LED, water process control, electricity, bricklaying and plumbing, amongst others.
- The LGSETA funded the placement of 447 graduates on internships within the sector and other spheres of government as well as funded workplace-integrated learning for 1752 TVET learners.
- The career guide handbook was reviewed to ensure that it provided current information about the sector, the various careers within the sector, the education and training institutions, the LGSETA learnerships and qualifications” (LGSETA 2016(a)).

The LGSETA Annual Report also points out that one of the strategic objectives that LGSETA planned to achieve in 2016/2017, in terms of increasing access to occupationally-directed programmes within the local government sector is, to work with other SETAs to access information on certification to improve reporting on the completion rate on skills development programmes and learnerships funded by the LGSETA (LGSETA 2016(a): 23).

1.3.2 Adult Education and Training (AET)

Adult Education is often regarded as one of the mechanisms a government can use to respond to the ever-changing needs of a society (Senate Office of Research, 2003). South Africa’s changing economic and socio-political environment requires adults to be trained and equipped with skills that are relevant to these changes (SAQA 2016; SAQA 2014). Formal or informal adult education could be defined as an “entire body of on-going learning processes, formal or otherwise, whereby

people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society” (Hamburg Declaration on Adult Learning 1997).

In line with the early 1990s policy initiatives, the South African government included Training in the concept of adult education. The reason for adding the concept of training is to basically capture the essence of combining general literacy issues with training. Specifically, as described by LGSETA, goes beyond literacy and included skills capacity building through foundational training. Foundational training elicits growth and development and lays a foundation for people to sustain themselves.

AET was regulated by the Adult Basic Education and Training (ABET) Act No.52 of 2000 which was later revised in 2010 to Adult Education and Training Act (AET). In South Africa, adult training and education includes programmes for adults (older than sixteen years) on “level 1 registered on the national qualifications framework contemplated in the National Qualifications Framework Act, 2008 (Act No. 67 of 2008)” (Adult Education and Training Act 52: 2000). AET therefore enables municipal employees and community members to continue their studies after completing level 1 of the National Qualifications Framework.

Despite progress in the provision of AET, LGSETA recognises a growing concern of several learners dropping out of the AET Programmes. A recent study by the Human Sciences Research Council (HSRC) on behalf of LGSETA, on the challenges faced by municipalities in AET provision, found some of the reasons for the dropouts to include; lack of incentives, teacher/facilitator absenteeism and turnover, unsupportive supervisors, work vs. class (conflicting priorities), transport costs as well as lack of standardised stipends etc. Moreover, according to the LGSETA (2014:39), some of the challenges facing AET provision inter alia include;

- Ineffective /inefficient implementation and monitoring of training programmes

- Financial resources and capacity challenges
- Under-developed municipal capacity to implement training systems
- Infrastructure and increase in populations
- Non-participation in training programmes by municipalities

Most of the LGSETA annual indicators related to AET provision were partially achieved due to several reasons listed in the LGSETA Annual Report 2015/16. The most cited reasons for the partial achievement of indicators are, (1) some AET learners did not sit for examinations and could therefore not complete their studies within the financial year, (2) failure to conclude funding agreements by SETA due to the “submission of non-compliant documents within the financial year” (LGSETA 2016(a):32-34). However, the good news is that there is still room for AET improvement. There is a need for more uptakes of AET programmes across municipalities (LGSETA 2014: 22) as well as the emphasis of efficiency in service delivery among all relevant state and non-state stakeholders (LGSETA Annual report 2015/16).

1.3.3 Work-Integrated Learning

In South Africa, in response to global concerns over student growth and development, there have been efforts to foster learning that is “less didactic and more situated, participative, and ‘real world’ oriented” (Council on Higher Education 2011:4). This calls for students to participate in their studies while engaging in real life work experiences. To ‘learn by doing’ is according to Dewey (1938), the most effective way to teach someone. Dewey’s assertion of learning by doing arguably laid a foundation for work integrated learning. Work Integrated Learning (WIL) combines academic learning with practical work experience. The combination of the two enhances the capacity of students and grooms them to be more productive, innovative and collaborative within their work environments (Ferns et. al 2014). The objective of WIL is to enable learners to integrate both theoretical underpinnings of their field of study and practical on the

job experiences to increase the chances of the learners getting employment (Knight and Yorke 2004). Work Integrated Learning is the “umbrella term for a range of approaches and strategies that integrate theory with the practice of work within a purposefully designed curriculum” (Patrick et. al. 2004 in Ferns et al 2014:2).

The general understanding of work-integrated learning in a South African context is the integration of “theoretical knowledge gained through formal study, with the practice-based knowledge gained through immersion in a work or professional context” (Council on Higher Education 2011:4). Work Integrated Learning (WIL) therefore “refers to the period of time when TVET, University or UoT [University of Technology] learners are working in the relevant industry to receive specific in-service training in order to apply theory in practice” (LGSETA Career Guide 2016 (b):25). In the LGSETA 2015/16 Annual Report there was no target set or indicators established to measure the number of TVET graduates completing work integrated learning while the indicators showing the number of HEI graduates placed for integrated learning per annum were partially achieved (LGSETA 2016(a): 35).

The Council on Higher Education (2014:4) lists programmes or activities that can fall under work-integrated learning as the following: work-based learning, workplace learning, project-based learning, apprenticeship, service-learning, scenario learning, team-based learning, work experience, problem-based learning, experiential learning, inquiry learning, action-learning, etc. The aforesaid broad list of activities could contribute to a tendency to equate work-integrated learning to internships or placements. As a result, a study by Patrick et al (2008: v) recommends “stakeholder integrated approach” whereby the planning and formulation of work-integrated learning programmes are participatory in nature with the scope clearly defined to all relevant stakeholders.

Evidence based learning is important particularly in line with the growing global emphasis of the importance of evidence in both academic and in the policy cycle. One of the benefits for work-integrated learning is that the participants are better able to negotiate career options, apply their

knowledge in their workplace, critical thinking, industry connections and stand a better chance of earning a higher entry level salary compared to those employees or students who are not on WIL (LGSETA Career Guide 2016(b); Ferns et. al. 2014). On the other hand, the benefits to employers or the local government sector include, "...opportunity to recruit new graduates, complete a technical task at low cost, bring in new and fresh ideas, have access to university expertise and specialised resources, and improve corporate image" (Ferns et. al. 2014:6).

1.3.4 Apprenticeships

The Local Government Handbook (LGSETA n.d: 4) describes an apprenticeship as a learning programme that includes both structured learning and work experience at a practical level. Apprenticeships pertain to specific trades, and learners have to pass a trade test and awarded with a National Trade Certificate before being recognised as a qualified artisan. The theoretical component of the programme is normally conducted at a TVET College or may be done through a learnership while practical training has to be completed at an approved workplace (LGSETA 2016(b):23). This national qualification is governed by the Skills Development Act (Act No. 97, 1998) and runs over a period of three years. As stated in the section on Work-Integrated Learning, the Council on Higher Education (2014:4) also includes apprenticeships in the list of programmes and activities that can fall under work-integrated learning.

Apprenticeships include 'blue collar' trades, such as plumbing, fitting and turning, and electrician skills. Currently, SETAs are converting apprenticeships to learnerships, however, apprenticeships remain in respect of certain jobs until the conversion has been completed to include all apprenticeships (LGSETA [Sa]: 4). During the 2015/2016 financial year the LGSETA funded a total of 769 new artisan trainees in the fields of electrical, plumbing, bricklaying, fitter, millwright and boiler making (LGSETA 2016(a): 25).

1.3.5 Skills programmes

LGSETA funds a range of Professional, Vocational, Technical and Academic Learning skills programmes (PIVOTAL) including computing skills, municipal leadership, counsellor development, municipal finance and basic fire-fighting. During the 2015/16 financial year, 2 392 unemployed people and 5 039 employees were sponsored to participate in skills programmes. In the same period, the LGSETA formed partnerships with ten NGOs to facilitate skills programmes and to provide training to people in rural communities (LGSETA 2016(a): 25, 26).

Normally, skills programmes are focused training interventions over the short terms that taught a specific skill and presented as a “cluster of unit standards which are registered in the NQF” while credits obtained in a skills programme may be used to obtain a full qualification (LGSETA 2016(b):24). This would, however, require the involvement of an accredited training provider who will also conduct the assessment of the learners, and of opportunities in the workplace to apply the acquired skills (LGSETA [Sa]: 33).

1.3.6 Bursaries

The LGSETA Career Guide (2016(b):25) defines a bursary as “a form of financial assistance that is offered to learners who intend to pursue their studies in the area of scarce and critical skills within the sector”. In the effort to realise their strategic outcome oriented goal 2 of “increasing access to occupational directed programmes within the local government sector” LGSETA, seeks to examine the process of applying bursaries in a way that will encourage a closer working relationship with both learners and Higher Education Institutions (LGSETA 2016(a):23).

