

**THE ROLE OF TRAINING AND SKILLS  
DEVELOPMENT IN PROMOTING  
PERFORMANCE IMPROVEMENT BY  
MUNICIPALITIES IN THE  
FREE STATE PROVINCE**

**EZECHEUS FANELE KHAMBULE**

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IMPROVEMENT BY MUNICIPALITIES IN THE  
FREE STATE PROVINCE**

**BY**

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## **DECLARATION**

I declare that the thesis hereby submitted by me for the degree Ph.D. at the University of North West (Vaal Triangle), is my own independent work and has not previously been submitted by me at another University or Faculty. I furthermore cede copyright of the thesis in favour of the North West University (Vaal Campus).

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**E.F. KHAMBULE**

**Vanderbijlpark**

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## **SUMMARY**

The introduction of training and skills development legislation, such as the Skills Development Act No. 97 of 1998, and the Skills Development Levies Act No. 9 of 1999, has forced organisations to invest in the development of skills of its employees in South Africa. The National Skills Development Strategy, the Human Resource Development Strategy for South Africa and the Accelerated and Shared Growth Initiative for South Africa (ASGISA) are other legislative measures introduced by the South African government to contribute to the importance of training and skills development in organisations.

It is necessary for the public sector organisations to train and develop the skills of its personnel in order to improve organisational, team and individual performance. Training and skills development should also assist in forming the basis for lifelong learning and to increase productivity and quality of work. A comprehensive human resource training and development strategy should be linked to the business strategy and the human resource management strategy in organisations.

The primary objective of this study was to analyse the views of employees and to determine their level of awareness regarding training and skills development and how these can improve performance in the Free State Province municipalities. To reach this primary objective, a number of secondary objectives were considered as relevant. These

included exploring the concepts of training, skills development and performance management. An analysis of statutory and regulatory guidelines pertaining to training and skills development and the assessment of structures, procedures and processes that exist in municipalities for the promotion of training and skills development were also highlighted. The effects of adequate training and skills development on performance in the Free State Province municipalities were analysed. Lastly, guidelines and recommendations regarding training, skills development and performance management were developed for municipalities in the Free State Province.

The research was conducted in the Free State Province municipalities. It comprised of a literature study and an empirical survey using questionnaires and interviews to obtain information from managers, supervisors and frontline staff in the Free State Province municipalities. The respondents were tested on their views regarding the impact of training and skills development programmes in improving performance in their workplace.

The findings of this research demonstrated that training and skills development enhances performance of personnel in specific functional areas in the Free State Province municipalities, and for this to be more effective on performance in municipalities, it should be provided adequately in specific areas of the Local Government Five Year Strategic Agenda, particularly to the Free State Province municipalities.

Some of the most important findings of this research are the following:

- that most of the managers and frontline staff in Free State Province municipalities received adequate training and skills development programmes;
- that most of the trainings and skills development programmes received by managers in the Free State Province municipalities were related to their job tasks;
- that managers and frontline staff in Free State Province municipalities felt motivated to do their job tasks after they were provided with training and skills development programmes;
- that managers in Free State Province municipalities still find it difficult to ensure public participation by their communities even after training and skills development programmes were provided to them; and
- that adequate training and skills development of personnel improves performance in many functional areas in municipalities in Free State Province.

The study ends with recommendations for management actions on training needs, and for further research on this topic.

## OPSOMMING

Die daarstelling van die opleiding en vaardigheidsontwikkingswetgewing, wat aanleiding gegee het tot die Vaardigheidsontwikkingswet no. 97 van 1998, en die Vaardigheidsontwikkingsbydrae wet no. 9 van 1999 het organisasies genoop om in Suid-Afrika in die ontwikkeling van vaardighede te investeer. Die Suid Afrikaanse regering het die volgende wetgewende maatreëls ontwikkel om die opleiding en vaardigheidsontwikkeling te verbeter. Nasionale vaardigheidsontwikkingsstrategie, Menslike hulpbron ontwikkelingsstrategie, en ASGISA (Accelerated and Shared Growth Initiative for South Africa).

Dit is belangrik dat publieke organisasies hul werkslui se vaardighede ontwikkel om sodoende beter dienslewering mee te bring. Opleiding en vaardigheidsontwikkeling moet 'n bydrae lewer tot die daarstelling van lewenslange leer. 'n Goedgefundeerde menslike hulpronopleiding en vaardigheidsontwikkingsstrategie moet skakel met 'n inrigting se besigheids-en-menslike ontwikkelingsbestuursplan.

Die primere doelwit van die ondersoek was om vas te stel wat die kennisvlak van al rolspelers is ten opsigte van opleiding en vaardigheidsontwikkeling binne die munisipaliteite in die Vrystaat Provinsie. Dit was ook om vas te stel hoe opleiding en vaardigheidsontwikkeling dienslewering beïnvloed. Ten einde die doelwit te bereik, die volgende sekondêre doelwitte beskou as toepaslik.

Dit betrek die ondersoek van die konsepte opleiding, vaardigheidsontwikkeling en prestasiebestuur. Die analisering van statutêre en regulatoriese riglyne wat te doen het met opleiding en vaardigheidsontwikkeling gedoen is. Die strukture, prosedure en prosese wat in die munisipaliteite bestaan om opleiding en vaardigheidsontwikkeling te bevorder ook beklemtoon. Die gevolg van voldoende opleiding en vaardigheidsontwikkeling op prestasie in Vrystaat Provinsie se munisipaliteite was geanaliseer. Riglyne en aanbevelings wat te doen het met opleiding, vaardigheidsontwikkeling en prestasiebestuur is ontwikkel vir munisipaliteite in Vrystaat.

‘n Literatuurstudie is gedoen in hierdie studie. ‘n Situasie-analise van opleiding en vaardigheidsontwikkeling veral binne die Vrystaat Provinsie se munisipaliteite is geloods. Hierdie ondersoek is verder aangevul deur persoonlike onderhoude met relevante rolspelers (bestuurders en personeel) by munisipaliteite. ‘n Empiriese ondersoek is deur middel van onderhoude en gestruktureerde vrae gedoen. Die vrae was gebaseer op die impak van opleiding en vaardigheidsontwikkelingsprogramme in die werkplek. Daar is bevind dat opleiding en vaardigheidsontwikkeling dienslewering in spesifieke funksionele komponente van die munisipaliteite verbeter. Effektiewe en doeltreffende dienslewering is alleenlik moontlik indien die opleiding en vaardigheidsontwikkelingsprogramme in die munisipaliteit in die Vrystaat Provinsie op die Plaaslike Regering se Vyfjaar Strategiese Agenda bepaalde gebiede bevorder.

Sommige van die belangrikste bevindings van hierdie navorsing is die volgende:

- dat meeste van die bestuurders en voorste linie personeel in die Vrystaat Provinsie se munisipaliteite het voldoende opleiding en vaardigheidsontwikkeling ontvang;
- dat meeste van die opleiding en vaardigheidsontwikkeling wat deur die bestuurders en voorste linie personeel in Vrystaat Provinsie se munisipaliteite ontvang het, was gebaseer op hulle werktakke;
- dat meeste van die bestuurders en voorste linie personeel in Vrystaat Provinsie se munisipaliteite baie gemotiveerd gevoel het nadat opleiding en vaardigheidsontwikkelingsprogramme aan hulle gegee is;
- dat die bestuurders in Vrystaat Provinsie se munisipaliteite vind dit moeilik om publieke deelname te verseker deur hulle gemeenskape selfs nadat opleiding en vaardigheidsontwikkeling aan hulle gegee is; en
- dat voldoende opleiding en vaardigheidsontwikkeling van personeel verbeterde prestasie in sekere funksionele gebied in die Vrystaat Provinsie se munisipaliteite tot gevolg gehad het.

Die studie eindig met aanbevelings vir die bestuurders se optrede rakende opleidingsbehoefte, en vir verdere navorsing oor die onderwerp.

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## LIST OF ACRONYMS

<b>ABET</b>	-	Adult Basic Education and Training
<b>AIDS</b>	-	Acquired Immune Deficiency Syndrome
<b>ART</b>	-	Antiretroviral Therapy
<b>ASGISA</b>	-	Accelerated Shared Growth Initiative for South Africa
<b>BAQF</b>	-	Business Excellence Framework for Quality Management
<b>BEE</b>	-	Black Economic Empowerment
<b>CBMT</b>	-	Competency Based Modular Training
<b>Cllr</b>	-	Councillor
<b>COGTA</b>	-	Cooperative Governance and Traditional Affairs
<b>CDW</b>	-	Community Development Workers
<b>DBSA</b>	-	Development Bank of Southern Africa
<b>DMAIC</b>	-	Define, Measure, Analyse, Improve, Control
<b>DPLG</b>	-	Department of Provincial and Local Government
<b>DPSA</b>	-	Department of Public Service Administration
<b>DoH</b>	-	Department of Housing
<b>EC</b>	-	Eastern Cape Province
<b>EFQM</b>	-	European Foundation for Quality Management

<b>EPWP</b>	-	Extended Public Works Programme
<b>ETD</b>	-	Education Training and Development
<b>ETDP</b>	-	Education Training and Development Practices
<b>ESSA</b>	-	Employment Services System of South Africa
<b>FS</b>	-	Free State Province
<b>FSPG</b>	-	Free State Provincial Government
<b>GCIS</b>	-	Government Communication Information System
<b>GP</b>	-	Gauteng Province
<b>HRD</b>	-	Human Resource Development
<b>HIV/AIDS</b>	-	Human Immuno Virus/Acquired Immune Deficiency Syndrome
<b>ICT</b>	-	Information Communication Technology
<b>IDP</b>	-	Integrated Development Planning
<b>IGR</b>	-	Inter Governmental Relations
<b>IMD</b>	-	Institute for Management Development
<b>INDLELA</b>	-	Institute for the Development of Learnerships and Learnership Assessment
<b>ISD</b>	-	Instructional System Design

<b>JIPSA</b>	-	Joint Initiative for Priority Skills Acquisition
<b>KPA</b>	-	Key Performance Areas
<b>KPI</b>	-	Key Performance Indicators
<b>KRI</b>	-	Key Results Indicators
<b>KZN</b>	-	Kwazulu-Natal
<b>LED</b>	-	Local Economic Development
<b>LIM</b>	-	Limpopo Province
<b>LOGOLA</b>	-	Local Government Leadership Academy
<b>MIS</b>	-	Management Information System
<b>MoU</b>	-	Memoranda of Understanding
<b>MP</b>	-	Mpumalanga Province
<b>MFMA</b>	-	Municipal Finance Management Act, No
<b>NC</b>	-	Northern Cape Province
<b>NEC</b>	-	National Executive Committee
<b>NSF</b>	-	National Skills Fund
<b>NSDS</b>	-	National Skills Development System
<b>NQF</b>	-	National Qualifications Framework
<b>NW</b>	-	North West Province

<b>OD</b>	-	Organsational Development
<b>OEDC</b>	-	Organisation for Economic Cooperation and Development
<b>PALAMA</b>	-	Public Administration Leadership Academy
<b>PDMS</b>	-	Performance Development and Management System
<b>PEC</b>	-	Provincial Executive Committee
<b>PFMA</b>	-	Public Finance Management Act
<b>PGDS</b>	-	Provincial Growth and Development Strategy
<b>PI</b>	-	Performance Indicators
<b>RPL</b>	-	Recognition of Prior Learning
<b>SALBGC</b>	-	South African Local Government Bargaining Council
<b>SALGA</b>	-	South African Local Government Authority
<b>SAMWU</b>	-	South African Municipal Workers Union
<b>SAPP</b>	-	Skills Acquisition and Placement Programme
<b>SARS</b>	-	South African Revenue Services
<b>SAQA</b>	-	South African Qualifications Authority
<b>SDF</b>	-	Skills Development Facilitator
<b>SDLA</b>	-	Skills Development Levies Act 9 of 1999
<b>SETA</b>	-	Sector Education and Training Authority
<b>SHR</b>	-	Strategic Human Resource
<b>SMME</b>	-	Small Medium and Micro Enterprises

<b>SMS</b>	-	Senior Management Services
<b>SWOT</b>	-	Strengths, Weaknesses, Opportunities, Threats
<b>TQM</b>	-	Total Quality Management
<b>UWS</b>	-	University of Western Cape
<b>WC</b>	-	Western Cape Province
<b>WSP</b>	-	Workplace Skills Plan
<b>5-YLGSA</b>	-	Five Year Local Government Strategic Agenda

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## **CHAPTER 1: INTRODUCTION AND SCOPE OF STUDY**

### **1.1 ORIENTATION AND PROBLEM STATEMENT**

Erasmus, Loedoff, Mda & Nel (2006:3) assert that the concepts training and development are commonly used in organizations according to their unique needs, sometimes as synonyms. The concepts training, development and education cannot be divided into watertight compartments and a variety of methods and terms are used within organizations. Employees who are trained for a specific purpose are being ‘developed’ in the process, and training courses contain some elements of ‘education’. Ultimately the main aim is to improve organisational performance. According to Hattingh (2000:169) the skills development legislation aims to promote an integrated approach to education and training to overcome the past fragmentation between theoretical and practical work, between ‘brain work’ and ‘hand work’, between technical and academic training and between formal, informal and non-formal training.

All employees in an organization should receive job content training throughout their careers. Initially job content training (at a lower level) would enable employees to gain basic skills which would be required in the execution of their tasks. Later, job content training would enable employees to know more about their functional areas, in order to be promoted in accordance with their newly acquired skills. Job content training (at the highest level) implies that senior personnel are kept up to date with the latest technology in their functional areas to enable them to become better decision makers (Erasmus et al. 2006:33).

The Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA) is committed to promoting and facilitating the delivery of education, training and development initiatives and the achievement of competencies leading towards qualifications through learnerships and skills programmes. The SETA advocates high quality life-long learning to address the economic demands of the country and to ensure that transformation and equity targets are achieved in the Education, Training and Development (ETD) sector

(ETDP SETA), 2002:2). Meyer (2000:254) states that the concept of the learning organization constitutes a new approach to learning and workplace performance, and requires a new way of managing organizations. Not only does it necessitate changes to education, training and development interventions, it also encompasses a fundamentally new way of managing people, processes and systems in the modern organization. Erasmus et al. (2006:263) argue that learning organizations do not simply appear they are fostered by devoting time, energy, and resources on a continuous basis to the training and development of people.

Local government as a separate sphere of government must strive to provide democratic and accountable government for local communities, ensure the provision of services to communities in a sustainable manner, promote social and economic development, promote a safe and healthy environment and encourage the involvement of communities and community organizations in local government (South African Local Government Association, 2005:16).

There is an acknowledgement of some of the serious shortcomings in delivery that have been experienced at municipal sphere, including degrees of mismanagement, incompetence and corruption. Increasingly, restive communities are demanding improvements in service delivery with anger being voiced at persistent non-delivery, non-responsiveness and a lack of accountability to residents by municipal councilors and managers. In part, the recent interventions of national government, such as Project Consolidate, and the emphasis on greater alignment between national, provincial and local government is a result of shortcomings in terms of public service delivery at local level (South African Local Government Association, SALGA, 2005:34). Without people power, delivery will falter. Municipalities recognise that the human capital at their disposal is the driver of every delivery success story. Investing in this resource will be the key to unlocking development problems and challenges of South Africa (SALGA, 2005:35).

The human resources capability of municipalities directly and very visibly affects the capacity of government to implement its development programmes at local level. Uneven municipal capacity is perhaps the greatest risk to municipal performance and equitable service provision over the medium term, and investing in municipal human resources will be key to addressing this. Many municipalities experience real problems in acquiring and retaining the skills of professionals, senior management and technicians. Priority skills that have been identified in this regard include the areas of management, technical skill, information communication and technology (ICT) and financial management. Geraldine Frazer-Moleketi, former Minister of the Department of Public Service and Administration for South Africa (DPSA), said that government as a whole is experiencing certain critical skills shortages, which have the potential to slow down delivery. This also applies to local government (SALGA), 2005:48). According to Cillier-Schmidt and Meyer (2008:54) human resource capacity building involves formal development programmes. It is recognised that most learning takes place on the job and the aim of the formal programmes is to lay a foundation for the rest of the development experience. There are relatively few of these programmes in South Africa.

It is the people (both appointed officials and elected council members) and their ability to manage the organisational dynamics, the systems and processes at hand as well as social development project management capability that will make the following objectives to be met at local government level:

- to provide democratic and accountable government for local communities;
- to promote a safe and healthy environment;
- to encourage the involvement of communities and community organisations in the matters of local government;
- to ensure the provision of services to communities in a sustainable manner; and
- to promote social and economic development (Cadogan, 2008:38).

The challenge is to have capable and wise technocrats as well as wise and collaborative politicians who have the interest of citizens at heart and openness to

the technical challenges of managing service delivery and social development projects (Cadogan, 2008:39). ASGISA is meant to take corrective actions in those areas where people have stopped or slowed down the country from realizing higher levels of growth. ASGISA interventions are in the following areas:

- infrastructure;
- impact of the second economy (economy of the disadvantaged groups);
- delivery and governance;
- skills development;
- sectoral development; and
- micro-economics (Mlambo-Ngcuka, 2007:12).

Changing the manner in which government executes its functions will require extensive reorganisations and design of government, even at the level of the presidency, and the following aspects will have to receive urgent attention:

- clear and unequivocal commitment to change on the part of political leaders and public service operational managers;
- improved systems of human resources development and capacity building to build skills and enhance performance of operational and managerial functionaries;
- improved systems of monitoring and evaluation; and
- opportunities for participation by staff and citizens to secure the necessary levels of ownership and support for the change and transformation processes envisaged (Jonker, 2001:244).

According to the Department of Local Government and Housing in the Free State Province (2005:1) the mandate of the Department of Local Government and Housing is to ensure provision of infrastructure, shelter and basic services to the people of the Free State province. In addition, the department has a constitutional mandate, particularly section 155(6) (b) of the Constitution of South Africa Act 108 of 1996 that places responsibility on the part of provincial government to devise measures that promote the development of and enhancement of local government capacity to perform their functions and manage their own affairs.

A plethora of policy and legislative frameworks have been enacted namely Municipal Demarcation Act no 27 of 1998, Municipal Structures Act no 117 of 1998, Systems Act no 32 of 2000 and the Municipal Finance Management Act no 56 of 2003 to effect systematic transformation of local government. Despite the strides made by national government on policy development, a number of challenges remain to be confronted especially on the policy implementation front. These include:

- effective and efficient implementation of policy and legislative framework;
- building institutional and administrative systems of local government;
- building financially viable municipalities; and
- promoting local economic development (Department of Local Government and Housing, Free State Province, 2005:13).

According to Daft (2005:600) many leaders are redesigning their organisations towards something called the learning organisation, one in which everyone is engaged in identifying and solving problems. The learning organisation is a model or ideal of what an organisation can become when people put aside their habitual ways of thinking and remain open to new ideas and methods – when everyone throughout the organization is continuously learning. Learning organisations are skilled at acquiring, transferring, and building knowledge that enables the organisation to continuously experiment, improve and increase its capability.

Marquardt (2002:13) states that learning occurs throughout the organization and across systems and it offers organizations the best opportunity of not only surviving but succeeding. To obtain and sustain a competitive advantage in the new environment, organizations will have to learn better and faster from both successes and failures. They will need to continuously transform themselves into learning organisations, to become places in which groups and individuals at all levels continuously engage in new learning processes through training and skills development. According to Molapisi (2006:116) to achieve improved

performance in municipalities managers need to adopt the model of a people-centered society in which a working and learning community is supported by people – driven initiatives supported by training, skills development and infrastructure.

There are two dimensions of performance. The first is institutional performance. The focus here is improved performance in the application of policies, efficient systems, processes, organisation, technology, infrastructure and resources. The second dimension is at the individual performance level. Here, there has to be accountability that is linked to job descriptions and delegation of authority, training and skills development in both top management and lower management, and appropriate performance management in areas of rewards and discipline (Nel, 2006:107).

According to Van der Waldt (2004:75) the aims of performance improvement are to overcome some negative constraints of the employee, employer and environment. Performance improvement strives to achieve a working-together strategy that will nurture a culture conducive to service excellence within the institutional context. Human and other resources need to be harnessed to their maximum potential and environmental constraints need to be maintained at manageable levels, or even reduced where necessary, to ensure intra-and interinstitutional harmony.

There are a series of basic requirements to good organizational and team performance. These are:

- clearly stated strategic direction;
- the way the work and the reporting relationships are set up;
- knowing the core competencies of the key positions in the organisation and the team;
- productive selection and hiring process; and
- construction of programs and methods for ongoing training for the development of knowledge, skills and motivation of the permanent workforce (Enos, 2000:92).

Mji (2007:14) states that training and skills development, only one of the major efforts at performance improvement, is estimated to have cost United States of America companies over 55 billion dollars in the mid 1990s. South African organisations (excluding parastatals) spent over 2.8 percent of their payroll on training. Internationally, between 5 to 7 percent is spent by organisations in (OECD) Organisation for Economic Cooperation and Development countries such as Australia, Greece and the U.S.A. on training and skills development. It is unfortunate that the training and development of human resources in South African organisations has been widely neglected over the past few decades.

Erasmus et al. (2006:265) state that human resource development is not managed exactly the same way in all countries such as Republic of South Africa (South Africa). South Africa and France have specific legislation that governs expenditure on training as a percentage of their labour costs. Other countries do not prescribe at all. Scandinavian countries are more likely to spread their training across a wide range of employees whilst many Pacific-rim countries and countries in Africa tend to provide training and development for a more limited group, i.e. professional staff and managers. Countries such as France, Italy and the United Kingdom monitor the effectiveness of training diligently whilst countries such as Scandinavia and most non-European countries pay less attention to this aspect of training and development.

Rothwell (2005:34) asserts that training is the field of activity that focuses on identifying, assuring, and help developing, through planned learning, the key competencies that enable individuals to perform current or future jobs. The primary training intervention is planned individual learning. Training is thus directed to improving how well individuals perform and is based on what they need to know or do to perform competently.

Training and skills development are an investment by the organization in its workforce. The cost of the learning organisation itself ( such as salaries, facilities, technology, and the cost of delivering programs – whether classroom based or virtual – represent inputs into the system. These investments pay dividends to the

organisation only when the learning is transferred and applied to the business processes of the organization (Dulworth and Bordonaro, 2005:91).

To maintain, or increase an organisation's areas of core competence, the following need to be kept in mind, and to be acted upon:

- to constantly train people in new skills areas and constantly upgrade those skills;
- employees' competencies must be continuously used, deployed, and reconfigured in many ways;
- employees' competencies will grow or expand when their work environment provides them with opportunities to work in groups that cut across functions and levels of the organisation (Dubois, 2000:8).

In May 2003 the cabinet considered the question of development and decided to improve Integrated Development Plans (IDPs) and locate it as a key IGR instrument at national and provincial sphere of government to establish capability to support IDP and develop sector guidelines. It therefore approved the drafting of Intergovernmental Planning Framework. In January 2006 the cabinet tabled a five year strategic agenda for local government. It contained five key decisions on development planning. The first decision was that planning capability in three spheres of government must be improved; secondly it stated that municipal plans should include concrete and realistic localised service delivery and development targets which will be made part of performance contracts. Thirdly was that certainty in the development planning system is required in relation to the location of national responsibility for spatial and land – use planning. Fourthly it was decided that regulations be introduced to transform district and metro IDPs into local expressions of government – wide commitments. Lastly, it was decided that the (NSDP) National Strategy on Developmental Planning must evolve into a stronger and more directional national development planning instrument. The challenge is whether the constitutional, legislative and policy framework is sufficient to achieve its integrating objectives, without being supported by training and skills development of personnel in municipalities (Richards, 2006:46).

The five-year local government service agenda tabled in January 2006 focuses on good governance and administration. Good administration involves amongst others a human resource management system. The five key performance areas for local government are the following:

- service delivery;
- good governance and administration;
- financial viability;
- local economic development; and
- transformation (Department of Provincial and Local Government, 2007:9).

## 1.2 PROBLEM STATEMENT

A general lack of skills and capacity – especially in smaller municipalities – has hampered the ability of municipalities to govern effectively and deliver speedily and efficiently (Department of Provincial and Local Government, 2008:4). SALGA (2005:103) states that, Kotsoane, former Member of the Executive Council for Local Government in the Free State Province said that eight municipalities in the province are encountering service delivery challenges. These are, among others, Maluti-a-Phofung Local Municipality, Setsoto Local Municipality, Kopanong Local Municipality, Phumelela Local Municipality, Mohokare Local Municipality, Naledi Local Municipality, Matjhabeng Local Municipality, and Moqhaka Local Municipality. According to the Department of Provincial and Local Government (2008:4) the provincial government is implementing Project Consolidate, the national initiative that aims to introduce new, creative, integrated mechanisms to facilitate service delivery and enhance efficiency and effectiveness in municipalities. Given the lack of skills at this sphere of government, training has been identified as a key element in strengthening the ability of government to deliver better basic services to the people.

Eight municipalities in the Free State Province are encountering service delivery challenges as follows, **Phumelela Local Municipality**: limited revenue base,

poor sanitation, eradication of bucket system and limited human resources; **Maluti-a-Phofung**: shortage of housing, poverty alleviation, access to finance; **Setsoto Local Municipality**: infrastructure development, provision of water, economic development, provision of housing and strengthening of ward committees; **Kopanong Local Municipality**: billing system, onerous financial abilities and provision of sanitation and water; **Mohokare Local Municipality**: provision of free basic electricity, implementation of credit control measures and municipal by-laws; **Naledi Local Municipality**: service delivery, provision of housing and dysfunctional ward committees; **Matjhabeng Local Municipality**: billing system, provision of water and sanitation, local economic development, and skills development; **Moqhaka Local Municipality**: provision of water and sanitation, eradication of bucket system, electrification of RDP houses and upgrading of the infrastructure (SALGA, 2005:103).

Nel, Kirsten, Swanepoel, Erasmus & Poisat (2008:476) assert that the benefits of education, training and development for an organization are that they lead to improved profitability, improve job knowledge and skills, help people identify with organizational goals, lead to more effective decision-making and problem-solving, and aid in increasing productivity or quality of work. Benefits for an individual in turn are that they help an individual in eliminating fear in attempting new tasks, increase job-satisfaction, develop a sense of growth in learning, and provide information for improving leadership, knowledge, communication skills, and attitudes.

A shocking, but expected 53 percent of Free State province municipalities that have been audited for 2006-2007 financial year by the Auditor-General of South Africa have received a disclaimer audit opinion. In 74 percent of the municipalities audited in the province, officials were not readily available to address audit-related matters. A total of 78 percent of documents detailing the expenditure by municipalities were not available during audits. The most important challenges were how the municipalities dealt with the lack of adequate internal controls, lack of capacity and compliance to legislation such as the

Municipal Finance Management Act, the Auditor-General of South Africa, said that municipalities that have better capacity in terms of skills and other factors ought to perform better (Express, 2008:3).

Free State municipalities that received a disclaimer opinion were Dihlabeng, Masilonyane, Matjhabeng, Mohokare, Moqhaka, Nala, Naledi, Ngwathe, and Nketoane as well as Thabo Mofutsanyane District Municipality. Audits for Mafube, Tokologo, Phumelela, Maluti-a-Phofung, Letsemeng local municipalities as well as the Xhariep District Municipality could not be finalized due to various reasons such as unavailability of managers who were expected to give information. The Tswelopele Local Municipality received an unqualified opinion (Express, 2008:4).

Local government faces the most persistent spate of violent protests since the end of apartheid, culminating in the sad and unnecessary death of a councilor in July 2007. These projects indicate a deep dissatisfaction with municipal performance. They appear to be directed at poor service delivery, unresponsive decision-making and ‘conspicuous consumption’ or even corruption on the part of appointed municipal officials. The pursuit of a violent outlet for these frustrations is a flagrant and intolerable abuse of the freedom to demonstrate but it also shows that renewed efforts at reconnecting communities with their municipalities are necessary (SALGA, 2005:2). There is the issue of capacity problems associated with lack of training and skills development in municipalities that needs to be addressed. The grueling transformation and consolidation process over a ten year period was inevitably accompanied by transformation fatigue characterized by degrees of organizational stress, conflict, and a high degree of staff turnover and loss of capacity (Allan, 2006:34).

In conclusion, there are various challenges of poor performance by municipalities that are caused by inadequate training and skills development of personnel. For example:

- ensuring that there are job-creating programmes in municipalities;

- effective provision of basic services to the poor;
- cutting-down on wastage and making sure that municipal resources are maximised so that they have impact on the lives of the people;
- preparing and implementing effective Integrated Development Plans (IDPs) for municipalities;
- making effective utilisation of municipal service partnerships as an instrument to provide municipalities with greater flexibility in addressing service delivery needs of the people;
- making effective use of Local Economic Development (LED) initiative as an instrument of attracting big capital for municipalities;
- hazards and disasters such as storm water and soil erosion threaten a number of municipalities in the Free State Province because they are not properly managed due to scarce knowledge in disaster management;
- projects meant for job creation and poverty alleviation are stagnating due to lack of expertise in project management; and
- reports meant for Auditor-General on a number of municipalities are replete with cases of unauthorized, irregular and wasteful expenditure (Allan, 2006:42).

The scenarios above are problems that need research of this nature to help close intellectual gaps required for improving performance in municipalities in the Free State Province municipalities.

### **1.3 VALUE OF THE STUDY**

The role of the Department of Provincial and Local Government in South Africa has become central to improving the quality of governance, enhancing service delivery and enabling development. Despite the Constitutional mandates given to municipalities to provide effective services to address the daily needs and challenges of the people, effective service delivery has been hampered in many municipalities in South Africa. It is therefore important to study the benefits that adequate training and skills development have for organisations and individuals

and note how these can help build capacity that would enhance performance in municipalities in the Free State Province municipalities.

This study will contribute to the body of knowledge of training and skills development in public management and also encourage training and the development of skills of personnel in municipalities. The study will promote the use of training and skills development as tools to improve performance in municipalities. Lastly this study will highlight the importance of human resource development by municipalities.

#### **1.4 RESEARCH QUESTIONS**

In relation to the problem statement outlined above, the following research questions can be postulated:

- What is training, skills development and performance management?
- What legislation and regulatory frameworks exist in order to promote training, skills development and performance management in South Africa?
- What structures and functions exist in South African municipalities for training, skills development and performance management?
- To what extent are training, skills development and performance management implemented in municipalities in the Free State Province municipalities?
- What are the effects of adequate training and skills development on performance in the Free State Province municipalities?
- To what extent is performance management monitored and controlled in the Free State municipalities?
- What can be done to ensure that training and skills development improve performance in the Free State Province municipalities?

#### **1.5 RESEARCH OBJECTIVES**

The proposed research will focus on the following objectives:

- To conceptualize the concepts of training, skills development and performance management.

- To analyse legislation and regulatory frameworks that exist in order to promote training, skills development and performance management in South Africa.
- To assess the structures and functions that exist in South African municipalities for training, skills development and performance management.
- To find out an extent to which training, skills development and performance management are implemented in the Free State Province municipalities, and further provide practical ways in which they can be effectively implemented.
- To analyse the effects of adequate training and skills development on performance in the Free State Province municipalities and offer other effective training strategies that can be used to improve performance in the Free State municipalities.
- To find out an extent to which performance management is monitored and controlled in the Free State Province municipalities, and to provide effective processes, procedures and tools that can be used in municipalities in the Free State to monitor and control performance management.
- To offer recommendations that will assist municipalities in the Free State to use training and skills development to enhance good performance.

## **1.6 RESEARCH QUESTION**

The research question for this study is as follows:

To what extent and in which ways will adequate training and skills development of personnel in the Free State Province municipalities enhance performance in specific functional areas?

## **1.7 RESEARCH METHOD**

The research will entail a literature study and empirical methodology. A combination of qualitative and quantitative research approaches be used in this research. De Vos, Strydom, Fouché & Delpont (2205:362) state that methodological triangulation denotes the use of multiple methods to study a single topic. For example combining quantitative and qualitative methods in a single study.

The questionnaires which will comprise structured questions will be expected:

- To collect primary data from hundred (100) managers out of plus minus hundred and fifty ( $\pm 300$ ) managers, namely, municipal managers, managers of corporate services, managers of human resources, managers of technical services, managers of community services, chief financial officers (CFOs) and sectional supervisors. This sample will be drawn from a population of senior managers in the twenty five (25) in the Free State Province municipalities (see addendum D). The sample will be randomly selected. These managers will be expected to give their views regarding their performance after training and skills development programmes were provided to them.
- To collect primary data from five hundred (500) frontline staff out of plus minus six thousand five-hundred ( $\pm 6500$ ) frontline staff, namely, administrative staff, clerks, cashiers and secretaries. This sample will be drawn from a population of frontline staff in the twenty five (25) in the Free State Province municipalities (see addendum D). The sample will be randomly selected. The frontline staff will be expected to give their views regarding their performance after training and skills development programmes were provided to them.

The researcher will also conduct an interview with one focused individual at each of the (5) district municipalities in the Free State Province (see addendum E), namely, Xhariep, Lejweleputswa, Thabo Mofutsanyane, Fezile Dabi and Motheo. The objective of the individual interviews will be to supplement the data collected in the administration of the questionnaires in an effort to find out why municipal managers, supervisors and frontline staff in municipalities felt as they did about training, skills development and performance in the Free State Province municipalities.

### **1.7.1 Participant Observation**

Participant observations will also be used to collect data. The researcher is a Senior Education Specialist who has been involved in training and skills

development programmes in his work environment with the Department of Education Adult Basic Education and Training Directorate.

## **1.8 SEQUENCE OF CHAPTERS**

The proposed chapter outline of the study is as follows:

- Chapter 1: Introduction and scope of study
- Chapter 2: Training and skills development as human resource functions
- Chapter 3: Training and skills development in municipalities
- Chapter 4: Performance management in municipalities
- Chapter 5: Performance monitoring and evaluation in municipalities
- Chapter 6: Empirical research design
- Chapter 7: Data analysis and interpretation of results
- Chapter 8: Summary, findings and recommendations

## **1.9 SUMMARY**

In this chapter the scope of the study was discussed. The problem statement, value of the study, research questions, research objectives, and research hypothesis and research method were also discussed in this chapter. The chapters were also outlined in this chapter. The next chapter will discuss training and skills development as human resource functions.

## **CHAPTER 2: TRAINING AND SKILLS DEVELOPMENT AS HUMAN RESOURCE FUNCTIONS**

### **2.1 INTRODUCTION**

Chapter two provides a theoretical foundation on which the rest of the study can be build. The focus in analysing the theory of training and skills development is to identify the need for training and skills development. The chapter begins with the definition of training and skills development as well as legislation that governs training and skills development in government institutions in South Africa. Need for training, competency based training, training and human resources, strategic training and development, and the high impact training model are also discussed in this chapter.

#### **2.1.1 Conceptualising training and development**

Training and development, predominantly based on intellectual or cognitive processes, are among the oldest and mostly used organisational development interventions. There is a difference between training in general and training as a strategy to develop an organization. Training as a strategy to develop an organization concentrates on transforming skills and knowledge of the workforce in order to make them effective in doing their job. Training in most cases refers to the development of the human resource of an organization whereas management development has to do with the improvement of the managers' skills in managing the organization (Geldenhuys & Cilliers, 2008:221). According to Erasmus & Van Dyk (1999:3) the concept of development has to do with the development of the human skill to do the job rather than the development of the human being in totality. Employee development focuses on providing opportunities for employees to be able to learn in their work situation. In an organisation, the development of employees has to be planned in such a way that training programmes are developed in order to cater for employees' needs in an organisation.

## **2.2 TRAINING AND DEVELOPMENT DEFINED**

Gibb (2002:5) wrote that training is concerned with learning undertaken for the development of skills for work and in work, and to promote effective performance in a job or role. Training differs from education and development. Education is a form of learning that occurs in an educational institution in order to pursue a particular qualification, and therefore a career at a later stage. Development aims at changing the person in totality and not only their knowledge or skills. In the work and organisation context, development is most often used to describe learning for managers and professionals, employees are trained, managers and professionals are developed. In today's organisations where the development of individuals has become an imperative in order to enhance good performance, the concept of development has become every employee's business and not just that one for managers and professionals. Learning to do one's job in an organisation has become important for everybody.

According to Smith & Sadler-Smith (2006:2) training is considered as a specific tool through which all learning related tasks can be achieved and mastered.

'Development' is a process that takes place over the long term in order to improve the capacity of professional people, thus making them effective in their jobs, based on knowledge and skills that they have already acquired. Human resource development (HRD) is defined as a broad activity that aims at creating purpose and meaning for an organisation by increasing the level of performance and achievement, thus making individuals effective in doing their work (Smith & Sadler-Smith, 2006:3).

Erasmus & Van Dyk (1999:2-3) wrote that training can be regarded as a systematic and planned process to change the knowledge, skills, and behaviour of employees in such a way that organisational objectives are achieved. Training focuses on doing the tasks in an organisation so that objectives are met. It has to do with how work is done in an organisation. Training improves the job performance of employees in an organisation. Training is offered usually when current work standards are not maintained, and when the situation can be ascribed

to a lack of knowledge and/or skills and/or poor attitudes among individual employees or groups in an organisation. Training can also be introduced in an organisation when new systems such as technology are introduced in an organisation. This may be because new skills are needed or would be needed in order to meet new changes that might occur in an organisation.

Training (something an organisation provides for employees) focuses on the event, whereas learning puts emphasis on the learner to apply the new information. Training has to do with what the trainer does to the trainee and learning concerns what the learner does to himself or herself through organisational assistance so that the learner is enabled to do his or her work successfully. Training activities find their expression in the process of instruction and by repeating specific skills that a person may not transfer to new job situations. Training is necessary if an individual wants unusual skills and knowledge (Bailey, 2008:48).

Mampane and Ababio (2010:176-177) view training as an important tool for the development of the human resource in an organisation. In other words, the development of the knowledge and skills of employees can be done through training. The training of employees must focus mostly on the tasks that they are doing, and it must also enhance their ability to perform towards the achievement of the goals of an organisation.

In addition to the above definitions of training and development, it could be said that in general, training is a collection of activities which enable the organisation to achieve its goals. An organisation therefore has to enable, empower and develop the full potential of its employees so that its objectives can be achieved. Training in organisations has to change the skill and knowledge of employees and this means that learning opportunities have to be created so that employees can increase their capacity to do job tasks that are given within an organisation.

## 2.3 NEED FOR TRAINING AND SKILLS DEVELOPMENT

Botha (2000:5) argues that the South African organisations are faced with the challenge of ensuring that they become competent in producing services and products of high quality at prices expected by the markets that are competing with each other. South African organisations will therefore need to change towards adopting the standards of organisations that perform at high levels. The World Competitiveness Reports published by the IMD (Institute for Management Development) located in Switzerland indicate that South African organisations still fall behind when it comes to meeting new challenges emerging in the world markets. These reports suggest that South African organisations do not take the issues of training and development as priorities for their human resources.

