



**The development of management skills of officials for the
enhancement of effective service delivery in Limpopo Province:
The case of Vhembe District Municipality.**

By

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DECLARATION

I, Mutshutshu Michael Nekhavhambe (Student Number: 8705114), declare that this thesis hereby submitted by me in the fulfillment of the requirements of the Doctor of Administration (D.ADMIN) Degree at the University of Venda has not been previously submitted for a degree at this university or any other university and that it is my own original work in design and execution and that all references material contained herein has been duly acknowledged.

Signature :..... Date :.....

DEDICATION

I dedicate this thesis to my late father, Mr. Richard Phalanndwa Nekhavhambe whose wish was to see us, his children, being educated. He sacrificed the little he had to finance our education. My mother, Mrs. Vhulahani Gladys Nekhavhambe for supporting her husband and the understanding she had on the importance of educating their children.

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ABSTRACT

The focus of this study is on skills development at the management level of local government. Quality service delivery can only be attained when there are properly trained and skilled officials. Officials who have relevant knowledge and skills on what they are employed to do, are treasurable assets to their employers. The South African public and Vhembe District Municipality`s residence in particular expect the delivery of services that are of acceptable standard. It is therefore, imperative to have properly trained workers at this sphere of government. The study therefore, investigates whether middle and senior level officials (managers) are properly skilled to be able to provide required services to communities.

The study uses a mixed research method, i.e. both the qualitative and quantitative research methods. Senior level managers were taken through an interview process to try and gather data that will help to determine any challenge and even where the Municipality is managing well in providing services by virtue of it having qualified competent personnel. This process will help to identify gaps if any and thereafter suggest ways to close/overcome them. This will be done by asking these officials open-ended questions wherein they could give the researcher more information on the topic.

Middle level managers were requested to complete a questionnaire with close-ended questions. This helps in bringing statistical data that focuses on relevant issues about the topic.

The main findings of the study are therefore the following:

- Senior officials possess some skills, especially with regards to leadership although specific areas of functioning were not indicated. Besides this, a number of problem areas were highlighted ranging from planning; organising;

- communication; interpersonal relations; financial management; strategic management; and labour relations. This could be instigated by the fact that available skills are misdirected through the misplacement of officials with regards to the actual skills they have and positions they are placed on.
- Although not everyone in the Municipality is consulted on an individual basis when the analysis of training needs is undertaken and when designing training programmes, a reasonable number of officials are however involved. In doing this, the Municipality partners with SALGA and the LGSETA. All officials are thereafter given an opportunity to attend trainings as per the identified skills gaps, however, a number of officials, especially elderly people are reluctant to attend such trainings because they know they are close to retirement and to them it is like being punished as they won't be using such skills for long.
 - Poor skills impact negatively on the Municipality's efforts to provide acceptable services as it hampers the delivery of quality goods and services. This is further exacerbated by the exodus of officials with scarce skills who are difficult to retain due to their demand by institutions. The deployment of cadres without the requisite skills for the jobs, costs the Municipality dearly as they fail to execute what they are employed for due to lack of knowledge. Furthermore, the approach of outsourcing the provision of goods and services does not always benefit the Municipality and communities as private companies try to minimise costs in order to attain profit and in that process, end up providing poor quality goods and services.
 - Accountability is well maintained at the lower level positions in the Municipality as work is regularly monitored by supervisors, however, the challenge is with senior level officials who should account for the institution holistically. This is necessitated by the fact that senior level positions are mostly occupied by deployed cadres which makes it difficult to pin point accountability because such people turn to get directives from deployers and they also report to them, to the demise of the internal system.

The following recommendations are therefore made based on the findings of the study:

- As the Municipality conducts a training needs analysis every-time before designing training programmes for officials, in ascertaining the real skills gaps, the Municipality should continue to conduct such skills audit exercises that will also lead to proper placement of officials in positions they qualify for and after determining genuine skills gaps institute relevant and effective intervention strategies and mechanisms that could help improve officials` knowledge and skills.
- Attending training by officials should be mandatory when a skills gap has been identified and in applying this, appointment letters and performance contract agreements for those already in the employment of the Municipality should have a clause about mandatory training, where and when deemed necessary.
- The Municipality should consider sending officials to reputable service providers on issues that are problematic to officials, for example, planning; communication; financial management; strategic management; and labour relations and this should be done twice a year.
- In line with the proposed skills training model on figure 2.4, the Municipality should expect trainees to be assessed after a training to determine their level of competence and good performance be rewarded.
- The merit principle be followed, in appointing and promoting employees even with deployed cadres, to avoid placing people on positions they do not qualify for.
- The EPWP that is run by the Municipality in partnership with the Department of Public Works be extended to train professionals and people who deserve be put on beneficial programmes that will give them skills that are required to develop the Municipality instead of confining them to the task of de-bushing grass and trees along roads.

- Managers continue to give their subordinates a chance to act on their behalf during their absence from work to help in equipping juniors to be ready for more challenging responsibilities in future.
- The Municipality should appoint credible service providers when outsourcing services.
- The Municipality should make sure that the procurement section functions properly.
- Retention of officials with scarce skills be a priority.
- The Municipality should always implement audit recommendations to improve its governance.
- The Municipality should warn officials, especially politicians (councilors), not to promise communities goods and services that might be difficult to honour and be realistic based on affordability.
- The Municipality should establish reliable control and monitoring measures and systems in place in order to enforce accountability.
- Officials to sign a code of conduct expecting them to be loyal to the Municipality and not to outside people.
- The Municipality should develop a proper performance management system with clear key performance areas to make officials committed to their work.
- Councilors should be trained to become good ambassadors of the Municipality to their electorate.

Key words:

Management, Skills development, Vhembe District Municipality, Service delivery, Sphere of Government, Qualitative and Quantitative Research Methods.

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LIST OF ACRONYMS

| | |
|----------|---|
| ABET | : Adult Basic Education and Training |
| AET | : Adult Education and Training |
| ANC | : African National Congress |
| ASGISA | : Accelerated and Shared Growth Initiative for South Africa |
| AU | : African Union |
| BBBEE | : Broad-Based Black Economic Empowerment |
| CBO | : Community Based Organisation |
| CBT | : Cognitive Behavioural Theory |
| CEPD | : Continuing Education and Professional Development |
| COSATU | : Congress of South African Trade Unions |
| CTC | : Central Training Council |
| D.ADMIN | : Doctor of Administration |
| DfEE | : Department for Education and Employment |
| DPSA | : Department of Public Service and Administration |
| DTA | : Department of Traditional Affairs |
| ECD | : Early Cognitive Development |
| EPWP | : Expanded Public Works Programme |
| ETD | : Education Training and Development |
| ETQA | : Education and Training Quality Assurance |
| EU | : European Union |
| GENFETQA | : General and Further Education and Training Quality Assurance |
| GETC | : General and Training Certificate |
| GNU | : Government of National Unity |
| HETIs | : Higher Education Training Institutions |
| HIV/AIDS | : Human Immuno Virus and Acquired Immuno Deficiency Syndrome |
| HR | : Human Resource |
| HRD | : Human Resource Development |

| | |
|----------|---|
| HRDC | : Human Resource Development Council |
| HRDS | : Human Resource Development Strategy |
| HRDSA | : Human Resource Development Strategy South Africa |
| IDP | : Integrated Development Plan |
| ITBs | : Industrial Training Boards |
| JIPSA | : Joint Initiative on Priority Skills Acquisition |
| Km | : Kilometer |
| KPA | : Key Performance Area |
| LECs | : Local Enterprise Councils |
| LGSETA | : Local Government Sector Education and Training Authority |
| MISA | : Municipal Infrastructure Support Agent |
| MPA | : Master of Public Administration |
| MSC | : Manpower Service Commission |
| MTSF | : Medium Term Strategic Framework |
| NDP | : National Development Plan |
| NEPAD | : New Partnership for Africa`s Development |
| NEPI | : National Education Policy Initiative |
| NGO | : Non-Governmental Organisation |
| NSA | : National Skills Authority |
| NSDS | : National Skills Development Strategy |
| NSG | : National School of Government |
| NTSI | : National Training Strategy Initiative |
| NUMSA | : National Union of Metal Workers |
| NQF | : National Qualification Framework |
| PALAMA | : Public Administration Leadership and Management Academy |
| PFMA | : Public Finance Management Act |
| PGDP | : Provincial Growth and Development Plan |
| PMS | : Performance Management System |
| POSDCORB | : Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting |
| PPP | : Public Private Partnership |

| | |
|---------|---|
| PSC | : Public Service Commission |
| QC | : Quality Control |
| QCTO | : Quality Control for Trades and Qualifications |
| RDP | : Reconstruction and Development Programme |
| RPL | : Recognition of Prior Learning |
| SALGA | : South African Local Government Association |
| SAMDI | : South African Management Development Institute |
| SAMTRAC | : Safety Management Training Course |
| SAQA | : South African Qualifications Authority |
| SDBIP | : Service Delivery and Budget Implementation Plan |
| SDF | : Skills Development Facilitator |
| SDA | : Skills Development Act |
| SETA | : Sector Education and Training Authority |
| SMEs | : Small and Medium-sized Enterprises |
| SPSS | : Statistical Package for the Social Sciences |
| TECs | : Training Enterprise Councils |
| TEVET | : Technical Vocational Education and Training |
| UK | : United Kingdom |
| UNIVEN | : University of Venda |
| VDM | : Vhembe District Municipality |
| WIL | : Work Integrated Learning |
| WSP | : Workplace Skills Plan |

Chapter 1

General introduction and background

1.1 Introduction

Governments are established for the sole purpose of serving their communities. For officials to provide quality services, they should have received proper training which is relevant to their responsibilities, hence the topic: “Development of management skills for the enhancement of an effective, efficient and accountable service delivery in Vhembe District Municipality”.

As communities continue to show dissatisfaction on services they are receiving, especially in South Africa where the research focusses on, it is necessary to conduct research on how best officials can be equipped with proper skills to enable them to be effective, efficient and accountable in their endeavour to provide goods and services.

1.2 Background to the problem and rationale

Lack of skills hinders development. Public Sector institutions face the challenge of either being manned by unskilled employees at senior levels or the placement of skilled employees in wrong positions. The Public Sector requires officials with a spirit of professionalism, in order to provide relevant and acceptable quality goods and services to the public.

For one to perform professionally in one`s job, one needs to get specialised training or take part in a skills development programme that could positively

benefit the candidate. After such training, one would obtain an appropriate qualification. Public officials should always display professional behaviour in their dealings with the public at all times.

Training equips one with skills for a particular profession. Mafunisa (2000:81) states that professionalism promotes the development of a positive work ethic as it ensures that people who meet the relevant educational and training requirements, and share similar work values, are appointed and promoted to specific positions. This, therefore, means that public officials should be professionals. They need to know and understand their responsibilities well, so that the communities they serve would receive services they deserve. In this study, a training model is proposed to assist with training that could help improve workers' skills. The proposed model follows next:

1.2.1 A skills development training model

Figure 1.1 A proposed training model

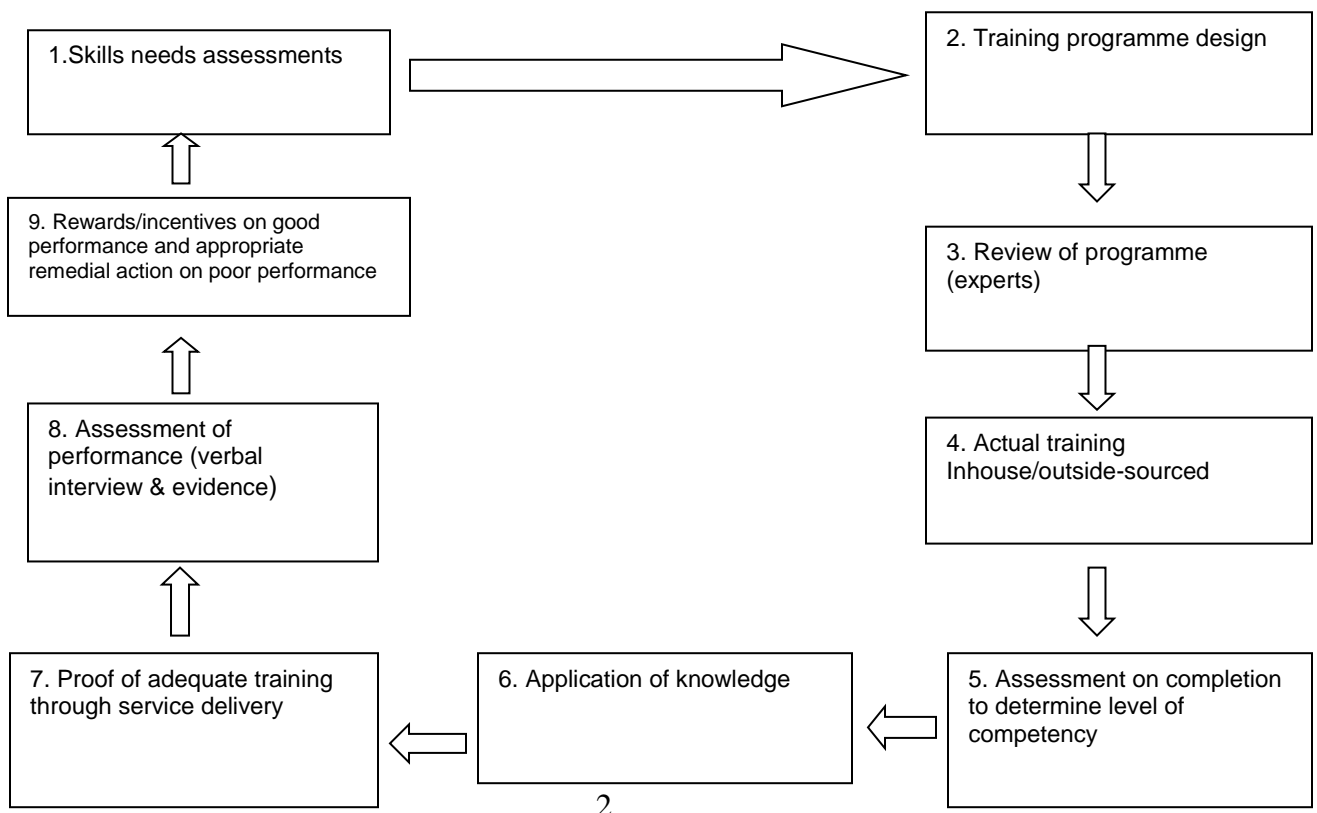


Figure 1 is a proposed draft training model which will be finalised when empirical evidence has been gathered. This model could help to make a difference in improving service delivery. The model will be improved as the research progresses.

Another important issue the study seeks to investigate is that of accountability. Section 195 (1)(f) of the *Republic of South Africa Constitution, 1996* stipulates that public administration must be accountable. This requirement applies across all spheres of government. Accountability is one of the pillars of good governance. Whether public officials have delivered the expected goods and/or services or not, they still have to account to their seniors. On the one hand politicians have to account to their electorates.

Webster in Hanekom & Thornhill (1993:150), describes accountability as being liable to be called on to explain. It means being answerable and/or responsible to persons or for things. Accountability, again, refers to the modalities and processes by which the government fulfills its duties, responsibilities and obligations, and the processes which the agency or officials are required to account for their actions and omissions (Cloete & Mokgoro 1995:7).

Fox and Meyer (1995:1-2) contend that, accountability has three main pillars which have to be adhered to. These pillars are:

- The responsibility of a government and its agents towards the public to realise previously set objectives and to account for them in public;
- Commitment required from a public official to accept public responsibility for his/her actions or inaction; and
- The obligation that a subordinate has to keep his/her superior informed of the execution of a responsibility.

If the pillars outlined above are respected and promoted, governments and citizens could maintain good relations as each party would be executing its

responsibilities and obligations and also receiving what is due from the other party.

Public officials are therefore, required and expected to justify their actions/inactions to the public. Section 195 (1) (f) of the *Constitution of the Republic of South Africa*, 1996 requires politicians and public officials to always show responsibility by accounting to the very public they serve in the way they execute the authority and responsibility entrusted on them. This therefore, necessitates the training of public officials to enable them to acquire relevant skills in order to provide quality services.

1.3 Statement of the problem

The *Skills Development Act*, 1998 (Act 97 of 1998) aims, generally, to develop the South African labour force skills. To achieve this, Section 2 (1) (a)-(f) provides for a number of purposes. This can only be possible if the country's resources are used properly. In so doing, the country's labour force could be knowledgeable and properly skilled in such a way that communities could be provided with first class services. These purposes include the following:

- (a) To develop the skills of the South African workforce;
- (b) To encourage employers
 - (i) To use the workplace as an active learning environment;
 - (ii) To provide employees with the opportunities to acquire new skills;
and
 - (iii) To provide opportunities for new entrants to the labour market to gain work experience;
- (c) To encourage workers to participate in learnership and other training programmes; and
- (d) To ensure the quality of education and training in and for the workplace.

The problem of skills shortages could be however, a universal challenge that also affects municipalities. This problem is the cause of infrastructural backlog and poor service delivery in different municipalities. As communities wait for services, delays, due to skills shortages result in communities becoming impatient. This has resulted into a number of service delivery protests by communities in several municipalities across provinces in South Africa.

Due to lack of physical and intellectual capacity in institutions there is poor or none delivery of goods and services to communities. The public sector is experiencing a serious challenge of skills shortages more especially in local government where some managerial positions are occupied by unskilled people or people with irrelevant skills for the work they are employed to do. The lack of skills does not totally exclude the lower level positions as all officials regardless of their positions need skills to service communities properly. However, this study will focus only on the management level. Poor service delivery is caused by, amongst other things, the ruling party's deployment policy/approach. When deploying cadres, the African National Congress (ANC) does not consider the expertise required for the position. Instead, loyal friends and families of those in power get first consideration (Alexandria 2013:1).

Although deployment should not be considered as the only contributing factor on the poor state of services, it should be regarded as a major or dominant one, as relevant skills and knowledge might not be taken into consideration in the process of deploying cadres.

The spirit of comradeship or cadre-ship directs how key positions are filled in municipalities. This deprives opportunity even to people who have the requisite expertise to occupy relevant positions in the development oriented public sector. This also deprives communities or consumers of different goods and services the high quality of service they deserve.

Nengwekhulu (2009: 344) is of the opinion that, the public service can only perform optimally if the employment and placement of officials in various institutions is neutral. If political affiliation is used to fill-up positions, the merit principle in appointing officials on the basis of capability gets compromised. When this happens, service delivery can easily be affected as the competency level of the individuals being appointed is not taken into consideration. However, the argument put forward to defend cadre deployment is that, these people will ensure that the ideology and policies of the ruling party is well supported thereby steering government delivery of services to an optimum level. Nevertheless, this may not be refuted if loyalty is considered important in the pursuance of the governing party's vision.

The issue of placing wrong candidates in jobs is another problem. This means those with appropriate skills are not utilised for the benefit of the community. This challenge is mostly seen in local government where delivery should be seen to be taking place at all times.

Although the government has enacted a number of laws such as the *Skills Development Act* (Act 97 of 1998), to try and develop and improve workers' skills, more approaches are required to collectively address the poor or none delivery of services that has resulted in many people in various municipalities across the country staging a number of service delivery protests. Some of these protests are very detrimental as people become violent and destroy property and infrastructure which would need to be repaired or rebuilt. Money used to address these challenges could have been used for new developments or to improve existing infrastructure.

The focus of the research is, therefore, to establish how best the Municipality can develop and improve managerial skills that are already in place so that the services rendered can be of good and acceptable quality. It is, therefore, essential, especially for a country like South Africa that has workers who require

to be developed, to undertake skills development and training programmes as one of the key areas the government needs to focus on and channel more resources to enable people to realise their potential.

1.4 Justification of the study

The level of corruption in South Africa has gone up tremendously, presumably lack of skills being one of the contributing factors. Public officials have lost the essence of being servants of the public. This understanding is fading away and in most cases instigated by the appointment of officials who lack skills and knowledge for the positions they occupy. It is therefore, necessary to develop strategies on how to impart skills and/or improve the performance of public officials to ensure excellent service delivery.

1.5 Aim of study

The aim of the study is to look at how management skills can be developed to enhance effective, efficient and accountable service delivery in the Vhembe District Municipality (VDM).

1.6 Statement of hypotheses

- Lack of managerial skills and proper training of officials at management level results in a poorly skilled labour force thereby providing poor quality services.
- Lack of the determination to develop proper mechanisms and strategies to provide skills on management contributes to poor service delivery.
- Misplacement of personnel contributes to a poorly capacitated labour force thereby rendering poor services to communities.

- Lack of accountability by officials contributes to corrupt activities and therefore drains available resources thereby depriving communities` quality services.

1.7 Specific objectives of the study

The specific objectives of this study are to:

- Determine the level of managerial skills at the local government sphere by investigating whether officials have the required skills to do their work;
- Investigate mechanisms and strategies that the local government employs to improve the skills and capacity of its human resources, and determine strategies that can be followed in future to fully capacitate officials in order to facilitate the provision of acceptable services;
- Investigate how poor skills that result in poor service delivery by local government officials could be overcome; and
- Investigate how the local sphere of government enforces accountability.

1.8 Scope of the study

The study will focus on Vhembe District Municipality. The study mainly seeks to find out whether the employees of Vhembe District Municipality at management level have relevant skills and knowledge for the positions they occupy. This would determine whether they are capable of producing and providing goods and services of acceptable quality to the communities they serve. Strategies will have to be developed, and a training model designed to assist on how skills can be improved so that the delivery of services could also be improved.

1.9 Significance of the study

The findings of the study will help the public service, local government in general and Vhembe District Municipality in particular, to improve the human resource skills development programmes for growth, thereby resulting in an acceptable provision of goods and services. This will be made possible by providing strategies and a training model that could be followed in the impartation of knowledge and skills to better improve officials` performance and productivity.

1.10 Limitations of the study

A number of foreseeable challenges might hinder the smooth running of the research. The following challenges, amongst others, could delay the research:

- Reluctance by the authorities of Vhembe District Municipality to give the researcher permission to conduct research, for fear of being exposed that they could be employing unskilled officials in positions requiring specific skills. However, the researcher worked hard to get permission from them to conduct the research.
- Reluctance by officials within the Vhembe District Municipality to provide information deemed to be sensitive as that could jeopardise their chances of getting promotions in future. However, because confidentiality was one of the ethical issues to be adhered to, participants were assured that their responses will be treated as confidential.
- Lack of sufficient funds required, for transport, typing, stationery and editing expense. However, the researcher explored opportunities that the university has put in place to assist researchers.

1.11 Reference technique

Sources consulted during the research shall be duly acknowledged. There are a number of referencing styles a researcher could use. One reference technique shall be used consistently. The method chosen for this study is the Harvard reference system. Sieberhagen and Bijl (2004:1) contend that the Harvard method is now an internationally commonly used technique that has become a standard style prescribed even for contributions made to academic journals.

When this technique is used, one is required to write the author's last name first, year of publication and page number/s in brackets. For example, "Mandela continued to express what was the most precious gift that he could give to the people of South Africa" (Mulemfu 2000:5).

Sieberhazen and Bijl (2004:1) further contend that at the end of the research, one should include a bibliographic section that should include all the sources one has consulted when conducting the research. For example, Mulemfu, M.M. 2000: *Thabo Mbeki and the African Renaissance: The emergence of a new African leadership*. Pretoria, Actua.

If a book is written by two authors, both names are written in the reference, but if the writers are more than two, only the name of the first author is written followed by "et al", which simply means: and others. For example, (Eisten *et al* 1955: 42) (Goddard & Melville 2006: 96).

In cases where an author has published two or more works in one year, a distinction between the different works is shown by the use of the alphabet. For example, (Redfield 1988a) and (Redfield 1988b) (Goddard & Melville 2006:96).

It is therefore very important in research to acknowledge the sources that the researcher has consulted mainly for the following three reasons:

- For the sake of credibility;
- For the acknowledgement of the credit; and
- In order to direct readers to related research (Goddard & Melville 2006: 94).

1.12 Definition of operational terms

Concepts and terms that were used regularly in this study are defined below.

1.12.1 Management

Hellriegel *et al* (2012:7) define management as a process of getting things done effectively and efficiently, through and with other people.

Smith *et al* (2007:9) on the one hand define management as a process of planning, organising, leading and controlling the resources of an organisation to predetermined stated organisational goals as productively as possible.

1.12.2 Skills

Rao (2009:4) defines skills as, the ability of human beings to perform a piece of work.

Skills can also be defined as the ability and capacity acquired through deliberate, systematic and sustained effort to smoothly carry out complex activities or job functions involving ideas (cognitive skills), things (technical skills) and/or people (interpersonal skills) (Business Dictionary.com).

Skill can further be defined as the knowledge and ability to perform an activity or task well (online) from the World Wide Web:

(<http://www.eliasmotsoaledi.gov.za/docs/policy/train-pol.pdf> Retrieved February 6 2015).

1.12.3 Training

According to Riekert (2001: 23), training is an experience, a discipline, or regimen which causes people to acquire new predetermined behaviour. Erasmus and Van Dyk (2005: 2) define training as a way in which an organisation uses a systematic process to modify knowledge, skills and behaviour of employees so that it can achieve objectives.

1.12.4 Education

Riekert (2001:23) defines education as the activities that aim at developing the knowledge, moral values and understanding in all walks of a life rather than knowledge and skills relating to only limited fields of activity.

1.12.5 Development

Fox and Meyer (1995:36) define development as a process through which the quality of all human lives is improved.

1.12.6 Human resource development (HRD)

Human resource development refers to, a set of logically planned activities properly designed within an organisation with a purpose of providing its members with opportunities to learn the necessary skills that would enable them to meet current and future job demands (DeSimone & Werner 2012: 4).

Richard Swanson in DeSimone & Werner (2012: 4), on the one hand defines HRD as a process that develops and unleashes expertise from individuals through training and development and also organisation development with the sole purpose of improving workers` performance.

Nadler and Nadler in Swanepoel (ed) (2003: 451) also defines HRD as a learning experience that is solely arranged by the employer, that usually takes place within a specified period of time, in order to bring about the possibility of the improvement of performance coupled with personal growth.

1.12.7 Strategy

There are two different areas in which strategy can be defined, namely organisational and personal. As far as organisational is concerned, strategy refers to the decisions that define the relationship between an organisation and its environment and provide direction for ongoing decision making” (Fox & Meyer 1985:123). As far as personal is concerned, strategy is the use of tricks or manipulation to influence others` behaviour (Fox & Meyer 1985:123).

1.12.8 Effectiveness

According to Fox and Meyer (1985:41), effectiveness refers to a condition in which a focal organisation, using a finite amount of resources, is able to achieve stated objectives as measured by a given set of criteria, and the extent to which a programme is achieving or failing to achieve its stated objectives.

Mafunisa (2004:291) on the one hand defines effectiveness as the achievement of predetermined goals or doing that which is right.

1.12.9 Efficiency

Efficiency according to Mafunisa (2004:291) can be defined as the achievement of predetermined goals with minimum resources.

In view of the above, Fox and Meyer (1995: 41) describe efficiency in terms of costs and the value of outputs, profits or benefits. It has to do with maximisation of benefits with minimum cost.

1.12.10 Service delivery

Service delivery, according to Fox and Meyer (1985:119), means the provision of public activities, benefits or satisfactions. Services relate both to the provision of tangible public goods and to intangible services themselves.

1.12.11 Accountability

Webster (in Hanekom & Thornhill, 1993:150) define accountability as being liable to be called on to explain, and also as being answerable and/or responsible to persons or things.

1.13 Organisation of the study

The study shall be divided into chapters. Each chapter will be focusing on a specific area that contributes to the totality of the research. The chapters shall be as follows:

Chapter one

General introduction and background

Chapter one discusses what the whole study entails. The chapter gives a picture of how the whole study is structured and what aspects and issues are covered.

Chapter two

Literature review

Chapter two gives highlights on literature covering a range of issues. This will include issues on how Public Administration (as practice and discipline) developed. This will give a clear understanding on why it is necessary to equip government officials with relevant skills for the promotion and maintenance of proper service delivery to communities. This will answer the question how human resources in general and skills development in particular, fit into the discipline, Public Administration.

The theoretical framework constitutes the second section of chapter two. This section will focus on what training entails, what processes are followed in the whole process of training and the different types of training.

The third section of this chapter will focus on legislation that regulates how skills development issues should be conducted in different sectors in the country. The section will give an overview of all relevant legislations, why these legislations are necessary, and how they should be implemented by different institutions.

The chapter will further look at the skills development strategy. To be able to accomplish one`s task, one needs to devise strategies on how one will exercise

one`s duties. It is, therefore, imperative to discuss the strategies on how to implement skills development plans.

Empirical research will therefore constitute the fourth section of chapter two. Here, the researcher will look at how skills development issues are handled in Vhembe District Municipality. The section will focus on the rules and regulations, such as bye laws and resolutions of the Municipal Council, on how the development of skills in the Municipality is dealt with, more especially equipping officials at the management level.

Chapter three

Research methodology and design

Chapter three focuses on methodological issues. The chapter will address issues about the methodology to be used in the research. All aspects relating to methodology will be discussed in depth.

Chapter four

Data presentation, analysis and interpretation

Chapter four focuses on the presentation, analysis and interpretation of data. Through this chapter, the study will either confirm or disprove the hypotheses of the study.

Chapter five

Findings, recommendations and conclusions

The findings, recommendations and conclusions on the improvement of skills for proper service delivery of the study will be presented in chapter five and thereafter conclusions drawn.

1.14 Conclusion

Research can only be conducted well if the researcher has put together a proper plan in place. Research cannot be done if there is no problem to be investigated. What therefore influences a researcher to investigate something, should be a societal problem that he/she sees hindering and/or dragging development to be slow.

In this case the identified problem is lack or insufficient relevant personnel skills to provide the required services by communities, especially at the local sphere of government. This presumably results in lack of accountability on actions and omissions by officials, due to lack of understanding, e.g. Policies and procedures.

Although much has been done to help improve personnel skills, there is still a need to do more as the world has become a global village where technology is developing rapidly. This therefore, requires properly trained officials who will easily understand by adapting to new changes and developments quickly.

Chapter 2

Literature review

2.1 Introduction

Chapter two focuses on the literature review. It is comprised of four sections, namely; conceptual framework, theoretical framework, legislative framework and empirical framework.

For one to understand issues on skills development as a Human Resources concept, one should reflect on how Public Administration was developed, both as a practice and an academic discipline. This is necessitated by the fact that Human Resources is a sub-field in Public Administration. Before attention is paid more on the concept, Public Administration, the issue of administration needs to be highlighted first. This chapter therefore, focusses on how Public Administration developed and the link between public administration and Human Resources as skills development is a concept in the latter field.

2.2 Conceptual framework

The concepts administration and management are discussed to lay a foundation showing the link that exists with training. These concepts are discussed at length next:

2.2.1 Administration

Thomas Woodrow Wilson (in Gildenhuys (ed.) 1988: 10), contends that administration is the executive side of government. Put in simple terms, it is what

a government does in response to the needs of its citizens. Cloete (1988:1), in this instance is of the opinion that, wherever there are two or more people, who are having a joint effort focusing at achieving a common objective one will find administration. Administration has been there for as long as the government existed. However, it should be clearly noted from the onset that administration during the olden days was not as complex as it is today. This is necessitated by a number of factors including amongst others; population diversity and technological developments. Governments are constantly required to do things that are no longer exactly what they were expected to do in the past, thereby requiring new ideas and methods for the proper management of societal affairs. Administration should always consider public opinion. It is such opinion that guides public officials on what is relevant to the community they serve (Gildenhuis (ed.) 1988: 14).

According to Fesler and Kettl (1991: 16), Woodrow Wilson together with Frank Goodnow, viewed administration and policy (i.e. has to do with politics) as two distinct and separate concepts. Their works came up during the late 19th and early 20th century. The idea was to separate administration and politics which at that time were considered the same domain.

Gildenhuis (ed.) 1988: 19) puts forward an argument in justifying the separation by indicating that administration is a means of putting politics into convenient practice. By this, the scholar tries to draw a line between politics and administration and looks at administration as a mechanism used to apply politics in addressing people`s needs, what can simply be called service delivery.

2.2.2 Woodrow Wilson`s article: The study of Administration

Woodrow Wilson wrote an article; “The study of Administration” in 1887. The article was published in the Political Science quarterly. This was necessitated by a number of factors including amongst others; the civil war that America experienced which left long lasting scars including the un-acceptance of the African Americans in the governance of the country and its administration. Due to this exclusion, this section of the population`s lives never improved. Secondly, patronage and the spoils system was followed in the appointment of staff for the civil service. This however, changed later where the merit system was introduced. The merit system was introduced after an applicant who was rejected for a public office assassinated president Garfield (Gildenhuys (ed.) 1988: 59).

Wilson in his article focused more on addressing the challenges that the government faced on personnel issues, organisation and methods. As far as personnel issues are concerned, he argued that, the patronage, nepotism and spoils system that was being practised at that time needed to be replaced with the merit system. He further suggested that a way should be found on how to best introduce the merit system properly (Gildenhuys (ed.) 1988: 60).

Administration can therefore be defined as a system of structures and processes, operating within a particular society as environment, with the objective of facilitating the formulation of appropriate government policy, and the efficient execution of the formulated policy (Fox, Schwella and Wissink (in Du Toit *et al* (2002: 5).

Woodrow Wilson further argued that running a constitution is getting harder than framing one. This implied that the activities that the executives are required to do, are becoming very complex such that public officials need to be trained

specifically to be equipped with the requisite knowledge. Wilson wanted to show that natural wisdom without specific training that focusses specially on key functional areas of government cannot help officials in avoiding committing mistakes so as to be efficient and effective in servicing communities, thus justifying a need for training officials (Henry 2007:26-27).

2.2.3 Efforts leading to the division of politics and administration

Administrative decisions are directed by political decisions. However, there should be a conscious and careful line drawn between the two. Reformers of the civil service in the American administration were more concerned with the subsequent meddling of politicians with issues that are purely administrative. This was the main reason that led to an idea of separating politics and administration leading to the stage considered to be the first one in the development of Public Administration as an academic discipline termed; the Politics-administration dichotomy (Gildenhuys (ed.) 1988: 61).

2.2.4 Public Administration

From administration, the focus will now be on public administration. This section will focus on how Public administration developed as both an activity and discipline.

2.2.4.1 Definition of public administration

According to Cloete (in Du Toit *et al* (2002: 4), public administration can be defined as the administrative processes that must be carried out together with other actions undertaken by government institutions and public officials.

Nigro and Nigro (1984: 11) are however of the opinion that, defining public administration as a concept is somehow not simple. They therefore provide a number of statements in an effort to describe what public administration entails; *viz*:

- It is a cooperative group effort found in a public setting;
- It covers all the three branches; executive, legislative and judiciary including their interrelationship; and
- It has a very important role it plays in public policy formulation and as such forms part of the political process.

From the definitions above, one can deduce that, public administration takes place within a particular environment. This simply means that there are some factors that influence this process as the environment would be having some factors that derive what is needed to be addressed such that a policy has to be formulated aimed at addressing societal needs. Ultimately there should be implementation of such policies. Public officials are therefore, needed to implement such policies. The reason why this study is being undertaken is to determine whether officials are properly skilled to meet their responsibilities effectively, efficiently and economically such that they could show being accountable at the end of the whole process.

2.2.4.2 The development of public administration

Hanekom (in Gildenhuis (ed.) 1988: 67), states that public administration is as old as civilised man. The formal study however, started in the United States. This was after Woodrow Wilson's publication of an article; the study of administration in 1887 referred to previously. Public Administration as an academic study developed through a number of stages, the major ones being four, and they are, separation of politics and administration/politics administration dichotomy in 1900–1926, Scientific management in 1927-1937, Identity crisis/Dispair in 1938-1970 and Revival/Synthesis from 1970 to-date.

Stillman II (c1988: 6), contends that the word Public Administration has dual usage. It is used as a field of study, referring to the intellectual inquiry conducted by scholars and/or philosophers in the field and as a process or activity, referring to what public officials do in their daily administration of public affairs. The former being informed by the latter as the practices of people are the ones scholars should focus on when doing research that is aimed at improving people's lives.

This dual meaning referred to above, makes one to raise a question on whether public administration is a science or an art. In answering this question, Stillman II (c1988: 6) indicates that the discipline that looks at the study of Public Administration is its science and the practice by public officials constitutes the art of public administration.

In support of the above regarding theory and practice, Du Toit *et al* (2000: 17) argue that the discipline, Public Administration is informed by what public officials do. Academics in this instance came-up with what constitute the content of Public Administration through their observations of what public officials do.

Hanekom (in Gildenhuis 1988: 68) further states that it is of importance to note that the development of the practice and the theory of public administration goes hand in hand. A number of writers, viz, Socrates, Aristotle and Plato made contributions in the field although their focus was mainly on the practices of officials in the public service.

It was as a result of the administrative reform in the public service that it became necessary to provide potential government officials with training. This necessitated a need for the development of programmes in Public Administration at universities. All these efforts started around the nineteenth century. This provided an opportunity for Public Administration graduates to lead administrative reform in the US government. Ultimately the New York City Bureau of Municipal Research was created in 1906, and this resulted in the professionalisation of public administration. The responsibility of the Bureau was to look at governmental programmes and train people to pursue careers in the public service (Nigro & Nigro 1984: 12).

2.2.4.3 public administration as an activity

Public administration as an activity refers to what public officials do as their daily responsibilities. This is about the functional responsibilities as required in respective officials' functional areas that are simply referred to as departments. For example, teachers teach learners, nurses care for patients, magistrates adjudicate cases in courts, etc. (Du Toit *et al* 2002:12).

Ancient writers such as Socrates, Plato, Aristotle, Cicero and Polybius made some efforts and described the practice of public administration. These philosophers merely described how public institutions should practise public administration and did not come up with an idea of developing an academic discipline. However, efforts through what was known as the *Kameralwissenschaft*

(Camaralism) were made to have the very first training of public officials for public service. Frederick Wilhelm I of Prussia therefore, established what was called professorships in 1729 for purposes of such trainings (Gildenhuys (ed.) 1988:135).

public administration as an activity originated from people`s needs. People`s basic needs include amongst others: food, water and shelter. This becomes a reason why the concept of service delivery comes to picture. It therefore becomes reason enough for a government to provide such needs to its people for survival. Public administration comes to the fore on how to administer and manage processes so that people can be provided with such services to address the needs they have (Du Toit *et al* 2002:7-9).

It therefore becomes the responsibility of all three spheres of government according to the South African government setup. To do their constitutional obligation of providing required services. Local government in particular has a responsibility as outlined on schedule 5 Part B of the *Republic of South Africa Constitution*, 1996 to deliver goods and services like, water provision, electricity provision and refuse removal amongst others, to people falling within its jurisdictional area (Du Toit *et al* 2002:12).

For a proper functioning of any organ of state, Cloete (1998:214) identified what he calls generic functions that he argues, enables the proper functioning of institutions for proper service delivery. The functions are: policy making, organising, financing, personnel/staffing, work procedures and methods, and control and rendering account. The generic functions are mutually inclusive. This simply means that, there is no any generic function that can materialise without being complemented by the other functions.

It is because of the above that it becomes important to seriously look at issues of skills development to make officials effective, efficient and economical in their

endeavour to provide goods and services that are acceptable to their communities. This is required in terms of Section 195 (1) of the *Constitution of the Republic of South Africa*, 1996. Coupled with the above, officials are required by the Constitution to show a sense of being accountable on their actions and inactions for the justifiability of such.

2.2.4.4 Public Administration as a field of study

Bayat and Meyer (1994:5) contend that as an academic discipline, Public Administration developed after practice. Therefore, the practice of public administration is as old as mankind practising it. During the 5th century BC, training was done on the employees of the public service in China. Trainees were expected to write very strict examinations and subjected to a rigorous selection process. As an academic discipline, Public Administration started through the publication of an article by Woodrow Wilson as indicated earlier. The article was published in the political science quarterly in the United States of America in 1887. The article was titled; *The study of Administration*.

The main issue Wilson raised in his publication was that, it is not easy for public officials to understand the complexities of the public service if they are not trained in the field of Public Administration. From the onset, this simply indicates that the very first scholars in the field made suggestions for a public service which is manned and run by professionals who are properly trained and such would result in the prevention of wastages, inefficiency and ineffective use of resources (Gildenhuis (ed.) 1988:69). Coetzee (1991:11) supports the issue of having a professional public service putting down the following argument; that, each trade in life is a profession, and as such for one to become a professional public official, that individual is expected to be trained in the field of Public Administration.

Bayat and Meyer (1994:6) contend that Public Administration as an academic discipline went through a lot of tough and trying times. This made philosophers in the field to come up with rational debates for the right of the existence of the subject.

Coetzee (in Bayat & Meyer 1994:7) asserts that a university discipline needs to meet certain requirements for recognition in the world of academy. The requirements are; formal and informal recognition, there must be standards in existence which are adhered to uniformly, there must be rules (benchmarks) and they should be complied with: the discipline must be relevant to society and there must be literature available with ample possibility of drawing theory from practice. Furthermore, the status of the discipline is determined by the length of the time it existed and that the education authorities must approve the subject as a university discipline.

Gildenhuys (ed.) 1988:69) outlined four main phases through which Public Administration as an academic discipline developed. The phases were developed by Waldo, Mosher, Henry, Golembiewski and Caldwell. In contrast, Henry (2007:26) argues that the discipline followed about six paradigms in its development. However, the information in some of the paradigms falls within one phase in the division that consists of four phases. By virtue of this reason, this study will cover the four phases of development. It should however be noted at this point that Henry (2007:26) further argues that the phases were mainly characterised by two elements which are “locus” and “focus”. Locus is about the institutional habitat of public administration. I.e. where it is located. In this instance, it is the government bureaucracy. The focus on the one hand is about the content or the body of knowledge it carries which should include a study of some principles of administration.

The discussion on the development of the academic discipline on this study will therefore, focus on the four phases identified by Gildenhuys (ed.) 1988:69). The

phases together with their approximate years within which they took place are; Separation of politics and administration/Politics administration dichotomy phase (1900-1926), Scientific management phase (1927-1937), Identity crisis/Dispair phase (1938-1970) and Synthesis/Revival phase (1970 to date).

2.2.4.4.1 Politics administration dichotomy phase (1900-1926)

The politics administration dichotomy phase started after the introduction of what was called; “The Public Administration Movement” in the United States. The aim behind this movement was to try and separate politics and administration. This was because of the understanding that, politics should only focus on policy issues and administration on the execution of such policies. Goodnow, due to these developments published his work “Politics and Administration: A study of government” in 1900. In his work Goodnow tried to come-up with a clear separation of politics and administration which could leave administration being executed in a corrupt free environment. Henry (2007:27) argues that, to Goodnow, the legislature has a responsibility of showing what the state wishes to do through the formulation of policies. The legislature is assisted by the judiciary in the interpretation of such policies. And when it comes to execution, the executive has a responsibility to implement government policies without bias. This therefore, was the question of where public administration is/should be located; termed “locus” which to Goodnow is the executive governmental institutions. Another American scholar who wrote a book about the field is Leonard Dupee White. His book is titled, “*Introduction to the study of Public Administration*”. To White, this phase was a value-fact dichotomy phase where politics was equated with value and administration with fact (Gildenhuys (ed.) 1988:70).

During the early 20th century, scholars` focus on Public Administration was heavily influenced by the formation of a “Public Service Movement” in the United States. The movement was concerned more about reformation in America. It was during the period that John D. Rockefeller founded the New York Bureau of Municipal Research that was well-funded. This was in 1906. The Bureau assisted very much in laying down what was then called “the groundwork” of what Public Administration should be. This was done by coming up with some guides on a number of public administrative activities. Although these research activities were earmarked for the improvement of the New York City`s governance, it spread to other cities in the US and also abroad (Henry 2007:27).

Further developments took place and this led to an idea of introducing professional schools aimed at training public administrators that would ultimately lead to technical degrees. The end results of all these efforts was the establishment of a successfully running training school for the public service by the New York Bureau of Municipal Research in 1911. This led to the production of the first trained corps of public administrators. This success encouraged scholars in the field to work harder for an independent discipline of Public Administration. Leonard D. White wrote a book in the field titled “*Introduction to the study of Public Administration*” in 1926. This afforded Public Administration with a full academic legitimacy (Henry 2007:27-28).

Hanekom and Thornhill (1993:32) contend that it was between 1914 and 1920 that Public Administration established itself as an academic discipline. This was started in the United States, where universities started to offer formal training programmes in Public Administration. White`s book however, boosted the literature of Public Administration. This is the case as his book was solely devoted to the discipline, Public Administration. Due to the value-fact view of White, he felt that policy-making should be studied by political scientists who according to him are the ones responsible for policy-making and public administration would be looking at how those policies could be implemented.

2.2.4.4.2 Scientific management phase (1927-1937)

This phase was mainly concerned with the focus of the discipline, Public Administration. It was about the content that should constitute the subject Public Administration (Gildenhuis (ed.) 1988:70-71). A second book that was regarded as a fully-fledged text in the field was written by W.F. Willoughby titled “*Principles of Public Administration*” in 1927. The publication of this book was greatly influenced by the Scientific Management Movement which was led by Frederick Taylor and others. A lot of interest developed in the field and government officials who started to have professional associations. Programmes in Public Administration were designed by institutions of higher learning (Henry 2007:28-29).

The Scientific Management Movement therefore, claimed that for proper administration and management, there are some specific principles which should be followed and these principles needed to be discovered. Once these principles are followed, the public sector will then be efficient and economic. Luther H. Gullick and Layndall Urwick ultimately came-up with the principles of management in their work; “Papers on the Science of Administration” which were anagrammed, POSDCORB. This stands for *Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting*. It was therefore argued that these principles could be applied successfully anywhere. The public sector was thereafter in demand for properly trained officials. As such, Public Administration as a field of study developed tremendously (Hanekom & Thornhill 1993:33).