Bursaries have been delivered to municipalities by LGSETA through discretionary grants in various strategic areas such as financial viability, infrastructure and service delivery (Davies 2010). More so, LGSETA provides bursaries for scarce skills such as engineering, finance, internal audit, property valuation and municipal planning through sectoral professional bodies (Davies 2010).

LGSETA directly deposits the payment to the educational institution or through the service provider upon receiving all the required documents such as proof of student registration, fee statement, accommodation costs etc. (LGSETA 2015).

1.4 Organisation of this Evaluation

This evaluation report is divided into four Sections:

- a) Section one lays out the background of the evaluation, which amongst other things include the scope of the evaluation.
- b) Section two outlines the methodology applied in the evaluation.
- c) Section three deals with evaluation findings of the study and
- d) Section summarises the conclusions, recommendations and lessons learned of the evaluation.



The methodology for the evaluation comprised desktop reviews which involved content analysis of annual reports, contract documents, internal policies and any other relevant documents. The evaluation study conducted field visits to undertake interviews with key informants, stakeholders and grant beneficiaries of the training programmes. But before explaining these, it is important to unpack the theoretical framework that was applied to the study, namely the Kirkpatrick Model.

2.1 Kirkpatrick Model

This evaluation was centred on the Kirkpatrick model of training evaluation recommended by the LGSETA. This model was developed in 1959 by Donald Kirk Patrick. This model focuses on measuring outcomes in four levels that should result from a highly effective training programme. Kirkpatrick (1977) divided the evaluation model into four parts: reaction; learning; behaviour and results. Reaction would evaluate how participants feel about the programme they attended. The learning would evaluate the extent to which the trainees learned the information and skills, the behaviour would evaluate the extent to which their job behaviour had changed as a result of attending the training. The results would evaluate the extent to which the results have been affected by the training programme. The main strength of the Kirkpatrick evaluation approach is the focus on behavioural outcomes of the learners involved in the training (Mann and Robertson, 1996).

In its TOR document the LGSETA stated and recommended the Kirkpatrick model because it was also believed that this will provide the LGSETA with feedback from the grant beneficiaries (employed and unemployed learners), what was missing from the training, how those employed can better perform at work place.

This grid illustrates the basic Kirkpatrick structure at a glance.

Level	Evaluation Type (What Is Measured)	Evaluation Description And Characteristics	Examples Of Evaluation Tools And Methods	Relevance And Practicability
1	Reaction	Reaction evaluation is how the delegates felt about the training or learning experience.	'Happy sheets', feedback forms. Verbal reaction, post-training surveys or questionnaires.	Quick and very easy to obtain. Not expensive to gather or to analyse.
2	Learning	Learning evaluation is the measurement of the increase in knowledge - before and after.	Typically, assessments or tests before and after the training. Interview or observation can also be used.	Relatively simple to set up; clear-cut for quantifiable skills. Less easy for complex learning.
3	Behaviour	Behaviour evaluation is the extent of applied learning back on the job - implementation.	Observation and interview over time are required to assess change, relevance of change, and sustainability of change.	Measurement of behaviour change typically requires cooperation and skill of line-managers.
4	Results	Results evaluation is the effect on the business or environment by the trainee.	Measures are already in place via normal management systems and reporting - the challenge is to relate to the trainee.	Individually not difficult; unlike whole organisation. Process must attribute clear accountabilities.

Source: (Mann and Robertson, 1996).

2.2 The evaluation methods and sampling

Below are the data collection tools that informed this evaluation namely, stakeholder interviews and document analysis.

2.2.1 Stakeholder interviews

Interviews were undertaken with the stakeholders identified earlier. Specifically, they were structured and unstructured both according to the need of the data. The structured interviews were conducted to get the objective information about the training while the unstructured were conducted in order to identify the interpretation of stakeholders.

2.2.2 Document analysis

Documents related to training programme were analysed focusing on whether they are planned and executed consistently. Specifically, the need report, training manuals and any other documents were also assessed in the evaluation study. The document analysis helped identify the programme-related information and its focus on implementation. Furthermore, the autobiographies written by the teacher trainer and student teacher were also analysed in order to portray the effect of the training programme.

2.2.3 Sample and Target population

The sample for the evaluation covered **3** officials from provincial LGSETA offices in the Western Cape, Mpumalanga and Gauteng, as well as **1** official from the National office and **8** municipalities across the country. Selection of municipalities considered categories in order to ensure that Metro, District and Local municipalities were all included in the sample. The breakdown of municipalities is listed below;

Municipalities	Provinces	Learners	SDF	Union Rep	Service providers	Other official
Bushbuckridge Local Municipality	Mpumalanga	3	1	0	0	
Emfuleni Local Municipality	Gauteng	8	1	1	1	
Hessequa Local Municipality	Western Cape	3	1	1	1	
City of Cape Town Metropolitan Municipality	Western Cape	13	1	1	1	1
Makhado Local Municipality	Limpopo	11	1	0	0	
Metsimaholo Local Municipality	Free State	7	0	1	0	
Theewaterskloof Local Municipality	Western Cape	3	1	1	1	
Umswathi District Municipality	KwaZulu-Natal	9	1	1	1	
Lekwa Local Municipality	Mpumalanga	0	0	0	0	
City of Tshwane	Gauteng	0	0	0	0	
Total		57	7	6	5	1

During the course of finalising the second report, Lekwa Local Municipality and City of Tshwane had initially indicated willingness to participate in the study. However, Lekwa experienced service delivery protests which made it difficult for the Skills Development Facilitator to organise appointments to interview stakeholders. They also feared for the evaluation team’s safety. Tshwane officials also wrote to the HSRC a letter indicating their willingness to participate in the study. However, until the deadline of the evaluation report was closed they still had not provided the evaluation team an opportunity to be interviewed.

1.3 The stakeholders of this evaluation

The discussion below outlines the methodology that was pursued in this evaluation of LGSETA’s learning interventions. First it is important to understand the role of stakeholders in an evaluation because this helped to unpack the methods that were used in the study.

In an evaluation the term stakeholder is used to refer to individuals of organisations that will be affected in some significant way by the outcome of the evaluation process or that are affected

by the performance of the intervention, or both.¹ In this particular context stakeholders can be categorised according to their functions namely, those who are responsible for funding interventions, those who facilitate the intervention and the beneficiaries of the interventions. Below are brief explanations of the stakeholders who will be affected by this evaluation.

LGSETA: As the funder of various learning interventions it is also the institution which has initiated this particular project. Its main objective is to understand the impact of its learning interventions. In particular officials within LGSETA who are responsible for monitoring and evaluation and the implementation of learning interventions were interviewed for their hands-on experience which informs the evaluation.

Municipal Skills Development Facilitators: these are regarded as key stakeholders whose responsibilities include identifying skills needs of municipal employees and community members in a given local area and identifying learning opportunities which these potential learners can enrol in. They interact with LGSETA and other stakeholders in making sure that the lives of employees and residents are changed through skills acquisition.

Training providers: These are usually private organisations which are commissioned by municipalities to provide specialised training to employees and unemployed residents of a municipality. The training providers as stakeholders were interviewed in this evaluation study because they interacted with learners and as such assisted in evaluating the effectiveness of learning interventions.

Learners/ Beneficiaries: As beneficiaries of the interventions, learners are a critical category of stakeholders because they are the ones to whom the funds and programmes are targeted. One of the Categories of learners is made up of municipal employees who have enrolled for further training to enhance their skills and occupy better positions in the workplace. The other category

¹ http://www.betterevaluation.org/en/plan/manage/identify_engage_users

is made up of unemployed residents of a given municipality who may have graduated and are looking for internships to gain work experience or those who are unemployed and uneducated who enrol in skills development programmes offered by their local municipality. This include the learners' perceptions of the pre-and during- or- post-training experiences in assessing impact and identifying areas of improvement.

Higher education institutions (HEIs): These comprise universities and training and vocational education and training (TVET) colleges where some of their departments provide training programmes for municipal employees and residents. These institutions also train the training providers and conduct research and evaluations of some of the learning interventions which are of concern to this project.

Non-governmental organisations (NGOs): There are a number of civil society actors who raise funds from various sources and collaborate with municipalities in training of employees and unemployed residents in order to develop skills. Some of them also evaluate skills development programmes that occur in municipalities hence their involvement as stakeholders in this evaluation is critical.

Labour Unions: Other crucial stakeholders are labour unions whose representatives play a key role in a given municipality in ensuring that training programmes are of high standard and are responsive to needs of employees. This evaluation study interviewed labour union officials because they were critical in the selection of training providers and selection of learning interventions on behalf of their members.