### 2.3.1 Requirements for training and skills development

Hattingh (2000:181-183) argues that it is required of training institutions and education and training development initiatives to address the following important issues:

- **Learning programmes in support of organisational development:** For example, an intervention to change the culture must be supported by management learning programmes that address new management styles which reflect the new culture. Such learning programmes should be designed as part of the overall organisational development (OD) planning process, to ensure that they support and enhance the process.
- **Collaboration and partnership:** There should be greater collaboration between ETD practitioners, line managers, employee representatives such as trade unions or training committees, OD practitioners, learners and all stakeholders involved in efforts to improve organisational effectiveness. They should participate in identifying learning needs as well as the design and implementation of appropriate solutions.
- **Customisation:** All interventions should be based on an analysis of the particular organisational needs to ensure that the solution is customised. For example, a 'cookie cutter approach' in which each management problem is addressed through

the same “situational leadership management course”, will simply not address real organisational needs. The business context must be built into the planning, implementation, assessment and evaluation processes.

- **Empowerment:** The goal of learning strategies should shift towards enabling the client system to solve its problems on its own by teaching the skills and knowledge of continuous learning. The ETD function therefore includes developing the skills, at all levels of the organisation, to identify performance problem areas, as well as to design and implement solutions with the assistance of ETD and OD practitioners where necessary.
- **Continuous Processes:** Learning strategies can no longer be planned as isolated events with clear beginning and endings as organisational improvement is an ongoing process. The main aim of OD and ETD should be to assist organisations to cope with the continuously changing workplace and external environments. This supports the concept of life-long learning.
- **Contributing to organisational change:** The core business of ETD and OD is change: that is, changing individuals and organisations in order to improve organisational effectiveness. This is especially critical in times of discontinuous and unpredictable change, when employees and organisations need to be continuously learning, unlearning and relearning in order to reinvent themselves.
- **Changing organisational culture:** Learning strategies should support OD efforts to change the culture of individuals and the organisation. A critical element of changing organisational culture is therefore the unlearning of outdated assumptions, values and behaviours and relearning new rules for coping with changed environments.
- **Creating learning organisations with a learning culture:** Continuous change requires continuous learning strategies, which is why organisations need to become learning organisations. Learning organisations build and develop the continuous and enhanced capacity to learn and adapt at individual, group and organisational level so that learning becomes embedded in the culture, beliefs and practices of the organisation and its members.

- **Change coalition:** There should be recognition that ETD and organisational development (OD) will add value to one another through greater cooperation and convergence, and thereby enhance the effectiveness and impact of change interventions on the organisation. Any attempt to address an organisation-wide problem or to bring about a change in culture, should plan for a ‘coalition’ between the ETD departments, the OD practitioner, knowledge management and strategic planners, and other change agents.

According to Singh (2010:47-55) apart from human resource development challenges of training, leadership, and retention facing the Public Service, career development has also emerged as a challenge. Recent reports of the Public Service Commission allude to a lack of overall career planning and career development opportunities. Career development refers to the preparation of employees mentally and socially in particular and specific careers within their work situation. As such, career development involves the person’s creation of a career pattern, decision-making style, integration of life roles, values expression, and life role self-concepts. Methods that can be used to promote the development of careers for the workforce could include the establishment of a plan to develop careers, and the involvement of employees into career programmes through counselling, mentoring and coaching.

It could also be concluded that the overall requirements for training are to enable employees in organisations to learn to work with new systems and procedures, to produce employees who are knowledgeable, to make employees confident in doing their work and to make organisations to produce quality services. Therefore, training has a role to play in adding value to an organisation and in ensuring greater profitability within an organisation.

### **2.3.2 The concept of the learning organisation**

Smith & Sadler-Smith (2006:19) define the ‘Learning Organisation’ as an institution that motivates employees to learn more knowledge and skill of the work that they are doing. It is also a place in which employees are provided with

opportunities to increase their capacity of doing their work. What is also interesting about the learning organisation is that it increases the level of performance of employees and at the same time it researches new approaches of doing the organisational work in order to achieve set objectives.

### **2.3.2.1 Characteristics of the learning organisation**

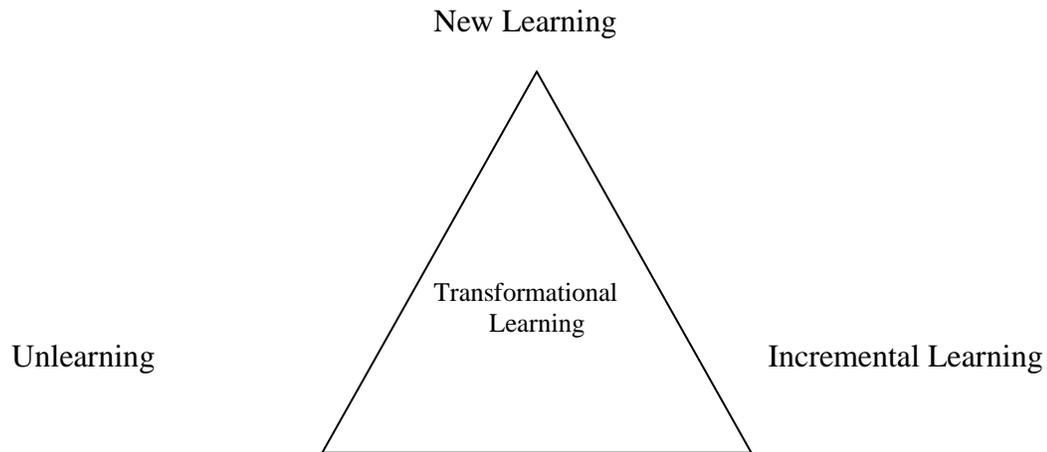
Erasmus et al.(2006:262) indicate that other important aspects and characteristics of learning organisations are the following:

- The learning organisation ensures that employees know, collaborate and contribute to the vision of the organisation;
- it merges theory and practice and also strives for quality, innovation and improvement of performance;
- it searches for talent by ensuring that learning and education are put as priorities for an organisation;
- it capacitates employees and increases their knowledge and skills;
- it learns new ways of doing things and does away with old methods of doing things;
- it trains and educates employees for the future challenges of the organisation;
- the learning organisation strives to merge task and people factors. In a learning organisation, the needs of the employees are from time to time identified and analysed so that at the end, they are aligned with those of the organisation;
- learning is an integrated, continuous, strategically used process; and
- systems' thinking is fundamental in learning organisations.

### **2.3.2.2 Types of learning opportunities**

Meyer (2000:258) posits that in organisations, employees of different types are provided with a variety of training opportunities. Different employees have to make a choice between different types of learning that take place in their organisations depending also on circumstances in which they find themselves. Figure 2.1 below shows the four types of learning in organisations:

**Figure 2.1** Types of learning



Source: Meyer (2000:258)

The types of learning are explained in the following paragraphs:

- **New learning**

New learning occurs when learners learn new skills that they have not been exposed to before. The learner enters the learning experience with an open mind without specific expectations or preconceived ideas. For example, human resource managers attend a workshop on the Skills Development Act no 97 of 1998 because they do not have knowledge or skills to implement this new legislation.

- **Incremental learning**

This type of learning occurs when people want to build on existing knowledge and skills. In other words, a particular skill is developed or refined. For example, a salesperson has mastered selling skills, but he/she is now required to develop more skills to integrate customer service after each sale.

- **Unlearning**

The rate of change in the public service environment today necessitates that employees must sometimes unlearn what they know. In unlearning, what a person has known before becomes obsolete and is forgotten to make room for something new. For example, a new computer package will require that employees unlearn certain habits they used in the old package.

- **Transformational learning**

This is the most powerful of all the types of learning. New knowledge transforms the worldview of the learner in a significant way. In practice it often means that the culture of the organisation will change. For example, due to the adoption of a quality management system, employees need to learn to see the customer, rather than their supervisor, as the centre of the business. The OD practitioner plays a major role in ensuring that transformational learning takes place.

In addition, it is argued that in order to establish learning organisations in the South African public sector, the mind-set of managers and employees has to change. There should be awareness that resistance to change blocks all efforts to transform organisations into learning institutions. Legislation promulgated for human resource development in South Africa calls for the change of culture in organisations, and this suggests that managers and employees in organisations must abandon their old way of doing things in order to transform organisations into learning organisations. It is therefore required of managers in organisations to develop plans and strategies, design interventions and systems that would ensure that the human resources are developed in a way that will enable them to meet new challenges facing South African organisations.

## **2.4 COMPETENCY-BASED TRAINING**

Erasmus & Van Dyk (1999:148) point out that the main objectives of competency-based training is to equip employees with skills and knowledge that they need to carry out their daily tasks. The content of competency-based training should focus mainly on the jobs that employees do on a daily basis in order to achieve organisational objectives. Mawer (1999:146) argues that governments, industries and education and training sectors that intent to use competency-based training should attempt to emphasise the concept of competence as an important element and also skills that will ensure that employees are able to master new tasks that lie ahead. In Australia, for example, competence has been defined as: a specific and particular knowledge and skill that employees will be able to apply in

order to perform their duties up to the level that is required of them by their organisations.

Mawer (1999:147) contends that the word competency, emphasises the work expectations of an employee in an organisation and not on learning as a general concept, it concerns the transfer of learned skills and knowledge to new situations in the workplace.. This is a broad concept of competency in that all aspects of work performance, and not only narrow task skills, are included. It involves:

- that which is required of an individual in order to perform the job;
- the ability to plan, organise, lead and control the given tasks in the workplace;
- the ability to deal with crisis situations that emerge in the daily execution of an employee's job tasks; and
- the need to account and take responsibility in one's execution of job tasks.

It is clear from this discussion on competency-based-training that the focus when designing training curricula and other learning opportunities that it should only be based on knowledge or skills of an employee's job. This therefore means that after any training intervention, employees must be enable to see connections that help them transfer their job training to the job in ways that result in competent performance. Competent performance has to be measured through completion of given tasks, meeting of time-frames for doing tasks, quality output at the end of doing tasks, and timely feedback. Training for competency must meet all these requirements.

## **2.5 TRAINING VERSUS HUMAN RESOURCE DEVELOPMENT**

Human Resource Development (HRD) is defined by Smith & Sadler-Smith (2006:2) as an integrated process that aims at providing an organisation with a clear purpose and meaning for its own existence. It also establishes standards that an organisation must meet in order to gain higher levels of performance and achievement in response to the constantly changing workplace environment.

Gibb (2002:138) refers to the human resource development function as involving what is normally described as training and development, motivation and reward, the evaluation of the employees' jobs, recruitment process and career management in the work situation. All of these are processes that aim at managing the process of change in the workplace and also ensuring the development of an organisation.

According to Estep (2008:27) HRD is the integrated use of training and development, organisation development, and career development to improve the individual, group, and organisational effectiveness. With this definition Estep means the following:

- Integrated means that HRD is more than the sum of its parts. It does not treat training and development, or organisation development, or career development as independent processes from one another. It means the combination of all activities that aim at developing the skills of the workforce to an extent that it is able to achieve organisational objectives.
- Training and development focuses on identifying, assuring, and helping development, through planning, learning the key competencies that enable individuals to perform current or future jobs. The primary objective of training and development is to capacitate an individual to do the job. The training of employees has to be planned in such a way that it can be achieved through on-the-job training and coaching approaches.
- The process of developing employees helps in that it allows for different units in an organisation to work together in managing the process of change. Organisation development's primary emphasis is on relationships and processes between and among individuals and groups. The main objective of the training and development initiative is to change the behaviour of employees so that they can also contribute to the development of an organisation.
- Career development has to do with the merging of individual career plans with the organisational career management process so that they are in line with the needs of both individual employees and the needs of the organisation. Career

development empowers an individual who has to play a specific role in his work environment. It aims to ensure that an individual fits in well with the work that he/she has to do in an organisation.

- To improve individual, group, and organisational effectiveness means that HRD is purposeful. It is instrumental in achieving the higher goals. Because of HRD, people and organisations are more effective and contribute more value to products and services and the cost-benefit equation improves.

Another development in HRD in the 1990s was the introduction of the concept of the 'learning organisation'. A learning organisation commits itself to disciplines that will allow it to develop its learning capacity to create its future. Ideas underlying the learning organisation are systems thinking, mental models, personal mastery, and shared vision and dialogue (Willmore, 2008:33).

From the above discussion on training and human resource development, it could be concluded that training and human resource development are not concepts that must be used interchangeably. Human resource development is a holistic strategy aiming at developing good performance in organisations, and in so doing, it can use training as an instrument to achieve organisational effectiveness. It should also be noted that human resource development must use different strategies, address particular needs and be based on certain learning outcomes in order to improve effectiveness in organisations. By using only training as a strategy to improve effectiveness, the human resource development intervention may not succeed to create high performance in organisations. Training will have to be supported by other human resources development strategies such as mentoring and coaching.

### **2.5.1 Why the focus on skills development and training in organisations?**

There is pressure for skills development and learning in organisations simply to deal with significantly reduced workforces or the need to keep up with higher quality standards and technological advancements. There is now wide recognition of the critical role of skills development and learning to the survival

of organisations and economies. Extensive national and international enquiries have come to remarkably similar conclusions. For example, a 2000 study by the (OECD) Organisation for Economic Co-operation and Development examining industry training in the United States of America, Sweden and Australia concluded that further education, skills development and training are becoming critical for sustained economic growth and transforming that growth into social progress (Wick, Pollock, Jefferson & Flanagan, 2006:9).

Rees (2005:148) argues that training and skills development have become so important in organisations in order for them to be able to compete in the market, to individuals in order to make them to be in a position to get employment and for salary increases, and to society as a whole in order to enable it to access the benefits and opportunities that will make it competent. According to Brockbank (2006:13) in a practical way it is clear that there is a shortage of skill in organisations especially at this time when there are changes taking place in the manner of doing work. A Canadian survey of 600 managers, for example, found that ‘about one third of business reported serious difficulties in areas such as the introduction of new technologies, product quality and productivity because of a lack of training and skills development in the labour force. As part of applying a continuous improvement model to all aspects of their work, ‘best practice workplaces’ often critically review their communication management and skills development practices to ensure they are consistent with the new priorities and directions. This model of organisational learning goes beyond the digestion of nationally accredited training packages by attempting to integrate formal and informal learning into daily work.

### **2.5.2 Skill gap in organisations**

Bingham (2008:800) points out that organisations are unable to grow because the skills that they require to do work is little even from employees who are new from institutions of higher learning. Knowledge, skill, and experience are gradually becoming scarce in organisations around the world. At the United States of America Social Security Administration (SSA), more than half the managers will

be eligible to retire by 2015. The agency is using communities of practice and building databases to help stem the tide of departing knowledge while also building the skills needed to achieve future goals. Table 2.1 shows perceived gaps in these skills:

**Table 2.1 Perceived skill gap**

<b>Skill Gap</b>	<b>Percent</b>
Managerial and supervisory skills	55
Communication and interpersonal skills	51
Process and project management skills	45
Leadership and executive-level skills	27
Technical, IT, and systems skills	23
Customer service skills	20
Professional or industry-specific skills	19
Sales skills	17
Basic skills	11

Source: Bingham (2008:801)

### **2.5.3 Building a learning culture in organisations**

Many organisations are gradually creating a new culture of learning. This means that they want to instill in their employees the desire to learn new skills that will enable them to respond to new changes that take place in organisations. A learning culture is one in which employees constantly learn so that they will be able to meet the new demands in their workplace. A learning culture is in place when all people in the organisation feel that it is important to learn while doing one's work and when learning is put as a priority everyday when people work (Haneberg, 2008:630).

Important indicators of a learning culture are the following:

- People are curious and adventurous. They value material exploration. To what degree does the work environment encourage people to be envious and adventurous at work?;
- People are allowed and encouraged to experiment. People believe it is safe to venture out and explore (within limits). Can people try new ways and approaches?'

- The work environment is stimulating-sensual. The sights, sounds, smells, and textures are interesting and joyful;
- People at all levels seek and embrace learning in a variety of forms. This is the most telling clue. What level of participation is there in a development programme?
- The workplace is intrinsically rewarding. When people are self-motivated, they seek more learning and development;
- The institution is proactive about succession. It develops and promotes its people;
- The institution has a focus on innovation – in all functional and at all levels; and
- The institution embraces omnimodal learning and communication with the person, over the web, virtual, formal, informal, one-on-one, group, as part of regular meetings, separate courses, on site and off site (Haneberg, 2008:637).

#### **2.5.4 Coaching versus training**

Finnerty (2008:363) asserts that coaching and training serve different purposes. Training builds skill and imparts knowledge. Coaching may also build skill and impart knowledge. This stresses the idea that coaching is a method that focuses on the needs of an individual or a team. The interventions of coaching are done in accordance with the needs of the employee, the organisation and the prevailing situation. The purpose, for example, may be to motivate an employee to work, to help the client to develop alternatives and more productive choices to resolve a situation or create a desired outcome. Coaching in the workplace intends to help the individual to increase his knowledge and skill to do the job and to help the organisation to achieve its vision and goals.

Coaching is intended to improve skills and ultimately workplace performance. Coaching is typically more finite. This view emphasises that coaching programmes are time-bound and specifically focus on particular goals set for a particular type of work. Coaching is a kind of training that is practically applied and it addresses the improvement of performance of an individual. Coaching is about change, and it is impossible to foster change unless one gets at the root

cause of problems and consider the context in which the person works (Bacon & Spear, 2003:9).

Molen and Schwella (2010:28) argue that the most important elements of coaching are the following:

- coaching is a planned and systematic programme;
- the coach must give clear direction and guidance;
- the one who is coached must learn a particular skill;
- the skills must be applied and implemented in the workplace; and
- clear defined performance goals and outcomes must be achieved over a specific time-frame.

### **2.5.5 Action learning and skills development**

Wick et al. (2006:77) argue that the present focus on action learning shows how important it is to learn in order to apply knowledge and skill. Because action learning takes place in the context of real work, its relevance and utility are immediately clear. As a result, it is easier to transfer lessons of action learning to new problems than to apply theories from traditional classroom instruction. The problem with action learning is that if it is not carefully managed, it turns into a task in which too much action is done but little learning takes place. Action learning can be an effective method if what has to be learned is carefully planned. Time has to be made in order to reflect on what has been learnt and also to make a balance between actions and learning.

Erasmus et al.(2006:10) point out that action learning has to do with the study of problems and solutions by managers in a real work situation. This method gives a challenge which at the end motivates and requires that problems be changed into opportunities. Thiagaragan (2008z;328), asserts that action learning is an approach in which a team combine its actions with how they reflect on the way they solve difficult and strategic problems in their work situation. The facilitator helps participants to effectively apply their current skills and knowledge and to create new skills, knowledge and insights by continuously reflecting on and

questioning the problem definition, the problem-solving processes, and the ensuing results.

Learning programmes in action learning are learner-centred, multi-disciplinary, self-determined and practical. This means that the lecturer does not only give instructions in the classroom but the learner does most of the work. Both the learner and the lecturer are participants in this type of learning. Learners and the lecturer discuss, the lecturer coaches and gives support to learners, and the lecturer acts as a mentor. Learners are not just passive but active in the classroom. Instead of being silent in the classroom, learners ask questions, they debate and argue. If a learning programme is dealing with specific organisational issues, it is designed in such a way that it still maintains classroom teaching and learning approach (Kagan, 2005:16).

#### **2.5.6 Mentoring and skills development**

Mentoring has been defined as ‘a relationship between two people with learning and development as its purpose’. Mentoring functions were identified in the mentoring literature as:

- learning technical skills and knowledge;
- learning the current job;
- learning organisational culture;
- learning organisational policies; and
- preparation for a future job (Brockbank, 2006:63).

Mentoring is a dynamic and reciprocal relationship in a work environment whereby a more experienced, skilled, advanced and seasoned career incumbent (the mentor) helps a less experienced person (the protégé – who is not his direct subordinate) who has development potential to develop in some specified capacity to promote his or her personal and professional development. The content includes the offering of advice, information and/or guidance on values and character development, as well as career and skills development (Geldenhuys & Cilliers, 2008:223).

According to Brockbank (2006:64-75) functionalist mentoring can be defined as a process with a purpose to arrive at the results that have been agreed upon between the mentor and the person who is being mentored. At times the purpose that has been agreed upon may be agreed to or not be agreed to by the person who is being mentored. In engagement mentoring, the purpose that must be reached is being prescribed to the one who is being mentored. At times the one who is being mentored may not be aware of the purpose. Evolutionary mentoring is an agreed activity in which the one who is being mentored is the one who takes an initiative to strive to reach the goals. This form of mentoring yields results with change.

The range of learning outcomes in mentoring are identified as traditional, transitional and transformational, and these are defined as follows:

- Traditional learning is learning how to do things, by being taught or observing;
- transitional learning aims to empower people to do things differently and to improve their situations; and
- transformational learning is a learning process that completely changes how a person views things, and it gives a person a new understanding of how things are learnt (Brockbank, 2006:78).

It is clear from the above discussion on coaching, action learning and mentoring that these forms of training put emphasis on skills acquisition and that they are all work-based. They are strategies that can be used for human resource development in organisations and to create learning organisations in the South African public sector. It is important to note that both coaching, action-learning and mentoring require a specialist to do the training and this has serious financial implications for organisations in that specialists need to be recruited or hired to do the training. The differences in the three approaches can be noted as follows, it is argued, the focus of coaching is seen to be on the individual job and performance, the focus of mentoring is seen to be on individual careers and individual growth, while action-learning is seen to be focusing more on organisational objectives. At the end of it all, all the three approaches have a similarity in that they contribute

to the overall organisational competence and also at improving organisational performance.

### **2.5.7 On-the-job training**

Estep (2008:10) points out that on-the-job-training is an old method of training where a person who knows the job is showing the one who does not know the job how things are done. On-the-job-training is mostly used even today because it is a simple approach, an employee who knows the job is tasked to induct the one who does not know how to do the job. Again, on-the-job-training simplifies the problems of transferring what has been learnt because it is done within the job context, and as a result the learner understands better how learning is applied to the work that is being done.

Nel, Werner, Haasbroek, Poisat, Sono & Schults (2008:465) state that on-the-job-training is a planned method that has been designed in such a way that at the end of training an employee must be assessed while the job is being done. In most cases it takes longer and a specific job criteria has to be set. Employees could also learn continuously and over a long period. Their immediate supervisors are usually directly responsible for the training of their subordinates. The methods that are used in on-the-job-training are in such a way that they enable the employees to learn at the same time that they are performing their job tasks. New employees work under the guidance of an experienced employee who can offer advice and suggestions for performing the job efficiently and effectively.

### **2.5.8 Off-the-job training**

Off-the-job training means the kind of training that is done outside the employee's workplace. It might still occur on site, or away from the work site, at a conference venue. Organisations use off-the-job-training differently and do not only use a method where the trainer is just giving a lecture on what has to be learnt. Other methods that can be used are a case study method, the incident method, role-playing, in-basket training, discussion groups (also called brainstorming and used for 'free wheeling'), sabbaticals, video tapes, vestibule

training, lecturers and continuous education programmes at educational institutions (the so-called ‘short-courses’ such as management development programmes offered at various universities’ business schools) Nel, Werner, Haasbroek, Poisat, Sono & Schultz, 2008:464).

### **2.5.9 Experiential learning**

Geldenhuis & Cilliers (2008:220) argue that skills that managers have do not make them successful managers but their capability to deal with the changing circumstances in their organisations can differentiate them as successful or not successful. To be successful managers need to explore and learn from their past successes and failures. This has to do with learning from their experiences and it explains exactly what experiential learning is all about.

Learning by experiencing and doing should continue throughout a person’s life. For example, participants will understand project management concepts through actually managing a project. They can understand the dynamics of the stock market through managing an imaginary portfolio. They can understand the problems faced by visually impaired people through participating in simulated blindness. The need for concrete experience does not diminish, but, with the capacity for abstract thinking, participants can now go from the experience to much higher order understanding (Silberman, 2008:314).

Experiential learning does not only improve how employees understand concepts but it also promotes skills development in organisations. Whenever you want participants to develop skills (for example, writing business memos, creating spreadsheets, operating a machine or interviewing job candidates), it is important to go beyond showing them how to do it. They must do it themselves, not just once but often, at first with the guidance of the trainer and then on their own (McCain, 2008:539).

It could be argued that in both on-the-job training, off-the-job training and experiential learning individuals get an opportunity to interact with their environment and in so doing, their human skills develop and new knowledge of

their work is created. In both three forms of learning experience plays a pivotal role in that for on-the-job training and off-the-job training an experienced person is needed to guide a novice and for experiential learning the learning that takes plays should also not contradict the beliefs and experience of learners. In all of these three forms of learning explanations and illustrations that are made during the learning processes should be linked to the prior learning experience of the learners.

#### **2.5.10 System thinking and training**

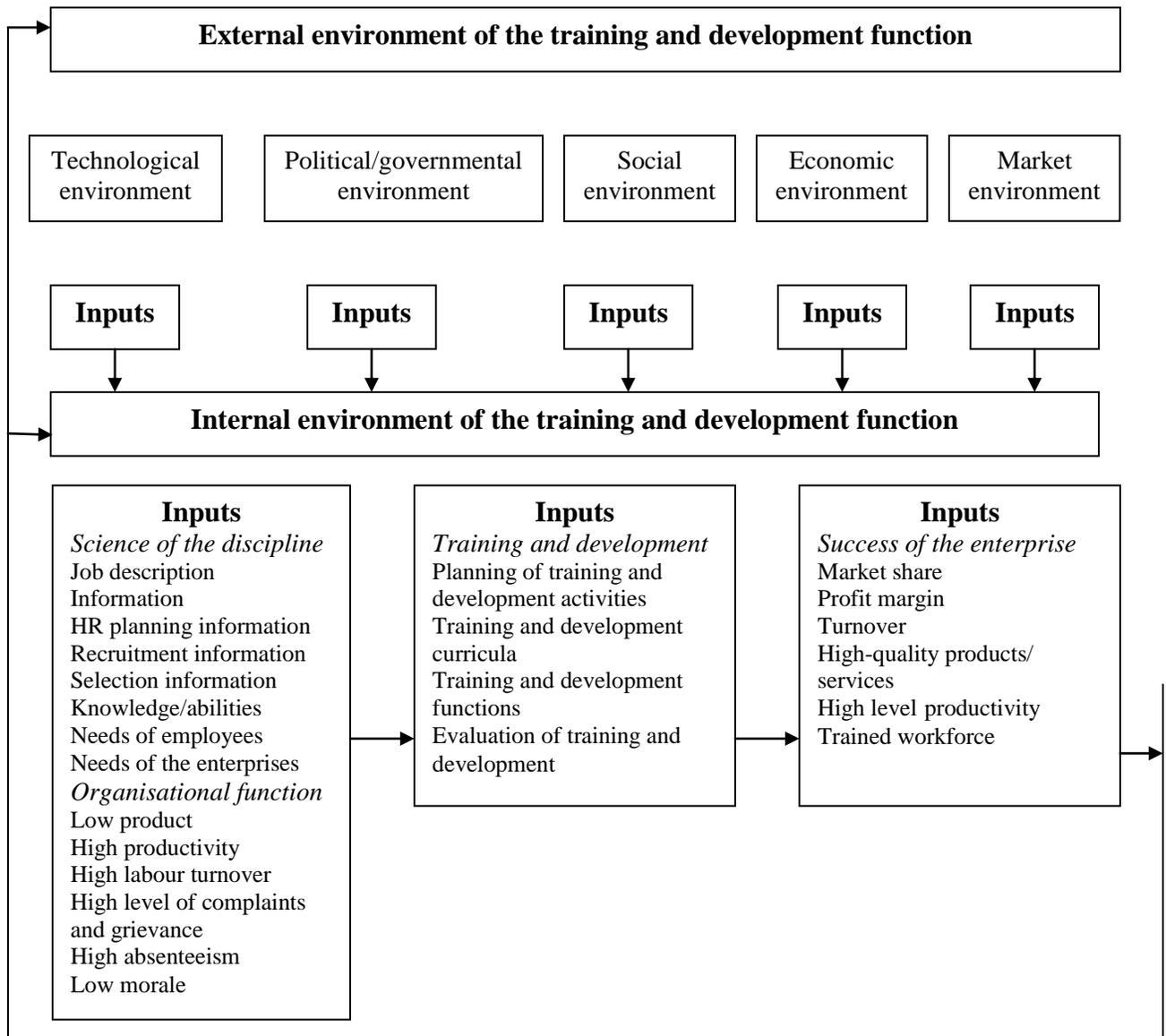
According to Erasmus et al.(2006:7) the training and technological environment can influence training in the following ways:

- A decline in market share;
- The changing needs of customers;
- Increased competition; and
- The latest technology.

The economic state of a country is also an important environmental input. If the demand for the product of an organisation rises, this implies, inter alia, that more employees will have to be employed and trained. Input for training and development from the internal environment of an organisation can be divided into two categories:

- Technical input; and
- organisational functioning (see figure 2.2 below):

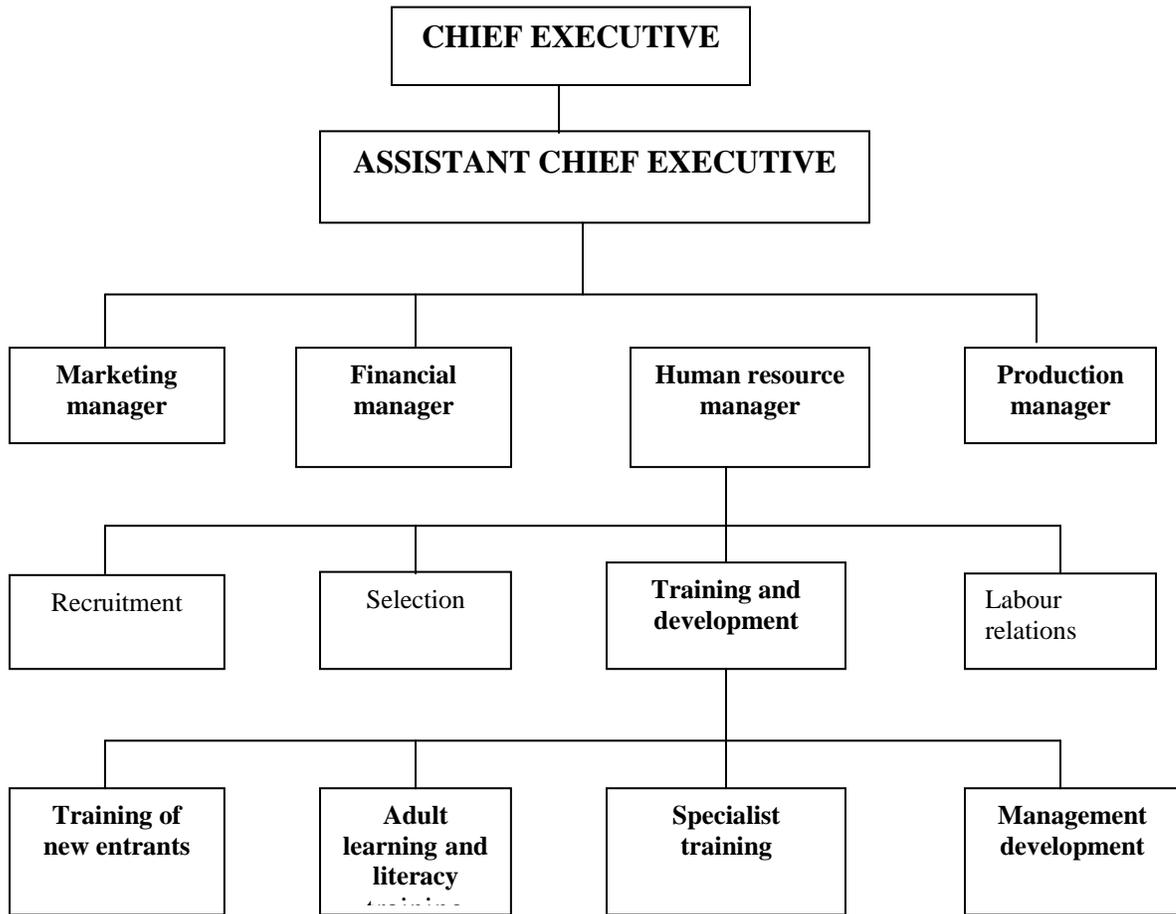
**Figure 2.2 Internal and external training development environment**



Source: Erasmus et al. (2006:9)

Erasmus et al.(2006:11) contend that training as a function forms part and parcel of human resources management function. It is a function that determines the training needs of employees, how these needs can be addressed, the technology that can be used to address these needs and finally how untrained personnel can be changed into trained personnel who can meet the objectives of the organisation (see figure 2.3 below).

**Figure 2.3 The place of training function in an enterprise**



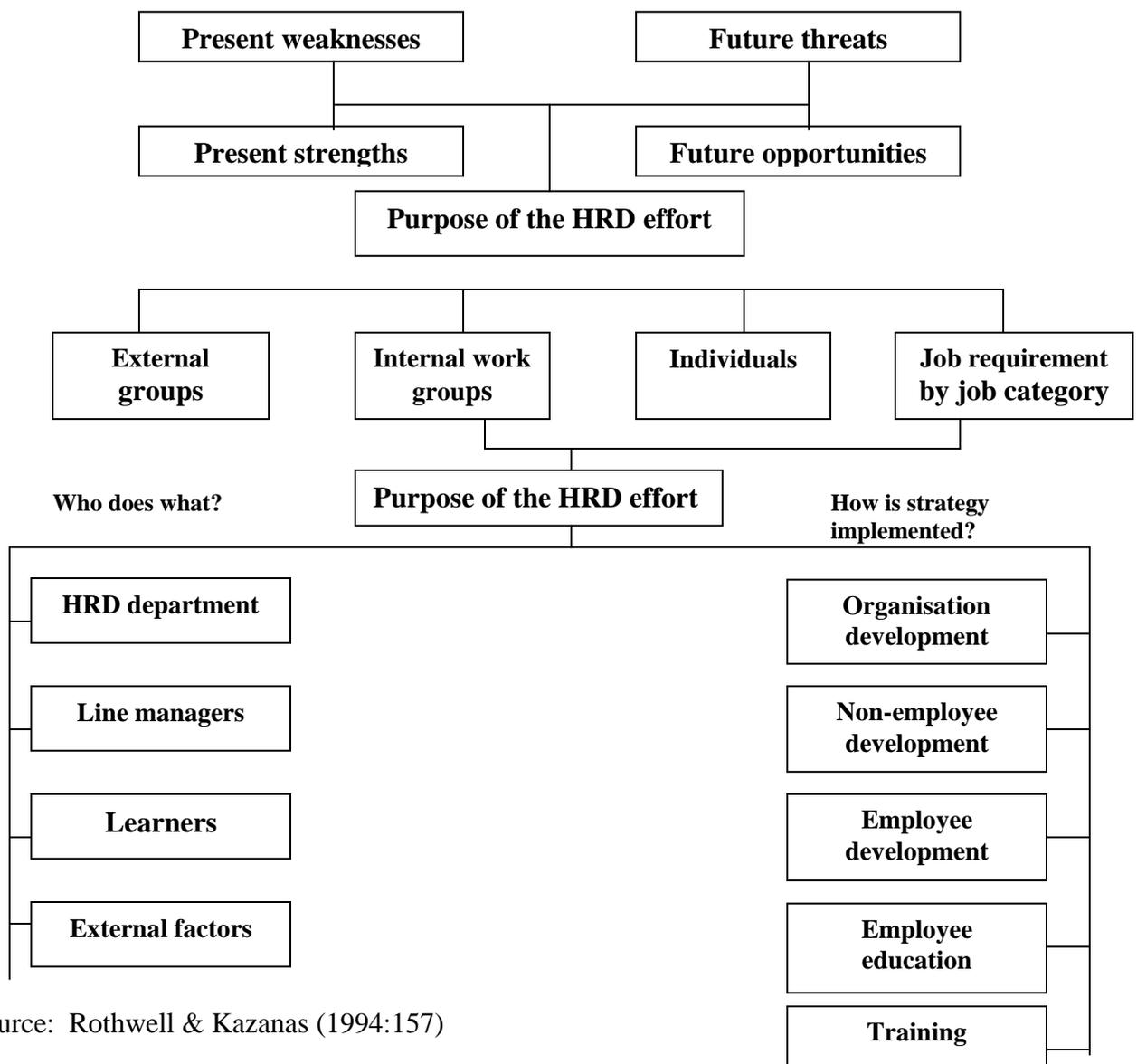
Source: Erasmus et al.(2006:12)

It is argued that systems thinking in training implies that managers in organisations must work together when training interventions are decided. Managers in different units of an organisation must all aim at training that ensures that same immediate values, mission and vision of an organisation are attained. This requires teamwork amongst the managers within an organisation. Training of a high level order can be easily attained when all managers in an organisation bring together their ideas and contributions than when individual managers decide training interventions alone in their separate units or departments.

## 2.6 STRATEGIC TRAINING AND DEVELOPMENT

Erasmus & Van Dyk (1999:52) state that strategic human resource development (SHRA) means the process that transforms the organisation internally and externally and the people around the organisation through planned learning, so that they can acquire skills and knowledge that is needed for the future functioning of the organisation. SHRD aligns the strategic business plan and the human resource plan of an organisation. Figure 2.4 below shows an organisational strategy for human resource development.

**Figure 2.4 Organisational Strategies for Human Resource Development**



Source: Rothwell & Kazanas (1994:157)

It is here argued that strategic training and development implies that those who plan the training in organisations have to be proactive. By this it is meant that planners for training in organisations must be able to define the future of their organisations so that the training interventions that they decide upon match the future circumstances that the organisation may find itself facing. In this way, the kind of training that is embarked upon must position the organisation to take advantage of new opportunities and to be able to withstand potential threats. Training interventions have to be aligned so that they support the strategies that the organisation is using.

### **2.6.1 Responsibility for training and development in an organisation**

Carrel, Grobler, Elbert, Hatfield, Marx & Van der Schyf (1998:338) point out that the responsibility for training employees in organisations is mostly shared between line managers and ordinary staff administrators. For training and development to be effective in an organisation, line managers and staff have to work as a team. How responsibility for different training functions should be shared will differ from one organisation to the other. In other organisations the responsibility is shared between line managers and staff personnel. Table 2.2 illustrates some of the training activities and responsibilities carried out by line and staff.

**Table 2.2 Line and Staff Responsibilities in the Training and Development Process**

<b>Training phases</b>	<b>Training staff's role</b>	<b>Line management's role</b>
Phase 1: Analysing needs and setting objectives.	Conduct actual needs analysis; design tools that may be used to survey needs; determine personnel who need training; write training objectives.	Supply training personnel with necessary performance data; review and approve needs analysis and training objectives.
Phase 2: Designing the programme.	Determine the type of programme and training techniques.	Review and approve training programme and techniques; if applicable, perform OJT (or supervise OJT if conducted by a non-supervisory employee).
Phase 3: Evaluating the programme.	Perform the evaluation present findings to line management.	Supply trainer with necessary performance data; review evaluation results.