Although it was difficult to draw a clear distinction between politics and public administration in the real operational world, the idea was carried forward to separate the two. This gave Public Administration an opportunity to evolve to become a fully-fledged discipline. The evolution took place through the borrowing from other sciences and by this, developing its own theoretical framework in its

process of developing its own body of knowledge. What actually entails public administration should be the purpose of government, policies, organisational structures, financial matters, human resources issues, public accountability and governance issues (Thornhill *et al* 2014:9).

Thornhill *et al* (2014:12) further argue that during the 1920's in South Africa, the University of Pretoria called the study of Public Administration: "*The study of the Blue Books*". By this they referred to the official publications of the public sector. This in a way influenced heavily the curricula of Public Administration to focus on the operational activities of public institutions. This whole idea made it clear that Public Administration is both an academic field and practice.

Henry (2007:29-20) however, noted that these developments were heavily criticised. The likes of Chester I. Barnard and Herbert A. Simon were the pioneers of those criticising the move and argued that politics and administration could never be separated. The principles of management were however, seen as applicable anywhere to a successful administrative process.

2.2.4.4.3 Identity crisis/Dispair phase (1938-1970)

Public Administration was heavily criticised by scholars who were against the move of having an independent discipline separate from Political Science. This was termed its anti-climax period. There was a lot of critique on the principles of management. Scholars like; Chester I. Barnard, Fritz Von Morstein-Marx and Herbert A. Simon were amongst those who were against these developments. Questions like whether politics and administration could be separated were asked. This led to an analysis of the managerial principles, resulting in an understanding that each of these principles could be countered and therefore rendering them non-existent (Gildenhuis (ed.) 1988:71-72).

Writers in the field, Public Administration started to leave the field due to fear that they would be isolated academically. Students of Public Administration felt it safe to remain under the main discipline, Political Science, and this was influenced by the linkages that were perceived to be very strong between Public Administration and Political Science which was the public policy-making process. It should however, be noted that in the mist of this whole uncertainty, intellectuals in the field wanted a viable alternative, i.e. an administrative science, and this did not materialise (Hanekom & Thornhill 1993:34-35). These obstacles made Public Administration as a field to lose its initial idea of separating totally from political science and become an independent subject. Articles pursuing public administration ideology were no longer published in journals thereby oppressing in a way the development of the subject (Henry 2007:33).

Due to the feeling by scholars of Public Administration that in Political Science they were being relegated at the back, they wanted an alternative location. The alternative to them was to be the management option also called “administrative science or generic management”. However, management as a paradigm was seen to be providing a focus instead of a locus. Public Administration started to regain credibility during this period. During the early sixties, the generic management was seen to be applicable in different sectors, be it public or private (Henry 2007:34).

2.2.4.4.4 Synthesis/Revival phase (1970 to date)

Public Administration as an academic discipline regained momentum from 1970. The subject was taught as an independent field of study across the world. Scholars in the field have developed reliable scientific approaches and methods and as such the subject is rich with knowledge as guided by theory and practice. In South Africa, J.J.N. Cloete who is regarded as the father of Public Administration in the country, came up with an analytical framework that has six

categories. In a way Cloete re-arranged the POSDCORB principles and came-up with what he named the generic principles. They are generic in the sense that they are omni-present. These principles are therefore mutually inclusive, meaning that one generic principle cannot materialise without the other principles. The principles are; Policy-making, Organising, Financing, Personnel, Work Procedures and Methods and Control and rendering account. These principles together with the functional activities and the auxiliary activities, such as decision-making, communication, programming and data processing constitute the focus of Public Administration. This should be seen to fit well as the focus of this study is training which is a component of personnel (Hanekom & Thornhill 1993: 35-36).

The generic functions form the basis of any administration in institutions. The daily operations and activities of public officials are determined and guided by these functions. It should however, be noted that during the second phase of the development of Public Administration as an academic discipline, scholars came-up with what they termed managerial functions. These functions are anagrammed POSDCORB. From these, Hellriegel *et al* (2012: 8-9) maintained that there are four main functions of management, *viz*: planning, organising, leading and controlling. The scholars adopted these four functions from Henri Fayol who was a French Industrialist who however, proposed five principles which are, planning, organising, commanding, coordinating and controlling. This initiative came up during the 19th century. The focus of this study will however, be mainly on the four principles advanced by Hellriegel and others as already indicated above. Managers mainly focus on these tasks on a daily basis hence the concept, public management. On this note, Wissink (in Du Toit *et al* (2002: 18) state that public management is part of public administration. Public management is simply the skill to convert resources into services and products.

In essence this implies that, a focus on management as a concept is imperative so as to put the study in proper perspective. This is the case as the study

focusses on management skills. A thorough discussion on management therefore, follows next:

a) The concept management

Management plays a vital role on the daily running of activities in different institutions. To Fox and Meyer (1995: 77), management is part of public administration and this is where those who, within the general political, social, economic, technological and cultural environments including the specific environment suppliers, competitors, regulators and consumers, is charged with policy making, planning, organising, leading control and evaluation. This requires skills such as decision-making, communication, change management, conflict management, negotiation skills as well as being able to analyse policies, manage strategies and organisational development. This requires one to have knowledge and be able to utilize certain managerial aids including the following: computer technology and information management. Proper direction could therefore, be given by management of where an institution is headed to. Incumbents in such senior posts should therefore be visionary and skillful to lead the institution to the right direction. For such to materialise, managers should be familiar with managerial principles. A discussion of these principles therefore follows next:

b) The management process

Management process can be described as a systematic organised order that is followed in management in order to achieve specific goals. The term is used for collectively distinguishing all management functions that fall within an accepted classification of framework. As outlined above from Hellriegel *et al* (2012: 8-9), the components are fourfold, viz: planning, organising, leading and controlling. These components are therefore discussed next:

i) Planning

Planning according to Hellriegel *et al* (2012:9), has to do with the definition of the objectives of an organisation. After objectives are clearly defined, there is a need to come up with ways on how to reach them. Three reasons can therefore be identified why managers plan; *viz*: the establishment of an overall direction of an organisation`s future; the identification and commitment of organisational resources for the sole purpose of goal achievement; and the determination of tasks that should be performed so that the pre-set goals could be reached. Smit *et al* (2007:9) add another element of planning as of determining the vision, mission and goals of the organisation.

Erasmus *et al* (2015: 17) define planning as a process that involves activities of management with the determination of the mission and goals of an organisation.

Planning can further be defined as a process that entails taking decisions in advance on what to do, how, when and by who (Fox, *et al* 1991: 47). Planning follows only after a policy has been made. It is therefore, only after a policy has been formulated that a plan is designed by specifying policy goals to enable the attainment of objectives possible.

On the one hand Hellriegel *et al* (2012: 9) define planning as a process of activities that entail the definition of objectives within organisations.

From the two definitions given above, one can deduce that planning looks at the future by identifying activities that can best address societal needs.

Liebenberg & Steward (eds.) (1997: 37 & 39) support the above view of the future focus of planning as a key to the process. They also put forward another component that is seen to be important, that of interdisciplinary. This provides for

the coordination of expertise from different sectors and focus on mutual problems so as to enable the process to reach the long-term objectives and goals effectively. It should further be indicated that resources available to be exploited in serving communities are scarce, and as such it is necessary to develop strategies on how to best utilise them, thus, proper planning becomes a necessity.

According to Hellriegel *et al* (2012: 9), the planning process requires that, after the main objectives have been clearly identified, clear and practical ways that will enable officials responsible for implementation to achieve objectives should be designed. Planning is necessary to enable organisations to establish the direction for the organisation holistically. It is through this main objective that resources could be clearly identified and committed positively solely for the achievement of the organisational goal. Tasks that need to be performed to achieve pre-set goals could well be determined through this planning process.

The main focus of planning according to Erasmus *et al* (2015: 17) is threefold, *viz*: the setting of a goal where the vision and mission of the organisation is set; thereafter, the development of plans and ultimately implementation.

The planning process will of necessity make provision for the setting of standards to be used to measure progress of activities. Furthermore, planning helps in instances where changes are necessary due to either internal or external influences. If a plan has been put together well, responsible officials can cope well with such changes as guidance would be clear (Rao & Krishna: 2009: 35).

This is the guidance that Van der Walldt and Du Toit (1998: 181-182) indicated as a matter of importance. This gives good guidance to especially senior officials in institutions who should lead in the provision of goods and services to facilitate the institutional achievement of its purpose, mission and objectives. Plans vary from short to long-term. However, such periods can be adjusted dictated by

circumstances. Of importance to note therefore is that, at each level within institutions, some kind of planning takes place and the top management carries the final responsibility of the final plan.

Erasmus *et al* (2015: 18) argue that planning is important due to the following reasons: it gives organisational direction, it provides and promotes coordination necessary for smooth running of activities by departments, divisions, sections and units within organisations, it requires that managers be focused at the future, it again makes organisations to be up to date with developments, e.g. technology and the insurance of cohesion and stability in an organisation.

Kuye, Thornhill and Fourie (eds.) (2002: 148) are of the opinion that for an effective planning process, the following principles are of importance:

- To interpret the pre-set goals and objectives correctly as they come from those responsible for planning at senior levels;
- Getting both the ideas of junior and senior officials directly affected by the planning process;
- The formulation of policies and procedures that would enable the attainment of pre-set goals;
- Development and weighing of the best possible alternative from amongst many to get positive results;
- Set timelines so the process cannot go endlessly, without completion;
- The determination of performance standards to be used for the measurement of results; and
- The identification of the resources that should be invested for the achievement of the set goals, which include amongst others: equipment, money and people.

Proper planning finally brings about a number of positive results which include amongst others: well handling of change; proper provision of direction; provision for the unification of the work holistically, an increased well-coordinated

participation by interested parties and the facilitation of control (Fox, *et al* 1991: 49).

ii) Organising

After the planning stage has been performed, well packaged ideas are supposed to be put into practicality. An organisation that is properly put together, is required for a good facilitation of a good plan. In organising, individuals and groups are assigned with the tasks that were identified during the planning stage in order to achieve the objectives which have been set-up during planning. There should be an organisational structure that will facilitate an effective functioning of the organisation to objectively achieve objectives (Hellriegel *et al* 2012:9).

Cloete (1991: 112), defines organising as the classification and grouping of functions or activities and therefore allocating same to institutions and workers in a pattern that is orderly enabling workers at the achievement of pre-set objectives.

Botes, *et al* (1996: 343) assert that, when two or more people work together with one objective that they want to achieve, there would be administration. This therefore makes it necessary to formalise such a relationship within that particular organisation. An institution will therefore be required to put a plan in place after which it can work on its internal structure according to Hellriegel *et al* (2012: 9). This is an enabling factor for a successful implementation of the institutional plan. The process of organising therefore, entails dividing tasks and creating smaller units that could manage these tasks effectively. The organisational structure should be established in such a way that the functioning of the whole institution will provide an environment that enables the achievement of pre-set objectives as planned.

When organising, resources that are desperately required by institutions are arranged properly for the achievement of institutional goals. The resources in question include amongst others: people, material, technology and finances. In this instance, organising can further be described as the division of work, allocating authority and responsibility and finally making sure that tasks are properly coordinated within units (Rao & Krishna 2009: 35).

Fox, *et al* (1991:65) identify the constituent elements of organising as follows: horizontal/vertical division of work/labour; a hierarchy depicting centers of authority with relation to superior-subordinate relations; the provision of rules and procedures and the selection process and promotions that are based on merit. In Botes *et al*'s (1996: 347-348) language, some of the important aspects to be considered in the process of organising include; line and staff units, span of control, unity of command, delegation of authority, centralisation and decentralisation, and coordination of activities.

When functions are divided, they are commonly divided on four main bases; *viz*: "Similarity of functions; geographical area; nature of service; and clients to be serviced" (Cloete 2012: 170).

iii) Leading

Leading has to do with the communication and motivation that should be done, especially to subordinates by senior officials in the execution of duties as outlined by the plans in the organisation. This is a very important support function within organisations. Leading actually takes place even in the planning stage (Hellriegel *et al* 2012:9).

Leadership entails the ability to convince people to follow one willingly (Minnaar & Bekker: 2005: 139).

Fox *et al* (1991: 91) define leadership as a way that could accommodate various situations within organisations in terms of having an impersonal influence that is exercised within a particular situation and thereby directed through the communications process in order to attain specific objectives as initially set.

Leadership can also be defined as a process whereby one individual commands an influence over others in achieving organisational objectives (Van der Waldt & Du Toit: 1998: 196). This has to do with the inspiration one gives to his/her followers to execute organisational activities. In doing this, a leader uses the power and influence that he/she possesses by virtue of him/her being respected and looked upon by followers.

Minnaar and Bekker (2005: 157) however, are of the opinion that one cannot be taught to become a leader. The quality of leadership should be inborn such that one can then receive proper guidance and subjecting the incumbent to the correct type of environment. It can further be argued that, human beings are multifaceted and this in itself requires that such facets should be accounted for so as to develop one`s leadership skills. The facets are amongst others: the formal and informal qualification obtainable through education and training; coaching that will enable one to improve his/her performance; and proper mentoring that tries to help one to have career development.

Fox *et al* (1991: 91) assert that for the best achievement of objectives, people need to work as a team. It is therefore from within the team that one person be identified to give direction, as a leader. One`s personality traits determine his/her ability to can lead. He/she should have the potential to motivate or influence his/her team members convincingly. Van der Waldt & Du Toit (1998: 196) put more emphasis on teamwork with a leader acting as one overseeing the whole activity in totality. A leader strives to unify a team and work effectively towards the accomplishment of objectives displaying loyalty towards those who belong to

the same team with. The personalities and circumstances prevailing require interaction for good coordination to achieve objectives.

Subordinate officials always need to be guided and supervised positively for effective execution of their duties. Senior officials should always communicate and provide the necessary and required motivation to their subordinate officials to show leadership. Whatever everyone in the organisation does, should be aimed at the achievement of the objective of the institution (Hellriegel *et al* 2012: 9).

The ultimate objective of leading is to create a condition conducive enough for workers to cooperate and work together with a common objective in mind; that of furthering the collective interest of society and meeting societal needs as per the institutional plan. The most important activities that should be pursued in the leading function are: to motive followers; leading them properly; to properly deal with groups and the processes of the group; and a well-structured communication process and channel thereof (Thornhill *et al* (eds.) 2014: 109).

iv) Control

Control has to do with monitoring individuals or groups` performance on how they execute their duties within a provision to apply corrective measures if not performing up to the required expectation. When a manager or senior official exercises his/her control function following the systems that are properly put in place, he/she can quickly pick-up any challenge if the work is not progressing as planned and can therefore take corrective steps at the earliest point. The following can be done to monitor work in progress and action taken if necessary: the setting of standards of performance; the measurement of the current performance against the set standards; taking action if there is any deviation; and the adjustment of the set standards if deemed necessary (Hellriegel *et al* 2012:9).

Fox *et al* (1991: 118-119) define control as a process that entails the monitoring of activities in the wake of determining whether the different individual units in the organisation and the institution at large are obtaining and utilising resources efficiently and effectively for the accomplishment of pre-set goals and objectives, and if not, corrective actions implemented. The process of control can be informal or formal. However, public administration should mainly focus on the formal side of control where measuring, comparing and correcting as corrective measures play a very important role.

Control is exercised to ensure that whatever public officials do, should be for the benefit of the society. Community interest should always be prioritised over personal value preferences and interests. Various measures are followed in exercising control and they include the following: written reports; inspection and investigation; auditing; cost accounting, cost comparison and cost analysis; statistical returns and performance management. These are the formal control measures followed within organisations. Control has however its informal side. This is exercised through supervision by senior officials. Compliance with control measures is an indication of accountability within every level at which respective officials serve (Cloete 2012: 270-276).

The purpose of control is to ensure that actions and every contribution by employees assists towards the accomplishment of institutional goals and objectives. It helps to align all activities towards goal achievement. When control is exercised, individual and group performance is observed, measured and compared with initial plans. If performance does not meet expectations, corrective action should be applied. Four main elements are therefore to be followed if control has to be a success; *viz.* the setting of performance standards; the measurement of the actual performance; comparison of the actual performance with the set standard; and efforts at correcting unacceptable action if any towards the accomplishment of a goal or objective (Rao & Krishna: 2009: 36-39 and Van der Waldt & Du Toit: 1998: 201).

In exercising control, one needs to monitor individuals` and groups` performance under his/her supervision when executing their duties. Thornhill *et al* (eds.) (2014: 179) contend that monitoring entails the tracking of organisational activities on a regular basis. It is an oversight role that takes place from the inception of a project and/or the delivery and supply of goods and services until the end of the process. This is therefore, not a once-off activity. The tasks in exercising control are integrated so as to collect the required data in the implementation process ensuring that the plan is executed accordingly for the achievement of pre-set goals.

Corrective measures should be undertaken if determined that performance is not up to the expected standard. If control is exercised properly, challenges and factors that could lead to poor performance can be identified quickly before any damage has been incurred and attended to. This becomes possible only if the monitoring process is done properly. Proper monitoring that can yield positive results requires a good plan that includes the following: the setting of standards of performance; the measurement of the current performance against the set standards; taking action if there are any deviations; and the adjustment of the set standards if deemed necessary (Hellriegel *et al* 2012:9).

Fox *et al* (1991: 118) are of the opinion that institutions can have good plans, design acceptable structures to execute such plans, perform the leading function very well, but might end up failing to achieve pre-set objectives as required and expected by their initial plans. This could necessarily be due to poor control measures that fail to detect and deal with unethical conduct in the process for example. This therefore requires, that proper control measures are put in place to prevent and/or minimise deviations in implementing organisational policies and plans. Where control is properly exercised, all deviations are attended to as soon as they arise by applying corrective measures.

Control should run through the whole process of rendering services to beneficiaries. Without proper control measures in place, officials can easily deviate from what they should do and how they should do it thereby delivering poorly rated services. Without control, corruption can be rife in institutions. Control ensures accountability and this requires that activities are executed transparently (Botes *et al* 1996: 361).

The generic functions are a basis of administration in any institution, a brief discussion of these functions therefore, follows next. However, of the six functions, four will be discussed as two were discussed above under managerial functions as they fall under both categories. The ones that follow are Policy making, Financing, Personnel, and Work procedures and methods, and the ones already discussed are: organising and control and rendering account.

c) The concept administration

It is imperative to give an exposition on administration as a concept. Skills development or commonly known as training is a component of personnel/staffing/human resources management, an aspect constituting the principles of administration. This therefore makes sense to also touch on these principles, and a discussion on these follows next:

i) Policy-making

Anderson in Kuye *et al* (eds.) (2002: 73) define policy as “a proposed course of action of a person, group or government within a given environment providing obstacles and opportunities which the policy was proposed to utilise and overcome in an effort to reach a goal or realise an objective”.

Cloete and du Coning (eds.) (2012: 4), on the other hand, define policy as “a statement of intent or an action plan to transform a perceived problem into a future solution”.

Policy can furthermore be defined as “the authoritative allocation of values through the political process, to groups or individuals in society” (Easton 1953: 129).

Gumede (in Venter and Lansberg (eds.) (2011: 166) defines policy as formal and public known decisions of a government emanating through predetermined channels in a particular administration. It is however, acknowledged that public policies are not the sole domain of formal processes, but also informal ways that include bargaining.

From the definitions above, one can deduce that a policy is informed by the challenges and problems coupled with the values of a society. Governments and private institutions alike try to design ways and means on how best societal problems can be resolved. Venter and Lansberg (eds.) (2011: 166) further support this notion by looking at policy as an output or outcome that is the result of a process of a rigorous interaction between different people who represent different groups with many different interests. Thus, at the end, a policy seeks to see a positive impact on people`s lives being the results after its implementation.

Scholars in the field of public policy making somehow differ on where the process of policy making begins and end if any of such does exist. Policy should however, be seen as a cycle that is logical which tries to address societal problems by exploiting all the available resources; *viz.* human, finance and time (Thornhill *et al* (eds.) 2014: 158-159).

Fox *et al* (eds.) (2012: 5) and Cloete (2012: 124) put down the reason why and how the issue of policy originated as something that came about when the

number of people staying together grew and by living together they became less-supporting and started to be interdependent. Societies were therefore, established by the different communities when they joined each other. This resulted in a need for the provision and supply of goods and services. This kind of service could not be done by individuals, but requires collective effort. Institutions that could be responsible for these provisions need to be established. After such establishments, requisite decisions have to be taken that may lead to what is now called policies at addressing such communities` needs.

Thornhill *et al* (eds.) (2014: 161) further indicate that policies result from a sequence of steps that require decision-making. In this instance, there are a number of decision making models policy makers could follow; viz: Rational comprehensive, Incremental, Mixed-scanning, Garbage can and Decision-accretion. The first on the list however is the most favoured as it requires efficiency and effectiveness in the provision and supply of goods and services.

ii) Financing

Botes *et al* (1996: 314-15) argue that it is common knowledge that, no institution can function without funds. Government activities are financed through public funds. These monies are collected in a variety of ways including the following: taxes, levies, fines and loans. A state therefore starts a financial year with R0.00 and should utilise all monies received and remain with R0.00 at the end of a financial year. The money allocated for different programmes and projects should be spent accordingly as prescribed by legislation. In doing this, communities could be provided with services in an efficient and economical way as provided for by section 195 (1) (b) of the *Constitution of the Republic of South Africa, 1996*.

Planning for funds requires budgeting. This enables institutions to know how income will be generated and how it will be spent. Because governments get a

lot of income through tax, citizens should be properly represented in government decision making structures to legitimise any decision taken. Legislative institutions are therefore composed of elected representatives of citizens in democracies. Legislative bodies are therefore the governing structures that are legitimate bodies to legislate tax in order to have income. This will be the money that will be used to provide goods and services to citizens. Appropriation of how money should be spent is done through budgeting (Cloete 2012: 192).

Liebenberg and Stewart (eds.) (1997: 66) therefore define a budget as policy statement expressed in financial terms. It declares the goals and objectives of an institution that should be achieved through spending money available and properly allocated for that purpose. A budget runs for a particular period called a financial year and it's normally for twelve months.

Proper and clear procedures are very essential when dealing with money. Governments, across the world treat finance as a very sensitive matter and as such, put in place procedures on both estimates of income and expenditure that are contained in the budget. The budgetary procedure can be divided into three main parts, *viz*: the preparation phase, the approval phase by the legislature; and the implementation and control phase (Cloete 2012: 202).

iii) Staffing

Staffing has to do with the selection and appointment of suitably qualified personnel for institutions. This comes after a policy has been put in place, organisational arrangements are in order and finances guaranteed. Cloete (2012: 219) indicates that when appointing personnel one of the following systems can be followed: the autocratic system, the democratic system, the spoils system and the merit system. Each of these systems will be explained respectively. Posts in the public service are reserved for the aristocracy, especially senior level positions. With the second one, officials are voted into office by the electorate.

The third one gives job opportunities to those who are staunch supporters of the party in power. And lastly, with the merit system, candidates for positions should be qualified both academically and meeting the requisite experience to be taken into a position.

Staffing is “an activity where people are recruited, selected, trained, developed, motivated and compensated for manning various positions”. This has to do with hiring of the right kind of people after which their skills are developed through training and providing them with acceptable working conditions as a way of maintaining them (Rao & Krishna 2009: 35 & 459).

When employing personnel, only those who meet the requirements set down should be considered. To get suitable personnel, the merit system is the best system to follow in the process of selection and appointment as already indicated above. Suitably qualified personnel are easier to train for development and growth (Botes *et al* 1996: 322).

The human resources in any institution can be regarded as the most significant resource. The provision of goods and services can never happen without human beings. As such, it is of importance to employ and place staff into the various positions they best suit and expect them to deliver on their mandates (Cloete 2012: 217).

Cloete (1988: 131) classifies staffing functions into four main categories; *viz.* personnel provision functions, support and maintenance functions, training and development functions and utilisation functions. These functions can be depicted in a tabular form on the next page:

Table 2.1. Cloete (1988:131).

Classification of staffing functions

| Generic administrative functions | Auxiliary functions | Functional activities | | | |
|--|--|---|--|--|---|
| | | Personnel provision functions | Support functions | Training and development functions | Utilisation functions |
| <ul style="list-style-type: none"> ➤ Policy making ➤ Organising ➤ Financing ➤ Determination of work procedures ➤ Controlling (checking and rendering account) | <ul style="list-style-type: none"> ➤ Collecting and processing of data ➤ Decision making | <ul style="list-style-type: none"> ➤ Creation of posts (jobs); determination of establishment ➤ Recruitment: <ul style="list-style-type: none"> ✓ Determining personnel needs ✓ Determining fields of recruitment ✓ Attraction of candidates ✓ selection ➤ Placement ➤ Probation ➤ Promotion ➤ Transfer ➤ Termination of services | <ul style="list-style-type: none"> ➤ Determining conditions of service <ul style="list-style-type: none"> ✓ Remuneration ✓ Fringe benefits ➤ Record keeping ➤ Settlement of grievances ➤ Counselling ➤ Employer-employee relations; joint consultation ➤ Research ➤ Health, safety and welfare | <ul style="list-style-type: none"> ➤ Induction/orientation ➤ Training ➤ Development | <ul style="list-style-type: none"> ➤ Providing work programmes ➤ Leadership ➤ Discipline ➤ Evaluating work performance (appraisal procedures or merit rating) |

iv) Work procedures and methods

In executing their duties, officials need to be guided. In doing this, institutions need to develop procedures that should be followed. The benefit of this is that when work has been decentralised to regional offices, uniformity is maintained. When procedures are properly followed in rendering services, the work executed attracts the necessary legality and legitimacy it deserves. Procedures must always be put in writing for ease of reference. This will eliminate any confusion that could otherwise arise (Botes *et al* 1996: 331-332).

Work procedures are of course very important for the smooth flow of activities within organisations. Procedures help to unite differing views from different personnel on how to do a particular job. Without procedures, each official could do things differently from other colleagues. But, for uniformity sake, procedures are necessary. One more benefit of having work procedures is efficiency in terms of resources like money and time. Workers could therefore utilise minimal resources at the shortest possible time for maximum benefit in their delivery of goods and services (Cloete 2012: 252).

It should however be noted that work procedures should be revised time after time due to the following reasons: societal needs change with time; technology is always changing for the better with new developments; science is also progressing with time; the administrative or management sciences are also developing and also to prevent discrepancies, deviations and obsolescence (Cloete 2012: 256).

During this paradigm/phase, the concept of governance came into the picture. It all started in the 90`s. the perception in this instance is that government and its administration grew tremendously as early as the early 80`s. Henry (2007: 40) categorises the dramatic changes that started to take place into three main

groups, viz: globalisation, redefinition and evolution and each of these three is discussed in brief next:

- **Globalisation:** Countries all over the world have a challenge with regards to a number of things which they have no power over. These issues include amongst others: the internet, environmental issues and international trade that has become free and fast, not excluding travelling. All these require countries to make policies that will be in support and promotion of good governance;
- **Redefinition:** With regards to redefinition, governments are focusing on new approaches on governance that are inclusive where government workers, citizens and non-governmental organisations co-operate and work together in delivering goods and services. This requires stakeholders to properly measure their performance and make sure their customers are always satisfied;
- **Evolution:** Today`s technologies that keep the populace always informed about developmental trends around them and government activities require governments` operations to be transparent. This makes citizens very powerful participants in governance as any input and contribution they make would be well-informed.

In summary, one can argue that; if there is co-operation between the different sectors i.e. government, citizens, non-governmental organisations and the private sector, a new definition of governance comes up where each of these sectors could play a role in the provision of goods and services. Due to the above, training of officials at the different spheres of government, specifically the local spheres that has witnessed a number of service delivery protests in South Africa is of paramount importance so that officials would best comprehend their responsibilities in this fast-changing world for excellent service delivery.

2.2.4.5 Service delivery

Delivery of services to communities is an old activity. This happened even before the birth of Jesus Christ. The reason for this was because people lives closer to each other and as such they opted to have a government. The concept of service delivery has to do with services that are collective or common in nature. Such should include basic necessities for human survival. Governments have therefore a responsibility to provide their communities with such basic services the communities could otherwise not be able to provide for themselves on their own, for example, water, electricity roads, etc. (Du Toit *et al* 2002: 88-89).

According to the *White Paper on Local Government* (1998:92), most of the areas where Blacks reside, did not have proper infrastructure to make it possible to have a smooth delivery of services. These include, water provision; sanitation; refuse removal and roads. Local government is therefore, expected to be developmental in nature, and in that way, it will be able to address the backlogs created by the apartheid regime. Capacity of municipalities needs to be developed to enable them to provide quality services to their communities.

According to Tsheola (2012: 170), it is stated in the *Constitution of the Republic of South Africa, 1996*, the *White Paper on Transforming Service Delivery of 1997*, the *Local Government: Municipal Structures Act, 1998* (Act 117 of 1998) and the *Local Government: Municipal Systems Act, 2000* (Act 32 of 2000), that local government has a mandate to provide services to communities. Services to be provided should be informed by a thoroughly put together Integrated Development Planning (IDP) process that involves the community.

The South African Management Development Institute (SAMDI) (2002: 5) in this instance defines service delivery as “a systematic arrangement for satisfactorily fulfilling the various demands for services by undertaking purposeful activities

with optimum use of resources to delivering effective, efficient and economic services resulting in measurable and acceptable benefits to the customer”.

Service delivery according to SAMDI (2002: 5) should be guided by certain principles and they are: “accessibility of services; affordability of services; quality of products and services; accountability for services; value for money; ensuring and promoting competitiveness of local commerce and industry; and promoting democracy”.

Service delivery by public service institutions is only possible when the process of public administration has been executed. Officials responsible for service delivery, be it at national, provincial or local sphere of government, could only be able to carry-out their duties by carrying out the generic administrative functions. These functions are policy-making, organising, financing, staffing/personnel, work procedures and methods, and control and rendering account. Together with these functions there are auxiliary functions and line/functional activities. Line functions refer to activities that would have a direct impact in the lives of those that are intended to benefit, for example, health services. Auxiliary services refer to those functions that are meant for support to make it possible for institutions to provide line functions, for example, research, data processing, etc. (Du Toit *et al* 2002: 80-86).

Governments are therefore, established to provide services to their people. The quality of such services is of paramount importance. The Minister of the Department of Public Service and Administration stressed in his foreword on the *White Paper on Transforming Public Service Delivery*, Notice No. 1459 of 1997 (*Batho Pele* White Paper) that, in order to provide acceptable services to communities, public officials must always think about people they serve. Local government officials are not exempted from this. In his capacity as a minister, Mr. Zola Skweyiya stated on his foreword on the *White Paper on Transforming Public Service Delivery*, Notice No. 1459 of 1997 (*Batho Pele* White Paper) that, he

wanted to turn words into action. He wanted the needs of people to come first and be satisfied. He wanted people to view and experience the public service in an entirely new way. When a political head of a department has made a commitment, it should flow down through provinces to local government where there is direct contact with the ordinary citizens. Public officials should adopt positive commitments like this one and have an understanding that communities need to be provided with actual services and not lip-service.

The *White Paper on Transforming Public Service Delivery*, Notice No. 1459 of 1997 (*Batho Pele White Paper*) further provides principles that should guide public officials' behaviour when they are busy with their daily activities. The principles are the following: "Consulting users of services, setting service standards, increasing access, ensuring courtesy, providing information, increasing openness and transparency, remedying mistakes and failures and getting the best value for money".

Service provision, according to Craythorne (1993:15) is a dimension of local governance. Different dimensions of life should always be considered if the government wants to provide balanced services, viz. political, social, cultural, economic and administrative dimensions. Consideration of all the different dimensions enables the promotion and securing of peace, comfort and convenience of citizens.

Service provision cannot be the sole responsibility of government. Outsourcing is one of the methods the government has adopted to partner with private companies. This was made possible especially at local level through the preparation by the National Government of the *White Paper on Municipal Service Partnerships* (MSPs) Notice No. 1689 of 2000. Municipalities start partnerships with private sectors to deliver services. The backlog created during the apartheid era could be reduced through this approach. Municipalities, however remain

accountable to their communities on the quality of services being provided as it is the municipal authorities` responsibility to provide such services.

In this instance, section 120 (1) of the *Local Government: Municipal Finance Management Act, 2003* (Act 56 of 2003), provides that, “a municipality may enter into a public-private partnership agreement, but only if the municipality can demonstrate that the agreement will: (a) provide value for money to the municipality; (b) be affordable for the municipality; and (c) transfer appropriate technical, operational and financial risk to the private party”.

A good example of an important service that a municipality should provide within the area of its jurisdiction is water. Water is a basic commodity that people need for their daily survival. According to the *Water Services Act, 1997* (Act 108 of 1997) the delivery of water is the functional area of local government. Water provision is however challenged by lack of technical and administrative capacity. These areas need to be capacitated to improve workers` s knowledge and skills for the betterment of the provision of water. Vhembe District Municipality also has a challenge in providing water to residents in local municipalities falling under its jurisdictional area. This resulted in the North Gauteng High Court giving an order to the Municipal Manager to provide this service to the community of Makhado (Louis Trichardt) as a matter of urgency within 90 days. AfriForum made an application before the Court because the Municipality was failing to honour its responsibility (online) from the World Wide Web:

<http://www.sabc.co.za/news/a/d1b7bb004fafcb4e9ee2fe0b5d39e4bb> Retrieved February 13 2015).

From the above one can conclude that services refer to the results emanating from the execution of a variety of functions and processes. As such, service provision to communities should be a non-negotiable factor as it is the sole purpose behind the establishment of governments.

Kroukamp (1999: 297), is of the opinion that, for service delivery to be a reality in South Africa, all spheres of government have to initiate a restructuring programme. In restructuring, the main objective should be to ensure that the delivery of services will be equitable, efficient, effective and affordable. This should therefore be consistent with the principles of universal coverage, environmental sustainability and accountability.

2.2.4.5.1 Approaches to service delivery

The *White Paper on Local Government* (1998: 94) provides that, for municipalities to succeed in their delivery of services, there must be a mix of service delivery options. Elements to determine which option to take include: coverage; cost; quality and also the socio-economic objectives of such a municipality in question. The mechanisms that municipalities can consider therefore include the following: “building on existing capacity; corporitisation; public-public partnerships; partnerships with Community Based Organisations (CBOs) and Non-Governmental Organisations (NGOs); contracting out; leases and concessions (public-private partnerships); and transfers of ownership (privatisation)”.

2.2.4.5.2 Accountable service delivery

Section 195(1)(f) of the *Republic of South Africa Constitution*, 1996 provides that, public administration must be accountable. This is a very important requirement that should be met for good governance. Whether public officials have delivered/provided the expected goods/services or not, they still have to give account on either their action or inaction.

For the delivery of services to be realised, there should be financial accountability. This is a necessity because services cannot be delivered if there

are no finances. An efficient and effective management of finances should be seen as a prerequisite for an effective delivery of service (Nengwekhulu 2012: 313).

2.2.4.5.3 What accountability entails

Webster (in Hanekom and Thornhill (1993: 150), defines accountability as the quality of being accountable; “liable to be called on to explain: answerable, responsible; *to persons/for things*”.

Accountability should be viewed as an obligation on those in positions of authority to be able to expose unacceptable activities and also their results, explaining and justifying them in public. Public representatives, be they elected politicians or appointed officials, should always conduct dialogues between and amongst themselves on their activities and responsibilities against the principles on which such responsibilities are based (Normanton 1971: 311 – 312).

The original meaning of accountability according to Cloete and Mokgoro (1995: 7) is to be answerable to one`s behaviours/actions or inaction. In more simple terms the authors further maintain that “`democratic` accountability involves the modalities and processes by which for example, the public service fulfills its duties and obligations, and the processes which the agency or officials are required to account for their actions and omissions”.

This can be viewed from different points of view according to Fox and Meyer (1995:1-2):

- The responsibility of a government and its agents towards the public to realise previously set objectives and to account for them in public.
- Commitment required from a public official to accept public responsibility for his/her actions or inaction.

- The obligation that a subordinate has to keep his/her superior informed of the execution of a responsibility.

Accountability is applicable in a democratic state where there is a system of representative democracy, and elections are held regularly on fixed intervals (Hattingh 1988: 43).

Accountability should include financial accountability and representational accountability. Public officials and municipal officials specifically, should utilise the financial resources entrusted on them judiciously, especially for projects that they were allocated for and not to be diverted for things that are for private benefit. In doing this, Reddy (ed.) (1996: 12) sees this kind of responsibility as of having a spirit of stewardship by officials and politicians.

Accountability is therefore a traditional cornerstone of democracy, and in this sense, accountability should be seen as a responsibility, cause and obligation (Maas & Fox 1997: 53).

2.2.4.6 Public accountability

Public accountability can be defined as the obligation resting on each public functionary to act in the public interest and in accordance with his conscience, with solutions for every matter based on professionalism and participation, and development as a safety measure (Fox & Meyer 1995: 105).

Reddy (1996: 120) also asserts that public accountability implies that an official should be able to justify his/her actions/inactions to the public. In a democracy, politicians and officials should show responsibility by accounting to the very public on the way they execute the authority and responsibilities entrusted on them.

Public accountability therefore has to do with representative democracy. This is the case as citizens have rights that should always be protected and promoted and on the other hand political representatives and public officials have responsibilities and obligations to pursue (Maas & Fox 1997: 54).

Chapter 9 of the *Constitution of the Republic of South Africa, 1996* provides for the establishment of institutions that should be responsible for the safeguarding of the country's constitutional democracy, and they are: The Auditor-General, the Public protector, Parliamentary standing committees and Commissions of inquiry.

Public Administration developed over time, and as an academic discipline it developed through a number of phases. In each phase, a number of things happened as scholars reasoned on what the discipline should entail. In the process, scholars in the field met with difficult times as they were criticised heavily. However, through untiring efforts, the discipline managed to develop and a fully-fledged subject of study emerged. The subject has its theories that are multi-disciplinary and principles with which its foundations are solidly built.

This section also discussed issues on public service delivery. The main aim of establishing governments. It is as indicated, very important for service providers to do their jobs effectively, efficiently and economically as required by the Constitution.

Lastly, if accountability is not properly enforced, officials could easily misuse the authority entrusted on them. It is therefore, important to require officials to account every time in respect of their duties. This would make officials very careful in their actions so that they would comply with rules, regulations and procedures put in place for good governance.

2.3 Theoretical framework

Theory forms the backbone of practice. It is on this basis that foundational elements of every aspects of life are laid. The theoretical foundation of the study therefore follows next.

2.3.1 Training, the training process and the types of training

Workers are the backbone of every institution`s ability to produce and provide services. South Africa needs training and skills development programmes of acceptable standards and quality as there are still areas where employees` potential has not been realised yet due to lack of proper knowledge and skills required. When officials are well-skilled, the country`s economy can be developed to sustain people`s lives for the better.

For optimal performance by the public service officials, be it at national, provincial or the local sphere of government, a relevant, effective and regular training is therefore, a necessity. When employees are appointed in different positions, they might not possess the requisite knowledge and skills necessary to enable them to contribute positively towards the achievement of organisational goals and objectives.

Mellow (ed.) (2013: 145) is of the opinion that, due to the fast developments on a number of things in the country and globally, a gap widens between the capabilities of employees and the skills that are required by institutions to carry-out their mandates and deliver to their clients. Therefore, institutions fully realise the importance of having a knowledgeable and skillful workforce, hence the need for training. This should therefore be a non-negotiable factor for employees in every institution to develop a culture of learning so that the level of service

delivery can be of acceptable standard. This therefore, implies that when an institution invests in staff training, the rewards it will get in return will be improved performance and productivity.

2.3.1.1 What training entails

Blanchard and Thacker (2013: 21-22) contend that training affects every individual in different organisations. Individual employees in organisations get training at different levels and in different times. Institutions invest a lot of money in training as properly trained personnel end up yielding positive and acceptable results in terms of their productivity and performance. Training further prepares employees for any changes that come-up due to amongst others, technological developments and any other change brought about by any new developments in society.

Training is meant therefore according to McArdle (2007: 7), to provide an individual with the requisite knowledge and skills for the job at hand and provide him/her with a learning opportunity to can think differently and be able to achieve positive results at the end. New knowledge and skills help to change people`s behaviour and attitudes towards something and this can help one to see challenges as a stepping stone towards progress and success. It is for this reason that Marx (1986: 145) sees the main focus of training as that of improving an employee`s ability to perform a specific task. The knowledge and skill that an employee obtains should be aimed at equipping him or her to deliver on a specific issue, for example, the use of a particular machine.

Few definitions of training are therefore given below to provide a point of departure in this study.

Training can be defined therefore, as a process that is systematic in nature that modifies the knowledge, skills and behaviours of trainees to enable an institution

to achieve its objectives (Mellow (ed.) 2013: 145). To achieve such objectives Van der Waldt and du Toit (1998: 394) are of the opinion that, there should be proper support on education, training and development with effective teaching strategies.

Cheminais, Bayat, Van der Waldt and Fox (1998: 189) on the one hand define training as those activities that are planned with a purpose to improve the knowledge, skills, insight, attitudes, behaviours, values, working and thinking habits of employees or potential employees such that they be able to do the work they are expected to do in an efficient and effective way.

Training can further be defined as a learning process that is job-related and done by employers for their employees (Swanepoel (ed.) 2003: 452).

Erasmus, Loedolff, Mda & Nel (2015: 2) also define training as the acquisition of knowledge, skills and abilities in a planned manner that enables one to execute a specific duty.

From the above definitions, one can deduce that training is core in as far as growth and development of employees is concerned. It should also be noted and acknowledged that training is an exercise that should be done in a systematic way in order to attain acceptable positive results. Workers must grow and develop holistically in such a way that they become assets to their employers and/or organisations. When the behaviours and attitudes of workers are dealt with positively, expected results by the employer can be attained with ease.

In this sense, Nel, Werner, Poisat, Sono, Du Plessis, Ngalo, Van Hoek and Botha (2013: 359) see training as a tool that one can use to develop the utmost full effectiveness of such important resources within an organisation and its people. It must therefore be directed at trainees` behavioural change to enable them to meet organisational goals and objectives. Swanepoel (ed.) (2003: 452) and

Blanchard and Thacker (2013: 21) concur in as far as the fact that employers objectively want to improve the knowledge and skills and help with the change of an employee`s attitude. This could help employees to perform their duties adhering to pre-set standards.

Marx (1986:143) also defines training and development as, any attempt made to influence the knowledge, skill and attitude of employees in such a manner that their productivity will be increased and the institution will be enabled to further the achievement of its objectives.

The above definition reveals three main aspects that training addresses, namely:

- Knowledge that can be shown by the amount of such knowledge one possesses;
- The skills that one can show through one`s ability to perform one`s tasks/responsibilities effectively; and
- The attitude that one shows through one`s willingness to apply in the use of one`s knowledge and skills in the performance of one`s duties (Marx 1986:143).

Marx (1986:143) further states that, as much as knowledge and skills are important for an employee to perform well, the attitude of an employee plays a very important role on how an employee would perform. Workers should always have a positive attitude towards their responsibilities so as to enable them to enjoy their work. When this happens, their performance could be satisfactory.

Since skills are meant for the development of employees, it is deemed appropriate to look at development. In addition, since what is supposed to be developed is the human resource, development will be looked at in conjunction with human resources.

According to Nadler and Nadler (1989: 6), human resource development is a learning experience organised mainly by the employer, usually within a specified period of time. The aim is to assist on performance improvement and personal growth.

From the above, one can deduce that development aims at gaining a satisfactory experience and required skills, in order to make one more competitive in a personal capacity. This could make one perform better in more demanding and complicated tasks than before. Skills development, therefore, empowers human capital to fully and actively perform its jobs well and to achieve self-sufficiency. Development, therefore, improves an employee's opportunity to be competitive in the labour market.

Rao and Krishna (2002: 495) are of the opinion that in conducting training, the trainer expects to meet certain objectives and these objectives include the following: the impartation of knowledge which is basic in nature and skills required by those who are just entering their jobs so that they can perform well; making sure that employees of an institution are equipped such that they are able to face and meet the constantly changing job requirements; teaching workers improved new ways and techniques on how they can perform their duties; and preparing employees at lower and middle levels for responsibilities at a higher level by growing one's (employer's) own timber.

2.3.2 Training theories

Proper approaches and theories on training are essential for the practice to be grounded on. Approaches and theories become obsolete with time. Traditional ways of training, where the trainer transfers knowledge to his/her learners, results in learners sometimes just reproducing at times what they got from the trainer and fail to show the impact on what they learnt at their work stations. Such

knowledge could be useless as change on behaviour and attitude is of importance (Mondrup 2016: 2).

Tangible and practical things could somehow be based on theory. Training entails the facilitation to learn and gain new knowledge and skills to be able to execute something properly. This simply shows that there is a trainer or facilitator and a trainee or learner. Trainers should therefore, have expertise on how they can best impart the knowledge and skills they have on their learners. In the process of learning, it should be acknowledged that, in the same group of learners, there would be bright and slow individuals who at the end are required to have grasped whatever is given to be rated as competent. This therefore, means that, there should be approaches, theories and methodologies that are appropriate to disseminate information properly. Different approaches and theories could tend to be applicable successfully on different kinds of knowledge and skills one needs to impart for different reasons. In this instance, scholars and researchers have identified three domains that can simply be called types of learning and they are: cognitive, affective and psychomotor skills. These different domains are proof enough that people can never excel on everything. If one is able to express himself/herself verbally, he/she may not be good at mathematics and if he/she writes well, he/she may not be as skillful in speaking (online) from the World Wide Web:

<https://www.slideshare.net/GulrukhSalim/theories-on-training-and-learning>

Retrieved October 4 2017).