1.4 Data analysis

Data was interpreted according to the responses and interpretation of the stakeholders. Seamlessly, it does not happen only at the end of the evaluation process; it is rather a continuous process by which the evaluator(s) develop an integral perspective espousing the stakeholders'

perspective. The main purpose of the data analysis is to integrate the information and data collected through the various research methods to explore the impact of learnerships in the targeted municipalities. This entailed the integration of all information and data collected through the various research methods: *a) stakeholder interviews and b) document analyses.*

A variety of different analyses were employed to analyse the data. Discourse analysis of the policy documents and various skills training plans were conducted as part of document analysis. The qualitative stakeholder interviews were analysed through thematic coding of the various interview transcripts. These were further analysed through Atlas Ti software for qualitative interviews.

1.5 Profile of municipalities

The following are the profiles of municipalities visited for fieldwork for this evaluation.

2.5.1 *Bushbuckridge Local Municipality*

This municipality in the north-eastern part of the Mpumalanga Province is classified as a Category B municipality within the Ehlanzeni District and covers an area of 10 250km². In 2016 this municipality had a population of 546 215 people. During the 2015/16 financial year the municipality had positions for 1343 employees (Local Government online, 2017c).

2.5.2 *City of Cape Town Metropolitan*

This municipality is classified as a Category A municipality covering an area of 2 440km² in the Western Cape Peninsula with a population of 4 005 016 in 2016. The City of Cape Town is the legislative capital of the country and also the provincial capital of the Western Cape. During the 2015/16 financial year the Metro had a total of 29 724 positions for employees (Local Government online, 2017a).

2.5.3 Hessequa Local Municipality

The Hessequa Local Municipality is a Category B Municipality located within the Eden District Municipality in the Western Cape Province. It is one of the seven municipalities in the district; it is situated at the foot of the Langeberg Mountains. It had an estimated population of 54 245 thousand in 2016 (Local Government online, 2017d).

2.5.4 Makhado Local Municipality

Makhado Local Municipality is a Category B Municipality located within the Vhembe District Municipality in the Limpopo Province. It is one of the four Local Municipalities in the District. It is situated within the borders of Musina and Greater Giyani in the south of Mopani District. It had an estimated population of 468, 830 thousands (COGTA, 2011).

2.5.5 Matsimaholo Local Municipality

Located in the Northern Free State, Matsimaholo local municipality had a total population of 154 658. Matsimaholo formerly referred to as Sasolburg municipality is classified as category B municipality and has a geographical area of approximately 1 717km². The municipality consists of Sasolburg, Oranjeville and Deneysville towns which were amalgamated in 2000. During the 2015/16 financial year the municipality had positions for 1181 employees (Local Government online, 2017c).

2.5.6 Theewaterskloof Local Municipality

This Western Cape municipality is a Category B municipality in the Overberg district covering an area of 232km² with a population of 117 167 in 2016. The municipal offices are situated in the

town of Caledon. During the 2015/16 financial year the municipality had positions for 614 employees (Local Government online, 2017b).

2.5.7 uMshwathi Local Municipality

The uMshwathi Local Municipality is a Category B municipality situated within the uMgungundlovu District, immediately adjacent to Pietermaritzburg, in the KwaZulu-Natal Province (Municipalities, 2017). As of 2016 it had a population of 111 645 and is the largest municipality of seven in the district (Local Government online, 2017e).

2.6 Limitations

This evaluation had a number of limitations. Amongst others these included lack of cooperation from some of the sampled municipalities, postponement of scheduled interviews with Lekwa Local Municipality in Mpumalanga Province mainly due to service delivery protests, reluctance to participate in the evaluation by the Skills Development Facilitator at Matsimaholo Local Municipality in Free State Province and lack of interest to participate in the evaluation by learnership beneficiaries at Makhado Local Municipality in Limpopo Province.

3 EVALUATION FINDINGS

This section of the report presents and discusses the findings of this evaluation. It is structured as follows: there is a description of demographic information of the participants who were involved in the study, mostly the learners, their location and intervention programmes amongst others. Further to that the section provides an overview of the state of implementation of the learning interventions which was obtained in the sampled municipalities. The main aspect of the evaluation then discusses the learners' reactions to the training, work-based learning and other interventions which they have received in line with the Kirkpatrick Model. The three layers of the

model namely reaction, learning and behaviour are the ones which are best applicable to the type of data that was obtained from the sampled municipalities. Lastly a discussion of the challenges to implementation of the learning interventions is provided.

3.1 Demographic information of participants

In total there were 57 beneficiaries interviewed of which the majority of respondents (21) were in the 21-30 age range followed by 16 respondents in the 41-50 age range whilst one respondent was over 60 years of age.

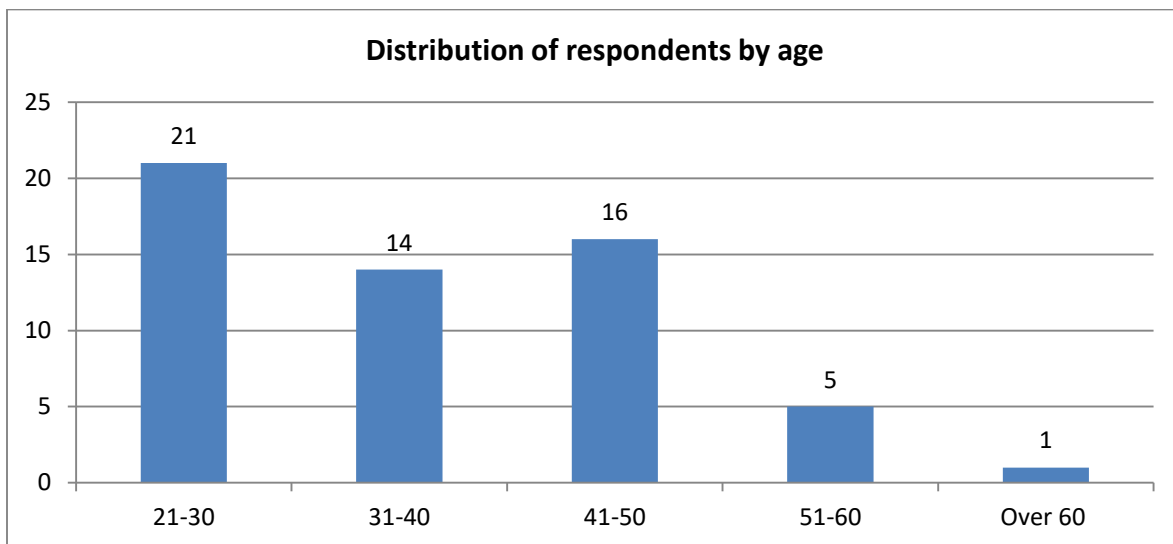


Chart 1: Age of respondents

Whilst it is hardly surprising that the youth of 21-30 would be the majority, the fact that the second highest age groups are the 41-50 age groups is interesting. The respondents in the latter age group have been in employment for as many as over twenty years but they have not been afforded training opportunities. Take for instance, a bursary recipient based in a local municipality in Limpopo had the following to say;

I have been here for 20 years and this is the first [time] to be given this opportunity. Education is very important because your thinking capacity becomes broader. I do believe that everyone should be afforded this opportunity. I can see that it brings an

opportunity for me to apply for higher positions plus the work experience so I am hopeful to be considered for other positions. **Interview with bursary recipient**

The fact that they could look forward to change in their careers as a result of attending learnerships clearly shows the value which beneficiaries in this age group attach to opportunities they get.

In terms of gender, the majority of respondents are males (27) and females (30).

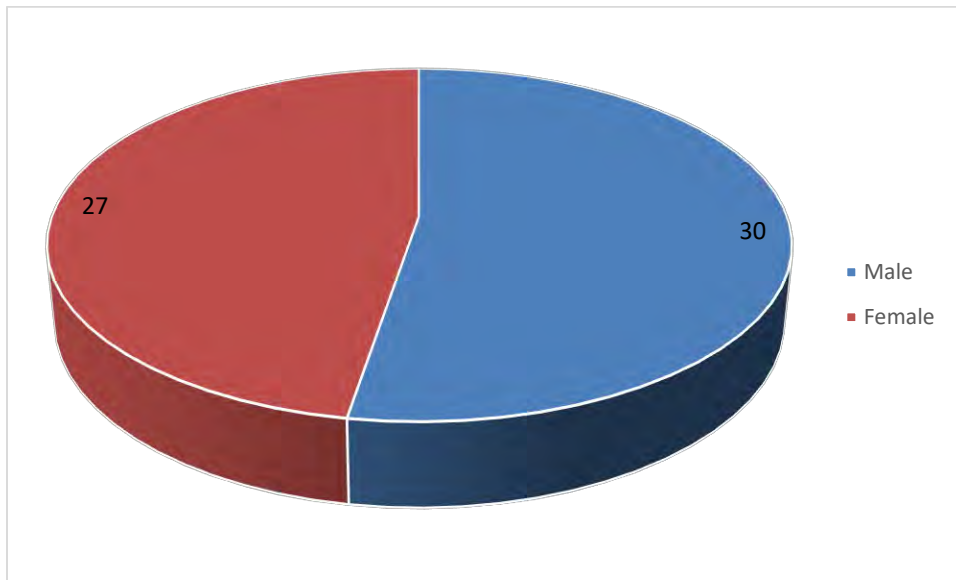


Chart 2: Gender of respondents

Although the recruitment of participants intended to have equal distribution of respondents by gender, the onus was on Skills Development Facilitators to recruit respondents. They faced challenges with availability of learners to participate in the study. A number of challenges exist especially trust and general fatigue towards research studies, which many municipal employees face. The evaluation team members encountered on several occasions, complaints from municipal employees that they always participate in research but they never get feedback from researchers. Although they eventually participated it took a bit more negotiation to get their consent to participating in the study.