Source: Carrell, Grobler, Elbert, Hatfield, Marx & Van der Schyf (1998:339)

It is deduced that for any training to have a positive impact on the individual and the organisation it must be given direction by strategic planning from the beginning when it is designed. The vision and mission of the organisation must be developed by identifying economic, social, political and other trends influencing the organisation. From there the strengths, weaknesses, opportunities and threats to the organisation can also be analysed. It is from the analysis of the vision, mission, environmental scanning and SWOT-analysis that critical issues that must be addressed through training interventions can be identified. After these critical issues have been identified, training strategies can be designed, roles and responsibilities for training can be given and finally a training plan can be designed for an organisation.

## **2.7 OVERVIEW OF LEGISLATION ON TRAINING AND SKILLS DEVELOPMENT IN SOUTH AFRICA**

The South African government has been instrumental in placing training and development of the South African workforce high on the national agenda of priorities. The introduction of training legislation, such as the Skills Development Act no 97 of 1998 and Skills Development Levies Act no 9 of 1999, has compelled enterprises to re-assess their contribution to skills development in particular, and education and training in general. Various other initiatives, such as the introduction of the human resource development strategy for South Africa, the national skills development strategy and the introduction of the Accelerated and Shared Growth Initiative for South Africa (ASGISA) by government, provide further impetus to the importance of education, training and skills development for enterprises/organisations (Erasmus et al. 2006:2).

### **2.7.1 Joint Initiative for Priority Skills Acquisition (JIPSA) and Accelerated and Shared Growth Initiative for South Africa (ASGISA)**

JIPSA was established in March 2006. It consists of a technical team with a representative from business, academia and government. Its main objective is to coordinate and ensure that skills that South Africa needs in order to grow as a country are identified and addressed as a matter of urgency. The aim of JIPSA is the Skills Acquisition and Placement Programme (SAPP) which is the implementation aim of JIPSA Technical Team. SAPP also seek to address gaps between institutions of higher learning and corporates. It also coordinates governments' training efforts, coordinates donor funding nationally and provides input towards JIPSA research (Mthwecu, 2007:52).

The ASGISA programme seeks to ensure that there are effective partnerships between government, labour and business. ASGISA aims to ensure that the concept of the second economy (economy of disadvantaged groups) is dealt with. It is important to develop the skills of the people and to strengthen unused skills. JIPSA is therefore an important aspect of the ASGISA programme (Mthwecu, 2007:53).

Mlambo-Ngcuka (2007:15) argues that ASGISA has to be viewed as a means of establishing a developmental state in South Africa. This means a state in which there is distribution of wealth, accelerated service delivery, the involvement of the state in economic growth and the formation of partnerships between the state, business and organisations.

ASGISA interventions are in the following areas:

- improvement of the infrastructure;
- effective service delivery and good governance;
- dealing with effects of the second economy;
- the development of skills; and
- organisational development (Mlambo-Ngcuka, 2007:18).

### **2.7.2 The National Skills Development Strategy**

The National Skills Development Strategy (NSDS), published by the Department of Labour every five years, is another enabling legislation that aims to promote economic growth and growth in the employment environment. NSDS aims to make an impetus into the sustaining development of skills and also ensuring that there is equity in the South African institutions. It aligns the work of employees with available resources so that there can be effective service delivery (Nel, Kirsten, Swanepoel, Erasmus & Poisant 2008:434).

### **2.7.3 Skills Development Act (No. 97 of 1997)**

Also stressing the value of improving the skills of the workforce in South Africa, improving the working life for workers and improving productivity in the workplace, the Skills Development Act no 97 of 1998 has been promulgated to address these aspects. This act also aims to encourage learning in the workplace so that employees get opportunities to acquire skills and experience related to their jobs. In order to ensure the quality of learning the Skills Development Act has been aligned with the South African Qualifications Authority Act no 58 of 1995 (Nel et al 2008:432)

#### **2.7.4 Skills Development Levies Act (No. 9 of 1999)**

The reason for a national levy for skills development is based on an idea that there has to be a link between the acquisition of new skills by employees and training that takes place in the work environment. The Skills Development Levies Act aims to control the problem of organisations which do not provide adequate training for its employees in general. This act prescribes that a certain amount of money must be deducted from the salaries of employees so that it can be used for training and education in the workforce. The act introduces a levy equivalent to one percent of employers' payroll per month (Nel et al, 2008:433).

#### **2.7.5 South African Qualifications Authority Act (No. 58 of 1995)**

Nel et al (2008:434) cite that a large number of qualifications and training courses have been introduced in the market and this makes it difficult for learners to evaluate which courses are relevant and which ones are irrelevant. It is also not easy for employees to weigh the value of these qualifications that learners acquire. In order to deal with this problem of evaluating the credibility of training courses, the South African Qualifications Authority (SAQA) has been established. It serves to control the quality of all qualifications that are introduced in the market place. SAQA serves to promote the quality of the qualifications and to ensure relevance and recognition of all qualifications that are offered by different institutions in South Africa.

The government of South Africa passed the above legislation on human resource development in order to drive training and skills development in organisations and to improve performance in the public sector. Realising that the training and education provided to public sector organisations was inappropriate and poorly coordinated in the past, this legislation was a necessity. Each of these legislations has measurable objectives that need to be met within the broader framework of the national skills development strategy.

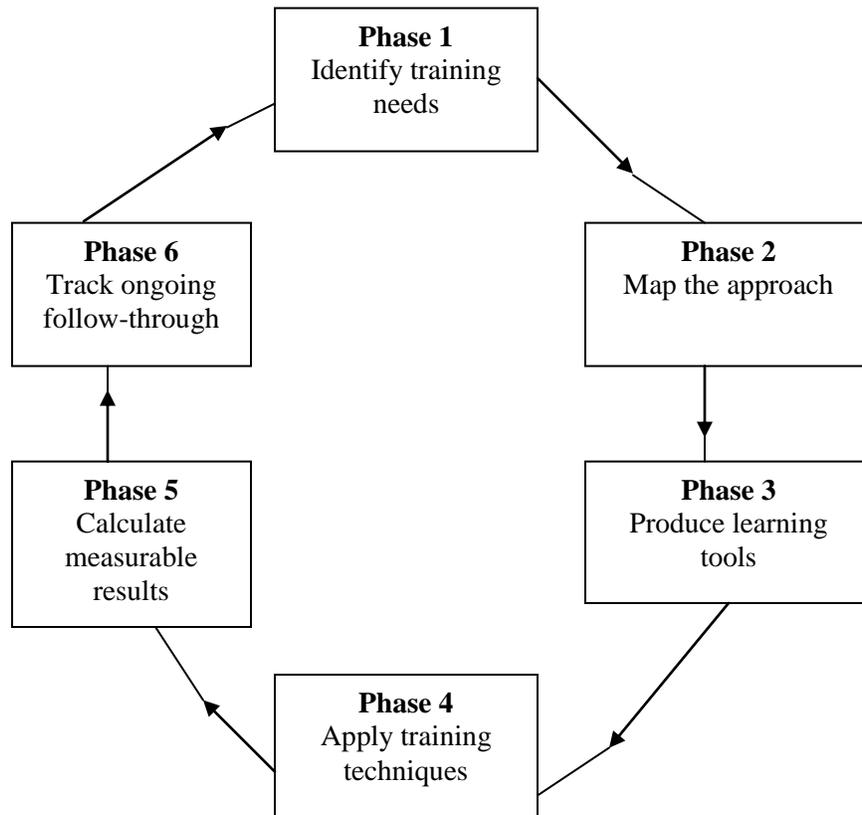
It is important to note that non-compliance to these policies by a number of organisations is an impediment to the realisation of the set objectives in these

policies. It is argued that in order to curb this problem of non-compliance, there is a need for public sector managers to detect, monitor and report non-compliance to relevant units and structures responsible for human resource development. Accountability structures are required to monitor compliance to policies and non-compliance issues also need to be identified.

## **2.8 THE HIGH-IMPACT TRAINING MODEL**

According to Erasmus et al (2007:17) the High-Impact Training model is a six-phase process that focuses on providing effective targeted training. Each phase of the model moves the training effort forward. The result of each phase is the input for the next phase (see figure 2.5 below).

**Figure 2.5 High-Impact Training Model**



Source: Erasmus, Loedolff, Mda & Nel (2007:17-19)

**Phase 1: Identify training needs**

The training that is needed in order to improve the job performance of employees is identified in this phase. This phase also gives the reasons of why such training is needed and it describes how those training needs can be satisfied.

**Phase 2: Map the training approach**

In this phase measurable objectives are set and a training plan is designed. The measurable objectives emphasise exactly the training that has to be done in order to improve the job performance of employees.

**Phase 3: Produce effective learning tools**

During this stage the training that was decided in stage 2 is done. Training materials are designed. Training manuals are developed so that they could be used to support training.

**Phase 4: Apply successful training techniques**

In this stage the training which was designed for employees is implemented. The methods, approaches and instruments which were chosen to deliver the training programme are determined. Computer-Aided Approach, coaching and mentoring are other approaches that could be used to deliver training.

**Phase 5: Calculate measurable results**

At this stage the trainer must reflect on the objectives which were stated to see if they have been actually achieved and to evaluate whether the training which was done in phase 4 did contribute to job improvement of employees..

**Phase 6: Track on-going follow through**

On-going follow-through of the training that takes place has to be done so that the main objective is kept in tact. This will ensure that if there are changes happening in the organisation, the training could be adapted in line with such changes.

It could be argued that for any training model to have a high impact on the organisation, it has to be able to determine the gap between existing and desired skills level of employees. Such a model has to select relevant training interventions needed to close the gap and also effective training delivery modes. It must also determine the future training priorities of an organisation over the long term and suggest what must be learnt in a training programme, what must be achieved and which training outcomes should be expected. The materials that must be used in the training programme must be learner-centred and be able to merge theoretical knowledge with practical work, and finally the training must be work integrated.

**2.9 THE ANNUAL TRAINING PLAN**

The annual training plan or strategic plan of an organisation gives the details of all what has to be done when training takes place for a particular period in an organisation. Such a plan is informed by training needs, environmental scanning, training policies and the resources that are available. The Workplace Skills Plan as suggested by the Skills Development Act is an example of an annual training plan. The annual plan is part of the strategic plan of an organisation. The annual

plan is the operational plan of an organisation because it deals inter alia with the human resource management goals (Erasmus et al. 2006:38).

When a training plan is designed, it must be done with strict consideration of the following aspects:

- It must give details of how long it will run for each department in an organisation, and it must state the number of employees who will participate;
- it must give details of the anticipated training duration for other employees who are not attached to specific departments;
- it must specify the content details of a training programme, the standard that employees must achieve, and persons who will be responsible for conducting the training;
- it must show the budget that has been allocated for each department for training purposes, and also the training programmes that the organisation is already implementing for its employees (Erasmus et al. 2006:38).

In addition to the above elements of an annual training plan, it could be said that such a plan must conform to the training policy of an organisation. The training plan must also indicate expected results of training and how the training will be assessed. The subject matter and the methods of presentation of the training must be indicated on the training plan. The approach that will be used to monitor the training interventions, how the plan will be reviewed and how the plan will be evaluated are other elements that must be considered when the annual training plan is drawn up.

### **2.9.1 Benefits of an effectively planned skills development**

Hattingh (2000:178) argues that if the skills development programme is well planned and implemented, it can enhance the effectiveness of an organisation in the following ways:

- It serves as a guideline on how to manage, use and develop the human resources in an organisation;

- it inspires a structured way of identifying areas that needs to be developed in an organisation and within individuals, and the strategies that could be used in learning so that poor performance can be minimised;
- it detects problems that are a cause of low productivity. For example, demotivation of employees, low morale, poor management skills and lack of commitment of employees to their work;
- it deals with problems of equity and stresses the effective use of skills of employees who were previously marginalised;
- if a skills development programme is well planned it will increase the level of motivation of employees and show them that the organisation has a keen interest in their development and career paths;
- it provides a way of measuring the quality of the learning programmes and to determine whether such programmes are able to achieve the results of ensuring that employees are competent in their job;
- if it is correctly implemented, it will increase the skills levels of employees in an organisation and may also improve the productivity of an organisation; and
- it promotes a coordinated approach of local and national organisations in addressing the skills needs that will ultimately contribute to national economic growth.

It is argued that if a skills development intervention is effectively planned, it will also provide enough information for human resource planning in an organisation. An effectively planned skills development programme also has the potential to enforce the development of commitment within individual employees and the organisation as a whole. It is also easy for managers and supervisors to exercise control over skills development interventions in an organisation if effective planning has been done. Effectively planned skills development is likely to show the strengths that may be utilised more frequently when training plans are designed and the weaknesses that may be overcome in designing training and skills development plans.

## **2.10 SUMMARY**

This chapter has explored training and skills development, its definitions and purposes, and outlined the learning organisation concept. Coaching, mentoring, on-the-job training and off-the-job training were also described. In addition, training and skills development were juxtaposed with other forms of learning such as experiential learning and action learning. The place of the training function in organisations was also highlighted. The training and development legislation in South Africa such as JIPSA, ASGISA, Skills Development Act no 97 of 1997, Skills Development Levies Act no 9 of 1999, South African Qualifications Authority Act and the National Skills Development Strategy were also discussed. The next chapter will deal with training and skills development in municipalities.

## **CHAPTER 3: TRAINING AND SKILLS DEVELOPMENT IN MUNICIPALITIES**

### **3.1 INTRODUCTION**

Chapter three introduces the reader to the legislative framework within which human resource management in South Africa has to be practised. It sets the broad framework for the conformance challenge pertaining to the management of the country's human resources, in particular on training and skills development in municipalities. It also provides more detail regarding structures responsible for training and skills development in municipalities, training and skills development programmes conducted in municipalities and qualifications and unit standards for training and skills development in municipalities. Finally the chapter provides training and skills development programmes which were conducted in the Free State province municipalities for the period under review.

### **3.2 LEGISLATION PERTAINING TO TRAINING AND SKILLS DEVELOPMENT IN MUNICIPALITIES**

There is a need for government institutions to keep abreast of the economic, technological, and social changes that are taking place in the workplace. Because of this need, the issues of training and skills development have become important for employers and employees. This then requires government departments to take into serious consideration all legislation that deals with training and skills development in organisations (Nel et al. 2008:14). This section of the chapter deals with legislation and structures related to training and skills development in municipalities.

#### **3.2.1 The National Skills Development Strategy 2005 – 2010**

The National Skills Development Strategy 2005 – 2010 spells out the national priority areas to which a projected R21,9 billion income from the skills development levy, was allocated over the next five years. It provides the aggregate performance indicators of the skills development system that were used as a basis to formulate performance indicators through legally binding Service Level Agreements with the SETAs and projects funded under the National Skills

Fund (NSF). The National Skills Development Strategy 2005 – 2010 together with social partners, supported the broader goals of government to halve unemployment and poverty, and reduce inequality by 2014, and further ensure that the organisations of skills development, which in the main are the SETAs and the NSF, use their resources to advance the skills revolution (National Skills Development Strategy, 2005 – 2010:2).

Objective 2 of the National Skills Development Strategy advocates the promotion and acceleration of quality training in the workplace. Its SUCCESS INDICATOR 2.3 emphasised that by March 2010 at least 80% of government departments spend at least 1% of their personnel budget on training and that the impact of training on service delivery be measured and reported. Its LEVER 2.3 states that government budgetary process must be used to ensure that national and provincial departments spend at least 1% of their personnel budget on training (National Skills Development Strategy, 2005). SUCCESS INDICATOR 2.7 stated that by March 2010 at least 700 000 workers should have achieved at least ABET (Adult Basic Education and Training) Level 4. LEVER 2.7 stressed that SETAs must use discretionary funds and may with the agreement of their boards include the provision of ABET as a criteria for the release of Work Skills Plans (WSP) grants. The total sum of all SETA targets is to be at least 700 000 workers. SUCCESS INDICATOR 2.8 stressed that by March 2010, at least 125 000 workers must have been assisted to enter and at least 50% successfully complete programmes, including learnerships and apprenticeships, leading to basic entry, intermediate and high level scarce skills. The impact of assistance must be measured. LEVER 2.8 provided that SETA discretionary grants must include grants for learnerships, bursary grants, internship grants and study support to learners acquiring basic entry, intermediate and high level scarce skills identified as scarce in their sectors (National Skills Development Strategy, 2005 – 2010:9).

### **3.2.2 Local Government: Municipal Systems Act no 32 of 2000**

Municipal Systems Act (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, and for this purpose must comply with the Skills Development Act no 97 of 1998 and the Skills Development Levies Act no 9 of 1999. A municipality may in addition to any provision for a training levy in terms of the Skills Development Levies Act no 9 of 1999, make provision in its budget for the development and implementation of training programmes. 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 no 97 of 1999, may apply to the Sector Education and Training Authority for local government established in terms of the Skills Development Act, 1998, for such funds.

### **3.2.3 Public Service Regulations, 2001**

Chapter one (1), PART (IX) of the regulations provide that employees should have ongoing and equitable access to training and development geared towards achieving an efficient, non-partisan and representative public service. Training and development should support work performance and career development. It should increasingly be driven by needs, and link strategically to broaden human resource management practices and programmes aimed at enhancing employment equity and representativeness (Public Service Regulations, 2001:37).

Chapter four (4), PART (VI) of the regulations provide that the Minister of Public Service and Administration shall oversee the development of programmes and assist executing authorities in equipping members of the Senior Management Services (SMS) for their responsibilities. The programmes to be developed shall be based on the competencies required of members of the SMS in terms of both their current and future responsibilities. The Minister of Public Service and Administration shall identify the generic managerial and leadership training needs of members of the SMS, arrange that standard courses and programmes be developed on the basis of those training needs, and continuously evaluate those

courses and programmes with due regard to their relevance and value for money (Public Service Regulations, 2001:33).

#### **3.2.4 Skills Development Act, No. 97 of 1998**

The main purposes of this act are –

- to ensure that organisations invest in their human resource by providing them with training and skills development;
- to inspire employees to use the workplace as a place for learning and acquiring skills;
- to give employees an opportunity to learn new skills and knowledge; and
- to allow new employees who enter the field of work to gain the experience of the work they are doing (Skills Development Act no 97 of 1998).

The implications of the above legislation for managers are that the human resource strategy of their organisations, in particular education and training strategy, needs to be aligned. Employers will need to participate in the institutions as set out by the various training legislation. Managers in organisations will have to focus on education and training initiatives and in so doing, they will also have to conduct a needs analysis of their organisations, so as to uplift the skills base of the employees. Managers will also have to make finances available to support training and skills development.

#### **3.2.5 Skills Development Levies Act, No. 9 of 1999**

The Skills Development Levies Act (SDLA) provides for a system whereby all employers who are not exempted must pay monthly skills development levies that are basically determined as a percentage of the employer's total monthly payroll (called a 'leviable amount'). The collection of the levies is administered by SARS. Employers who provide training to employees can then apply to receive grants in terms of the SDLA (Swanepoel, Erasmus & Schenck 2008:100).

### **3.2.6 White Paper on Human Resource Management in the Public Service**

It is necessary for the Public Service to move towards ensuring that the following management principles are made actual:

- The delegation of responsibility and authority to managers must be increased by the national, provincial government departments;
- develop the workforce to the level of being service-delivery oriented, multi-skilled and multicultural;
- drive towards being efficient and effective; and
- making the work environment to take into consideration both the needs of the organisation and the needs of employees (White Paper on Human Resource Management in the Public Service, 1997:19).

For the Public Service to be able to deliver on its operational and developmental goals, employees need to be effective and efficient in doing their work. The management of performance in the workplace serves the following purposes of human resources:

- employees know what is expected of them;
- managers know whether the employees' performance is in line with the set objectives;
- poor performance is easily detected and corrected. The assessment of performance will indicate strengths and weaknesses in an organisation and strategies which will be applied to deal with these, and the future training needs of employees and other strategies to develop employees will be detected (White Paper on Human Resource Management in the Public Service, 1997:20).

It is argued that the implementation of the above legislation in organisations would increase the levels of investment in human resources development, ensure good standards of quality of training and development in the workplace, and improve the level of competency of employees in the workplace. This legislation would also increase the literacy levels of employees, improve performance of employees and prepare employees for new career paths.

### **3.3 THE NATIONAL QUALIFICATIONS FRAMEWORK AND STRUCTURES RESPONSIBLE FOR TRAINING AND SKILLS DEVELOPMENT IN MUNICIPALITIES**

The following framework was put in place by government in order to deal with training and skills development in organisations:

#### **3.3.1 The National Qualifications Framework**

The National Qualifications Framework Authority Act (1995:5) created the National Qualifications Framework (NQF), a new framework for education and training in South Africa. The NQF is a framework on which qualifications, skills programmes and learning programmes are registered. Achievements gained by learners against these programmes are recorded and nationally recognised.

The objectives of the NQF are to:

- create an integrated national framework of learning achievements;
- facilitate easy entrance and movement within education, training and career pathing;
- promote the quality of education and training;
- speed up the redress of past discrimination in education, training and employment opportunities; and
- help in the development of learners in their personal, social and economic capacity.

#### **3.3.2 In order to deliver quality education and training in line with the NQF, the following structures were made responsible for educational training in municipalities: Sector Education and Training Authority (SETA)**

Sector Education and Training Authority (SETA) is an institution whose main purpose is to contribute to the improvement of skills in South Africa through achieving a more favourable balance between demand and supply, and by ensuring that education and training:

- recognises and increases the skills of employees and also ensure that those who enter the labour market for the first time gain enough experience;
- attains accepted standards within the NQF;

- is quality assured and is provided in a valid manner; and
- where necessary, it is compared against international standards (LGSETA, 2005:1).

### 3.3.3 Local Government SETA (LGSETA): vision, mission and objectives

- **Vision:**

to establish the Local Government SETA as central to the success of enhanced skills development strategies and the development of local government and the water sector into efficient, frontline development agencies that integrate the activities of all spheres of government for the overall social, and economic upliftment of communities through delivery of basic services in particular water and sanitation, housing, a clean environment and all other basic human needs (LGSETA, 2005:1).

- **Mission:**

to bring about more effective co-ordination of capacity building and skills development initiatives between government departments, local government, water agencies and stakeholders and to create teamwork between different elements of the local government development projects (LGSETA, 2005:1).

- **Objectives:**

To facilitate leadership, skills development and education and training strategies to promote the efficiency and effectiveness of:

- delivery of basic social services;
- good governance and administration, financial management, project management and the ethics of public servants in municipalities and water institutions in line with the Batho Pele Principles;
- prevention of AIDS, Cholera and other diseases in our communities;
- to support creation of jobs and the eradication of poverty and the promotion of tourism and small businesses; and
- to ensure the participation of all stakeholders in the planning and implementation of Sector Skills Plan (LGSETA, 2005:1).

### **3.3.4 The Provincial Committee of LGSETA as contemplated in the LGSETA Constitution**

Local Government SETA Constitution (2005:2) provides for the following functions of Provincial Committee of LGSETA:

- participatory research when conducting needs analysis and the planning skills in the province;
- pacilitation of local government to adopt skills development plans and assuring that such plans are in line with their human resource development plans;
- networking with other SETA structures in the province;
- making recommendations on how skills development can be combined with sector skills plans;
- locating accredited providers and to ensure quality amongst those providers; and
- monitoring the activities and performance of accredited providers and ensuring quality in the province.

### **3.3.5 The Executive Committee of the LGSETA**

The Constitution of LGSETA determines the functions of the Executive Committee of the LGSETA as:

- supervision of financial issues of the authority;
- advising on quarterly management reports;
- co-ordination of the functioning of any provincial committees of the authority and monitoring of the activities of these committees within their delegated authority;
- monitoring the relations between the authority, the National Skills Authority and other SETAs; and
- advising on skills programmes based on the approved policy guidelines (Local Government SETA Constitution, 2005:3).

### **3.3.6 South African Local Government Association (SALGA)**

According to South African Local Government Association – National Members Assembly (2009b:148-149) the role of SALGA as employer is central to human resource development in local government. It has to build and monitor the

capacity needed by human resources in order to deliver effective municipal services and promote a developmental state. SALGA is tasked with the following activities that it has to deliver through the Municipal Institutional Units in municipalities:

- National skills auditing.
- Strategy development for human resource in local government.
- Development of a performance management system in municipalities.
- Training on resolution of conflict that has to be done together with the South African Bargaining Council (SALGBC) and LGSETA.
- Signing of memorandum of understanding with at least three institutions of higher learning to get municipalities to participate in the training programmes on municipal finance, project management, and the executive leadership municipal development programme.
- Implement capacity building programmes to make municipal councillors and officials competent.
- Reviewing and implementation of capacity building programmes in collaboration with LGSETA, SAMDI, DPLG, DBSA, and the National Treasury. This includes training on local economic development, financial management, lobbying and advocacy.
- Complete work skills plans that include the objectives of JIPSA and ASGISA.

#### **3.3.6.1 SALGA's Strategic objectives**

In order to advance its change agenda, SALGA developed the following strategic objectives:

- Building capacity to support and advise its members.
- Promoting full engagement with stakeholders.
- Strengthening SALGA's ability to represent its members as employer.
- Putting SALGA on top locally, regionally and internationally.
- Enhancing SALGA's internal functioning and corporate governance (SALGA, 2009c:5).

The strategic objectives of SALGA in its Five Year Local Government Strategic Agenda addresses the following important issues:

- Municipal transformation and organisational development.
- Sustainable delivery of municipal services.
- Stimulation of local economies and the alleviation of poverty.
- Strengthening of the municipal financial capacity.
- Good governance and public participation in municipalities (SALGA, 2009c:6).

### **3.3.6.2 Municipal capacity building strategy**

SALGA (2009a:236) points out that in 2006, government took stock of lessons from Project Consolidate, and assessed the progress that has been made towards establishing sustainable developmental local government. The Five Year Local Government Strategic Agenda (2006 – 2011), was developed and adopted at the Extended Cabinet Lekgotla in January 2006. Furthermore, SALGA in support of the above held a stakeholders engagement workshop in 2008 with a view to develop a Municipal Capacity Building Strategy 2008 – 2012.

That strategy was based on the following aspects:

- A. Thought leadership.
- B. Advocacy.
- C. Authentication.
- D. Co-ordination.

These are defined to mean:

- The analysis and research of the best ways of building capacity in local government.
- Contribution towards policy-making on capacity building and the involvement of stakeholders in such policy-making processes.
- Participation and involvement of all key role-players in capacity building programmes of local government.
- Setting standards of achievement and assuring quality of all capacity building programmes of local government (SALGA, 2009a:237).

It is argued that without the existence of structures responsible for training and skills development for the municipalities, good governance and management of training and skills development in municipalities would be a problem. These structures give effect to needs, wants and desires of employers and employees concerning training and skills development. The existence of these structures helps in enforcing compliance to training and skills development policies. Good governance and management of training and skills development interventions by these structures will enforce accountability, transparency and responsibility on the training managers and skills development facilitators. It is further argued that these structures also have the potential to inculcate the culture of participation and involvement of stakeholders when training and skills development interventions are decided and embarked upon by municipalities.

#### **3.4 DEVELOPMENTAL LOCAL GOVERNMENT**

The resolutions of the Cabinet Lekgotla, in February 2006 adopted the strategic priorities for the next term of Local Government (2006 – 2011) and would be reviewed in 2012 – a term that must result in a “more sustainable system, with reliable service delivery and a general improvement in Government’s performance as a whole”. Local government had in the preceding consolidation phase been faced with a number of challenges that need to be resolved within the five year period in order to reach the following overall local government objectives:

- **Municipal transformation and institutional development**, which includes among others, an integrated development planning which reflects wider government planning and continued management change.
- **Local economic development**, which includes among others, a growing economy in local government and a continuous programme of employees’ skills development that aims to give skill and educate the workforce.
- **Basic service delivery and infrastructure investment**, which includes among others a clean and healthy municipality, access to quality, affordable municipal services for all people in the municipality.

- **Financial viability and financial management**, which includes effective financial management systems, full accountability for public resources and installation of effective anti-corruption measures.
- **Good governance and community participation**, which includes establishment of functional public participation structures such as ward committees and feedback mechanisms that will ensure effective responsiveness to communities (SALGA, 2007/2008a:94).

Hetherington (2009:12) argues that the introduction of project consolidate between 1994 to 2001, Five Year Local Government Strategic Agenda, Urban Renewal Programme and the Integrated Sustainable Rural Development Programme required that the workforce in national, provincial and municipal government are trained and provided with skills and efforts were made to train employees. If employees are provided with training and skills development programmes, it is argued, it would be easy for them to implement these government initiatives and they will also be effective in their jobs.

By developmental local government it is implied that a particular municipality or a specific municipality has the capability to meet the strategic priorities of the South African developmental state. A developmental state influences the direction of the economic development processes of its municipalities, it also works together with its citizens to find sustainable ways to meet social, economic and material needs of its people, thus improving their quality of life. Therefore, for municipalities to have the necessary capacity to advance the concept of developmental local government and to deliver on their mandates, training and skills development are a requirement. Municipal personnel have to be trained and their skills developed in priority areas such as local economic development, financial viability and financial management and basic service delivery and infrastructure investment.

### **3.5 GOVERNMENT DEPARTMENTS AND OTHER INSTITUTIONS RESPONSIBLE FOR TRAINING AND SKILLS DEVELOPMENT IN MUNICIPALITIES**

SALGA (2007/2008c:240) cites that training, skills development and capacity building is done by different institutions in different spheres of government to specific target groups. This section looks at these target groups and institutions that are responsible for providing training and skills development to them.

#### **3.5.1 The target beneficiaries**

In local government training and skills development is provided to the following groups of people:

- Councillors and Ward Committees.
- Senior Management, middle management and supervisors.
- Municipal employees.
- Local government training committees, HR practitioners and skills development facilitators.
- Trade unions.
- Community members (LED programmes; or learnerships).
- Traditional leaders (SALGA, 2007/2008c:243).

#### **3.5.2 Delivery Departments**

SALGA (2007/2008b:23 - 26) points out that the National Capacity Framework, wherein SALGA and COGTA are participating, gives the following organisations responsibility for providing training and skills development to municipalities:

##### **3.5.2.1 Department of Cooperative Governance and Traditional Affairs (COGTA)**

COGTA is responsible for developing a national policy for training, skills development and capacity building in local government. COGTA and LGSETA members sit on the LGSETA Board and are also responsible for good governance at this level. COGTA has also set up the Local Government Leadership Academy (LOGOLA) in order to enhance leadership of both elected and appointed officials. LOGOLA focuses on leadership training with a particular focus on emotional

intelligence, knowledge management, communication and interaction, and problem-solving.

### **3.5.2.2 Department of Public Service and Administration (DPSA)**

DPSA is responsible for training Community Development Workers (CDW) nationally. CDWs work with communities to raise awareness of government programmes, manage the interface with local municipalities and provide broad-based government support services to community members where the municipality has been unable to do so (SALGA, 2007/2008b:27).

### **3.5.2.3 Municipalities**

Councillors, municipal managers and other officials in the municipality are provided with training and skills development by municipalities. The municipality sees to it that a training programme is available. Together with LGSETA, municipalities also secure funds for training of its employees. Work Skills Plans have to be submitted by each municipality and training and skills development will then be coordinated and implemented. If municipalities use a developmental approach towards training and skills development, they will do this by extending their programmes further to their communities outside municipalities (SALGA, 2007/2008b:28).

### **3.5.2.4 South African Local Government Association (SALGA)**

The role of SALGA is to develop resources for knowledge and information sharing within and between municipalities, thus making SALGA a learning institution nationally and provincially. Although SALGA is responsible for training in general within municipalities, specifically it provides training to councillors. SALGA is represented in LGSETA and its role here is to deal with good governance in order to ensure that municipalities carry out their mandates of delivering services to their communities (SALGA, 2007/2008b:28).

### **3.5.2.5 Local Government SETA (LGSETA)**

The training and skills development needs of municipalities nationally are catered for by LGSETA. Informed by the municipalities' Workplace Skills Plan,

LGSETA must develop a Sector Skills Plan. In line with the needs of particular municipalities, LGSETA must also develop learnerships and skills programmes. LGSETA ensures the management of the levy system in order to secure funds for learning (SALGA, 2007/2008b:29).

#### **3.5.2.6 Training of staff of municipalities by tertiary institutions**

As indicated by Hoosen (2009:18 – 19) the following successes have been made concerning training, skills development and capacity building: 720 councillors and municipal senior officials graduated in the Executive Leadership Municipal Development Programme of the University of Pretoria, with a further 350 graduating with both the University of Pretoria and Fort Hare during March to April 2008. Johannesburg university offers a programme that addresses challenges that municipalities face in their legal environment. This programme equips the municipal leadership and officials with legal aspects of their work. SALGA, in partnership with LGSETA, SAMWU and IMATU, spent R20 million in order to train 550 municipal employees as Skills Development Facilitators. 4500 people were trained on labour intensive programmes, 400 in internal auditing, 3600 in contract management, 350 in project management, 3500 in Adult Basic Education (ABET), and 4000 learnerships in Asset Infrastructure Management.

It is important to note that there are agencies responsible for training and skills development of municipalities in place. It has to be argued that capacity building initiatives by these agencies are not well coordinated to effectively deliver training and skills development programmes that directly address strategic priorities of the municipalities. Lack of coordination between these agencies has the danger that at times there is duplication of programmes that is offered to the ultimate disadvantage of municipalities.

Against this background it has to be argued that training and skills development activities aimed at municipalities in South Africa, and in particular the Free State Province municipalities, should therefore be viewed as single units directly addressing the Local Government Strategic Agenda. Teamwork is a necessary

ingredient to enhance coordination of training and skills development. Teamwork can also be achieved by establishing committees on which all the heads of these agencies serve. Regular meetings of heads of these agencies should be held. Conferences can also be organised by these agencies, and these might enhance coordination of training and skills development programmes by these agencies.

### **3.6 NATIONAL AND PROVINCIAL CAPACITY BUILDING PROGRAMMES (2007 TO MARCH 2008)**

Table 3.1 below shows the National and Provincial Capacity Building programmes as they were planned by SALGA for the period February 2007 - March 2008:

**TABLE 3.1 – South African Local Government Association’s national and provincial capacity building programmes**

<b>Province</b>	<b>Training and CB related programmes</b>	<b>No of Recipients</b>	<b>Offered by</b>
<b>National Office</b>	ELMDP	2 <sup>nd</sup> intake 444 3 <sup>rd</sup> intake 471	University of Pretoria
	LODLOG	32 cllrs and officials	SALGA/SALA-IDA
	Leadership and conflict management	132 cllrs and ward committees	SALGA/GCIS
	Train the trainer	26 SALGA trainers	I&DeA
	Assessors training	18 SALGA officials	LGSETA/Institute for Qua
		<b>Total: 1 123</b>	
<b>EC</b>	MPA with University of Fort Hare	51 cllrs and officials	Fort Hare
	CDW training	96 completed 259 recruited	Rhodes University
	Training on Batho Pele principles	24 officials 10 cllrs	SALGA and Premier’s Office
	(NMMU) Nelson Mandela Metro training	30 cllrs/officials/ conciliators	Johannesburg University
	Advanced arbitration training	30 cllrs	Global Business Solutions
	Gender mainstreaming	241	Gender Link
	Councillor housing training	129	SALGA/Dept Housing
	<b>Total: 870</b>		
	Leadership, change management and mentorship training	96 cllrs and officials	University of Free State
	Ward committees training	690 ward com members	SALGA
	Government communications	41 officials	SALGA/GCIS
<b>FS</b>	Councillor development on water management	40 cllrs	Mvula Trust
	Rights of children training	50 cllrs and officials	Presidency
	Legal framework for local government	52 participants	SALGA
	Gender mainstreaming	106	SALGA
	IDP Learnership	41 learners	SALGA/LGSETA/DLGH
	Councillor training on housing	52	SALGA/DoH
	<b>Total: 168</b>		

Province	Training and CB related programmes	No of Recipients	Offered by
<b>GP</b>	Councillor mentorship training		
	Councillor specific training		
	Councillor training on housing		
	Councillor water and sanitation		
	Training on children's rights		
	Training on gender mainstreaming		
	Job Fair		
		<b>Not Applicable</b>	
	Dept of Housing – Cllr training	163	SALGA/DoH
	Competency certificate in governance, development and politics	18 cllrs	Africa Governance Institution
	Competency certificate in governance and South African local government law	31 municipal speakers	Africa Governance Institution
<b>MP</b>	<b>SHORT COURSES for Municipal Officials</b> Committee and meeting management Executive office management Report writing and minute taking Customer service excellence Record and registry management Reception skills	212	Africa Governance Institution
		<b>Total: 424</b>	
	Councillor training on housing	42 cllrs	SALGA/DoH (Wits and Hlaniki)
	LED and IDP training	73 learners	SALGA/Trade Investment Limpopo
	SDF training, assessor and moderator training	90 officials	SALGA/LGSETA
	Financial management training, level 5	45 officials	SALGA at Dept of Local Gov and Housing
	Credit Act	48 cllrs/officials	SALGA and Auditor-General
	Property rates	60 councillors	SALGA
	Coaching and mentoring for speakers	23 cllrs	SALGA and Local Gov
<b>KZN</b>	Ward committee induction	2034 ward com members	Housing
	Training for members of the training committee	42 Municipal training com members	SALGA & DLGH
	Gender mainstreaming training	53 cllrs/officials	SALGA
	Disciplinary hearing	43 officials	SALGA
	Employment equity training		
	HIV/Aids	120 cllrs/officials	SALGA/Prov Dept of Health
		<b>Total: 2673</b>	
<b>LIMP</b>	DWAF- water and sanitation	117 cllrs/officials	DWAF
	Dept of Housing – cllr training	82	WITS
	SDF's training	19	LGSETA
	Municipal finance training	164	WDF
		<b>Total: 382</b>	

Province	Training and CB related programmes	No of Recipients	Offered by	
NC	DSG training	20 cllrs	SALGA/MTI	
	LED training	6 working group members	SALGA	
	Toolkit training	32 cllrs	SALGA	
	Ward committee training	280 ward com members	SALGA	
	SDF training	22 cllrs	IGSETA/SALGA	
	Cllr training on water and sanitation	63 cllrs	SALGA	
	Training on discipline management	150 managers	SALGA	
		<b>Total: 573</b>		
NW	Not applicable Implemented national programmes	Not applicable	Ref National	
	Recognition of prior learning	13 cllrs	UWC: DLL	
	SDF's training	25 officials	LGSETA	
	Cllr training on water	98 cllrs	DWAF	
	Ward Committee Training	10 wards 1060 ward com members	NMMU DBSA/consultant DLG&H	
		<b>Total: 1196</b>		
	WC	Leadership training for women in L/G	300 cllrs and officials	GETNET
		Cllr training on housing	87 cllrs and officials	SALGA/DoH
		CDW training	600 CDWs	SALGA/DLG&H
		ELDP	80 cllrs	UWC
		Governance summer school	300 officials/political champions	Isandla Institute
		<b>Total: 2 563</b>		
	<b>Grand total excluding Gauteng</b>	<b>9 779</b>	<b>Individuals received training</b>	

Source: SALGA (2007/2008:56-57)

Information in table 3.1 above implies that SALGA trained both the managers, councillors, municipal officials and ward committees in the National Office and in the provinces. Most of the trainings were conducted for municipalities in Kwa-Zulu Natal Province. Free State Province received fewer of the trainings as compared to other provinces and Gauteng province did not provide any report on the trainings that its municipalities received. From this table it could be concluded that critical skills shortage in municipal officials still exist after training and skills development programmes were conducted in the nine provinces in South Africa for the period under review. Municipalities still face problems of operating capacity because many of the training and skills development programmes provided to municipalities between 2007 and 2008 were generic and not

customised. It could therefore be argued that many of these training and skills development programmes did not focus on the Five Year Local Government Strategic Agenda as it is expected in developmental local government. Little has been done to train and develop the skills of municipality personnel on programmes related to Integrated Development Planning (IDPs) and IDP is one of the key tools for local government to tackle its new developmental role.