2.3.2.1 Cognitive learning

With cognitive learning, learners internalise facts into their minds through memorising. This comes about through the connection of ideas in a logical manner. Success is well perceived in this learning for those in academic set-up as people with high levels of cognitive learning although, they might have challenges in showing ability in their daily work situations. Training in this

domain, stresses more on the improvements on the quality of thinking activities that would result in learners/trainees achieving goals optimally. Cognitive learning is also more opportune to problem solving, decision-making and explanation. Objectively, the goal in cognitive training is to impart knowledge to learners that would see them being able to exercise their duties in their workplaces optimally (online)from the World Wide Web:

<https://www.slideshare.net/GulrukhSalim/theories-on-training-and-learning>

Retrieved October 4 2017).

2.3.2.2 Social cognitive theory

The social cognitive theory includes a number of aspects towards one`s learning process. This includes amongst others: environment, where one gets influence from external factors; situation, referring to how one perceives the environment around him/her; behavioural capability, which is about one`s skill to perform in a certain behavioural pattern; expectations, where one anticipates certain outcomes due to certain behavioural patterns, expentancies, which is about the value one attaches to a given outcome; self-control, referring to how one regulates goal-directed behaviour; observational learning, where one learns by watching what others do; reinforcements, responses one gets in relation to his/her behaviour looking at its recurrence or non-recurrence; self-efficacy, where one shows confidence at his/her behaviour; emotional coping, about the strategies one applies in dealing with emotional stimuli; and reciprocal determinism, that refers to the dynamic interaction nature of one`s behaviour and the environment within which such behaviour takes place (Western Region Training Consortium 2011: 12).

2.3.2.3 Cognitive behavioural theory (CBT)

Cognitive behavioural theory implies that, a person`s behaviour is caused by his/her thoughts and feelings and not the external influences like people and situations. According to this theory, one can easily change his/her behaviour by changing one`s thinking or how he/she feels not considering external influences. Through the cognition and behavioural influences, it is assumed that, as the emotions and behavioural reactions are learned over time, re-learning and re-inforcing of positive thinking and experiences could easily promote change in one`s coping ability (Western Region Training Consortium 2011: 7).

2.3.2.4 Psychomotor skills theory

Instead of only having to memorise facts about something, one might also be required to display a skill of using his/her muscles. For example, when one learns to ride a bicycle. Again, if one wants to learn how to play a piano, he/she needs to sit before the instrument and do it practically. This will require one to be able to co-ordinate his/her muscular movements. Demonstrations and on observations serve to instill the skill quiet well in this kind of training. The trainer will have to focus on an individual providing the necessary requisite coaching exercise and the trainee will then be able to master the activity through repetitive exercises. After learning the skill, the trainee keeps the skill for almost a lifetime such that of not practising, the skill for a certain period of time, it does not take long for him/her to revise and therefore, re-master it again when re-practising (online)from the World Wide Web:

<https://www.slideshare.net/GulrukhSalim/theories-on-training-and-learning>

Retrieved October 4 2017).

2.3.2.5 Adult learning theory

Adult learning theory is commonly known as Andragogy. This is considered as a set of ideas on how adults learn, especially new information and skills. Importantly, to consider here, is that emphasis is being put more on process than content. The best way for adults to learn is through their interaction and talk about life experiences relating such to the learning process. This theory puts more emphasis on respect, safety, immediacy, relevance and engagement (Western Region Training Consortium 2011: 6).

Adult learning caters for a range of areas to enable learners to do various roles amongst others: to be educators; workers; citizens; and parents. Malcolm Knowles popularised the concept of andragogy which relates to the science of adult education as indicated on the previous paragraph. He (Malcolm Knowles), is therefore considered as the father of adult learning. The reasoning behind this kind of field is that adults can never be like children and their reasons for learning are different from those of children as experience that they possess provide them with a different foundation or basis for their education as compared to their children counterparts. Learning theories that are good for adult learning include the following: action learning; experiential learning; project-based learning and self-directed learning (Erasmus *et al* 2015: 121).

2.3.2.6 Experiential learning

This is a four-stage cyclical theory of learning that combines experience, perception, cognition and behaviour. Learning is regarded as a process whereby knowledge gets established through the transformation of experience. The focus here is on an individual's learning process. This learning theory is comprised of four stages, *viz.* concrete experience (do); reflective observation (observe); conceptualisation (think); and active experimentation (plan). To summarise about

this theory, experience in this case is translated through reflection into concepts that can be used to guide for an active experimentation leading to a choice of new experiences (Western Region Training Consortium 2011: 9).

2.3.2.7 Attitudes theory

Attitude can be defined as “the tendency to think and behave in persistent patterns according to one`s predisposition towards events, objects, persons or organisations”. Attitudes have to do with opinions. It relates to thinking consistently about a general group of things. It, at the end results in one`s behaviour. Because people`s behaviour affect the way they operate, it should be a cause of concern to employers when they design training programmes so that they cater for behavioural patterns of their employees (online) from the World Wide Web:

<https://www.slideshare.net/GulrukhSalim/theories-on-training-and-learning>

Retrieved October 4 2017).

Attitudes, behaviours and intellectual capacity of learners determine the pace and level of training trainees are able to comprehend. It is therefore very important to take into consideration these aspects when conducting trainings.

2.3.3 Need for training

Institutions train for a purpose. Above all, training should be task-oriented. The reason for this, is that training focuses on the work that is performed in that particular institution. When one looks at the requirements for a task, one should immediately determine what the training standards for a particular job are. The sole purpose of training should, therefore, be seen to be the improvement of the performance and/or productivity of an employee (Erasmus & Van Dyk, 2005: 2).

Employers and employees need training as it benefits both. It is through training that employees get the necessary empowerment enabling them to at times take complex decisions and solve organisational challenges and problems more efficiently and effectively (Erasmus *et al* 2015: 4).

DeSimone and Werner (2012: 5) indicate that the concept of training can be traced back to the early eighteenth century where there used to be apprenticeship training programmes. Employers during those days had to educate and train their workers as there was no training centers especially in vocational and technical areas. Workers who in the process could be called apprentices or trainees, learned the skills of their employers through observation and imitation until they mastered the skill. In other trades like law, apprentices could only start practising as lawyers after they pass a state-supervised examination, the now called board examination which candidates sit for after serving articles.

Training is aimed at improving workers` performance. It again helps officials to get the necessary preparation for positions, especially senior to the ones they hold at the time they get the training. Through training, workers become competitive in the labour market and they can also improve their interpersonal skills (Swanepoel (ed.) 2003: 453). Due to the above, training should be task oriented due to the fact that its focus should be on the work to be performed so as to improve such performance (Erasmus & Van Dyk 2005: 2).

Mellow (ed.) (2013: 146) also puts more emphasis on the issue of performance and productivity as the main focus of training. The training process should be able to change employees` competencies for the better, have a change of attitude, beliefs, knowledge and behaviour that are channeled to the success of their institution. If a training programme is planned well, the institution can get outcomes that are favourable and acceptable.

Mellow (ed.) (2013: 147) puts it categorically clear that the training process that is intentional in nature and that is directed at changing the competencies, skills, attitudes, beliefs, knowledge and behaviour of a worker and executed through learning such could end by yielding results manifesting through improved performance and ultimately reaching institutional goals and objectives.

In this sense Meyer (2003: 5) concurs with the above in that training is task-oriented. Training can therefore be performed effectively after it has been identified that there is a gap or lack of acceptable performance by an employee. The need might arise due to a number of factors amongst others, an introduction of new approaches and/or technology to perform certain tasks.

Van der Waldt and du Toit (1998: 394) also provide a list of issues that necessitate the need for training, and they are the following: that institutions' productivity sometimes turn to be low; that the methods, procedures and processes followed at times turn to be less effective; due to poor coordination of activities; that sometimes there could be a challenge of being ignorant about new techniques, aids and systems by institutions; and the ignorance generally at management level about the management practices and functions.

Erasmus *et al* (2015: 4) reiterate the above issue by indicating that employees attain growth that equips them to be potential future leaders and managers. When an employee is effectively trained, he/she is able to cope with stressful situations and can also handle conflicts objectively. Proper training affords officials with confidence and job satisfaction as a person who has the know-how of doing the job, is confident of what he/she does.

Furthermore, the motive of training according to Erasmus *et al* (2015: 2) is to change and develop employees' behaviour, skills and knowledge for the better so that institutional objectives can be achieved with ease. At the end of the training process, employee performance will have to improve.

A critical challenge that needs attention according to DeSimone and Werner (2012: 25-26) is employees' ethical behaviour. Organisations experience a number of scandals time and again that adversely affect the credibility of the whole personnel corps. Employees need refresher courses on how to deal with ethical issues in their lives like fraud, corruption and bribery. Officials need to be subjected to a rigorous and extensive training on the code of conduct and ethical behaviour.

Mellow (ed.) (2013: 148-149) asserts that, the environment within which public institutions operate change due to various reasons. Due to the above reason, officials should keep abreast of such changes and developments and improve their knowledge and skills to enable them to cope with new challenges and community needs and demands. Even though resources are inadequate, officials should be skilled in such a way that they can find new and innovative ways of using such scarce resources to attain maximum satisfaction of their communities. Still on the issue of the environment that organisations operate within, drastic changes require them to adapt so as to be at par with other competitors. Such changes result in the shortage of skills, especially those categorised as scarce, for example, engineering. Well-trained and knowledgeable personnel can sometimes be rare to find and as such organisations should do trainings themselves to breed this kind of skills that could be disparately needed (Nel, Werner, Posait, Sono, Du Plesis & Ngalo (eds.) 2011: 359-360).

It can further be argued that due to the fact that institutions employ people with different backgrounds, it is necessary that training be offered. Employees' behaviour and attitudes might not fit well within the new working circles they find themselves. They therefore need to be exposed to the public-sector environment, for example, that requires them to adhere to certain ethical principles. It should further be noted again that officials need to comply with prescribed rules, regulations and procedures of the institutions they are working for. When activities change due to new developments like technology, employees need to

be re-trained to always be able to adjust as indicated earlier. Training can also help to improve officials' morale and loyalty to their employer (Cheminais *et al* 1998: 190).

DeSimone and Werner (2012: 23) bring forth another important issue that should be looked at very carefully, i.e. the old personnel corps that have been in the field for a long time. Old people who were employed in the past pose a challenge for employers when they intend using technological equipments that are in their disposal. This is necessitated by the fact that some of them might not have a basic mathematical understanding and also that some could be unable to read and understand manuals for machines operations.

Mellow (ed.) (2013:149) further outline more reasons why institutions should keep on training their employees, and the reasons are amongst others the following: to deal with excessive maintenance costs and curb waste; to deal with the lack of cooperation and harmony amongst workers; to address issues relating to ineffective management systems; to deal with unacceptable levels of absenteeism; to try and boost the morale of workers; and assisting employees to come to terms with complex jobs and tasks, for example, the use of highly technological and sophisticated systems.

It can therefore be argued that, according to De Cenzo and Robbins (in Van Dyk *et al* (2001: 148-149), training provides a trainee with a learning experience that affords him/her with a permanent change that improves his/her ability to perform his/her job in an acceptable and excellent manner.

Another most important issue that needs urgent attention is financial management training. South Africa has a serious challenge of financial management skills shortage. However, South Africa has a very progressive Act that deals with the management of finances especially at the local sphere of

government; the *Local Government: Municipal Finance Management Act, 2003* (Act 56 of 2003).

Public financial management is defined by the Chartered Institute of Public Finance and Accountancy (in Mafunisa (2014: 1101) as “the system by which financial resources are planned, directed and controlled to enable and influence the efficient and effective delivery of public service goals”.

National Treasury in South Africa, noted that the country is experiencing a dire skills shortage in financial management, and this leaves employers, both public and private having to compete highly on the limited pool of the human resources available. The public sector however, lacks the will, and as such does not promote the culture for the attraction and retention of such highly needed talents. Secondly, the organisational capacity that is inadequate, hampers good public management and service delivery as expected. The production of new entrants to the job market by universities and other institutions of higher learning is very low, especially in the field of financial management. This is also necessitated by the fact that professional associations prescribe their own criteria to be met. Another challenge is the knowledge gap that exist between what graduates have and what employers expect to get from them at the point of appointment due to lack of experience (Mafunisa 2014: 1102-1103).

In this instance Mafunisa (2014: 1103-1106) recommends that to address this severe shortage of skills, the following can assist as provided for by the Skills Development Act; Sector Education and Training Authorities (SETAs) have to intervene and provide learnerships, insist on quality assurance on training and the development by service providers and promotion of skills development; the faithful funding as provided for by the Skills Development Act through the 1% levy by employers; empowering universities and further education and training institution to put more focus on providing highly trained graduates on financial management, for example; and developing new entrants into the labour market.

It can therefore be argued according to Nel *et al* (eds.) (2011: 359) that, training can be regarded as a tool that can be used by an organisation to develop its workers` effectiveness. This is the case in the sense that, it focusses on improving employees` performance according to a specific job standard thereby resulting in change of behaviours so as to meet the goals of the management of the organisation. Training is necessitated by the fact that, public administration is dynamic, simply meaning that, the administrative processes in the public service should always be up to date with the current realities of life. In this sense, workers should always be ready to adopt and adapt the most recent ways and methods of working. A training programme should be result-oriented, focusing on specific skills and abilities required to perform one`s job.

Organisations all over the World these days always put on their organisational strategies, education, training and development as key components that also attract good budgets as they see an investment on human resource as a wise move towards organisational development (DeSimone & Werner 2012: 4).

Employers are required at times by law, to organise and conduct training for their employees on specific issues like, occupational safety and health. Periodic trainings are required to cautionise workers on the effects of hazardous materials and the use of safety equipments, for example (Blanchard & Thacker 2013: 32).

Furthermore, it should be made clear that today`s organisations are very diverse in terms of the workforce. Workforces are diverse in terms of religion, race, gender and age. Employees need to be cautionised to be tolerant to others as there would be cultural differences and beliefs they would experience at work. If this is not properly handled, employees` performance and productivity can be severely affected resulting into customer dissatisfaction on the goods and services provided and rendered (DeSimone & Werner 2012: 24).

Employers benefit immensely when employees are properly trained. Knowledgeable and skillful workforce bring more productivity to the employer. When workers' morale is high, employee turnover is reduced. Organisational development is attained holistically thereby enhancing the image of the institution. The general relationship between supervisors and their subordinates improves as each one knows his/her responsibilities better and does not need a lot of monitoring creating room for everyone to concentrate on their responsibilities (Erasmus *et al* 2015: 4).

The *White Paper on Local Government* (1998: 103-105) provides that, there should be a national local government training system in place. The reason for this move is because the training system that was followed in the past was fragmented and as such not efficient and responsive to the new training needs of what is called a developmental local government. The system that is seen to be going to be of great assistance comprises three components, *viz.* a regulator; purchasers and providers. A Sector Education and Training Authority (SETA) will have to be established to co-ordinate the training processes at the local sphere of government. Training structures will have to be established at the provincial level. Their responsibility will be to conduct systematic needs analysis and contracted agents will be responsible for designing and delivering trainings to try and respond to the needs that have been defined by the SETA together with the provincial training structures. The training agents include: NGOs; traditional universities and universities of technology; provincial training centers, individual municipal training departments; private sector companies and centers; commercial training and developmental consultants and professional bodies.

Training has to do with the development of employees, irrespective of whether focusing on specifics or being general. However, development focuses on the general improvement of the capabilities of the employee. In this instance, the knowledge and skills acquired could be open and can be applied in different areas. This is enabled because under development, one's potential is the one

that gets the focus unlike on a specific task. The focus is long-term in developing a worker. It should therefore, be noted that attention is especially focused on the following aspects: “the employee`s attitude; his/her intellectual and emotional growth; his/her decision-making abilities; and his/her leadership ability and qualities. This is aimed at getting one to a state of maturity (Marx 1986: 146).

Nel *et al* (2011: 359) defines development as the formal education, job experiences, relationships and assessment of personality and abilities that help employees prepare for the future. The aim of developing employees is to equip them with skills that prepare them to serve at managerial posts. As a manager, one requires knowledge on issues that comprise life holistically, for example, technological developments; political; legislative and the most current personnel-management practices. Development therefore focusses on creating a pool of future reliable and trusted personnel and leaders.

Greenaway and Harding (1978: 10 & 13) provide a list of the aims of staff development and they are: “to improve the performance and remedy existing weaknesses; to prepare workers for changing duties and responsibilities; to prepare workers for advancement; to enhance job satisfaction; to help staff perform as effectively as possible in their existing roles including support during probation; to provide staff to prepare themselves for changing duties and responsibilities; to provide opportunities for members of staff to equip themselves for increased responsibility and career advancement; and to enhance job satisfaction”.

Development is according to Meyer (2003: 5) a third component of the new South African education training and development system (ETD system). It can therefore be argued that development can only be attained when opportunities for learning are always available for employees. This helps in the improvement of employees` performance. There are a number of interventions that enable development to take place and they are amongst others: mentoring programmes;

career development opportunities and the organisation and arrangement of seminars that open up opportunities for employees to experience the trends and changes taking place in their fields and careers. The ETD system therefore, was introduced to help promote and support learning amongst the people of South Africa. The system can be seen to be operational if relevant materials are developed and training programmes are designed to provide required trainings to help develop employees. Programmes in this system should be designed by companies themselves looking at what they want to achieve. This will obviously be determined by what the company perceives to be lacking on their personnel/ employees to reach company objectives.

2.3.4 Human resource development (HRD)

HRD can be traced back to the time when there was still apprentice training programmes. That was during the eighteenth century. Workers during that period received training from their employers as there was no training centers, especially in vocational and technical fields. Workers who by virtue of their need for training were called apprentices or trainees, use to observe and imitate their employers in the process of learning and acquiring skills. They had to do this until they master such skills (DeSimone & Werner 2012: 5).

HRD is a key to a country`s socio-economic development. HRD is a core to the success of the RDP. This therefore, requires that a lot of resources be channeled towards education, training and development for the impartation of proper knowledge and adequate skills (HRDSA 2010-2031: 6).

The main focus of HRD is according to Swanepoel (ed) (2003: 4510) on learning, especially for the attainment of either or both individual or organisational objectives. It is on this note that DeSimone and Werner (2012: 26-29) are of the opinion that the HRD process is constituted of four main phases, namely: needs

assessment phase, design phase, implementation phase and evaluation phase. These phases are discussed at length under the item, the training process below.

ASGISA was launched in February 2006 with an aim of showing commitment by the government to strategies on how unemployment can be put into half and poverty eradicated by 2014. ASGISA identified shortage of skilled labour as a challenge to achieve priority areas and accelerate growth in the country. Through HRD, development can be accelerated successfully (HRDSA 2010-2031: 6).

As far as vocational training is concerned, as early as 1809, De Witt Clinton, who was based in New York City established a private vocational school focusing on manual work. The school provided occupational training to the youth who did not have any skill with criminal records. This helped greatly to solve social problems of misdirected youth. It was in 1971 that the US government officially recognised and formalised vocational education and provided funding for it. A number of other developments that were focusing at equipping people with different skills to be assets in life run through time like the early factory schools, early training programmes for semi-skilled and unskilled workers, the Human Relations Movement and the establishment of the training profession (DeSimone & Werner 2012: 6-7).

During the 1960s/70s, trainers realised that, for trainees to ferry well in their programmes, coaching and counselling should constitute part of the process. When an employee is properly counselled, he/she is equipped with a skill of dealing with the problem that might derail him/her to focus on his/her work without any distraction that might result in failure to achieve organisational goals. When an employee is properly coached on the other hand, he/she develops the skill and understanding of being responsible and accountable for his/her actions/inactions such that he/she can sustain a high level of performance (DeSimone & Werner 2012: 8 & 11).

Various stakeholders are expected to make inputs depending on the different environments they operate in. This includes the community; organised labour; business; the research and academic sector; and professional bodies. Government however, plays the vital role as it holds financial resources entrusted by the community, but it requires that all the other role players do their part in assisting to inform a well representative policy and its implementation (HRDSA 2010-2031: 13).

2.3.4.1 The National HRD Strategy

Nel *et al* (2011: 360-361) are of the opinion that, each country experiences great challenges when it comes to job creation. Job creation can however only be possible if the country's economy is vibrant and enables new jobs to be created. People however, should be equipped with marketable skills so that they could be employable. The South African government has therefore, come-up with a five-year strategic framework in 2009 that seeks to provide what is termed a medium-term strategic framework (MTSF) for HRD in the country. A number of commitments were adopted as follows:

- “To urgently overcome the shortage in the supply of people with priority skills needed for the successful implementation of current strategies to achieve accelerated economic growth;
- To increase the supply of appropriately skilled people to meet the demands of the current and emerging economic and social development priorities;
- To ensure improved universal access to quality basic education and schooling;
- To urgently implement skills development programmes that are purposefully aimed at overcoming the related scourges of poverty and unemployment;

- To ensure that young people have access to education and training that enhances opportunities and increases their chances of success in further vocational training and sustainable employment;
- To improve the technological and innovation capability and outcomes within the public and private sectors to enhance our competitiveness in the global economy and to meet our human development priorities;
- To ensure that the public sector has the capability to meet the strategic priorities of the South African Development state; and
- To establish effective and efficient planning capabilities in the relevant departments and entities for the successful implementation of the HRD-SA”.

The HRD strategy recognises that, both the demand and supply side of HRD issues need proper attention, meaning that, HRD should be a holistic approach that prepares for a future society starting from early childhood development through to the labour market entry point; recognises well that the systematic challenges are an impediment to bring about success in the implementation of HRD policy; and that HRD be properly located in the broader development context on the country, taking into account a number of challenges that are posed by various developmental issues amongst others: poverty, inequality, sky rocketing unemployment levels and also the lack of social cohesion in society (HRDSA 2010-2030: 7).

In view of all these, the Department of Public Service and Administration`s Strategic Framework Vision 2015, provides for four pillars aimed at Human Resource Development. The pillars are as: capacity development; organizational support systems; governance and institutional development; and economic and growth development. The strategy envisages to address the supply of human capital in order to meet the broader social and economic needs in the country. This is so because the realisation of enhancing the delivery of services by public

sector institutions depends on how the workers are capacitated such that their performance is above question. A brief exposition of the pillars follows next:

2.3.4.1.1 Capacity development initiatives

The first pillar of the strategic framework has eight interventions that aim at the development of capacity, and they are as follows:

- To strengthen the systems for workplace learning;
- To have an Integrated ABET (AET) framework;
- The establishment of leadership development management strategies;
- To have a clear and proper strategic role for professional bodies: norms, standards and capacity development;
- The promotion of learnership, internships and traineeships;
- The establishment of a national/provincial public service academy;
- The creation of avenues for e-learning for the public service; and
- The fostering of HEI and FETC partnerships (The Strategic Framework Vision 2015: 12-13).

2.3.4.1.2 Organisational support initiatives

HRD can be seen to be functional when organisational support structures and systems are properly integrated and well co-ordinated to can properly support HRD initiatives. This pillar therefore seeks an embodiment of selected intervention strategies where the organisational environment is transformed such that there could be a positive impact. Eight areas of strategic intervention in this pillar are as follows:

- The human resource planning in both the supply and demand management;

- A need for a proper knowledge and information management;
- The establishment of performance management development systems;
- The promotion of appropriate organisational structures for HRD;
- To ensure that there is adequate physical and human resources and facilities;
- The management of employee health and wellness;
- Make sure that there is proper career planning and talent management; and
- The mobilisation of management support (The Strategic Framework Vision 2015: 13).

2.3.4.1.2 The governance and institutional development

Good governance paves a way for the successful implementation of the strategic framework. This is enabled through the driving of the strategic framework at all relevant levels for proper co-ordination. In this instance, seven areas of strategic intervention are as follows:

- The strengthening and proper alignment of governance roles in HRD with affected role players, *viz.* SETAs, DPSA and NSG;
- A proper management of the HRD policy and planning frameworks and guidelines;
- To foster an effective monitoring, evaluation and impact analysis;
- A proper management of the effectiveness of communication;
- The promotion of HR learning networks;
- The promotion of values, ethics and also a professional code of practice; and
- The utilisation of the strategic role of SETAs (The Strategic Framework Vision 2015: 13).

2.3.4.1.3 Initiatives to support government's economic growth and development initiatives

This is a possibility only when efforts from the government produces results that contribute positively to the welfare of the community. To make this a reality, the pillar seeks to embody six strategic initiatives, which are as follows:

- The promotion of ASGISA, JIPSA, EPWP, PGDP and IDPs;
- The integration of NEPAD, AU programmes for the sake of capacity development and regional and global levels;
- Conducting awareness of growth and development initiatives;
- The development of capacity in order to promote a successful implementation;
- To try and promote an integrated and inter-sectoral approach in as far as developmental priorities are concerned; and
- To respond positively to the millennium development goals (The Strategic Framework Vision 2015: 14).

2.3.4.2 Principles of the national HRD strategy

For a successful implementation of any initiative anywhere, there should be principles that will guide officials for compliance. The HRD strategic framework is no exception to this. It is therefore, for this reason that ten principles of action are laid down, and the principles are as follows:

- Ensure that workers in various occupational levels and classes are focused;
- To respond positively to the needs of designated groups;
- Making sure that there is cohesiveness and proper integration within structures, systems and practices;

- Affording platforms for a flexible and adaptable environment for the avoidance of constraints that might be experienced due to the rigidity of strategic approaches;
- The recognition and proper response to differences that are contextual in nature to enable for individual entity development in their comfort zones for sustainability;
- Making sure that the focus is on performance to enable the contribution to such performance and service delivery through capacity development;
- To respond to each sector acknowledging differences that exist to enable the pursuance of courses which are of advantage of its inherent strengths;
- The creation of enabling environment for communities and organisations to build a culture of learning and instill that to be routine;
- The promotion of an agenda that focus at development to enable efforts by the public sector to can respond to the challenges of development of the nation in a way that is properly co-ordinated; and
- Making sure that action through-out all government levels continues so that the process does not lose the impetus of HRD interventions and make such duly reflected in people`s lives (The Strategic Framework Vision 2015: 14).

2.3.5 The training process

For an institution to conduct a training programme successfully, there must be a plan that is aimed at the development of human resources. Such an institutional training plan should mainly be informed by the institutional strategy. Training designers must identify the skills competencies that are needed within the organisation to achieve institutional goals. Planners should therefore draw-up a strategy that will convincingly show how the intervention will help in the achievement of the institution`s targets (Meyer 2003: 156).

Abella (1986: 3) asserts that, the training process starts with the identification of needs, a stage commonly known as the needs analysis. This stage is very important as it is the one that clears-up on how the training programme should be. It provides very crucial information the trainer needs for the sake of deciding on objectives, content and how the format of the programme should be like.

Andrews (1988: 137-139) concurs with the above view of Abella (1986), and further provides a complete set of steps that should be followed in the process as follows: identification of training needs, establishing training goals, identifying the training group, drawing up a programme, orientation of personnel and implementing the programme. However, the categorisation and order that will be followed in this study will be predicated on Dessler, Barkhuizen, Bezuidenhout, de Braine du, Plessis, Nel, Schultz, Stanz & Van der Waldt (2011: 259) assertions as expounded below.

The proper training process starts with induction if the incumbent in question is a newly appointed official in the organisation. It is only after this that job related aspects can be factored in where new knowledge and skills might be required to do one`s job in a way that is expected by the employer through the supervisor. The trainee might be subjected to classroom training or be referred to an internet website where information can easily be obtainable (Dessler *et al* (2011: 258).

It is a stage that aims at addressing the gap created through various things within the organisation. A number of things can be identified such as poor performance that results into poor service provision (DeSimone & Werner 2012: 26).

The training process according to Blanchard and Thacker (2013: 24-26) comprises five stages, and they are: the needs analysis phase, design phase, development phase, implementation phase and evaluation phase. Dessler *et al* (2011: 259) however, sum up the stages into four, which they argue that if followed properly, trainees can leave training sessions better equipped than

when they came. The four steps are the needs analysis; instructional design; implementation of the programme; and evaluation. DeSimone and Werner (2012: 26-29) are in support of these four main phases for a thorough training process. Each of these phases is therefore discussed next.

It should however be indicated from onset that, the success of training programme requires that, trainees be involved from the planning to the evaluation phase. Participation creates a spirit of ownership. By providing trainees with an opportunity to participate during the different phases of training, it affords them an opportunity to reflect critically on the whole training process. When they have been part of the process from the beginning, they develop interest and enjoy the training. This puts them in a state where they become free to share their experiences, something that can help to better understand what they are doing even by other colleagues. There could be no way that trainees could ever develop a spirit of resistance to change. Trainees could therefore commit themselves fully to the programme and it could be a success (Blanchard & Thacker 2013: 101).

It is therefore, acknowledged that the training process is a very important aspect in equipping employees in every organisation with knowledge and skills to be able to do their jobs efficiently and effectively. Accurate and quality information help in building up a curriculum that could well succeed in imparting the required knowledge and skills. Trainers should be in a position to can also link-up theory and practice by providing trainees with hands-on experiences when new knowledge and skills are applied. Trainees should be afforded an opportunity where they make inputs on what they need to be trained on thereby creating an opportunity for them to feel as part of the process. This gives them an opportunity to own the process as they are the ones who know their learning needs (online) from the World Wide Web:

(<http://www.joe.org/joe/2003april/a5.php> Retrieved April 13 2017).

Effective training is characterised by the following elements: “it is learner focused; it demonstrates productive behaviour and effective life skills; it inspires and motivates; and it also celebrates personal and group achievements” (online from the World Wide Web:

<http://www.joe.org/joe/2003april/a5.php> Retrieved April 13 2017).

2.3.5.1 Needs analysis phase

Due to the changing circumstances in which organisations operate, training of personnel is very important. The identification of training needs must be done by affected stakeholders together. When analysis is done, the objectives of the institution should always be kept in mind. This will make it possible to increase the institutional productivity and effectiveness (Cheminais *et al* 1998: 193).

Van Dyk *et al* (1997: 253) and Erasmus and Van Dyk (1999: 111) (in Meyer (2003: 115) categorised training needs into three, *viz.* Macro-level, Meso-level and Micro-level needs. Macro-level needs are those needs that are found at the national and international levels. For example, at the international level we look at the current trends towards globalisation and the developments in technology, while at the national level in South Africa the move is towards the outcomes based education system. These new developments require that re-training of trainers, for example be prioritised. Meso-level needs are at the organisational level. This is necessitated by the fact that organisations change due to structural adjustments, cultural diversity, new objectives and focus and availability of resources. Micro-level needs are those needs as per individuals. This comes through a comparison of the actual individual performance against the expected performance by the employer. If determined, the incumbent is still lacking on what is expected, the gap can be improved by training the employee in question.

Training needs analysis is according to Swanepoel (ed.) (2003: 455), an investigation that tries to find out if ever there are performance challenges and if

any, determines what the cause is and thereafter what intervention strategies can best be followed to address such problems. A challenge that has been identified can simply be termed a training gap according to Meyer (ed.) (2003: 115). The performance gap in question shows what workers know, do and feel from what they should actually know and do completely. This is supported by Blanchard and Thacker (2013: 24-25) who are of the opinion that a performance gap could either be organisational or individual. Needs analysis phase should be able to identify even future gaps that are anticipated due to new things that an organisation wants. To can plan well for an effective intervention, the cause of the gap should be identified. This would enable the planners to come up with a proper training approach that would be appropriate to address the gap. When the training needs analysis phase has been completed, prioritisation should be done on which aspects need urgent attention and each aspect will have to be dealt with in their order of priority.

Swanepoel (ed.) (2003: 455) defines a training gap as the difference between what is required as a standard for a particular job against the incumbent's actual performance. Erasmus *et al* (2015: 13), argue that, this stage constitutes the core of the training process. This is the case as if needs are correctly identified, an effective intervention strategy can be formulated and applied successfully. The performance gap of an employee against a set standard for a particular task or activity should be identified correctly. When this step has been attended to, honestly and accurately, a training programme that can help to equip an employee with the required skills for the job can be designed. The success of a training programme depends on the proper handling of this step.

It must be acknowledged that training needs vary from one individual to the other. This therefore means that the diverse cognitive skills, intelligence, background experiences, educational levels and personalities necessitate the use of diverse training approaches. Ready-made standardised inflexible training

programmes might not be effective for everyone. Training programmes must therefore be diverse (online) from the World Wide Web:

<http://www.emeraldinsight.com/journals.htm?articlesid=838030&show=html>

Retrieved April 13 2017).

Erasmus *et al* (2015: 15) support the above idea by indicating that training needs vary from institution to institution and from person to person. In this sense, for training to be successful it must first be properly established what employees lack on, for them to perform well. This will make the training designed to serve its purpose, which is of properly equipping employees with requisite knowledge and skills to do their work. Coupled with the above, to have an effective training programme, Meyer (2003: 116) asserts that it is important to know what exactly is causing poor performance if any so that an appropriate intervention strategy can be applied.

In conducting a training needs analysis activity, one can follow various methods and they are amongst others: checking appraisal records, conduct group or individual interviews, observe workers while executing their duties, conducting surveys through questionnaires and also by conducting performance tests (Swanepoel (ed.) 2003: 457).

If training needs are determined through performance evaluation, the information gathered from such an exercise should show according to Van Aswegen (ed.) (2013: 132) which employees need training and development as well as the specific skills they need to work on.

Traditionally, training needs analysis is conducted by the Human Resources department after which training programmes are arranged. This approach is reactionary in nature. Employers are required in terms of law, the *Skills Development Act, 1998* to submit workplace skills plans to SETAs relevant to them so that they can be approved and employers would then recover part of

their levies for skills development purposes. The plan should be detailed, covering the following: a profile of current skills indicating employees` population groups and their educational levels; how skills priorities are set providing numbers of population, gender and occupational groups per beneficiary; the process that was followed in developing the workplace skills plan; and the relationship of the plan and the organisation in as far as the employment equity plan is concerned (Meyer 2003: 113-114).

Various stakeholders that include workers and the employer should be involved in the needs analysis exercise. Identifying who should take part in the exercise will be dependent on the kind of skills gap that is supposed to be filled. Stakeholders include the following: employees, supervisors, management, human resources department staff, previous participants in that kind of the training programme, government departments, SETAs, academics, professional associations and the community at large. Each of these stakeholders has a very important contribution that they can make so that training programmes could cover all aspects expected to develop employees holistically. It should however be noted that, not all stakeholders could be consulted in every analysis exercise (Meyer 2003: 118-119).

The rationale behind training needs analysis exercise is that these days human resources departments are required to add value in human resource development than in the past. After employees have been trained, there must be a positive impact as a result of the exercise and not be done as a routine. Employees should display that they acquired new knowledge and skills to do their work better than before after a training exercise. This can only be a possibility where human resource department personnel have adopted and developed a culture of an ongoing analysis of personnel needs operating strategically and analytically as they understand the current ever-changing environment. If a training needs analysis is conducted properly, learning experiences designed effectively, learning guides well-designed with up to date

information on current relevant developments and employees helped to identify their career aspirations, responsible authorities in the organisation can easily perform a splendid job in assisting workers to improve their performance (Meyer 2003: 115 & 117).

2.3.5.2 Instructional design phase

Technology brings with it a lot of developments. This also affects how training can be done. Training can therefore, be done using technological gadgets like computers, tablets, and cellphones (Meyer 2003: 3).

Designing however constitutes the second phase in the intervention of the employer to develop employees through training. DeSimone and Werner (2012: 28-29) are of the opinion that, if lack of performance really warrants training, the following activities need to be attended to so that the training process can be a success: “selecting the specific objectives of the programme; developing an appropriate lesson plan for the programme; developing or acquiring the appropriate materials for the trainees to use; determining who will deliver the programme; selecting the most appropriate method or methods to conduct the programme; and scheduling the programme”.

Training needs that are identified during the analysis phase serve as inputs in the design phase. In this phase, training objectives need to be created. In doing this, direction that can be easily followed is provided on what training should be about and how it will be done. When evaluation is conducted, these will become the evaluation objectives and determine if they were achieved. The designing process should also go to an extent of determining how the training intervention strategy will address the constraints experienced by the institution (Blanchard & Thacker 2013: 25-26).

Dessler *et al* (2011: 259) contend that, when designing a training programme, such a programme must clearly show measurable knowledge and performance training objectives.

Blanchard & Thacker (2013: 25-26) further provide principles that are very important when designing a training programme, and these principles are the following: identification of trainees` strengths and challenges so as to be able to provide practical solutions where possible; the alignment of the learning objectives to the goals of the organisation; a description of the programme goals from the onset; try and engage the trainee as early as possible that would result in the maximisation of his/her attention, expectations and memory; make sure the training levels flow systematically from the low to high learning activities for a better understanding and sensibility; try and follow different methods of training; use practical and relevant training material; give trainees space to share their experiences by working together; and provide feedback regularly even by self-assessment.

2.3.5.3 Implementation phase

The main aim of conducting assessment or analysis and designing phases is to make way for an implementable and effective intervention programme meant to address skills challenges. A well-planned intervention strategy or training programme should be implemented with ease and for one to have such a plan, one needs to be creative and flexible (DeSimone & Werner 2012: 28 & 221).

Dessler *et al* (2011: 259) argue that, actual training should be done using relevant tools and equipment. Blanchard and Thacker (2013: 26) reiterate the same view emphasising that, materials and equipment necessary for training should be readily available to enable training to take place. This will enable a proper integrated, well-organised and coherent training plan with an ultimate training objective focus.

The implementation phase therefore, consolidates all the previous phases. The practical implementation of what has been planned is conducted during this phase. The practicality and implementable nature of the programme is tested during this phase (Blanchard & Thacker 2013: 26).

Cheminais *et al* (1988: 204) are of the opinion that a trainer needs to gather relevant information towards the training well before hand. Some important issues to consider include: the gender, age, language, culture, previous training attended by potential trainees. These help the trainer to have an idea of the kind of trainees he/she is going to meet. This could provide the trainer with an opportunity to be ready about the diverse group and plan well on how he/she will positively handle it.

When trainers are preparing their presentations, they need to note if any differences exist on what they intend presenting, i.e. the presentation's framework and content, and also the style they see fit on how to present their ideas, i.e. the presentation format. The content of the presentation should not only be about new ideas, but should also bring about revised versions of existing and current policies and ideas. This however, has to be done in an acceptable manner. This can be made possible if when preparing the material for training, a benchmarking exercise is undertaken. More emphasis should therefore be put on being practical and not only theorising (online) from the World Wide Web:

(<http://www.emeraldinsight.com/journals.htm?articleid=880340> Retrieved April 13 2017).

To enable the implementation phase to run smoothly, Cheminais *et al* (1988: 204) further provide some guidelines which can lead to a success of the training presentation and they are as follows: keeping to a prepared programme; keep and maintain eye contact with trainees as this gives the trainer a good chance for effective communication; try and vary his/her voice tone in line with the kind of emphasis he/she puts on a particular point; not engage on unnecessary habits

and movements that could irritate trainees and cause them to lose concentration; the trainer should try and use aids as far as possible; the maintenance of a positive attitude at all times; allowing trainees to ask questions to ensure understanding; and also completing a session by summarising each part of the presentation.

2.3.5.4 Evaluation phase

Meyer (2003: 320-321) defines evaluation as the collection of evidence that helps to determine a learner's competence through improved performance and a programme's relevance that is aimed at the achievement of particular targets.

It should therefore be made clear according to Meyer (2003: 319-320) that, training is not conducted just for the sake of doing it, but to have improvement on performance and productivity by officials. Gone are the days when people were trained and not required to show if they benefited from the exercise. At the end of every training, trainees should be assessed or evaluated to determine the impact of the exercise. This in a way will provide the trainer or employer with feedback on whether the training was of benefit or not to those being trained. Also, what has to be ascertained is whether the activity was conducted in an acceptable manner or there is a need for improvement.

Zaccarelli (1988: 53) is of the opinion that when evaluation is done, the main aim is to ascertain the extent to which the measurable objectives stated during planning were attained. The main focus of evaluating training should be on the training method, training content and the training environment.

As the last stage in the training process, evaluation should be conducted with care. There should be trusted and tested instruments to be used to measure whether the intervention was successful or not. Trainees provide very useful

information on whether the programme assisted them such that what they learned, would be of great use in their jobs (DeSimone & Werner 2012: 29).

It is always advisable to evaluate a training session at the end. It helps to determine the strength and weakness of the activity. When training planners get feedback containing suggestions, improvements on future sessions could be factored in and therefore candidates benefit more in future. Some methods for evaluation include the use of evaluation forms at the end of the training; observing employees` behaviour after the training to determine if there are any improvements in the performance and also checking the end result and/or output of the organisation to establish whether production and performance targets are being reached (Meyer 2003: 171).

The success of the programme should be evaluated and this can simply be shown by an improvement in the performance and productivity of trainees (Dessler *et al* 2011: 259).

The evaluation phase according to Blanchard and Thacker (2013: 26) should not necessarily be seen as the last phase of the training process. This is the case as instruments and measures that should be used to evaluate training should already be in place before the actual evaluation process. This therefore implies that, evaluation should be part of the whole process from the beginning to the end as monitoring helps to adapt and adopt what is necessary to make the exercise a success. Some aspects to be considered carefully during evaluation are time, money and staff. Evaluation therefore has to be done by looking at whether the trainer followed the training process properly and also if there was any outcome achieved at the end of training, i.e. the determination of the effects of training.

Evaluation therefore contends Swanepoel (ed.) (2003: 4730) that, it helps to determine whether training was effective or not. And this could only be confirmed if the objectives that were initially set are achieved.

Evaluation and assessment can be done in twofold, *viz.* formative and summative wherein the former focusses at the performance of the learner to determine the following: “the extent to which the course was mastered; provide feedback to the learners; and assist the learners in correcting errors and improving learning performance” while with the later, the assessor or evaluator must do the following: “examine all the learning materials after they have been revised in the light of the formative evaluation; observe the delivery of the material; administer a post-test to measure learner`s achievement of objectives; administer an attitude survey; and compare subsequent job performance” (Meyer 2003: 321-322).

To be objective in conducting evaluation, close-ended questions can assist greatly. Participants can just be asked to list important things they learned during the training and how they think they will use such in their work environments. This way, one can get helpful feedback unlike when one asks trainees whether the course material helped them anyway. Another important way to find-out the effectiveness of the training could be to ask trainees` supervisors if there is any improvement by trainees after the training. Scholars in the field can be of great assistance to also make inputs on material and methodology followed and teaching plans (online) from the World Wide Web:

(<http://www.emeraldinsight.com/journals.htm?articleid=880340> Retrieved April 13 2017).

2.3.6 Types of training

After training needs analysis has been conducted, intervention strategies/training programmes need to be designed and implemented. When an employer

intervenes, a complete performance analysis is important as it reveals the actual gap between the desired performance and the existing one. This exercise helps in identifying the proper intervention as per the level of knowledge required. One more important aspect that should be given serious consideration in training is funding. When an intervention strategy/training programme is designed, it should be done in a way that the institutional budget will be able to cover for its cost (Meyer, 2003: 138).

Meyer (2003: 159) further alludes to the fact that training needs are the ones that should determine the method that should be adopted to conduct training. The training type that could be followed will also depend on the available resources to fund the activity, the type of the company and how the employer values training.

The different methods can be categorised into two, *viz.* formal and on-the-job training. The former could be done through training courses; seminars; lectures and symposiums; and computer-based training while the latter could be through demonstration/instruction; coaching; job rotation; delegation; etc.

Different types of training that can also be called intervention strategies are therefore, discussed next.

2.3.6.1 Induction/Orientation

Meyer (2003: 212) is of the opinion that institutions sometimes invest/spend too much money on farewell functions for those leaving the organisation. Although the author acknowledges that employees' contribution should be appreciated; he views that induction that accepts and introduces new workers in a dignified manner helps in welcoming new employees.

The purpose of orientation or induction is to formally introduce a newly appointed employee and integrate him/her to his/her new colleagues in the organisation

and position. The first experience of an employee determines his/her future behaviour in the organisation. It is during this stage that an employee should start to learn about his/her new organisation, especially issues relating to methods of doing one's work, values of the organisation and procedures of doing things in his/her position. Orientation programmes should be done in a formal way. If a worker gets subjected to a properly planned and well executed orientation, chances are that such an employee could stay with the organisation for a long time, thereby reducing unnecessary expenses of re-advertising, re-recruiting, re-orienting and re-training new employees within short spaces of time due to employees always leaving the organisation pre-maturely. When workers always resign from an institution, the image of that institution gets dented as people turn to have negative thoughts about such an institution (Meyer 2003: 211-213).

Blanchard and Thacker (2013: 376 & 378) also put more emphasis on the purpose of orientation as an important aspect on newly appointed officials. They argue that its purpose is to assimilate newly appointed officials to the environment of the institution they have just joined. The training must be able to provide information to the new employees on the institution's history, culture and what the strategic vision of the institution is. Orientation can take half a day or full day depending on how the programme is designed. Some programmes can even take a week or more by sorting-out time in between work schedules. Conducting orientation over a longer period of time helps to avoid information overload.

Cloete (1990: 161) also sees the issue of environment as a very important aspect that requires induction to be conducted. When a new incumbent arrives at his/her new employment, be it a new appointment, promotion or transfer, he/she enters a new and sometimes strange environment to what he/she was used to. How this person is received will actually leave a lasting impression about the institution to the newly appointed employee. It is therefore, the responsibility of the immediate line manager to the employee in question to do the necessary general introduction of the employee to his/her new job. The supervisor must show how

this new employee is important for the organisation to function and achieve its objectives.

Cheminais *et al* (1998: 197) reiterate the point of giving exposure to newly appointed officials on their new institution. Even if the appointee possesses the required academic qualification, he/she might not be familiar with his/her new environment. Again he/she might not possess all the requisite skills to perform that particular job hence it becomes important to subject him/her to a training programme. Some of the things that newly appointed officials might need knowledge on include: conditions of service; employee privileges at work; the main activities and objectives of the institution and where he/she fits in; personnel evaluation; the prospects of being promoted; discipline and disciplinary procedures and grievance procedures.