In terms of race, the majority of respondents who were interviewed are African, followed by coloured and white as shown in the chart below;

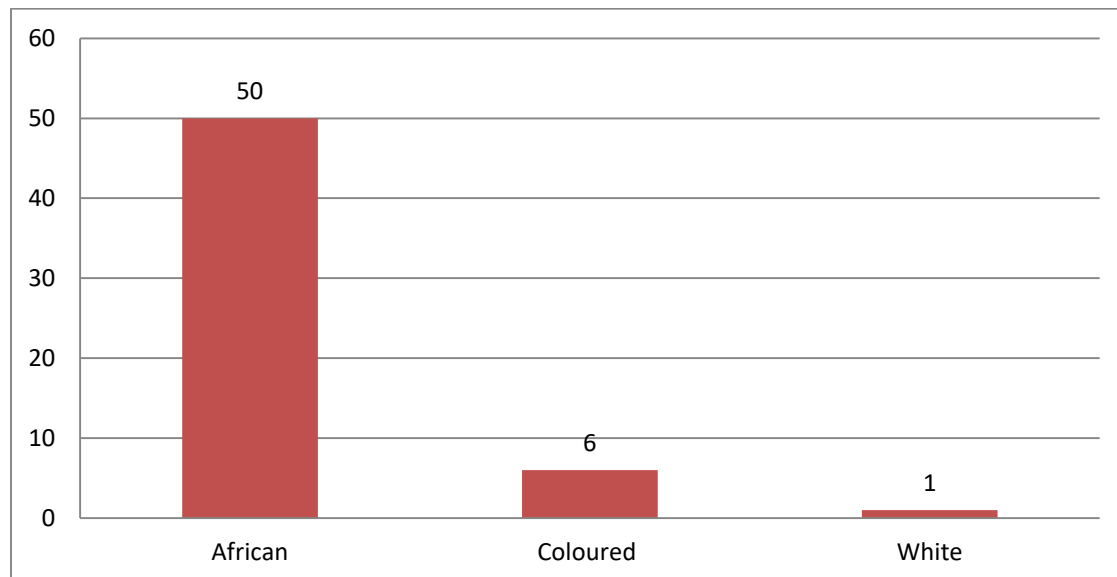


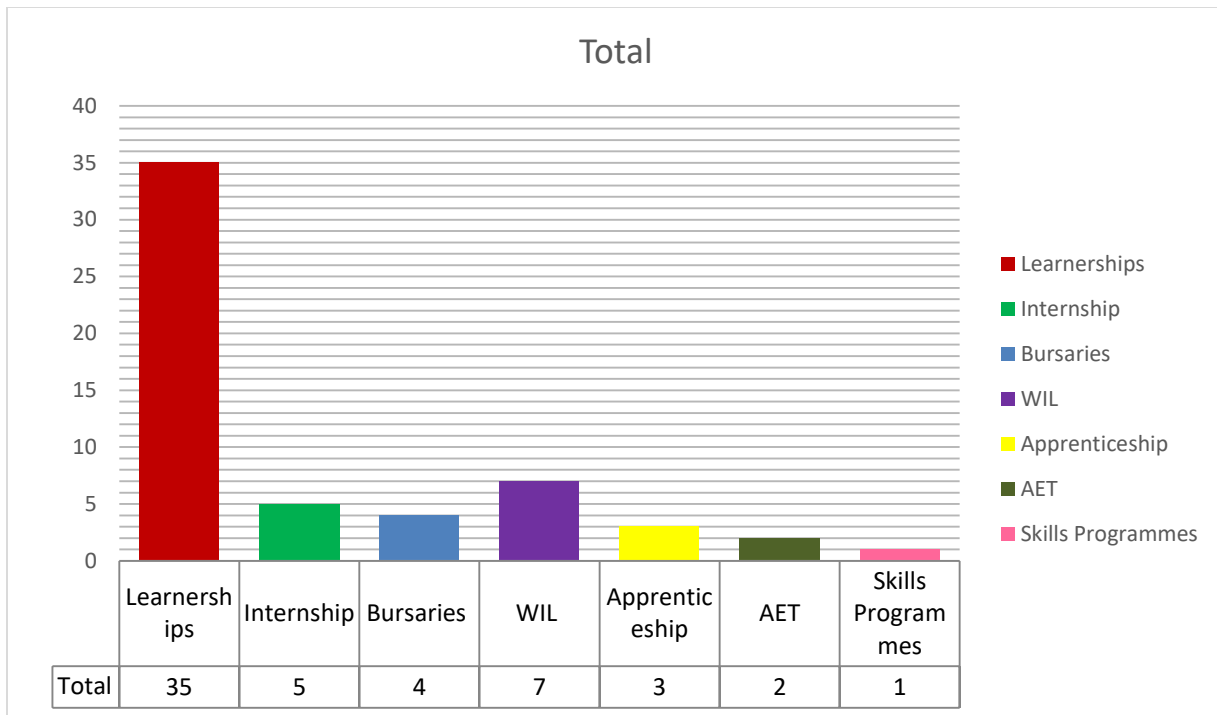
Chart 3: Race of respondents

The table below shows the levels of education attained by the respondents. The majority (15) had completed secondary school (matric) while 14 held a certificate or diploma at tertiary levels.

Table 1: Highest level of education attained

	Highest level of education completed
Secondary school completed	19
Post-secondary certificate/diploma other than university	17
Some secondary education (up to Gr 10)	11
University degree/ post grad	8
Some post-secondary education	2
Grand Total	57

In terms of distribution of respondents by the learning intervention one can see that the majority (35) were in learnerships.



The very low numbers of beneficiaries of skills programmes can be attributed to the fact that the SDFs of municipalities found it easier to recruit learnerships beneficiaries because they are usually the larger group. The low number of skills programmes beneficiaries may be due to the timing of the project which coincided with times when there were no skills programmes running since some of them have courses running a few days.

There are a number of channels through which SDF's recruit learners and beneficiaries of bursaries. The table below shows that the majority of beneficiaries who were interviewed in this evaluation work for the municipality. They were recruited through internal organisational recruitment channels.

Table 2: Channels through which respondents heard about the LGSETA intervention programmes

How they heard about intervention	Count
I work for the municipality	10
I saw an advertisement at the local municipal library/ clinic	6
I enquired at my local municipality	9

Skills development facilitator	5
I learnt about it at a Ward Committee meeting	6
Other - Human Resources	4
Recommended by my supervisor	2
From media (radio, TV, social media, newspaper)	4
Other- Skills Audit forms completed and supplied by Human Resources Office.	1
From the LGSETA website/ provincial office	1
Human Resources Office	1
Letters to supervisor and skills audit	1
My college sent my CV to the municipality	1
Other - Notice board	1
Other -Through the municipality's SDF	1
Other-Database created by the province through the premier	1
Other- Recruited through an internal email to municipal staff	2
Word of mouth	1
Grand Total	57

For employees of a given municipality, they were recruited through efforts of SDFs, some were recommended to enrol in programmes to further their careers by their line managers, especially after performance evaluation had been conducted. As shown in the table only one respondent had visited the LGSETA website to find out which opportunities had been advertised. Ward committee meetings are also an important channel for recruiting beneficiaries of learning programmes. In one of the rural municipalities where the evaluation was conducted, the SDF proactively worked in collaboration with municipal councillors who advertised learnerships programmes at ward level to unemployed community members.

3.2 The state of implementation of learning interventions in the sampled municipalities

Before explaining the learners' reactions to the training courses they have been enrolled in, it is essential to provide an overall assessment of the various interventions which the sampled municipalities were offering. Not all learning interventions were being rolled out with the same amount of emphasis and this has to do with local factors specific to each municipality. From

interviews with stakeholders it emerged that the following issues influence a municipality's ability to implement certain learning interventions;

- i) The local economic activities of the municipality will determine skills which are critical, for example, a municipality with a local economy supported by heavy industries would require artisanal skills such as fitting and turning, boiler making, plumbing, electrical etc. In such a case the specific municipality implements apprenticeships and learnerships in line with that demand;
- ii) Poorly resourced municipalities are unable to implement several types of learning interventions at a time because they lack basic resources such as office space and computers to host learners or interns;
- iii) Shortages of experienced specialists in certain areas of work who can serve as mentors to learners and interns can lead municipalities to stop implementing certain learning interventions.