There is a need also for nation-wide training and skills development programmes for municipal managers, technical officers, councillors and planning professionals in the areas of municipal transformation and institutional development, local economic development, good governance and community participation and financial viability and financial management. It is further argued that if training and skills development can focus on these areas of the Five Year Local Government Strategic Agenda, municipalities should realise their local government delivery objectives and that will also ensure that operating capacity problems in municipalities, in particular, Free State Province municipalities are minimised.

### **3.6.1 Organisational performance per strategic objectives on training and skills development**

SALGA (2007/2008a:33) states that the revised strategic objectives for SALGA were developed in line with decision taken at its national conference held in April 2007, which has guided the performance of the organisation in the reporting period July 2007 to March 2008. The first five objectives dealt with SALGA's agenda for change. They guide the way towards transformation of municipalities in delivering basic services to communities and also solving problems of good governance. The second set of strategic objectives indicate the five key performance areas of municipalities as outlined in the Five-Year-Local-Government Strategic Agenda. In order to address SALGA's objective to improve its capacity to support, represent and advise its members, the training and skills development programmes were planned as follows:

**TABLE: 3.2 – Organisational performance per strategic objective of South African Local Government Association**

**KEY PERFORMANCE AREA**

**To improve South African Local Government Association’s capacity to support, represent and advise its members**

<b>KPI</b>	<b>KEY PERFORMANCE INDICATOR</b>	<b>Baseline</b>	<b>Target</b>	<b>Actual Deliverable and Comment</b>
1.	Number of selected and agreed upon municipalities trained in conjunction with SALGBC and LGSETA to enhance their capacity to deal with disciplinary cases.	New indicator	As agreed upon at LGSETA and SALGBC.	100% complied as at March 2008. <ul style="list-style-type: none"> <li>Numbers and funding agreed to at a new service provider needs to be selected as the initially selected provider will not be able to carry out the workshop.</li> </ul>
2.	Councillor induction on housing	SALGA’s councillor induction	July 2007	Achieved in February 2008. <ul style="list-style-type: none"> <li>SALGA contributed to the course content and material development.</li> <li>SALGA co-ordinated the training in all provinces.</li> <li>926 councillors trained nationally.</li> <li>Training programme to be accredited by relevant SETA.</li> </ul>
3.	% review and implementation of the current capacity building programme in collaboration with LGSETA, SAMDI, DPLG, DBSA, Treasury etc.	New indicator	100% completion by June 2008.	A national capacity building framework has been finalised with DPLG. <ul style="list-style-type: none"> <li>Development of a comprehensive strategy (based on the national capacity building framework) before the end of the 2008.</li> </ul>
4.	% representation of SALGA at LGSETA.	100% representation	100% representation at all scheduled meetings and official engagements.	100% complied. <ul style="list-style-type: none"> <li>Developed (with LGSETA), a strategic plan for 2008/9. An MoU between SALGA and LGSETA will be signed in the first quarter of 2008/9.</li> </ul>
5.	Number of MoU’s concluded with institutions of higher learning and professional bodies or associations.	New indicator	3 MoUs by June 2008.	Two MoUs signed by March 2008 with the Swedish Association of Local Authorities International Development Agency (SALAIDA). <ul style="list-style-type: none"> <li>Two other MoUs (with Wits and Unisa) business schools have been endorsed and will be signed between SALGA and the institutions in the first quarter of 2008/9.</li> </ul>

KPI	KEY PERFORMANCE INDICATOR	Baseline	Target	Actual Deliverable and Comment
6.	% completion of the framework for municipalities to develop the workplace skill plans incorporating objectives of JIPSA and ASGISA.	New indicator	100% by June 2008.	<p>Framework developed with LGSETA in November 2007.</p> <ul style="list-style-type: none"> <li>• Evaluation and implementation of the framework will happen in 2008/9.</li> <li>• 960 senior finance officials and councillors graduated to date with Wits Business School, in a partnership between SALGA and LGSETA. In total 2552 councillors and senior officials received training through SALGA, a factor indicating the normalisation of the political and administrative interface required by the 5YLGSA. The number of senior municipal officials and councillors was 2552 at the end of March 2008.</li> </ul>
7.	Workshops on job evaluation collective agreement conducted.	Communication on provincial workshops to be conducted.	Nine provincial workshops conducted by March 2008.	<p>Seven provincial workshops as at March 2008.</p> <ul style="list-style-type: none"> <li>• Workshops held in all provinces except North West and Eastern Cape.</li> <li>• Hold workshops in North-West and Eastern Cape provinces in 2008/9.</li> <li>• Finalisation of job evaluation collective agreement will take place in 2008/9.</li> </ul>

Source: SALGA (2007/2008a: 33-34)

The organisational performance per strategic objective of SALGA for the period 2007/2008 indicates that the objective of training on disciplinary cases needed to be done by the second service provider because the first service provider could not carry out the workshop. The reason may be that the first provider was not accredited. Councillor induction on housing was conducted successfully by SALGA and this is in line with the Five Year Local Government Strategic Agenda on the provision of basic services to the communities.

The objective to ensure the representation of SALGA in LGSETA had 100% compliance and this has the potential to ensure good governance of training by LGSETA. Another objective for this period under review was to sign memoranda of understanding for training with tertiary institutions. Only three memoranda of understanding were signed with tertiary institutions during this period. This could be attributed to little budgets allocated for training or that many tertiary institutions were not accredited to provide training services with SALGA at that stage.

### 3.6.2 Unit Standards and Qualifications registered with Local Government Sector Education and Training Authority

Table 3.3 below shows registered qualifications and unit standards accredited to LGSETA:

**TABLE: 3.3 – Unit standards and qualifications accredited to Local Government Sector Education and Training Authority**

TYPE OF QUALIFICATION	TITLE OF QUALIFICATION	NQF LEVEL	NLRD NUMBER	STATUS	NUMBER OF CREDITS
Further Education Training Certificate	Further Education Training Certificate: Fire and Rescue Operations	4	57803 Based	Unit Standards	148
Further Education Training Certificate	Further Education Training Certificate: Road Traffic Law Enforcement	4	62289 Based	Unit Standards	172
General Education and Training Certificate	Further Education Training Certificate: Environmental Practice	1	49552 Based	Unit Standards	122
National Certificate	National Certificate: Environmental Practice	2	49605 Based	Unit Standards	128
National Certificate	National Certificate: Environmental Practice	3	49752 Based	Unit Standards	122
Further Education Training Certificate	Further Education Training Certificate: Environmental Practice	4	50309 Based	Unit Standards	140
National Certificate	Land Transport Planning	5	58600 Based	Unit Standards	125
National Certificate	Land Transport Planning	6	58601 Based	Unit Standards	158
National Certificate	Local Government	5	23616 Based	Unit Standards	120
National Diploma	Local Government	6	35956 Based	Unit Standards	360
National Higher Certificate	Local Government	5	23617 Based	Unit Standards	240
National Certificate	Emergency Services Operations	5	48855 Based	Unit Standards	120
National Certificate	Local Government Councillor Practices	3	58578 Based	Unit Standards	122
National Certificate	Land Transport Planning	5	58600 Based	Unit Standards	125
National Certificate	Land Transport Planning	6	58601 Based	Unit Standards	158
Further Education Training Certificate	Environmental Noise Practice	4	58801 Based	Unit Standards	120

<b>TYPE OF QUALIFICATION</b>	<b>TITLE OF QUALIFICATION</b>	<b>NQF LEVEL</b>	<b>NLRD NUMBER</b>	<b>STATUS</b>	<b>NUMBER OF CREDITS</b>
National Certificate	Environmental Noise Practise	5	59325 Based	Unit Standards	120
Further Education Training Certificate	Further Education Training Certificate: Municipal Finance and Administration	4	50372 Based	Unit Standards	157
National Diploma	National Diploma: Public Finance Management and Administration	5	49554 Based	Unit Standards	260
National Certificate	National Certificate: Municipal Financial Management	6	48965 Based	Unit Standards	166
National Certificate	National Certificate: Local Economic Development	4	36436 Based	Unit Standards	163
National Certificate	National Certificate: Local Economic Development	5	36438 Based	Unit Standards	142
National Certificate	National Certificate: Local Economic Development	6	36437 Based	Unit Standards	144
National Certificate	National Certificate: Municipal Integrated Development Planning	5	50205 Based	Unit Standards	160
National Certificate	National Certificate: Ward Committee Governance	2	57823 Based	Unit Standards	120
Further Education Training Certificate	Further Education Training Certificate: Leadership Development	4	50081 Based	Unit Standards	160

Source: LGSETA (2008/2009a:13-14)

A number of certificates, diplomas and national diplomas have been accredited to LGSETA. It is important to note that certificates on Land Transport Planning and Environmental Noise Practise have not been provided for a number of municipalities in South Africa and in particular, Free State Province municipalities. Problems encountered by municipalities in land transport planning and environmental noise pollution could be attributed to lack of training and skills development in this area. Certificates, diplomas, and national diplomas on Local Economic Development, Ward Committee Development and Municipal IDPs are also accredited to LGSETA. It could be argued that a number of municipalities in the country and in particular the Free State Province municipalities did train their employees in these areas, but the knowledge and

skills that employees acquired are not effectively utilised as there are still evidently problems of local economic development, participation of ward committees and integrated development planning in a number of municipalities in the Free State Province in particular.

### 3.6.3 Learnerships undertaken by municipalities for the year ended 31 March 2009

LGSETA (2008/2009a:9 – 18) indicated that in 2007/2008 financial year, SETAs were given a mandate by JIPSA to train 10 000 artisans in those trades that are taken to be of priority in meeting the demands of the economy of the country. All sectors who are stakeholders in LGSETA were invited to take part in these programmes. In the 2008/09 financial year the LGSETA managed to register 209 section 13 and section 28 candidates. Table 3.4 represents the number of learnerships which were undertaken in municipalities in the country:

**TABLE: 3.4 – Number of learnerships undertaken**

Trade	Number Enrolments
Plumbing	30
Road worker	17
Electrical distribution	102
Waste water purification	84
Water management	1
Water purification	106
Water reticulation services	93
Bricklaying	5
<b>Total</b>	<b>438</b>

Source: LGSETA (2008/2009a:18)

It is argued that the learnerships which were undertaken in the country as indicated in table 3.4 above were aimed at addressing the Local Government Five Year Strategic Agenda's in the objective of Basic Service Delivery and Infrastructure Investment. This objective involves among others universal access to quality, affordable and reliable municipal services (e.g. water, sanitation, electricity and refuse removal).

It is further argued that by equipping people with scarce skills such as plumbing, welding and electricity it may not be enough without also putting emphasis on fundamentals, such as good communication skills and good problem-solving skills. If people have these fundamental skills, it is easy for them to acquire even more other technical skills. Municipalities in South Africa, and in particular, Free State municipalities must strive to meet the Millenium Development Goals of reducing poverty and unemployment by meeting the very basic needs of the people such as water and sanitation. This they can achieve through training and skills development on scarce skills such as electrical distribution, bricklaying, water management, waste management and water reticulation services.

Table 3.5 below summarises the total number of enrolments in the 2008/09 financial year in respect of the 4 qualifications currently available in municipal finance:

**TABLE: 3.5 – Qualifications in municipal finance**

<b>Type of Learning Programme</b>	<b>Title/Qualification</b>	<b>NQF level</b>	<b>Number of Learners Enrolled</b>
Learnership	Local Government Accounting	3	408
	Municipal Finance and Administration	4	466
	Municipal Finance Management	5	25
Unit standard Based Certificate Programme	Certificate in Management Development- Municipal Finance	6	127
			<b>1026</b>

Source: LGSETA (2008/2009a:19)

Training and skills development in financial management will also enable financial managers to deal with the challenges of inadequate billing, debt management, credit control and a low revenue base due to high levels of indigents. In addition to training of managers on financial management, councillors and mayors in municipalities will also need this training so that they

can be able to play an oversight role in the management of finances in municipalities.

It is further argued that there is a need for training and skills development of financial managers on programmes that will ensure that they are competent in developing and ensuring implementation of financial policies and procedures for the accurate and consistent recording and reporting of all financial interests of the municipalities. Knowledge and skills for handling accounting and financial reporting as per statutory and regulatory requirements are also a requirement for financial managers in municipalities. Knowledge of the Municipal Finance Management Act no 56 of 2003 and regulations must also be included in all financial training programmes of employees in municipalities.

#### **3.6.4 Municipal councillor development**

LGSETA (2006/2007:20) indicated that in order to fill the skills gap in municipalities, LGSETA provided literacy courses in partnership with provincial houses of traditional leaders. Adult Basic Education (ABET) programmes were offered to people who were denied access to basic education and training in the past. A total of 26 candidates were registered during the period under review with 645 learners completing various ABET levels. Table 3.6 below shows ABET levels in which training programmes were offered:

**TABLE: 3.6 – Registered learners and learners who completed the courses**

ABET 1 REGISTERED	1027
ABET 2 REGISTERED	440
ABET 3 REGISTERED	410
ABET 4 REGISTERED	776
<b>TOTAL REGISTERED</b>	<b>2653</b>
ABET 1 COMPLETED	266
ABET 2 COMPLETED	161
ABET 3 COMPLETED	91
ABET 4 COMPLETED	127
<b>TOTAL COMPLETED</b>	<b>645</b>

Source: LGSETA (2006/2007:20)

There is also a need to couple ABET training and skills development programmes in municipalities with the concept of Recognition of Prior Learning (RPL). Recognition of Prior Learning allows progression for adults who lack complete schooling and formal education and skills, but who have basic skills that they acquired through experience in their workplace. Managers in organisations, and in municipalities in particular must develop standardised methods to be used in RPL and make available exemplars to ensure uniform assessment of prior learning especially for ABET learners in municipalities. This will facilitate access to various points in the existent education system, and will accord existent certification to learners who have acquired their knowledge and skills in informal ways. Challenge testing may also be used by managers in municipalities to help learners to progress to the next levels of learning. Challenge testing means that learners are allowed access to examination. Placement tests can also be used in order to make an initial estimate of prior learning. For prior learning to be officially recognised, there needs to be a more formal assessment of it. It is here postulated that the use of RPL, challenge testing (tests that are written before starting a programme and placement testing will support and strengthen ABET training and skills development programmes in municipalities, in particular, Free State municipalities, and also motivate employees to improve their performance, especially those from historically disadvantaged communities who have acquired capabilities outside the formal learning system.

### **3.6.5 Skills Planning and Development for Skill Scarcity in Municipalities**

According to LGSETA (2006/2007:21) every year the list of scarce and critical skills is distributed to municipalities. This is a list that shows areas in which skills that make municipalities to be dysfunctional have been identified. This list categorises scarce skills in line with the priorities of the LGSETA as provided for in Local Government Strategic Agenda, in order to guide training and skills development in municipalities. Table 3.7 below illustrates areas of skill scarcity:

**TABLE: 3.7 – Areas of skill scarcity**

<b>Strategic priority area:</b>	<b>Project name:</b>	<b>Mode of delivery</b>
Infrastructure and service delivery	<ul style="list-style-type: none"> <li>• Infrastructure asset maintenance</li> <li>• Labour intensive construction (EPWP)</li> <li>• Electricity reticulation</li> <li>• Water services</li> <li>• Roads</li> </ul>	<ul style="list-style-type: none"> <li>• RPL</li> <li>• Learnership</li> <li>• Skills programme</li> <li>• Internship</li> <li>• Bursary</li> <li>• Apprenticeship</li> </ul>
Financial viability	<ul style="list-style-type: none"> <li>• Property valuation</li> <li>• Audit and procurement</li> <li>• Municipal finance</li> </ul>	<ul style="list-style-type: none"> <li>• RPL</li> <li>• Learnership</li> <li>• Skills programme</li> <li>• Internship</li> <li>• Bursary</li> </ul>
Community based participation and planning	<ul style="list-style-type: none"> <li>• Ward committees</li> <li>• Planning</li> <li>• IDPs</li> <li>• LED</li> </ul>	<ul style="list-style-type: none"> <li>• RPL</li> <li>• Learnership</li> <li>• Skills programme</li> <li>• Internship</li> </ul>
Management and leadership	<ul style="list-style-type: none"> <li>• Training committees</li> <li>• Councillors</li> <li>• Municipal Leadership Development</li> </ul>	<ul style="list-style-type: none"> <li>• RPL</li> <li>• Learnership</li> <li>• Skills programme</li> </ul>
ABET	<ul style="list-style-type: none"> <li>• Municipal Employees</li> </ul>	<ul style="list-style-type: none"> <li>• Structured learning</li> </ul>

Source: LGSETA (2006/2007:21)

### **3.7 TRAINING AND SKILLS DEVELOPMENT PROGRAMMES CONDUCTED FOR FREE STATE MUNICIPALITIES BETWEEN 2005 AND 2009**

The following training and skills development programmes were conducted for a number of municipalities in the Free State Province between 2005 and 2009:

#### **3.7.1 Waste management**

This course included:

- **23853 – General Education and Training Certificate Environmental Practice** which covered the following modules:
  - The importance of maintaining personal hygiene and health;
  - understanding basic cleaning principles and performing basic cleaning tasks;
  - use of chemicals in the cleaning service; and
  - handling and storage of cleaning chemicals (LGSETA, Waste Management:1).

- **57937 – General Education and Training Certificate Environmental Practice** which covered the following modules:
  - Providing customer service in a cleaning services environment;
  - effective participation in a team or group;
  - the importance of practising good health;
  - the importance of cleanliness and the treatment of different surfaces (LGSETA, Waste Management:2).

### **3.7.2 Waste Services**

This course included:

- **Community Water, Health and Sanitation Promotion** – and it covered the following modules:
  - The collection and recording of data;
  - The care of customers in the community;
  - Environmental health and community hygiene;
  - The water cycle, water, and waste water processes and systems; and
  - Understanding community sanitation and how to contribute to community development (LGSETA, Waste Management:1).
- **Water and Wastewater Reticulation Services** which covered the following modules:
  - Personal safety principles;
  - construction of Water Reticulation concrete work and brick masonry;
  - understanding pipes, fittings, valves and meters used in water services;
  - excavation and shoring of trenches; and
  - the use of mechanical, electrical, hydraulic and pneumatic tools and equipment (LGSETA, Water and Wastewater Reticulation Services:2).

### **3.7.3 Road construction**

This course is meant for people who work in a municipality and it involves painting road signs, building storm water drains and work in road construction. It included the following modules:

- **24133 – Construction roadworks**  
This module covers:

- What the road construction industry is all about:
- implementation of roadside safety procedures:
- the interpretation of construction drawings and specifications; and
- the establishment and preparation of a work area (LGSETA, Road Construction:2).

- **49410 – Construction**

This module covered:

- Health and safety in the work area:
- the application of quality and productivity principles on a construction site;
- regulations and requirements pertaining to plant operation;
- the handling, transportation and storage of hazardous materials on a civil construction site; and
- planning, organising and managing oneself in the organisation (LGSETA, Construction:3).

### **3.7.4 Building Construction**

The course covered the following modules:

- Carpentry (Roofing);
- carpentry (finishing);
- plumbing;
- bricklaying;
- painting and decorating;
- plastering and tiling;
- storm-water drainage;
- pipe-laying;
- concrete reinforcement; and
- basic electrical housing wiring (S.A.G. Training, 2005:2).

### **3.7.5 Mechanical courses**

This course covered the following modules:

- boiler-making;
- sheet metal work;
- gas welding and cutting;

- arc welding and cutting;
- fencing;
- burglar Proofing; and
- basic motor and truck repairs (S.A.G. Training. 2005:3).

### 3.7.6 Electricity

This course included the following modules:

- soldering techniques and making simple components;
- reading and producing basic engineering drawings;
- understanding the fundamentals of electricity;
- installing lighting systems, electric wire ways and maintaining indirect drives; and
- using mechanical lifting equipment (LGSETA, Undated:2).
- **48804 – Occupational safety, health and environment**

This module covered:

- basic fire fighting techniques;
- health and safety principles in and around the workplace;
- addressing workplace hazards, risks, emergency preparedness and responses; and
- development and implementation of a safety management programme in the workplace ((LGSETA, Occupational Safety, Health Environment:3).

Many of the trainings and skills development programmes conducted to Free State municipalities for the period under review, focused on areas such as waste management, water services, water reticulation services, road construction and electricity amongst others. These are the very programmes that aim to address the basic needs of the people and to ensure developmental local government. Despite these many trainings and skills development programmes specific municipalities in the Free State Province are still faced with uprisings from residents complaining about poor basic services. One would argue the value of quality of the trainings and skills development programmes which were conducted in the Free State Province municipalities in the areas indicated above.

It is argued that there has to be a transition from the quantitative to the qualitative provision of trainings and skills development in municipalities. Concerning trainings and skills development, organisations need to move from the obsession with numbers and concentrate on quality of programmes. This therefore calls for municipalities to create processes, procedures and systems to measure and evaluate the quality of training and skills development programmes offered by service providers. Unless this is done, there will always be training and skills development just for the sake of it, and less impact on individuals and the organisation.

### 3.7.7 Municipal finance

This training course is constructed as follows:

- **Municipal finance management learning path**

The NQF 4 qualification is the first step in building a career in municipal finance management. The NQF 5 qualification, leads to the achievement of a National Diploma in Public Finance and Management. The NQF 6 qualification addresses the need of municipal finance managers at a more strategic level and leads to a National Certificate in Municipal Finance Management ((LGSETA, 2007:2).

- **Municipal finance management career path**

**TABLE 3.8 – career path in municipal finance**

NQF LEVEL	QUALIFICATION ID	QUALIFICATION
6	48965	National Certificate: Municipal Finance Management
5	49554	National Diploma: Municipal Finance
4	50372	National Certificate: Municipal Finance
3	-	National Certificate: Introduction to Local Government

Source: LGSETA, 2007:3

### **3.8 Training in accounting**

This training offers specifically tailored training and development and it is a first step onto a career path in local government finance.

- **Who is it for?**

This qualification is suitable for people already working in a relevant local government finance role or as a supervisor for these roles and who would like training and support to develop their skills further. Examples of such persons are debtors' control clerks, cashiers, administrators, credit controllers, credit payment staff, tender staff, creditors' clerks and bank reconciliation administrators. In exceptional cases, the qualification could be offered to someone working in a non-accounting function (LGSETA, 2009:5).

- **What does it cover?**

This qualification is tailored to cover the core skills required in local government finance. It delivers a broad range of skills training across a mix of accounting and more general work and personal areas. The content is delivered through subjects such as professional ethics, working with computers, accounting and accounting work skills (LGSETA, 2009:5).

Employees in Free State Province municipalities received training and skills development programmes on municipal finance several times. Notwithstanding such adequate and intensive training and skills development of employees on municipal finance, several municipalities in the Free State Province are still faced with problems of either overspending or under spending, financial mismanagement and poor budgeting systems. There are also disclaimer reports by Auditor-General related to financial mismanagement and non-compliance to the Public Finance Management Act no 1 of 1999 and Municipal Finance Management Act no 56 of 2003. National, provincial and local newspapers are full of advertisements of vacant posts of chief financial officers and auditors. This is evidence that more skills are still required in the area of municipal finance.

It is argued that until national and provincial treasury departments work together with the Department of Public Service and Administration to guide the requirements for relevant and sustainable training and skills development programmes on municipal finance, the problems of financial management in municipalities will not be reduced. Managers and elected representatives in municipalities must also revisit the issue of deployment of political cadres or comrades in strategic positions such as financial management and start head-hunting for skilled and experienced personnel in financial management. Chartered Accountants should be identified and be recruited to fill posts of chief financial officers, accountants and auditors in municipalities. The culture of hiring employees with B. Comm degrees without looking at how relevant the degree is to financial management, especially municipal finance, must be done away with. B. Comm graduates who must be hired should be those with relevant modules in municipal finance.

It is important to note that until such a time that relevant training or skills development in municipal finance is provided to municipal employees and that qualified people with relevant qualifications are trained and hired, municipalities will unlikely find it easy to address the five year local government strategic agenda in the area of Financial Viability effectively. Local economic development goals will also not be achieved in municipalities if finances are not managed properly.

### **3.9 Edge training courses**

Training by Edge Training Consultancy covered the following courses:

- Edge Platinum Workshops were conducted for managers, frontline staff and councillors in municipalities in the Free State Province. The course content covered modules on conflict management, leadership development, team leadership, customer service, stress management, and problem-solving skills (Edge Training, 2009:7).
- Edge Silver Courses were conducted for managers and supervisors in local government in the Free State province. This course covered knowledge and skills

around project management, financial management, time management and presentation skills (Edge Training, 2009:9).

- Edge Gold Courses were intended for frontline staff, and involved basic skills on diversity and ethics, interpersonal skills, telephone etiquette, communication skills and negotiation skills. These courses aimed at ensuring that administrative staff such as clerks, secretaries, auditors, cashiers and receptionists are able to deal with clients in municipalities ((Edge Training, 2009:10).

### **3.10 Training workshop on work ethics and service delivery**

Various municipalities in the Free State Province received a training workshop on **work ethics and service delivery** in 2009. The training workshop covered the following topics:

- What is work?
- what is a stakeholder?
- what are the rights and responsibilities of the stakeholders?
- communication channels in organisation;
- work Ethics;
- productivity in organisations;
- service delivery; and
- strategic planning (Jet Education Services, 2004:3 – 4).

### **3.11 Training workshop on disciplinary hearing**

A training workshop on **disciplinary hearing** was conducted to managers and supervisors in Free State municipalities in 2010. The topics which were covered were the following:

- The purpose of discipline;
- disciplinary codes and procedures;
- the Labour Relations Act;
- misconduct guidelines;
- appropriate sanctions;
- criminal law;
- investigations; and

- evidence in Disciplinary Hearings (Dru-a professional training consultancy, 2010:1 – 5).

Training and skills development by Edge Training, Jet Education and Dru-A Professional Training providers centred more around conflict management, leadership, development, diversity ethics, client service, disciplinary hearing and work ethics. It may be correct to conclude that these programmes are too generic and do not necessarily address specific skills of employees which will directly drive the objectives of the five year local government strategic agenda, and therefore developmental local government. It is important for municipalities to identify the major economic, social and environmental needs of employees, and institute sustainable training and development programmes to address each of these. When considering the training and development of its employees, municipalities need to be mindful that at the end of it all they have a constitutional mandate to deliver sustainable services to their communities.

It is argued that when deciding on training and skills development programmes in municipalities, managers responsible for training must give close scrutiny to the difference between theory and practice within a programme. Knowledge and skills that will facilitate effective implementation at local level must be given priority when a training and skills development programme is being decided upon or funded by a municipality. Training and skills development programmes that are provided to employees in municipalities must equip them with the ability to perform or to create or deliver value in their workplaces. If a training programme or a skills development programme is capacitating for employees, it means it must enable employees individually or collectively to deliver on their mandates in an effective, efficient and equitable way.

### **3.12 SUMMARY**

In this chapter the focus was on some national and provincial trends regarding the training and skills development of employees in municipalities. The background to the legislation and structures related to training and skills development of employees in municipalities were briefly discussed. A discussion was also

provided on national and provincial training and skills development programmes in municipalities, and training workshops and skills development for municipalities. In the next chapter the focus will be on performance management in municipalities.

## **CHAPTER 4: PERFORMANCE MANAGEMENT IN MUNICIPALITIES**

### **4.1 INTRODUCTION**

Chapter four introduces the reader to the concept of performance management. The focus is to identify the need for managing both organizational and individual performance to ensure improvement of services. The chapter begins with the definition of performance management. It then proceeds by making an analysis of concepts related to performance management, the performance management process, statutory framework for managing performance in municipalities, the performance management system in municipalities, the management of poor performance and finally the performance management models used by municipalities.

### **4.2 WHAT IS MEANT BY PERFORMANCE MANAGEMENT**

Performance management describes the overall process of collecting performance indicators and measures, designing and implementing appropriate management systems, carrying out performance reviews, and evaluating and acting upon the results of these processes. In other words performance management is the practice of performance review and measurement and, like any other sort of managerial practice, it demands a particular set of skills. The goal of performance management is to improve services (Fenwick, 2000:107).

According to Kula (2000:380) performance management can be defined as a purposeful continuous process that is geared towards positively influencing the behavior of employees for the achievement of the strategic objectives of an organisation. Van der Waldt (2004:39) states that performance management is an approach to management which harnesses the endeavors of individual managers and workers towards an organisation's strategic goals. It defines goals and the outputs needed to achieve those goals, it gains the commitment of individuals or teams to achieve those outputs, and it monitors outcomes.

Holbeche (2009:209) notes that performance management is the responsibility of line managers in partnership with the human resource section of an organisation, and suggests the following key performance management elements in an organisation:

- Knowledge of the goals of an organisation;
- expectation of similar contribution by all employees;
- enskilled and capable employees who are able to meet organisational objectives;
- employees have to be committed to the organisational aims. When performance is managed properly, employees have to know roles that they have to play in the process and they also have to be developed. The situation in which performance is managed has to allow for performance management and feedback has to be given.

#### **4.2.1 Concepts related to performance management**

The Public Administration Leadership and Management Academy (PALAMA, 2009:48) outlines the following concepts as commonly used in the area of performance management:

- **Performance review** – Performance review has to do with the explanation of what the organisation wants to attain at the end and how it intends to achieve its aims and what results it expects.
- **Performance measurement** – Performance measurement is a necessary requirement for performance review. It contains all approaches that can be used to ascertain the achievement of goals and ensure that standards are met. When these measuring instruments are used, information is compared quantitatively.
- **Key performance areas** – These are the key things that an employee has to do to help the organisation to meet its goals.
- **Competencies required** – What skills, knowledge, attitudes and values are needed for an employee in order to be able to do the job.
- **Performance agreement** – An agreement that an employee makes with the manager, which states the job description, what is expected of an employee and how an employee will be evaluated.

- **Personal development plan** – This is a plan designed for an employee in order to improve in those areas that show incompetence in certain job tasks that an employee has to perform.
- **Rating scales** – This is a way of agreeing on how well a person is doing.

#### 4.2.1.1 Performance defined

Coetsee (2003:7) submits that the concept of performance has to do with how individual employees strive to meet the goals that they have set for themselves and also those that have been set for them by their employers in a work situation. There is a relationship between the words “performance” and “success”. Whitmore (2002:97) argues that performance may assume doing the work more than what was expected of an employee. It also means setting higher standards of performance as against the standards which were originally set for an individual (Coetsee, 2003:7).

#### 4.2.1.2 Management Defined

Management is a process that explains how the resources of an organisation can be used in such a way that the objectives of an organisation can be achieved profitably. It includes the planning function which explains the mission and goals of an organisation. It involves the organising function that defines which resources have to be used in order to achieve the goals and objectives of an organisation. It also includes the leadership role that has to be played in order to achieve the goals and objectives of an organisation. Lastly management explains how control has to be exercised so that the objectives of an organisation can be achieved (Brewster, Farndale & Van Omneren 2000:29).

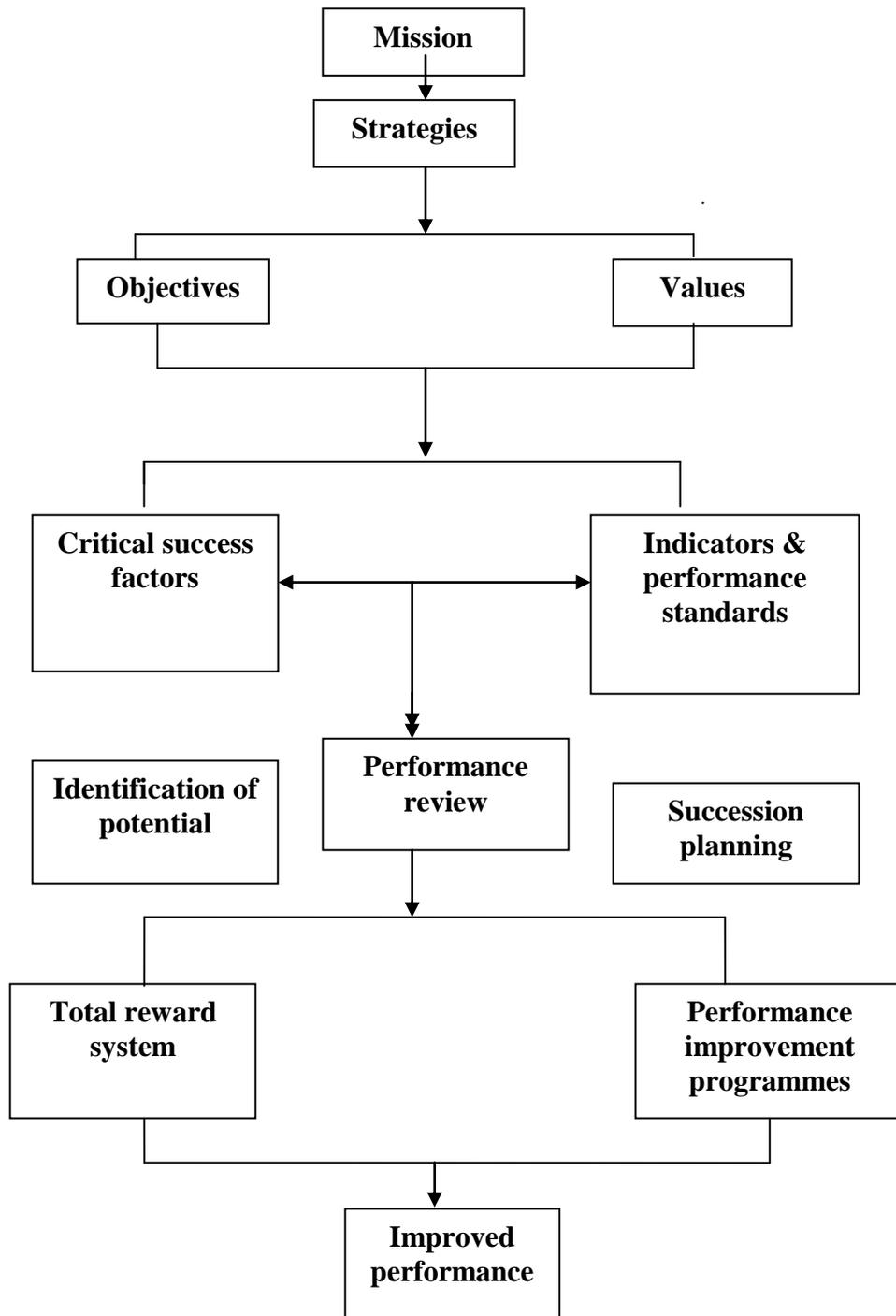
#### 4.2.2 Performance management process

Kula (2000:385) argues for the following features of a performance management process:

- **The mission statement**, it explains the aims of an organisation and what the organisation wants to achieve;
- **strategies**, give direction on what has to be done in order to achieve the objectives of an organisation and the standard of performance that is expected;
- **objectives**, define the goal that has to be achieved at the end;

- **values**, determine ethical issues that must be adhered to in order to achieve organisational objectives;
- **critical success factors**, determine factors that will successfully contribute to the achievement of the standard that is expected;
- **performance indicators**, help in ensuring that stated organisational objectives are achieved as indicated and they work in unison with success factors;
- **performance review**, evaluates the performance of each employee in relation with the objectives which were set; and
- **performance related pay**, deals with incentives that are given to employees when they have done their work as expected. This performance management process is shown in figure 4.1.

**Figure 4.1 The performance management process**



Source: Kula (2000:386)

The expectation in implementing the performance management system is that at the conclusion, there must be improved performance in both the individual

employees and the organisation as a whole. Specifying objectives, critical success factors, indicators and performance standards within a performance management system implies that its aim is to ensure that employees perform towards the mission and vision of an organisation. It is argued that employees must first be trained on the system it before it can be implemented so that they know which competencies are required from them and what behaviours are expected from them when the system is used in an organisation. The mistake that is commonly made when the system is developed is not to involve all people in an organisation. For employees to take ownership of the system they must be allowed to participate in its development. What employees are expected to do should not be decided upon by management, experts or consultants only, but by management and all other employees in the organisation.

It is argued that the management of performance is a basic requirement for many organisations in South Africa, and in municipalities in particular. Performance management gives an organisation a sense of strategic direction in that it ensures that the mission and vision of an organisation are achieved as expected. It also ensures that the organisation is able to develop mechanisms for accountability for the delivery of services. The concern to control, assure and manage the quality of services in organisations is one reason why the management of performance is a necessary requirement for many organisations, and municipalities in particular. Performance management also allows the organisation and the individual employees to learn from past successes and failures.

#### **4.3 STATUTORY FRAMEWORK FOR THE MANAGEMENT OF PERFORMANCE IN PUBLIC ORGANISATIONS**

Two types of performance management and improvement are identified. The first is performance in an organisation. This has to do with improvement of performance in how policies are applied, how systems are used in a cost-effective manner and how resources are used in order to achieve organisational objectives. The second type is performance at an individual level. This involves how an employee shows accountability in line with the prescripts of his/her job, how an

individual is committed to achieving organisational objectives and the level of education and training of an individual employee, and finally good behaviour that an employee displays (Nel, 2006:107). In order to advance all of these, a variety of acts and policies have been developed, and the following acts and policies have a bearing on performance management in organisations in South Africa, including municipalities:

#### **4.3.1 The 1996 Constitution of the Republic of South Africa, Act 108 of 1996**

Section 195(1) of the 1996 Constitution of the republic of south africa act no 108 of 1998 stipulates principles that guide public service delivery. Amongst the most important are the following:

- The provision of services to the community should be done in line with the principles of fairness, equity, impartiality and the needs of the people have to be satisfied optimally;
- the public must know how services are provided and also be given access to basic services, and they must also be provided with reliable information; and
- the general aim of public administration must be to develop the skills of citizens (South Africa, 1996:103).