During the interview stage, candidates should be provided with enough information about the organisation and position one is contesting for. This will easily clear-up the way to show whether the candidate is a suitable match for the position in question. The information provided should include the description of the job (i.e. duties) and what the performance expectations are, to mention a few. When an individual has been offered a position, the employer should provide him/her with what can be called a welcome pack that includes: the conditions of employment; immediate colleagues he/she will always work closely with; any information on work-related issues like newsletters, regulations and reports about the institution. A general information about the geographical location could also be of great help to the employee. (Meyer 2003: 213).

Nel *et al* (2013: 208-209) contend that induction is of paramount importance in the sense that it provides newly appointed employees with information which is basic about the institution and the requirements of their jobs and the skills they must possess in order to perform their duties successfully. Induction assists in relieving newly appointed employees off stress and nervousness exacerbated by

uncertainty and the unknown prospects. Therefore, if induction is properly planned and executed according to set specifications in a professional manner, fear and any other thing associated with uncertainty can be easily alleviated thereby leaving the worker more focused and productive. This in a way could help to integrate the employee into the organisation easily. About three approaches can be followed and used to induct workers, viz: verbal, written and audio-visual, the last being a combination of the first and second.

Another important issue to be attended to according to Meyer (2003: 213) is what he calls the pre-employment arrangement where the employee's colleagues, especially the immediate supervisors, subordinates and all those who will be working closely with him/her are informed in advance about the new colleague. When the employee arrives, colleagues will be ready to welcome him/her. As was already indicated about the first impression at work, the first day gives an employee lasting memories and experiences. The immediate supervisor is the one who should introduce the new employee to the surroundings and colleagues. Nel *et al* (2013: 210) assert that, induction helps employees to feel welcome into their new employment and this results in job satisfaction and reduces chances of a high turnover.

The human resources department has a very important responsibility of preparing a well-planned induction programme. The new terminology currently being used to refer to induction is "onboarding". Besides the fact that employees need to be acquainted with rules, regulations and any other important aspect of their work, emotional attachment to the organisation is one of the important things that induction needs to achieve (Dessler *et al* 2011: 255).

Progress of newly appointed employees should be monitored from the start to determine if they are making any positive contribution to the main mission of the organisation. When employees exit the organisation, they should be requested to answer some questions that would help to determine the cause of their leaving

and if there could be any intervention that could assist to prevent a large turnover of employees such move needs to be taken (Meyer 2003: 214).

Orientation, Van der Waldt and du Toit (1998: 395) argue that, it helps to prevent a high personnel turnover that may be caused by some negative influences and a feeling of ineffectiveness. This point is also supported by Cheminais *et al* (1998: 197) indicating that, if an employee does not get training, the possibility is that he/she might be influenced negatively and end up developing a negative attitude towards his/her work and the institution at large. This might result in premature resignation. Training can also help newly appointed officials to guard against mistakes that could easily be prevented and establish a more positive interpersonal relation.

For an orientation programme to be successful, Meyer (2003: 215-216) lists a number of elements that should be followed and they are as follows: “giving employees what they need; allowing enough time for orientation; provide a bonding experience; making orientation universal; ensuring immediate implementation; announcing the appointment; simplicity; emotional element; management involvement; and human resources involvement”.

Today`s organisations according to Dessler *et al* (2011: 257), have started to utilise technology for induction. Employees are given technological gadgets like tablets and laptops pre-loaded with everything an employee will need to know about his/her new employer and colleagues. This affords employees access to important information like the vision and mission of the institution, not excluding policies and procedures the employee will need to master in order to do his/her job professionally and diligently anytime even after the official work periods.

2.3.6.1.1 Objectives of Induction/Orientation

Orientation has very important objectives in an institution. Meyer (2003: 212) outlines these objectives as follows: to assist the employee and the employer to create formidable expectations that are achievable; help in reducing anxiety and uncertainty that could possibly lead to unexpected turnover; convincingly depict an organisational image that is acceptable to the employee that he/she can be loyal to; instill the spirit of social cohesion such that an employee develops a feeling of belonging to the organisation and being accepted by colleagues; and create an opportunity for the new incumbent to be part of the developmental agenda process which seeks to see a productive well performing personnel corps.

Nel *et al* (2013: 210) provide the objectives of induction as follows: when properly introduced into the organisation, one can rarely be absent from work; the employee quickly fits into the job easily; it helps the employee to see and understand the bigger picture and goals of the institution; have a better understanding of institutional policies and procedures; integrate the newly appointed official into the team; and cultivate an amicable employer-employee relationship.

2.3.6.2 On the job training

Meyer (2003: 140) is of the opinion that due to the increasing community and/or customer needs coupled with technological development, for example, even well-experienced employees would at some stage be confronted with something they have not experienced before. This therefore, requires on the job training that will always refresh workers` minds and update them on new developments. This helps employees to acquire new skills and such behaviours that are needed to be done because newly appointed employees will need to be inducted,

transferred and also promoted in their careers. As such, they must be oriented to their new positions for either new or more demanding and challenging responsibilities.

Cloete (1990: 162-164), considers on the job training as just but one way of training employees through-out their working careers as is what should be done during an employee`s in-service period. Other approaches that can be followed during an employee`s service period include the following: vestibule training; reading; apprenticeship and classroom training.

On the job training is regarded as the most popular training approach more especially to small institutions. This method can yield great results if done correctly (Zaccarelli 1988: 42).

Swanepoel (ed.) (2003: 465) defines on the job training as that type of training that is done at the work environment where the incumbent is expected to do. This approach actually affords trainees with relevant learning as it`s what they are expected to do as their daily exercise. It therefore provides trainees with a sense of satisfaction and thereby motivate them greatly.

Nel *et al* (2013: 379-381) contend that, on the job training takes place where the actual job is done. The trainee simply observes what the supervisor does and also gets an opportunity to imitate. At the end of it all there should be an assessment of the worker to determine if he/she meets the required standards. Employees are given ample time to learn and acquaint themselves with activities they are expected to know and they will be doing the work hands-on.

Dessler *et al* (2011: 267-268) concurs with Nel in as far as where this kind of training takes place, which is where the job takes place. When this type of training is followed, the trainee should be prepared well in advance, where-after the operation is presented after-which the trainee is given a chance to try what

he/she saw and finally making a follow-up correcting failures and rewarding good performance.

On the job training takes place where the trainee works, i.e. at his/her work station. This can best be done by coaching an employee concerned, for example. It involves a one on one interaction/training between colleagues especially a junior employee and his/her supervisor. This can be done informally by requiring employees to emulate their supervisors after having observed them doing the job. Although this approach can pose challenges as supervisors might have busy schedules and not concentrate on whether their subordinates are comprehending with their work, and also expect another junior experienced employee to assist, it can fairly help impart required skills to do a particular activity by colleagues. Errors committed can immediately be attended to on the spot and corrective measures taken without delay. An employee can hardly repeat the same mistake if assisted practically to overcome it. The trainee in this approach applies immediately what he/she learned as it takes place on the job. This approach further reduces the costs that might be required to do training as it takes place right in the work place (DeSimone & Werner 2012: 224-225).

Meyer (2003: 140) also sees on the job training as something that could be conducted more in an informal way. An employee concerned should observe an experienced worker especially at a more senior level as indicated in the paragraph above over a period of time. Thereafter, the employee has to imitate what he/she has observed. The supervisor in turn could tell his/her subordinate what he/she actually expected him/her to do. After the trainer is convinced that the trainee has been given enough time to observe, he/she can thereafter request the trainee to do the job whilst the trainer is also observing.

Meyer (2003:140-142) further argues that to make on the job training effective, trainers should be selected carefully as they should show commitment during the process. This kind of training should also be structured properly so that both the

trainer and the trainee would be seriously familiar with what they would be doing. Although this kind of training may focus on observation, the trainer should be provided with material that would guide him/her on the most focus areas he/she should focus on. To check if the exercise has been effective, there should be an exit test at the end of the training. This could then provide the trainer with a picture of whether the exercise was a success or not.

While doing on the job training, DeSimone and Werner (2012: 226) contend that one can exercise what they call job instruction training. This is the kind of training where a sequence of instructional procedures, are used by the trainer while training employees and this is done while such workers are busy with their assigned duties. The procedure to be followed in this approach is to first prepare the worker for the task, then present the task to the worker and thereafter let the worker practise by exercising the task and finally make a follow-up to check if the trainee is able to comprehend with the task at hand.

Nel *et al* (2011: 379-381), see the purpose of on the job training as to provide skills to employees at the end of which there should be assessment. Enough time is required and above all, there should be criteria specifically to be followed when conducting assessment. Various methods can however be followed when doing on the job training and they include: coaching; job rotation; job instruction training; mentoring; learnership training (previously apprenticeship training) and vestibule training.

2.3.6.2.1 Job rotation

Job rotation is when an employee is moved from one assignment to another. This enables a worker to learn more through observation and application. The trainee should not be left to find his/her way on his/her own while doing the job. Senior officials in the department, division or section the trainee falls under should therefore always provide the necessary supervision. The employee in this

instance will be able to learn various tasks also mastering some key roles, policies and procedures on each task. When the trainee completes the rotation cycle, evaluations conducted after each task should help to determine permanent placement of an employee if it is a new employee. This approach assists to determine the interests and abilities of employees leading to fit them in proper positions where they can most probably enjoy their job. The approach is most appropriate for newly employed workers (DeSimone & Werner 2012: 227).

When moving employees from one job to another it should be bone in mind that such workers must stay at the same level of responsibility. Employees can be kept in a position for various times of periods, for example, six months. This provides workers with an opportunity to get exposed to a variety of activities that are done within the organisation. When workers get a variety of knowledge and skills across different sections, it helps the organisation to have people who can act in others` positions if they are absent, making the institution functional all the time. Senior officials are also helped when subjected to this exercise as they will have an understanding of the operations of the organisation holistically which is a macro-approach. This in a way stimulates new ideas on an individual (Swanepoel (ed.) (2003: 469).

When moving workers from one job to another, Nel *et al* (2011: 379) are of the opinion that, the exercise should be cautiously done in a systematic way. Because workers are provided with a general knowledge and skill about the institution, it helps them to can decide on their career paths in future.

Nel *et al* (2013: 379) also put emphasis on the fact that employees must be moved to a job at the same level. It should however be noted that workers can be rotated at every level in the organisation. Employees can gather general knowledge about the organisation preparing employees to can take sound decisions in the organisation in future. Trainees need to be closely monitored to

assess whether they comprehend their new responsibilities and if there is any challenge, they be assisted.

Dessler *et al* (2011: 281) opine that job rotation helps in testing the abilities of employees as they are moved from one unit to another.

Job rotation is seen as the best approach of multi-skilling workers. This approach was once tested by the South African Department of Traditional Affairs (DTA) where individuals were identified and moved from capacity building section to research and policy development section. The intention was to afford them an opportunity to expand their understanding of the institution by getting first-hand experience on what other sections are doing. This proved to be very successful as staff members concerned developed new knowledge and skills on what the organisation is doing in other sections (Department of Traditional Affairs 2011-14: 20).

2.3.6.2.2 Mentoring and Coaching

DeSimone and Werner (2012: 363) define coaching as a discussion between the supervisor and subordinate conducted on a face to face basis wanting subordinates to display desirable behaviours in the execution of their duties. Coaching can further be described as a technique aimed at improving performance.

To Zaccarelli (1988: 54), coaching is a reinforcement that is ongoing on the positive side of training. The coach should mainly focus on those problems that can be seen as being special to provide immediate solutions, there should be an open and effective communication between the coach and the trainee and efforts should always be made to make sure employees are afforded an opportunity to have professional growth.

According to Camp *et al* (1986: 243), coaching should be seen as a kind of training that is conducted where the trainee works and conducted by a senior official or supervisor on a one to one basis. The approach followed in the way of training is to use the incumbent`s actual job experiences as a source of learning.

Organisations all over the world recognise mentoring and coaching as important organisational development tools in imparting knowledge and skills. DeSimone and Werner (2012: 550), further assert that coaching can be seen as a process of treating workers as partners in achieving personal and organisational goals. In the process, individuals are motivated to accept responsibilities for their actions, to address work-related problems and to achieve and to sustain superior performance. A coach can simply be equated with a tutor, who consistently observes a learner`s work and actions, providing guidance on execution and teaching skills which may be lacking.

Nel *et al* (2013: 379) concur with Camp *et al* (1986: 243) that coaching is a one to one interaction that contains an element of instruction by the coach. The exercise requires proper planning. The coach leads by example and also gives answers to questions that might be raised by the trainee. When one is coaching a subordinate, he/she turns the work environment to resemble that of a learning environment. The whole coaching process should form part of the work process and not to be considered as a separate activity.

When following the coaching approach, Camp *et al* (1986: 244-245) are of the opinion that, the supervisor responsible for coaching should set goals and appraise performance at the end of the exercise. If an organisation chooses coaching as a training intervention, for employees` development and growth, the organisation must prepare a training programme for coaches to equip them with coaching skills.

The coach should always be in a position to provide questions and at the same time proper answers to such questions. Furthermore, coaching involves the offering of counselling to an employee in general. In this way, the work situation provides a learning opportunity to the worker. In coaching however, there are ethical issues that need attention and they are: “a need to adhere to a recognised code of practice; being trained and be able to use the core skills of coaching; being careful to take on clients suited to their skills; and being willing to make referrals where appropriate (Nel *et al* 2011: 379).

Swanepoel (ed.) (2003: 469) asserts that, managers with proper experience should be the ones who guide those who work under them as they could still be lacking some required knowledge, experience and skills. Performance feedback is immediately provided as the coach moves with the employee step by step. Meyer (2003: 287) concurs with the aspect of senior subordinate relationship in the sense that, the mentoring process involves senior and well-experienced employees who by virtue of their experience, take-on inexperienced workers in guiding them. Mentors coach their juniors by assisting them to develop their careers and also act as role-models by providing socio-psychological support through counselling. For example, a coach should display positive characteristics that include optimism; moral values; honesty; humility; self-confidence and being trustworthy. On the one hand, a good coach`s responsibilities include the gathering of data; the provision of feedback; motivating; making sure of getting results and providing leadership to colleagues by uniting the team (DeSimone & Werner 2012: 364).

Mentoring is a relationship between a subordinate and a senior member of an organisation that positively contributes to the career development of both members. A mentor, on the one hand, must have broader experience about the institution and its functions and the ability to place an individual into assignments that will help with one`s development (DeSimone & Werner 2012: 555).

Coaching has a number of advantages and some of them are the following: “it makes subordinates aware on how their supervisors think about the way they execute their duties; enables supervisors and employees to work together on ways in which employees can improve their performance; improves communication and collaboration between supervisors and their subordinates; and also provides a framework for establishing short and long-term personal career goals (Wexley & Latham 1981: 114).

Rao and Krishna (2009: 497) see the advantage of coaching and mentoring as providing the learner with an excellent opportunity to learn quickly as he/she is always in constant contact and interaction with the coach or mentor and as such receives guidance constantly. This helps the learner or trainee to be on track.

a) The role played by the Department of Public Service and Administration (DPSA) in mentoring

The Department of Public Service and Administration is a central personnel agency for the South African public service. The department plays a very important role in the development of skills for the South African nation by focusing on mentoring. In doing this, the department developed some guidelines on how the mentorship programme could be run successfully. This initiative came about after the Department interacted with different interested stakeholders who contributed immensely with positive inputs. The DPSA (2006: 5) therefore, defines mentoring as the development of a relationship that is forged by an experienced person (a mentor) by supporting an inexperienced individual (the protégé/mentee) in attaining personal growth so that at the end, the mentee can achieve greater efficiency, productivity and effectiveness within his/her institution.

Mentoring assists greatly in one`s career development and the promotion of values. The mentee`s character gets developed though the instilling of

acceptable work values by the mentor. Mentees are provided with an opportunity to think positively, be able to solve problems, strategise and develop any other skill relevant to their career. Departments that are running mentorship programmes are therefore required to submit concise reports to the DPSA when such programmes are completed (DPSA 2006: 5 & 25).

The DPSA as a national body has a responsibility to establish and maintain a database of mentors for the whole public service. Information from provinces should be facilitated through offices of premiers as co-ordinators (DPSA 2006: 5 & 30).

b) The role played by HRD heads in mentoring

HRD heads should facilitate and co-ordinate mentorship programmes within their organisations. Where necessary, they should make sure that agreements between their departments and other relevant stakeholders are concluded to provide guidance to stakeholders in developing mentorship programmes. They also have a responsibility to develop a performance management system (PMS) for mentees covering all issues relating to their performance agreements, assessments and management styles. Heads are furthermore, required to assist in the development of capacity for mentoring and implementation programmes within their organisations. Finally, HRD heads have a responsibility to aligning assistance in the selection of coordinators and mentors and also aligning mentoring programmes with HRD plans, not forgetting the development of mentoring, assessment and evaluation methods for assessing mentees and the programmes (DPSA 2006: 5 & 28).

2.3.6.2.3 Learnership training

In this method Nel *et al* (2011: 381) argue that, a trainee is guided by a skilled employee. This is an opportunity that is afforded to inexperienced learners so that they can get exposure to the working environment to confirm the theory they learned.

Some institutions of higher learning like universities of technology have programmes that require learners to acquire some practical exposure which constitute part of the learning curriculum. This results into a work integrated learning (WIL) approach. When a learner graduates, already, he/she has a bit of the required experience in his/her field (Dessler *et al* 2011: 268).

Learnership training (previously called apprenticeship), started during the Middle Ages. Before the Industrial Revolution, an apprentice had to live in a master craftsman`s house to learn the craft. During that time, the apprentices were not paid but only provided with accommodation. The apprentice programme later had to take into consideration the following elements: “a minimum starting age of 16 years; a schedule of work experience supplemented by a number of hours (144 hours) per year of related classroom instruction; a progressively increasing schedule of wages; proper supervision; and periodic evaluations of the apprentices” (Camp, Blanchard & Huszczo 1986: 247).

2.3.6.2.4 Conferences

Workers can also be skilled through conference attendance. They could be encouraged to prepare and present papers in conferences or just attend to listen to scholars on the researches they conducted.

Conferences that are held to improve skills and performance should be professional in nature (Meyer 2003: 139). A conference affords attendees an opportunity to rub shoulders with colleagues from other institutions where experiences are shared and networking a possibility. Because attendees share a common interest, challenges identified in the field or work environments are tackled following different approaches leading to suitable solutions. Institutional skills development plans should therefore incorporate employee conference attendance and because conferences are organised around themes, employees should be sent to those conferences that are relevant to their work specialisations.

Employers can also use tele-training and video-conferencing. This method of training provides a training where televised kind of communication is followed. People in different areas can be trained at the same time using technology. The same with video-conferencing, trainees in different geographical areas can be part of a conference or seminar coordinated in a different area at the same time. Employers can save a lot of money in travelling, accommodation and meals as employees can attend conferences while they are in their offices (Dessler *et al* 2011: 272).

Video-conferencing has its pros and cons. A study conducted on video-conferencing by Goodale, Spitz, Beattie and Lin on (online) from the World Wide Web: (<http://www.rrh.org.au/articles/subviewaust.asp>? Retrieved April 13 2017), revealed through its evaluation that, it saves time and money of trainees for what they called isolated employees as it is convenient and easy to access. However, a challenge was raised about the difficulty of interaction between the trainee and the trainer and secondly if there are technical challenges, it is difficult to concentrate as there might be a lot of interruptions. Another problem highlighted was lack of networking as trainees, don't meet personally however, they would want to network with colleagues from other areas.

When a conference has ended, organisers must send all the proceedings, results and resolutions if any to delegates. This brings about a positive impact as everyone`s mind could easily be refreshed resulting in positive results of the conference on knowledge acquiring (Meyer 2003: 140).

2.3.6.2.5 Industrial theatre sessions

This is one of the most recent approaches of training. It focusses on large groups of people where they could be targeted at the same time. The approach has fun and humour on it as it uses drama and actors to get the message through. This could look more like an advert as through this approach a product or service should be put in a perspective that it attracts the attention of those targeted. If handled well, following this approach information supplied can be very informative and raise awareness on people being trained. Trainees are therefore expected to have a mental shift from who they are to the artist`s behaviour in a way trying to instill a required behaviour on them. Because things are dramatised, people are more attracted to watch. This intervention can help in topics like for example, affirmative action, diversity management, gender issues, safety procedures and communication (Meyer 2003: 142-143).

The benefits of this approach according to Meyer (2003: 143) are the following: it can easily communicate new policies and approaches of work easily to workers; the outside world, i.e. customers can be easily reached and get the message of the organisation; because the approach is dramatised, attitudes and emotions of employees can easily be influenced towards the direction of the employer.

2.3.6.2.6 Classroom approach

DeSimone and Werner (2012: 228) contend that classroom training approach can be done in various ways, *viz.* lecture; discussion; audiovisual media;

experiential methods and computer-based training. This has to be done outside the normal work setting. This training approach is good because trainees are taken away from their work environment where there are no distractions and one trainer can train a number of people at the same time.

When following the lecture method, Dessler *et al* (2011: 269) argue that it can be an effective training method when focusing on a group. The trainer should therefore, be well-prepared so that he/she will not bore trainees.

McArdle (2007: 11) observed that, this approach demands more efforts from the facilitator. This is the case as he/she is in charge of almost everything that should transpire in the venue. Traditionally the trainer conducts a class lecture which might have no student participation or very little contribution from the students thereof. Therefore, the trainer should put more effort on the learning process for it to be a success and lively.

2.3.6.2.7 Diversity management training

Blanchard and Thacker (2013: 387) implore that institutions these days have become very diverse. This is the case as people are joining organisations from different cultures, religion and gender tension sometimes grow amongst diverse groups as they struggle to understand each other. Those at supervisory positions need to be very cautious when taking decisions and therefore should not show favour to those who are similar to them and end up disadvantaging other groups.

Mafunisa (ed.) (2000: 85) contends that institutions should ensure that their employees` behaviour and attitudes promote especially in the public sector, the ethical foundations of public administration amongst others, the respect for societal values. Institutional leadership should possess knowledge and skills of trans-cultural management and always be sensitive and uphold the societal values.

Employers should therefore design programmes that focus on training employees across all levels on diversity management. Diversity management training helps greatly to raise awareness and make workers conscious of how organisations are diverse on a number of aspects such that they may be tolerant to each other. Diversity management is proactive in nature. The emphasis is put more on building diverse teams, by including people from different races, ethnicity, age, religion, sexual orientation and all other physical limitations. This should be done from the very beginning when recruiting personnel (DeSimone & Werner 2012: 530 & 536).

Cross-cultural training prepares incumbents who will and wish to work in the global village, i.e. when one will meet people and have colleagues different from his/her home culture. There is no way one can avoid meeting and mixing with foreign people nowadays as the world has become a global village. When one has been provided with this training, he/she is able to deal with the complexities of new and different cultural environments one finds himself/herself in. As such, because employers have started to compete for better expertise locally, nationally and internationally, cross-cultural training is very important. Employees will therefore feel at ease and so, they won't experience culture shock in the new culture and they will not be stressed by feeling disorientated due to cultural differences (online) from the World Wide Web:

(<http://www.emeraldinsight.com/journals.htm?articleid=8482483> Retrieved April 13 2017).

2.3.6.2.8 Sexual harassment training

Sexual harassment can be defined as “an advance of a sexual nature that is unwelcome”. The act can come out in two different forms, viz. Quid pro quo harassment and hostile work environment, where the former refers to when a senior official is offering something to a subordinate, for example, promotion or salary increase in return of sexual favours while the later form refers to when an

employee gets words, gestures and behaviours that leave him/her feel uncomfortable. Institutions can be held liable if supervisors harass their subordinates sexually (Blanchard and Thacker (2013: 393).

2.3.6.2.9 Managerial training

Individuals aspire to grow and occupy senior positions in their careers. Supervisors are able to identify potential promotable employees to senior posts when working with their subordinates. Potential future managers should therefore be subjected to managerial trainings to equip them with the required skills for such level. This training could include soft skills training and technical training. With regards to soft skills training, topics that can be covered can include; how to motivate and delegate. Inhouse or externally outsourced training can be recommended for this exercise (online) from the World Wide Web:

<http://catalog.flatworldknowledge.com/bookhub/2807?e=portolesedias1.0ch08s0>
2 Retrieved April 13 2017).

2.3.6.2.10 Contemporary training methods

With developments, especially technology globally, Nel *et al* (2013: 381-384) indicate that new and advanced training methods are developed and organisations can use such methods to move with times. In adopting a method, it will require that the organisation has capacity to implement it. The methods are amongst others the following: E-learning or online learning; Mixed mode training; Action learning and Adventure learning. The first includes approaches like, computer-based training, interactive video, web-based training, worldwide web, internet and intranet-based training, virtual reality and mobile technology. Technical training is very important nowadays as most things are done using technology. It should however be indicated that, employers should be sternly warned that if they prefer to use these methods, they might be disappointed as

trainee discipline cannot be guaranteed. This is the case as human beings always need close supervision to do their work whereas with this approach they might be required to guard themselves to get the necessary training.

With regards to technology training, it can be argued that the employer and the employees benefit a lot as workers will after receiving the training, perform at a high standard than before; workers turn to develop more confidence on their tasks; their skills levels improve; and the worker can have multi-skills such that they can perform a variety of tasks (online) from the World Wide Web:

<http://study.com/academy/lesson/types-of-employee-training-programs.html>

Retrieved April 19 2017).

2.3.7 Role-players in training

Different role players have a very meaningful role that they play in the training of officials. In this instance Reddy (ed.) (1996: 125), is of the opinion that training is not a responsibility of employers only, for example, municipalities, but also a responsibility of institutions of higher learning, i.e. Traditional Universities, Universities of Technology and Technical Vocational Education and Training (TVET) colleges. These institutions should develop short courses and programmes that focus on different areas where service delivery is needed. Different role-players are therefore discussed next:

2.3.7.1 The human resources office

This office is responsible for what could be called, organised group training. Training courses should be planned and organised in advance and offered to employees addressing different issues. In doing this, the human resources office should have conducted a needs analysis to establish what exactly such a course should focus on. This will enable them to come-up with the objectives for that

training on what actually needs to be achieved. The actual training can now start and after its completion, it should be evaluated to determine whether the pre-set objectives have been achieved (Marx 1986: 150).

2.3.7.2 Management

Management represents the employer, and their responsibility is to monitor and make sure the objective of the institution is achieved. This therefore means that, it's responsible to make sure that what they are investing through training will increase performance and productivity by employees. This can only be achieved if the training programme has been designed in a way that supports the institution's strategy. The training in question should assist trainees to grow in as far as their professional ambitions are concerned (McArdle 2007: 9).

Managers should themselves be well-trained on their duties. Their trainings should strive to make sure that they (managers) get well-informed in as far as developments and new approaches are concerned in the provision of quality services to clients (Van der Waldt & du Toit 1998: 394).

The responsibility of management as per their different levels should be to make sure that training policies and procedures are implemented in the correct way. As an institution would be having a number of departments, divisions, sections and units, it is the responsibility of the head at each level to determine and conduct needs analysis on what is really needed to focus on when to subject employees to training. One other responsibility of management would be to make sure that the work should not be interrupted and as such schedule employees to different training session accordingly (Marx 1986: 151-152).

2.3.7.3 Trainers

Trainers should try and simplify the training process as far as possible. The training process must be made interesting so that trainees will not get bored in the process and start to lose interest as early as the starting of the training. The materials provided must be easy to read and implement and also provide extra referencing materials. Trainers must also show the relevance of what the training focusses on and how it links-up with trainees` jobs. In that way, the whole process will then make sense to trainees (McArdle 2007: 9).

DeSimone and Werner (2012: 150-151) assert that when organisations select trainers, they must be very careful. This stage could come after a proper training programme has been designed. For a trainer to be rated as a good one, he/she must be having good communication skills such that he/she can impart the knowledge and skill they have with ease in a variety of ways. They must be good motivators, inspiring their candidate to develop a learning interest. When potential trainers have been identified, they should be subjected to programmes that would help them to improve their knowledge in implementing training programmes.

McArdle (2007: 12-13) asserts that, the trainer as the central figure in the training process, should be very competent in presentation and facilitation. A trainer should be well organised and be skillful at conveying accurate, credible and reliable information as the audience is at liberty to go and verify information they are provided with. Trainers should also be experts on the subject, be good presenters, be innovators, be teachers, be good in mentoring and coaching.

Trainers according to Zaccarelli (1988: 37) should possess the following characteristics: must have interest in training; should have a sense of humour; should be good in communication; be patient; must be having time to do the

training; must be respectful of his/her colleagues including trainees; and must be full of enthusiasm.

2.3.7.4 Training course designers

When a training programme is being designed, the designer must make sure that the objectives set are achievable. The flow of information in the course content should always be logical and have a correct flow on each sub-topic (McArdle 2007: 9).

2.3.7.5 Academics

Before the transitional period of 1994, South Africa had different systems of education due to its fragmented organizational arrangements resulting from the apartheid system. After 1994, one education department was established with a view of having one single administration and proper governance. The curriculum was drastically reformed with an aim of introducing critical thinking and problem-solving abilities and skills on learners (Van der Berg *et al* 2011: 1).

South Africa is however, rated very low compared to other middle-income countries when it comes to higher education although at primary and secondary phases it is doing better. This is instigated by the fact that most of the matriculants do not get a university entrance grade and usually the drop-out rate at institutions of higher learning very high. Various reasons contribute to this level of drop-out varying from poor preparation at secondary level and lack of financial support (Van der Berg *et al* 2011: 1).

The majority of learners are located in the historically disadvantaged system and they are mainly comprised of the Black and Coloured communities. Their proficiency in reading, writing and numeracy is very low. This is where the

working class comes from, people who are required to show competency of high quality when serving the communities. A challenge facing academics at institutions of higher learning to pick-up what is seen as the worst and produce the best. Programmes of these institutions should be designed in such a way that they accommodate all these learners and help them through until they get qualifications that are beneficial both to themselves and society (Van der Berg et al 2011: 2).

It is therefore recommended that, six areas need attention urgently to improve this situation, *viz*: the development of capacity within the teaching force; the introduction of school management for instructional leadership; efforts to strengthen accountability relationships and required support amongst stakeholders in the whole school system; empowering parents and the education authorities with information for a better accountability; the improvement of language understanding; and the improvement of the quality of early cognitive development (ECD) facilities (Van der Berg *et al* 2011: 2-3).

2.3.7.6 The Public Service Commission (PSC)

The Public Service Commission is an impartial constitutional institution that is independent. It is established in terms of Section 196 (1) of the *Constitution of the Republic of South Africa*, 1996. The Commission`s mandate is to do monitoring, evaluation and also recommendations about the organization, administration, personnel procedures and practices and the efficient, economic and performance of the public service. This shows the role that the PSC plays in building a professional public service that is capable of developing the country. Another mandate of the PSC is to promote constitutional values enshrined on section 195 of the Constitution of the Republic of South Africa of 1996 (PSC 2016: vi).

The core business of the PSC is constituted by the following key performance areas:

- “Professional ethics and risk management;
- Anti-corruption investigations;
- Management and service delivery improvement;
- Labour relations monitoring;
- Monitoring and evaluation;
- Human resource management and development;
- Senior management and conditions of service; and
- Institution building” (Sangweni 2002: 9).

In view of the above, the PSC conducted a survey to establish whether government departments are complying with the *Batho Pele* White Paper that provides for principles that public officials need to promote in their missions of service delivery. The principles are clearly listed on the *White Paper on Transforming Public Service Delivery (Batho Pele White Paper: Government Gazette No. 18340, Vol. 366 of 1997* as follows: “Consulting users of services; Setting service standards; Increasing access; Ensuring courtesy; Providing more and better information; Increasing openness and transparency; Remediating mistakes and failures (redress); and Getting the best possible value for money”. One of the survey findings is that, the *Batho Pele* principles are not integrated into departments` performance management systems, a measure to check whether officials are knowledgeable and skillful to execute their duties properly. The Commission therefore, came-up with an intervention by designing the following projects: “service user satisfaction surveys; citizen forums; *batho pele* service excellence programme(a partnership with DPSA); monitoring and evaluation system; and programme evaluations” (Sangweni 2002: 11).

The Commission has a leadership and performance improvement responsibility and in executing this function, it should make sure that there is a promotion of a

high standard of public service leadership so as to improve public service delivery (PSC Undated: 7).

2.4.7.6.1 Proposed minimum requirements for senior government level positions by the PSC

On 25 November 2014, a directive was issued on a compulsory capacity development requirement for public service officials, especially at senior level. This focusses on a minimum number of days that officials should attend training, especially induction which is at least, two days. Secondly, it also looks at the minimum qualification that potential candidates for senior positions should have, which is an undergraduate qualification (NQF level 7) which is recognised by SAQA. For officials to progress further to more senior positions, they should have successfully completed a senior management leadership programme either with the NSG or any recognised Higher Education Institution (HEI) that is accredited with the NSG. The programme takes 12 to 24 months, for example, a Masters in Public Administration (MPA) (PSC 2016: 41).

2.3.7.7 The National School of Government (NSG)

Due to a number of challenges that relate to skills shortages, the South African government deemed it fit to establish a training body that would together with institutions of higher learning and other accredited training institutions, train officials at all the three spheres of government (Mellow (ed.) 2013: 151). This came into being immediately after the dawn of democracy, post 1994. It was after the government acknowledging a need to establish a training institution that would manage and implement training activities for public officials. The South African Management Development Institute (SAMDI) was established and later became known as the Public Administration Leadership and Management

Academy (PALAMA) and is currently known as the National School of Government (NSG) (Mollow 2013: 528).

The NSG is created in terms of the legislative mandate under the DPSA in that, the School shall be a training institution for the public service. In executing its responsibilities, the NSG is to provide training or make sure that, training is provided and conduct the necessary assessments to determine the competency level of trainees. Trainings that are conducted may lead into the attainment of qualifications. The School is therefore, intended to contribute towards the establishment of a capable, professional and responsive public sector that is developmental in nature. Such a public sector aims to deliver quality services that will help to quickly alleviate poverty and inequality amongst the society of South Africa. The School will try and achieve these, by developing learning programmes that are developmental for the public sector that is professional and responsive to the need of the society. The Schools basis is on three core values, which are: to learn; to grow; and to serve (online) from the World Wide Web: (<https://www.thensg.gov.az/mandate/> Retrieved 4 October 2017).

The approach of the NSG is holistic, developmental and systematic in ensuring that, officials are properly capacitated. The learning process should always be guided by local contexts so as to address local needs and challenges. In designing learning programmes, the dynamic nature of things globally should always be taken into consideration so that programmes will be up to date with current trends. Properly learned officials will therefore, contribute positively in the development of progressive policies that are responsive to current societal challenges. For all these to materialise, the NSG`s foundational grounding is based on the following principles: “accountability; integrity; respect; consistency; excellence; fairness; and social justice”. The values that will guide the School being the following: leading by example; the achievement of excellence through collaboration; to always be innovative; and to be flexible, responsive and provide needs-driven services (online) from the World Wide Web:

(<https://www.thensg.gov.az/mandate/> Retrieved 4 October 2017).

The NSG is part of the Department of Public Service and Administration. The School has various branches that focus on various issues like, the Specilised Services Branch whose responsibility is curriculum design, quality assurance issues, accreditation and e-learning matters. The other branch is the Training Management and Delivery Branch that focusses on the following activities: induction; leadership; management; administration; technical support; and makerting. One more branch is the Training Policy Planning Branch that looks at research and innovation and also monitoring and evaluation (online) from the World Wide Web:

(<https://www.thensg.gov.za/leadership/> Retrieved 4 October 2017).

The NSG partners with a number of institutions in trying to provide quality training to public officials. The partners are as follows: Public Sector Education and Training Authority; South African Board of People`s Practices; Quality Council for Trade Occupations; Human Resource Development Council; and the South African Qualifications Authority (online) from the World Wide Web:

(<https://www.thensg.gov.za/leadership/> Retrieved 4 October 2017).

In forging collaborative initiatives with various stakeholders, the NSG should also work together with government departments in conducting training needs analysis and skills audit. This could help in the development of a curriculum that caters for every challenge being experienced. The NSG should again forge ties with SETAs and provide support to departments in developing and implementing occupation-specific training, (i.e. on-the-job training) for those currently occupying certain positions, for learnerships and internships for the youth; and the development of norms and standards for public service training. The NSG is expected to also work with Higher Education and Training Institution (HETIs) and TVETs colleges in order to have an influence on their pre-service training and development programmes. The NSG should come up with a strategy to engage

qualified employees and former public officials with vast experiences and expertise to be trainers and mentors (PSC 2016: 73).

2.3.7.8 The private sector

In 1911, a training school was established at the Wolhuter Gold Mine. It was later recognised by the Union Government in 1916 in collaboration with the Transvaal Chamber of Mines. The objective of the School was to supply trained miners to the mining industry. It was therefore called “The Government Miners` Training School”. The School had branches in Mines that were headed by a principal. A principal came from long-serving individuals in the mining environment with vast experience required so that he can easily impart to trainees. Such candidates were also expected to have good organising abilities (Robinson 1954: 267-268).

The admission requirements included a Standard VI Certificate that was issued by the Silicosis Medical Bureau and that candidates had to be young men between the ages of 19 to 23 years. Each trainee was required to sign an agreement that required him to complete 468 shifts of work while at school. They were provided with all the necessary skills for the mining sector. After completion, they were awarded with a certificate and further training was always provided for them to be promoted to senior levels. This is on the job training as trainees are exposed to what they are supposed to do on a daily basis. Bursaries were also available for those who qualify and want to further studies at university level. The University of the Witwatersrand was the one recommended for miners to go and further their studies (Robinson 1954: 268-269).

2.3.7.9 Trainees/Learners

This is a group that requires training in order to improve on their productivity and performance. When one participates in a training programme, one should be

prepared for teamwork as he/she would be mixing with other trainees and participants. They should prepare their minds to learn new things and at the end of the process, be ready to transfer what they learned to their jobs (McArdle 2007: 9).

2.3.8 International perspectives on training

Employees need to always update and upgrade themselves. This, they do by acquiring new knowledge and skills so that they stay employable by potential future employers and retainable by their current employers. This is necessitated by the fact that new innovations and developments that simplify functioning in different areas and sectors of life are always invented. The European Union (EU) had a target of 12% for 2010 but was not achieved and a new target has been set at 15% for the year 2020, where they intend achieving an increase in adult education and training for the European countries. More resources need to be invested in training to achieve this target. European countries are encouraged to intervene by coming-up with regulations and financing mechanisms with incentives, for example, so as to also encourage employers to take part in this initiative. Workers have however, limitations that make it difficult for them to learn amongst others: time constrains; conflicting training and work schedules; insufficient resources; health; and age. However, a paid leave is seen as a viable motivator for workers to learn further, especially for elderly workers. Again, when workers are given this leave, they should be allowed to take part-time work in order to assist them during times of economic crises as this is always happening globally. In a way, it is encouraging enough for workers to can take such opportunities and use for their benefit (CEDEFOP 2012: 1).

When an employee takes a training/study leave, he/she should be aware of the training fund and payback clauses that are attached to it. This reduces the fears that employers might have that their employees might be easily poached away immediately after completing their trainings. Trade/workers unions also take part

in this kind of arrangements as social partners with employers. Countries like Denmark, France, the Netherlands and Spain engage trade unions in the process of checking and identifying those workers who are eligible and this is done through-out the procedures of applications processing. This alleviates fears of biasness and victimisation on workers. Some countries like Austria provided additional funding for training leave as the benefits thereafter, are huge in the sense that, new knowledge and skills would have been acquired by employees. This initiative of providing workers with a training leave is however, a challenge to the private sector, especially the Small and Medium-sized Enterprises (SMEs). This sector seems to lack information and understanding of the approach and its usefulness for employee and employers themselves thereafter (CEDEFOP 2012: 7-12).

Because there is a provision for unpaid leave on the initiative for those who do not qualify for paid leave, this kind of arrangement sometimes scares potential candidates and as such does not provide equal access to learning as low-skilled workers who are paid less might not have the required financial strength to sustain themselves during the training period, hence the provision for seeking part-time work which might not be easy to get. Because of this, such vulnerable section of workers might not take such a leave, thereby missing opportunities for learning. Available resources should therefore, be channeled towards funding such vulnerable employees (CEDEFOP 2012: 12).

As countries want to employ competent workers, they develop criteria on how they can select candidates for positions professionally and fairly as already indicated on the section that deals with the role the South African Public Service Commission plays in personnel matters. Malaysia has developed its criterion on how senior level officials should be selected. The following competencies are mandatory: “policy leadership and strategic change; professional judgement and problem solving ability; executive leadership (including ambition to succeed in life and professionally, and to create and influence boundary-less organisations;

branding the nation innovatively within both the public and private sector; dialogue leadership (i.e. ability to engage and facilitate dialogue at strategic level to influence the development agenda and to resolve conflict); and leadership, power and influence to forge strategic relationships” (PSC 2016: 51).

Malaysia has more than 200 institutions that offer training at various government levels. The Public Service Department co-ordinates public officials` training. Vocational training in this country is the responsibility of the National Institute for Public Administration, while the Razak School of Government (a private company established by government) puts its focus on leadership development. It is mandatory to attend training for officials` probations to be confirmed and to get promotion. Training programmes for these institutions are locally designed. Experts, from both the public and private sector, are sourced to conduct trainings focusing on specialised topics. Some of the trainings lead to qualifications in Public Administration (PSC 2016: 69).

In Botswana, for one to qualify for a senior management position, he/she is required to undergo what is called a competency assessment before appointment or promotion. The Botswana Public Service College and the leadership competency framework, emphasises the following competencies for potential candidates for executive and senior government level positions: “leadership; mastering complexity; drive for results; and stakeholder engagement” (PSC 2016: 51).

Botswana has a School of Public Administration which is truly dedicated at providing quality training. The objectives of the School are as follows: to provide executives at senior management levels with the relevant and proper skills and competencies to provide the public with the requisite administrative skills that are relevant coupled with their competencies; properly capacitate the public service so that it can effectively drive and implement the reform agenda of the government; and to conduct research to enable informed decision-making by the

public service and provide professional advice to all government departments (PSC 2016: 69).

The specialised areas that the School focusses on are, short-term development programmes and certificate courses in the following areas: public service induction; public administration and management; leadership development and enrichment. As of now, none of the programmes are compulsory, however, processes are underway to determine which programmes can be declared compulsory. The awarding of formal qualifications is currently the functional area of institutions of higher learning (PSC 2016: 69).

China on the one hand takes the training and development of its human capital very seriously. The country has a civil service law with its regulations that provide for the legal and administrative basis for their training. Specialised training institutions are responsible for conducting training, for example, party schools, administrative colleges, the cadre college and civil service centers. China established its first Academy of Governance in 1994. Since that period, a number of other training networks have expanded from national down to the local levels where they divide training into four levels, viz: training focusing at newly appointed officials that is provided during probation; training provided for promoted officials to leadership and supervisory levels; and an in-service training arrangement for all officials so that they are kept up to date with new trends and developments that are key for government operations (PSC 2016: 68-69).

Two training institutions however, provide different trainings in the country focusing on their focus-areas. The first one is the China Executive Leadership Academy of Pudong that focusses on executive development and leadership training. The other one is the China Academy of Governance, and this one looks at vocational training in public administration, the employee wellbeing and also general management. The Academy also offers training programmes that result in the attainment of qualifications in Public Administration (PSC 2016: 69).

In Russia, during the Soviet era, there was the “*Otdel Podgotovki Kadrrov*” (Training and Development Department) entrusted with a responsibility for pre- and re-training of workers. It also offered further education qualifications. Most of such training activities were just a formality in order to meet the bureaucratic demands to accredit employees. The Soviet Companies and Institution in the past treated their employees as a cost and not as a resource (Denisova-schmidt & Gallen 2011: 3-4).

Officials holding managerial positions troubled by the spirit to learn more, are sometimes prepared to sacrifice their bonuses in order to be away from work so that they can attend a training. Orientation is one of the types of training that is considered to be very important for employees. When conducting training, especially for local people, they prefer just explanations in simple terms, e.g. hearing it from their supervisors in meetings or newsletters or videotaped interviews instead of fully-fledged presentations that are detailed (Denisova-schmidt & Gallen 2011: 3).

The United Kingdom (UK) has an aging population with about 16 percent of the population over the age of 65 although there is a very advanced industrialised economy. Compared with the other advanced industrialised nations, the UK is rated as one of the most de-regulated labour markets (Goodwin *et al* 1999: 167-168).

Training institutions are categorised into five, namely: top private (known as public) schools that lead one to top government positions, having gone through Oxford and Cambridge universities. Candidates also join the industry, media and commerce. The second category is the academia, and this one that goes through state schools. Schooling here is compulsory and the final results is the attainment of an advanced level qualification that leads to college and universities. People in this category qualify for middle and senior management posts. At the third category, there are general national vocational qualifications

that are taught in schools and colleges that lead their candidates into what is termed, the intermediate level occupations. The fourth category is also vocational where, national vocational qualifications can be obtained in colleges and also at workplaces, but this is for occupations that are rated as of low status. The last category is of certainly most unskilled employment (Goodwin *et al* 1999: 168).

Measured by the qualifications of people in the country, the UK is far behind compared to the other European countries like France and Germany, for example, when it comes to skills levels (Goodwin *et al* 1999: 168).