Apart from municipalities' capabilities to implement certain interventions there are also some issues which are external to them. A point to make is that when there are delays on the part of disbursements of funds, especially stipends by the LGSETA, this leads to drop outs or learning interventions not being implemented by the municipalities. A number of Skills Development Facilitators mentioned that once the LGSETA takes too long to send them allocation letters, they begin to look for alternative funding or they suspend the roll out of the intervention

Despite these obstacles, there remain a lot of committed municipalities which seek to provide skills training to their employees and the unemployed citizens who reside in their municipal jurisdiction.

3.2.1 Learnerships

Learnerships are the most common intervention within municipalities. The review found more Learnerships respondents during fieldwork. Although, this does not give an accurate conclusion that LGSETA funds Learnerships more, interviews with Skills Development Facilitators, Labour Unions, provincial officers, service providers confirmed this to be true.

One respondent noted that Learnerships are good because they give an opportunity to unemployed community members. In their own words, they said;

Members of the community can also be part of Learnership because you have remembered 18.1 (employed) and 18.2 that is unemployed so we put together that when we apply to LGSETA in terms of funds, because in our WSP it shows that we must report on unemployed people.

To add, LGSETA gives between R2000 to R3000 stipend every month to unemployed participants. This is good social responsibility initiative by the local government.

3.2.2 Internships

Internships are also no doubt a visible intervention within the municipalities. One respondent clarifies that internship funds are provided by National Treasury. For many respondents' internships are good because they give students a chance to attain work experience and it is normally a good career launching pad. Another respondent echoed a concern about the nature of how internships are run. "In my department, we have never received interns. My manager says we keep requesting interns but nothing but other directors who are powerful such as directors in corporate services keep getting interns, they get more and more interns while other divisions are not getting interns". The unions also acknowledged that there could be politics involved in the internship selection process; "Although we are consulted in the selection process

of interns but sometimes in the political offices we are not consulted, for example you can be told that this is an intern in the office of the mayor, but you don't know how they were employed".

3.2.3 Skills Programmes

The Skills Development Programme is an initiative that comes from LGSETA but it was not a common intervention amongst the interviews conducted. While some participants had some knowledge what a skills programme was, others were not knowledgeable about the programme. It was also interesting that one of the respondents was part of the skills programme but was unaware of it. The respondent didn't know where to locate their training but it became clearer from interviewing them that they are part of a skills programme when they began to narrate their experiences in the skills programme. The good thing is that such an initiative is highly appreciated by the participant and encourages local government to upscale it to most people, particularly, managers and senior managers. In their own words, local government should make it mandatory for managers to have such a skill at a point of being hired and also introduce the course at tertiary institutions since most skills programmes come from National Treasury's realisation of a gap in skills within local government staff.

Skills Development Facilitators also confirmed that the intervention is known to them however it has not been implemented. One union representative also echoed that "Although skills programmes can come in the programme of the meeting but it does not happen". One respondent said that the money is there for 2 local municipal officials to participate in the skills programme but it is difficult to find participants, probably because they would have to travel to a different municipality to attend classes. This shows that efforts must be put by LGSETA to market the programme to employees or to educate employees about what a skills programme is because there is a chance that there could be people doing it but unaware of that. Based on the satisfaction of the participant in a skills programme, the programme is highly commendable for the municipalities.

3.2.4 Work-Integrated Learning

Work Integrated Learning is also a good initiative as it assists students to gain experience and manage to complete their qualifications especially for those who are pursuing qualifications at a Tertiary and Vocational Education (TVET) facility. As part of their requirements to complete their studies, WIL beneficiaries are supposed to be given an official letter from the host organisation stating satisfactorily completed the programme within the municipality. One respondent put forward a proposition that the LGSETA should find ways of employing those students after they complete their studies since they already have experience with the municipality and have an added advantage of experience compared to other students who did not. In one municipality, there was a student was happy in that the student managed to get employment within the same municipality after completing WIL programme. The opportunity gave them a chance to better themselves and they expressed confidence in the work that they are doing. However, according to him, there is room for improvement. As it stands now, work integrated learning has not been active since they completed theirs in 2015. This shows lack of sustainability. They also echoed the following important recommendation to LGSETA and municipalities for future purposes;

“Another issue is to have on-going assessment of learners. Now there is no monitoring and evaluation of the programmes and follow ups on what the learners will be busy with. This makes it difficult to see the progress of learners because you don’t have a basis with which to assess them. When I got in the Programme there was not that conversation that said, after the training you should be able to do so and so. There is no specific mechanism to measure performance. It is non-existent. The period is too short, it doesn’t mean that you will learn everything so at least we should define what we should be learning, for example relook at the current WIL model”. ***Interview with Work Integrated Learner***

Another union respondent expressed that the problem is that when the students complete work integrated learning they are not integrated in the system.

3.2.5 Apprenticeships

Apprenticeships are largely not implemented in municipalities we that were visited during the evaluation. One respondent **indicated** that;

“That’s a tough one, at this stage we do not have because from municipality side we have people who have 20 years’ Experience they must do apprenticeship. They have experience but unfortunately they may not be able to write and read then there is no way I can send this person”.

Most respondents did not have anything to say on apprenticeships. Either they did not know what an apprenticeship was or dismissed as non-existent in their municipalities.

3.2.6 Bursaries

Bursaries are provided by both municipalities and LGSETA. The problem with bursaries is that they are offered to students who have registered. This puts students who have no money to register at a disadvantage. The other challenge is that municipalities delay in paying the institutions where employees will be studying. This leads to employees paying for themselves. One respondent mentioned that claiming back your money from the municipality is a nightmare because they will make it seem impossible due to the paperwork you need to provide before getting a refund. One respondent jokingly said that “you will swear the same municipality that pays your salary every month has forgotten your bank account details”. Some mentioned that the process of allocating bursary funds is not fair and the process is an example of office politics. For example, they echoed that;

“Bursaries are a problem here. Say, I have a bursary and am doing something with UNISA, if I fail I am supposed to pay back the money. But for example, some of the directors they don’t pay, in their case they don’t fail but they register and not attend one single class. It’s a waste of money.”

Interview with Bursary recipient

3.2.7 Adult Education and Training

Adult Education and Training was visible in some municipalities while in others it was not, citing reasons of inadequate funds. Some employees feel they are too old to study, as one SDF mentioned that, the challenge is that “...the employees themselves, they question why AET, I am already old, I am five years to get out of service, why must I do this? In the case of their municipality, funds were there but the municipality struggled to recruit learners to enrol.

Some students drop out of the training. What we also noted that there were major complaints of poor working facilities when it comes to AET. This was not so common with other interventions. For example, AET students should find their own chairs when attending classes while with other interventions chairs were already available.

One respondent had this to say about AET in their municipality;

“AET was stopped. We don’t know what’s going on, the municipality will be saying we have no funds and AET was not approved, but the SETA will be saying we have approved. I think the municipalities lie because they do not submit work done in the previous years, so they don’t comply with requests from seta. So, SETA does not give them resources because of that”.

One provincial officer noted that, AET lacks quality service providers and learners have realised that after obtaining the qualification they are not promoted since the promotion policies do not cater for that.



3.3 Evaluation of the learning interventions by learners and beneficiaries'

This section of the report will evaluate the learners and beneficiaries' reaction to the training programmes or interventions that they were enrolled in. They were asked to express their perceptions on the benefits which they were realising as a result of being enrolled as learners or beneficiaries. They were also invited to explain some of their experiences. The analysis below will focus on their reactions to the quality of the learning, reactions to the content of the courses which they were undertaking and the state of learning facilities, among others.

3.3.1 Learners' reactions to training

In order to understand their reactions to the training or learning they are receiving it is vital to understand the goals and objectives which these beneficiaries have. The table below shows that the majority (28) wanted to better themselves or enhance their capacity in order to perform their work duties wholly.

Table 3: Goals/ objectives for participating in the learning intervention

Reasons	Count
Wanted to better myself (capacity enhancement)	28
Wanted to learn a new skill and move into a different sector	7
Wanted to enter workforce	3
Because of lack of opportunities	2
Other - To learn more skills	1
Get more work experience	1
I wanted to attain a master's degree and I am happy that I have submitted the application, am waiting for feedback.	1
Other - To share skills with employees, to benefit the municipality	1
Other -I wanted to be a fire fighter. If posts come then I will be able to apply	1
Other -I wanted to get a matric certificate	1
To Start up a business	1
To become an entrepreneur in future	1
To get Grade 12 and teach my subordinates, when I am a supervisor in the future.	1
Wanted to enter workforce; Wanted to better myself (capacity enhancement); Wanted to learn a new skill and move into a different sector	1
Grand Total	57

The minority responses reflected in the table above are also quite important because they reflect some of the motives which learners have in enrolling for the various interventions. For instance, two have an aim to start a business venture or pursue entrepreneurship, while one wants to share what they learn from the training with their fellow work colleagues.