#### **4.3.2 White Paper on Human Resource Management**

The success of the Public Service in carrying out its developmental goals can be measured by how effectively and efficiently employees are doing their work. The management of performance can ensure the following:

- That employees know what is expected of them;
- that managers know if employees have performed according the prescripts of the organisational objectives;
- that poor performance is realized in time; and
- that good performance is rewarded (White Paper on Human Resource Management, 1997:5).

#### **4.3.3 Public Service Regulations 2001**

The Public Service Regulations indicate that an accounting officer must state a performance management system that has to be applied to all employees in his or her department except for the senior management. Such a system had to be

implemented by all departments with effect from 1 April 2001. Except for the senior management services the accounting officer must indicate the following for each employee:

- the cycle and duration of the performance management;
- the date of the assessment; and
- the official who will be responsible for the performance assessment of employees (South Africa, 2001:34).

#### **4.3.4 White Paper on Transforming Public Service Delivery (Batho Pele White Paper)**

In the White Paper on Transforming Public Service Delivery (Batho Pele White Paper), the national and provincial departments are expected to determine standards, outputs, targets and performance indicators for the delivery of services. Such standards also have to be compared with international standards. In improving the standards of the provision of services to the people, national and provincial local government departments have to take into consideration the principles of Batho Pele. There is also a need to change the way things are done when services are provided to the people. The objectives of performance improvement therefore include welfare, equity, effectiveness and efficiency (South Africa, 1997:10 – 11).

#### **4.3.5 Public Service Act 103 of 1994**

The Public Service Act no 103 of 1994, an enabling legislation on performance management indicates that performance has to be managed in such a way that people are being consulted, supported and not be discriminated against. This will promote accountability and responsibility in the way resources are being used. The processes of managing performance have to be aligned with staff development plans and the strategic goals of an organisation. The main aim of performance management function should be to develop employees, to reduce poor performance and to produce performance of a higher standard (South Africa, 1994:5).

#### **4.3.6 Municipal Systems Act no 32 of 2000**

Each municipality in South Africa has to develop a performance management system in line with the available resources, and according to the stated objectives, priorities, indicators for performance and targets. A municipality must also instill in its employees, that is, managers and politicians, a culture of performance management (South Africa, 2000:46).

The legislation relating to performance management was promulgated with the sole purpose of encouraging good practices in the way employees manage their daily activities at work and also to create conditions for the management of performance in an effective way. It is postulated that for a performance management system to work effectively and efficiently in an organisation, in particular in municipalities, systems for control and accountability will have to be developed. Control systems will help in the management of quality and the control of quality of the work that employees do. Accountability systems will provide mechanisms for internal accountability for all employees in an organisation, and this also calls for the creation of accountability structures for performance management in organisations. It is believed that once people are made accountable for their performance, it is likely that they will show commitment for their work.

#### **4.4 THE FIVE KEY PERFORMANCE AREAS FOR LOCAL GOVERNMENT**

In February 2006, it was resolved in Cabinet Lekgotla that the strategic priorities for the term 2006 – 2011 of local government should be sustainable, reliable and improve service delivery. Issues that needed to be resolved for the five year period were the following:

- Transformation of municipalities and the development of the municipalities;
- the development of the economy of local businesses;
- the viability of finances in municipalities and general financial management; and
- good governance and community participation (SALGA, 2009:239).

##### **4.4.1 Municipal transformation and institutional development**

This strategic priority of the municipality entails the following issues:

- The integration of local government plans with the plans of the national government;
- a balanced infrastructure investment and sustainable economic development programme that is part of the IDP;
- establishment and functionality of all core municipal policies and systems as required by law;
- empowering employees through focused and continuous professional/skills development; and
- implementation of continuous management reform and improvement (SALGA, 2009:239).

#### **4.4.2 Local economic development**

This key issue entails:

- Making the economy of local businesses to be lively;
- continuous development of the people in order to make them to be easily employed in the place of work;
- creation of jobs and the provision of opportunities for business; and
- networking with economic sectors by municipalities (SALGA, 2009c:240).

#### **4.4.3 Basic service delivery and infrastructure investment**

This key issue entails:

- Making the municipality environment clean and safe;
- ensuring that each citizen receives clean water, electricity and the removal of waste services; and
- providing enough infrastructure and equipment that produces goods and services (SALGA, 2009c:240).

#### **4.4.4 Financial viability and financial management**

This key issue entails:

- The establishment of effective financial management systems;
- the development of revenue and expenditure, annual and medium term plans;
- the decrease of dependency on grants; and

- the implementation of accountability and anti-corruption measures in local government (SALGA, 2009c:240).

#### **4.4.5 Good governance and community participation**

This key issue has to do with:

- The making of ward committees to be functional and thus improving public participation;
- the establishment of ways to ensure constant feedback to the public;
- the giving of special attention and recognition of those categories of people who were previously ignored;
- the provision of full access to municipal services to the public; and
- the improvement of relations between government departments (SALGA, 2009c:241).

The Five Year Key Performance Areas for Local Government provide clear, realistic and measurable objectives that managers and employees in municipalities need to make operational. They also state clearly performance indicators and standards that need to be achieved in order to accelerate developmental local government. The development of a performance management system in municipalities has to be aligned to the above objectives in the five year local government strategic agenda. It is argued that in order to make sure that a performance management system that is put in place functions effectively, commitment of management to it is required. Managers also need to have the ability to ensure that they improve the system for long-term changes in an organisation. The ability to identify and resolve conflicts when such a system is implemented is needed in order to deal with dissatisfaction, resistance and non-compliance of employees with the performance management system. It is important to note that at times performance management systems can be applied unethically in organisations and this is the reason why the system is at times rejected by employees.

#### **4.5 DIMENSIONS OF PERFORMANCE**

The nature of performance has many dimensions. These dimensions are:

- Changing the emotions of people through modifying their attitudes, values and perceptions. This could be done by giving people information on policies, holding staff meetings and establishing communication channels;
- changing lines of authority in order to improve power relations, ways of decision-making and channels of communication;
- changing the structure of the organisation. This could be done through by changing the size of the departments, methods and procedures of doing things and the process of compiling and executing the budget;
- measuring and evaluating progress on how goals and objectives have been achieved;
- changing the methods of working and the technology and equipment that is used in an organisation;
- giving people new skills and knowledge. This could be done by training people for new jobs and responsibility;
- altering the manner in which work flows from one employer to the other; and
- providing new training programmes to employees. This can be done when new goods and services are introduced in the workplace (Van der Waldt, 2006:135).

It is argued that a performance management system is said to be multidimensional in the sense that for it to be developed and implemented, it requires first that policies should be explained to employees, internal systems have to be improved, restructuring of the organisation must take place, objectives must be set, people have to acquire new knowledge and skills, and jobs have to be adjusted. In this sense, it could be concluded that a performance management system is a system that is dependent upon its external environments for both their inputs and reception of their outputs. It could also be a system that exchanges information with other systems around it and it uses information from inside and outside of itself. It is also important to note that the objectives of a performance

management system must be linked to the financial resources available in an organisation.

#### **4.5.1 Factors affecting performance**

Van der Waldt (2006:132) argues that performance could be affected by a number of variables. When performance is managed, measured, assessed and modified, the following factors must be taken into consideration:

- Personal factors which have to do with the skill of the manager to do the job, the confidence with which he/she does the job and the motivation and commitment to do the job;
- leadership factors that involve how the manager is giving courage, direction and support to the subordinates;
- team factors that have to do with how team members are working together in order to ensure the success of a particular project in the job situation;
- system factors involve the provision of resources, opportunities, equipment and methods of working by the organisation; and
- contextual factors that have to do with programme change, policy changes and all other changes that take place inside and outside the work environment.

#### **4.6 ACHIEVE MODEL IN PERFORMANCE MANAGEMENT**

Fox (2006:93) submits that when the “ACHIEVE” model was developed, the key issues that influence performance management were isolated. The word “incentive” was substituted by the word “motivation”, the word “clarity” was substituted by the word “understanding”, the word “help” was substituted by the word “organisational support” and evaluation” was substituted by “performance feedback”. An acronym was formed by the first letters to produce the word “ACHIEVE” which has the same meaning as “perform”. The “ACHIEVE” model is explained below:

##### **4.6.1 A- Ability (knowledge and skills)**

This means the knowledge and skill of a person for performing a particular task. The competence of individuals is not universal. The components of ability can be education and training that is related to particular job tasks, the experience that

has been acquired in the job environment and the skills that a person gained while doing certain tasks (Fox, 2006:93).

#### **4.6.2 C- Clarity (understanding or role perception)**

This means that employees have to understand and accept what they have to do and know how they have to do it. The understanding of how things have to be done will be driven by the knowledge of the goals and objectives of an organisation. Managers have to ensure that they communicate and clarify goals and objectives to the employees (Fox, 2006:94).

#### **4.6.3 H- Help (organizational support)**

This means that employees have to be helped and given support by management so that they are able to do their tasks effectively. Management must provide resources, equipment, and enough human resources so that the job tasks can be completed. If resources cannot be provided, the goals and objectives of an organisation have to be revisited in order to avoid making subordinates responsible for what they cannot control (Fox, 2006:94).

#### **4.6.4 I- Incentive (motivation or willingness)**

This has to do with giving employees work-related rewards in order to motivate them to continue to finish their tasks successfully. Not all employees are motivated to complete tasks. Employees are only motivated to complete those tasks that will in the end give them rewards or praise. The methods, procedures and processes of giving incentives to employees have to be reviewed (Fox, 2006:94).

#### **4.6.5 E- Evaluation (coaching and performance feedback)**

This means giving daily feedback to employees and also conducting work reviews to determine how well employees are doing their jobs. It is unlikely that employees will improve their performance if they are not aware that there are performance weaknesses. Poor performance can be attributed to inadequate coaching and performance feedback (Fox, 2006:95).

#### **4.6.6 V- Validity (valid and legal human resource practices)**

This means the accurate and legal way the manager is making human resource decisions. Managers have to ensure that the decisions that they take about people

are within the confines of the law and in line with organisational policy. Employees should not be discriminated against and appraisal systems, training, promotion and selection processes should be set on particular criteria. Problems of validity may be brought about by the fact that managers did not observe the law and other policies that deal with the human resource functions (Fox, 2006:95).

#### **4.6.7 E- Environment (environmental fit)**

This deals with outside and inside factors that may influence performance, except the competence of an employee, support that the employee gets and the rewards given to the employee. The environmental factors that may influence performance include outside competition, changes that occur in the market and the promulgation of new laws. If the environmental factors are those that employees cannot control, employees should not be rewarded or punished for that. The performance of employees should be judged in accordance with the factors that relate directly to what is happening to their work environment (Fox, 2006:95).

It is argued that a performance management system in an organisation may be influenced by factors such as knowledge and skill of the people, understanding of employees and what they have to do, support that people get from management and colleagues, level of motivation in an organisation, compliance to policies and the environment within which a system is operating. This implies that for these factors to influence the system in a positive way, management must train employees so that they gain knowledge and skill of how the system functions. Employees must be made to understand the expectations of what they have to do in order to fully comply with the requirements of the performance management system that has been put in place. This can be done by explaining the goals, objectives and expected outcomes of the system to employees.

It could be further argued that for the system to function properly in an organisation, the level of motivation of employees has to be raised to a higher level by supporting the system with rewards and incentives. The performance

management system must also be developed and designed in such a way that it encourages compliance to policies related to work in an organisation. Management will therefore have to set a good example in complying with policies related to work in an organisation. The management must also identify compliance risks, monitor the risks and regularly write a compliance report that sets out clearly an extent to which employees comply with work-related policies in an organisation.

## **4.7 BENCHMARKING AND PERFORMANCE MANAGEMENT**

In the section the meaning of benchmarking and different types of benchmarking will be explained.

### **4.7.1 What is benchmarking?**

Benchmarking is an approach that is used to compare the performance of one organisation against the performance of another organisation. Through the use of benchmarking, organisations are able to determine those things in which they are good at and those in which they are not doing well. It is a method of assessing the performance of an organisation against the performance of organisations that are regarded as good examples in performance (Stapenhurst, 2009:11). Benchmarking helps an organisation to judge itself by constantly assessing its own performance and also looking at ways that can be implemented in order to improve performance (Naves, 2004:65).

### **4.7.2 Why do organizations benchmark?**

Stapenhurst (2009:11) specifies the main reasons for organisations to benchmark.

The well known reasons for benchmarking are the following:

#### **4.7.2.1 As part of performance management culture**

Benchmarking addresses the questions: what is the level of competence of an organisation, in which areas should an organisation improve its performance. Many managers have realized that they do not have enough resources to address the issue of performance improvement. It is important that managers focus performance improvement in those areas in which there is no good results even

after many resources of an organisation have been used. Managers need to benchmark possible areas for performance improvement (Stapenhurst, 2009:11).

#### **4.7.2.2 To short-cut the performance improvement process**

Other organisations use benchmarking as a simple method of improving performance. Their argument is that analyzing, redesigning an organisational structure and functions, and the training of employees may be long processes of improving performance. They also argue that it is better to identify those activities that an organisation is doing well and try to change those practices that an organisation is not good at without necessarily using many resources to try and improve performance (Stapenhurst, 2009:11).

#### **4.7.2.3 Target / budget setting**

In order to improve performance many organisations set targets. The only problem is that many of these organisations have a tendency to set unrealistic targets. Benchmarking is therefore also used to help organisations to set realistic and achievable targets (Stapenhurst, 2009:12).

#### **4.7.2.4 As a driver for improvement**

Benchmarking enhances good performance between organisations in that it makes organisations to attain a high level of performance, and if an organisation does not reach the same standard of performance with other organisations, then such an organisation becomes unfit for the competition. It can happen that an organisation is benchmarked against the organisation concerned which is not part of the competition, and still find that an organisation performs poorly. This can then mean that the management of the organisation need to seek ways of improving performance (Stapenhurst, 2009:12).

### **4.7.3 Types of Benchmarking**

Naves (2004:66) stipulates that there are different ways that can be used for benchmarking, and that each of them has its advantages and disadvantages. The different types of benchmarking are explained as follows:

#### **4.7.3.1 Internal benchmarking**

This is benchmarking that takes place within one organisation. One department or section can be compared with another in the same organisation. It is argued

that this type of benchmarking may not give results that would meet the international good or high performance standards (Naves, 2004:66).

#### **4.7.3.2 External benchmarking**

This is benchmarking that focuses on organisations outside one's organisation. It may be an organisation that provides same services as one's organisation but it serves different clients (Naves, 2004:66).

#### **4.7.3.3 Competitor benchmarking**

This benchmarking is complex. Information that is going to be used for benchmarking is relevant and available but there are things that have to be kept confidential about how one's competitor is operating. At times the information about one's competitor can be misleading to an extent that it is not easy to determine the actual results of the benchmarking process (Naves, 2004:67).

#### **4.7.3.4 Functional benchmarking**

Naves (2004:67) explains that functional benchmarking has to do with comparing of the same organisation as one's organisation but there is no competition that is involved. The same organisation as one's organisation serves different clients but no information is made confidential. The good practices that one's organisation can copy from another organisation are identified and used in order to improve one's organisation..

#### **4.7.3.5 Generic benchmarking**

Generic benchmarking has to do with the comparison of organisational activities of the same and different institutions that are doing similar or different functions in different environments. This form of benchmarking promotes creativity and has the likelihood of yielding unexpected performance management results (Naves, 2004:67).

#### **4.7.3.6 Process benchmarking**

Process benchmarking is one effective way of evaluating the extent to which newly established processes are effective. Although this type is not substantiated by literature, it can be safely stated that this benchmarking approach is effective in evaluating success on newly established electronic human resource systems (Naves, 2004:67).

It is argued that in general terms the purpose of benchmarking is to improve performance. In most cases it is done in order to compare one organisation with the best. Benchmarking in organisations must be used in order to copy best practices that other organisations of the same services are doing. In municipalities it could be done in order to compare municipalities in one district or one province, or municipalities in one province with the others in other provinces. In South Africa the use of Vuna Awards (Awards given to well performing municipalities by COGTA) is an example of benchmarking but this is more competitive rather than collaborative. In collaborating with each other, the same achievable standards of performance must be set for organisations doing similar functions. The municipality that does not attain the same standards as others on the same objectives must be helped. It could also be suggested that the concept of 'job-rotation' can be applied in benchmarking processes in municipalities, in which employees in one municipality could be deployed to go and work another municipality that finds it difficult to attain set objectives.

The use of regular benchmarking in municipalities would encourage teamwork between municipalities and also promote information sharing on best practices. The use of expert-workers in Project Consolidate in South African municipalities may be deemed to have been an example of benchmarking that was tried and tested in municipalities.

## **4.8 THE RELATIONSHIP BETWEEN THEORIES OF MOTIVATION AND PERFORMANCE IMPROVEMENT**

This section of the chapter discusses theories of motivation. It also explains how each theory of motivation relates to the concept of performance improvement.

### **4.8.1 What is motivation?**

Motivation is defined by Spector (2006:194) as a condition inside a person that drives a person to behave in a particular way. It leads the direction, degree and consistency of human behavior over a certain period of time. Nel et al. (2008:336) explains motivation in the context of organisations, as the hard work that people do, the effort that they take, the application of their skills in order to

achieve organisational goals and objectives. Motivated people are seen by taking an extra mile when they do job tasks that have been given to them. Motivation is an activity that has intentions and it drives people to achieve certain goals.

#### **4.8.2 Theories of motivation related to performance management**

Motivation is a management function. Managers have to motivate people so that they are successful in producing products of quality and improved service delivery in their organisations (Nel et al. 2008:336). In the following paragraphs an investigation of the practical application of various motivational theories in the workplace and how they relate to performance management will be done.

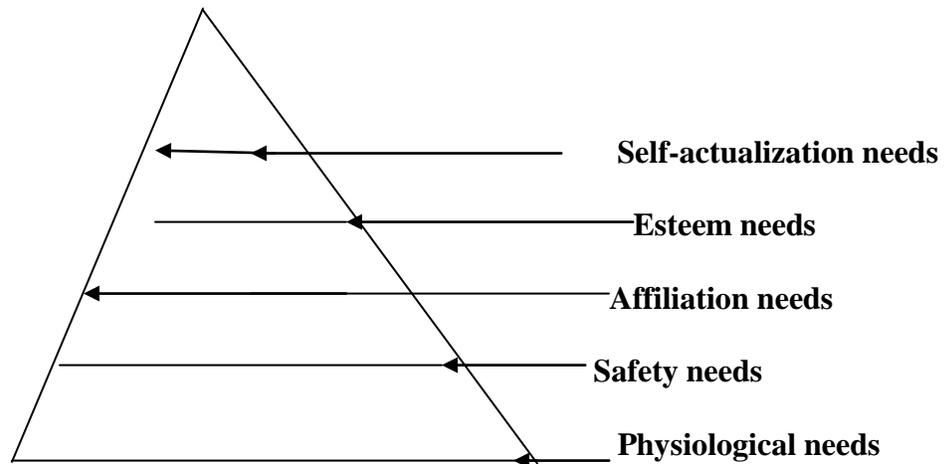
##### **4.8.2.1 Maslow's hierarchy of needs theory**

Spector (2006:197) submits that Maslow's self-actualization model suggests that a human being has a natural drive that forces him/her to be able to achieve according to his/her ability, but that drive may be suppressed by environmental factors outside the human being. It is these surrounding circumstances that may cause a person to perform below what is expected of him or her.

Maslow's five levels of needs are the following:

- **Physiological:** These include hunger, thirst, shelter, sex and other biological needs.
- **Safety:** These include security and protection from physical and emotional harm.
- **Social:** These include needs to belong, to be liked and for friendship.
- **Self-esteem:** These include internal mental states such as self-liking, autonomy, achievement, as well as needs relating to status, recognition and attention.
- **Self-actualization:** This concerns the need to become what one is capable of becoming and includes needs relating to growth and development, achieving one's potential and self-fulfillment. Maslow's hierarchy of needs theory is depicted in figure 4.2 below:

**Figure 4.2 Maslow's hierarchy of needs**



*Source: Spector (2006:197)*

#### **4.8.2.2 McClelland's theory of needs**

Robbins, Julge, Miller & Waters (2008:186 – 188) asserts that David McClelland has proposed that the basic needs that are relevant and applicable in the workplace are following:

- **The need for achievement:** This means the intention to want to reach the highest level of performance.
- **The need for power:** The desire to influence other people to achieve the highest standard of performance.
- **The need for affiliation:** This has to do with the desire to want to be accepted and liked by others. (Kreitner & Kincki 2001:213) affirms McClelland's theory of motivation which assumes that people who have the highest desire to want to achieve more are mostly the ones who perform well in organisations.

#### **4.8.2.3 Locke's goal-setting theory**

The postulation by Edwin Locke according to Robbins et al. (2008:189 – 191) is that in an ideal situation in which things are all balanced, people would perform better if goals are explained to them, rather than when they did not have a specific goal that they were expected to achieve. What this theory assumes is that specific goals serve as motivation of people. Specific goals give direction of what has to be done and also determine the energy that people have to put in so that they are

able to achieve the set goals. Other related factors to goal-setting theory are the following:

- The performance of people will be better if they are constantly given feedback on how they are performing towards the achievement of a particular goal.
- goals are likely to be legitimate and individuals are likely to be committed to them if they have been set by the individual together with his or her manager or supervisor.
- if goals are made public, the likelihood is that they will drive people's commitment to achieve them. Goals should not be set unilaterally in an organisation because individuals may unlikely internalize them.

#### **4.8.2.4 Reinforcement theory**

The reinforcement theory is different from the goal-setting theory in that it emphasizes behavior as important. It suggests that good behavior is likely to be repeated if it is rewarded. This theory relates well with the Operant Conditioning theory of B.F. Skinner. Goal-setting theory emphasizes the will and purpose of the people to want to achieve an identified goal. An example of reinforcement theory in the work situation would be, if an employee has displayed good behaviour in performing a particular job task, that employee would be given a reward. There is a likelihood that if the employee is punished for not performing well he or she would in all probability not repeat that behavior (Nelson & Quick, 2006:467).

#### **4.8.2.5 The job characteristics model**

Hackman and Oldham postulate that the task that an employee has to do can in itself serve as a motivator. Their theory illustrates how jobs can be structured in such a way that employees can feel that they are doing meaningful and valuable work. Job-enrichment can change the thinking and behavior of employees positively, to an extent that even their performance in the work that they do also improves for the better. The main important aspects that may influence performance are the following, according to Nelson & Quick, (2006:468):

- **Skill variety:** The skills required of an employee to perform certain tasks.
- **task identity:** The responsibility given to an employee in a particular job task.

- **task significance:** The degree to which a particular job is having an impact on other employees.
- **autonomy:** The opportunity that a particular job is providing to an individual so that he/she can do things independently.
- **feedback:** The frequency at which an employee is given feedback on work well done.

From a discussion on theories of motivation above it could be concluded that the performance of individual employees in an organisation depends on many variables for both good performance and poor performance. In managing performance in organisations, managers need to take these variables into serious consideration. Given any of these variables, human beings, in particular, employees, adjust their behavior in a way that is most likely to lead to their achievement.

It is here again concluded that once employees are satisfied in their jobs, when their values are taken into consideration when designing jobs, and when they are given a chance to contribute in deciding organisational objectives, their level of motivation in doing given tasks increases. It is therefore necessary that when performance management systems are designed in organisations, organisational culture, systems and procedures together with the values of the people should be given high priority.

#### **4.9 DEVELOPING A POLICY FOR PERFORMANCE MANAGEMENT**

Harris (2010:13) argues that performance management is often regarded as a meaningless waste of time by staff and managers – but if it is well handled, this management tool can greatly improve the functioning of an organisation. Good performance management practices track performance against targets and identify opportunities for improvement. Poor performance can be rectified in a number of ways that are ethical and aligned with policy. If the intention of an organisation is

to design an effective performance management policy, the following elements should be taken into consideration:

- **Plan work and set expectations:** The work must be planned in such a way that the mission, objectives and key performance areas are set in a manner that will ensure easy achievement of organisational goals.
- **monitor performance:** Regular monitoring and evaluation is needed in order to detect areas in which employees are not performing as expected.
- **develop the capacity to reform:** When poor performance has been identified, training that will improve poor performance and the skills and competencies of employees must be introduced.
- **performance rating:** The performance of employees must be rated regularly, and thereafter their training needs must be determined, and addressed through training programmes that are relevant and reliable.
- **reward good performance:** The good work that employees do must be acknowledged by managers and supervisors and recognition for such must also be shown.

Planning performance standards, monitoring performance, building capacity for performance, rating performance and rewarding performance are the cornerstones in developing a performance management policy in an organisation. However all these activities have to be done in recognition of the business strategy of an organisation. In addition, managers must put the Batho Pele principles as the foundation for developing a performance management policy, as these are suggested by the White Paper on Transforming Public Service Delivery (Batho Pele). A performance management policy that is driven by these principles would probably ensure that those who are affected by such a policy take ownership of the policy and comply with its implementation to a very large extent.

#### **4.10 PERFORMANCE MANAGEMENT GUIDE FOR MUNICIPALITIES**

The National Government in South Africa realized the need to support and develop municipalities so that they are able to implement their programmes successfully. In 2001, the Department of Cooperative Governance and

Traditional Affairs developed a guide for the implementation of a performance management system. The Guide does not prescribe what municipalities have to do, but it gives only the guidelines. It also does not give details on integrated planning in municipalities, or give any details of employee performance management. It provides generic guidelines on overall performance management in municipalities (Van der Waldt, 2004:337).

#### 4.10.1 Performance management guide: phases and steps

Van der Waldt (2004:338) provides proposals on phases and steps that municipalities can follow in order to implement a performance management system. The phases and steps are shown in Table 4.1 below:

**Table 4.1 Implementing a Performance Management System: Phases and steps**

PHASES	STEPS
<b>Phase 1:</b> Starting the performance management process.	<ol style="list-style-type: none"> <li>1. Delegation of responsibilities and clarifying roles.</li> <li>2. Setting up internal institutional arrangements.</li> <li>3. Managing the change process.</li> </ol>
<b>Phase 2:</b> Developing a performance management system.	<ol style="list-style-type: none"> <li>1. Current reality.</li> <li>2. Identification of stakeholders.</li> <li>3. Creating structures for stakeholder participation.</li> <li>4. Developing the system.</li> <li>5. Publication of the system.</li> <li>6. Adoption of the system.</li> </ol>
<b>Phase 3:</b> Implementing performance management system.	<ol style="list-style-type: none"> <li>1. Planning.</li> <li>2. Setting priorities.</li> <li>3. Setting objectives. <ul style="list-style-type: none"> <li>• Setting key performance indicators (KPIs);</li> <li>• Designing a performance measurement framework;</li> <li>• Conducting performance reviews;</li> <li>• Reporting, reviewing and public participation;</li> <li>• Training and support.</li> </ul> </li> </ol>

Source: Van der Waldt (2004:338-339)

It must be noted that the significance of this performance management guide for municipalities is that it represents an attempt to open up both the planning and review of performance to a wider range of stakeholders. Stakeholder participation

means therefore that performance is something which is no longer to be determined and judged exclusively by officials in municipalities, it has become part of a wider democratic process. It is however argued that there are problems in developing a multiple stakeholder approach, as this will create difficulties in reconciling aspirations of other stakeholders with those of political and professional views and requirements. This therefore suggests that the involvement of stakeholders in the performance management system of an organisation should be kept to balance.

#### **4.11 SUMMARY**

This chapter described performance management, its definitions and related concepts. Performance measurement, statutory framework for the management of performance in municipalities, dimensions of performance and factors affecting performance were also described. The “ACHIEVE” model in performance management was also highlighted. Benchmarking, reasons for benchmarking, types of benchmarking and motivation theories related to performance were also described. Phases and steps in performance management guide for municipalities were explained. Lastly the performance auditing, reporting, performance improvement and management of poor performance were considered. The next chapter will focus on monitoring and evaluation of performance in municipalities.

## **CHAPTER 5: PERFORMANCE MONITORING AND EVALUATION IN MUNICIPALITIES**

### **5.1 INTRODUCTION**

Chapter five introduces the reader to the concepts of performance monitoring and evaluation. It provides processes, procedures and strategies that need to be followed when conducting performance monitoring and evaluation in organisations. It also provides more detail regarding planning, collection of data, analysis of data and reporting in the implementation of a performance monitoring and evaluation system in organisations. Finally the chapter provides information on performance monitoring and evaluation in municipalities and the challenges facing the implementation of this system in organisations.

### **5.2 WHAT IS MEANT BY PERFORMANCE MONITORING AND EVALUATION**

According to Fox and Uys (2001:105) performance monitoring has to do with day-to-day supervision of performance, recording actual performance on the job and pre-empting performance problems. Cox (2001:165) states that evaluation is a form of organisational learning; the ideal organisation would be self-evaluating. It would continuously monitor its own activities so as to determine whether it is meeting its goals or even whether these goals should continue to prevail. When evaluation suggests that a change in goals or programs to achieve them is desirable, these proposals would be taken seriously by top decision makers.

#### **5.2.1 The meaning of monitoring**

Monitoring involves data recording, analysis, reporting and information storage. It is the continuous assessment of organisational activities against (predetermined) expected deliverables. The outcome of monitoring should be a set of corrective actions at the operational level (Gumbi, 2010:1). Monitoring is a continuous internal management activity whose purpose is to ensure that the program achieves its defined objectives within a prescribed time-frame and budget (Valadez & Bamberger, 2000:12).

It is concluded that performance monitoring and evaluation is an approach that managers use in organisations to control how individual employees and the organisation as a whole work towards the achievement of set goals and objectives. In general monitoring is a control activity that is used to collect; record and report information concerning all aspects of performance that a manager wishes to know. On the other hand, evaluation is an exercise that is used simultaneously with monitoring to detect the impact and effectiveness of individual employees in meeting the expected objectives in an organisation and at the same time determine the need for modifications to the strategies that have been used and to decide on corrective action to be taken.

### **5.2.2 The meaning of control**

Slater and Mayne (2000:37) assert that control means that the manager should constantly make sure that the organisation is going in the right direction in the attainment of its goals. The aim of control is to check that performance and action conform to plans to attain the predetermined goals. Control allows management to identify areas where there are deviations from the plans, and simultaneously forces it to revisit its goals and plans.

It is argued that while planning is essential as a management function in an organisation, it is not sufficient to ensure success in attaining organisational objectives. Planning has to be supplemented by the control function. Performance in an organisation cannot be controlled unless there is a plan which is considered as a baseline. During monitoring or control of performance, the progress that individual employees are making in their job has to be measured against the baseline. The actual progress can also be measured while services are being delivered and in the process those things that are not desired in the delivery of services can be detected. Those actions that are not desired can be brought in line with the plan or baseline. Alternatively, the original plan can also be altered if it has not been realistic from the onset. Control then involves both the monitoring, evaluation and corrective action activities in an organisation.

### 5.2.3 Forms of control

According to Mullins (2000:134) control is far reaching and it can serve a number of functions and can be manifested in a number of different forms. These are:

- Control system can focus on the measurement of inputs, outputs, processes or the behaviour of people;
- controls can be concerned with general results or with specific actions;
- controls can be concerned with an evaluation of overall performance of the organisation as a whole or with major parts of it. This requires broadly based standards of performance and remedies for corrective action. Total quality control, concerned with all areas of the organisation, can be seen as part of Total Quality Management programmes; and
- controls can be concerned with the measurement and performance of day-to-day operational activities.

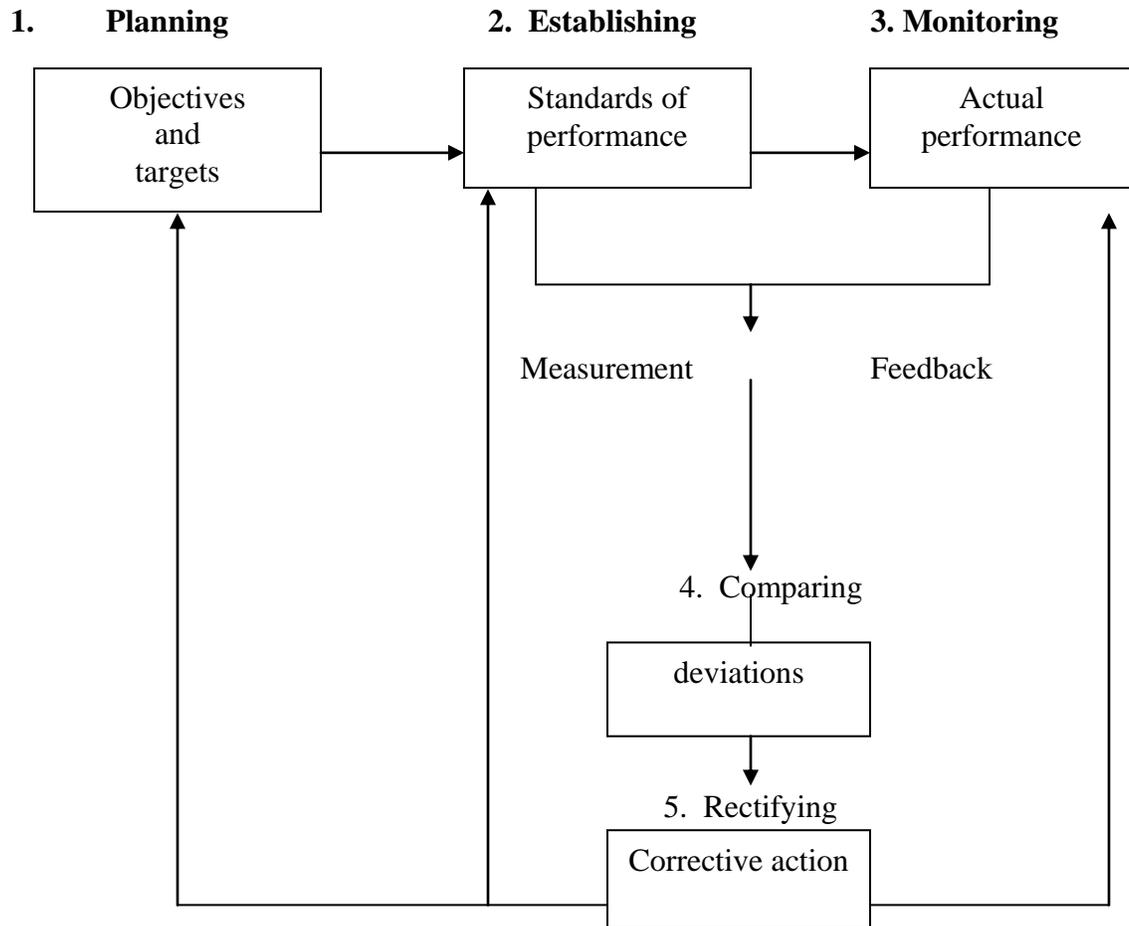
The control function in organisations is not just a one form of an activity as may be perceived by various managers in organisations. It may take various forms that function interchangeably. The focus of control may be on inputs, outputs, processes, results and performance. It is argued that for control to give the right direction and for correct remedial action to be taken, inputs, outputs, processes, results and performance outcomes all have to be collected, compared and measured against each other. For performance monitoring and evaluation to be effective, control over inputs, outputs, processes and results should be balanced.

Mullins (2002:345) stated that the essential elements in a management control system are the following:

- planning what is desired;
- establishing standards of performance;
- monitoring actual performance;
- comparing actual achievement against planned targets; and
- rectifying and taking action.

Five essentials of a Management Control System can be illustrated in figure 5.1 as follows:

**Figure 5.1 Five elements of a management control system**



Source: Mullins (2002:345)

Mullins (2002:346) explains the above structure as follows:

- Planning what is desired – Planning what is desired involves clarification of the aims to be achieved;
- defined standards of performance – Related to planning is the establishment of defined standards of performance against which the level of success can be determined. This requires realistic measurements by which the degree and quality of goal achievement can be determined;
- monitoring and comparing performance – This aspect of control is a means of monitoring actual performance. This requires feedback and a system of

reporting information which is accurate, relevant and timely, and in a form that enables management to highlight deviations from the planned standard of performance;

- corrective action – This has to do with rectifying the situation which has led to failure to achieve objectives or targets, or other forms of deviations identified.

### 5.3 MONITORING AND EVALUATION

Kusek and Rist (2004:14) provide table 5.1 to explain the complementary roles between monitoring and evaluation:

**Table 5.1 Complementary roles of monitoring and evaluation**

<b>Monitoring</b>	<b>Evaluation</b>
<ul style="list-style-type: none"> <li>• Clarifies programme objectives.</li> <li>• Links activities and their resources to objectives.</li> <li>• Translate objectives into performance indicators and set targets.</li> <li>• Routinely collects data on indicators and compares actual results with targets.</li> <li>• Reports progress to managers and alert them to problems.</li> </ul>	<ul style="list-style-type: none"> <li>• Analyse why intended results were not achieved.</li> <li>• Assesses specific causes or contributors of activities to bad results.</li> <li>• Examine the implementation process</li> <li>• Explore unintended results.</li> <li>• Provide lessons, highlight significant accomplishments and offers recommendations for improvements.</li> </ul>

Source: Kusek & Rist (2004:14)

#### 5.3.1 The meaning of evaluation

Evaluation is the use of a research method or technique to measure performance programmes so that the continuous change in activities can be determined with a view to improving effectiveness, especially their impact on the conditions they are supposed to change. It is also the systematic measurement of performance in terms of specific policies, guidelines and procedures; passing judgement on others; assessing blame or praise; the use of research techniques to measure the past performance of a specific programme – in particular the programme’s impact on the conditions it seeks to modify – for the purpose of changing the operation of

the programme so as to improve its effectiveness at achieving its objectives (Cloete, 2006:247). Evaluation is a periodic assessment that involves the analysis of data generated during monitoring. The recommendations generated from the evaluation process are used to modify or affirm objectives, resources and processes (Davila, 2008:43).

It is here concluded that evaluation is a structured way of assessing performance. It is a method of judging performance against the results or outcomes that are achieved at the end of a particular programme or task. It requires a specific tool that can successfully measure effectiveness, efficiency, quality and sustainability of a particular policy, strategy or approach. Evaluation must also guide managers and policy-makers on what worked, what did not work and why, when a programme was implemented.

### **5.3.2 Reasons for evaluation**

Cloete (2006:248) asserts that evaluation or assessment is normally undertaken for one or more of the following reasons:

- To measure progress towards the achievement of the objectives of an organisation;
- to learn lessons from the project/programme for future policy review, redesign or implementation strategies;
- to test the feasibility of an assumption, principle, model, theory, proposal or strategy;
- to provide political or financial accountability;
- to better advocate a cause; and
- for public relations purpose.