The UK enacted a law in 1964 called the Industrial Training Act. In the past, employers had a latitude to do their trainings as they wish but through the provisions of this Act, employers could no longer have sole rights on how they do training. The government forged ties with employers and trade unions to jointly take responsibility for training and this resulted into the establishment of the Central Training Council (CTC) and the Industrial Training Boards (ITBs). The CTC was however, abolished and replaced with the Manpower Services Commission (MSC) in 1973 through the provision of the Employment and Training Act. The Commission had the status of a semi-state department. The responsibility of the Commission was to develop a training policy and the administration of the ITBs funds. Employers and the labour unions were allowed to make inputs in the process of coming up with such policies. ITBs and the MSC were thereafter abolished during the 1980s and trade unions excluded in the policy making processes. Employers were then empowered with the responsibility of conducting training. This responsibility was executed by Training and Enterprise Councils (TECs) and Local Enterprise Councils (LECs). They had to strengthen the skills base workers (Goodwin *et al* 1999: 169).

At this stage, it was still to be determined first where markets are failing and therefore, devise intervention strategies that would equip workers with skills. The focus of TECs was on training people experiencing difficulties in securing jobs

due to their lower education levels. TECs were assisted financially by the government, provided they have proper plans in place showing how their training programmes will help with skills that will make trainees employable (Goodwin *et al* 1999: 169).

In 1886, the UK government came up with a system that required that qualifications are more relevant to what employers want only when the needs are known and saw the national vocational qualifications being started. This was done after a proper analysis of the required competencies for jobs was undertaken, making it possible and easy on responding positively to the job market by providing employees with the required competencies. The government for a long time was dependent on the markets in regulating training (Goodwin *et al* 1999: 170).

Currently, the UK under the Department for Education and Employment (DfEE), directs education and training policies. The Department consists of four directorates that focus on the following areas: schools; further and higher education and youth training; employment and lifetime learning; and strategy and services as focus areas per each directorate. All government training programmes still focus on the failures of the markets where strategies are sought on how such can be addressed (Goodwin *et al* 1999: 170-171).

Companies have however, started to entrust the training responsibility on line managers. On-the-job training that entails mentoring and coaching is considered as the most effective approach to adopt as employees get assistance to improve on issues that are really relevant to their daily activities. In order to execute this responsibility successfully and properly, line managers are supposed to be guided by the traditional professional trainers. The latter should provide the former with tailored training and also designing and how the delivery of training in the work place can best be performed. Trainers in this way spend most of their time designing solutions to training problems for employers instead of conducting

actual training. This is giving trainers an opportunity to utilise technology extensively to boost training, for example, internet and intranet (Goodwin *et al* 1999: 174).

2.3.9 Lessons learned from various countries` training arrangements

Countries regard and treat staff training as a very important component of human resource development. This is necessitated by the fact that the skills challenges are generally common for countries, be they developed or developing. Although different countries have different approaches in handling training issues, at the end they would like to have a competent staff complement in various sectors of life. Properly trained workers contribute positively to the socio-economic development of a country. South Africa`s policies and strategies on skills development are super. It remains with implementers to do it right so as to equip officials with requisite knowledge and skills to better perform for an excellent service delivery and good production.

In Malaysia for example, it is mandatory for newly appointed officials to attend trainings during probation so that they can be acquainted with the systems and processes to be followed in their execution of duties. Even when one wants to be promoted, he/she needs to be comprehensively trained before getting such a promotion. This study recommended for such a move in the South African system so that officials could get the necessary knowledge and skills required for various positions.

One other important aspect that different countries have in common is the cooperation that exists between the public and private sector. These sectors work together in trying to get workers trained either by public educational and

training institutions or private training institutions. Countries have various training institutions that focus on different sectors of life.

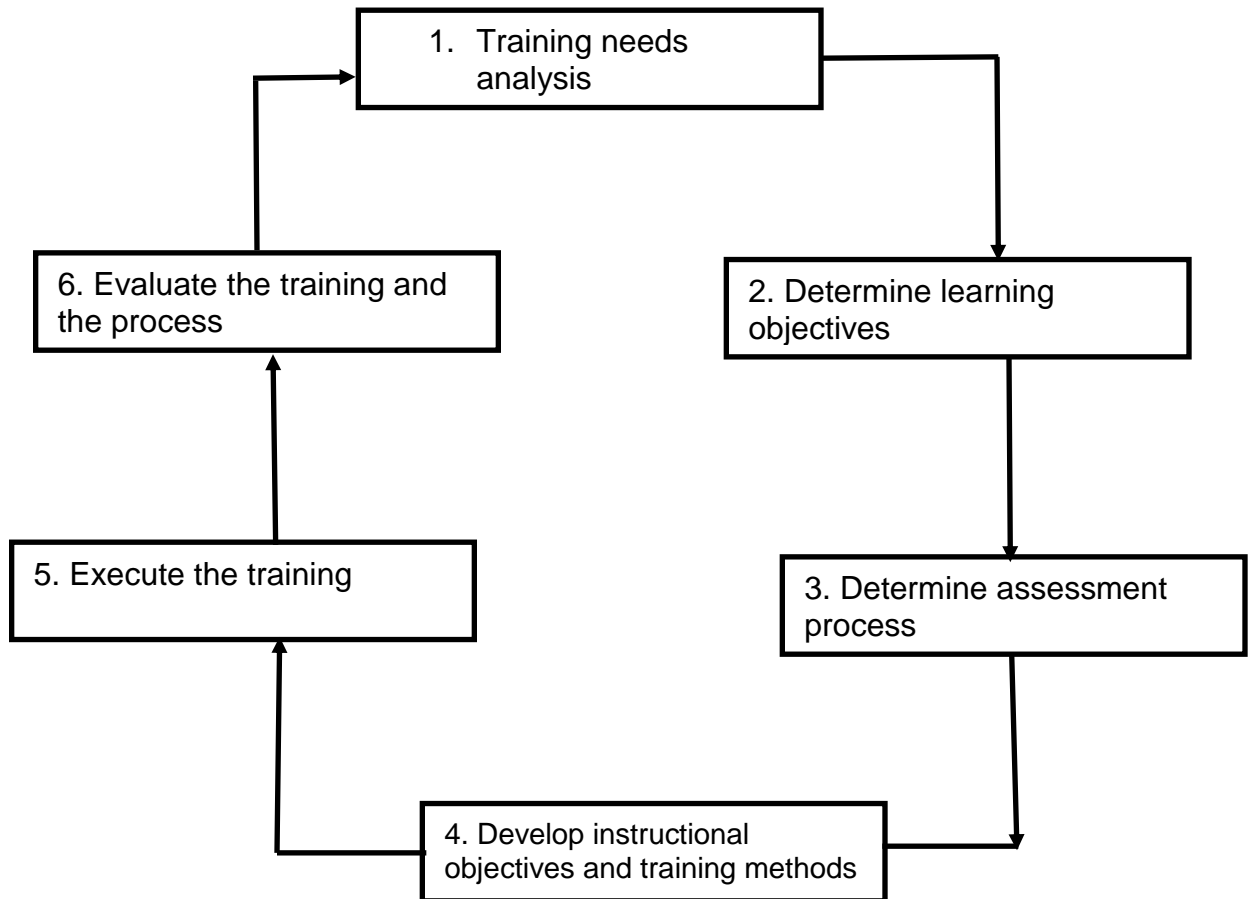
In the UK, people are categorised by the type of education they received from lower levels through to higher education institutions. It is either one goes straight to top, middle or lower position of employment by virtue of the level of education they have acquired. On the job training with proper mentoring and coaching is one approach the UK system promotes. Line managers are the ones responsible and the traditional professional trainers are left with a responsibility of designing strategies on how best this approach can be implemented.

The South African training system and approaches are as good as in other countries. The state should better understand the importance of investing on human resource development.

2.3.10 Training models

There are various training models that institutions can adopt and follow. These models try to summarise the training process outlining the various stages that should be followed to have successful training programmes. Three models have been identified for this study from which a final proposed model is developed. The final proposed model would hopefully assist institutions to conduct successful training programmes that could empower employees with the knowledge and skills required to execute their duties. The models follow next:

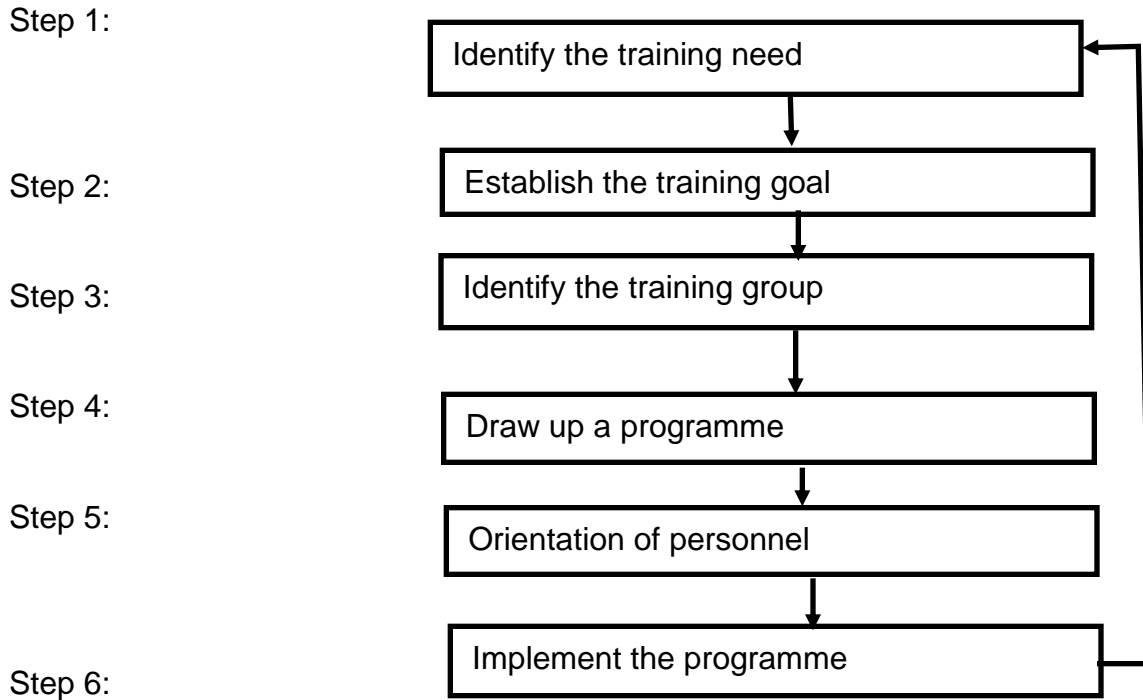
Figure 2.1 Training model 1



Source: Nel *et al* (2013: 372).

This simple model is from Nel *et al* (2013: 372). It depicts the training process from the beginning to the final stage. The different steps are meant for a successful training programme that will provide the necessary knowledge and skills to trainees, after which they can be productive by performing well. The process starts by conducting a needs analysis and run through to the evaluation stage after the programme has been implemented.

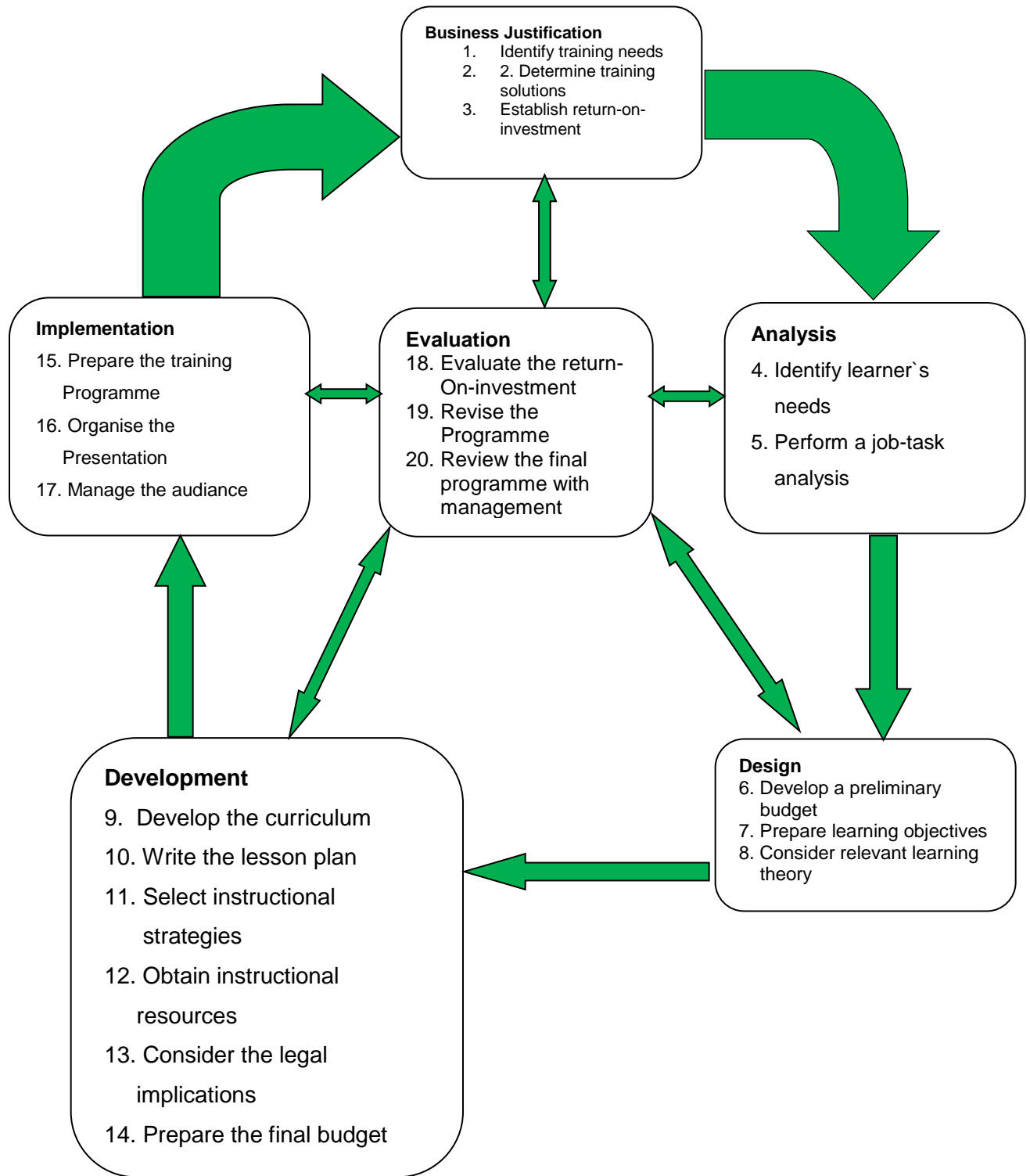
Figure 2.2 Training model 2



Source: Van der Waldt & du Toit (1998: 396).

This second diagram shows a model that also depicts various steps that should also be followed in designing and implementing a training programme. This model however does not have evaluation (one of the very important steps in the training process) as the final stage.

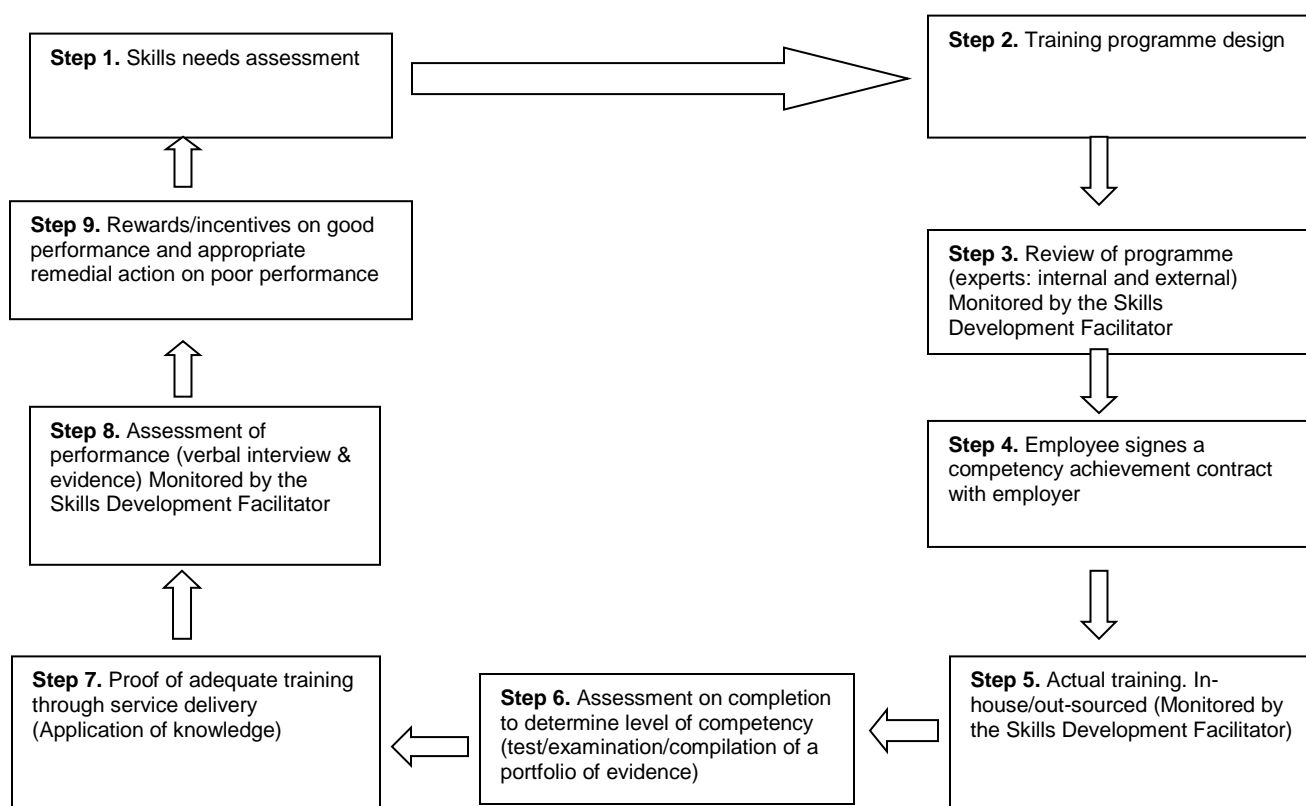
Figure 2.3 Training model 3



Source: Nel *et al* (2013: 58).

The last diagram depicts a model with well detailed and comprehensive stages. However, one important aspect that should have been included in these models is monitoring. This is a very important aspect that is added on the researcher`s final proposed training model. The final proposed model on figure 3.4 can get supplementary information from figure 3.3 and produces acceptable results for both the employer and employee.

Figure 2.4 A final proposed training model



The above table is a modification of the proposed training model on page 2 of the research. It should therefore be noted that the model is adopted as one that could be of great assistance to institutions after showing three models by different authors. On this final proposed model, the issue of monitoring by the Skills Development Facilitator is added on some steps as if proper monitoring is

exercised, training programmes designed by institutions can benefit both employers and employees.

Step number 4 on the training model requires employees to enter into an agreement with the employer through the signing of a contract that the training he/she is being sent to attend will result in him/her getting a certificate of competence. As the model suggests for an assessment exercise at the end, this aims to stop tendencies of employees of just attending trainings just for the sake of attending, but to acquire the requisite knowledge and skills as per the expected outcomes of such training.

Following this approach, sanctions should be imposed on those who are rated incompetent by for example, expecting them to pay back all the monies spent by the employer in funding their training. It should further not be allowed for employees to refuse being sent for training in fear of not attaining the expected results as improvement and the acquiring of new knowledge and skills necessary for enabling an acceptable service delivery should be mandatory. This could assist in encouraging those who attend trainings to attend all sessions and participate actively to benefit from such trainings. This should however, be provided for during appointment. The appointment letter should have a clause where a newly appointed official accepts an offer, that makes it mandatory that an employee will be expected to attend trainings as and when it is viewed necessary by the employer through the supervisor.

The SDF as provided for by legislation should be afforded an opportunity to check through the proper monitoring process where necessary to establish the appropriateness of everything done.

The training process constitutes the core of this study. Training can only be a success if planned well. A successful training programme can never be realised if all affected parties are not part of the process and afforded enough time and

hearing. The training process therefore, comprises a number of issues that need to be carefully considered in order to help improve the knowledge and skills of trainees. Important aspects have therefore been discussed that include the very first stages that should be seen to be happening through to the last, not leaving out stakeholders that should participate actively in order to come-up with a well-informed and representative training plan.

Finally, this section looks at a training model that the research suggests in order for institutions to follow. The model is developed based on a selected few models by different authors. The idea is intended to be tested to see if it cannot help South African institutions to produce officials who could be well equipped with knowledge and skills relevant that would enable them to provide services of acceptable standards to communities especially at the local government level.

2.4 Legislative framework

Skills development is provided for by legislation in South Africa. When the Skills Development legislations were passed, they were not made so that employers and whoever affected should just be compliant, but being a fundamental tool aimed at improving officials` performance and productivity after acquiring requisite knowledge and skills.

2.4.1 The Skills Development Act, 1998 (Act 97 of 1998) (SDA)

The skills Development Act went through parliament with a unanimous vote in 1998. The main aim of the Skills Development Act is to develop and maintain the required skills of workers in the country. This can only be achieved if the competency levels of officials improve in such a way that higher levels of performance and productivity can be attained and maintained. To achieve such

competence, there should be a form of a coordinated planned skills development intervention by government and private employers so as to build an effective, efficient and productive labour force with capacity to can compete globally. This builds up confidence in workers about their quality in terms of the skills they have, thus helping to improve productivity. When people are properly skilled, the chances of self-employment increase. When this happens, delivery of services could improve tremendously.

Nel *et al* (2011:363) contend that, the Skills Development Act further makes provision for the creation of an enabling environment for active learning, especially for newly appointed employees. This could further provide these workers with an opportunity to have work experience that every employer requires when recruiting new employees.

The Act, according to Nel *et al* (2011:363), seeks to improve employment opportunities primarily for the previously disadvantaged people. This is made possible through the education and training provided to such affected people. In order to achieve this, employment services should assist those looking for jobs so that they can get jobs. They should also assist the retrenched to re-enter the job-market. This would ensure that employers get properly trained and qualified workers for the different professions.

The Skills Development Act aims at the provision of a new approach in the development of skills. The provision is aimed at complimenting the formal education already in existence. Skills development should in this sense be imparted to different categories of people either formally or informally and also within formal and informal employment (Meyer 2003: 14).

The vision and strategic approach of the Act is an integrated skills development system which is aimed at the promotion of economic and employment growth

coupled with social development, the focus being on education, training and employment services (Meyer 2003: 38).

Section 5 of the *Skills Development Act, 1998* (Act No. 97 of 1998) provides for the functions of the National Skills Authority (NSA), and they are as follows:

- To advise the Minister of Labour on:
 - A national skills development policy;
 - A national skills development strategy (NSDS);
 - Guidelines on the implementation of the national skills development strategy;
 - Allocation of subsidies from the National Skills Fund; and
 - Any regulation to be made;
- To liaise with SETAs on:
 - The National Skills Development Policy; and
 - The National Skills Development Strategy;
- To report to the minister on progress made in the implementation of the National Skills Development Strategy; and
- To conduct investigations arising out of the Skills Development Act.

2.4.1.1 The origin of the skills development Policy

Workers as early as the 1970s used to demand a living wage. This was rejected by employers stating that the workers are unskilled and as such workers` demands were deemed unjustified. Workers therefore realised that it was important to be trained. This led to the National Union of Metal Workers (NUMSA) to establish a research group which was comprised of workers and union officials. The purpose of the group was to come-up with recommendations on training. A proposal was therefore formulated with the idea of increasing wages and it focused on the improvement of skills that would lead to pay increases that are well graded. It was proposed that workers should be trained in

such a way that they can be employed by different employers (i.e. multi-skilled). The Congress of South African Trade Unions (COSATU) adopted the proposal in July 1991 (NQF history (online) from the World Wide Web: <http://www.saqa.org.za/docs/webcontent/2014/nqfhistory.htm> Retrieved February 6, 2015).

Due to the protests by students during 1976 against the then education system for Blacks, the entire education system was totally discredited and ultimately rejected. The National Education Policy Initiative (NEPI) was formed with the aim of coming-up with a well-motivated comprehensive proposal on how the formal education system could be restructured. This effort's results was the publication of the NEPI's report and framework based on the principles of non-racism, non-sexism, democracy and redress and also a non-racial united education and training system (NQF history (online) from the World Wide Web: <http://www.saqa.org.za/docs/webcontent/2014/nqfhistory.htm> Retrieved February 6, 2015).

In 1992 the Department of Manpower and the trade unions federations had a meeting. This meeting resulted in the formation of a representative Task Team. Eight working groups were established by the Task Team and they were given a responsibility to develop a new national training strategy. A number of stakeholders including trade unions, employers, the state, education and training providers, the Department of Education of the African National Congress (ANC) and the Democratic Alliance were represented. In 1994 three documents were published. These documents are the ones that laid the foundation for the SAQA Act and they are; the ANC Policy Framework for Education and Training, the Discussion document on a National Training Strategy Initiative and the Continuing Education and Professional Development (CEPD) Implementation Plan for Education and Training. What followed these documents were the White Papers on Education and Training and Reconstruction and Development. It was therefore seen to be necessary to develop and implement the National

Qualifications Framework (NQF). The NQF Bill was therefore passed into law as the *National Qualification Authority Act, 1995* (Act 58 of 1995). Efforts towards this achievement was through an Inter-Ministerial Working Group (NQF history (online) from the World Wide Web:

<http://www.saga.org.za/docs/webcontent/2014/nqfhistory.htm>

Retrieved February 6, 2015).

The *White Paper on Education and Training*, Notice No. 196 of 1995 provides that the NQF will assist in the establishment of standards in various sectors within their spheres of competence, for example; Local government, the Public Service, Health, etc. Training and education service providers, would be taken on board in the establishment of such standards that are deemed appropriate nationally for the accreditation of their various programmes. Learners will therefore earn credits leading to qualifications.

In his foreword on the *White Paper on Education and Training*, Notice No. 196 of 1995, the Minister of Education, Prof. S.M.E. Bengu indicated that he wanted to see the system of education and training changed in the country. A new system needed to be introduced that will cultivate and liberate everyone`s talent with no exception leading to the realisation of people`s potential.

The *White Paper on Education and Training*, Notice No. 196 of 1995 outlines its main purpose as to make sure that education and training are properly located in the national Reconstruction and Development Programme (RDP). This policy document was developed by the Government of National Unity (GNU). The aim was to come-up with new priorities, values and principles for the new education and training system.

2.4.1.2 The purpose of the Skills Development Act

South Africa is experiencing a severe lack of adequate human capacity. Municipal officials in particular, who occupy key positions should be there by virtue of them possessing required qualifications and experience. It is however, regrettable to note that some of those who occupy such positions got them because of political affiliation and nepotism. This therefore affects service delivery dearly (Mpehle 2012: 222).

The Skills Development Act therefore, looks at the development and maintenance of the required skills of workers in the country. Workers` confidence can in this way be built-up with regards to the quality of the skills they have, thus helping to improve productivity. When people are properly skilled, they stand a good chance of increasing self-employment. This could help to improve the delivery of services. Nel *et al* (2011:363) contend that, the Skills Development Act further makes provision for the creation of an enabling environment for active learning, especially for newly appointed employees. Workers in this instance can be provided with an opportunity to gain experience that employers would want newly recruits to have.

Nel *et al* (2011:363), see the Act`s aim as to seek improvement in employment opportunities primarily with regards to the previously disadvantaged people. It is through the education and training provided to such affected people that this can become a reality. Employment services should assist those looking for jobs so that they can get jobs, in order to achieve this. The retrenched should also be assisted to re-enter the job-market. If this happens, employers could get properly trained and qualified workers in different professions.

Section 2(1) of the Act therefore, provides a list of the purposes of the Skills Development Act as follows: “(a) to develop skills of the South African workforce (i) to improve the quality of life of workers , their prospects of work and labour

mobility; (ii) to improve productivity in the workplace and the competitiveness of employers; (iii) to promote self-employment; and (iv) to improve the delivery of social services: (b) to increase the levels of investment in education and training in the labour market and to improve the return on that investment: (c) to encourage employers (i) to use the workplace as an active learning environment; (ii) to provide employees with the opportunities to acquire new skills; (iii) to provide opportunities for new entrance to the labour market to gain work experience; and (iv) to employ persons who find it difficult to be employed: (d) to encourage workers to participate in leadership and other training programmes; (e) to improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education; (f) to ensure the quality of education and training in and for the workplace; (g) to assist (i) work-seekers to find work; (ii) retrenched workers to re-enter the labour market; (iii) employers to find qualified employees: and (h) to provide and regulate employment services”.

Sub-section 2 of the Act provides that; “the purposes listed above have to be achieved by (a) establishing an institutional and financial framework comprising (i) the National Skills Authority; (ii) the National Skills Fund; (iii) a skills development ley-grant scheme as contemplated in the Skills Development Levies Act; (iv) SETAs; (v) labour centers; and (vi) the Skills Development Planning Unit; (b) encouraging partnerships between the public and the private sectors of the economy to provide education and training in and for the workplace; and (c) co-operating with the South African Qualifications Authority.”

For the objectives of the Skills Development Act to be realised, there should be a properly instituted institutional and financial framework. Both the public and private sector are still having a very big challenge in as far as this is concerned. Financial skills among other things are still a big problem. According to Pholoana (2012:12), only 13 out of 286 municipalities in South Africa received a clean audit. This came to light through the Auditor General’s report on the activities of

municipalities. Metropolitan municipalities were however, not counted among the 13. In percentages, this means that only 5% received unqualified audit reports and 95% qualified audit reports. This shows the seriousness of the problem, which supposedly might have been instigated by amongst other things; lack of proper skills by officials to do their jobs. However, the report identified the following as contributing factors:

- Cadre deployment;
- Corruption;
- Lack of skills;
- Compliance issues and contravening the *Municipal Finance Management Act*; and
- Lack of accountability, nepotism, and lack of community participation in policy-making.

2.4.1.3 The National Skills Authority

Section 4 of the Act provides for the establishment of the National Skills Authority. The functions of the National Skills Authority are clearly listed on section 5 of the Act, and they are as follows from sub-section (1) (a)” to advise the Minister on (i) a national skills policy; (ii) a national skills development strategy; (iii) guidelines on the implementation of the national skills development strategy; (iv) the allocation of subsidies from the National Skills Fund; and (v) any regulation to be made; (b) to liaise with SETAs on (i) the national skills development policy; and (ii) the national skills development strategy; (c) to report to the Minister in the prescribed manner on the progress made in the implementation of the national skills development strategy; (d) to conduct investigations on any matter arising out of the application of this Act; and (e) to exercise any other powers and perform any other duties conferred or imposed on the Authority of this Act”.

Nel *et al* (2011:363-364), in this instance concurs with the above in that, the established National Skills Authority has a responsibility to advise the Minister of Labour on national development skills strategies, plans, priorities and targets that should be set and adhered to. SETAs are created with a purpose of creating and developing sector skills plans that correspond with national skills strategies and targets. When such sector skills plans are made, they are supposed to be presented before the NSA for approval by the Minister of Labour.

2.4.1.4 Sector Education and Training Authorities (SETAs) (establishment and roles)

Section 9 (1) of the SDA provides that, the Minister is authorised to, establish a sector education and training authority. Subsection 2 provides that,“ the Minister can determine a discrete sector for the purposes of subsection (1) by reference to categories of employers and for the purposes of that determination take into account (a) the education and training needs of employers and employees that (i) use similar, processes and technologies; (ii) make similar products; or (iii) render similar services; (b) the potential of the proposed sector for coherent occupational structures and career pathing; (c) the scope of any national strategies for economic growth and development.

Each South African economic sector has a SETA that facilitates training processes for that sector. All sectors of work in the country are covered including government sectors. They are constituted of trade unions, government and Bargaining Councils from appropriate industries. Employers have to choose under which SETA their business fall. A SETA has a responsibility to develop and implement a skills development plan and a workplace skills development plan, and also acts as an Education and Quality Training Assurer. The SETA also pays out the skills development grants (online) from the World Wide Web:

(<http://www.paralegaladvice.org.za/docs/chap08/24.html> Retrieved May 11 2017).

SETAs are established with an aim of developing and improving the knowledge and skills of the workforce of the South African nation. In executing their role, they need to focus on the following: working-out and implementing a sector skills plan by starting learnerships; the approval of WSPs for employers; allocation of funds to employers, trainers and workers; and monitoring over the education and training activities in their sectors (online) from the World Wide Web:

(<http://www.labour.gov.za/DOL/legislation/acts/basic-guides/basic-guide-to-sector-education-and-training-authorities-setas> Retrieved 7 October 2017).

2.4.1.4.1 Objectives of SETAs

According to Turner *et al* (2013: 2), the responsibility of SETAs is to disburse training levies that employers pay and therefore required to develop appropriate skills development plans for their sector. To implement such plans, employers get these monies and use them in a responsible manner. SETAs have therefore objectives to meet in order to realise such skills training plans. The objectives are the following: the prioritisation of skills that are deemed to be critical for the sake of attaining growth, development and equity; the stimulation of training of a quality nature for all in the workplace; making sure that people are employable and sustainable development attained through skills development; assisting those entering the labour market and the promotion of self-employment; and to make sure that the quality of training is improved and also relevant to the job market.

2.4.1.4.2 Functions of SETAs

In terms of section 10 of the Skills Development Act, a SETA has functions to execute and they are as follows: “ (a) to develop a sector skills plan within the framework of the national skills development strategy; (b) to implement its sector skills plan by (i) establishing learning programmes, (learnerships); (ii) approving workplace skills plans and annual training reports; (iii) allocating grants in the prescribed manner and in accordance with any prescribed standards and criteria to employers, education and skills development providers and workers; and (iv) monitoring education and skills development provision in the sector; (c) to promote learning programmes by (i) identifying workplaces for practical work experience; (ii) supporting the development of learning materials; (iii) improving the facilitation of learning; and (iv) assisting in the conclusion of agreements for learning programmes, to the extent that it is required; (d) to register agreements for learning programmes, to the extent that it is required; (e) to perform any functions delegated to it by the Quality Council for Trades and Qualifications (QCTO) in terms of section 26I; (f) when required to do so as contemplated in section 7(1) of the Skills Development Levies Act, collect the skills development levies, and must disburse the levies, allocated to it in terms of sections 8(3)(b) and 9(b), in its sector; (g) to liaise with the National Skills Authority on (i) the national skills development policy; (ii) the national skills development strategy; and (iii) its sector skills plan; (h) to submit to the Director-General (i) any budgets, reports and financial statements on its income and expenditure that it is required to prepare in terms of the Public Finance Management Act; and (ii) strategic plans and reports on the implementation of its service level agreement; (i) to liaise with the provincial offices and labour centres of the Department and any education body established under any law regulating education in the Republic to improve information (i) about placement opportunities; and (ii) between education and skills development providers and the labour market; (iA) to liaise with the skills development forums established in each province in such manner and on such issues as may be prescribed; (j) subject to section 14, appoint staff

necessary for the performance of its functions; (jA) to promote the national standard established in terms of section 30B; (jB) to liaise with the QCTO regarding occupational qualifications; and (k) to perform any other duties imposed by this Act or the Skills Development Levies Act or consistent with the purposes of this Act”.

Nel *et al* (2011: 365-366) point out that it is the responsibility of Skills Development Facilitators (SDFs) to develop organisational skills development strategies for a specified period. The responsibility further includes the development and implementation of annual workplace skills plans and also submitting their training reports on an annual basis. Another responsibility of the SDF is to provide information relating to the criteria that is required for accreditation of courses, skills programmes and learnership development to the employer.

2.4.1.5 Learnerships

The Skills Development Act identified about two programmes, *viz.* learnerships and skills programmes. Nel *et al* (2011: 365) assert that the purpose of learnership is to give young unemployed and inexperienced people an opportunity to acquire work-related skills by providing structured learning coupled with work experience that lead to nationally registered occupationally linked qualifications in areas of the skills, needs and opportunities that are in the labour market. This way, young unemployed people would be assisted to enter the labour market and if existing workers are participating in such programmes, they would be improving on their levels of skills. Learnerships can further be described as paraprofessional, vocational education and training programmes. When a learner has completed a programme he/she is awarded with a certificate that certifies that he/she is competent on what he/she was doing. For skills programmes to qualify for funding from SETAs or the National Skills Fund, they should meet quality and relevance criteria.

A learnership has been designed as a mechanism that would facilitate a linkage between structured learning and the accumulation of work experience so that one could obtain a registered qualification that shows that one is ready for work. This could therefore mean that a learnership should be seen as a combination of structured learning and work experience components (Nel *et al* 2011: 365).

Section 16 of the Act provides that a SETA may establish a learnership if “(a) the learnership includes a structured learning component; (b) the learnership includes a structured work experience component; (c) the learnership would lead to a qualification registered by the South African Qualifications Authority associated with a trade, occupation or profession; and (d) the intended learnership is registered with the Director-General in the prescribed manner”.

Section 17 of the Act further provides for Learnership agreements and subsection (1) provides that, “for the purposes of this Chapter, a ‘learnership agreement’ means an agreement entered into for a specified period between (a) a learner; (b) an employer or a group of employers; and (c) a skills development provider accredited by the QCTO or group of such skills development providers”.

Subsection (2) of the Act on the one hand provides that, “the terms of a learnership agreement must oblige (a) the employer to (i) employ the learner for the period specified in the agreement; (ii) provide the learner with the specified practical work experience; and (iii) release the learner to attend the education and training specified in the agreement; (b) the learner to (i) work for the employer; and (ii) attend the specified education and training; and (c) the skills development provider to provide (i) the education and training specified in the agreement; and (ii) the learner support specified in the agreement”.

Subsection (3) of the Act goes further and says, “a learnership agreement must be in a prescribed form and registered with a SETA in the prescribed manner”.

Subsection (4) of the Act provides that, “a learnership agreement may not be terminated before the expiry of the period of duration specified in the agreement unless (a) the learner meets the requirements for the successful completion of the learnership; (b) the SETA which registered the agreement approves of such termination; or (c) the learner is fairly dismissed for a reason related to the learner’s conduct or capacity as an employee”.

Subsection (5) of the Act provides that, “the employer or skills development provider that is party to a learnership agreement may be substituted with (a) the consent of the learner; and (b) the approval of the SETA which registered the agreement”.

Subsection (6) of the Act further provides that “a SETA must, in the prescribed manner, provide the Director-General with a record of learnership agreements registered by the SETA”.

Subsection (7) of the Act on the one hand provides that, “ the Minister may make regulations (a) permitting an employer to enter into an agreement with an agency to perform the employer’s obligations and exercise the employer’s rights in respect of a learnership agreement or, in respect of a learner contemplated in section 18(2), a contract of employment; (b) prescribing the relationship between the employer and the agency contemplated in paragraph (a); (c) prescribing the requirements for registering an agency contemplated in paragraph (a); and [Para. (c) added by s. 7 of Act 37/2008; (d) making it an offence to operate an agency contemplated in paragraph (a) except in accordance with such regulations”.

Section 18 of the Act makes provision for a contract of employment between the learner and employer and therefore provides that: (1)“ If a learner was in the employment of the employer party to the learnership agreement concerned when the agreement was concluded, the learner’s contract of employment is not affected by the agreement, (2) if the learner was not in the employment of the

employer party to the learnership agreement concerned when the agreement was concluded, the employer and learner must enter into a contract of employment, (3) the contract of employment with a learner contemplated in subsection (2) is subject to any terms and conditions that may be determined by the Minister on the recommendation of the Employment Conditions Commission established by section 59(1) of the Basic Conditions of Employment Act, (4) Chapters Eight and Nine¹ of the Basic Conditions of Employment Act apply, with the changes required by the context, to a determination made in terms of subsection (3) except that (a) for the purposes of section 54(3) of that Act, the Employment Conditions Commission must also consider the likely impact that any proposed condition of employment may have on the employment of learners and the achievement of the purposes of this Act; and (b) section 55(7) of that Act does not apply”.

Through learnerships, learners learn both general and specific skills. These programmes are guided by the needs of the economy. This, the Act seeks learners to be provided with what can be termed, demand-led approach to training, where, the training focuses on what work is on the cards and what kind of skills are relevant and train learners along those lines.

2.4.1.6 Quality Council for Trades and Occupations (establishment and functions)

Section 26F of the Act provides for a Policy on occupational standards and qualifications and therefore subsection 1 provides that “the Minister, after consulting the QCTO, may by notice in the Gazette, determine policy on (a) an occupational qualifications sub-framework as an integral part of the National Qualifications Framework; (b) the sub-framework for quality assurance for occupational qualifications; and (c) any other matter concerning occupational

standards or occupational qualifications. In this instance, the Quality Council for Trades and Occupations was therefore established as a juristic person”.

Subsection (2) provides that, “the QCTO must be managed in accordance with the Public Finance Management Act (PFMA)”.

Subsection (3) of the Act further provides that, “subject to any policy issued by the Minister in terms of section 26F, the QCTO is responsible for (a) establishing and maintaining occupational standards and qualifications; (b) the quality assurance of occupational standards and qualifications and learning in and for the workplace; (c) designing and developing occupational standards and qualifications and submitting them to the South African Qualifications Authority for registration on the National Qualifications Framework; (d) ensuring the quality of occupational standards and qualifications and learning in and for the workplace; (e) promoting the objectives of the National Qualifications Framework; (f) liaising with the National Skills Authority on the suitability and adequacy of occupational standards and qualifications and on the quality of learning in and for the workplace; (g) liaising with the South African Qualifications Authority, other Quality Councils and professional bodies responsible for establishing standards and qualifications or the quality assurance of standards and qualifications; and (h) performing any other prescribed function”.

Section 26H of the Act provides for further functions of QCTO as, “(1) to advise the Minister on all matters of policy concerning occupational standards and qualifications”.

Subsection (2) of the Act provides that, “the QCTO must perform its functions in terms of this Act and the National Qualifications Framework Act, 2008”.

2.4.1.7 Financing Skills Development

Section 27(1) of the Act provides for the establishment of The National Skills Fund. Subsection (2) of the Act provides that, “the Fund must be credited with (a) 20 per cent of the skills development levies, interest and penalties collected in respect of every SETA, as required by sections 8(3)(a) and 9(a) of the Skills Development Levies Act; [Para. (a) substituted by s. 23 of Act 9/99]; (b) the skills development levies, interest and penalties collected by the Commissioner from employers which do not fall within the jurisdiction of a SETA, as required by sections 8(3)(c) of the Skills Development Levies Act. [Para. (b) substituted by s. 23 of Act 9/99]; (d) interest earned on investments contemplated in section 29(3); (e) donations to the Fund; and (f) money received from any other source”.

2.4.2 The Skills Development Levies Act, 1999 (Act 9 of 1999)

Section 3(1) of the *Skills Development Levies Act, 1999 (Act 9 of 1999)* provides that employers should pay 1% of their payroll to the South African Revenue Services every month. The Ministers of Labour and Finance can, however, authorise an employer to pay such money directly to a Sector Education and Training Authority (SETA) under which it falls. This can only be done if the ministers are satisfied that sufficient grounds exist and certain criteria are met. Money that has been collected is used to finance the national skills priorities. However, part of this money is used to run the day to day administration of the SETA concerned (Nel *et al.* 2011:366).

Section 8(1) of the Act provides that the collected money by the commissioner from employers must be paid into the National Revenue Fund. Such monies collected have to be distributed accordingly as informed by the purpose of which

at the end is to fund skills development of employees that belong to employers that contributed.

Section 15 (1) of the Act provides that a labour inspector who is appointed in terms of section 63 of the *Basic Conditions of Employment Act, 1997* (Act 75 of 1997) has a responsibility to make sure that the collection of levies by a responsible SETA takes place.

Inspectors are empowered to monitor and enforce compliance with the Act by section 16 (1) through entering any workplace without a warrant or notice. Subsection 2 of the Act provides that the inspector may enter a home (1) only: (a) with the consent of the owner or occupier; or (b) if authorised by a warrant, in order to inspect and monitor compliance with the Act.

In terms of section 17 (1) of the Act, regarding the collection of levies an inspector is empowered to: “(a) require a person to disclose information either orally or in writing, and either alone or in the presence of witnesses on any matter to which this Act so relates, and require that the disclosure be made under oath or affirmation; (b) inspect, and question a person about, any document to which this Act so relates; (c) copy that document, or remove that document to make copies, or extracts from that document; (d) require a person to produce or deliver to a place specified by the inspector that document of inspection; and perform any other prescribed function necessary for monitoring or enforcing compliance with this Act in so far as it relates to the collection of levies by a SETA”.

2.4.3 The National Skills Development Strategy (NSDS)

The National Skills Development Strategy III can be defined as an overall strategic guide on how the development of skills and direction provision can be handled as far as sector skills planning and implementation in the SETAs is concerned (NSDS III 2011-2016: 6).

The NSDS was developed on the basis that, “education and training must empower the individual, improve quality of life and contribute towards development targets in the national economic plan through a national qualification framework”. For the achievement of its objective, the National Skills Development Strategy is set to come up with priorities and therefore define indicators that will be used to measure progress. SETAs will have to deliver for the achievement of those indicators working together with different stakeholders, viz: public and private employers, workers, etc. The strategy has a vision that looks mainly at; further skills, a productive citizenship; and an inclusive vision that is guided by the following principles: “promotion of equity; demand-led; flexibility and decentralisation; partnership and cooperation; and efficiency and effectiveness” (Swanepoel *et al* 2003: 419 & 423 - 424).

It should therefore be noted that five objectives were identified which would enable the fulfillment of the mission of the NSDS. The objectives are, the development of a culture of lifelong learning which is of high quality; the creation of opportunities for skills development in the formal economy providing an environment that enables productivity and employability; creating enabling environment for small businesses for positive support on skills development; to have social development initiatives that would sustain livelihoods through skills development making those skilled to be employable; and to help those who are entering the labour market for the first time to be employed (Swanepoel *et al* 2003: 424).