In essence the majority of learners expressed contentment with the learnerships programmes they enrolled in, particularly they valued the information that they were learning and wanted to implement it. The chart below shows this.

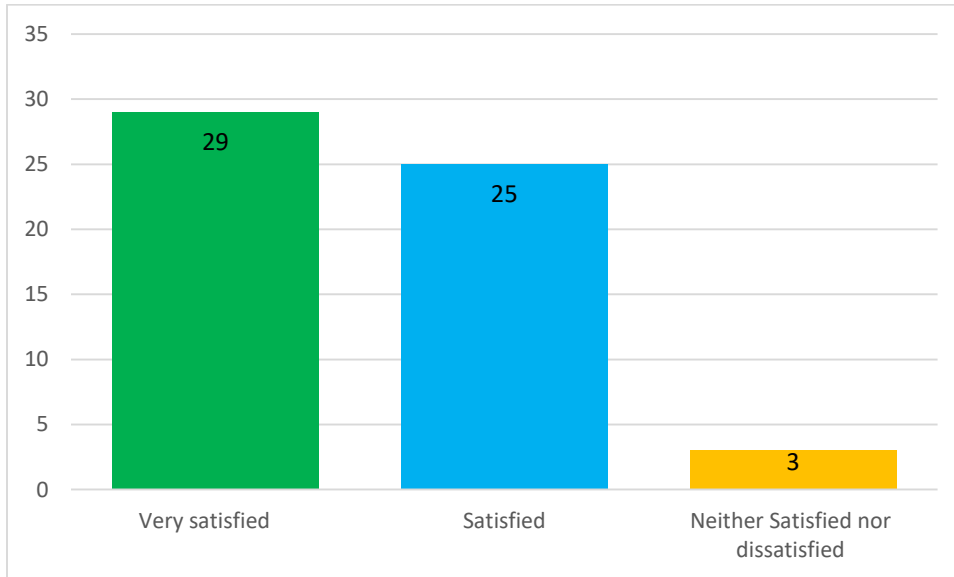


Chart 4: Satisfaction with training

The majority of learners expressed sentiments of appreciation for the learnerships that they were enrolled in. It did not matter whether they were based in rural or urban areas, whether they were employed by the municipality or unemployed or whether they belonged to the 21-30 years age group or 41-50. One very satisfied beneficiary of a learnership in Horticulture said “I have learned a lot of things which I did not know. The training has benefited me a lot.” For other learners, they did not specify their reasons for satisfaction but simply put their sentiments in the following ways;

“Grateful of the learning opportunity offered to me.” **Learner, (unspecified)**
Learnership, Cape Town

“I now understand the meaning of Local Economic Development what it is all about.”
Learner, Local Economic Development Learnerships

“I have seen that education is important, although I have not finished.” **Learner, Adult Education and Training**

“...I was a general worker and now I have reached a fire fighter position.” **Learner, Fire and rescue Learnerships**

One can see from the verbatim quotes above that the learnerships serve as an eye opener for learners who enrol in them. The levels of satisfaction among some of the learners were so high that they recommended the widening of enrolment to other employees in their municipality. Take for instance, the following response;

I would like to thank LGSETA and the municipalities for the work there are doing. I would also like to encourage that this service continues to other people within the municipality. **Learner, Horticulture learnership**

Another respondent who stated that they were very satisfied with their learnership experience also recommended that, “the municipal governance course learnership must be introduced to the young employees.” The reactions of these learners show that indeed some of the learning interventions captivated them mostly because of the content of the course and the richness of skills and knowledge which they would introduce back into their daily work routines.

Another crucial determinant for the levels of satisfaction lies in the role of facilitators and other institutional players who made learning easier. The learners have the following to say about the facilitators;

The facilitator is open, patient, he is willing and he explains in details. He was participating, even in groups when we were struggling, he would come to assist. **Learner, Municipal Governance Learnerships 44**

The study materials we use here, the facilitator and the participants. I am of the view that the learners are benefiting. **Learner, Municipal Governance Learnerships 42**

...I see nothing wrong with the learnership from the facilitator; all stakeholders are focused on their work. **Learner, Municipal Governance Learnerships 40**

The facilitator is good and she was willing to explain and clarify things, if we do not understand things. **Learner, Horticulture learnership 35**

The facilitator was very good. She will give us books and explain everything to us if you didn't understand other issues. **Learner, Adult Education and Training**

Against this backdrop, it is clear that learners thrive when they have facilitators who have a warm personality and who shows them that he/ she is there to empower them and not just to fulfil a target to train them. In the account below, the respondent went further to explain the ways in which the facilitator's methods of teaching were filled with selfless dedication;

They were teaching us, giving us modules, they were assessing us and they give us results. When they were assessing, they asked everyone to bring their files and they will go through files. The fact that not everyone passed it shows that they were serious about their job. Even if you failed, they didn't just say you have failed, they showed you where you did wrong. Even during the lesson, you were free to ask questions and before we begin the facilitator will clarify things from the previous lessons in case we were not clear about it.

Learner, (unspecified) Learnerships Programme

Attitudes such as the ones displayed by the facilitator are critical in reducing the drop outs rate from learnerships programmes that are rife in some cases.

Apart from the role of facilitators, the learners expressed satisfaction with the new skills that they have obtained during the courses and workplace based learning they are undergoing. Although they do not always specify the skills which they have obtained, the responses below show that the learners are reacting positively;

“... I have acquired new skills. I feel like I am going to perform better at my daily tasks.”

Learnership, Cape Town

“I have moved into a different sector where I can clearly say I am achieving my goals and is (sic) learning greater things and engage in a lot of things.”

Beneficiary, Work Integrated Learning 1

“I am very grateful for this opportunity; it has taught me many things and it has shaped me a lot. My mentor is really a great mentor. Everything that he does, he also lets me do it. He is really exposing me to the many things at the City of Cape Town.” ***Beneficiary, Work Integrated Learning 2***

There are also circumstances where learners have mastered skills that are specific to their field. They are now able to conduct new tasks in their job as a result of their exposure to the learnerships that they attended. Take for instance this outcome;

...I have gained experience in my field, for example, I now can make sure water is safe and clean before it gets to consumers. I am now knowledgeable with the water treatment plant, the importance of reporting and adjusting as well as the importance of housekeeping in potable water. ***Learnerships 46***

Another learner also expressed appreciation for the manner in which he was empowered in his work as a general worker in the environmental services department of a municipality;

Assisted me a lot. It was related to the job I am doing now. They were teaching us how to manage land field sites and scavengers, how to deal with people and how to do our job well. It was important because what we learnt we went and did it practically, so the Learnership assisted us a lot. **Learner, Learnerships**

Likewise, another learner who works in a horticulture department also showed that for so many years they had been working without paying attention to safety yet their work was very dangerous. They thus commented;

I work on dangerous issues such as safety; I use to handle pesticides with bear hands in the past. The learnership has taught me to take safety issues as a matter of priority, by wearing safety gloves when handling pesticides.

Learner, Horticulture learnership

Such outcomes are crucial in appreciating the levels to which learners benefit from enrolling in learnerships programmes funded by the LGSETA. Many of the positive reactions to the learning interventions which have been expressed in the quotes mentioned earlier were actually not solicited or asked in the questionnaire. Many of the direct quotes cited were written by the respondents in the last question of the instrument which asked them to state any additional issues which they wanted to share with the researchers.

3.3.2 The increase in knowledge - before and after the learning intervention

In this section the perceived increase in knowledge of the learners and beneficiaries of the learning interventions included in the study sample of the various municipalities is analysed. While the majority of learners involved in the different learning interventions had not yet completed their courses at the time of the HSRC study, they indicated that they could already noticed that they had acquired new knowledge due to the learning intervention.

Communication skills

Almost all of them indicated that they had acquired communication skills. This did not matter whether they were doing road construction learnerships, fire and rescue operation learnerships, horticulture, disaster management, human resources management support, or local economic development, they all said they could now appreciate different methods of communication in the workplace. For example, a learner in management support in the Bushbuckridge Local Municipality indicated that after the learning intervention she “know how to communicate with councillors or colleagues in a good (professional) way.”

Higher qualifications

Some of the learners across the spectrum of learning interventions reported that they have obtained higher qualifications as a result of their involvement in the interventions and realised a positive impact on their performance in the workplace. Prior to their involvement in the various learning interventions, financial challenges impacted negatively on their enrolment for higher qualifications.

Computer skills

Some of the learners mentioned that they had acquired computer skills which would greatly benefit them in future in the workplace.