In addition to the above reasons for evaluation, it is argued that other reasons for evaluation in an organisation are to motivate individuals to strive to attain the standards of performance that have been set, to measure whether costs are commensurate with the results of the programme, to identify employees' weaknesses or strengths in performing tasks, to determine an extent to which employees have acquired knowledge and skills in an organisation and to measure

the effectiveness of a policy on a particular problem which was identified. This means therefore that the reasons why evaluation is done in organisations are inexhaustible.

### **5.3.3 Evaluation techniques used in organisations**

According to Els and Meyer (2000:373) organisations can use a number of techniques for evaluation. Some of the techniques are the following:

- Focus groups in which the perceptions of the people about the quality of a programme can be ascertained;
- self-assessment by people involved in a programme;
- an analysis can be done to compare performance “before and after” a performance intervention was conducted;
- performance assessment by supervisors, subordinates, colleagues and clients;
- spontaneous evaluation: This often elicits spontaneous reaction on the part of participants, for example memorandums and electronic mail discussions. These reactions should be consolidated and used in the evaluation process;
- a control group can be used with which to compare the results and achievements;
- quantifiable measures can be used, for example reduced labour turnover, reduced costs, improved productivity, and reduced grievances related to services; and
- open discussions at the end of the programme.

There are different forms of evaluation techniques that are used in organisations. It is difficult to say which technique is more effective than others and also which one is more valid or reliable than others. Evaluation can be conducted by management, the self, peers, groups or by outside consultants or agencies. It is argued that the only way in which evaluations can be made effective, valid and reliable is to plan evaluations from the onset. Planning improves the quality of evaluation techniques. Management in organizations must plan evaluations in such a way that they address issues of policy, strategic objectives and the budget of an organization.

#### **5.3.4 Ways of evaluating**

According to Botha (2000:21) the following are the correct ways to follow when evaluating performance:

- Plan for performance monitoring and evaluation in time. Identify critical success factors;
- determine the data collection process, amount of data, methods and technology to be used;
- develop an action plan that will be used to implement the performance monitoring and evaluation system in the organisation;
- decide on how data will be analysed; and
- develop reporting and feedback mechanism that would be used after all the interventions.

The systematic, logical and procedural way of doing evaluations is to plan performance, determine data collection methods, develop an action plan, analyse data and report on the findings. It is argued that it is not always easy to follow this correct approach of doing evaluations. The planning of performance evaluations requires that clear objectives be set in an organisation and this is not always the case with many organisations or municipalities when they plan their evaluation processes. To draw action plans that are functional needs time and time for management to do so is not always available. The analysis of data in any evaluation process needs expert skill that is not available in all organisations; and reporting mechanisms imply information dissemination which also need information communication technology that is expensive to install. The feasibility to follow all the good steps in evaluations becomes impossible under all those circumstances.

#### **5.3.5 The importance of monitoring, evaluation and assessment**

Monitoring is a valuable management tool that can be used to improve organisational initiatives by identifying aspects that are working according to plan and yielding positive results, while also identifying those initiatives that require mid-course corrections. Competence is required to develop relevant indicators for

implemented initiatives and required interventions. At the same time, capacity is necessary for information collection, analysis, and verification and reporting. Besides reporting on institutional performance, a good monitoring and evaluation system assists with decision-making, planning, strategy and policy development. Through self-monitoring and benchmarking, monitoring can help to increase the effectiveness of staff performance, identify staff development needs and facilitate the establishment of management standards, with the aim of improving working practices and efficiencies by identifying system, process and practice problems and opportunities (Gumbi, 2010:2). Effective evaluations enable organisations to remedy problems in time, thus managing risk. Monitoring and evaluation systems offer accountability for resources invested (Mark, Mishken & Krisztina, 2008:73).

In addition to the above importance of monitoring, evaluation and assessment, it should be noted that monitoring, evaluation and assessment information can be used by organisations to justify budget requests, support strategic planning and motivate employees to continue to make improvements in organisations. Monitoring, evaluation and assessment results and information can also be used by management to identify areas of risks in projects and programmes and to develop risk management plans in their future planning for organisations.

### **5.3.6 Characteristics of a good evaluation system**

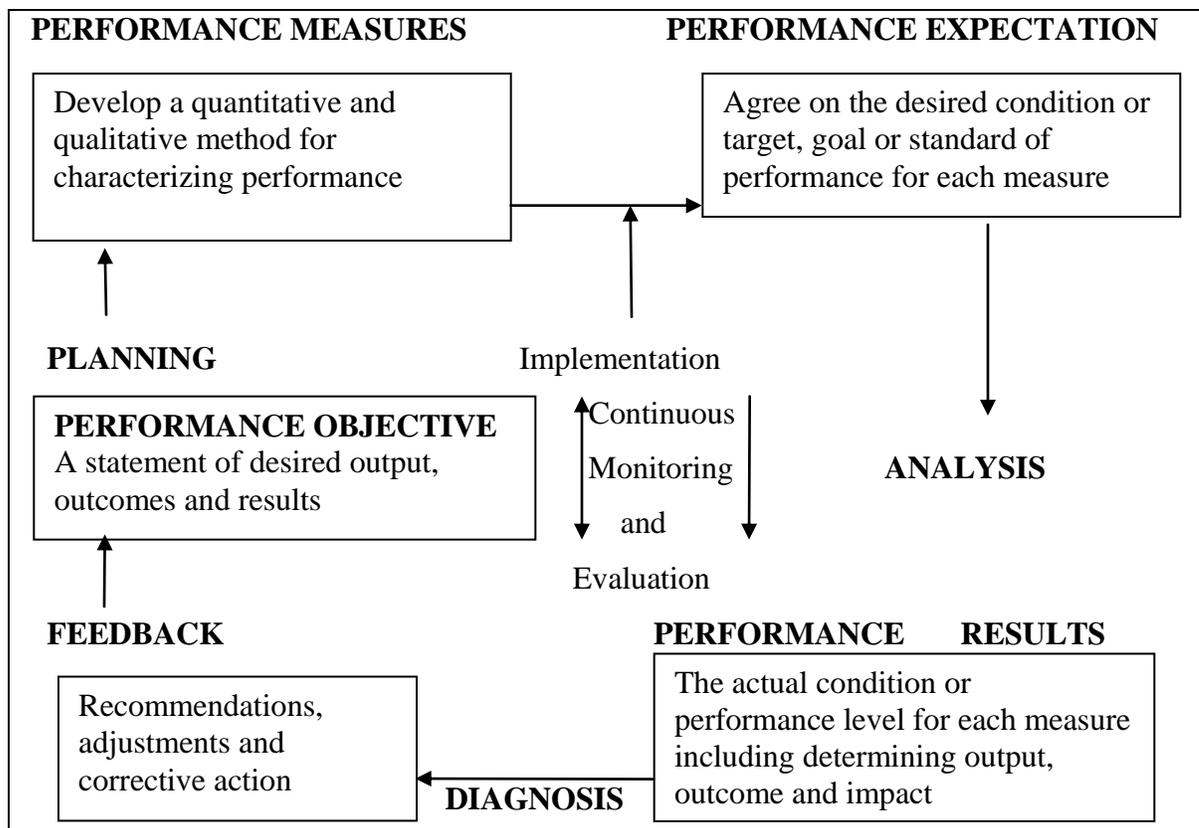
South Africa needs to build a community of practice from which to learn, against which to benchmark and with which to monitor organisations. Performance evaluation systems need to be balanced by ensuring that they are not driven solely by quantitative data, but also by an evaluation of qualitative information. Data should be used to ask questions and stimulate debate, but should not be the end in itself. For instance, poor results do not necessarily mean poor execution or negative impact, but could be a result of challenges that need to be addressed. Good performance evaluation systems should be transparent to ensure credibility; they must be simple for easy adoption and implementation as well as cost-effective. These systems provide a valuable tool for management and continuous improvement, however, their use is valuable only for as long as the measures are a

good approximation of reality and only to the extent that individuals have not tried to adjust the performance results (Gumbi, 2010:5).

### 5.3.7 Performance assessment cycle

According to Durden (2007:680) planning processes should be inclusive to ensure that users are familiar with the assessment tools that will be used to determine performance. An understanding of the targets, goals and standards against which performance will be evaluated will ensure that assessment outcomes are not disputed or rejected. While performance targets should have a degree of flexibility, they should also be realistic, with certain actions being implemented in response to performance results. Figure 5.2 provides an illustration of a typical performance assessment cycle:

**Figure 5.2 Performance assessment cycle**



Source: Durden (2007:680)

It is argued that by creating and implementing effective monitoring and evaluation guidelines and standards in municipalities, managers can start ensuring

that the performance of employees is controlled on a regular basis to ascertain that organisational goals and objectives are met as required. The implementation of effective monitoring and evaluation guidelines and criteria will ensure success in getting the work done on time, within the identified budget and according to the expected requirements set by stakeholders in municipalities.

#### **5.4 PERFORMANCE MONITORING AND EVALUATION IN MUNICIPALITIES**

The National Department of Cooperative Governance and Traditional Affairs (COGTA) will assess how municipalities are proceeding in managing their finances and financial liquidity issues through the development of monthly and quarterly reports highlighting financial status of municipalities in provinces. Furthermore, the department will be using information developed by the Department of Cooperative Governance and Traditional Affairs in provinces on municipal finances and transformation issues to cross-reference its information (COGTA, 2010:4).

In monitoring and evaluating housing and infrastructure delivery, the Department of Cooperative Governance and Traditional Affairs will compile monthly progress reports and do inspections of housing products. The following systems will be used:

- Housing subsidy system.
- Debtor system.
- Performed Developer.
- Project Management System (COGTA, 2010:6).

In monitoring the performance of the department towards achieving its goals, strategic objectives and performance indicators linked to the measurable objectives, monthly senior management meetings will take place in line with a format linked to the Strategic Plan's objectives. Performance targets will be linked to the performance agreements of all senior managers and the Performance and Development Plans of all officials in the department, and their performance

against those plans will be assessed quarterly. Quarterly progress reports on the status of implementing the strategic plan will also be compiled and submitted to the head of the department for evaluation and assessment (COGTA, 2010:9).

The monitoring and evaluation of performance in municipalities has to be linked to local government key performance areas set out in the five year local government strategic agenda. These are:

- Municipal transformation and organisational development;
- basic service delivery and infrastructure;
- local economic development;
- municipal financial viability; and
- public participation and good governance (SALGA, 2007:116).

The following section provides how monitoring and evaluation of performance will be conducted in key areas set out in the Five Year Local Government Strategic Agenda:

- **Municipal transformation and organisational development**

Monitoring and evaluation should assess the following indicators:

- Available staff positions, including middle and senior management in the organisation.
- Councillors and members of local government structures able to monitor and play oversight role on policy.
- Committees to enforce the provisions of policy and legislation in local government.
- Portfolio and select committees able to play an effective oversight role and call local government role players to account on the implementation of policies (SALGA, 2007:117).

- **Basic service delivery**

Monitoring and evaluation should assess the following indicators:

- Service delivery models that enable communities to access service delivery be developed, piloted and replicated.
- Policies and strategies providing benefit to urban/rural communities.

- Availability of resources to implement municipal policies and strategies.
- Improved access to information by all communities within municipalities.
- Budgetary and human resources allocated to municipalities.
- Policies, strategies and processes in the field of local municipality planning, housing, architecture, transport and engineering.
- All local government sphere's strategic plans with clear objectives, outputs, and activities (SALGA, 2007:117).

- **Local economic development (LED)**

Monitoring and evaluation should assess the following indicators:

- A certain percentage of entrepreneurs capacitated, provided with project capital and facilitated to enter and remain in business.
- A percentage of people within municipalities participating in LED projects and running viable economic ventures.
- Government policies on economic empowerment implemented for the benefit of all people.
- Mobilisation and involvement of women and youth in business project activities.
- Effective utilisation of group resources in order to achieve financial viability and employment for all members of the community.
- Integration of LED in rural and urban development strategies and projects.
- Management of profitable businesses.
- Advocacy for the economic rights of all people.
- A percentage of people able to unlock value through new investments in well organised and viable economic initiatives that generate income (SALGA, 2007:118).

- **Municipal financial viability and management**

Monitoring and evaluation should assess the following indicators:

- Financial resources allocated to the implementation of local government programmes.
- Grant and own municipality generated funded projects having capacity to create employment for people.

- Efficient, effective use of funding allocated for municipal work evident and able to be accounted for (SALGA, 2007:118).
- **Good governance and public participation**  
Monitoring and evaluation should further assess the following indicators:
  - Empowered people participating in wards, and council special programmes.
  - Disability units and focal points established in municipal managers' offices and linked to municipal programmes (SALGA, 2007:118).

It is argued that the challenges faced by municipalities in addressing local government five year strategic agenda are enormous. Municipalities are such that they do not have enough systems that would help them to achieve the intended goals and objectives as set out in the five year local government strategic agenda. To ensure that municipalities achieve these goals as expected, one of the systems that needs to be strengthened in municipalities is the performance monitoring and evaluation system. If it is put in place in almost all the municipalities in the country it will serve as a necessary instrument to measure, monitor and evaluate performance of the organizations, teams and individuals in a way that will ensure that corrective action is taken in time if there are areas of deviance from set objectives.

It must be noted that good governance is one of the five key performance areas for local government, but the problem is that most municipalities do not know how to monitor and evaluate their performance in this area. This is evidenced by the existence of poor communication between councils and communities. High levels of poverty due to unemployment are an indication that municipalities still find it difficult to monitor and evaluate the area of local economic development. The monitoring and evaluation of an area of financial viability and management indicates inefficiency and ineffectiveness of municipalities because problems of municipal financial management, billing and debt management are still being experienced. All of these problems call for a serious strengthening of monitoring and evaluation systems in municipalities in South Africa.

## **5.5 COLLECTION OF DATA FOR MONITORING AND EVALUATION**

According to Churchill, Brown & Suter (2007:136) once monitoring and evaluation problems have been defined and clearly specified, the monitoring and evaluation effort turns to data collection. The attempt at data collection should focus on secondary data, information not gathered for the immediate monitoring and evaluation at hand but previously gathered for some other purpose. Information gathered by the evaluator for the purpose of monitoring and evaluation at hand is called primary data.

- **Secondary data**

If the information being sought is available as secondary data, the evaluator can simply go online, locate the appropriate sources and gather the information desired. This should take little time and involve little cost. Secondary data will help the evaluator to better state the problem under investigation, suggest improved methods or further data that should be collected, and provide comparative data that can help interpret primary data if such data are eventually collected (Churchill et al. 2007:139).

- **Primary data**

Information on primary data falls into one of the following categories, demographic, socio-economic characteristics, psychological/lifestyle characteristics, attitudes/opinions, knowledge, intentions and behaviour. When using primary data, a communication method can be used, and this involves questioning respondents to secure the desired information. Observation method can also be used, but it does not involve questioning, instead the situation of interest is scrutinized and the relevant facts, actions or behaviours are recorded (Churchill et al. 2007:186).

### **5.5.1 Analysis of data in monitoring and evaluation**

Churchill et al. (2007:401) state that before data can be analysed in monitoring and evaluation, it has to be edited, and then coded. Preliminary steps that have to be taken before data is analysed are explained below:

- **Editing**

The basic purpose of editing is to impose some minimum quality standards on raw data. Editing involves the inspection and, if necessary, correction of each questionnaire form or observation form which were used when data was collected. Inspection and correction are often done in two states: the field edit and the central-office edit.

- **The Field edit**

The field edit is a preliminary edit designed to detect the most glaring omissions and inaccuracies in the data. It is also useful in helping to control the behaviour of the field force personnel and to clear up any misunderstandings they may have about directions, procedures and specific questions. The preliminary field edit is usually conducted by a field supervisor. It is done as soon as possible after the questionnaire or other data collection form has been administered (Churchill et al. 2007:401).

- **Central-office edit**

Churchill et al. (2007:402) state that the field edit is typically followed by a central-office edit, or “eyeball” edit, which involves the careful physical inspection of each data collection form and the correction of mistakes where possible. In the central-office edit, the editor must decide how data collection instruments containing incomplete answers, obviously wrong answers, and answers that reflect a lack of interest will be handled.

- **Coding**

Coding is the process of transforming raw data into symbols. Most often the symbols are numerals, because they can be handled easily by computers. The task is to transform respondents’ answers (or other information to be coded) into numbers representing the answers. Sometimes the transformation is almost automatic (e.g. when respondents have circled numbers on rating scales); sometimes, however, the coding process involves considerable effort on the part of the respondents (Churchill et al. 2007:403).

The collection and analysis of data during performance monitoring and evaluation implies that the managers responsible for performance management in an organisation will be able to compare current and previous performance with targets. It will also help them to compare the performance of their organisations with other organisations. In so doing, they will be in a position to identify areas that need improvement and therefore suggest corrective action where necessary. It is argued that collection of data and analysis of data are the necessary requirements for effective performance monitoring and evaluation in that they give reliable and authentic information about how the organisation is currently performing and also which corrective action can immediately be sought in order to rectify the situation.

It is again argued that during the collection and analysis of data in monitoring and evaluation, the managers and employees often commit a mistake of not looking at both structural and behavioural side of performance. The structural side usually includes key performance indicators and critical success factors. The behavioural side deals with organisational members and their use of the performance management system. If both sides are given equal attention during the implementation of monitoring and evaluation then the collection and analysis of data will yield reliable and valid performance information.

### **5.5.2 Reporting on monitoring and evaluation**

Plunkett, Attner & Allan (2008:342) state that it doesn't help much to conduct a near flawless monitoring and evaluation project if results are not communicated. Creating an effective report, whether written or oral, is a challenging process that takes considerably more time than many evaluators seem to budget for the process. Much knowledge, skill, and attention to detail are required. In virtually every case, project evaluators will be expected to prepare a written report. Much of the time, they also get to present an oral report as well.

- **Written reports**

Only one thing really matters with written reports – how well they communicate with the reader. The report must be tailor-made for its readers, paying attention to

their technical sophistication, their interest in the subject area, the circumstances under which they will read the report, and the use they will make of it (Plunkett et al. 2008:344). To achieve the goal of communicating effectively, a written report must be complete, accurate, clear and concise. These are explained below:

- **Writing standards**

A written report must maintain the following standards:

- **Completeness**

A report is complete when it provides all the information readers need in a language they understand.

- **Accuracy**

This means the degree to which the reasoning in the report is logical and the information correct.

- **Clarity**

This means the degree to which the phrasing in the report is precise. Clarity is produced by clear and logical thinking and precision of expression.

- **Conciseness**

This means the degree to which the writing in the report is crisp and direct. Although the report must be complete, it must also be concise. This means that whoever writes the report must be selective in what is included in the report (Plunkett et al. 2008:345).

#### **5.5.2.1 An outline of a written report**

Plunkett et al. (2008:491) state that a written report must outline the main elements that make up a standard monitoring and evaluation report. The main elements of standard report are outlined below:

- **Title page**

The title page shows the subject/title of the report, the name of the organisation, department, or individual for whom the report was written.

- **Table of contents**

The table of contents lists the heading and subheadings of the report with page references. The table of contents will also typically include tables and figures and the pages on which they may be found.

- **Executive summary**

The executive summary is the most important part of the report, because many executives will read only the summary. It must contain the most essential information in the report. A good executive summary is no more than one page long.

- **Introduction**

The introduction provides the background information readers need to appreciate the discussion in the remainder of the report.

- **Data collection and results**

The details of the monitoring and evaluation – its method, results, and limitations are contained in this section of the report.

- **Conclusions and recommendations**

Conclusions and the results are not the same thing. Results lead to conclusions and recommendations. Conclusions are opinions based on the results; recommendations are suggestions as to appropriate future action.

- **Appendices**

The appendices will typically include as an exhibit a copy of the questionnaire or observation form used to collect the data. They will also contain any maps used to draw the sample.

#### **5.5.2.2 The oral report**

Plunkett et al. (2008:495) say that clients or managers often want progress reports during the course of the monitoring and evaluation of the project. Almost, always, they require a formal oral report at the conclusion of the evaluation process. Three things to keep in mind when preparing an oral report is specified below:

- **Preparing the oral report**

Preparing a successful oral report requires advance knowledge of the audience. What is their technical level of sophistication? What is their involvement in the project? Their interest? Executives want to hear and see what the information means to them as managers. What do the data suggest with respect to their

departmental activities? Managers can also ask for the necessary clarification with respect to the technical details if they want it.

- **Delivering the oral report**

Delivering an oral report can be an anxious process, especially for evaluators with little experience. Most of the fear can be eliminated with a little preparation prior to the presentation. There are two fundamental rules for delivering good oral presentations. Here is the first rule: Know your stuff. Knowing exactly what a person has to say reduces uncertainty. The second rule is: Know your audience. A person has to know his or her audience at the group and individual level. If possible, the evaluator who is going to present must find out in advance who will be attending the oral presentation.

It must be noted that Section 46-48 of Municipal Systems Act no 32 of 2000 stipulates that the municipality must prepare an annual report which must be made available to the public and other role-players, reflecting the performance of the municipality during the financial year. It must be noted that not all municipalities provide this kind of report, yet the municipality must make it available and publicise it through the media and in public meetings so that the public can assess the municipality's performance. One of the reasons why some of the municipalities are unable to provide this report may be attributed to the fact that they do not have effective monitoring and evaluation systems or do not have such a system at all. Even those municipalities which provide such a report to the public do so in a format that is not friendly to the public.

### **5.5.3 Quality control process in monitoring and evaluation**

Evans & Lindsay (2008:353) assert that in order to deliver quality in the monitoring and evaluation process, the 10-Step monitoring and evaluation process can be used. A detailed sequence of activities for monitoring and evaluating quality in organisations is provided below:

- **Step 1. Assign responsibility.**

The departmental manager is responsible for, and actively participates in, monitoring and evaluation. He must assign responsibility for the specific duties related to monitoring and evaluation.

- **Step 2. Delineate scope of performance.**

The organisation must consider the scope of performance to establish a basis for identifying important aspects of performance to monitor and evaluate. The scope of performance is a complete inventory of what the organisation does.

- **Step 3. Identify important aspects of performance.** Important aspects of performance are those that are high-risk, high-volume, or problem prone. Staff identify important aspects of performance so that monitoring and evaluation focuses on activities with the greatest impact on the people.

- **Step 4. Identify indicators.**

Indicators of quality are identified for each important aspect of performance. An indicator is a measurable variable related to a structure, process, or outcome of performance.

- **Step 5. Establish thresholds for evaluation.**

A threshold for evaluation is the level or point at which intensive evaluation of performance is triggered.

- **Step 6. Collect and organise data.**

Appropriate organisation staff should collect data pertaining to the indicators. Data are organised to facilitate comparison with thresholds for evaluation.

- **Step 7. Evaluate quality of performance.** The evaluation is designed to identify causes of any problems or methods by which performance may be improved.

- **Step 8. Take actions to solve problems.**

When problems are identified, action plans are developed, approved at appropriate levels, and enacted to solve the problem or to improve the situation.

- **Step 9. Assess actions and document improvement.**

The effectiveness of any actions taken is assessed and documented.

- **Step 10. Communicate relevant information to the organisation-wide quality assurance.**

Report on findings and conclusions of monitoring and evaluation.

In addition, it should be noted that the control of quality in an organisation requires that those concerned with quality must plan for it from the onset. Quality control forms the basis for the satisfaction of standards in an organisation. Those concerned with quality of goods and services in an organisation must also set quality objectives, describe the characteristics of quality, set measures for value analysis and develop quality assurance measures.

## **5.6 MISTAKES IN PERFORMANCE MONITORING AND EVALUATION**

According to Willmore (2004:143) conducting a successful performance monitoring and evaluation programme can be a breeze, but that does not mean that an evaluator will not encounter some pitfalls. Among the mistakes that are encountered, the following are identified:

- **Measuring something because it's measurable**

Just because it's easy to count the number of hits on a website, the number of employees who took training, average Likert scale scores on all classes for the year, or the number of courses offered in the curriculum does not mean there is value in counting any of these. In fact, for the vast majority of organisations, such data is meaningless.

- **Failing to build performance monitoring and evaluation into the intervention process**

If monitoring and evaluation is treated as an after thought, then clients are more likely to ignore it or refuse to support it. Monitoring and evaluation must be build into the proposal and intervention budget. A case for it can be made at the beginning of client contact.

- **Treating evaluation as something that is done primarily by the consultant**

If monitoring and evaluation is being done right, most of the data necessary for evaluation is collected by the client. Use metrics that the organisation already collects, use systems that are already in place, get client buy-in and support, and use client resources. That way evaluation will take less time and a large part of it will be completed by the client.

- **Asking the same questions and seeking the same kind of data on all interventions**

Look at why evaluation has to be done and then adapt the evaluation strategy to that purpose. This means that for some interventions level 1 evaluation will be conducted through level 4 evaluations, in other interventions only level 1 evaluation will be conducted.

- **Waiting until after the intervention to begin evaluation**

Evaluation starts at the beginning of the performance process. The further from the beginning of the process evaluation is, the harder evaluation becomes.

It is here argued that in order to address the mistakes that evaluators usually do when they monitor and evaluate performance, when deciding on what to measure they must ensure that the measures they use should measure what they are supposed to measure. Performance monitoring and evaluation must be built into the entire strategic plan of an organisation and not be treated or developed as an isolated system from the entire plan. Evaluation of performance should not be left in the hands of consultants or managers only, it should be a process in which internal and external stakeholders all participate. Performance monitoring and evaluation should not be done after all the programmes have been completed but it should start from the original plan through the implementation of all the projects until at the end.

## **5.7 PERFORMANCE MONITORING AND EVALUATION VERSUS LEADERSHIP**

Jeston & Nelis (2008:118) assert that there is a growing awareness that ‘performance monitoring and evaluation leadership’ is a critical part of what an organisation should be doing. Transformational and transactional leadership behaviours have been identified as important in performance monitoring and evaluation. These are explained below:

- **Transformational leadership behaviours**

The leader’s most important job here is the execution of the performance monitoring and evaluation plans. Leaders must be intensely involved with their

people and organisational operations. As with most activities within an organisation, communication is a critical aspect in performance monitoring and evaluation activities. The core focus of communication to staff and management must be candid (honest, reality-based (and relevant), ask and seek answers to questions and must encourage working together to find realistic solutions. The leader's job is to create an execution culture where staff 'gets' what they have to do during performance monitoring and evaluation and have an environment where they can 'do' it (Jeston & Nelis, 2008:119).

- **Transactional leadership behaviours**

According to Jeston and Nelis (2008:120) transactional behaviours is about running an organisation to a high level of operational excellence. It is about putting all the things that are necessary in place to enable the organisation to service and satisfy its customers (to a high standard), to have the organisational processes running efficiently and effectively, to have an outstanding relationship with organisational partners, to continually innovate, and have staff enjoying their jobs so much that they love coming to work. For this to occur, leaders need to create an environment within their organisation, which will make people to perform to a high standard and deliver upon the organisation's strategy of the achievement of objectives.

It is argued that any performance monitoring and evaluation effort needs effective leadership. Effective leadership is one that would ensure that the implementation of a performance monitoring and evaluation system is communicated to everybody in the organisation, that the mission of the system is explained to everybody and that everybody in the organisation is motivated and encouraged to own the performance monitoring and evaluation system as an instrument that intends to bring improvement in the organisation, teams and individuals.

## **5.8 DIMENSIONS OF QUALITY IN PERFORMANCE MONITORING AND EVALUATION**

Schroeder (2008:148) states that the dimensions of quality in performance monitoring and evaluation have been identified as the following:

- quality of design;
- quality of conformance;
- the abilities; and
- field service.

The above dimensions of quality in performance monitoring and evaluation are explained below:

- **Quality of design**

Quality of design is determined before monitoring and evaluation is conducted. This determination is usually the primary responsibility of a cross-functional performance monitoring and evaluation system design team, including members from other units of the organisation (Schroeder, 2008:148).

- **Quality of conformance**

This means producing the services to meet the specifications of the performance monitoring and evaluation activities. When the service conform to specifications, it is considered a quality service regardless of the quality of the design specifications (Schroeder, 2008:148).

- **The abilities**

This aspect of quality involves: availability, reliability and maintainability. Availability defines the continuity of the monitoring and evaluation system. Reliability refers to the length of time that a monitoring and evaluation system can be used before it fails. Maintainability refers to the restoration of a monitoring and evaluation system once it has failed (Schroeder, 2008:148).

- **Field service**

Field service is also called customer service. Field service is intangible, since it is related to such variables of a performance monitoring and evaluation system as promptness, competence, and integrity. The customers expect that problems in a performance monitoring and evaluation system will be corrected quickly, in a satisfactory manner and with a high degree of honesty and courtesy (Schroeder, 2008:149).

## 5.9 SIX SIGMA VERSUS PERFORMANCE MONITORING AND EVALUATION

According to Wisner and Stanley (2008:532) Deming & Juran, two well-known quality experts have argued that most of the quality problems experienced by organisations are associated with the processes currently in place. Organisations must first understand how their processes work and create value, and then continuously improve them in order to gain quality, low-cost products and great customer service. Currently, implementation of what is termed the Six Sigma methodology for quality improvement is experiencing an upward trend among organisations worldwide.

- **Defining six sigma**

The Six Sigma methodology, known simply as Six Sigma is a data-driven framework designed to make breakthrough or very significant quality improvements in value-adding processes. The Six Sigma methodology helps organisations to focus on attaining virtually error-free organisational performance (Wisner & Stanley, 2008:533).

- **The DMAIC cycle**

According to Wisner & Stanley (2008:539) the DMAIC cycle, which stands for the stages Define, Measure, Analyse, Improve and Control, is an integral part of the Six Sigma methodology, and it is used by Six Sigma teams in organisations to identify and improve any existing processes not meeting Six Sigma quality standards. The following sections provide a discussion of each phase of the DMAIC cycle:

- **The define stage**

In this stage, the organisations define who the relevant customers are, and what their requirements are for products and services. Processes are also identified and the process flows are mapped. Potential improvement projects are also identified when gaps between process outputs and customer requirements are found.

- **The measure stage**

During this stage, the improvement teams for the selected Six Sigma projects create a data collection plan. Baseline performance measurements of the

processes are taken and recorded. Measurements taken at this phase are tied to the inputs to the process that make an impact on process performance.

- **The analyse stage**

For projects in this stage, there has already been a considerable amount of measurement and analysis performed. The team should have a good understanding of the critical process inputs and activities that significantly impact the process outputs.

- **The improve stage**

For projects in this stage, team members look to develop innovative solutions to fix problems and prevent further occurrences. Multiple solutions will most likely be generated so the team will have to narrow down the list to the few most promising options that meet the team's goals, fit the organisational culture and budget, and that are most likely to be successful.

- **The control stage**

The purpose of this stage is to keep the improved process performing well and prevent any future similar process failures. A plan is developed that generally includes when, where and how the process will be monitored; how the measurements will be documented and who will receive performance reports.

The use of the Six Sigma methodology in organisations may have serious financial implications particularly if used by municipalities who may at times have very limited budgets allocated to them. While the Six Sigma is a good organisation-wide improvement methodology that can be used simultaneously with performance monitoring and evaluation systems in municipalities, the costs of implementing the Six Sigma may include training and consulting costs and the expenses related to implementation of new process designs or new solutions.

## **5.10 TECHNICAL CHALLENGES IN PERFORMANCE MONITORING AND EVALUATION**

The National Department of Performance Management, Monitoring and Evaluation (2009:21-22) identifies the following as technical challenges associated with performance monitoring and evaluation:

- **Outcome measurement**

Outcomes are typically more qualitative and less tangible than resource inputs, delivery activities or service delivery outputs. They are also typically longer term in nature than the outputs which may be produced in a particular year. Outcomes may only come into effect with a lag after the intervention which is difficult to predict. For instance, it is easy to track the number of HIV/AIDS workshops given to secondary school children (an output), but much more difficult to assess whether or when this results increased awareness (an immediate outcome), behavioural change towards less risky sexual behaviours (an intermediate outcome) and ultimately a reduction in HIV/AIDS infection rates (a long-term impact).

If the data does not exist for the outcomes that have to be measured, proxy outcomes may have to be tracked. Selection of proxies is an art in itself. Many outcomes and impacts can only be traced via censuses and large scale statistical surveys. As such new data may only be available at five or ten year intervals, which may not be sufficiently timely for programme evaluation and planning purposes. Government interventions may also cause unintended outcomes (positive or negative) which had not been anticipated when the policy, programme or project was conceived. Care should be taken when identifying outcome targets and indicators to avoiding distorting behaviour and creating perverse incentives.

A further challenge is the timing of outcome measurement. One has to choose the right level of outcome (i.e. immediate or intermediate outcome, or long-term impact) at an appropriate point in time or time horizon. Generating development impacts on communities and the economy (i.e. poverty alleviation, economic competitiveness) is a long-term endeavour. If central agencies (Presidency, National Treasury, and other government departments) demand impact evaluation of a policy, programme or project prematurely, it can be self-defeating and demotivating to implementation staff. It is therefore critical to focus on the entire delivery chain change and to link evaluation to intermediate objectives that are achievable during the period of the government intervention under review.

- **Causality and attribution of outcomes**

For government, performance management it is essential not only to confirm that desired outcomes have indeed occurred and to quantify them, but also to demonstrate that its policies, programmes and projects have actually been responsible for their achievement in some way. There is therefore a need to show causality between service delivery outputs and the outcomes which are eventually realised. However the linkages in the results chain are complex. They are typically influenced not only by government intervention but also by a number of other factors external to government.

While many public sector organisations have developed comprehensive indicator sets as part of their planning and reporting processes, analysis of causal effects is currently weak, and the international good practice of theory-based evaluation needs to be strengthened. This would require that in the policy development and planning stages a clear conceptual understanding of how, why and when the policy, programme or project will effect change, and how these changes may be measured.

- **Getting the relevant data and using the data**

The data that is required to inform the Performance Management System will have to be carefully chosen and verified. Much of the groundwork has already been laid during the development of some of the GWM&E strategy. The Presidency has to launch a major project on plotting the data architecture of government administrative systems and available datasets. This step will focus on improving the quality of the data. In addition there will be strong emphasis on enhancing the analytic and policy analysis capability in government.

- **Linking financial and non-financial performance**

When assessing government performance, one must consider not only the service delivery outcomes (e.g. quality, access, equity and timeliness) but also the financial dimensions of performance (effectiveness, efficiency and economy). This is critical in ensuring the sustainability of policies, programmes and projects.

It is also essential for creating incentives for innovation and enhancement of service delivery modalities.

It could be argued that performance monitoring and evaluation has turned to be a difficult technical approach for many managers to exercise. What makes it a challenging task for many managers in organisations is the fact that it needs technical expertise that many managers or implementers of monitoring and evaluation to have skill in developing measures and norms for the performance that has to be monitored or evaluated. This requires the knowledge and skill of developing both objective measures and subjective measures. The yardsticks that have to be used to monitor and evaluate performance also have to be practical.

## **5.11 SUMMARY**

In this chapter the focus was on performance monitoring and evaluation. The planning of performance monitoring and evaluation, processes followed in performance monitoring and evaluation, procedures and methods followed in conducting monitoring and evaluation were briefly discussed. A discussion was also provided on national and provincial performance monitoring and evaluation in municipalities. The last part of the chapter focused on the challenges facing organisations in performance monitoring and evaluation. In the next chapter the focus will be on the methods and methodology followed in conducting the study.

## **CHAPTER 6: EMPIRICAL RESEARCH DESIGN**

### **6.1 INTRODUCTION**

The previous chapter comprised the literature review on monitoring and evaluation in municipalities. The purpose of this chapter is to outline the design of the empirical research regarding the training and skills development in Free State province municipalities. This chapter discusses research instruments which were used and how they were distributed to the randomly selected municipalities. The chapter also explains interviewing techniques, how interviews were conducted, piloting of the questionnaires and interview schedules, population and sampling, and finally it outlines the administrative procedures which were undertaken during the research.

This chapter sets out to present the research design with regard to the research method and the development of the research.

### **6.2 THE AIM OF THE EMPIRICAL RESEARCH**

The empirical investigation aims at gathering data on training and skills development interventions that were conducted in the Free State Province municipalities in order to measure an extent to which they have promoted performance improvement by municipalities. The literature review in this research indicate that personnel in Free State Province municipalities received several training and skills development programmes that were intended to improve their knowledge and skills in performing specific job related tasks.

### **6.3 THE RESEARCH INSTRUMENTS**

For the purpose of this research a structured questionnaires and an interview schedule were selected as research tools.

#### **6.3.1 Questionnaire**

Delport (2005:166) states that a questionnaire is “a set of questions on a form which is completed by the respondent in respect of a research project”. Although the term ‘questionnaire’ suggests a collection of questions, a typical questionnaire

will probably contain as many statements as questions, especially if the researcher is interested in determining the extent to which respondents hold a particular attitude, view or perspective.

#### **6.3.1.1 Advantages of a questionnaire**

The advantages of a questionnaire are that many participants may be reached, confidentiality can be assured, and it is relatively inexpensive. The results of a questionnaire are also more objective. A questionnaire study gives an opportunity of expression without fear or embarrassment and the yield data can be easily summarised and reported (Erasmus et al. 2006:146).

#### **6.3.1.2 Disadvantages of a questionnaire**

According to Erasmus et al. (2006:146) the questions in a questionnaire are often poorly stated, make little provision for free expression of unanticipated responses and are of limited value in getting at causes of problems or possible solutions. Another big disadvantage of a questionnaire study is that it often yields a low return rate.

In spite of these limitations, a questionnaire is still a valid instrument for data collection. In this research a questionnaire became appropriate to gather data, in that it would elicit factual data about training and skills development in Free State Province municipalities.

#### **6.3.2 The design of the questionnaire**

It may be noted that the researcher took into consideration the following factors when the questions of the questionnaire in this study were framed as identified by (Delpont, 2005:171):

- that every question contains one thought;
- that sentences are brief and clear;
- that the vocabulary and style of the questions are understandable and familiar to the respondents;
- that every question is relevant to the purpose of the questionnaire;
- that leading and biased questions are avoided; and
- loaded phrases that suggest certain responses are avoided.

### **6.3.3 Pilot-testing the questionnaire**

Strydom & Delpont (2005:314) stated that in all cases it is essential that newly-constructed questionnaires, those in their semi-final form, be thoroughly pilot-tested before being utilized in the main investigation. This ensures that errors of whatever nature can be rectified immediately at little cost. No matter how effective the sampling or analysis of the results, ambiguous questions lead to non-comparable responses, leading questions lead to biased responses, and vague questions lead to vague answers. Only after the necessary modifications have been made following the pilot test should the questionnaire be presented to the full sample.

It was therefore necessary for the researcher to do a pilot study on the two questionnaires used in this study. The pilot study provided an opportunity to assess the appropriateness and practicality of the data collection instruments (questionnaire for managers and supervisors and frontline staff). The questionnaire should be reliable and test what it is meant to test and nothing else.