The NSDS is therefore, an initiative of the Department of Labour based on the National Training Strategy Initiative (NTSI) of the National Training Board of 1994. About two processes preceded this, and these are: between November 1995 and September 1996, four skills development strategy workshops were convened by the Chief Directorate, Human Resources Development and Careers Services together with industrial training boards, government departments and non-governmental organisations that are specially involved with human resource

development. This whole process was concluded by a *bosberaad* on 20-26 September 1996. Secondly, the NTSI recommended that an investigation into the funding and governing structures in South Africa be conducted, and this investigation was undertaken by a Counterpart Group under the National Economic Development and Labour Council (Meyer 2003: 14).

The vision of the NSDS III is “a skilled and capable workforce that shares in, and contributes to, the benefits and opportunities of economic expansion and an exclusive growth path” (NSDS III 2011-2016: 3).

As the NSDS III has a vision and mission, of great interest to the study is the mission which states that the strategy aims at; “the increase of access to high quality and relevant education and training and skills development opportunities, including workplace learning and experience, to enable effective participation in the economy and society by all South Africans and reduce inequalities” (NSDS III 2011-2016: 3).

Furthermore, the NSDS III (2011-2016: 3) outlines its purpose as to marry the training provided at work with the theory learned for a smooth flow of knowledge gathered from schools, colleges and/or universities and the harmonisation of the two. The breaks encountered in between schooling and work should be taken into consideration for the sake of assisting mostly newly employed workers to get more focused assistance to improve on relevant skills. The reason for doing this is to enable workers to progress well in their careers.

Nel *et al* (2011: 361) contend that the NSDS is published every five years by the Department of Labour. The aim of the strategy is to assist in the promotion of the economic and employment growth and social development. Its mission is to contribute towards sustainable development as far as skills growth is concerned, coupled with the development and equity of the skills development institutions

through the alignment of their work and resources to the skills needs for an effective delivery and implementation.

A need for the development of a skills development plan system that can effectively respond to the needs of the labour market and social equity is a necessity. A workable link between employers and training institutions therefore need to be developed. In doing all these, SETAs should not be left out (NSDS III 2011-2016: 3).

The five components of the NSDS that are inter-dependent are very critical for the achievement of the objectives of the Skills Development Strategy and they are provided for by the Skills Development Act and the Skills Levies Act. These components are: national coordination, Sector Education and Training Authorities (SETAs), Learnerships and skills programmes, planning and employment services and funding of skills development (Meyer 2003: 39).

The strategy is therefore seeking to address those challenges that are making it difficult to have a fast-growing economy in the country, amongst others: “inadequate skills and the poor level on the readiness of young people who finish schooling and join the labour market. This should also be seen to include labourers who join the labour market with no formal qualification; those unemployed seeking for first jobs and without skills even to be absorbed at the very entry level of employment due to their lack of reading and writing skills and no work experience at all; skills shortage in artisanal, technical and fields that are professional in nature which make it difficult for the growth of the country’s economy; the need to introduce more programmes that would enable a substantial improvement of qualifications with a possibility of flexibility and mobility for the improvement of production; to make opportunities for retraining current workers for new and challenging tasks when things change due to technological developments, for example; for them to can be placed in new posts when their current skills become redundant; and consideration of a skills

development plan that caters for both urban and rural development activities” (NSDS III 2011-2016: 3-4).

As a basis for the NSDS III, Nel *et al* (2011: 361) identified some principles from the 2005 to 2010 NSDS as follows: to make sure that economic growth is supported to enable employment creation and the eradication of poverty; to enable the promotion of a productive citizenship for every South African through the alignment of skills development with national strategies for growth and development; to make sure that Broad-Based Black Economic Empowerment (BBBEE) is properly accelerated and employment equity realised; to make sure that there is proper support, monitoring and the evaluation of the delivery and quality assurance systems that are perceived to be necessary for the implementation of the NSDS; and to encourage and make sure that there is always a culture of excelling in skills development and lifelong learning.

Furthermore, the objectives that are supposed to be achieved are as follows: the prioritisation and proper communication of the critical skills for a sustainable growth, development and equity; the promotion and acceleration of an acceptable training of good quality for all in different workplaces; to make people employable so that they will have sustainable livelihoods through skills development programmes; to help those that fall under the designated group category, and also new entrants to jobs, to take part in accredited work, integrated learning and work-based programmes to assist them in acquiring critical skills so that they can enter the labour market and also for self-employment; and to improve on the quality and relevance of provision (Nel *et al* 2011: 361).

Of importance to note according to Nel *et al* (2011: 361), is the fact that, in order to achieve these objectives, there should be trainings that are undertaken with an aim of catering for people from diverse environments. On this note, adult basic education and literacy in general should also get serious attention for the training

process to be all inclusive. Different stakeholders should participate actively in providing this important service. This include the government, institutions of higher learning, employers and every such institution that solely focuses on training.

Adult Basic Education (ABET), now known as, Adult Education and Training (AET) can be defined as; the education and training for those people who are over fifteen years of age and are equivalent to ten years` free and compulsory education that is legislated for children. When one completes the training, he/she gets recognition through the awarding of a General and Training Certificate (GETC), NQF level one (Meyer 2003: 244).

From a research survey conducted to determine the level of education amongst South Africans, Statistics South Africa has these results shown on the table below:

Table 2.2 Literacy levels in South Africa

| | Number of people | Percentage |
|------------------|-------------------------|-------------------|
| No schooling | 4 066 187 | 19.3 |
| Some primary | 3 512 415 | 16.7 |
| Complete primary | 1 571 774 | 7.5 |
| Some secondary | 7 130 121 | 33.9 |
| Total | 16 280 497 | 77.4 |

Source: Statistics South Africa 1998: *The People of South Africa Population Census:1996*.

From the table above it is clear that there is still more work that needs to be done to open the educational doors for the majority of South Africans. Although the number of people who reach secondary education looks better compared to the lower level grades, it should be a serious concern to get more people through to

the secondary level so that they would be able to can read and write well. Educated people are easy to adapt to new changes in today`s globalised world.

Aspects that encompass ABET/AET policy in South Africa are as follows: an integrated approach to education and training that is holistic in nature; education and Human Resource Development links that are strong enough in as far as the national development policies and projects are concerned; education is a basic human right and as such anyone who did not get it due to various reasons and is now an adult, can demand ABET; partnerships need to be built between government, organised labour, business , women, youth organisations, civics, churches, specialist non-governmental organisations (NGOs), learner associations, all levels of government and media to make it possible for this section of the community to be assisted; to be efficient and cost-effective on the use of available resources; to advocate for community learning centers that would accommodate life-long learning as a principle and practice; the adoption of an outcomes based approach in education and training and the recognition of prior learning (RPL) and experience; an accreditation system that is recognised nationally and transferable (portability); a flexible and open access; redress, equity and quality; and agreed upon standards that are nationally governed with a NQF falling under the SAQA (Meyer 2003: 246).

Outcomes based approach is according to Meyer (2003: 8) an education system developed with a view of facilitating access and progression in Education Training and Development (ETD). Quality has to be enhanced in order to redress the past inequalities. This helps learners to develop not considering their level. The system focusses on what a learner is able to do from the designed learning programme. At the end learners should display their competence after having been assessed in a variety of ways amongst others: simulations and portfolios.

The outcomes based education approach came about in South Africa through the adoption of an education and training system termed Education Training and

Development (ETD) system. The approach is result oriented. The notion on this approach is that every learner has a potential for achievement, only that they cannot do it the same way at the same time. So, each learner must be left to move at his/her own pace. Learners and trainees can master the knowledge and skills required to achieve a particular outcome, what is of importance is for the learner and trainee to display a certain level of competence at the end of a training. Outcomes refer to what one understands and is able to do (Nel *et al* 2013: 366-367).

Recognition of prior learning (RPL) according to Nel *et al* (2013: 388) provides people who have experience, skills and knowledge that was not acquired formally, to get the necessary formal recognition. Such people should however, be assessed first. There are principles through which RPL should be managed so that it could be valuable. The principles are as follows: “sound assessment must be applied; competence should be evaluated against defined unit standards; a variety of assessment methods should be used; and a procedure should be applied enabling a learner or employer to have access to RPL evaluation process.

The NSDS III (2011-2016: 4-5) therefore, identified about seven key developmental and transformation imperatives with which it will be guided, and they are race, class, gender, geography, age, disability and HIV and AIDS pandemic.

2.4.3.1 Race

Racial inequality in the country is still a challenge. The majority of Black and Africans in particular are still backwards regarding skills possession. It is therefore, important to prioritise Blacks in the impartation of skills (NSDS III 2011-2016: 4).

2.4.3.2 Class

People in South Africa are still grouped according to classes. There is still the haves and have not, higher, middle and lower-class sections. The lower class is very poor while the higher class is super rich. It is therefore important for the NSDS III to provide for the provision of skills and try and address these big social inequalities (NSDS III 2011-2016: 4-5).

2.4.3.3 Gender

Gender equality is an important aspect to be considered in skills development initiatives. Previously women were neglected, thereby resulting in scarcity of skills from this section of the society. Skills development programmes should contain strategies that are specifically aimed at the promotion of gender equality especially black women (NSDS III 2011-2016: 5).

2.4.3.4 Geography

The South African economy is biased towards urban development, neglecting rural areas. This does not leave-out the provision of rural based developmental skills. Rural development is one of the priorities of government and as such, skills development on rural based developmental activities is a necessity. The NSDS III warns that training of rural people might not be a solution to address rural development, but, skilling people for rural development will enhance the required skills to pick-up rural areas (NSDS III 2011-2016: 5).

2.4.3.5 Age

Although skills development should be for people across all age groups, South African youth are still at a disadvantaged. Youth encompasses people of up to

the age of 35. This category of people requires proper training to make them employable as most of them finish their tertiary education without having been given an exposure of the practical experience on what they learnt (NSDS III 2011-2016: 5).

2.4.3.6 Disability

NSDS III committed to increase opportunities for training and development on people with disabilities. Achievements on this is however still very minimal. It is therefore, important to open up opportunities for these people with disabilities to access relevant trainings to provide them and improve their skills so that those factors that hinder their opportunities to be employed are removed (NSDS III 2011-2016: 5).

2.4.3.7 HIV and AIDS pandemic

The fight against HIV and AIDS and its management is of paramount importance if South Africa has to plan for the future economic growth and development. This should especially focus more on the youth. Different skills development initiatives should include ways and means on fighting and managing the HIV/AIDS pandemic in the workplace. People who are trained for different trades remain assets yielding back good results to the society for a reasonable time in their life and not to die after a short space of time after attending trainings (NSDS III 2011-2016: 5).

2.4.4 The National Development Plan (NDP)

Zarenda (2013: 3) asserts that, the NDP seeks to seriously and genuinely devise ways on how poverty can be eliminated and inequality reduced. On achievement of this, it will have paved a way for all South Africans to lead a descent and

globally acceptable standard of living in terms of the United Nations (UN) standards. To achieve this, the plan proposes that when the following as core elements of a descent standard of living are attained, then the objective would have been achieved:

- “Proper housing, consistent supply and flow of water, electricity and sanitation;
- Access to safe and reliable public transport;
- Safety and security of all;
- Access to quality health care;
- Social protection;
- Employment opportunities;
- Recreation and leisure;
- Clean environment; and
- Adequate nutrition”.

The NDP (2012) emphasises that, there is a need for a capable, developmental, professional and responsive public service in South Africa. To achieve this, the NDP makes some recommendations that are aimed at addressing the uneven and poor performance of the public service through the provision of knowledge and skills that are appropriate, coupled with the recruitment of properly qualified personnel. Trainings should to be developed that would be focusing on frontline services and management. This will enable officials to provide citizens with efficient and economical services of acceptable quality. The HRD strategies and plans are supposed to be revised to be in line with the vision of the NDP to professionalise and capacitate the public service (PSC 2016: 71).

For the attainment of the objectives listed in the preceding paragraph, the NDP plans to achieve the following objectives, amongst others:

- “Establishing a competitive base of infrastructure, human and regulatory frameworks;
- Matching skills, technical, professional and managerial posts to better reflect the country`s racial, gender and disability profile;
- Increasing the quality of primary education; and
- Maintaining a competitively-priced high-speed broadband internationally”
(Zarenda 2013: 4).

2.4.5 The Human Resource Development Council (HRDC)

The South African Government in March 2006 established a short-term skills intervention strategy. This was in the office of the country`s deputy president. The reason for such a move was that the government recognised the fact that, education and skills development are key drivers to the socio-economic growth that can result in poverty reduction, inequality and unemployment. Priority skills were the ones that were targeted so that the economy can grow quickly and improve labour absorption. Every social partner was required to participate together with the government as a collaborative effort. This resulted into the establishment of a Joint Initiative on Priority Skills Acquisition (JIPSA) with an aim of accelerating human resources and skills development in priority skills areas so that the national growth initiative can be supported. JIPSA`s responsibility was to set priorities, identify and resolve systems blockages and constraints and also monitor and report on progress made. The other issue was the alignment of training and skills development efforts made by both the public and private sector institutions. All these efforts never undermined the development and implementation of long-term development strategies. JIPSA represented a joint venture by government, business and organised labour that was specific in nature in the sense that a critical difference was supposed to be attained in skills provision (online) from the World Wide Web:

(www.dhet.gov.za/siteAssets/Latest%20News/Independent/%20Thinking%205th%20Edition/THINKING%20p2.pdf Retrieved October 9 2017).

JIPSA wanted to take mainly the attention of key government departments and bodies, for example, SETAs, public education and training providers to focus on the achievement of core national objectives. All the other role players, ie. the private sector and organised labour were to support this shared priority skills agenda (online) from the World Wide Web:

(www.dhet.gov.za/siteAssets/Latest%20News/Independent/%20Thinking%205th%20Edition/THINKING%20p2.pdf Retrieved October 9 2017).

2.4.5.1 Establishment of the HRDC and governance

JIPSA pioneered the establishment of the HRDC by providing information and practical experience. The HRDC was established in March 2010. This was a much longer-term strategy with an aim of meeting the social and economic development needs that the country is faced with. The Council is chaired by the deputy president of the country with two deputy chairpersons (online) from the World Wide Web:

(www.dhet.gov.za/siteAssets/Latest%20News/Independent/%20Thinking%205th%20Edition/THINKING%20p2.pdf Retrieved October 9 2017).

2.4.5.2 Aims and objectives of the HRDC

The HRDC`s main aim is to ensure synergies and institutional development for a human resource development strategy that is integrated within the country. It aims at stimulating a culture of training and lifelong learning by individuals, within the organisation and at national level. This will make every participant in such developmental programmes employable. Ultimately this will increase the

productivity levels by such knowledgeable workers (online) from the World Wide Web:

www.dhet.gov.za/siteAssets/Latest%20News/Independent/%20Thinking%205th%20Edition/THINKING%20p2.pdf Retrieved October 9 2017).

The HRDC has the following objectives that it wants to achieve: the reduction of poverty, inequality and unemployment coupled with their scourges in South Africa; the promotion of social cohesion and justice through the improvement of equity in the provision of education and skills development programmes and their outcomes; and to make sure that there is a competitive economy in the country that would improve the national economic development (online) from the World Wide Web:

www.dhet.gov.za/siteAssets/Latest%20News/Independent/%20Thinking%205th%20Edition/THINKING%20p2.pdf Retrieved October 9 2017).

The HRDC plays a very crucial role in the mobilisation of the various stakeholders with regards to the HRDS for South Africa. The aim of the strategy is to develop skills that would serve the needs of the economy in its efforts to support the national objectives of radical economic transformation. This includes growth and development to name a few. In view of the above, the HRDC held its 18th meeting on 23 June 2017 to consider the following: to appraise what contribution have Science Councils made with regards to high level skills and research and development as envisaged in the NDP and the HRD Strategy; to highlight on skills development programmes that are offered by State Owned Enterprises and Corporations; development on financial assistance in higher education for the poor and the “missing middle” students through public private partnership (PPP); to check progress made on the work of the HRDC Maths and Science Standing Committee; to evaluate the TVET Sector Performance since 1994; and to explore how the concept document for the HRDC members can be adopted on TVET Colleges (online) from the World Wide Web:

www.thepresidency.gov.za/press-statements/deputy-president-cyril-ramaphosa-chair-18th-meeting-human-resource-development Retrieved October 9 2017).

2.4.6 The South African Qualifications Authority Act, 1995 (Act 58 of 1995)

The South African Qualifications Authority (SAQA) is a body that has a responsibility to oversee the development and implementation of the National Qualifications Framework (NQF) (online) from the World Wide Web:

<http://www.paralegaladvice.org.za/docs/chap08/24.html> Retrieved May 11 2017).

2.4.6.1 Establishment of the South African Qualifications Authority (SAQA)

The South African Qualifications Authority (SAQA) was established in terms of section 3 of the South African Qualifications Authority Act, 1995 (Act 58 of 1995).

2.4.6.2 Functions of SAQA

Section 5 (1) of the Act provides for the functions of the Authority as follows:“ Subject to the provisions of subsection (2), the Authority shall, (a)(i) oversee the development of the National Qualifications Framework; and (ii) formulate and publish policies and criteria for (aa) the registration of bodies responsible for establishing education and training standards or qualifications; and (bb) the accreditation of bodies responsible for monitoring and auditing achievements in terms of such standards or qualifications; (b) oversee the implementation of the National Qualifications Framework, including (i) the registration or accreditation of bodies referred to in paragraph (a) and the assignment of functions to them; (ii) the registration of national standards and qualifications; (iii) steps to ensure

compliance with provisions for accreditation; and (iv) steps to ensure that standards and registered qualifications are internationally comparable; (c) advise the Minister on matters affecting the registration of standards and qualifications; and (d) be responsible for the control of the finances of the Authority”.

Subsection (2) of the Act provides that, “the Authority shall pursue the objectives of the National Qualifications Framework as provided for in section 2 and execute the functions of the Authority as provided for in subsection (1) (a) after consultation and in co-operation with the departments of state, statutory bodies, companies, bodies and institutions responsible for education, training and the certification of standards which will be affected by the National Qualifications Framework; (b) with due regard for the respective competence of Parliament and the provincial legislatures in terms of section 126 of the Constitution, and the rights, powers and functions of the governing bodies of a university or universities and a technikon or technikons (currently called universities of technology) as provided in any Act of Parliament”.

2.4.7 The South African National Qualifications Framework Act, 2008 (Act 67 of 2008) (NQF)

Section 4 of the *South African National Qualifications Framework Act, 2008* (Act 67 of 2008) provides that “the National Qualifications Framework (NQF), is a comprehensive system approved by the Minister for the classification, registration, publication and articulation of quality-assured national qualifications”.

The NQF can be described as a plan for education and training which is consisted of strategies to develop an integrated approach towards an education and training system that is relevant and accessible to South Africans currently (online) from the World Wide Web:

(<http://www.paralegaladvice.org.za/docs/chap08/24.html> Retrieved May 11 2017).

This piece of legislation was enacted to regulate and have a body that oversees the development and implementation of the National Qualifications Framework in as far as the transformation and integration of the system of education and training was concerned in South Africa. In this case, the South African Qualifications Authority (SAQA) was established in terms of the *South African Qualifications Authority Act, 1995* (Act 58 of 1995). Furthermore, the Education and Training Quality Assurance (ETQA) regulations were passed in 1998. The aim is to give accreditation on the standards and qualifications offered by the providers of education and training and to ensure that they are registered on the NQF. Standards are maintained through monitoring provision, evaluation assessment and facilitating moderation across education and training providers and registered assessors (Mission of SAQA (online) from the World Wide Web: (<http://www.saga.org.za/show.asp?include=about/mission.htm> Retrieved March 25, 2017).

The NQF was introduced to assist in classifying, registering, publishing and articulation of quality-assured national qualifications. Its main objective is to contribute towards a complete personal development of every participant and the nation as provided for on section 5 of the *National Qualification Framework Act, 2008* (Act 67 of 2008).

The objectives of the NQF are stipulated on section 5 (1), and they are as follows: “(a) to create a single integrated national framework for learning achievements; (b) to facilitate access to, and mobility and progression within, education, training and career paths; (c) to enhance the quality of education and training; and (d) to accelerate the redress of past unfair discrimination in education, training and employment opportunities”.

Subsection (2) of the Act provides that, the objectives of the NQF are designed to contribute to the full personal development of each learner and the social and economic development of the nation at large.

Subsection (3) of the Act further provides that, the SAQA and the Quality Controls (QCs) must seek to achieve the objectives of the NQF by “(a) developing, fostering and maintaining an integrated and transparent national framework for the recognition of learning achievements; (b) ensuring that South African qualifications meet appropriate criteria, determined by the Minister as contemplated in section 8, and are internationally comparable; and (c) ensuring that South African qualifications are of an acceptable quality”.

Section 6 of the Act provides for the framework levels and subsection (1) provides that, “the NQF is organised as a series of levels of learning achievement, arranged in ascending order from one to ten, (2) Each level on the NQF is described by a statement of learning achievement known as a level descriptor, (3) A level descriptor, referred to in subsection (2), provides a broad indication of learning achievements or outcomes that are appropriate to a qualification at that level, (4) Level descriptors must be developed and determined, as provided for in section 13(1)(g), and (5). It should however be noted that, there is one set of level descriptors for the NQF”.

Section 7 of the Act provides for the sub-frameworks and therefore provides that, “the NQF is a single integrated system which comprises of three co-ordinated qualifications sub-frameworks, for (a) General and Further Education and Training, contemplated in the General and Further Education and Training Quality Assurance (GENFETQA) Act; (b) Higher Education, contemplated in the Higher Education Act; and (c) Trades and Occupations, contemplated in the Skills Development Act”.

Section 10 of the Act provides for the continued existence of the SAQA and therefore provides that, “the SAQA that existed immediately before the commencement of this Act, continues to exist as a juristic person under the name of the South African Qualifications Authority”.

The objects of the SAQA are provided for on section 11 of the Act and they are as follows: “(a) to advance the objectives of the NQF contemplated in Chapter 2; (b) to oversee the further development and implementation of the NQF; and (c) to co-ordinate the sub-frameworks”.

The functions of SAQA are clearly listed on section 13 (1) of the Act and they are as follows: “(a) (i) to perform its functions subject to this Act; and (ii) oversee the implementation of the NQF and ensure the achievement of its objectives; (b) advise the Minister and the Minister of Labour on NQF matters in terms of this Act; (c) comply with policy determined by the Minister in terms of section 8(2)(b); (d) consider the Minister’s guidelines contemplated in section 8(2)(c); (e) oversee the implementation of the NQF in accordance with an implementation framework prepared by the SAQA after consultation with the QCs; (f) (i) develop a system of collaboration to guide the mutual relations of the SAQA and the QCs, after consultation with the QCs and taking into account the objects of the SAQA contemplated in section 11 and the regulations contemplated in section 33; and (ii) resolve disputes regarding the QCs; (g) with respect to levels (i) develop the content of level descriptors for each level of the NQF and reach agreement on the content with the QCs; (ii) publish the agreed level descriptors in the Gazette; and (iii) ensure that they remain current and appropriate; (h) with respect to qualifications (i) develop and implement policy and criteria, after consultation with the QCs, for the development, registration and publication of qualifications and part-qualifications, which must include the following requirements: (aa) The relevant sub-framework must be identified on any document relating to the registration and publication of a qualification or part-qualification; and (bb) each sub-framework must have a distinct nomenclature for its qualification types which

is appropriate to the relevant sub-framework and consistent with international practice; (ii) register a qualification or part-qualification recommended by a QC if it meets the relevant criteria; (iii) develop policy and criteria, after consultation with the QCs, for assessment, recognition of prior learning and credit accumulation and transfer; (i) with respect to professional bodies (i) develop and implement policy and criteria for recognising a professional body and registering a professional designation for the purposes of this Act, after consultation with statutory and non-statutory bodies of expert practitioners in occupational fields and with the QCs; and (ii) recognise a professional body and register its professional designation if the criteria contemplated in subparagraph (i) have been met; (j) with respect to international relations (i) collaborate with its international counterparts on all matters of mutual interest concerning qualifications frameworks; and (ii) inform the QCs and other interested parties about international practice in the development and management of qualifications frameworks; (k) with respect to research (i) conduct or commission investigations on issues of importance to the development and implementation of the NQF, including periodic studies of the impact of the NQF on South African education, training and employment; and (ii) publish the findings of the investigations referred to in subparagraph (i); (l) with respect to records of education and training, maintain a national learners' records database comprising registers of national qualifications, part-qualifications, learner achievements, recognised professional bodies, professional designations and associated information; (m) with respect to foreign qualifications, provide an evaluation and advisory service consistent with this Act; and (n) with respect to other matters (i) inform the public about the NQF; (ii) perform any other function required by this Act; and (iii) perform any function consistent with this Act that the Minister may determine”.

2.4.8. The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000)

Section 68 (1) of the *Local Government: Municipal Systems Act, 2000* (Act 32 of 2000) provides that “a municipality must develop its human resource capacity to a level that enables it to perform its functions and exercise its powers in an economical, effective, efficient and accountable way. What the municipality does should actually be in line with the provisions of the Skills Development Act and the Skills Development Levies Act. Subsection (2) of the Act further says, a municipality may in addition to any provision for a training levy in terms of the Skills Development Levies Act, make provision in its budget for the development and implementation of training programmes and lastly subsection (3) provides that, a municipality which does not have the financial means to provide funds for training programmes in addition to the levy payable in terms of the Skills Development Levies Act, may apply to the Sector Education and Training Authority for local government established in terms of the Skills Development Act, for such funds”.

2.4.9The Local Government: Municipal Structures Act, 2000 (Act 33 of 2000)

As provided for by the *Local Government: Municipal Systems Act*, section 68 (1) of the *Local Government: Municipal Structures Act, 2000* (Act 33 of 2000) provides that “a municipality must develop its human resource capacity to a level that enables it to perform its functions and exercise its powers in an economical, effective, efficient and accountable way. What the municipality does should actually be in line with the provisions of the Skills Development Act and the Skills Development Levies Act. Subsection (2) of the Act further says, a municipality may in addition to any provision for a training levy in terms of the Skills Development Levies Act, make provision in its budget for the development and

implementation of training programmes and lastly subsection (3) provides that, a municipality which does not have the financial means to provide funds for training programmes in addition to the levy payable in terms of the *Skills Development Levies Act*, may apply to the Sector Education and Training Authority for local government established in terms of the Skills Development Act, for such funds”.

2.4.10 Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003)

Section 34 (1) of the *Local Government: Municipal Finance Management Act, 2003* (Act 56 of 2003) provides that, the National government together with the Provincial government have a responsibility through agreement, to assist municipalities in the country to build and develop capacity of such municipalities to have an efficient, effective and transparent financial management.

Section 83 of the Act provides further for opportunities of those who work with finances to be provided with the necessary trainings so that they can render their activities professionally. Subsection (1) of the Act provides that, “the accounting officer, senior managers, chief financial officer and other financial officials of a municipality must meet the prescribed financial management competency levels”. For the realisation of subsection (1), subsection (2) of the Act provides that “a municipality must provide resources or opportunities for the training of officials to enable them to meet the prescribed competency levels”. Furthermore, subsection (3) of the Act provides that, “the National Treasury or a provincial treasury may assist municipalities in the training of officials referred to in subsection (1)”.

Section 119 (1) of the Act further makes provision regarding the competency levels of municipal officials responsible for municipal supply chain management. Subsection (1) of the Act provides in this instance that, “the accounting officer and all other officials of a municipality or municipal entity involved in the

implementation of the supply chain management policy of the municipality or municipal entity must meet the prescribed competency levels”. In this instance subsection (2) of the Act provides that, “a municipality and a municipal entity must for the purposes of subsection (1) provide resources or opportunities for the training of officials referred to in that Subsection to meet the competency levels”. Subsection (3) of the Act therefore, provides that, “the National Treasury or a provincial treasury may assist municipalities and municipal entities in the training of officials referred to in subsection (1)”.

Legislation, as the backbone for good governance, prescribes and gives guidance on how activities should be run. South Africa like any country in the world has its laws and policies governing every institution and individual people to conduct training in a fair and acceptable manner. The aim of having legislation is to have uniformity and consistency in the training programmes that are designed. If legislation is properly followed, institutions would obviously have training programmes that will improve the knowledge and skills of the country`s personnel corps, thereby equipped to be productive and perform acceptably in providing services to communities.

2.5 Emperical research (Training and development in Vhembe District Municipality (VDM))

As workers/employees of the Municipality, be they appointed or elected, the VDM believes that they form a cornerstone on the delivery of services to communities. By virtue of the above, the Municipality prioritises the education, training, learning and development of these employees. However, it should be made clear from the onset that, everything the Municipality wants to do in this regard will always be controlled by what is affordable in terms of the Municipal budget.

The process of training starts with an analysis of personnel knowledge and skills, commonly known as a skills audit. This enables the Municipality to determine whether what officials possess is at par with what the Municipality requires. It is only after this very important exercise that all employees can be afforded an opportunity based on who should urgently be subjected to various trainings in line with their duties.

On its preamble, the VDM policy on education, training, learning and development, (December 2008), indicates that the Municipality is fully committed to providing the relevant, affordable and systematic training and development to its officials and councilors. This would then enable officials to be effective and efficient in doing their work. The preamble further shows a commitment by the Municipality to provide officials with competencies that include the following: “knowledge; skills; abilities; understanding; right attitudes; right behaviour; problem solving ability; personal sacrifice; and an unwavering dedication and commitment”.

The Municipality sets targets for itself so that its current and future human resources` needs can always be met. The assurance that officials and councilors get is that immediately after their appointment or election, they will always be provided with the necessary training for the period of their stay with the Municipality. This should however, be noted that, such will be done within the capable means of the Municipality.

2.5.1 VDM policy on education, training, learning and development

The Vhembe District Municipality has a policy on education, training, learning and development. The policy was approved and became effective on 09 December 2009. It is reviewed annually to be able to meet the current needs and

expectations of the Municipality (Vhembe District Municipality policy on education, training and development 09 December 2008).

2.5.2 Objectives of VDM education, training, learning and development policy

The objectives of the education, training, learning and development policy (09 December 2008) are as follows: to develop and maintain for sustainability the training and development strategy that aims at supporting the Integrated Development Plan (IDP) objectives and goals; to provide for the guidelines on the training and development of municipal officials and councilors; to make sure that the performance management system of the Municipality is positively supported by the training and development strategy; to make sure that the municipal learning programmes are well-informed by a properly handled skills audit; and to ensure that the learning programmes that are designed are mainly focusing on, literacy, numeracy, technical and general competencies including management and leadership competencies.

These objectives are all-inclusive as the whole municipal personnel corps is catered for, from the highest management position to the lowest and also politicians. This clearly shows the commitment to develop a well-educated and fully-skilled work-force that would be able to provide communities with acceptable services, timeously in an efficient and effective manner. It furthermore builds-up workers who could easily show a spirit of being accountable on what they do.

2.5.3 Training and development

The education, training, learning and development policy (09 December 2008), encourages officials to actively take part on activities that provide them with personal development. They are further encouraged to always show their training

needs so that they are personally involved in managing their careers. The Municipality acknowledges through this policy that, officials and councilors are a very important resource without which the Municipality cannot advance in their absence.

Because of the above, the Municipality commits to always provide the officials and councilors with opportunities to be educated and trained through various learning programmes. The learning process should at the end yield results in the sense that officials and councilors will be able to: meet the requirements of their jobs; obtain qualifications that can take them anywhere nationally as they will have been developed personally; and will assist them to realise their potential and improve their performance.

To achieve all these, the Municipality partners with service providers like universities, colleges and private service providers. Officials and councilors are also encouraged to apply and attend when given approval, training and learning programmes offered by service providers that are accredited.

2.5.4 Skills Development Facilitator (SDF)

The education, training, learning and development policy (09 December 2008), provides for the appointment of a skills development facilitators whose role and responsibilities include amongst others: the facilitation of an establishment of structures that would engage in consultative exercises; the preparation and submission to the Local Government Sector Education and Training Authority (LGSETA), a workplace skills plan (WSP) after which annual reports would be prepared and submitted to the LGSETA. This paves a way for the Municipality to get mandatory and discretionary grants from the SETA; to further make sure that the prepared WSP is implemented; to provide reports, on a monthly, quarterly and annual basis on the implementation of the WSP; to provide the Municipal

Council with a report on the skills development levy and levy grants; and to act as a contact point between the Municipality and the LGSETA.

2.5.5 Learnerships and skills programmes

The education, training, learning and development policy provides (09 December 2008), makes provision for learnerships and skills programmes. Commitment on this is shown through the support on the Service Delivery and Budget Implementation Plan (SDBIP) and IDP implementation; through the provision of learners with opportunities to gather work experience; through the provision of opportunities to workers a work-based route to a qualification or the accumulation of credits that lead towards a particular qualification; and see to it that the WSP approved by the Municipal Council is implemented.

The VDM participates actively on learnership and internship programmes. Every year there are interns that are taken either for 12 or 18 months. Of recent, in partnership with the University of Venda (UNIVEN), the Municipality posted an advert inviting those who qualify to apply to fill different internship positions varying from administration, information technology, law, and town and regional planning amongst others (online) from the World Wide Web: (<http://www.univen.ac.za/web/index.php/job/internship-programmes> Retrieved April 18, 2017).

2.5.6 Recognition of prior learning (RPL)

This is an instance where, learners are awarded credits after having been assessed based on their work experience. It can further be explained as a comparison of what an employee possesses in terms of his/her knowledge and skills against the learning outcomes of a specific qualification. The education, training, learning and development policy (09 December 2008), therefore,

provides for the creation of an opportunity to be afforded to employees who do not have formal academic qualifications but through this approach can be given such credits needed to be awarded with such qualifications. Learners should prove and demonstrate that they meet the learning outcomes in the learning standards for that particular qualification. Learners can obtain the whole qualification or meet part of that qualification`s requirements through RPL.

When conducting an RPL assessment, the following should be taken into consideration: “operational requirements; organisational needs; the available financial and human resources and operational constraints”. The policy therefore, commits the Municipality at advocating for RPL to be accessible to its employees and serve as a developmental tool to organisational building. RPL should be seen as a tool that will assist to address career limits of employees.

2.5.7 Implementation of the education, training, learning and development programmes

The training and development programmes the Municipality introduces should be informed by the required competence for a particular job and the performance management system in place to enable officials to utilise resources efficiently, effectively and economically as provided for by section 195 (1) (b) of the *Constitution of the Republic of South Africa, 1996*. The education, training, learning and development policy (09 December 2008), in this instance suggests that appointed officials and elected councilors should be subjected to trainings on a rotational basis. Every official and councilor should at least attend two trainings per year, each, every six months. This should however, be done on the basis of each individual`s performance agreement signed on an annual basis. In-house trainings are encouraged to reduce costs. Everyone who attended a training is required by the policy to write a report within ten days after attending such a training and submit same to his/her supervisor for filing to have a proper record

of those who attended trainings. The Municipality will always carry the costs of training of its employees, be they appointed or elected. This includes course fees; transport; accommodation; meals; parking; and subsistence and travel allowances.

2.5.8 National and international conferences

The education, training, learning and development policy (09 December 2008), further makes provision for conference attendance. The policy therefore, provides in this instance that conference attendance will only be approved when it has been proven that it is relevant to the employee in question with relation to one`s job. Again, a rotational approach will be followed between officials and councilors. If it is an international conference, officials and councilors should get approval from the municipal manager and executive mayor respectively before leaving the country. The Municipality will always incur the expenditure in support of its officials` and councilors` attendance of conferences and in return, attendees should always prepare and submit concise reports on the proceedings of conferences and what they benefited to relevant authorities within ten days of attendance, and any material collected should be kept in the Municipal registry or archives for future reference and use.

2.5.9 Roles and responsibilities of the different stakeholders in education, training, learning and development in the Municipality

A number of stakeholders play various important roles and undertake a variety of responsibilities in the process of education, training and development of employees at the VDM. The different stakeholders according to the education, training, learning and development policy (09 December 2008), includes the following: The Municipal Council; line managers; employees themselves; labour,

training and development division/section; and the training and development committee. The above-mentioned stakeholder's roles and responsibilities are discussed next:

2.5.9.1 The Municipal council

The Municipal council's role according to the education, training, learning and development policy (09 December 2008), should be to encourage both councilors and officials to partake in education, training and development opportunities afforded to them so that the Municipality will be in a position to realise its strategic focus and direction. The Municipal council should furthermore ensure that there is compliance with all legislations relevant to training and the national strategies at realising training successes. The Municipal council also approves the budget without which nothing could be done and coupled with this, it should approve the WSP and make sure that the plan is implemented accordingly. Finally, the Municipal council should monitor that annual reports on the WSP are submitted to the LGSETA so that mandatory grants could be received.

2.5.9.2 Line managers

Line managers have a responsibility of making sure that officials under their supervision receive the necessary trainings. The education, training, learning and development policy (09 December 2008), further requires line managers to coach, mentor and counsel their subordinates at all times. Line managers should also make sure that there is a continuous interaction between them and the training and development section of the Municipality so as to address identified developmental needs. At all times, they must assist their subordinates on ways and means to transfer and relate well acquired competencies through training to

their workplace. Finally, line managers should familiarise themselves with the relevant legislation so that there would be compliance.

2.5.9.3 Employees

It is the responsibility of employees of the Municipality to show what their needs are in order to be developed through the relevant programmes. Employees are required by the education, training, learning and development policy (09 December 2008), to show full commitment in their participation on the education, training, learning and development programmes. Of main concern to the employer is to see employees applying the knowledge and skills acquired during the training process at the workplace.

2.5.9.4 Labour

Labour should first of all be recognised by the Municipality according to law. It is therefore, also a very important stakeholder in the education, training, learning and development of its members. Labour should always according to the education, training, learning and development policy (09 December 2008), encourage and where necessary motivate members to partake in all the education, training, learning and development activities in the Municipality. The conducting of consultative engagements both with the employer and employees for acceptable and practically possible trainings should always be organised and implemented for the benefit of both the employer and employees. Lastly, labour should make sure that it is familiar with relevant legislation for the sake of compliance.

2.5.9.5 Training and development division/section

The role of the training and development division according to the education, training, learning and development policy (09 December 2008), is to be strategic so as to be facilitative; consultative; and co-ordinative with regards to its roles on the education, training; learning; and development of workers. Of importance, the division should ensure that the WSP is properly aligned with the IDP. The establishment and maintenance of a database which would be informative enough to the Municipality on the education, training, learning and development of employees in one of this division`s very important roles. Another role is to monitor and report on the budget (both income and expenditure). The division further acts as the custodian of this education, training, learning and development policy; and finally, the division should always be in a position to liaise and co-operate with all relevant parties very closely.

2.5.9.6 Training and development committee

The training and development committee has an important role to play in the training process of employees of the Municipality. It is for this reason that the education, training, learning and development policy (09 December 2008), indicates the main responsibility of the committee as to interpret and translate local and national education, training, learning and development issues such that this can inform the training and development strategy as well as determining the strategic direction of the Municipality with regards to education, training, learning and development. The committee should further make sure that the strategy is aligned to the Municipality`s vision, mission, strategic objectives, goals and values. Uniformity in the implementation of the strategies, interventions and initiatives on education, training, learning and development of the Municipality`s employees also fall within the committee mandate. And lastly, the committee should monitor and evaluate the implementation of the WSP.

It should however be noted that, to have a training committee by an employer is mandatory for employers with 50 and more employees in terms of the Skills Development Act. It makes it possible for representativity in a broader manner, as different stakeholders could be consulted easily. The interests of both the employer and employees are well represented and catered for by the training committee. The role which can be regarded as supreme for the committee is to determine the priorities with regards to training and also the intervention strategies that can best be adopted to address such priorities. When the committee holds its meetings, minutes of such proceedings should be captured and kept on record together with attendance registers. This is a very important requirement by the SETA when conducting audit. This in a way assist to prove that the planning in the institution is not a one man show, but stakeholders` consensus (University of Pretoria: 2017: 15).

Coupled with the above main role of the training committee, other functions include the following: the development of a training policy; the insurance that the development and implementation of the WSP is properly aligned to the vision and mission of the institution; making sure training and development of employees focus on future and long-term objectives of the institution; ensuring that the WSP is in line with the employment equity plan and business plan of the institution; to develop training priorities based on institutional short and long term needs; to align training with the Sector Skills Plan, learnerships, career pathways, accredited national qualifications, etc.; to support the SDF in his/her efforts to communicate the completed WSP to employees within the institution; to monitor how the WSP is implemented; to assist in the revision of the WSP on a periodical basis; and the annual compilation of a report on the implementation training (University of Pretoria: 2017: 15-16).

2.5.10 The bursary policy

The VDM encourages its employees to study in order to develop. In doing this, the Municipality commits to assist learners through the allocation of bursaries. In doing this, the Municipality strives to make sure that the organisation develops employees who have a learning interest and attitude.

The Vhembe District Municipality bursary policy (no date) therefore, provides that, bursaries should specifically be budgeted for. The budget in this instance would provide for different categories of employees determined in percentages as follows: 5.185% for designated groups; 5.210% for previously disadvantaged employees; and 5.35% for applicants intending to pursue careers with scarce skills like the following: civil engineering; financial management and accounting; etc.

2.5.11 The Workplace Skills Plan (WSP)

Coetzee (2002: 95) defines WSP as a human resource training and development that is strategic and aims at the development of the skills capacity of an organisation`s workforce that will result into the achievement of the objectives of the institution provided for through its policies and business plan.

The University of Pretoria (2017: 4) on the other hand defines the Workplace Skills Plan as “a plan/projection that has been compiled by an institution indicating the training priorities and their learning programmes together with beneficiaries”.

The WSP should be a product of a proper skills requirements analysis which after its preparation and submission, should ensure that efforts are meant for the closing of skills gap, more especially scarce skills. Its focus should mainly be on

capturing the numbers of interventions and the targeted beneficiaries. Issues that have to do with the skills development of either new recruits or old employees are very important when planning for their developmental training. The employer should always bear in mind that there is a need to develop future leaders in order to have a manageable succession plan in place that has a chance of success (University of Pretoria 2017: 17).

2.5.11.1 Developing a Workplace Skills Plan

In order to develop a WSP that will be successful, institutions need to follow proper processes. The process needs to be well-thought-of so that an implementable plan can be developed. To develop an acceptable and professional plan, institutions should seek the services of a registered Skills Development Facilitator (SDF). The SDF will also act as a go between, in as far as the institution and the SETA is concerned regarding skills planning and development matters are concerned. The SDF can be a fulltime worker of the institution in question or a consultant (University of Pretoria 2017: 14).

The SDF will therefore perform the following functions according to the University of Pretoria (2017: 14), in the planning and development of the WSP: “facilitate the development of employees in the organisation and the strategies of the organisation equally and fairly; acquire the resources to accredit and evaluate learnerships and skills programmes in the organisation; evaluate the skills development needs of the employees and organisation and continually evaluate the implementation of identified needs; advice the employees and the employer on external and internal skills strategies as well as the progress of the skills development of the organisation; be a training committee leader and lead the process of organisational skills development and employee development; act as SDF administrator and check all SETA documentation before submitting; set up a training committee; advise the organisation on the implementation of the WSP; advise the organisation on the quality assurance requirements of the relevant

SETA; serve as contact person between the organisation and the external SDF and SETA; chair the skills development planning committee or training committee; bring the company policies in line with the regulations as laid down by the Skills Development Act; assist in the creation of a performance management system for the organisation where no performance management system exists; generate the key performance areas relevant to training and development for the performance management system; complete an individual development pathway for all employees, as well as the skills requirement and learning pathway; create a portfolio of evidence for all employees that will receive training in the company; complete the workplace skills plan, interim training reports and annual training reports and submit it to the correct SETA, before the deadline; formalise the qualifications of employees through recognition of prior learning; train employed staff in order to claim the skills development levies from the SETA; register Learnership Programmes by training unemployed people; and claim their skills development levies from their SETA and claim the tax rebates as stipulated for Learnerships”.

According to van der Westhuizen and Wessels (eds.) (2002: 332), the WSP should at all times not leave-out the following information: the strategic skills development priorities that are aimed at the levy grant for that period as mentioned in the regulations; qualitative information which is relevant to skills planning (this refers to the recruitment and placement procedures); the training skills needs for the particular period that is referred to in the regulations; and quality assurance related matters regarding staff education, training and development.

2.5.11.2 Workplace Skills Planning challenges

For some institutions, it is not an easy exercise to develop the WSP. There are a number of challenges that are experienced. These challenges make some institutions not to develop the WSP and as a result deprive their employees the

opportunities they direly need to develop and grow their knowledge and skills. The challenges institutions experience are amongst others the following: “poor information management related to employee`s skills levels and training interventions; poorly defined and/or outdated job descriptions which are seldom aligned to organisational strategy and strategic priorities; skills needs often focus on immediate need with little consideration for change, organisational development and future anticipated skills needs; skills development and training is sometimes not viewed as a strategic priority and at times lacks executive and broader management buy-in and support; many WSPs reflect generic workplace-based skills needs, like computer training, financial management and report writing but critical scarce skills related to key technical and functional areas in the organisation are seldom identified and addressed; workplace skills planning is seldom aligned to the performance management and other human resources management systems, procedures and practices; workplace skills planning is often approached from a compliance perspective and very often outsourced to consultants and not institutionalised in the organisation to strengthen this level of in-house capacity; and few organisations have skills planning and development quality management systems might result in poor quality approaches to defining and addressing skills needs” (University of Pretoria 2017: 13).

2.5.11.3 Advantages of having a Workplace Skills Plan

The Workplace Skills Plan has its advantages and they are the following: employers obtain and keep well trained and properly skilled employees; the status of a preferred employer is maintained; productivity and performance is increased and improved satisfactorily; the quality of employees becomes good; and the institution accesses the Mandatory and Discretionary Grants (including learnerships and other learning programme funding) from the relevant SETA (University of Pretoria 2017: 29).