Workplace conduct

A number of learners said that the respective training interventions taught them how to professionally conduct themselves at the workplace, for example an interviewee noted: “I have learnt how to properly behave at the workplace and what is required in ethics and morals at the workplace” (Learner, WIL programme, City of Cape Town Metropolitan Municipality).

Improving knowledge and gaining skills

Many of the learners interviewed across all types of learning interventions indicated that they have continuously been acquiring new skills and broadening their knowledge of their work. This has resulted in enhancing their performance at the work place. A learner on a learnership programme in the Emfuleni Local Municipality was proud to report that after training he has the knowledge to install geysers and shape gutters from sheet metal. He was keen to implement the new skills to complete the practical requirement of the course in order to obtain a certificate.

Another worker on a learnership programme in the Emfuleni Local Municipality expressed that although working for a long time at the municipality, he only now properly understand the working environment better since being part of the programme. A worker involved in a learnership programme in the City of Cape Town Metropolitan Municipality also reported an enhanced knowledge in the functions of the department where she is employed resulting in her improved performance at the workplace.

For some unemployed learners an important outcome of the learning interventions were that it educated them about the meaning of the concept of Local Economic Development and making them realized that they may be able to start their own businesses in the near future.

3.3.3 Learners' behaviour change as a result of training

In this section the perceived behaviour changes of learners participating in the various learning interventions are analysed. While the majority of learners included in this study had not yet completed their courses at the time of the study some of the study participants indicated that they had already applied their newly acquired knowledge and skills in the workplace. This was particularly reported among employed learners that participated in the study.

A Road and Construction learner in the Emfuleni Local Municipality mentioned that upon completion of the training programme he was able to share his newly acquired knowledge with his colleagues. He gave an example that before the training he was unaware that there are other methods of patching potholes using material which is readily available and cheaper than tar, in this case slurry.

A learner participating in a Fire and Rescue Operations learnership reported that although he worked for many years in the Fire and Rescue Division of the municipality, he had never been formally trained. However, the Fire and Rescue Operations course empowered him to such an extent that at the time of the interview he was the acting fire station officer.

A learner involved in Water and Waste Water Management training in the Theewaterskloof Local Municipality mentioned that the training has capacitated him to identify and solve problems at the municipal plant. The acquired skills could thus be implemented at the workplace right after training. A worker from the Matsimaholo Local Municipality that also participated in Water and Waste Water Management training indicated that the training equipped him to take water samples as part of his duties at the municipality. In addition, he could also apply his enhanced knowledge in terms of the importance of team work, as well as the prioritization of duties, at his work place.

Municipal employees on learnership programmes in the horticulture department of the Makhado Local Municipality applied their improved knowledge on the dangers of pesticides to use safety equipment and wear protective clothing when working with pesticides at the workplace.

A learner employed in the Waste Management Department of the Matsimaholo Local Municipality said that through a learning intervention he gained knowledge on legislation pertaining to the environment and waste management of which he was previously unaware.

Since he is the only person in his department with this particular qualification he advises his co-workers in the municipality about the requirements of this legislation.

For a learner in the Bushbuckridge Local Municipality doing an internship in the municipal communication department said that the learning intervention has been greatly beneficial as it improved her skills in working with a camera, reporting and writing articles and keeping minutes of meetings.

A learner on an internship in the Emfuleni Local Municipality ascribed the following achievements to the learning intervention:

“I can now perform the tasks of a skills development facilitator such as submitting online important documents and also updating the Work Skills Plan which I did not know of in the past”.

Similarly, a learner on an internship in the Cape Town Metropolitan Municipality stated that she has been able to utilize her newly acquired skills in report writing, and project management in the workplace.

Training programmes greatly benefitted most of the learners involved in customer care at the municipalities included in the study as it equipped them to improve customer relations and service to the public. Amongst others, the learners from the Makhado Local Municipality reported that they were introduced to the Batho Pele principles of service delivery. Some learners, for example on internships in the City of Cape Town Metropolitan Municipality and on learnship programmes in the Makhado Local Municipality also ascribed an increased confidence in dealing with the public as part of their jobs to the learning interventions that they have been involved in.

3.3.4 Learners' reactions to the equipment and facilities

Part of the evaluation instrument looked at the learners' reactions/sentiments with regards to facilities and equipment in the various municipalities, which fits on Level 1 of the Kirkpatrick evaluation model. Two of the key emerging themes were comments by learners with regards to computers both positive and negative and also comments in general about classroom/workshop facilities both negative and positive. Some of these sentiments from the learners are highlighted in the table below:

Table 4: Reactions by Learners to availability of computers

Learners Comments on computer facilities in Class (Positive)	Learners Comments on computer facilities in Class (Negative)
<ul style="list-style-type: none"> • The tools are brand new, the training manuals are recently revised editions, and the computers are all up to date regarding the software being used. • Yes, computers were available. I have access to internet. • The internet access is effective, and I get everything I need. The computers are fast. • They should add computers in each and every class. 	<ul style="list-style-type: none"> • There are no computers at the classroom (I would prefer more computers to get skills). The facilitator must be able to go the extra mile in terms of teaching us maths it was difficult. • They should add more computers for training purposes. We were four learners sharing one computer which was time consuming. So it will be better if they provide training equipment for learners. • LGSETA must supply us with computers

<ul style="list-style-type: none"> • The learning programmes are very useful and understandable and their computers are very advanced and there are no problems with it. • When I started there was a shortage of laptops so I brought my own but as time went on they gave us municipal computers to use. 	<ul style="list-style-type: none"> • There are no computers at the classroom (I would prefer more computers to get skills). • Computers are needed so that we better understand what we are being taught. For example, we did business communication and end user courses theoretically, it was going to be better if we had computers in front of us.
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Table 5: Reactions by Learners to general classroom facilities and equipment

Learners comments on Classroom facilities (Positive)	Learners comments on Classroom facilities (Negative)
<ul style="list-style-type: none"> • The classrooms facilities were up to standard • The facilities were in good condition • Facilities are in a good condition and also when we go to training they ensure that the facilities are well equipped and managed. • The facilities are all set up to maximise learning. • It was good because, the facilitator was having a PowerPoint projector and he brought his own computer. The facilities 	<ul style="list-style-type: none"> • The facilities were not up to standard. The class was not properly organised, the chairs will be in a different room then you will need to go get them yourselves. There was no technology, we are taught manually. The boardroom must be well equipped because furniture was not proper. • Our facilities are good but we need room for improvement like now you see its' pension day and we get disturbed so if they can improve venues in that regard. • The municipality must provide facilities to learners because not everyone has access to technological facilities.

<p>were in good condition. We must have more practicals, such as fitting such pipes.</p> <ul style="list-style-type: none"> • The workshops are well kept and the lecture halls are modern enough to ensure productivity. 	
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3.4 Local determinants of skills demand and shortages

Specific regions in the country are faced with demands of certain skills above others. In an interview with a training service provider it was highlighted how the local economy in which a municipality found itself meant that certain skills were more in demand. In this case it was the artisanal critical skills which are in demand in Emfuleni Local Municipality, in the Vereeniging region. Thus the respondent said;

In this region because there are heavy industries including an Eskom Power plant and huge steel manufacturing companies the skills most in demand are, electrical and fitter and turning. We get a lot of learners interested in fitting and turning skills. Huge entities like Rand Water are located close by and they take a lot of fitter and turners and electricians. We also get a high number of applications lately for plumbing because as you know plumbing is relatively easier to start your own business. Also municipalities need plumbing work to be done so they hire a lot. Welding is also getting popular in this region mostly because of the steel industries. *Interview with a Training Service provider*

In a different context is the case of Hessequa Local Municipality in the town of George. The town was established as a result of the growing demand for timber and the wood used in building, transport and furniture. Noteworthy to mention is that the municipality finds it challenging finding young graduates, who have completed their qualification to fill in the internship posts,

the municipality then has to drive the implementation of the learning interventions and reach out to the youth in George Town.

Not only are small towns such as George struggling with skills but also rural ones. In many other areas, particularly for rural municipalities, there is no capacity to train certain trades because of a lack of qualified municipal staff who can serve as mentors of the learners. In one case a municipality's socio-economic status may deter it from implementing certain learning interventions for example, the SDF for Bushbuckridge Municipality mentioned that they turn away work integrated learning candidates who want to be placed in their municipality due to lack of mentorship.