For the pilot study, seven (7) managers and supervisors were randomly selected from Moqhaka municipality and Ngwathe municipality respectively and were asked to respond to the questionnaire for managers and supervisors. Again, twenty (20) frontline staff (clerks, administrative staff, secretaries and cashiers) were randomly selected from Moqhaka municipality and Ngwathe municipality respectively and were asked to respond to the questionnaire for frontline staff (See addendum D).

Managers, supervisors and frontline staff did not seem to have any problems with the language used in the two questionnaires. The rating from 1-5 showing strongly agree, agree, neither agree nor disagree, disagree and strongly disagree also seemed to have been no problem to the respondents. This proved the questionnaires to be adequate as research tools to measure the selected variables in this study.

The two questionnaires had then passed the reliability test. They were then ready to be distributed to other respondents in the actual study. Respondents that participated in the pilot study were exempted from participating in the actual study because they would be seeing the questionnaires for the second time and may be having preconceived responses.

#### **6.3.4 The questionnaire format**

Strydom & Delport (2005:170) state that the format of the questionnaire will be influenced by whether it will be a mailed, telephonic, group-administered or other type of questionnaire, as well as where, under what circumstances and by when it will be completed. All questionnaires should, however, be accompanied by a covering letter. A covering letter serves to introduce and explain the questionnaire to the respondent. The format of the questionnaire and its layout are just as important as the nature and wording of the questions asked. A questionnaire must also give respondents clear and precise directions and instructions on answering questions. Questionnaires often contain sets of questions requiring different ways of answering.

The aforementioned rules were taken into consideration in formatting the questionnaires in this study. The two questionnaires i.e. those for managers and supervisors and those for frontline staff were constructed as follows in this study: SECTION A comprised items relating to the biographical data. The data relating to biographical details would help the researcher to gain an understanding of differences to responses on certain items. This would be indicated by differences in responses on certain items such as position or rank, gender, work experience in the position or rank, academic qualifications and age of respondents.

SECTION B in both the questionnaire for managers and supervisors and questionnaire for frontline staff comprised of questions relating to training and skills development, performance management in municipalities and performance monitoring and evaluation in municipalities as identified in the literature study. This would assist the researcher to find out an extent to which training and skills

development can promote performance improvement of personnel in municipalities in Free State Province.

For each item in Section B, respondents were required to indicate their prioritization of items relating to training and skills development, performance management and performance monitoring and evaluation, on a five-point scale, for example:

1 = Strongly agree    2 = Agree    3 = Neither agree nor disagree  
4 = Disagree    5 = Strongly disagree

### **6.3.5 The Interview**

Interviewing is the predominant mode of data or information collection in qualitative research. All interviews are interactional events and interviewers are deeply and unavoidably implicated in creating meanings that ostensibly reside within participants. Interviewing the participant involves description of the experience, but also involves reflection on the description. Interviews attempt to understand the world from the participant's point of view, to unfold the meaning of people's experiences, and to uncover their lived world prior to scientific explanations (Greeff, 2005:287).

#### **6.3.5.1 Interviewing techniques**

According to Greeff (2005:289) during interviewing the researcher should apply the following interviewing techniques and tips to ensure an effective interview amongst others:

- The participant must do 90% of the talking.
- Ask clear and brief questions. It is important to use words that make sense to the participants.
- Ask single questions. Ask one question at a time.
- Ask truly open-ended questions. Truly open-ended questions do not predetermine the answers and they allow room for the participants to respond in their own terms.
- Avoid sensitive questions. The participant might feel uneasy and adopt avoidance tactics if the questioning is too deep without the necessary rapport.

- Avoid leading questions.
- Repeat key questions throughout the interview.
- Follow-up on what the participants say.

#### **6.3.5.2 Advantages and disadvantages of interviews**

The advantages of interviews are that specific information can be gathered directly from specialists, non-verbal messages can be read, rapport can be developed and personal feelings heard. The disadvantages are that it takes time and it is expensive, and it may be affected by the interviewer's bias, and it is not a practical method if information has to be obtained from a large number of people (Erasmus, et al. 2006:147).

#### **6.3.5.3 The semi-structured interview**

Greeff (2005:296) wrote that in general, researchers use semi-structured interviews in order to gain a detailed picture of a participant's beliefs about, or perceptions or accounts of, a particular topic. With semi-structured interviews the researcher will have a set of predetermined questions on an interview schedule, but the interview will be guided by the schedule rather than be dictated by it.

In this study a semi-structured interview was used as a data collection tool because the participant shares more closely in the direction the interview takes and he can introduce an issue the researcher had not thought of .

#### **6.3.5.4 The interview schedule**

A questionnaire written to guide interviews is called an interview schedule or guide. This provides the researcher with a set of predetermined questions that might be used as an appropriate instrument to engage the participant and designate the narrative terrain (Holstein & Gubrium, 1995:76).

#### **6.3.5.5 Piloting the interview schedule**

De Vos (2005:396) states that Seidman (1998:32) urges researchers to build into their proposals a pilot venture in which they try out their interviewing design with a small number of participants. The researchers will hereby come to grips with some of the practical aspects of establishing access, making contact and

conducting the interview, as well as becoming alert to their own level of interviewing skills.

For this pre-test, a sample of individuals from a population similar to that of the research subjects should be selected. The pilot group was drawn from the intended target population that would not be part of the final study sample. The pilot study group was requested to comment on the interview schedule with regard to language, any unclear or ambiguous questions and to make any comments and suggestions. The pilot study responses were analyzed. The analysis revealed general satisfaction with all the questions in the interview schedule.

#### **6.3.5.6 Questionnaire distribution**

The final questionnaires were then distributed to the sample population. Contact persons were enlisted to distribute the questionnaires. Municipal managers were requested to be contact persons, as this would minimize the disadvantage of postal questionnaire surveys and to ensure a high return rate, as well as to exercise control over the time span allowed for the return of questionnaires. Consequently, it took five weeks for the distribution, completion and collection and return of the questionnaires. Questionnaires were collected by the researcher personally.

#### **6.3.5.7 Conducting of the interviews**

In this study a semi-structured interview was conducted. The interviewer was free to ask what he wanted and respondents were free to answer anyhow they pleased. Interview questions were prepared beforehand and a letter of request to conduct interviews in the Free State province municipalities was extended to the Free State Department of Cooperative Governance and Traditional Affairs, and permission was granted to conduct such interviews. Appointments with respondents were made to ensure their availability at the time of the interviews. The general purpose of the research was confirmed, the role that the interview plays in the research was also confirmed and the fact that the information is to be treated with confidentiality was explained.

During the interviews, an introduction was done in order to ensure that the interviews were as comfortable as possible. Interviewees were alerted about the importance of their participation in this study and also their contribution. Questions of clarity before, during and after the interviews were welcomed from the interviewees. Managers responsible in their sections were then interviewed individually from their offices and also telephonically.

#### **6.3.5.8 Interview questions**

The following five (5) questions were asked to ten (10) managers in Free State Province municipalities:

1. Explain an extent to which you are able to meet the needs of your customers after training and skills development programmes were provided to you in your workplace?
2. To which extent are you able to interact with key economic actors in order to contribute to a vibrant and thriving local economy after you were provided with training and skills development programmes at your workplace?
3. Did the training and skills development programmes that you received equip you with knowledge and skills to implement sound financial management systems that ensure timely and accurate accountability on public resources?
4. Explain an extent to which you are able to ensure functional community participation into municipal activities after training and skills development programmes were provided to you in your workplace?
5. Are you able to monitor and evaluate the successes and failures of the implementation of policies in your organization, after training and skills development programmes were provided to you in your workplace?

The probing strategies that were used by the researcher are those that aimed at ensuring that the researcher understands the “how”, “what” and “where” of the answer given by the participants, and those that were designed to get the full picture of the situation and those that check accuracy.

#### **6.4 POPULATION AND SAMPLING**

The target population for the research was identified as the management teams of the Free State Province municipalities. This would include municipal managers, managers corporate services, managers human resources, managers technical services, chief financial officers and sectional managers (supervisors). The frontline staff was also included in the sample. This would involve administrative staff, clerks, cashiers and secretaries. The ideal of whole municipal development was a further motivation for the inclusion of municipal management teams and frontline staff in the empirical research.

The first step was to ascertain the number of municipal managers, managers corporate services, managers human resources, managers community services, CFOs, managers technical services and sectional supervisors in the twenty-five (25) Free State Province municipalities. The number of frontline staff was also to be ascertained. The human resource section of the Department of Cooperative Governance and Traditional Affairs in the Free State Province was requested to provide statistical data on the target population. The SALGA office in the Free State Province was also requested to provide this statistical data. The two offices (COGTA) and (SALGA) could not provide an exact number of categories of management teams and frontline staff in Free State Province municipalities.

Because of the unavailability of exact statistical data, estimates of the target population were decided as follows: Twenty-five (25) municipalities with each having a municipal manager, manager corporate services, manager technical services, manager human resources, manager community services and a CFO would estimate to hundred and fifty (150) managers. A supervisor in each section of these categories in twenty-five (25) municipalities would estimate to hundred and fifty (150) supervisors. An estimation of three hundred (300) managers and supervisors was arrived at as the total population (See 1.7 above).

The estimates of the frontline staff were decided after a discussion with a SALGA official in the Free State Province who said that the number of frontline staff in a district municipality could be +-500 and in a small municipality it could be +-200. This then meant that five (5) districts with +-500 frontline staff would give an estimate of +-2500 frontline staff and twenty (20) small municipalities with a frontline staff of +-200 would give an estimate of +-4000 frontline staff. The estimated total of frontline staff in twenty-five (25) municipalities in Free State Province would be six thousand five hundred (6500) (See 1.7 above)..

Strydom et al. (2005:195) states that guidelines for sampling are indicated as follows to determine the size of a sample:

**Table 6.1 Sampling**

<b>POPULATION</b>	<b>PERCENTAGE SUGGESTED</b>	<b>NUMBER OF RESPONDENTS</b>
20	100%	20
30	80%	24
50	64%	32
100	45%	45
200	32%	64
500	29%	100
1000	14%	140
10 000	4,5%	450
100 000	2%	2000
200 000	1%	2000

Source: Stoker (1985:17)

Following the above guidelines for sampling, a random sample of management teams in Free State Province municipalities (See addendum D) (n = 100) and frontline staff (n = 500) was then selected.

<b>POPULATION GROUP</b>	<b>TOTAL</b>	<b>SAMPLE</b>
All managers + supervisors	300	100 45 managers and 55 supervisors
Frontline staff	6500	500

Source: Own research

This sample of the target population was deemed representative of the target population included in the twenty-five (25) Free State province municipalities.

## 6.5 RESPONSE RATE

Questionnaires were distributed by municipal managers to the sample population in Free State Province municipalities (See addendum D). Table 6.3 shows the return rate per sample category.

**Table 6.2 Return rate per sample category**

<b>Population category</b>	<b>Questionnaires distributed</b>	<b>Questionnaires received</b>	<b>%</b>
Managers + Supervisors	100	87	87
Frontline staff	500	461	92,2

Source: Own research

From table 6.3, it can be seen, that the response rates exceed 70 percent for all respondent categories. This is an acceptable response rate from which generalizations can be made.

In conducting interviews, a random sample of sixteen (16) managers was targeted from a population of twenty-five (25) municipalities in Free State Province and only ten (10) managers out of a total of sixteen (16) managers were available for interviews. An interview schedule of five (5) questions was administered personally and telephonically (See 6.3, 5.8 above).

## 6.6 ADMINISTRATIVE PROCEDURES

This section of the chapter will discuss the administrative procedures which were followed during the administration of the questionnaires and the interview processes.

### **6.6.1 Approval from the Department of Cooperative Governance and Traditional Affairs**

The Department of Cooperative Governance and Traditional Affairs in the Free State Province was requested to give permission for the questionnaires and the interview schedule to be administered to the target population in Free State province municipalities. The questionnaires and the interview schedule were submitted to the Department of Cooperative Governance and Traditional Affairs and permission to administer them to managers, supervisors and frontline staff in Free State municipalities was subsequently given. The questionnaires were distributed to the sampled municipalities (see addendum D), and appointment to interview managers was made with managers in sampled municipalities.

### **6.6.2 Follow-up on questionnaires**

There was a need for telephonic and personal follow-ups, and contact persons in randomly selected municipalities were also requested to do follow-ups on outstanding responses, and to indicate the availability of managers to be interviewed on agreed dates.

## **6.7 SUMMARY**

This chapter briefly presents the research design. The research method, development and the pilot study were also outlined. The questionnaires and the interview schedule were used because of their advantages and were administered in the randomly selected municipalities. The next chapter will present the research data analysis and interpretation.

## CHAPTER 7: DATA ANALYSIS AND INTERPRETATIONS

### 7.1 INTRODUCTION

The purpose of the empirical survey was to determine, by means of questionnaires and the interview schedule an extent to which training and skills development can promote performance improvement by the municipalities in Free State Province. The summary of the data collected is presented in this chapter.

### 7.2 DATA ON THE GENERAL INFORMATION

#### 7.2.1 Review of respondents

Questionnaires which were distributed to targeted municipalities in Free State Province (see addendum D) amounted to 600. Hundred (100) of these questionnaires were given to managers and supervisors, and five hundred (500) were given to frontline staff. Of the 100, 87 were returned, and of the 500, 461 were returned. The ten managers were targeted in different municipalities which were randomly selected (see addendum D) and were interviewed using the interview schedule with five (5) questions as described in section 6.5 above.

##### 7.2.1.1 Data on respondent's gender review

Table 7.1 depicts data on the respondents' gender review

**Table 7.1 Data on respondent's gender**

Gender	Municipal Managers		Manager Corporate Services		CFOs		Technical Managers		Community Service Manager		Supervisors		Frontline staff		TOTAL	
	figure	%	figure	%	figure	%	figure	%	figure	%	figure	%	figure	%	figure	%
Male	10	90,9	10	90,9	5	100	7	100	2	66,6	28	56	219	47,5	281	51,2
Female	1	9	1	9	0	0	0	0	1	33,3	22	44	242	52,4	267	48,7
Total	11	100	11	100	5	100	7	100	3	100	50	100	461	100	548	100

Source: Own research

It should be noted that the percentages used in this chapter do not add up to 100 percent, but figures are given to the first decimal.

Table 7.1 above shows that more male respondents (71, 2 percent) are in management teams than are their female counterparts (28, 7 percent). This confirms the literature assertions about gender legacy in the municipal system. It

is noteworthy that the ratio between male and female managers is still tilted towards the males. In the case of the frontline staff the percentage for males is (47, 5 percent) and that one for females is (52, 4 percent). This may be because most of the frontline staff is administrative persons, cashiers and clerks and that this is the job that has always been perceived to be done only by females.

The fact that this picture exists in the lower level of the management hierarchy could be an indication of women taking up the challenge of leading in organizations. It may also be an indication of the efforts that municipalities took in order to address the affirmative action policy in municipalities in the Free State Province.

### 7.2.1.2 Data on the ages of respondents

**Table 7.2 Data on respondents ages**

Age	Managers and Supervisors		Frontline staff		TOTAL	
	f	%	f	%	f	%
<b>20-29</b>	0	0	47	10,1	47	8,5
<b>30-39</b>	40	45,9	163	35,3	203	37
<b>40-49</b>	44	50,5	234	50,7	278	50,7
<b>50+</b>	3	3,4	17	3,6	20	3,6
<b>Total</b>	<b>87</b>	<b>100</b>	<b>461</b>	<b>100</b>	<b>548</b>	<b>100</b>

Source: Own research

Most respondents (96, 4 percent) falls within the combined age groups of 30 to 49 years. A significant number of managers (50, 5) fall within the 40 to 49 – year age group. This implies that most of the managers heading municipalities in the Free State Province are matured persons. This in turn may be a disadvantage in that the ages 40-49 may affect their management approaches especially in a constantly changing environment in municipalities.

A high percentage (87, 7 percent) of frontline staff falls within the combined age groups 20-49 years. These age groups are advantageous for frontline staff in that on the frontline is where most municipal services are rendered and more vibrant

employees with energy are needed here for effective service delivery and quick responses to the needs of the clients.

### 7.2.1.3 Data on respondents' experience

**Table 7.3 Data on respondents' experience**

Age	Managers and Supervisors		Frontline staff		TOTAL	
	f	%	f	%	f	%
<b>1-10</b>	87	100	392	85	479	87
<b>11-15</b>	0	0	24	5,2	24	4,3
<b>16-20</b>	0	0	43	9,3	43	7,8
<b>20+</b>	0	0	2	0,4	2	0,3
<b>Total</b>	<b>87</b>	<b>100</b>	<b>461</b>	<b>100</b>	<b>548</b>	<b>100</b>

Source: Own research

The highest number of respondents (100 percent) has occupied their current positions for between 1 and 10 years in management. A significant number of frontline staff (87 percent) has also occupied their current positions for between 1 and 10 years in administrative work, as cashiers or as clerks and secretaries.

The highest percentage (100 percent) of respondents who have occupied their positions for between 1 and 10 years in management could be attributed to the fact that in municipalities, positions of municipal managers, manager corporate services are occupied for at least five (5) years in which fixed contracts are signed. It is only in rare cases that such positions are occupied for more than five (5) years where a contract is being extended. (87 percent) of respondents who are the frontline staff could be that younger employees are mostly employed to do administrative work and most of them are new entrants from schools, central universities of technology and universities.

#### 7.2.1.4 Data on respondent's qualifications

**Table 7.4 Data on respondents' qualifications**

Highest academic qualifications	Managers and Supervisors		Frontline staff		TOTAL	
	f	%	f	%	f	%
<b>Std 10</b>	3	3,4	127	27,5	130	23,7
<b>B. degree</b>	45	51,7	68	14,7	113	20,6
<b>B. Hons</b>	12	13,7	11	2,3	23	4,1
<b>N. Diploma</b>	19	21,8	207	44,9	226	41,2
<b>M. Degree</b>	4	4,5	0	0	4	0,7
<b>D. Degree</b>	1	1,1	0	0	1	0,18
<b>Other</b>	3	3,4	48	10,4	51	9,3
<b>Total</b>	<b>87</b>	<b>100</b>	<b>461</b>	<b>100</b>	<b>548</b>	<b>100</b>

Source: Own research

From table 7.4 it can be seen that the percentage of managers and supervisors who have at least a junior degree is (51, 7). Managers and supervisors with a senior degree makes up (19, 3 percent), that is the combined percentage of managers with B.A. honors, Masters Degree and Doctorate. A percentage of managers with national diploma is (21, 8 percent). The (3, 4 percent) of managers with STD 10 in Free State municipalities is of serious concern. This is not surprising that several municipalities in the Free State province are being mismanaged in certain functional areas such as planning, financial management and in the provision of basic services. Employees with poor qualifications are employed in management positions. Another reason for employment of people with poor qualifications could be the cadre deployment policy of the ruling party in municipalities.

### **7.3 AN ANALYSIS OF TRAINING, SKILLS DEVELOPMENT, PERFORMANCE MANAGEMENT, PERFORMANCE MONITORING AND EVALUATION**

Various training and skills development aspects were identified in the literature study, as applicable to senior and middle managers in municipalities in the Free State Province. Among others, aspects relating to performance management, performance monitoring and evaluation in municipalities were also identified.

These training, skills development, performance management, performance monitoring and evaluation aspects were tabulated in order to include provision of training and skills development, ability to plan in line with organisational objectives, training and skills development related to the job, competence to contribute to organisational effectiveness, motivation to do job tasks, ability to meet strategic objectives, ability to use organisational resources, acquisition of knowledge and skills to identify risks, ability to understand and interpret policies, and ability to monitor and evaluate progress in an organisation.

Respondents were requested to respond to those aspects on a 5-point scale ranging from strongly agree (5), agree (4), neither agree nor disagree (3), disagree (2) and strongly disagree (1). For ease of interpretation of the results the 5-point response categories were condensed into three main categories, Agree, (combination) of strongly agree and agree); neither agree nor disagree, and disagree (a combination of strongly disagree and disagree). The scores in these categories were then used in the final analysis and interpretation of results.

The following data relate to the frequency of counts of the data collected:

### 7.3.1 Data on the provision of training and skills development in the workplace (managers and supervisors)

**Table 7.5 Data on provision of training and skills development in the workplace**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS/SUPERVISORS	25	57	5	0	0	87
%	28,7	65,5	5,7	0	0	100

Source: Own research

There were 87 responses to this question. From table 7.5 it can be seen, that most respondents (94,2 percent) agree that training and skills development programmes were provided to them in the workplace, while only (5,7 percent) neither agree

nor disagree that training and skills development programmes were provided to them in the workplace.

This supports the literature assertions that organisations regard training and skills development programmes as important in developing skills for work and also in improving organisational effectiveness in municipalities, in particular, Free State Province municipalities. The (5, 7 percent) of respondents who neither agree nor disagree could be that they could not discern between training, skills development and the traditional workshops that are usually provided in the workplace.

### 7.3.2 Data on training and skills development programmes directly related to job tasks (managers and supervisors)

**Table 7.6 Data on training and skills development programmes directly related to job tasks (managers and supervisors)**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS/SUPERVISORS	15	46	16	10	0	87
%	17,2	52,8	18,3	11,4	0	100

Source: Own research

There were 87 responses to this question. Table 7.6 indicates that (70, 1 percent) of the respondents agree that training and skills development programmes which were provided to them in their workplace were directly related to their job tasks. This could be attributed to the fact that training and skills development facilitators in municipalities first identified the training needs of their managers before any training or skills development programmes were provided. They also made sure that the training and skills development programmes which were provided are those that will add value for participants and measurably contribute to improved job performance.

The (18, 3 percent) of respondents neither agree nor disagree that training and skills development programmes provided to them were directly related to their job

tasks. This could be that the training and skills development programmes were too generic, the (11,4 percent) that disagrees could be may be that the training and skills development programmes provided to them were not customised as is required.

### 7.3.3 Data on ability to plan in line with organizational objectives (managers and supervisors)

**Table 7.7 Data on ability to plan in line with organizational objectives**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS/SUPERVISORS	0	58	20	9	0	87
%	0	66,6	22,9	10,3	0	100

Source: Own research

There were 87 responses to this question. From table 7.7, it can be seen that most respondents (66, 6 percent) agree that the training and skills development programmes provided to them enabled them to plan in line with organisational objectives. This supports the assertion that coherent planning and development is required of managers in municipalities. Training and skills development programmes in municipalities must build capacity of local municipalities in its area to perform. This is mostly required in the area of integrated development planning (IDPs).

The (22, 9 percent) of respondents who neither agree nor disagree could be attributed to the fact that they are unable to measure an extent to which training and skills development programmes provided to them have contributed to their knowledge and skill in the area of integrated development planning or maybe that their trainings did not focus on planning as an aspect. The (10, 3 percent) of respondents who disagree could be that they still find it difficult to deal with jobs that require planning as a skill in their sections even after training and skills development programmes were provided to them.

### 7.3.4 Data on competence in contributing to organisational effectiveness (managers and supervisors)

**Table 7.8 Data on competence in contributing to organisational effectiveness**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS/	8	42	12	25	0	87
%	9,1	48,2	13,7	28,7	0	100

Source: Own research

There were 87 responses to this question. Table 7.8 indicates that (48, 2 percent) of respondents agree that the training and skills development programmes provided to them gave them competence in contributing to organisational effectiveness, while 13,7 percent of respondents neither agree nor disagree with the question on competence, while 28,7 percent of the respondents disagree that the training and skills development programmes provided to them made them competent in contributing to organisational effectiveness.

These percentages could be an indication that managers in municipalities, in particular, Free State Province municipalities still find it difficult to measure an extent of effectiveness of their training and skills development programmes and the impact that these programmes are making in the daily performance of their job tasks.

### 7.3.5 Data on motivation to do job tasks (managers and supervisors)

**Table 7.9 Data on motivation to do job tasks**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS	25	55	7	0	0	87
%	28,7	63,2	8	0	0	100

Source: Own research

87 respondents attempted to answer this question. 91, 9 percent of respondents agree that the training and skills development programmes provided to them in their workplace motivated them to do their job tasks. Only 8 percent of the respondents said they neither agree nor disagree while 0% of the respondents disagree that training and skills development programmes provided to them did not motivate them. These percentages support the literature assertions that training and skills development programmes do motivate personnel to do their job tasks. For individuals to perform at their best, most individuals need to have training or skills development programmes tied to their performance.

Motivation attracts binds and encourages the development and application of competencies. Training and skills development of employees serves as a motivation for specific behavior. By motivating behavior through training and skills development the desired end results of the organisation may be realized.

### 7.3.6 Data on ability to meet strategic objectives of the organization (managers and supervisors)

**Table 7.10 Data on ability to meet strategic objectives of the organization**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS	12	41	9	9	16	87
%	13,7	47,1	10,3	10,3	18,3	100

Source: Own research

There were 87 responses to this question. Table 7.10 indicates that 60, 9 percent of respondents agree that the training and skills development programmes that they received enabled them to meet strategic objectives of the organization, while 10, 3 percent neither agree nor disagree, and 28, 7 percent disagree that the training and skills development programmes that they received in their workplace enabled them to meet strategic objectives of the organisation.

The 60,9 percent of managers agree that they are able to meet the strategic objectives of the organisation after training was provided to them, and this could may be that they feel confident to conduct strategic planning in their work situation. The fact that there are those managers who still feel that they cannot meet strategic objectives of their organisation even after training, is a major challenge to municipalities in that they still need to provide more training on strategic planning to managers because their job tasks also require them to have such knowledge. This would then make them confident to adopt a holistic approach to service delivery and strategise in a way that would enable them to meet most of the organisational objectives.

### 7.3.7 Data on ability to use organizational resources effectively (managers and supervisors)

**Table 7.11 Data on ability to use organisational resources effectively**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS	7	55	10	15	0	87
%	8	63,2	11,4	17,2	0	100

Source: Own research

There were 87 responses to this question. Table 7.11 indicates that 63, 2 percent of respondents are able to use the resources of the organisation effectively after training and skills development programmes were provided to them. 11, 4 percent of respondents neither agree nor disagree, this could be attributed to the fact that they lack knowledge and skill to measure the results of their performance as against inputs and outputs in their municipalities. A small percentage 17, 2 percent of respondents who disagree that they are able to use the resources of the organisation effectively even after they were trained is a major concern in that it is required of managers to be able to use the resources of the organisation effectively so that they are able to meet the needs of their customers with little resources at their disposal.

Inability to use organisational resources effectively could be attributed to corruption in finances amongst municipalities. Most of the disclaimers by the auditor-general in municipalities are as a result of financial mismanagement which is another indication of ineffective utilization of municipal resources. Some of the human resource personnel in municipalities are misplaced in their positions and because of this, they do not perform well where they have been placed.

### 7.3.8 Data on acquisition of knowledge and skills to identify risks associated with achievement of organisational objectives (managers and supervisors)

**Table 7.12 Data on acquisition of knowledge and skills to identify risks associated with achievement of organisational objectives**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS	0	25	16	32	14	87
%	0	28,7	18,3	36,7	16	100

Source: Own research

There were 87 responses to this question. About 28,7 percent of respondents agree that through training and skills development they are now able to identify risks associated with the achievement of organisational objectives. About 11, 4 percent of respondents neither agree nor disagree. The larger percentage 52, 8 disagree that they acquired enough knowledge and skill after training was provided to them. In other words they cannot identify the risks associated with the organisational objectives that directly affect their daily activities in their work situation.

This situation is a major challenge to empower municipal managers with risk management skills. This would then enable them to identify risks associated with their work in so far as the achievement of organisational objectives is concerned. Without knowledge and skills to develop a risk management plan in line with

their strategic objectives, managers also run the risk of not achieving success in many of their key performance areas.

### 7.3.9 Data on ability to understand and interpret policies related to job (managers and supervisors)

**Table 7.13 Data on ability to understand and interpret policies related to job tasks**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS	14	52	14	7	0	87
%	16	59,7	16	8	0	100

Source: Own research

There were 87 responses to this question. From table 7.13 it can be seen that 75,8 percent of respondents agree that after receiving training and skills development programmes they are now able to understand and interpret policies related to their job. About 16 percent of respondents neither agrees nor disagrees. About 8 percent) of respondents disagree.

A larger percentage 75, 8 percent of respondents agree that they now understand and interpret policies related to their job, this could may be they attended executive management courses that dealt with policies related to their job, or maybe because of their long experience in their positions. The 16 percent and 8 percent of the respondents who neither agree nor disagree and also disagree could be an indication that the training that they attended in most cases did not touch on policies related to their work or maybe have no knowledge of such policies, or maybe such policies do not exist in their work environment. This is an area for concern because it is expected that managers in municipalities, in particular, Free State Province municipalities have knowledge of policies related to their job for effective service delivery.

**7.3.10 Data on ability to monitor and evaluate progress in an organisation  
(Managers and Supervisors)**

**Table 7.14 Data on ability to monitor and evaluate progress in an organisation**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
MANAGERS	9	30	18	24	6	87
%	10,3	34,4	20,6	27,5	6,8	100

Source: Own research

There were 87 responses to this question. Table 7.14 shows that 44, 8 percent of respondents agree that after they received training and skills development, they are now able to monitor and evaluate progress in an organisation. About 20, 6 percent neither agree nor disagree, and 34, 4 percent disagrees.

The larger percentage 44, 8 percent that agrees may be because they attended courses on monitoring and evaluation and that 20, 6 percent – neither agree nor disagree and 34, 4 percent – disagree, may be respondents who did not receive any training and skills development on monitoring and evaluation. It is required that managers in municipalities have knowledge and skills to be able to assess progress in how their municipalities are delivering services to the local citizens. Lack of knowledge and skill in the area of monitoring and evaluation will disadvantage them in being able to realize whether they are delivering services in line with their strategic objectives.

**7.4 AN ANALYSIS OF TRAINING, SKILLS DEVELOPMENT, PERFORMANCE MANAGEMENT AND PERFORMANCE MONITORING AND EVALUATION (FRONTLINE STAFF)**

Various training and skills development aspects were identified in the literature study, as applicable to frontline staff (administrative staff, clerks, cashiers and

secretaries) in municipalities in Free State Province. Among others, aspects relating to motivation, customer care, transfer of skills, understanding of policies and delivery of municipal services after training and skills development programmes were provided, were also identified.

Respondents were requested to respond to these aspects on a 5-point scale ranging from strongly agree (5), agree (4), neither agree nor disagree (3), disagree (2) and strongly disagree (1). For ease of interpretation of the results the 5-point response categories were condensed into three main categories: Agree (a combination of strongly agree and agree); neither agree nor disagree, and disagree (a combination of strongly disagree and disagree). The scores in these categories were then used in the final analysis of the data.

#### **7.4.1 Data on the provision of training and skills development programmes in the workplace (frontline staff)**

**Table 7.15 Data on the provision of training and skills development programmes in the workplace**

<b>SCALE</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NEITHER AGREE NOR DISAGREE</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL</b>
<b>FRONTLINE STAFF</b>	165	296	0	0	0	461
<b>%</b>	35,7	64,2	0	0	0	100

Source: Own research

There were 461 responses to this question. Table 7.15 indicates that 100 percent of respondents agree that they were provided with training and skills development programmes in their workplace. This could be attributed to commitment by municipal managers to provide their frontline staff with knowledge and skills to enable them to manage municipal services in their section. The high percentage of employees who received training and skills development programmes is also an indication that skills and capacity are under severe pressure across all areas of municipal functions.

The high percentage 100 percent of employees who have been provided with training and skills development programmes in Free State Province municipalities supports the literature evidence that several training and skills development programmes were offered to employees in Free State Province municipalities. This also means that municipalities take training and skills development as a priority in order to build on capacity for employees.

#### 7.4.2 Data on training and skills development programmes directly related to job tasks (Frontline staff)

**Table 7.16 Data on training and skills development programmes directly related to job tasks**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
FRONTLINE STAFF	59	221	96	85	0	461
%	12,7	47,9	20,8	18,4	0	100

Source: Own research

There were 461 responses to this question. About 60, 7 percent of respondents agree that the training and skills development programmes provided to them were directly related to their job tasks. (20, 8) percent of respondents neither agree nor disagree. 18, 4 percent of respondents disagree that training and skills development programmes provided to them were directly related to their job tasks.

The 60,7 percent shows that an effort was taken by Free State Province municipalities to train and enskill employees on job-related programmes that will ensure that they deliver services in line with their job descriptions and the mandates of their municipalities. The 20, 8 percent of employees who responded that they neither agree nor disagree may be that they were not aware of the objectives and outcomes of the programmes that they received. The 18, 4 percent of respondents who disagree means that efforts still have to be made to train certain employees on programmes that are related to their job.

### 7.4.3 Data on motivation to do job tasks (frontline staff)

**Table 7.17 Data on motivation to do job tasks**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
FRONTLINE STAFF	129	258	74	0	0	461
%	27,9	55,9	16	0	0	100

Source: Own research

There were 461 responses to this question. Table 7.17 indicates that 83,9 percent of the respondents agree that after training and skills development programmes were provided to them they feel motivated to do their job tasks. About 16 percent of respondents neither agree nor disagree, and (0 percent) of respondents disagree. The high percentage of respondents who agree that they are motivated to do their job tasks after they were provided with training and skills development programmes, supports the literature notion that for employees to perform well in their job areas, they need to be motivated, and training and skills development of employees may serve as necessary motivators for improvement of performance by employees.

The 16 percent of those respondents who neither agree nor disagree may be that they still feel the training and skills development programmes provided to them were not enough, and did not have an impact on certain tasks that they do. Training and skills development programmes need to serve as driving forces for employees to attempt to achieve some goal in order to fulfill some job needs and expectations.

### 7.4.4 Data on ability to meet customer needs (Frontline staff)

**Table 7.18 Data on ability to meet customer needs**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
FRONTLINE STAFF	74	221	111	55	0	461
%	16	47,9	24	11,9	0	100

Source: Own research

There were 461 responses to this question. From table 7.18 it can be seen that 63,9 percent of the respondents agree that after training and skills development programmes were provided to them they are now able to meet the needs of their customers. About 24 percent of the respondents neither agree nor disagree, and 11, 9 percent of the respondents disagree that the training and skills development programmes that were provided to them enabled them to meet the needs of their customers.

The 63,9 percent of respondents who agree that after training and skills development programmes were provided to them, they are able to meet the needs of their customers, is an indication that the training and skills development programmes had an impact on their service standards. High service standards may be evidenced by responsiveness to the needs of customers, less complaints from customers and courtesy when dealing with customers. The 11, 9 percent of the respondents who disagree is an area of concern. This calls for certain municipalities in the Free State Province to organise more training and skills development programmes that will ensure that the needs of the customers in municipalities are met as expected.

#### **7.4.5 Data on transfer of acquired knowledge and skills back to job situation (frontline staff)**

**Table 7.19 Data on transfer of acquired knowledge and skills back to job situation**

<b>SCALE</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NEITHER AGREE NOR DISAGREE</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL</b>
<b>FRONTLINE STAFF</b>	0	281	65	46	69	461
<b>%</b>	0	60,9	14	9,9	14,9	100

Source: Own research

There were 461 responses to this question. Table 7.19 indicates that 60,9 percent of the respondents agree that after training and skills development programmes were provided to them they are able to transfer the knowledge and skills that they

acquired back into their job situations. About 14 percent of respondents neither agree nor disagree, and 24, 9 percent of the respondents disagree.

The high percentage 60, 9 of respondents who agree supports the literature notion that training and skills development programmes do help employees to adjust the quality of their services and that they also increase employee competence. Transfer of acquired knowledge and skill back into the job situation also indicates ability of employees to translate theory into practice. The 14 percent of those who neither agree nor disagree may be because respondents cannot distinguish between theory and practice. The 24,9 percent of the respondents who disagree also support the notion that not all forms of training and skills development programmes can enable employees to transfer acquired knowledge and skills back to their job situations.

#### 7.4.6 Data on ability to master given job tasks (rontline staff)

**Table 7.20 Data on ability to master given job tasks**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
FRONTLINE STAFF	55	323	23	46	14	461
%	11,9	70	4,9	9,9	3	100

Source: Own research

There were 461 responses to this question. From table 7.20 it can be seen that 81,9 percent of the respondents agree that they are now able to master given job tasks after training and skills development programmes were provided to them. About 4, 9 percent neither agree nor disagree, while 13 percent of the respondents disagree. A high percentage of respondents who agree is evidence that training and skills development have an impact in making employees to master given job tasks.

The 4, 9 percent of respondents who neither agree nor disagree, and the 13 percent of respondents who disagree is of serious concern, because it is expected

that training and skills development programmes that are given to employees increase their competence for the tasks at hand. If employees master given tasks after being given a training or skills development programme, they become motivated to learn, more actively engaged in the training tasks, and more prepared to acquire new skills in training and finally more effective at transferring new skills to the job.

#### 7.4.7 Data on ability to use all reporting systems in an organization (frontline staff)

**Table 7.21 Data on ability to use all reporting systems in an organisation**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
FRONTLINE STAFF	55	323	23	46	14	461
%	11,9	70	4,9	9,9	3	100

Source: Own research

There were 461 responses to this question. Table 7.21 shows that 50,9 percent of the respondents agree that after training and skills development programmes were provided to them they are now able to use all reporting systems in an organization. About 13 percent of the respondents neither agree nor disagree, while 36 percent of the respondents disagree.

The 50,9 percent of respondents who agree that they are able to use reporting systems after they were trained may be that only certain sections of the frontline staff have such systems and that employees were made aware of them. It is required of employees to be able to provide status reports, progress reports and reports on their job performance, and 36 percent of employees who disagree is of serious concern. Employees in municipalities are required to compile and submit regular reports to management so that regular feedback can be provided to the provincial government on how municipalities are performing in the Free State province. Regular reporting will ensure that immediate action is taken in all those areas where municipalities are not performing as expected.

**7.4.8 Data on improvement of job performance in meeting key performance areas related to job (frontline staff)**

**Table 7.22 Data on improvement of job performance in meeting key performance areas related to job**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
FRONTLINE STAFF	0	295	60	83	23	461
%	0	63,9	13	18	4,9	100

Source: Own research

There were 461 responses to this question. Table 7.22 shows that 63, 9 percent of the respondents agree that there has been an improvement of job performance in meeting key performance areas related to their job. About 13 percent of the respondents neither agree nor disagree, and only 22, 9 percent disagree.

The highest percentage 63, 9 of respondents who agree that their job performance has improved in certain key performance areas after they received training and skills development programmes in their workplace implies that they are able to meet many of the objectives of the five-year local government strategic agenda. This also means that the training and skills development programmes that they received succeeded in closing the performance gaps that existed in their municipalities in the Free State province. The 13 percent and 22,9 percent of respondents who neither agree nor disagree and disagree calls for more training and skills development programmes on key performance areas in certain municipalities in Free State province.