2.5.12 Vhembe District Municipality`s Workplace Skills Plan

Vhembe District Municipality develops and prepares the Workplace Skills Plan on an annual basis. The 2016/17 Workplace Skills Plan attests to this as during the years referred to, the Municipality prepared and submitted the plan to the LGSETA. According to the Vhembe District Municipality Workplace Skills Plan (2016/17), all workers are planned for to attend training at least twice a year, i.e., once every six months. The WSP categorises workers into different groups according to occupations relating to their work specialisations. Councilors form their category and appointed officials are categorised according to their post levels. For example, there are managers; professionals; technicians; clerical and administrative workers; sales and service workers; machinery operations and drivers; elementary occupations that cater for general workers, cleaners and meter readers. The plan also caters for interns of various fields. The WSP indicates the gender, nationality and disability status. The plan further indicates scarce skills profile of the Municipality. This actually justifies the need for funding requests to enable the Municipality to fund its trainings. The plan further shows the actual number of those who benefitted on the previous financial year`s trainings. The plan concludes by showing the total number of beneficiaries of the current WSP.

2.5.13 VDM reports on training

The VDM has put it on record that there are a number of achievements when it comes to training its employees. Reporting on a month to month basis for the period, May 2016-February 2017, the Municipality managed to conduct planned trainings on a number of employees focusing on different areas. The trainings conducted varies from Microsoft Application software to a number of others including local economic development, environment and tourism, safety

management training course (SAMTRAC), work integrated learning (WIL), advanced professional manager and administration skills, municipal infrastructure support agent (MISA), pressure pipeline and pump station design training, and senior management induction programme. The Municipality also awarded bursaries to the youths to study with various institutions of higher learning in the country. It should however be noted that not all training programmes that were planned for were implemented successfully (Vhembe District Municipality: May 2016-February 2017).

The Vhembe District Municipality is a progressive municipality. It should however be acknowledged that the municipality still has challenges on training issues although it strives to do its best on this aspect.

The Municipality`s training plans are well put together as there is a training policy in place. The policy clearly details well what the Municipality intends to do in developing and growing its employees` knowledge and skills.

The Municipality further awards bursaries to deserving youths who intend studying for various fields at institutions of higher learning. This should sit well with everyone in the Municipality as the needy and deserving are catered for to help them meet their expectations.

The plans are all-inclusive as every sector of life is catered for, both for politicians and administrators.

If employees and learners utilise the opportunities they get wisely, the Municipality could help in the production of a world-class personnel corps that possesses the required knowledge and skills for acceptable and excellent delivery of services.

2.5.14 Conclusion

Literature provides the theoretical information on how things should be and coupled with legislation, the government further puts more emphasis on an issue such that officials are properly guided on how they should conduct themselves in dealing with public affairs. Empirical evidence on the one hand provides proof of the reality of the situation on the ground, something that in research needs to be tested through data collection.

Chapter 3

Research methodology and design

3.2 Introduction

The aim of methodology and design is to describe and illustrate an overall methodological design used in the study. Babbie, Mouton, Vorster and Prozesky (Eds.) (2010:75) are of the opinion that, the main focus of research methodology is on the process, the kind of tools and procedures to be followed in conducting research.

An overview of the research design and methodology to be used in the study is given in this chapter. Critical information on how data was gathered and the reasons why the kind of participants are targeted are clearly explained. The chapter further highlights the nature of study and the sampling procedure with reasons why the procedure was selected.

The study used both qualitative and quantitative research methods. At the end, this will bring-out study results and findings that are proven to be valid and strong enough to have positive developmental impact in the field as they corroborate each other.

Also of crucial importance in research, is the consideration of ethics. Ethical behaviour helps to validate a researcher`s work to be considered credible. Therefore, ethical issues to be considered in research are discussed at length.

3.2 Research methodology and design

Research methodology and design are discussed next.

3.2.1 Design

Babbie and Mouton (Eds.) (2001:74) state that the research design is a plan on how one intends to conduct a research project. Gray (2009:131) sees the research design as a complete plan that shows how data would be collected, measured and analysed. Design leaves one with a clear picture of the purpose of study, the type of questions to be addressed and the techniques to be used in the collection of data. It also includes the approaches used to select samples and how data will be analysed.

3.2.2 Methodology

As far as research methodology is concerned, Babbie and Mouton (2001:75) contend that it is a process that is to be followed when one conducts research that encompasses the tools and procedures that would be used in the conduct of that particular research.

This study used both qualitative and quantitative methods. The reason for adopting both methods is because the study sought to encompass both senior and middle management of the Municipality when collecting data. Participants at the senior level were required to respond to open-ended questions while those at lower levels responded to close-ended questions.

Quantitative research, according to Creswell (2009:4) has to do with the testing of objective theories by examining the relationship among variables. Such

variables could be measured using instruments that would result in their analysis through the use of statistical procedures.

Creswell (2009:4) describes qualitative research as a means for the exploration and the understanding of the meaning, individuals and groups ascribe to a social or human problem. The research process has to do with the collection of data through questions following procedures in a setting designed by the participant. After this, the researcher analyses and interprets such data and, finally, comes up with a report.

Qualitative research, according to Gray (2009:166), provides the researcher with information on how and why things happen the way they do, by giving participants` own motivations about what is being researched on.

When a quantitative research method is followed, statistics are produced. The most common methods followed in the collection of data when this method is used are the use of questionnaires or structured interviews (Dawson, 2006:15).

3.3 Area of study

The area of study is Vhembe District Municipality in Limpopo Province, South Africa. Vhembe District Municipality was established in the year 2000. Provision for its establishment is made in terms of the *Local Government Municipal Structures Act, 1998* (Act 117 of 1998). It falls under category C and is graded level 4. The District Municipality covers 21407 square kilometer (KM) of land (Vhembe District Municipality Annual Report 2010/2011:4).

The District Municipality is made up of four local municipalities, namely Makhado, Musina, (the then Mutale that has been dissolved) and the new LIM 345 and Thulamela. The District Municipality is situated in the far north of Limpopo Province in the Republic of South Africa. It borders Zimbabwe in the north and

Botswana in the northwest. On the eastern side, it borders Mozambique through the Kruger National Park. On the south-eastern side, there is Mopani District Municipality and on the south-western side is Capricorn District Municipality (Vhembe District Municipality Website).

3.4 Population

A population, according to Babbie and Mouton (2001:100) is a group of people a researcher intends to use for the sake of drawing conclusions on his/her study. Frankfort-Nachmias and Nachmias (1997:179) define a population as “an aggregate of all cases that conform to same designated set of specifications”.

Participants, in this study, comprised two categories, namely, senior management and middle management. The total population to be studied is sixty (60) (Vhembe District Municipality organisational structure 2011/2012).

3.5 Sampling

A sample is defined as “a special subset of a population observed, in order to make inferences about the nature of the total population itself” (Babbie and Mouton 2001:202). This is a method of choosing subjects in a population that correctly portray the characteristics of that population.

Due to the fact that it is not practically possible for the whole population to participate in a research, a subset of such a population has to be selected to enable the researcher to manage the study well. The subset that has been selected is called a sample. Of great importance in sampling is the fact that it should be representative of its population (Melville & Goddard 1996:29-30).

It is, therefore, important to make it clear at this point that sampling is very important in research. Babbie and Mouton (2001: 175) assert therefore that the purpose of sampling is to make a selection of units/participants from a population, a selection that will portray the feelings or perceptions of the total population under study.

Frankfort-Nachmias and Nachmias (1997:179) reiterate that it is important to sample as research is based on generalization. This is the case because it is impossible, impractical and could also be very expensive for a researcher to collect data from all potential units of analysis covered by the research problem. The researcher therefore, drew precise inferences on all the units based on a relatively small number of units (subsets) when the subsets accurately represent the relevant attributes of the whole set.

Participants, in this study, as already indicated in item no.18 above comprised two categories, namely senior management and middle management.

3.5.1 Sampling method

A sampling method can be defined as a technique that is used in research work to collect data. Selection of participants in this instance is done in an unbiased manner (Hirst 2014:1).

In this study, however, purposive sampling is used. Maree (2011:178) argues that purposive sampling is a method that is followed when a researcher has a specific purpose in mind that he/she wants to achieve. This sampling method is also referred to as judgemental sampling due to the fact that the sample units selected by the researcher would, according to him/her, be representative enough of the population that is being researched on. This is also supported by Frankfort-Nachmias and Nachmias (1997:184).

Frankfort-Nachmias and Nachmias (1997:183) contend that non-probability sampling cannot specify the probability of each unit's inclusion in the sample, and that no one can be given an assurance of having a chance to be included in the sample. Because of the above reason, the definition of the population must be restricted. This further makes it clear why this method was chosen for this study as people with information are the ones who took part in the study.

3.5.2 Sample size

Sample size refers to the total number of participants in a research. The sample size should be representative enough of the population under study. Maree (2011:178) is of the opinion that a large sample represents the population better than a small sample and, therefore, argues that it brings out accurate findings.

Frakfort-Nachmias and Nachmias (1997:194) contend that a sample size that is deemed adequate could be determined by the conviction the researcher has on how the information that has been collected would accurately represent the population best.

Peil (1985:40) is of the opinion that having a large sample could be a good idea for the sake of representativity. However, this could bring a challenge to the researcher, that of handling the amount of data. A reasonable sample size that would be manageable is, therefore, recommended so that the findings of such a research could be accurate and would also not compromise the representativity of the population that the researcher is conducting his/her study on.

The sample size for this study is 45. This is a number that can be reasonably managed and is representative enough of the total population in question. The number constitutes more than half of the total population, i.e. seventy five percent (75%).

The sample size per each category will be as follows:

Senior management = 5 and middle management = 40. It should, however, be noted that participants, in the study, were selected based on the knowledge they presumably had on the issue that the research is being conducted on.

3.6 Data collection

The instruments used in collecting data comprised of a questionnaire with close-ended questions and an interview schedule where open-ended questions were asked. The former is quantitative while the latter is qualitative research.

Quantitative research, refers to the kind of research where a researcher looks at the amounts or quantities of one or more variables (Leedy & Ormrod 2010: 94).

Qualitative research on the one hand involves merely looking at the characteristics, or qualities, that cannot easily be reduced to numerical values (Leedy & Ormrod 2010: 94).

Dawson (2006: 14-15) is also of the opinion that qualitative research looks at the attitudes, behaviour and experiences of an identified population, necessitated by the focus of one's study. The methods used in collecting data are interviews or focus groups. In following this method, the researcher seeks to get an in-depth opinion as far as his/her study is concerned from the participants.

Maree (2011:158-159) argues that when a researcher designs a questionnaire, he/she should pay serious attention to the following important components: How the questionnaire appears, the sequence of questions, the wording of questions and what categories of responses the researcher anticipates getting back.

The researcher distributed questionnaires to participants and collected them personally after they have been completed. This assisted in clarifying issues for participants, in order to avoid confusion. This further served to show participants the seriousness the researcher attached to the study. Interviews were conducted with a few selected senior management level officials. Open-ended questions were asked.

3.6.1 Piloting

Piloting simply means doing a pre-test. The researcher tests the research instrument to be used in data collection. Doing this determines whether the method would work (Brown *et al.* 1995:18). The data collected during the pilot stage could be used as part of the main project and, as such, it should be well documented and kept safe.

Kumar (1996:10) refers to piloting as an exploratory study which is intended to develop, refine and/or test measurement tools and procedures. Further, another purpose of piloting, according to Ghauri *et al.* (1995:66), is to check the understanding of the respondents regarding the research problem. This would determine whether the researcher has prepared relevant questions for respondents.

The data collection instrument (i.e. Questionnaire) were piloted to determine its validity and reliability. Five participants were engaged in this exercise.

3.6.2 Validity

Validity of an instrument, according to Maree (2011:216) refers to “the extent to which it measures what it is supposed to measure and therefore proves its validity”.

Babbie and Mouton (2001: 122) define validity as follows: “it is the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration”.

3.6.3 Reliability

Reliability, according to Maree (2011:215), could mean that an instrument one uses to collect data should be repeatable and consistent. This simply means that, if the instrument is repeated, the same results should always be arrived at.

On the one hand Babbie and Mouton (2001: 125) describe reliability as meaning that there should always be a likelihood that, a measurement procedure given or technique applied would always yield the same results if repeatedly applied to the same object or give the same description of a given phenomenon if the measurement is repeated.

3.7 Data analysis

To analyse data collected through the questionnaire, the Statistical Package for the Social Sciences, version 22.0 (SPSS) was used. SPSS is, according to Frankfort-Nachmias and Nachmias (1997:503), a computer software. This software is used for the preparation and execution of computerised data analysis. Due to the fact that the programme contains most of the routines that are employed by social scientists, it is specially designed for use in the social sciences. This is the reason why the programme was chosen for this study.

To analyse data in qualitative research the thematic method can be used. This method puts more emphasis on pinpointing, the examination and recording of patterns or simply themes in data. These themes are the patterns in the sets of data that describe a phenomenon showing its importance. They are always

associated with a specific research question. Such themes then become categories for analysis.

Another method that can be used to analyse data where interviews were conducted, is the inductive method. When a researcher analyses qualitative data using the inductive method, one develops codes when one is coding data. This is what is called inductive coding. The researcher does this by examining the data directly (Maree 2011:107). It should however be noted that this is the method that the researcher used in this study.

The process of analysis follows six phases in a form of coding. The coding creates established meaningful patterns. The phases are as follows: “familiarisation with data, generating initial codes, searching for themes among codes, reviewing themes, defining and naming themes and finally producing the final report” (Wikipedia, the Free Encyclopedia).

3.8 Ethical considerations

Blumberg *et al.* in Gray (2009:69) define ethics as “sets of moral principles or norms that are used to guide moral choices of behaviour and relationships with others”, whereas Gray (2009:69) defines ethics in research as “the moral principles guiding research”. This simply means that the way the researcher conducts himself/herself in the execution of his/her activities during the research process should be defensible morally.

The following issues should be considered under ethical considerations: Plagiarism, avoiding harm to participants, anonymity and confidentiality, ensuring informed consent, voluntary participation, preparation of the consent forms, respecting the privacy of participants, avoiding deception, objectivity and integrity, fabrication and falsification of data, and analysis and reporting. These are discussed below.

3.8.1 Plagiarism

Plagiarism refers to a situation where a researcher claims credit on work he/she did not do. This becomes the case if the researcher fails to acknowledge the author of the information or idea he/she is writing about (Melville & Goddard 1996:116).

Due to the fact that nowadays plagiarism is increasing alarmingly, necessitated by the growth of the internet, extra care was taken and acknowledgement of sources consulted was always made (Gray 2009: 553-554).

Mouton (2011:241) contends that all sources consulted in one's research should be duly acknowledged to avoid plagiarism. The researcher therefore, acknowledged all sources consulted as indicated above.

3.8.12 Avoiding harm to participants

Leedy and Ormrod (2010:101) assert that exposure to any kind of harm to participants is totally prohibited. This includes physical, mental and emotional harm. To ensure that this does not happen, Gray (2009:74) is of the opinion that research should not bring a situation to a participant that would leave him/her embarrassed, ridiculed, belittled or have any kind of mental distress.

It is, therefore, very important to give assurance to participants that the research will, in no way, bring any harm to them. This assurance can, according to Babbie and Mouton (2001:522) be made by telling participants that their identities would remain anonymous and confidential.

3.8.13 Anonymity and confidentiality

Anonymity and confidentiality, according to Babbie and Mouton (2001:522), refer to withholding the identity of the participants and keeping the information given by participants in research as a secret. As indicated above in avoiding harm to participants, every effort was made to make sure that participants remained anonymous and the information they provided is kept confidential.

3.8.14 Ensuring informed consent

To ensure that participants in a research project make rational decisions, they should be provided with all the information about such a project. This would enable participants to base their decisions on facts rather than assumptions (Gray 2009:75).

Participants in research should therefore have made an informed consent. This is necessitated by the fact that participants might be exposed to substantial risks or forfeit personal rights. This might require that the researcher obtains signed consent forms from the research participants. This is important and necessary as research could sometimes pose a risk or invade the privacy of participants (Franfort-Nachmias & Nachmias 1997: 81).

In this study, participants were therefore given correct and accurate information which they needed to enable them to decide whether to participate or not.

3.8.15 Voluntary participation

Due to the fact that research represents an intrusion into people`s lives, that sometimes could reveal information that is personal and unknown even to close

friends, it therefore warrants according to Babbie and Mouton (2001: 521) that participation should be voluntary.

It is therefore, necessary for participants in a research to be informed about the right to be part of such a research voluntarily. No one should be forced to participate through threats or any sort of influence. This simply means that if a participant, in the process of the study decides to withdraw, he/she should be allowed to do so (Leedy & Ormrod 2010:101).

3.8.16 Preparation of consent form

To ensure that the principle of voluntary participation is upheld, the researcher should prepare a consent form that would be signed by all participants. Creswell (2009:87) and Leedy and Ormrod (2010:101-102) list a number of elements that should constitute a research consent form. Some of these elements are as follows:

- An identification of the researcher's name and how he/she can be contacted;
- An identification of the purpose of the research;
- A statement indicating that participation is voluntary and can be terminated at any time without penalty,
- A guarantee that all responses will remain confidential and anonymous; and
- A place for the participant to sign and date the letter indicating agreement to participate.

It should also be noted that a researcher should ask for permission from parents and make them sign the consent form if the research requires children who are still underage to participate.

3.8.17 Respecting the privacy of participants

The *Republic of South Africa Constitution*, 1996 in chapter 2 provides that every citizen has a right to privacy. Research is not exempted from respecting and upholding this constitutional right. Researchers are, therefore, not allowed to intrude into the private lives of the participants. Participants, in a research project, according to Gray (2009:78), are free to refuse to answer questions that they deem intrusive. Research reports should therefore not be presented in such a way that readers can easily identify particular participants and how they responded or behaved in their contributions to that particular research project. The researcher must always keep everything confidentially (Leedy & Ormrod 2010:102).

3.8.18 Avoiding deception

Gray (2009:79) describes deception as misrepresentation. It is, therefore, unethical for a researcher to give false information to participants, in order to prevent fears that they might have so that they could participate freely (Babbie & Mouton 2001:525). A researcher is, therefore, required to be honest, and to always provide the truth pertaining to the information he/she provides to participants.

3.8.19 Objectivity and integrity

As a researcher, one is expected to be objective at all times. A researcher is expected to maintain acceptable integrity in conducting research. By so doing, the researcher would avoid being subjective, and base his/her findings on factual information (Mouton 2011:240).

3.8.20 Fabrication and falsification of data

Under no circumstances is a researcher at liberty to change his/her data or observations. Should a researcher do that, he/she would have contravened the scientific code of ethics (Mouton 2011:240). Leedy and Ormrod (2010:103) contend that researchers must at all times report on their findings honestly and without any misrepresentation of the findings.

3.8.21 Analysis and reporting

For a research project to be complete, data collected should be analysed and a comprehensive report prepared. Babbie and Mouton (2001:526) argue that the researcher should be as honest as possible. Both negative and positive findings of the research should be reported.

3.9 Conclusion

The chapter has put together the research methodology and design the researcher used and how data was gathered. Research methodology can be regarded as an instrument used to conduct an inquiry specially designed to extract information from respective sources. Therefore, research methodology assists researchers in acquiring data that meet the required standard of the study without being overly technical and theoretical.

Chapter 4

Data presentation, analysis and interpretation

4.1 Introduction

The previous chapters dealt with issues that have to do with public administration and management and thereafter focusing mainly on training based on different scholars` perspectives. This is more theoretical than what practically is the situation on the ground. This chapter therefore, focused on exactly what is happening on the ground. The views and opinions that are objective and factual from officials selected as a sample on the study are presented in this chapter. The study used a mixed-method where both the quantitative and qualitative research methods were followed.

The quantitative approach is used first to look by way of presenting, interpreting and analysing data collected from respondents through questionnaires. This is followed by the qualitative method where a few of the top management officials` responses collected through interviews using an interview schedule with structured questions is explored. Each respondent`s contribution on how they view issues relating to training matters is given followed by a general analysis.

At the end, the most important thing is to see communities being provided with quality services by knowledgeable and skilled officials who are sufficiently qualified. This could result into having a municipal personnel corps that is efficient, effective and accountable.

4.2 Analysis of data collected through questionnaire

This section of the study seeks to present, interpret and analyse data collected through questionnaires. A sample size of 40 respondents was targeted as the study focuses only at employees who are at the middle and senior management level of the Vhembe District Municipality. A 100% response was attained. Questionnaires were distributed to respondents and collected after completion. It should however be acknowledged from the onset that, respondents took longer than expected and the researcher had to be patient and visit their respective offices several times until getting completed questionnaires. A table that contains the total number of respondents that is then converted to percentages followed each statement from the questionnaire after which, an interpretation and analysis is given.

4.2.1 Section A: Biographical information

Section A comprises questions that seek to establish the biographical information of respondents. This information is critical to determine the kind of respondents in terms of their gender, age, marital status, and work experience. This information is vital as it could help the Municipality in its future planning for a workforce that is representative on the aspects indicated above. This is very important as employers, be they public or private, need to respect and promote equity in different areas of life. Affirmative action requires that, previously marginalised sections of society are given preference. It should however, be noted from the onset that, it should be those who meet the stipulated requirements that should be considered so that the merit principle is never compromised. The presentation, interpretation and analysis follow next:

Table 4.1 Gender of respondents

| Item No. | | Frequency | Percentage |
|----------|--------------|-----------|-------------|
| 1. | Male | 18 | 45% |
| 2. | Female | 22 | 55% |
| | Total | 40 | 100% |

Table 7.1 above, indicates that 18 (45%) of the respondents who participated in the study are males and 22 (55%) are females. This means that there are more female managers at the Vhembe District Municipality than men. The Municipality is therefore, well-placed when it comes to gender equity at this critical level of government as statistically in the country, women are more than men in number.

Table 4.2 Age of respondents

| Item No. | | Frequency | Percentage |
|----------|--------------------|-----------|-------------|
| 1. | Less than 30 years | 0 | 0% |
| 2. | 31 - 40 years | 3 | 7.5% |
| 3. | 41 - 50 years | 24 | 60% |
| 4. | 51 - 60 years | 13 | 32.5% |
| 5. | 61 years and older | 0 | 0% |
| | Total | 40 | 100% |

Table 7.2 above, indicates that 3 (7.5%) of the respondents who participated in the study fall between the ages 31-40 years, while 24 (60%) fall between 41-50 years and 13 (32.5%) fall between the ages 51-60 years. Managers of the VDM are highly constituted of people who are middle aged. This is an advantage to the Municipality as any efforts the Municipality makes to develop and improve the

knowledge and skills of its managers will pay good dividends as they will still be in the employment database of the Municipality for a long time unless they resign. It should also be noted that, the Municipality provided opportunities for the youth to also be part of management. This enables the Municipality to prepare for leadership succession as when elderly employees exit through retirement, already there are young experienced individuals who have been properly prepared for senior positions and there will be no leadership vacuum.

Table 4.3 Marital status of respondents

| Item No. | | Frequency | Percentage |
|----------|--------------|-----------|-------------|
| 1. | Single | 21 | 52% |
| 2. | Married | 18 | 45% |
| 3. | Divorced | 1 | 2.5% |
| 4. | Widowed | 0 | 0% |
| | Total | 40 | 100% |

Table 7.3 above, indicates that 21 (52%) of the respondents who participated in the study are single, while 18 (45%) are married and 1 (2.5%) is divorced. This might be both an advantage and disadvantage to the Municipality. It could be an advantage in the sense that, the majority of employees at this level might not be having serious family commitments and responsibilities as by being single, they do not have to give attention to a spouse thereby giving them more time to focus on work related issues if need be, but, chances are also that if some of the single officials get married, they might move to stay with their spouses and if it is far from their work places, they might look for new jobs and resign thereby making the Municipality to lose long serving, well experienced, trusted and competent workers.

Table 4.4 Highest qualification of respondents

| Item No. | | Frequency | Percentage |
|----------|----------------------------|-----------|-------------|
| 1. | Lower than grade 12/matric | 0 | 0% |
| 2. | Grade 12/matric | 0 | 0% |
| 3. | Certificate | 0 | 0% |
| 4. | Diploma | 0 | 0% |
| 5. | Bachelor`s degree | 23 | 57.5% |
| 6. | Honours degree | 13 | 32.5% |
| 7. | Masters degree | 4 | 10% |
| 8. | Doctoral degree | 0 | 0% |
| 9. | Other (specify) | 0 | 0% |
| | Total | 40 | 100% |

Table 7.4 above, indicates that 23 (57%) of the respondents who participated in the study have a bachelor`s degree, while 13 (32.5%) have an honours degree and 4 (10%) have a masters degree. The majority of managers at the VDM have a bachelor`s degree, an indication that the Municipality has a potential to develop this level of workers and at a reasonably fast rate. This is the case as a good percentage follows of those with an honours degree although those with a masters degree are few. It should therefore, be indicated that looking at the level of education of the respondents, the answers that they have given can be relied on by virtue of them presumed to be knowledgeable and skillful on their duties.

Table 4.5 Work experience of respondents

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | 5 years | 0 | 0% |
| 2. | 6 - 10 years | 0 | 0% |
| 3. | 11 - 15 years | 8 | 20% |
| 4. | 16 - 20 years | 24 | 60% |
| 5. | 21 years and more | 8 | 20% |
| | Total | 40 | 100% |

Table 7.5 above, indicates that 8 (20%) of the respondents who participated in the study have a work experience of between 11-15 years, while 24 (60%) have a work experience of between 16-20 years and 8 (20%) have a work experience of 21 years and more. The majority of managers in the Municipality have a median level of experience looking at the three categories of experience on the table. This is a properly balanced management as it gives confidence on one when thinking about the kind of decisions that are taken at this level as they are well exposed to the work environment through their service experience and above all at this level that requires decision making to be rational.

4.2.2 Section B: Development of management skills for the enhancement of an effective, efficient and accountable service delivery

This section is divided into four themes which are: level of management skills at the local sphere of government; mechanisms used and strategies for future use to capacitate officials in order to facilitate service provision; effects of poor skills on service delivery; and enforcement of accountability by the Municipality. Each

category has five questions/statements that respondents have to indicate whether they strongly agree, agree, not sure, disagree or strongly disagree. After each statement and table that gives figures and percentages on how respondents answered, an interpretation and analysis follows.

4.2.2.1 Level of management skills at the local sphere of government

This section seeks to describe the level of skills managers possess. This will help to determine how the Municipality can intervene to assist them to improve if such a need exists. However, if well capacitated, the Municipality might still be expected to devise some more strategies that can best be followed in order to implement policies and also improve and develop officials' technical knowledge were necessary as technology is ever changing and developing, for example.

Table 4.6 Every official is involved when the planning process and decisions are taken

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 2 | 5% |
| 2. | Agree | 12 | 30% |
| 3. | Not sure | 8 | 20% |
| 4. | Disagree | 17 | 42.5% |
| 5. | Strongly disagree | 1 | 2.5% |
| | Total | 40 | 100% |

Table 7.6, indicates that 2 (5%) of the respondents strongly agree that every official is involved when the planning process and decisions are taken and 12

(30%) agree, whereas 8 (20%) were not sure, however, 17 (42.5%) disagreed and 1 (2.5%) strongly disagree. The majority of respondents disagreed with the statement and as such it shows that not everyone within the Municipality is consulted to make inputs when the Municipality takes decisions in its planning process. This therefore would mean that even when the Municipality plans and prepares its training programmes, it is not all the officials who are given an opportunity to participate and as such, because the real training needs of officials might not be known, training programmes that are designed might not be relevant in addressing workers' needs as gaps were not genuinely identified.

Table 4.7 Officials are given a chance to act in positions of authority (management) in the absence of their seniors

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 7 | 17% |
| 2. | Agree | 28 | 70% |
| 3. | Not sure | 2 | 5% |
| 4. | Disagree | 2 | 5% |
| 5. | Strongly disagree | 1 | 2.5% |
| | Total | 40 | 100% |

Table 7.7, shows that 7 (17%) of the respondents strongly agree that officials are given a chance to act in positions of authority (management) in the absence of their seniors and 28 (70%) agree, whereas 2 (5%) was not sure, however 2 (5%) disagree and 1 (2.5%) strongly disagree. The majority of respondents, agreed with the statement, and this is an indication that, managers make efforts to involve and give exposure to their subordinates by affording them an opportunity to act in their positions when they are absent thereby empowering them for the

future so that when opportunities arise for them to be appointed at senior levels they are ready and prepared. This makes officials at the lower level to get to know what happens at senior levels and they also get an opportunity to can also make their inputs when acting in those positions.

Table 4.8 Decisions made in local government are based on facts

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 2 | 5% |
| 2. | Agree | 18 | 42.5% |
| 3. | Not sure | 15 | 37.5% |
| 4. | Disagree | 5 | 12.5% |
| 5. | Strongly disagree | 0 | 0% |
| | Total | 40 | 100% |

Table 7.8 above, indicates that 2 (5%) of the respondents strongly agree that decisions made in local government are based on facts and 18 (42.5%) agree, whereas 15 (37.5%) were not sure, however, 5 (12.5%) disagree with the statement. It can therefore be concluded that the Municipality base its decisions on facts and not assumptions as the majority of respondents confirmed this by agreeing with the statement. By doing this, the Municipality executes its duties well as anything the Municipality does, it is able to defend as there will be tangible proof and evidence of the reality of the situation on the ground.

Table 4.9 Officials are provided with the necessary training they require to do their jobs

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 5 | 12.5% |
| 2. | Agree | 17 | 42.5% |
| 3. | Not sure | 4 | 10% |
| 4. | Disagree | 13 | 32.5% |
| 5. | Strongly disagree | 1 | 2.5% |
| | Total | 40 | 100% |

Table 7.9, shows that 5 (12.5%) of the respondents strongly agree that officials are provided with the necessary training they require to do their work and 17 (42.5%) agree, whereas 4 (10%) were not sure, however, 13 (32.5%) disagree and 1 (2.5%) strongly disagree. The majority of respondents agreed with the statement and this implies that, the Municipality provides officials with opportunities to attend trainings thereby affording them a chance to acquire, improve and develop their knowledge and skills that is required so that they can perform their duties well.

Table 4.10 Officials are given a chance to make inputs for management consideration, thereby practicing participative management

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 5 | 12.5% |
| 2. | Agree | 16 | 40% |
| 3. | Not sure | 6 | 15% |
| 4. | Disagree | 13 | 32.5% |
| 5. | Strongly disagree | 0 | 0% |
| | Total | 40 | 100% |

Table 7.10, shows that 5 (12.5%) strongly agree that officials are given a chance to make inputs for management consideration, thereby practising participative management and 16 (40%) agree, whereas 6 (15%) were not sure, however, 13 (32.5%) disagree. The majority of respondents agreed with the statement and as such it can be concluded that officials are given a chance to raise issues and make inputs that help management to make rational decisions. This approach can help the Municipality as when officials have been part of the decision-making process, decisions that are arrived at can be fully supported and resistance therefore, to carry them out can be very minimal.

4.2.2.2 Mechanisms used and strategies for future use to capacitate officials in order to facilitate service provision

This section seeks to find out on the mechanisms that are used and the strategies that the Municipality has adopted for future use to capacitate officials in order to facilitate service provision. This will help the Municipality to determine how it can intervene to assist officials to improve where necessary. If officials are proved to be well capacitated, it could be a matter of improving on the strategies being used to be up to date with global current changes and developments in enabling officials to do their work.

Table 4.11 The Municipality conducts a training needs analysis before designing training programmes

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 5 | 12.5% |
| 2. | Agree | 15 | 37.5% |
| 3. | Not sure | 10 | 25% |
| 4. | Disagree | 8 | 20% |
| 5. | Strongly disagree | 2 | 5% |
| | Total | 40 | 100% |

Table 7.11, indicates that 5 (12.5%) of the respondents strongly agree that the Municipality conducts a training needs analysis exercise before designing training programmes and 15 (37.5%) agree, whereas 10 (25%) were not sure and on the one hand 8 (20%) disagree and 2 (5%) strongly disagree. The

majority of respondents agreed that the Municipality does conduct a training needs analysis before designing training programmes. This is the correct way to go, as those officials who need training are the ones who should indicate where they lack and need assistance on, so that they can be helped to improve on their knowledge and skills for better performance and improve their productivity in future.

Table 4.12 Officials are sent for trainings at least once a year

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 5 | 12.5% |
| 2. | Agree | 14 | 35% |
| 3. | Not sure | 3 | 7.5% |
| 4. | Disagree | 14 | 35% |
| 5. | Strongly disagree | 4 | 10% |
| | Total | 40 | 100% |

Table 7.12, shows that 5 (12.5%) of the respondents strongly agree that officials are sent for trainings at least once a year and 14 (35%) agree, whereas 3 (7.5%) were not sure, however 14 (35%) disagree and 4 (10%) strongly disagree. Put together, those who strongly agree and those who agree constitute a majority of 19 (47.5%) and this means that officials are sent for trainings at least once a year. Officials are therefore, well-placed in this instance as training officials regularly makes them to be up to date with the current global trends on what they are employed to do.

Table 4.13 Supervisors make efforts to coach subordinates on how to perform their work well

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 7 | 17.5% |
| 2. | Agree | 27 | 67.5% |
| 3. | Not sure | 2 | 5% |
| 4. | Disagree | 3 | 7.5% |
| 5. | Strongly disagree | 1 | 2.5% |
| | Total | 40 | 100% |

Table 7.13, indicates that 7 (17.5%) of the respondents strongly agree that supervisors make efforts to coach subordinates on how to perform their duties well and 27 (67.5%) agree, whereas 2 (5%) were not sure, however, 3 (7.5%) disagree and 1 (2.5%) strongly disagree. Looking at the majority of respondents who agreed, it is commendable that officials holding supervisory positions do actually coach and mentor their fellow junior colleagues to help them to improve on their performance by providing them with the necessary knowledge and helping them to acquire the skills required to do their work efficiently and effectively.

Table 4.14 The Municipality offers a variety of training programmes and also assistance in the form of finance and study leave

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 4 | 10% |
| 2. | Agree | 14 | 35% |
| 3. | Not sure | 10 | 25% |
| 4. | Disagree | 11 | 27.5% |
| 5. | Strongly disagree | 1 | 2.5% |
| | Total | 40 | 100% |

Table 7.14 above, shows that, 4 (10%) of the respondents strongly agree that the Municipality does offer a variety of training programmes and also assistance in the form of finance and study leave and 14 (35%) agree, whereas 10 (25%) were not sure, however, 11 (27.5%) disagree and 1 (2.5%) strongly disagree. The majority of respondents agree that the Municipality does have valuable training programmes available for its employees and furthermore, provide employees with the necessary assistance be it financially or giving them study leave in order to afford them an opportunity to acquire knowledge and improve on their skills to enable them to perform their duties well.

Table 4.15 Supervisors make follow-ups after each training to determine performance improvement

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 3 | 7.5% |
| 2. | Agree | 13 | 32.5% |
| 3. | Not sure | 7 | 17.5% |
| 4. | Disagree | 11 | 27.5% |
| 5. | Strongly disagree | 6 | 15% |
| | Total | 40 | 100% |

Table 7.15, shows that 3 (7.5%) of the respondents strongly agreed that supervisors make follow-ups after each training to determine performance improvement and 13 (32.5%) agree, whereas 7 (17.5%) were not sure, however, 11 (27.5%) disagree and 6 (15%) strongly disagree. This clearly shows from the majority of respondents who agreed with the statement that, supervisors do always make the necessary follow-up and as such it's possible to determine whether the trainings that their subordinates attended really assisted them to improve on their knowledge and skills for better performance and productivity or not.

4.2.2.3 Effects of poor skills on service delivery

This section seeks to find out what the effects of poor skills are on service delivery. This determination will help the Municipality to understand the consequences of having unskilled workers. The Municipality can therefore, learn from this and correct whatever mistake could have been committed so that

skilled officials can be found and improve on its delivery of services to the communities if found to have employed officials who lack proper skills to do their jobs.

Table 4.16 Service delivery protests are influence by the poor quality of services provided to communities

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 18 | 45% |
| 2. | Agree | 14 | 35% |
| 3. | Not sure | 4 | 10% |
| 4. | Disagree | 2 | 5% |
| 5. | Strongly disagree | 2 | 5% |
| | Total | 40 | 100% |

Table 7.16, indicates that 18 (45%) of the respondents strongly agree that, service delivery protests are influenced by the poor quality of services provided to communities and 14 (35%) agree, whereas 4 (10%) were not sure, however, 2 (5%) disagree and 2 (5%) strongly disagree. This clearly indicates through the majority of those who strongly agreed with the statement that the poor quality of services provided by municipalities contributes towards the service delivery protests in several municipalities as people are not getting the kind of quality services they were expecting and probably promised during elections time, for example.

Table 4.17 Trainings run by external service providers who have no knowledge of the local service needs are neither efficient nor effective

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 9 | 22.5% |
| 2. | Agree | 15 | 37.5% |
| 3. | Not sure | 7 | 17.5% |
| 4. | Disagree | 8 | 20% |
| 5. | Strongly disagree | 1 | 2.5% |
| | Total | 40 | 100% |

Table 7.17, shows that, 9 (22.5%) of the respondents strongly agree that, the trainings that are run by external service providers are neither efficient nor effective as they have no knowledge of the local service needs and, 15 (37.5%) agree, whereas 7 (17.5%) were not sure however, 8 (20%) disagree and 1 (2.5%) strongly disagree. The majority of respondents agreed that, external service providers do not give the Municipality services that can help the Municipality to improve and be productive. This shows that outsourcing is a waste of time and resources as the Municipality ends up getting shoddy goods and services in such kind of an arrangement.

Table 4.18 Poorly trained facilitators become irrelevant on the needs of local officials

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 13 | 32.5% |
| 2. | Agree | 19 | 47.5% |
| 3. | Not sure | 3 | 7.5% |
| 4. | Disagree | 4 | 10% |
| 5. | Strongly disagree | 1 | 2.5% |
| | Total | 40 | 100% |

Table 7.18, indicates that 13 (32.5%) of the respondents strongly agree that, poorly trained facilitators are irrelevant on the needs of local officials and 19 (47.5%) agree, whereas 3 (7.5%) were not sure however, 4 (10%) disagree and 1 (2.5%) strongly disagree. The majority of respondents therefore, agreed with the statement, an indication that the majority of officials are of the opinion that facilitators who are not well trained, waste the time of officials as they are unable to give them anything tangible that is of value.

Table 4.19 Poorly skilled personnel spend more time on issues not important on service delivery

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 13 | 32.5% |
| 2. | Agree | 17 | 42.5% |
| 3. | Not sure | 3 | 7.5% |
| 4. | Disagree | 7 | 17.5% |
| 5. | Strongly disagree | 0 | 0% |
| | Total | 40 | 100% |

Table 7.19 above, shows that 13 (32.5%) of the respondents strongly agree that officials who are poorly skilled spend most of their time on issues that are not important about service delivery and 17 (42.5%) agree, whereas 3 (7.5%) were not sure however, 7 (17.5%) disagree. It can therefore, be indicated that, the majority of respondents agreed with the statement and as such, it shows that when officials do not have the requisite skills for the job, they spend their working time doing things that are not relevant to their work as they have no knowledge and skill of what they are expected to do.

Table 4.20 Unskilled officials are not efficient, thereby rendering them irrelevant

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 7 | 17.5% |
| 2. | Agree | 19 | 47.5% |
| 3. | Not sure | 5 | 12.5% |
| 4. | Disagree | 9 | 22.5% |
| 5. | Strongly disagree | 0 | 0% |
| | Total | 40 | 100% |

Table 7.20, indicates that 7 (17.5%) of the respondents strongly agree that unskilled officials are not efficient on their duties, thereby rendering them irrelevant and 19 (47.5%) agree, whereas 5 (12.5%) were not sure however, 9 (22.5%) disagree. The majority of respondents however, agreed that when officials lack skills for the job, they cannot be efficient, thereby wasting available resources and as such, they are irrelevant on what the Municipality wants to achieve that aims at benefiting its communities.

4.2.2.4 Enforcement of accountability by the Municipality

This section seeks to find out about the level of accountability that prevails in the Municipality. Should any challenges be found, recommendations that are aimed at addressing such will be given so that the Municipality can comply with policies and this can help to minimise corruption if it is happening in the Municipality.

Table 4.21 The work of subordinates is properly controlled to enforce better accountability

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 7 | 17.5% |
| 2. | Agree | 25 | 62.5% |
| 3. | Not sure | 6 | 15% |
| 4. | Disagree | 2 | 5% |
| 5. | Strongly disagree | 0 | 0% |
| | Total | 40 | 100% |

Table 7.21, indicates that 7 (17.5%) of the respondents strongly agree that the work of subordinates is properly controlled for the enforcement of accountability and 25 (62.5%) agree, whereas 6 (15%) were not sure, however, 2 (5%) disagree. A majority of respondents agreed with the statement, implying that the Municipality has proper control measures in place to monitor the work of junior officials in such a way that they are held to account easily. This shows that the Municipality monitors the work of workers at lower levels appropriately and this can make the community develop confidence on their government, trusting that lower level officials who are the ones who always come into contact with communities when providing services, are properly monitored. Available resources can therefore, be used to benefit communities they are meant to benefit.

Table 4.22 Officials seldom do their work in a way that it can be accounted for

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 5 | 12.5% |
| 2. | Agree | 22 | 55% |
| 3. | Not sure | 7 | 17.5% |
| 4. | Disagree | 4 | 10% |
| 5. | Strongly disagree | 2 | 5% |
| | Total | 40 | 100% |

Table 7.22, shows that 5 (12.5%) of the respondents strongly agree that officials seldom do their work in a way that it can be accounted for and 22 (55%) agree, whereas 7 (17.5%) are not sure, however, 4 (10%) disagree and 2 (5%) strongly disagree. The majority of respondents have however, agreed with the statement and as such, it means that officials do not necessarily always do their work responsibly and honestly such that they can be trusted. This can mean that, it is not always easy for officials to give account on their duties despite the fact that it was confirmed on the previous statement that, the Municipality controls its officials especially at lower levels so that they can account on their duties.

Table 4.23 The Municipality lacks strong and appropriate accountability enforcement measures

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 6 | 15% |
| 2. | Agree | 18 | 45% |
| 3. | Not sure | 8 | 20% |
| 4. | Disagree | 8 | 20% |
| 5. | Strongly disagree | 0 | 0% |
| | Total | 40 | 100% |

Table 7.23 above, shows that 6 (15%) of the respondents strongly agree that the Municipality lacks strong and appropriate accountability enforcement measures and 18 (45%) agree, whereas, 8 (20%) were not sure, however, 8 (20%) disagree. A majority of the respondents agreed with the statement, which implies that the Municipality does not have reliable accountability enforcement measures that are appropriately strong enough to can compel officials to give account on what they do or fail to do when they should. This however, contradicts the statement before the previous one where, respondents agreed that the work of subordinates is properly controlled to enforce better accountability but here the majority of respondents agree that the Municipality lacks strong and appropriate accountability enforcement measures. This raises a question of honesty by the respondents as to whether they were able to refer back to previous questions they had already answered.

Table 4.24 Deployment of officials defeats the end of accountability in most positions

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 7 | 17.5% |
| 2. | Agree | 15 | 37.5% |
| 3. | Not sure | 9 | 22.5% |
| 4. | Disagree | 9 | 22.5% |
| 5. | Strongly disagree | 0 | 0% |
| | Total | 40 | 100% |

Table 7.24, indicates that 7 (17.5%) of the respondents strongly agree that deployment of officials defeats the end of accountability in most positions and 15 (37.5%) agree, whereas, 9 (22.5%) were not sure, however, 9 (22.5%) disagree. The majority of respondents agreed with the statement, which means that, when officials are deployed to different positions, it makes it difficult to get accountability from them as they could informally be reporting to their deployers who might not be part of the official formal municipal organisational structure.

Table 4.25 Directive decisions result in officials not being able to account for their actions

| Item No. | | Frequency | Percentage |
|----------|-------------------|-----------|-------------|
| 1. | Strongly agree | 8 | 20% |
| 2. | Agree | 21 | 52.5% |
| 3. | Not sure | 6 | 15% |
| 4. | Disagree | 4 | 10% |
| 5. | Strongly disagree | 1 | 2.5% |
| | Total | 40 | 100% |

Table 7.25, shows that 8 (20%) of the respondents strongly agree that directive decisions result in officials not being able to account for their actions and 21 (52.5%) agree, whereas, 6 (15%) were not sure, however, 4 (10%) disagree and 1 (2.5%) strongly disagree. The majority of respondents agreed with the statement and this simply means that when people who are supposed to take decisions, take directives to do that, they end up failing to account properly as what they do sometimes could be violating policies and procedures, but, was done because some authoritative people somewhere issue instructions that do not consider policies and procedures on how officials should execute their duties.

4.3 Analysis of data collected through interviews

Qualitative research provides detailed information on the study one undertakes. Participants are not restricted as they are asked open-ended questions where they can express themselves freely and fully on an issue and in that way, they can give all the information they have on a particular topic or issue. As this study used both the quantitative and qualitative research methods, sufficient information will be obtained to qualify the conclusions that will be reached. This section therefore, focuses on the questions and answers given by the five top/senior management officials of the VDM.

4.3.1 Question one: Which managerial skills do officials have that enables them to better execute their duties and what further improvement do your institution envisage for the future?

Participant one: The management does possess leadership skills, but lack planning, organising and disciplinary skills. They all have very strong administrative skills but, they also lack strategic skills which is very critical within the municipal environment.

The Municipality is in a mission with the South African Local Government Association (SALGA) to train senior officials in trying to give them exposure on acquiring financial and management skills because the majority of them are deployed cadres and they lack this kind of skills.

Participant two: Communication skills and inter-personal relations are a great challenge to managers at VDM.

More needs to be done to equip officials with financial skills since this is the main cause of negative audit opinions.

Participant three: Organising skills and monitoring skills are some of the skills challenges being experienced by the Municipality.