3.5 Key Implementation Challenges

There have been signs of disappointment among the learners, particularly related to the *disruptions in learning*. These are usually of an administrative nature. One learner thus raised the following concern;

We need a lot of practice in the workplace. Starting from last month we didn't do anything, we finished our coursework and now we are waiting for the practicals they gave us logbooks so that we do practicals but we are stuck, they are saying they don't have money. Municipalities say they don't have money. They say they will call us but still nothing. So, at the present moment I am still doing plumbing, working with water, working with leakages. At work, I am working with only pipes but at school they gave us skills on how to install geysers and gave us skills on how to install those things in the bathrooms but now here we don't have anywhere to practice those skills. At work am not working with geysers I work with pipes. *Learner, Plumbing Learnership*

Delays in payments are also a critical challenge for the beneficiaries of bursaries and learnerships. One of the participants had completed an advanced postgraduate diploma in management. Thanks to the bursary from LGSETA. Although, the recipient was grateful for the opportunity,

they mentioned a few challenges with bursary as an intervention. First, these bursaries do not come on time, for example “I had to pay for my studies as the registration fees were due before I received my bursary”. Second, the bursaries are not enough as the university fees are expensive and bursary does not cover everything. The respondent felt the LGSETA is failing the municipalities, they are not doing their job. It was clear that while bursary beneficiaries are grateful of the opportunity to study but the delays in payments and the pressure applied on them to pay back the money afterwards is not only a challenge but also a frustration. This makes what is meant to be good end up being a source of stress. Efforts to deal with this situation are recommended. It also seemed that municipalities or LGSETA do not value the outcomes of the very Learnerships that they implement. One respondent echoed that there are managers without qualifications, in their own words “It’s not a question of can one be a manager without qualifications because they can be and they are there”. Other respondents expressed concern on having to study and then fail to get promoted or at least get an opportunity to work in a sector where you have trained in.

A common concern shared by municipal employees undergoing training is that there is no effort to match the trainings to the job that they are doing or to offer them a job in areas that they trained in. One respondent captured it well below;

“We still fighting with the employer, some people equip themselves with relevant skills, In the department where I am working we have people who are welding, some are doing electrical which is not relevant to what they are doing, some of them keep failing. Hence, we say to the municipality, why can’t you give people training that is relevant to the job that they are doing. And place people in the relevant department, for example, say I am a general worker in the waste management department but I have got qualification in electrical, instead of the municipality transferring me to the electrical department they keep me in cleaning department, sweeping in town with my skills (working as refusal collectors)”

The issue of finding employment after learnerships is a critical one which some learners expressed as dampening their spirits when it comes to completing their studies.

Learner drop-out: There are many reported cases of learners dropping out of the various forms of interventions which are supported by the LGSETA. The most common reason cited by stakeholders is that the learners get new offers elsewhere which are lucrative. Another cause is related to personal limitations on the part of learners. Privately funded learners will drop out of learnership programmes especially the ones which require placement for practicals if they cannot secure a workplace to be attached to. However, generally for employers which are funded through LGSETA and attached to municipalities there are measures put in place to make sure that they do not drop out. Learners do experience social problems but they also miss out on their stipends if they do not show up for class. This loss of stipend possibly contributes to the low levels of drop out.

Lack of stakeholder engagement: It is important to mention that the trade unions feel left out when decisions of appointing or identifying someone in need of skills. There is a breakdown in communication between the main stakeholders and employees involved in the process and trade union.

4 CONCLUSION AND RECOMMENDATIONS

It is evident that the LGSETA's learning programmes have yielded mixed results in terms of their levels of implementation and the impact that they have made on beneficiaries. In terms of implementation it can be seen that there is a strong bias towards learnerships more than any other type of intervention programmes. All the municipalities that were evaluated hosted learnerships programmes sponsored by the LGSETA. The proactive nature of Skills Development Facilitators made it possible for some of the municipalities to have multiple interventions running

con-currently in one financial year. Work Integrated Learning and apprenticeships were offered mostly in better resourced urban municipalities because they require mentorship and the existence of engineering workshop facilities, respectively. There is room for further improvement in the implementation of these learning interventions particularly the technical aspects related to administrative processes involved in the issuing of grants to municipalities by the LGSETA.

The critical question to ask has to do with impact of all these learning interventions on beneficiaries and to some extent the communities which they come from. Reaching a consensus on this issue is difficult to achieve considering that for the most part learners were interviewed in the formative periods of their enrolment into the different learning programmes. Secondly, in a space of less than twelve months it would be insufficient to see tangible outcomes of a beneficiary's investment in a learnerships or apprenticeship or AET for that matter. These are lifetime and long term processes which a short-term project can investigate and evaluate. Nevertheless, there are impacts which could be observed and gleaned from the stakeholder interviews. Using the Kirkpatrick model of evaluating training one could see that the learners who were still in the formative years of their programmes were already forming opinions with regards to the quality of their learning experience and new skills that they were acquiring. There were high levels of satisfaction being exhibited by learners in that preliminary or formative phase. Among the few beneficiaries who had completed their programmes, there was satisfaction especially for those who secured employment in a short space of time. Those who were already in employment were able to secure promotion soon after completion and were eager to register for the next levels in order to continue experiencing career growth. These short case studies help to appreciate that even if the long term impacts of LGSETA programs will be complex to investigate, the short-term impacts exist as reported by the beneficiaries.

The recommendations presented by this report are partly influenced by the voices of the stakeholders who participated in the evaluation and partly by the analysis of the evaluation team. If LGSETA is to continue to make impact on skills facilitation in the local government sector, then there are many aspects to consider in improving implementation and outcomes.

- *More funding needed:* The issue of inadequate funding for training programmes cripples the implementation of certain learning interventions. In most cases municipalities receive less funding than they initially requested from the LGSETA. This results in municipalities having to drop certain prospective beneficiaries and sometime cancelling roll out of training in that financial year.
- *Training facilities should be well-resourced and strategically located:* The socio-economic status of a given municipality influences the learning experiences of beneficiaries especially when it comes to facilities and equipment. Rural municipalities are worst affected because they have very limited space for conducting training and hardly own engineering workshops. On the latter point it means they cannot enrol apprenticeships or other technical interventions. Thus it would be ideal for the purposes of sustainability for LGSETA and other partners to consider resourcing of local municipalities with infrastructure for training purposes. Some of the municipalities with training facilities expressed that it is better if those facilities had been located away from their premises of work because learning is often interrupted when a learner is called back at work by his supervisor so that he or she can attend to an emergency.
- *Implementing learnerships with continuity:* Many of the beneficiaries of learnerships and AET expressed dissatisfaction with the current manner in which it is not automatic that upon completion of one level they cannot proceed to the next. In most cases they have to apply to be accepted in the next level the next time it is advertised. LGSETA can focus on providing funding that goes beyond one NQF level for learners who wish to proceed. One of the participants completed a lower level Learnership in 2011 and the next opportunity was in 2016.
- *Career placement:* This is a thorny matter in this era of jobless economic growth in South Africa, but many beneficiaries desire to be employed by the municipalities that train them. Even if it is not the same municipalities which eventually employ them, many expressed that

they would appreciate being kept on databases for future employment and preference on the basis that they completed training with that particular municipality.

- *More awareness and advertising of programmes on offer:* Although SDFs go out of their way to encourage employees to enrol in programmes there is room for more work to be done especially in recruiting for scarce skills.

- *Alignment of training provision with skills that are needed:* Another recommendation from participants was that municipalities should train people in areas which will benefit them in the immediate term instead of training in large numbers people whom they have no ability to employ soon after completion. This recommendation however takes into consideration the fact that unemployed people who are also unskilled gain a skill even if they do not get employment in that same municipality. The new skills they would have attained will assist in future job prospecting.

- *Putting value to education and qualifications:* This recommendation was made in light of current practices in local government where education is not given sufficient recognition in appointments to positions of employment.

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APPENDICES

Appendix 1: Total Sample of Municipalities

Municipalities which applied for funding more than three learning interventions from LGSETA (2012-2017)

	AET	Apprent	Burs	Intern	Learn	RPL	Sector	Skills Prog	WIL
1. Blouberg Local Municipality			x		x				x
2. Bushbuckridge Local Municipality			x	x	x				x
3. City of Cape Town Metro Municipality	x	x	x		x		x		x
4. City of Tshwane Metro Municipality	x	x			x				x
5. Emfuleni Local Municipality			x	x	x			x	x
6. Hessequa Local Municipality	x		x		x			x	x
7. Lekwa Local Municipality			x	x					x
8. Makhado Local Municipality		x		x	x				x
9. Metsimaholo Local Municipality	x	x		x	x				x
10. Nelson Mandela Bay Metro Municipality	x				x			x	x
11. Nkomazi Local Municipality		x		x	x			x	
12. Nongoma Local Municipality			x		x	x			x
13. Nyandeni Local Municipality				x	x				x
14. Okhahlamba Local Municipality				x	x				x
15. Theewaterskloof Municipality			x		x				x
16. Umshwathi Local Municipality	x				x				x
17. Westonaria Local Municipality (now RAND WEST CITY LOCAL MUNICIPALITY)		x		x	x			x	x
18. Randfontein Local Municipality (now RAND WEST CITY LOCAL MUNICIPALITY)		x			x				x