Managers must have performance assessment skills to improve the output in future.

Participant four: Those at management level require skills on how to be democratic in their leadership. Management should be skilled in such a way that decisions taken at the management level are cascaded down to officials for immediate implementation. Whatever the staff needs should be submitted to management through proper communication channels for consideration by management then such will be dealt with by the Municipal Council.

Participant five: Human resource management and skill practices, labour relations and strategic management abilities. They are also capable to interpret and implement statutes and also develop policies. Officials also have knowledge of the Municipal Systems Act provisions and other relevant local government acts. Change and knowledge management, people management, financial management and time management are the other areas officials have competency on.

Officials should however, also possess personal attributes of being responsive, pro-active, accurate, flexible team-player spirit and professionalism.

The VDM officials possess leadership skills on undisclosed areas. Officials also understand well acts, legislations and policies that regulate how local government should operate, for example, the Local Government, Municipal Systems Act. The Municipality has however, a number of problems varying from

lack of skills on organising; planning; communication; interpersonal relations; financial management; strategic management to labour relations. Lack of all of the above are contributing factors towards unclean audit reports the Municipality always get.

Despite all these challenges, the Municipality is working together with SALGA in preparing training programmes especially paying attention to financial management and supply chain management issues in its quest to also give exposure to deployed cadres who do not have the required knowledge and skills for the responsibilities entrusted on them.

4.3.2 Question two: What mechanism/strategy does the Municipality have to assist officials to improve on their knowledge and skills to help build a future pool of properly capacitated workers?

Participant one: The Municipality adheres to the provisions of the Skills Development Act when it comes to training, and the Municipality further to that has the WSP as per the LGSETA requirements. The WSP assists the Municipality in identifying every individual worker's required skills development and put together a plan on how such challenges should be addressed in order to develop every individual's skills accordingly so as to provide them with knowledge and skills for performance improvement. Furthermore, partnership with the relevant SETA has helped the Municipality in making sure that newly appointed graduates are put under internship and learnership programmes, something that helps the Municipality to grow its own timber in preparing officials from the lowest levels for senior positions in future.

Participant two: The Municipality is having a percentage on its budget from the national grant to help fund trainings of officials at different levels.

Municipalities themselves are unable to raise the required funding for this purpose due to lack of funding options, however, it tries its best to cater for this as training is a very important element in the development of officials.

Participant three: When new posts are advertised, preference is given to those already in the system although everyone is welcome to apply and in this way, interns stand a chance to get permanent employment, giving them a chance to develop and grow in preparation for senior posts.

Participant four: The Municipality ensures that all those who are holding senior positions are capacitated until they are properly skilled so as to deliver to the best of their ability. If the Municipality has a vacancy, preference is given to officials who are already in the employment of the Municipality with an understanding that, they are already familiar with the systems.

Participant five: The Municipality has a partnership with the LGSETA. The SETA assists with the recruitment of young graduates through the learnership programme and they are placed in various positions where they are mentored by senior staff. Secondly, the Municipality partners with the Department of Public Works and through this arrangement there is the Expanded Public Works Programme (EPWP) through which young people are recruited and placed under old staff to learn from them. This approach helps to have a pool of potential future senior staff for the Municipality.

The Municipality prepares the WSP every year. This plan is submitted to the LGSETA as per legislative requirement. The plan is informed by the skills gaps identified when a needs analysis is conducted. The Municipality also recruits graduates on internship and learnership programmes so as to develop its own pool of officials to tap from when senior posts become available. These interns

are placed under old experienced officials who mentor them. Furthermore, to this, the Municipality partners with the Department of Public Works and runs the EPWP through which the youth especially, are employed to get training on different fields and areas. All these efforts, the Municipality is doing so that it would have a knowledgeable and skilled labour force where senior posts can be manned by officials who grew from getting the necessary experience and exposure within this very Municipality`s environment.

4.3.3 Question three: What are the effects of poor skills of officials on service delivery and what is the Municipality doing to address challenges of scarce skills shortage?

Participant one: The Municipality struggles to maintain and keep officials with scarce skills due to financial reasons.

As a result, officials with poor skills remain and training them becomes a challenge due to the fact that some of them are ageing and some are reluctant to even attend trainings as they know that soon they will be retiring. They turn not to have any interest on training, hence the Municipality has embarked on internship and learnership programmes in order to transfer some skills although it is a short-term solution.

Participant two: The effects of poor skills of officials is the hampering of service delivery. Trainings are always organised to empower officials, but it is not easy for the Municipality to get some officials to honour their trainings as some don`t show interest of being trained.

Participant three: There is poor and slow service delivery. Artisans have however been employed to address these challenges.

Participant four: One of the effects of poor skills is that the Municipality pays officials a lot of money in terms of salaries and benefits but in turn the Municipality does not get any benefit out of these. There are a number of unskilled workers and they were inherited from the Department of Water Affairs when the Municipality took over water provision services. Because most of the workers are old, the Municipality is encouraging workers to retire so that new and energetic employees who are still young and ready to learn can be employed.

Participant five: Hiring unqualified and under-qualified employees who are also lazy and not committed and patriotic render service delivery a dream that can never be realised. The Municipality is however, restructuring the organogram and moving some of its employees to relevant and appropriate positions. The Municipality is also sending other employees to be trained so that they can get more knowledge and improve on their skills.

The other effect of poor skills is lack of the provision of quality service and corruption that has engulfed most of the Municipality's officials. However, following the audit report, the Municipality is trying to implement the audit recommendations.

Poor skills impact negatively on the Municipality's functioning. Unskilled personnel's chances of acting corruptly are very high although sometimes not intentionally as if they have no knowledge of policies and procedures to be followed they might not be compliant. Furthermore, officials with scarce skills are very difficult to keep as they are poached by other institutions and offered better pay and benefits. Ageing staff in various areas of functions make it difficult to train them as they do not see long-term benefits of such interventions as they are very close to exiting. The Municipality has however, a plan of addressing this challenge by placing young graduates under these old people to be mentored and learn from them.

4.3.3.1 Question four: What are the challenges of deployment of cadres who lack proper or requisite skills where they are placed and how can this be addressed?

Participant one: The deployment of cadres not based on merit contributes towards instability and poor service delivery, For, example, some positions are occupied by cadres who do not even have relevant qualifications and how such an incumbent could meet or execute roles and responsibilities assigned to him/her becomes questionable. Every cadre deployed must be there on merit satisfying the relevant requirements of the post and having the necessary required skills.

Participant two: The challenge is to have people on the top echelon who do not have requisite skills and qualifications, who have only been put there just for political reasons and political convenience.

The idea of deployment itself is not bad as people who will be loyal to the ruling party that can be trusted to pursue the party`s ideology, are placed in key positions. It should however, be made clear that, within the ruling party itself there are skilled people who can be deployed but factionalism frustrates all good intentions.

Participant three: Deployed cadres lack accountability. However, the Municipality adheres to acceptable requirements when shortlisting applicants.

Participant four: The challenge is that most of the deployees do not understand the municipal environment and sometimes they lack the required skills for the positions they occupy. However, the Municipality sends them to trainings that

sometimes take up to six months. They also get training by the officials who were in the positions they occupy before them.

Participant five: Challenges that the Municipality experiences is resistance by some officials to comply with policies and refusal to attend trainings and this results in lack of service delivery by the same officials as they perform badly on their duties. Corruption is also one of the very serious challenges the Municipality faces.

To address these challenges, it requires that the Municipality sends officials to trainings to acquire knowledge and develop their skills. One more important issue is to follow the merit principle when hiring employees. Even if the Municipality prefers to hire cadres who are politically aligned to the ruling party, they should be qualified people.

Deployment on its own might not be a problem if handled wisely. Deployed cadres are there to make sure that the policies and ideologies of the governing party as members of same, are implemented and correctly so. However, these cadres should be qualified for the jobs they are employed to do, something that is not always the case as most of the time, cadres are just deployed only considering their loyalty to the party. The Municipality however, subjects these officials to rigorous trainings to acquaint them with the local government environment to have a better understanding of what is expected from them.

4.3.3.2 Question five: Would you say that service delivery protests which are experienced in the country are influenced by the poor quality of services to communities, due to poor skills?

Participant one: The service delivery protests indeed are influenced by poor service delivery and political interference on municipal administration. Deployment or appointment of incompetent politically connected individuals in order to advance personal interests at the expense of public interest, depleting public funds is a great challenge. These are but some of the issues that contribute to community uprisings. Municipalities or politicians must start to engage and be transparent on their administration and this will boost confidence and that must be between the politicians and communities.

Participant two: The protests are caused by one or two things some of which are:

- The slow pace of service delivery caused by skills gap is but one of the causes;
- Financial constraints on the part of municipalities caused by recession and low economic growth hampers the distribution of resources; and
- Poor communication on the part of government to the community on the progress and constraints of government.

Participant three: Yes, the service delivery protests are mostly influenced by the poor quality of services to communities and it is because officials lack proper and requisite knowledge and skills to enable them to execute their responsibilities.

Participant four: Not all of them are a result of poor service delivery. Some of the protests are being influenced by too much expectations by the community from the Municipality. The Municipality does not have enough money to address

all challenges or the needs that the community has at the same time, but communities need to be patient and wait until their turn comes.

Participant five: Not exactly. There is a high expectation from communities. Politicians raise these expectations during election time when they want votes. People are promised a lot of good things that surpass the available resources. When these politicians take office, they realise that available resources are not sufficient to cater for the promises made. When communities do not get what they were promised, they start with these protests, some of which become violent and property gets damaged and infrastructure destroyed. Another issue is corruption practised by officials when they run the tendering processes in order to provide services to the people.

The poor quality of services to communities, due to lack of skills by officials is the main contributing factor to service deliver protests. There are however, other factors contributing to this and they are amongst others the following: financial constraints by the Municipality; lack of proper communication between communities and the Municipality; too much expectations by the communities; and corruption that drains the available resources, (especially financial) and then leads to the deprivation of communities of the services that they direly need.

4.3.4 Question six: What measures are followed in enforcing accountability and what improvements can be made on the current system?

Participant one: I think setting up proper performance management system with clear key performance areas (KPAs) will actually set some level of commitment, especially on those who are on levels that require serious accountability.

Participant two: The current system is good and all acts relating to training were enacted with good intentions but lack of compliance and enforcement on the part of the institutions that are mandated to do so is a problem.

Poor audit queries are the order of the day in municipalities but nothing is done to bring the perpetrators to book. A lot of investigations are instituted but no action is taken against those responsible.

Participant three: The Municipality is starting to expect officials to show being accountable for their actions thereby and in doing this, unacceptable behaviour has consequences.

Participant four: The Municipality has a policy for enforcing accountability. Management has therefore, taken a decision that there should be consequences if employees are not compliant with policies and don't do their work properly.

Participant five: councilors must interact with communities timeously and update their electorates about every municipal plan on how service delivery is going to be done. If councilors account to their communities they represent some of the potential protests can be prevented and save existing infrastructure. Audit opinion recommendations must always be implemented. Officials who are involved in corrupt activities must be dealt with by law enforcement agencies and lip service which sometimes is the order of the day should cease to happen and apply real punitive measures to deter even those who might be thinking to commit such unacceptable practices.

The Municipality has a policy on enforcing accountability and therefore, officials should always be held accountable on whatever they do or fail to do when they should. The Municipality should however, put in place a proper performance management system, where officials will be in the know of what is expected from them. Councilors should on the one hand, represent the Municipality properly in

communities they represent by keeping them informed about the operations of the Municipality. Lastly, audit recommendations must always be implemented fully.

4.4 Conclusion

Data collected through questionnaire and interviews was properly presented, interpreted and analysed. This is properly reconciled in the next chapter to generate findings. Participants who were positive, assisted by completing questionnaires and responded to open-ended questions on the qualitative method utilised.

Chapter 5

Findings, recommendations and conclusions

5.1 Introduction

Research findings are a very critical component of the work which show whether the hypotheses given at the foundational stage of the research are either confirmed or refuted. An honest exercise brings out results that would be very helpful to address challenges shown as research problems. At the end if the objectives of the research are positively achieved, further research opportunities can be created depending on whether a new researchable area was developed by the findings. The findings of the study are therefore presented below.

5.2 Major findings of the study

In this section, the researcher presents the major findings of the study which arose from the specific objectives of the study. The specific objectives of the study are:

- To determine the level of managerial skills at the local government sphere by investigating whether officials have the required skills to do their work;
- To investigate mechanisms and strategies that the local government employs to improve the skills and capacity of its human resources, and determine strategies that can be followed in future to fully capacitate officials in order to facilitate the provision of acceptable services;
- To investigate how poor skills that result in poor service delivery by local government officials could be overcome; and

- To investigate how the local sphere of government enforces accountability.

5.2.1 Major findings of the study on the level of management skills at the local sphere of government

The first objective of the study sought to determine the level of managerial skills at the local sphere of government by investigating whether officials have the required skills to do their work, the study findings revealed therefore, that:

- Not everyone in the Municipality is consulted to make inputs when the Municipality takes decisions in its planning process. This therefore would mean that even when the Municipality plans and prepares its training programmes, it is not all the officials who are given an opportunity to participate and as such, because the real training needs of officials might not be known, training programmes that are designed might not be relevant in addressing workers` needs as gaps were not genuinely identified;
- Managers provide opportunities to their subordinates to act in their positions when they are absent thereby empowering them for the future so that when opportunities arise for them to be appointed at senior levels, they are ready and prepared for their tasks. This makes officials at the lower level to get to know what happens at senior levels and they also get an opportunity to can also make their inputs when acting in those positions;
- The Municipality bases its decisions on facts and not assumptions. By doing this, the Municipality executes its duties well as anything the Municipality does, it is able to defend as there will be tangible proof and evidence of the reality of the situation on the ground;

- The Municipality provides officials with opportunities to attend trainings, thereby affording them a chance to acquire, improve and develop their knowledge and skills that is required so that they can perform their duties professionally; and
- Officials are given a chance to raise issues and make inputs that help management to make rational decisions. This approach helps the Municipality as when officials have been part of the decision-making process, decisions that are arrived at can be fully supported and resistance to carry them out can be very minimal.

It can further be indicated that through interviews conducted, it was revealed that: The only managerial skill respondents indicated officials possess at the VDM is on leadership, although it was not clear in which areas. It should also be made clear that officials are said to know and have a clear understanding of acts and policies on municipal administration and management, for example, the Local Government, Municipal Systems Act.

A number of problem areas were however highlighted. Issues that some respondents indicated as challenges that are making the Municipality to always get qualified audit reports, included a lack of skills on a number of areas including the following: planning; organising; communication; interpersonal relations; financial management; strategic management and labour relations.

Respondents however indicated that, the Municipality works together with SALGA in order to prepare and design training programmes that will require officials to undergo rigorous training processes on identified issues they need immediate attention on, more especially issues relating to financial management need to be given priority. This was indicated as something that requires urgent attention because some of the senior staff members are deployed cadres, due to their political connectedness although they might not be having the required skills as per the specific job requirements. The merit principle on employment is

severely compromised. Management is however, expected to be proactive on community issues and show that they are professionals.

5.2.2 Major findings of the study on mechanisms and strategies used by the Municipality to capacitate officials in order to facilitate service provision

The second objective of the study sought to investigate and determine mechanisms and strategies that the local government employs to improve the skills and capacity of officials in order to facilitate the provision of acceptable services, and the study findings have therefore, revealed that:

- The Municipality conducts a training needs analysis before designing training programmes. This is the correct way to go as, those officials who need training are the ones who should indicate where they lack and need assistance on, so that they can be helped to improve on their knowledge and skills for better performance and improve their productivity in future;
- Officials are sent for trainings at least once a year;
- Officials who hold supervisory positions coach and mentor their fellow junior colleagues to help them to improve on their performance by providing them with the necessary knowledge and helping them to acquire the skills required to do their work efficiently and effectively;
- The Municipality prepares and conducts training programmes for its employees and furthermore, provides employees with the necessary assistance in order to help them acquire knowledge and improve on their skills to enable them to perform their duties properly; and
- Supervisors always make the necessary follow-up after their subordinates have attended trainings, and as such it is possible to determine whether the trainings that their subordinates attended really assisted them to

acquire and improve their knowledge and skills for better performance and productivity or not.

The Municipality in partnership with the LGSETA identifies skills gaps and prepares the WSP through which all officials` training needs are catered for. There is also an internship and learnership programme through which, graduates are recruited and in doing this the Municipality develops its own pool of officials who will grow and occupy senior posts in future when they are permanently absorbed. When these graduates are taken, they are placed under old experienced staff so that they can be mentored by them.

There is also a partnership between the Municipality and the Department of Public Works through the Expanded Public Works Programme (EPWP). Through this programme, young people are recruited and placed under old staff who have experience like artisans so that they can learn from them. This approach prepares these youth for a logical growth in various fields in preparing them to work independently in future.

Lastly, when the Municipality has vacancies, especially at senior level, preference is given to those who are already in the employment database of the Municipality although people who meet the requirements from outside are also considered, but those already within, have an advantage since they are already familiar with the Municipality`s systems. This simplifies things even for the employer not to put more effort on orientating such officials with the Municipality`s environment, but focus mainly on real work requirements and the officials start work immediately and productively.

5.2.3 Major findings of the study on the effects of poor skills on service delivery and how the challenge of scarce skills could be addressed

The third objective of the study sought to investigate how poor skills can result in poor service delivery by local government officials, and the study findings have therefore, revealed that:

- The poor quality of services provided by municipalities is a contributing factor towards the service delivery protests in several municipalities as people are not getting the kind of quality services they were expecting and probably promised during elections time, for example;
- External service providers do not give the Municipality services that can help the Municipality to improve and be productive. This shows that outsourcing is a waste of time and resources as the Municipality end up getting shoddy goods and services in such kind of an arrangement;
- Facilitators who are not well trained, waste the time of officials as they are unable to give them anything tangible that is of value;
- When officials do not have the requisite skills for the job, they spend their working time doing things that are not relevant to their work as they have no knowledge and skill of what they are expected to do; and
- When officials lack skills for the job, they become inefficient, thereby wasting available resources and as such, they are irrelevant on what the Municipality wants to achieve that benefits its communities.

Poor skills, impact negatively on the Municipality's efforts to provide acceptable services as it hampers such delivery of services. Secondly, the Municipality benefits nothing if it pays officials a lot of money in terms of salaries and benefits if such officials who do not have the required skills for the jobs are employed, their performance would be poor and unproductive. Corruption can also be the

order of the day because unqualified and under-qualified employees, due to their lack of knowledge and skills, can do things wrongly without following proper procedures, for example, in procurement services.

It should furthermore be indicated that, it is regrettable to note that it was indicated by respondents that, to keep officials with scarce skills is difficult as it needs good monies to pay their salaries in order to retain and keep them, something the Municipality does not afford.

The Municipality also has a challenge of an ageing staff who turn to be very reluctant to attend trainings even where it is necessary to help them to comprehend and understand new ways and procedure of doing things due to technological developments. These workers are difficult to handle as what they wait for is their retirement dates to arrive as they are close. However, the problem is that whilst they resist being trained, communities cannot be kept in abeyance while the Municipality tries and clear up old staff whose knowledge has become outdated and get new and young officials who are ready to learn new things to better serve communities.

However, of these old officials close to retirement, most of which were inherited from the Department of Water Affairs and Forestry when the Municipality took over water provision services, are always encouraged to retire and give space to young people with relevant qualifications.

The Municipality has also a long-term plan in place through the internship and learnership programme, where young graduates are placed under these old officials so that the skills which are still useful that they possess can easily be transferred smoothly.

Furthermore, the Municipality is restructuring its organogram and in doing this, some officials will be moved to relevant and appropriate positions as some officials are misplaced when one looks at their qualifications.

Finally, the Municipality is trying to implement the audit recommendations. In doing this, the Municipality would rectify the wrongs committed in the past either intentionally or unknowingly.

5.2.3.1 Findings of the study on the challenges of deployment of cadres who lack proper or requisite skills where they are placed and how can this be addressed

Deploying cadres not considering the merit principle has a negative effect on the Municipality and this creates instability and uncertainty. This ultimately results in poor service delivery. Some of the deployed cadres sometimes do not even understand the Municipal environment as they have just been employed because of their political connections and they end up not respecting and complying with policies and procedures due to lack of understanding of same.

Deployment should however, not be seen as a totally bad approach as people who are loyal to the ruling party are placed in senior key positions to pursue the policies of the governing party as they understand them better. It is therefore, only when those placed in such positions are not knowledgeable and skillful that it frustrates the good intentions of servicing communities.

The Municipality however, prepares and subject this kind of officials to trainings that serve as eye-openers for them to have an understanding of what is expected from them in their positions. Such kind of trainings sometimes take up to six months. Coupled with these, officials who acted on such positions in the past are

also taken on board and requested to mentor and assist the current holders of positions to be helped. This works well as on the job training.

Finally, to permanently deal with incompetence, the Municipality should look for qualified knowledgeable and skilled people from amongst those cadres who could be placed rightfully on what they know best.

5.2.3.2 Findings of the study on whether service delivery protests which are experienced in the country are influenced by the poor quality of services to communities

The main contributing factor to the service delivery protests, although not limited to, is because of the poor quality of services to communities. The reason for these poor services, is due to the poor skills of officials. Due to the deployment approach, unqualified and unskilled people are given responsibilities that are beyond their competencies and as such they fail to handle them.

Other factors that contribute include: financial constraints on the part of the Municipality; lack of proper communication between municipalities and residents; too much expectations by communities from their government as there is not enough money to address all community challenges and needs at once, however, these expectations are responsive to the promises made during election time when political parties campaigned for votes. Politicians should therefore, stop raising expectations that are not easy to meet and tell people the truth.

Another factor that contributes to this is corruption. During the tendering process, people or companies that do not have capacity are given work and they end up failing to deliver.

5.2.4 Major findings of the study on the enforcement of accountability by the Municipality

The fourth objective of the study sought to investigate how the local sphere of government enforces accountability, and the study findings have therefore, revealed that:

- The Municipality has proper control measures in place to monitor the work of junior officials in such a way that they are held to account easily. This shows that the Municipality monitors the work of officials at lower levels properly and this can make the community to develop confidence on their government, trusting that lower level officials who are the ones who always come into contact with communities when providing services, are properly monitored. Available resources can therefore, be used to benefit communities they are meant to benefit;
- Officials do not necessarily always do their work responsibly and honestly such that they can be trusted. This can mean that, it is not always easy for officials to give account on their duties;
- The Municipality does not have reliable accountability enforcement measures that are appropriately strong enough to can compel officials to give account on what they do or fail to do when they should, somehow a contradiction on the first finding above that shows proper control measures to be in place;
- It is difficult to pin point accountability to people who have been deployed because they turn to get directives from deployers and they also report to them, to the demise of the internal system; and
- When people who are supposed to take decisions, take directives to do that, it makes them to fail to account as what they do sometimes could be violating policies and procedures, but, was done because some authoritative people somewhere issue instructions.

The Municipality has a policy for enforcing accountability. Management has also taken a decision that there should be consequences if officials are not compliant and violate policies and procedures that result in improper work. This is what they call, consequence management approach.

The Municipality should also set-up a proper performance management system with clear key performance areas. This can make officials to be committed to their work and more especially those holding senior levels that require serious accountability.

Councilors on the other hand should always interact with their electorates timeously in order to keep the community informed and up to date regarding all municipal plans and processes to be followed in the delivery of services. When councilors properly account to the communities they represent, some potential protests can be prevented as their communities would be better informed about their government's plans and operations.

Of importance also, is to always implement the audit opinion recommendations. Officials who are found to have been involved in corrupt activities should be dealt with by law enforcement agencies. If proper punitive measures are applied, future potential offenders can be deterred from wrong doing.

5.3 Recommendations

The following recommendations as per the findings of the study are made:

- As the Municipality conducts a training needs analysis every-time before designing training programmes for officials, in ascertaining the real skills gaps, the Municipality should continue doing so all the time to determine genuine gaps so that relevant intervention strategies and mechanisms that will work be designed and all stakeholders should be consulted.
- That attending trainings by officials be mandatory when a gap has been identified and in applying this, appointment letters and performance contract agreements for those already in the employment of the Municipality should have a clause about mandatory training, where and when deemed necessary.
- The Municipality also considers sending officials to reputable service providers on issues that are problematic to officials, for example, planning; communication; financial management; strategic management; and labour relations.
- Instead of sending officials for training once a year, they at least be sent more than once, at least not less than twice a year.
- Based on the proposed skills training model on figure 3.2, the Municipality requires trainees after each training session to be assessed to determine their level of competence.
- The Municipality rewards good performance to motivate officials to always to better.
- The merit principle be followed, in appointing and promoting employees even with deployed cadres, to avoid placing people on positions they do not qualify for.
- The EPWP that is run by the Municipality in partnership with the Department of Public Works be extended to train professionals and such people who deserve on beneficial programmes that will give them skills

- that are required to develop the Municipality as these people are usually used to de-bush grass and trees along roads.
- Managers continue to give their subordinates a chance to act on their behalf during their absence from work as it shows the trust they have on them and this helps to equip their juniors to be ready for more challenging responsibilities in future.
 - The Municipality should open all posts to everyone who qualifies when advertising and not give special advantage to those inside as capable and skilled people can easily be found everywhere.
 - The Municipality should strive to provide communities with services especially if they were promised a particular service.
 - The Municipality should appoint credible service providers when outsourcing services.
 - The Municipality should make sure that the procurement section functions properly.
 - The Municipality devices means and ways on how to retain people with scarce skills, for example, by allowing them a certain percentage of their working hours on private consultancy provided it is properly regulated.
 - The Municipality should always take audit reports seriously and implement recommendations to improve its governance.
 - The Municipality should try and improve the quality of the services it provides, for example, the response time when a fault is reported.
 - The Municipality should warn officials, especially politicians (councilors), not to promise communities goods and services that might be difficult to honour and be realistic and tell the truth as per the Municipality's capacity and affordability.
 - The Municipality should establish reliable control and monitoring measures and systems in place in order to enforce accountability and action to always be taken on offenders.
 - Officials to sign a code of conduct that will require them to be loyal to the Municipality and not to outside people.

- The Municipality should put in place a proper performance management system with clear key performance areas to make officials committed to their work, especially those at senior levels where serious accountability is required.
- Councilors should be trained in such a way that they become good ambassadors of the Municipality to their electorate who represent the Municipality properly.

5.4 Suggestions for further studies

A number of gray areas still exist where research can further be conducted following up on the findings of this study. In view of this, it is therefore, suggested that research can further be undertaken of the following areas: Ways and means or strategies that can help to keep and retain workers, especially those with scarce skills with one employer for longer periods; The management of cadre deployment in maintaining proper and acceptable standards by employers, especially the public sector, for acceptable service provision; and The feasibility of a forceful training attendance by employers with positive results showing competency with benefits in the form of incentives or recognition.

5.5 Conclusions

It should be indicated from the onset that, getting questionnaires back from respondents was not an easy task. It took more than two months to receive questionnaires back from respondents and reach the targeted sample size of the study. It is alleged by the study field assistants that some respondents have said that, if they filled up the questionnaires, they were simply helping the researcher to get a degree with ease. Some participants who did not return the questionnaires are said to have expressed their fears of being victimised if their superiors heard about their participation when promotion time comes as they might not be promoted. The latter issue was highlighted as a limitation during the early stages of this study. It should however be indicated that, through the researcher's patience, the targeted research sample size was reached giving a hundred percent participation as planned.

In concluding this study, it can be indicated that, even though the Municipality consults stakeholders, especially officials before training programmes are designed, this is seldom done. It is however commendable that, senior officials assist in the training of their subordinates by allowing them to act on their behalf when they are absent from work, an approach that helps to give officials exposure on what happens at senior levels. This is part of on the job training which is very helpful in equipping officials with the knowledge and skills they require to perform productively. Officials are also listened to when they make inputs on how management should run municipal activities and this involvement creates a cordial relationship between senior officials and their subordinates.

Although the Municipality prepares valuable training programmes for officials, it has however been indicated that some officials are reluctant to attend such trainings, especially those close to retirement. This leaves them without the necessary knowledge and skills improvements that the Municipality aims to achieve.

The Municipality has however a number of challenges, ranging from planning, organising, communication, interpersonal relations, financial management, strategic management and labour relations. Due to these problem areas, the Municipality always receive qualified audit reports. The Municipality is however, engaging other stakeholders like SALGA and the LGSETA where, together, skills gaps are identified and relevant training programmes designed. In doing this, the Municipality develops the WSP that aims at planning for officials` trainings. It is only after the skills gaps have been clearly identified that a proper plan can be developed. Further interventions like the development of the EPWP are helping to equip not only senior municipal officials, but also the Municipality`s populace with the knowledge and skills for the future. All these is done, especially to help although not limited to those deployed cadres who have very little knowledge and skills on local government issues.

As the Municipality does sometimes conduct a training needs analysis exercise, this should be continued as it`s only after this very important stage has been satisfactorily exercised that proper training programmes can be designed. Furthermore, as senior officials do coach and mentor their subordinates, the Municipality will improve quickly on its service delivery to the community. Of importance, also is the fact that after officials have attended trainings, senior officials do check whether the intervention is yielding any positive results on those who attended trainings. Checking improvements in performance should always be a norm so that the Municipality can be certain that the trainings the officials are sent to attend are benefiting them and the Municipality in general.

Poor skills contribute to the impatience of communities who have to wait for too long and ultimately become violent when protesting for better services. If the Municipality out-sources the provision of goods and services to reputable service providers, who will then do the right thing in providing services, the destruction of property can be a thing of the past as communities will be receiving acceptable services by capable individuals and companies that possess knowledge and

skills in the execution of their duties. Weaknesses that could be shown by officials, that of being inefficient, ineffective and incompetent can be a thing of the past as they would be fully knowledgeable and therefore, properly skilled to do their work properly.

One more important issue is the retention of people with scarce skills. This is a global challenge for employers and these people switch jobs as they are on high demand. The Municipality should therefore, budget properly for positions of incumbents with scarce skills in order to cater for them and give them attractive packages that could help keep them for long.

The merit principle, being a universally acceptable system of appointing and promoting officials, should never be compromised if the Municipality wants to have a world class personnel corps. If by any chance, the ruling party deploys its cadres to guard against deviations from policies, let those cadres be qualified to hold positions they are placed on.

Properly trained officials could display a spirit of being responsible and therefore, account on their actions. The Municipality has therefore, a responsibility to make sure that, clear and legal processes and procedures are always put in place for officials to follow as monitoring and guiding tools. This will help to guide officials to always do things following proper procedures and at the end they will be able to account on everything they do. At the end of it all, when every official does things legally and properly, communities could be given acceptable services in an acceptable manner.

The purpose of this study was achieved as the recommendations given based on the findings and literature consulted, provide a useful training model which if followed to the latter by the Municipality, officials can be better equipped with the required skills to better execute their duties. This can address the skills shortages

and provide the Municipality with properly skilled personnel. Such workers could be efficient, effective and accountable in their line of duty.

Finally, in as far as the training process is concerned, it is recommended that the training model developed and suggested on this study, be put to trial and see if it can or cannot help in assisting in the improvement of officials` knowledge and skills, thereby improving performance and productivity.

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APPENDIX A

UNIVERSITY OF VENDA

OFFICE OF THE DEPUTY VICE-CHANCELLOR: ACADEMIC

TO : MR/MS MM NEKHAVHAMBE
SCHOOL OF MANAGEMENT SCIENCES

FROM: PROF J.E. CRAFFORD
DEPUTY VICE-CHANCELLOR: ACADEMIC

DATE : 02 NOVEMBER 2015

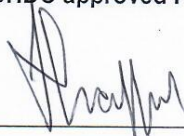
DECISIONS TAKEN BY UHDC OF 29TH OCTOBER 2015

Application for approval of Thesis research proposal in Management Sciences: MM Nekhavhambe (8705114)

Topic: "Development of management skills of officials for the enhancement of an effective efficient and accountable service delivery in Limpopo Province: the case of Vhembe District Municipality."

| | | |
|---------------|--------|--------------------|
| Promoter: | UNIVEN | Prof. MP Khwashaba |
| Co-Promoters: | UNIVEN | Prof. NJ Vermaak |
| | UFH | Prof. DR Thakhathi |

UHDC approved PhD proposal



Prof J.E. CRAFFORD
DEPUTY VICE-CHANCELLOR: ACADEMIC

APPENDIX B

RESEARCH AND INNOVATION
OFFICE OF THE DIRECTOR

NAME OF RESEARCHER/INVESTIGATOR:

Mr MM Nekhavhambe
Student No: 8705114

PROJECT TITLE: Development of management skills of officials for the enhancement of an effective, efficient and accountable service delivery: The case of Vhembe District Municipality.

PROJECT NO: SMS/16/PDN/01/2705

SUPERVISORS/ CO-RESEARCHERS/ CO-INVESTIGATORS

| NAME | INSTITUTION & DEPARTMENT | ROLE |
|-------------------|--------------------------|------------------------|
| Prof MP Khwashaba | University of Venda | Supervisor |
| Prof DR Thakhathi | University of Venda | Co-Supervisor |
| Prof NJ Vermaak | University of Venda | Co-Supervisor |
| Mr MM Nekhavhambe | University of Venda | Investigator - Student |

ISSUED BY:

UNIVERSITY OF VENDA, RESEARCH ETHICS COMMITTEE

Date Considered: May 2016

Decision by Ethical Clearance Committee Granted

Signature of Chairperson of the Committee:

Name of the Chairperson of the Committee: Prof. G.E. Ekosse



University of Venda

PRIVATE BAG X5050, TSHOHYANDOU, 09501, LIMPOPO PROVINCE, SOUTH AFRICA
TELEPHONE (015) 962 8504/8313 FAX (015) 962 9060

"A quality driven financially sustainable, rural-based Comprehensive University"

APPENDIX C

SCHOOL OF MANAGEMENT SCIENCES
OFFICE OF THE DEAN

20 April 2017

The Municipal Manager
Vhembe District Municipality

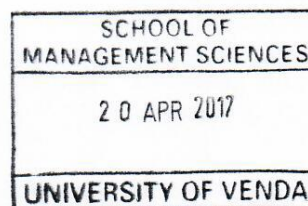
REQUEST FOR PERMISSION TO COLLECT INFORMATION FOR STUDIES (DOCTOR OF ADMINISTRATION)

The above matter refers.

We hereby wish to confirm that Mr M.M.Nekhavambe (Student No 8705114) is a registered Doctor of Administration student at the University of Venda. He is researching on the following topic: **"Development of Management skills of officials as a strategy to enhance an effective, efficient and accountable service delivery; the case of Vhembe District Municipality.** As an institution of higher learning, we believe that the research he is undertaking will yield the results that might also assist your institution. We for this reason request your institution to provide him with the necessary information that will be collected through structured questionnaire and interviews from the officials in the municipality. We undertake that whatever information will be provided to him will be solely used for this studies. We also undertake that we will also supply you with the results once the study is completed for your own use.

We hope that you find this to be in order and therefore, anticipate your assistance.


Professor M.P. Khwashaba
Deputy Dean: School of Management Sciences



University of Venda

SCHOOL OF MANAGEMENT SCIENCES
PRIVATE BAG XS050, THOHoyANDOU, 0950,
SOUTH AFRICA
TELEPHONE: (015) 962 8706/8707
E-MAIL: Christinah.Murovhi@univen.ac.za / kadya@univen.ac.za

APPENDIX D

P.O. BOX 1566

THOHOYANDOU

0950

20 APRIL 2017

The Municipal Manager
Vhembe District Municipality
THOHOYANDOU
0950

REQUEST FOR PERMISSION TO COLLECT INFORMATION FOR STUDIES (DOCTOR OF ADMINISTRATION)

Dear sir/madam

My name is Mr. Nekhavhambe Mutshutshu Michael. I am a registered student at the University of Venda pursuing a Doctorate degree in the School of Management Sciences, Department of Public and Development Administration. My student number is 8705114.

The topic of my research is "Development of management skills of officials for the enhancement of an effective, efficient and accountable service delivery in Limpopo province: the case of Vhembe District Municipality".


Municipalities are encountering a number of challenges like any other employers and service providers that hinder proper service delivery to communities. One of the challenges include a lack of appropriate skills on the labour force that is required to derive different programmes and projects aimed at improving the lives of communities.

The study seeks to investigate whether poor and/or none delivery of quality services to communities is caused by a lack of skills or some other factors, and how best this challenge can be addressed and overcome. I also undertake that the information that will be provided will be solely used for this studies only.

The findings of this research will assist on how Vhembe District Municipality can utilise its resources effectively and efficiently for the betterment of the lives of the communities within its jurisdictional area.

Attached please find the supporting letter from my promoter Prof. M.M. Khwashaba, on behalf of the University.

Yours sincerely



Mr. M.M. Nekhavhambe

APPENDIX E

VHEMBE DISTRICT MUNICIPALITY

PRIVATE BAG X5006, THOHOYANDOU, 0950

TEL: 015 960 2000, FAX: 015 962 1017

Website: www.vhembe.gov.za



Ref : 10/1/R

Mr. M.M. Nekhavhambe
P.O.Box 1566
THOHOYANDOU
0950

02 May 2017

REQUEST FOR PERMISSION TO ACQUIRE INFORMATION FOR RESEARCH

1. Your letter dated 20 April 2017 has reference.
2. We have pleasure to inform you that your request for conducting research in our institution has been granted.
3. Kindly note that you will be expected to exercise confidentiality as an integral part of ethical considerations regulating research activities.
4. Hoping you will find the above in order.



ACTING MUNICIPAL MANAGER

09/05/2017

DATE

"A developmental municipality focusing on sustainable service delivery and socio-economic development towards an equal society"

APPENDIX F

LETTER TO RESPONDENTS

Enquiries : Nekhavhambe M.M. P.O. Bo1566
Cell : 072 993 4665 THOHOYANDOU
Email : *mutshutshu.nekhavhambe@univen.ac.za* 0950
April, 2017

Dear Sir/Madam

I am a registered student at the University of Venda doing Doctor of Administration (D. ADMIN). My research topic is “**Development of management skills of officials for the enhancement of an effective, efficient and accountable service delivery in Limpopo Province: The case of Vhembe District Municipality**”.

I will be very grateful if you could help me with this part of my research project by completing the questionnaire. I assure you that the information I will get from you will be treated with the strictest confidentiality and will be used for educational purpose only.

In anticipation, please accept my sincere appreciation for your willingness to assist me.

Yours sincerely

.....
NEKHAVHAMBE MUTSHUTSHU MICHAEL
STUDENT NUMBER: 8705114

APPENDIX G

CONSENT FORM

I,,
hereby agree to participate in the research study, titled “**Development of management skills of officials for the enhancement of an effective, efficient and accountable service delivery in Limpopo Province: The case of Vhembe District Municipality**”. By signing this consent form you indicate that you understand the information provided to you by the researcher regarding the study, your question about the research has been answered to your satisfaction, and you voluntarily agree to participate in this study. A copy of this signed consent form can be provided upon request.

- The study focuses at the development of management skills of officials for the enhancement of an effective, efficient and accountable service delivery in Limpopo Province: The case of Vhembe District Municipality.
- The information that the respondents will provide will be solely used for the purpose of the study.
- Participation is voluntary and I can withdraw anytime without any penalty if I feel like doing so.
- All questionnaire and interview data will be handled with confidentiality.
- Participants can refuse to answer certain questions if they feel uncomfortable during the process of collecting data.

I understand that the information I give may not be used for any other purpose except to help the researcher to meet the scholastic expectations. For more information, respondents can contact Prof. M.P Khwashaba, my Promoter at 015 962 8440 and also at (matodzi.khwashaba@univen.ac.za).

.....
SIGNATURE

.....
DATE

APPENDIX H

INSTRUMENT QUESTIONNAIRE

DEVELOPMENT OF MANAGEMENT SKILLS OF OFFICIALS FOR THE ENHANCEMENT OF AN EFFECTIVE, EFFICIENT AND ACCOUNTABLE SERVICE DELIVERY - QUESTIONNAIRE

The purpose of this study is to look at how management skills can be developed and/or improved so that communities can be provided with acceptable services. You are therefore kindly requested to complete this questionnaire by putting an **X** on appropriate spaces provided. Your participation is highly appreciated. The questionnaire is solely for study purpose.

SECTION A: BIOGRAPHICAL INFORMATION

1. Gender

| | |
|--------|--|
| Male | |
| Female | |

2. Age

| | |
|--------------------|--|
| Less than 30 years | |
| 31 – 40 years | |
| 41 – 50 years | |
| 51 – 60 years | |
| 61 years and older | |

3. Marital status

| | |
|----------|--|
| Single | |
| Married | |
| Divorced | |
| Widowed | |

4. Highest Qualification

| | |
|----------------------------|--|
| Lower than Grade 12/Matric | |
| Grade 12/Matric | |
| Certificate | |
| Diploma | |
| Bachelor`s degree | |
| Honours degree | |
| Masters degree | |
| Doctoral degree | |
| Other (specify) | |

5. Work experience

| | |
|-------------------|--|
| 5 years | |
| 6-10 years | |
| 11-15 years | |
| 16-20 years | |
| 21 years and more | |

SECTION B:

| Item No | Level of management skills at the local sphere of government. | Place an X in the box that applies to you | | | | |
|---------|--|---|-------|----------|----------|-------------------|
| | | Strongly Agree | Agree | Not sure | Disagree | Strongly Disagree |
| 6. | Every official is involved when the planning process and decisions are taken. | | | | | |
| 7. | Officials are given a chance to act in positions of authority (management) in the absence of their seniors. | | | | | |
| 8. | Decisions made in local government are based on facts. | | | | | |
| 9. | Officials are provided with the necessary training they require to do their jobs. | | | | | |
| 10. | Officials are given a chance to make inputs for management consideration, thereby practicing participative management. | | | | | |

| Item No | Mechanisms used and strategies for future use to capacitate officials in order to facilitate service provision. | Place an X in the box that applies to you | | | | |
|---------|--|---|-------|----------|----------|-------------------|
| | | Strongly Agree | Agree | Not sure | Disagree | Strongly Disagree |
| 11. | The Municipality conducts a training needs analysis before designing training programmes. | | | | | |
| 12. | Officials are sent for trainings at least once a year. | | | | | |
| 13. | Supervisors make efforts to coach subordinates on how to perform their work well. | | | | | |
| 14. | The Municipality offers a variety of training programmes and also assistance in the form of finance and study leave. | | | | | |
| 15. | Supervisors make follow-ups after each training to determine performance improvement. | | | | | |

| Item No | Effects of poor skills on service delivery. | Place an X in the box that applies to you | | | | |
|---------|---|---|-------|----------|----------|-------------------|
| | | Strongly Agree | Agree | Not sure | Disagree | Strongly Disagree |
| 16. | Service delivery protests are influenced by the poor quality of services provided to communities. | | | | | |
| 17. | Trainings run by external service providers who have no knowledge of the local service needs are neither efficient nor effective. | | | | | |
| 18. | Poorly trained facilitators become irrelevant on the needs of local officials. | | | | | |
| 19. | Poorly skilled personnel spend more time on issues not important on service delivery. | | | | | |
| 20. | Unskilled officials are not efficient thereby rendering them irrelevant. | | | | | |

| Item No | Enforcement of accountability by the Municipality. | Place an X in the box that applies to you | | | | |
|---------|---|---|-------|----------|----------|-------------------|
| | | Strongly Agree | Agree | Not sure | Disagree | Strongly Disagree |
| 21. | The work of subordinates is properly controlled to enforce better accountability. | | | | | |
| 22. | Officials seldom do their work in a way that it can be accounted for. | | | | | |
| 23. | The Municipality lacks strong and appropriate accountability enforcement measures. | | | | | |
| 24. | Deployment of officials defeats the end of accountability in most positions. | | | | | |
| 25. | Directive decisions results in officials not being able to account for their actions. | | | | | |

Thank you very much for your time and contribution.

2. What mechanism/plan does the Municipality have to assist officials to improve on their knowledge and develop their skills to help build a future pool of properly capacitated workers?

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3. What are the effects of poor skills of officials on service delivery and what is the Municipality doing to address challenges of scares skills shortage?

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3.1 What are the challenges of deployment of cadres who lack proper or requisite skills where they are placed and how can this be addressed?

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3.2 Would you say that the service delivery protests which are experienced in the country are influenced by the poor quality of services to communities due to poor skills?

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4. What measures are followed in enforcing accountability and what improvements can be made on the current system?

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Thank you very much for your time and contribution.

APPENDIX J

Editorial letter

This serves to confirm that I, Mr. ET Sikitime, attached to University of Venda,

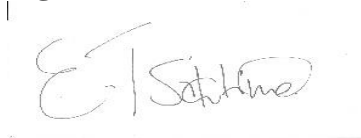
English Department have proofread a thesis titled: *Development of management skills of officials for the enhancement of an effective, efficient and accountable service delivery in Limpopo Province: The case of Vhembe District Municipality.*

BY

MUTSHUTSHU MICHAEL NEKHAVHAMBE (Student No. 8705114)

Editorial work focused mainly on technical precision and common errors relating to syntax, diction, word order and formulation of ideas. Corrections and suggestions were made for the student to effect before submission.

Signature



Date 9/12/2017

Ext: 015 962 8288

Email: Emmanuel.sikitime@univen.ac.za

BA (ed), BA (Hons) English, Univen, BA Communication Science UNISA, MA (SLS) Stellenbosch University

APPENDIX K

Turnitin report

research

by Mutshutshu Michael Nekhavhambe

Submission date: 17-Oct-2017 02:24PM (UTC+0200)

Submission ID: 864156591

File name: Document.doc (7.04M)

Word count: 74184

Character count: 415989

research

ORIGINALITY REPORT

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|------------------|------------------|--------------|----------------|
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PRIMARY SOURCES

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| 2 | ulspace.ul.ac.za Internet Source | <1% |
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