**7.4.9 Data on understanding and interpretation of job related policies (frontline staff)**

**Table 7.23 Data on understanding and interpretation of job related policies**

SCALE	STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE	TOTAL
FRONTLINE STAFF	0	336	65	51	9	461
%	0	72,8	14	11	1,9	100

Source: Own research

There were 461 responses to this question. Table 7.23 shows that 72,8 percent of the respondents agree that they now understand and interpret job related policies after training and skills development programmes were provided to them. About (14 percent) of the respondents disagree, and only 13 percent of the respondents disagree.

The highest percentage 72,8 of the respondents who agree that they now understand and interpret policies related to their jobs after they received training is an indication that they now possess knowledge and skills of the guiding principles for areas of decision-making and that they know also guidelines for the actions that they need to take in an organization.

The 14 percent) and 13 percent of the respondents who neither agree nor disagree and disagree implies that employees in certain municipalities in the Free State did not receive enough training and skills development programmes on policies related to their jobs.

#### **7.4.10 Data on effective delivery of municipal services related to one's job (frontline staff)**

**Table 7.24 Data on effective delivery of municipal services related to one's job**

<b>SCALE</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NEITHER AGREE NOR DISAGREE</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL</b>
<b>FRONTLINE STAFF</b>	92	258	51	14	46	461
<b>%</b>	19,2	55,9	11	3	9,9	100

Source: Own research

There were 461 responses to this question. From table 7.24 it can be seen that 75,9 percent of the respondents agree that they are now able to deliver municipal services related to their jobs effectively after training and skills development programmes were provided to them. About 11 percent of the respondents neither agree nor disagree, and only 13 percent of the respondents disagree.

The highest percentage 75, 9 of the respondents who agree that they are able to effectively deliver municipal services implies that most of the training and skills development programmes provided to frontline staff in Free State Province municipalities focused on basic services such as waste management, waste disposal, water services, electricity and wastewater discharge. The 11 percent and 13 percent of respondents who neither agree nor disagree and disagree may be that the training and skills development programmes provided to them were not customized or did not focus on the main objectives of their job.

### **7.5 ANALYSIS OF DATA FROM THE INTERVIEW SCHEDULE**

**This section of the chapter will give an analysis of data from the interview schedule**

#### **7.5.1 Introduction**

In this chapter the data that had been collected from personal interviews will be analyzed in order to determine the findings emanating from the answers of all interviewees.

1. Explain an extent to which you are able to meet the needs of your customers after training and skills development programmes were provided to you at your workplace.

**Respondent-A.** I had an opportunity to be trained on customer care in my workplace. The skills that I acquired through training enable me to meet the needs of my customers. I am able to respond to many complaints from my customers. I can also infer high levels of customer satisfaction.

**Respondent-B.** To a very larger extent I am able to meet the needs of my customers after skills development programmes were offered to me. This is evidenced by the reduction of the number of complaints from the suggestion box. I feel that more courses are needed so that our municipality improves more in this aspect.

**Respondent-C.** I can say that moderately I am able to meet the needs of my customers after I received training in my workplace. My treatment of members of public with courtesy and care is evidence in this regard. I also encourage my subordinates to make themselves accessible to customers who require their services.

**Respondent-D.** To a very large extent I am able to meet the needs of my customers since training was offered to me in my workplace. For example I received a course on waste management, disaster management and water services. As a result our municipality is providing good and effective municipal services to its customers.

**Respondent-E.** I cannot say to a large extent or to a lesser extent, but as far as I am concerned customer care has always been a philosophy and a practice in our municipality, as a result, I cannot claim that it is a trend that our municipality embarked upon after training and skills development were provided to our personnel.

**Respondent-F.** After training and skills development programmes were offered to me, I am able to develop questionnaires and service score-cards to measure the level of customer satisfaction in our municipality.

This training helped me a lot because I am now able to meet the needs of my customers.

**Respondent-G.** I did not receive any training and skills development programmes which I can confidently say they impacted on the way services are rendered to customers. Customer complaints keep on increasing in our municipality.

**Respondent-H.** Since I received training and skills development programmes in my workplace, I am able to log, view and track complaints from customers. I also know procedures of making follow-ups on unresolved complaints on behalf of customers.

**Respondent-I.** I received several training and skills development programmes related to customer care. Since then I am able to render effective basic services to my customers such as water services and electricity. That training is needed more to my other colleagues.

**Respondent-J.** I don't know whether the kind of training and skills development programmes that I received added to my knowledge of customer satisfaction. I have always met the needs of my customers even before training was offered to me.

2. To what extent are you able to interact with key economic actors in order to contribute to a vibrant and thriving local economy after you are provided with training and skills development programmes at your workplace?

**Respondent-A.** I can say minimally I am able to interact with key economic actors. The training and skills development programmes provided to me did not give me enough strategies to ensure that the economy in my area is thriving as it is expected.

**Respondent-B.** The training and skills development programmes that I received on LED were not enough, however I can moderately contribute to a vibrant local economy in my area. If I can get more training I can improve a lot in this area.

- Respondent-C.** I cannot say how far I am able to contribute to local economic development after I received training. This may be because the trainings that I received were too theoretical and not practical.
- Respondent-D.** I am totally unable to interact with key economic actors in my area. I did not receive training and skills development programmes that fully focused on local economic development.
- Respondent-E.** To a very large extent I am able to interact with key economic actors in my municipality. The training and skills development programmes that I received helped me a lot because I am now able to organize local economic development forums, and our local economy is starting to thrive.
- Respondent-F.** As far as I am concerned, I cannot exactly tell to which extent. The contribution that I am able to make in local economic development was not influenced by the training that I received but I rely more on my experience as a manager in the section of Local Economic Development in our municipality.
- Respondent-G.** The knowledge and skill that I acquired from the trainings that I received helped me a lot because I am in a position to actively support local business chamber activities in our municipality. Before training and skills development programmes I was unable to do so.
- Respondent-H.** I do not believe that the trainings and skills development programmes that our management teams received helped in anyway to develop our skills towards understanding how municipalities can work together with the business sector. They were totally irrelevant concerning local economic development.
- Respondent-I.** To a very large extent, the trainings and skills development programmes have helped me to create a positive dialogue between our municipality and the businesses around. In the past, and before we were trained in a programme on Local Economic Development,

such a dialogue and working togetherness between municipality and the business sector did not exist.

**Respondent-J.** For the first time after some few years, the recent training and skills development programmes that I received did make an impact to me, to an extent that I am able to work in partnership with other business development agencies in our municipality. More trainings and skills development programmes are needed in this aspect.

3. Did the training and skills development programmes that you received, equip you with knowledge and skills to implement sound financial management systems that ensure timely and accurate accountability on public resources?

**Respondent-A.** Yes, I was trained on Municipal Finance Management Act (MFMA) and after that, I can boldly boast that I know and can ensure that the finances of the municipality are used for the purposes for which they are intended. I am now in a position to account on the monies that the municipality uses. More courses on financial management would be helpful in ensuring that our municipality uses resources efficiently.

**Respondent-B.** I can say yes, because after our municipality received training and skills development programmes on financial management for non-accounting managers, many of our sections in our municipality started accounting to our communities on how finances are used. Sectional managers also started writing reports on how finances are used in their sections.

**Respondent-C.** I cannot confidently say I have all the necessary financial management skills because very little training was provided to me in this area. The fact that our municipality keeps on receiving disclaimers after auditing by the Auditor-General makes me to doubt whether the little trainings that we received did make any impact in this aspect.

- Respondent-D.** Yes the trainings that we received did capacitate us with financial management skills and knowledge. I can read financial reports, use finances responsibly and later account to the public.
- Respondent-E.** After I received training and skills development on a course – Accounting for municipalities, I can demonstrate knowledge and skill in financial management.
- Respondent-F.** Although I am not working with finances directly, I can say that I did receive training on Municipal Finance Management Act, and the little skills I received I can apply them if given a chance to work directly with finances in our municipality.
- Respondent-G.** Corruption and poor tendering and procurement procedures make me to doubt in providing a “yes” answer to this question. It does appear that many managers do not apply what they have learnt in trainings back into their job situations. Financial mismanagement is evidenced constantly in our municipality.
- Respondent-H.** The manner in which my sectional managers are effectively using their allocated budgets, how they account on the monies that they use, and how they write their financial reports is evidence enough to suggest that the training and skills development programmes that we received have made an impact.
- Respondent-I.** No, I doubt if any impact was made by the trainings and skills development programmes that we received. Financial mismanagement is the order of the day in our municipality. Many of the finances cannot be accounted for after they have been utilized. This is an area of concern for our municipality.
- Respondent-J.** I learnt a lot on a course on Treasury Regulations and I feel I can use that knowledge effectively if I can be the CFO of our municipality. Trainings on financial management must be provided regularly so that municipal management teams can be able to acquire more financial management skills and knowledge.

4. Explain an extent to which you are able to ensure functional community

participation into municipal activities after training and skills development programmes were provided to you in your workplace?

- Respondent-A.** After I received training on public participation, I tried all efforts to train ward committees in our area. Ward committees are still not functional because they are not monitored and evaluated on regular basis. There are also no reports on the functioning of ward committees.
- Respondent-B.** Although I was trained to ensure functional community participation in our municipality, much of the efforts which were made to involve communities into municipal activities were constrained by non-attendance of community members to the workshops which were arranged.
- Respondent-C.** I can confidently say that I am able to ensure functional community participation into municipal activities in our municipality, after I was trained. I provide administrative and other support. I train communities; I organize funding and other resources in this area to ensure that our ward committees are functional.
- Respondent-D.** Our municipality did not receive any training and skills development programmes which were directly dealing with community participation related issues. I cannot comment further concerning this question.
- Respondent-E.** For the past three years there was no funding allocated for training and skills development of managers in the area of public participation. I cannot exactly tell an extent to which I was able to make our ward committees functional to date.
- Respondent-F.** I cannot comment further in this question, except to say, SALGA kept on canceling workshops which were arranged in order to promote public participation. Internally we did not have enough funds to organize workshops on public participation.

**Respondent-G.** Our municipality did train ward committees after the training of managers. It is difficult to tell whether our ward committees are functional after we trained them because they do not provide annual reports on their activities and their future plans and programmes.

**Respondent-H.** I had an opportunity to be trained on how communities can possibly participate into municipal activities. With the skills that I acquired, I trained ward committees in our area. Ward committees in our municipality have started to oversee the delivery of services and development. They also contribute to the municipality assessment of the quality of services provided to our municipality.

**Respondent-I.** As a manager I tried all means to ensure community participation into municipal activities after I was trained. All the efforts that the management is doing to ensure that ward committees are functional are frustrated by councillors who are not motivated by the high ideal of public service. This leads to dysfunctionality of ward committees.

**Respondent-J.** Our managers did not receive enough training and skills development programmes on public participation. I cannot say the knowledge and skills that we received would help our communities into taking full participation in municipal activities.

5. After training and skills development programmes were provided to you, are you able to monitor and evaluate the successes and failures of the implementation of policies in your organisation?

**Respondent-A.** Since I was trained on a small course on monitoring and evaluation, I can say I am able to use the knowledge and skills that I acquired in order to assess the successes and failures in the implementation of municipal policies. What is still lacking is a coherent system for collection and analysis of information during monitoring and evaluation in our municipality.

- Respondent-B.** I acquired a bit of skills and knowledge of monitoring and evaluating of how policies in municipalities are implemented. I need more training and development in this aspect so that I am able to conduct a consistent analysis of the data, in a way that will inform provincial interventions if there are areas of failure in the implementation of policies in our municipality.
- Respondent-C.** Yes, but to a very little extent, I am of the opinion that more training and skills development of managers in the area of monitoring and evaluation could help our municipality to do more. The trainings that we received were few, and have not impacted on what we are doing now.
- Respondent-D.** I am able to monitor and evaluate the success and impact of the implementation of policies in our municipality, however, more training is needed in order to have clean administration. Clean administration is by the way when people adhere to the policies and legislation of the government and more training will ensure compliance to government policies.
- Respondent-E.** Yes, very moderately I can monitor and evaluate the successes and failures of the implementation of policies in our municipality. To do more in monitoring and evaluation, our municipality requires more funds for training and skills development in this area.
- Respondent-F.** At the time when this programme was advocated by many service providers, our municipality did not have funds to by in to these programmes. Efforts to request monitoring and evaluation programme from SALGA and LGSETA also failed. I still feel that our managers must be trained in this aspect.
- Respondent-G.** The little skill and knowledge that I acquired from the training I received, added to the little experience that I already had on how policy implementation can be monitored and evaluated. If more budgets can be set aside for training and development in our

municipality, this programme on monitoring and evaluation can be invited from service providers.

**Respondent-H.** I did gain a lot from the training and skills development programmes that I received. I am able to deal with the problem of under-monitoring that existed for sometime in our municipality. Policy implementation is monitored and evaluated to a very large extent.

**Respondent-I.** I did not receive any training and skills development workshops on monitoring and evaluation in our municipality. To see if policies are implemented as they should in our municipality, most managers rely on employee monthly and annual reports. It is necessary that managers in our municipality receive a comprehensive course or programme on monitoring and evaluation.

**Respondent-J.** It is difficult to tell whether the training that I received empowered me with skills to monitor and evaluate the implementation of municipal policies in our municipality. We do monitor and evaluate, but the fact that same information is collected when monitoring, and that at times there is over-collection of information that does not help in taking corrective action when there are areas of failure, is a clear indication that skills and knowledge still lack in this aspect.

## **7.6 VALIDITY AND RELIABILITY**

**This section of the chapter will discuss validity and reliability.**

### **7.6.1 Validity**

According to Mouton (1996:112) the pursuit of objectivity and validity in research is based on taking decisions and making judgments to avoid certain pitfalls that would lead to bias and error. Objective research is research that either totally avoids such pitfalls or in a way, controls for their effects. In order to maximize validity therefore, the researcher must either eliminate or minimize

threats to this objective. He identifies the threats or pitfalls as vagueness, abstract concepts, leading questions, bias and competing conclusions or explanations.

On the other hand Delport (2005:160) states that validity refers to the extent to which an empirical measure accurately reflects the concept it is intended to measure, in other words validity of a measurement procedure is the degree to which the measurement process measures the variable it claims to measure. This means a valid measuring device would provide an adequate or representative sample of all content that is measured. Content validity therefore is then established on the basis of judgments made by the researcher or experts who make judgments as to whether the actual measure covers all the facets that make up the concept.

In order to achieve validity in this research, the researcher's questionnaires and the interview schedule focused on the aspects of training and skills development as they affected respondents in their work situation. These were deliberately used to indicate that there was enough literature review done that covers all these concepts. Appropriate techniques of analysis were used to ensure that questions are not leading to a particular bias and all abstract concepts were appropriately explained by the researcher to ensure validity and eliminate pitfalls. The researcher made sure that the participants in interviews are qualified people who met a certain criteria and experience in the municipal environment.

### **7.6.2 Reliability**

Mouton (1996:144) states that the key validity criterion for data collection is "*reliability*" this is the requirement that the application of a valid measuring instrument to different groups under different sets of circumstances should lead to the same observations, in other words, "will the same methods used by different researchers at different times produce the same results"?

According to Delport (2005:162) the reliability of a measurement procedure is the stability or consistency of the measurement, meaning that if the same variable is

measured under the same conditions in a different environment, a reliable measurement will produce identical measurements. This refers to a measuring instrument's ability to yield consistent results each time it is applied. Although it is rare to have perfect reliability, Delport (2005:162) further states that reliability is primarily concerned not with what is being measured, but with how well it is being measured.

Taking from the definitions of the abovementioned researchers regarding what validity and reliability means, it is this researcher's contention that the abovementioned criterion and methodology was satisfactorily met, because the questionnaires in this study used multiple indicators of a variable to measure each aspect of a variable. Furthermore, if this study's instrument can be used for example in other municipalities the results will still be the same and consistent proving that the study has validity and it is reliable.

## **7.7 SUMMARY**

In this chapter a description of data analysis and interpretation was given with regard to this study. The researcher used tables to explain the responses of the respondents from the questionnaires. Interview responses are also given. The researcher also explains how the validity and reliability of the study was achieved in relation to the measuring instruments which were used. The next chapter will deal with the findings, conclusions and recommendations of the research.

## **CHAPTER 8: SUMMARY, FINDINGS AND RECOMMENDATIONS**

### **8.1 INTRODUCTION**

In this chapter a summary of this research is presented. The findings regarding research aims set out in chapter 1; training and skills development as human resource management functions (chapter 2); training and skills development in municipalities (chapter 3); performance management in municipalities (chapter 4); performance monitoring and evaluation in Free State Province municipalities (chapter 5); empirical research design (chapter 6); data analysis and interpretation (chapter 7) are given. Finally, the findings and recommendations will be presented.

### **8.2 SUMMARY**

The first chapter outlines orientation and problem statement. The study focuses on the training and skills development in organisations in South Africa. There is thus a need for adequate training and skills development in municipalities in Free State Province that would promote performance improvement. In this chapter the reader is also guided along the lines of the contents of the research study. The problem statement, value of the study, research questions, research objectives are defined and the research methodology is also outlined.

Chapter 2 provides training and skills development as human resource management functions, its definitions and purposes, and it outlined the learning organisation concept. Coaching, mentoring, on-the-job training and off-the-job-training were also described. The training and development legislation in South Africa was also discussed in this chapter.

Chapter 3 focuses on training and skills development in Free State Province municipalities. It provides more detail regarding structures responsible for training and skills development of municipalities. Training programmes in municipalities, qualifications and unit standards for training and skills development of municipalities, and training and skills development programmes

which were conducted in Free State Province municipalities for the period under review were also discussed in this chapter.

Chapter 4 presents performance management in municipalities, its definitions, its related concepts and performance measurement. Statutory framework for the management of performance in municipalities, dimensions of performance, benchmarking, theories of motivation were also discussed. Steps in performance management guide for municipalities, were also discussed in this chapter.

Chapter 5 focuses on performance monitoring and evaluation in Free State Province municipalities. It provides processes, procedures and strategies that need to be followed when conducting performance monitoring and evaluation in organisations. It also provides more detail regarding planning, collection of data, analysis of data and reporting in the implementation of performance monitoring and evaluation system.

Chapter 6 and 7 presents the empirical research design, and data analysis and interpretation respectively. Chapter 6 gives the details of the design of the research instruments and how they were administered, as well as the method of research. Chapter 7 presents the data analysis and interpretation by means of tables on the responses based on the questionnaires. The responses received from the administration of the interview schedule are also presented in chapter 7.

The next section of this chapter deals with findings emanating from the administration of the questionnaires and the interview schedule.

### **8.3 FINDINGS FROM THE RESEARCH ON THE QUESTIONNAIRE FOR MANAGERS AND SUPERVISORS**

The following findings regarding training and skills development in Free State Province municipalities were made:

### **8.3.1 Findings on the provision of training and skills development in the workplace**

Managers and supervisors in Free State Province municipalities received enough training and skills development programmes for the period under review. This is in compliance to the concept of “whole municipal development” as it is required of municipalities in South Africa in order to ensure developmental local government. This is also in line with municipal capacity building to ensure effective delivery of services to local communities (See 3.3.6.2).

### **8.3.2 Findings on training and skills development programmes related to job tasks**

The questionnaire revealed that most of the training and skills development programmes that were offered to managers and supervisors in Free State Province municipalities were related to their job tasks. This finding raises suspicions in that despite the fact that most of the training and skills development programmes were related to job tasks, managers in certain Free State Province municipalities still find it difficult to perform their tasks as required, to an extent that their municipalities constantly receive reports of poor performance in certain functional areas. This is an area of serious concern (See 2.5.7).

### **8.3.3 Findings on motivation to do job tasks after training and skills development programmes were provided**

The research revealed that most of the managers and supervisors felt motivated to do their job tasks after they were provided with training and skills development programmes in their workplace. This supports the notion that there is a relationship between employee development and motivation to do job tasks. If employees are given enough training and skills development programmes in their workplace, their job performance is enhanced, and employees strive in many ways to want to achieve organisational objectives (See 2.9.1).

### **8.3.4 Findings on ability to plan in line with organisational objectives after training and skills development programmes were provided**

The empirical research revealed that managers and supervisors in Free State Province municipalities are able to plan in line with organisational objectives after

they received several training and skills development programmes in their workplace. As part of their tasks, managers and supervisors are required to plan activities for their municipalities. An area in which their planning skills are also needed is when they together with their communities, venture into integrated development planning as part of municipal transformation and institutional development (See 3.4).

### **8.3.5 Findings on ability to meet strategic objectives after training and skills development programmes were provided**

The research revealed that managers and supervisors in Free State Province municipalities are able to plan strategically and can also meet their strategic objectives after training and skills development programmes were provided to them. As part of their municipal planning, managers and supervisors are expected to deliver on the objectives of government's five year local government strategic agenda. This Strategic Agenda provides the framework for overall local government transformation and development (See 3.4).

### **8.3.6 Findings on ability to use municipal resources effectively after training and skills development programmes were provided in the workplace**

The study revealed that after managers and supervisors were provided with training and skills development programmes in Free State Province municipalities, they were now able to use organisational resources effectively. Managers and supervisors in municipalities are tasked with a huge mandate to ensure universal access to basic services for their communities, halve poverty and unemployment and ensure a more equitable distribution of the benefits of economic growth. Above all, they are also expected to adapt their IDPs in line with their allocated budgets. This huge mandate requires that they use the little allocated resources effectively in order to achieve their objectives.

### **8.3.7 Findings on ability to identify risks associated with achievement of organisational objectives**

The research revealed that most of the managers and supervisors in Free State Province municipalities still find it difficult to identify risks associated with achievement of organisational objectives even after several training and skills development programmes were provided to them. It is a requirement that municipal managers and supervisors are able to identify the risks that will serve as a barrier for them in achieving the objectives that have been set for them. A training or skills development programme on monitoring and evaluation may equip managers and supervisors with skills to be able to evaluate risks associated with the achievement of their organizational objectives (See 5.3.5).

### **8.3.8 Findings on understanding and interpretation of policies related to job after training and skills development programmes were provided**

This study revealed that most managers and supervisors in Free State Province municipalities are able to understand and interpret policies related to their job after training and skills development programmes were provided to them in their workplace. Policies of most of the organisations emanate or are developed from the goals and objectives of the particular organisation. It is clear that if managers and supervisors can receive most of the training and skills development programmes that touch on the content of the goals and objectives of the organisation, it would be easy for managers to understand the policies of the organisation and will also be able to interpret them. Without managers and supervisors understanding and interpreting policies of the organisation correctly, it is unlikely that they will be able to steer the organisation in the right direction (See 4.6.2).

### **8.3.9 Findings on improving organizational effectiveness after receiving training and skills development programmes**

This study revealed that only a small percentage of managers and supervisors in Free State Province municipalities are able to contribute to organizational effectiveness even after training and skills development programmes were

provided to them at the workplace. It is highly expected that a training or skills development programme that is provided to managers and supervisors must empower them with skills to be effective in their jobs. Such a training or skills development programme must also change the culture of ineffective organisations, and enhance organisational development (See 2.3.1).

#### **8.3.10 Findings on ability to monitor and evaluate progress in an organisation after receiving training and skills development at the workplace**

It has been revealed by this research that most of the managers and supervisors in Free State Province municipalities still do not know how to monitor and evaluate progress in their organisations, even after several training and skills development programmes were provided to them. Managers and supervisors in municipalities need to acquire knowledge and skill on how to plan for monitoring and evaluation of their activities. Ability to monitor and evaluate an extent of the progress that is made by an organisation gives an answer to the successes and failures that are experienced in the achievement of organisational objectives.

### **8.4. FINDINGS FROM THE RESEARCH ON THE QUESTIONNAIRE FOR FRONTLINE STAFF**

The research findings based on the questionnaire for frontline staff in Free State Province municipalities were as follows:

#### **8.4.1 Findings on provision of training and skills development in the workplace**

The empirical research revealed that frontline staff in Free State Province municipalities received enough training and skills development programmes in their workplace for the period under review. This indicates that there was enough planning for training and skills development which was done for this period. This also suggests that there was also enough training budget for Free State Province municipalities during this period. This is evidenced in (See 3.7).

#### **8.4.2 Findings on training and skills development programmes directly related to job tasks**

The research revealed that some of the trainings and skills development programmes which were provided to frontline staff in Free State Province municipalities were not directly related to their job tasks. This response contradicts other responses in which the frontline staff agreed that after receiving training and skills development programmes they are able to provide effective municipal services, and that the skills that they acquired can be transferred back to their work situations (See 8.4.5 and 8.4.10). This response also contradicts significant improvement of performance (See 8.4.8).

#### **8.4.3 Findings on motivation to do job tasks after training and skills development programmes were provided**

The study revealed that most of frontline staff in Free State Province municipalities felt motivated to do their job tasks after they were trained and provided with several skills development programmes. This supports the notion that if there are positive motivators in a work situation, the level of performance amongst employees also increases (See 2.9.1).

#### **8.4.4 Findings on ability to meet customer needs after training and skills development programmes were offered in the workplace**

The research found that Free State Province frontline staff in municipalities is able to meet the needs of their customers after several training and skills development programmes were offered to the staff. If employees are able to meet the needs of their customers, customer satisfaction increases, and if customer satisfaction increases, complaints are minimized and finally effective service delivery is experienced.

#### **8.4.5 Findings on transfer of knowledge and skills back to job situation after training and skills development were provided in the workplace**

The research revealed that most of the frontline staff in Free State Province municipalities can transfer the knowledge and skills that they acquired through

training and skills development, back to their work situations. This is evidence that training and skills development increase competence, and that any form of training or skills development programme given to employees must be able to change their behaviour and attitudes towards their work.

#### **8.4.6 Findings on ability to master given job tasks after training and skills development programmes were provided in the workplace**

The research revealed that a large percentage (81,9) of frontline staff in Free State Province municipalities are able to master certain job tasks given to them after several training and skills development programmes were provided to them. This supports the hypothesis that adequate training and skills development of personnel in Free State Province municipalities will enhance performance. This is also supported by literature review (See 1.6 and 2.5.7).

#### **8.4.7 Findings on ability to use all reporting systems in an organisation after training and skills development programmes were offered**

The research revealed that only a small portion of frontline staff in Free State Province municipalities are able to use all reporting systems after training and skills development programmes were provided to them. This is a worrying factor because municipal policies require that its employees report monthly, quarterly and annually to the employer and communities about services that they are rendering.

#### **8.4.8 Findings on improvement of job performance in meeting key performance areas related to job after training and skills development programmes were provided in the workplace**

The research revealed that there is a significant improvement of performance amongst frontline staff in Free State Province municipalities after training and skills development programmes were provided to them. This supports the hypothesis that adequate training and skills development enhance good performance (See 1.6).

#### **8.4.9 Findings on understanding of job related policies after training and skills development programmes were provided in the workplace**

The research found that most frontline staff in Free State Province municipalities understands policies related to their job after several training and skills development programmes were provided to them. It is required that frontline staff understands policies related to their job so that they can reduce cases of non-compliance to policies. Non-compliance to job policies is another cause of poor service delivery.

#### **8.4.10 Findings on effective delivery of municipal services related to one's job after training and skills development programmes were offered in the workplace**

The empirical research revealed that most of the frontline staff in Free State Province municipalities are able to deliver effective municipal services after several training and skills development programmes were provided to them. This may be attributed to the fact that enough training and skills development programmes provided to them for the period under review were focused on basic municipal services as it is required by the 5-Year Local Government Strategic Agenda (See 3.7.2 and 3.7.6).

### **8.5 RESEARCH FINDINGS FROM THE INTERVIEW SCHEDULE**

The findings of this research from the interviews with managers in Free State Province municipalities are as follows:

#### **8.5.1 Findings on meeting customer needs in municipalities**

The findings of this research reveal that most of the managers and supervisors in Free State Province municipalities are able to meet the needs of their customers after several training and skills development programmes were provided to them. Effective service delivery means that the needs of the customers must be met optimally and that the number of complaints must be minimized. The 5-Year Local Government Strategic Agenda require that the basic needs of the community must be met by the municipalities (See 3.4).

### **8.5.2 Findings on interaction with key economic actors in order to contribute to a thriving and vibrant local economy**

The findings of this research reveal that a large number of managers and supervisors in Free State Province municipalities are still not able to interact with key economic actors in order to contribute to a thriving and vibrant local economy even after several training and skills development programmes were provided to them. This is an area of serious concern in that managers and supervisors in municipalities are expected to deliver on this objective as indicated in the 5-Year Local Government Strategic Agenda (See 3.4).

### **8.5.3 Findings on knowledge and skills to implement sound financial management systems**

The findings of this research reveal that most of the managers and supervisors in Free State Province municipalities are able to implement sound financial management systems after several training and skills development programmes were provided to them. This indicates enough training and skills development in financial management (See 3.6.3, 3.7.7 and 3.7.8), however, this contradicts the qualified audit reports of the Auditor-General about Free State Province municipalities as indicated (See 1.2). This scenario suggests financial mismanagement in some functional areas.

### **8.5.4 Findings on ensuring functional community participation into municipal activities**

The research revealed that most of the managers and supervisors in Free State Province municipalities still find it difficult to ensure functional community participation into municipal activities even after they received several training and skills development programmes in their workplace. As citizens require municipalities to deliver services to them, the effective delivery of these services may be enhanced by the involvement of citizens. One of the strategic objectives of the municipalities is good governance and community participation (See 3.4). Poor attendance to workshops by communities, lack of monitoring of public participation workshops and lack of funding for public participation workshops in

other municipalities may be the result of dysfunctional community participation into municipal activities in specific municipalities.

#### **8.5.5 Findings on ability to monitor and evaluate the successes and failures of the implementation of policies in an organisation**

The research revealed during the interviews that most of the managers and supervisors in Free State Province municipalities still find it difficult to monitor and evaluate the successes and failures of the implementation of policies in their municipalities. Other managers feel the need to be provided with more training and skills development in the area of monitoring and evaluation. This raises a serious concern in that it is expected of managers to monitor, measure and evaluate how the five year local government strategic agenda is being complied with by all employees in municipalities. The attainment of the objectives of this agenda has to be monitored and evaluated regularly in order to see how far it is implemented.

### **8.6 CONCLUSIONS AND RECOMMENDATIONS**

On the basis of the findings of this research, the following conclusions were reached and recommendations are given:

#### **8.6.1 Conclusions**

The results of this study demonstrated that the performance of managers, supervisors and frontline staff in Free State Province municipalities improved significantly after several training and skills development programmes were provided to them in their workplace. Managers, supervisors and frontline staff were provided with enough training and skills development programmes which were directly related to their job tasks, and as a result, their performance in areas such as planning, meeting of customer needs, provision of basic municipal services and policy interpretation improved significantly. This highlights the relationship between training, skills development and performance improvement.

It is therefore evident that adequate training and skills development of personnel enhances good performance in Free State Province municipalities.

Few managers, supervisors and frontline staff in Free State Province municipalities still find it difficult to identify risks associated with their job tasks even after they were provided with training and skills development programmes in their workplace. Others encounter problems in monitoring and evaluation, promotion of public participation and in the area of local economic development. In some municipalities managers, supervisors and frontline staff did not receive training and skills development programmes related to their job tasks. These scenarios highlight effects of inadequate training and skills development in certain municipalities in the Free State Province. Inadequate training and skills development is likely to yield results of poor performance. If adequate training and skills development can be provided to those affected municipalities in the Free State Province, good performance of personnel in their different functional areas may be experienced.

### **8.6.2 Recommendations**

In the light of the literature and the empirical studies the following recommendations are made:

- **Recommendation 1**

There is a need for Free State Province municipalities to revive and strengthen their training committees.

#### **Motivation**

Training committees in most of the municipalities in the Free State seem to be dysfunctional in that some of the training and skills development programmes offered to municipalities in the past and recent years were not relevant to employees' job tasks. The role of the training committees is to take part in discussions about workplace skills plans, and submit annual training reports, and conduct needs analysis for training and skills development. If these committees are not revived and strengthened, irrelevant training will always be offered to employees in Free State Province municipalities.

- **Recommendation 2**

It is necessary for Free State Province municipalities to develop a common tool that would be used to gather data on how-well the skills, knowledge and attitudes that were learnt in a training programme are being used in workplace performance.

**Motivation**

Such a tool would help Free State Province municipalities to enforce the use of evaluation that focuses on real workplace outcomes in order to improve learning transfer. For any training and skills development interventions, impact and value are only achieved when what is learnt gets used to improve or sustain performance. A tool that is used to gather information on how well skills or knowledge that were learnt are used in the workplace, will ensure that employees and managers account on why learnt skills are sometimes not applied in the workplace..

- **Recommendation 3**

There is a dire need for Free State Province municipalities to identify an accredited service provider who would offer a training programme on monitoring and evaluation for all levels of employees in a municipality, and ensure that a selected programme provides an opportunity to practice skills.

**Motivation**

Managers, supervisors and frontline staff in municipalities are expected to monitor and evaluate successes and failures when delivering on their mandates. Most of them lack the knowledge and skill to monitor and evaluate their activities. They are expected to deliver on transformation and institutional development, local economic development, basic services, financial viability and good governance. This requires of them to have monitoring and evaluation skills in order to check themselves along those strategic objectives.

- **Recommendation 4**

There is a need for Free State Province municipalities to enforce service providers link up their financial management training and skills development programmes to corruption and supply chain management programmes.

### **Motivation**

This is required because managers and supervisors in Free State Province municipalities still find it difficult to perform well in the area of financial management even after they have received training and skills development programmes on financial management. The knowledge and skill that they acquired is constrained by corruption activities and lack of knowledge and skill in the area of supply chain management. The three training programmes, i.e. financial management, corruption and ethics, and supply chain management have to be linked as one training programme or be delivered as units in one training course.

- **Recommendation 5**

There is a need for each municipality in the Free State Province to establish and train a public participation unit in the speaker's office of the municipality.

### **Motivation**

Public participation units have to be established in the office of the speaker in each municipality in the Free State Province. After being established, together with managers, supervisors and frontline staff from other departments in the municipality they must be trained on their role and relationship with other departments. This would likely empower and strengthen systems of community participation. Managers and councillors must internalize the value of community participation, and by establishing and training this unit, a culture of engagement with communities will be developed.

- **Recommendation 6**

Municipalities in Free State Province must give attention to the formation and training of local economic forums in their areas.

### **Motivation**

Municipalities in Free State Province must form local economic forums in which municipality management and staff, together with other spheres of government, the parastatals and private sector is represented. Any training intervention initiated by the municipality on local economic development must target this structure. This would ensure that the development of local economy is made

everybody's responsibility within a municipality, rather than making it the responsibility of a single department in a municipality. Such cooperation between municipalities and stakeholders would maybe improve the business environment in our communities as structures will be working together as a team to achieve some local economic objectives.

- **Recommendation 7**

Free State Province municipalities have to, as a matter of urgency, request SALGA and LGSETA to identify an accredited service provider who would offer training and skills development programmes that are customized to all the strategic objectives of the five year local government strategic agenda. Enough funds must also be allocated for the training and skills development of this nature.

**Motivation**

Most of the training and skills development programmes which were offered to employees in Free State Province municipalities for the period under review did not touch significantly on the Five-Year Local Government Strategic Agenda. Such training and skills development programmes should reflect content and activities in a practical way, on aspects of municipal transformation, local economic development, basic services, financial viability and good governance.

- **Recommendation 8**

A comprehensive training and skills development programme on risk management is needed for managers, supervisors and frontline staff in Free State Province municipalities. Service providers for training and skills development programmes must be guided on how their programmes must be designed in such a way that would ensure the management of risks associated with the job of employees in Free State Province municipalities.

**Motivation**

A comprehensive risk management training programme would ensure that managers, supervisors and frontline staff in Free State Province municipalities receive knowledge and skills on how to deal with risks associated with their job tasks. Such a training programme must relate to the strategic objectives of the Free State Province municipalities.

- **Recommendation 9**

It is required of Free State Province municipalities to develop a common training model for all municipalities to follow when conducting training and skills development programmes for its personnel.

**Motivation**

A common training model for Free State Province municipalities would ensure that all municipalities receive the same training and skills development programmes based on identification of the needs of the organisation, specific job performance, objectives, curriculum, instructional strategies, resources and evaluation. This training model will guide the way training and skills development programmes must be provided to all municipalities in the Free State Province. An ideal training and skills development model that is suggested for Free State Province municipalities must look like this:

**Table 8.1 Suggested training and skills development model for Free State Province municipalities.**

ITEM	DESCRIPTION
1. NEEDS IDENTIFICATION	<ul style="list-style-type: none"> <li>The training managers/provider must determine the training needs of the organisation and of the individual employees.</li> </ul>
2. STRATEGIC OBJECTIVES	<ul style="list-style-type: none"> <li>The strategic objectives of the organisation have to be outlined before the training programme can be conducted.</li> </ul>
3. MEASURABLE OBJECTIVES	<ul style="list-style-type: none"> <li>Measurable objectives have to be determined from the strategic objectives and the entire training has to be based on these objectives.</li> </ul>
4. SPECIFIC JOB TASKS	<ul style="list-style-type: none"> <li>Specific job tasks of individual employees have to be derived from the measurable objectives so that they determine tasks that have to be focused on during training.</li> </ul>
5. CURRICULUM CONTENT	<ul style="list-style-type: none"> <li>The content of what has to be delivered as curriculum for the training must be outlined in line with the organisational objectives and job descriptions of individual employees.</li> </ul>
6. INSTRUCTIONAL STRATEGIES	<ul style="list-style-type: none"> <li>Methods and approaches of delivering content must be determined by the training managers/providers. These methods must focus on the acquisition of knowledge, skills and attitudes.</li> </ul>
7. RESOURCES	<ul style="list-style-type: none"> <li>Both physical, financial and human resources that will be used during the training must be identified in time.</li> </ul>
8. RISK MANAGEMENT	<ul style="list-style-type: none"> <li>The training programme must make provision for the risk management plan, which will be used to control harmful effects of risks associated with objectives.</li> </ul>
9. MONITORING AND EVALUATION	<ul style="list-style-type: none"> <li>The training programme must make provision for procedures and processes that would be used to assess the impact of the training sessions.</li> </ul>

Source: Own Research, adopted from Palama (2009:29).

## **8.7 FURTHER RESEARCH**

Further research can be undertaken to look into how training and skills development programmes in Free State Province municipalities can be designed in such a way that they address the achievement of national, provincial and local priorities and vision. Studies can also be undertaken to investigate the social, economic, political and environmental constraints that can hamper the effectiveness of training and skills development programmes in municipalities.

Another important area of further research that can be undertaken is to investigate how national government can be convinced to put in place enabling legislation which will allow the Minister of Cooperative Governance and Traditional Affairs to intervene proactively to unlock the potential of training and skills development programmes to serve as tools for achieving key performance areas in local government. Lastly, further research can investigate how the organisational structures, cultures, strategies and systems in municipalities can be used in a way that would enhance the effectiveness of training and skills development programmes.

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# ADDENDUM A1 – QUESTIONNAIRE FOR MANAGERS/SUPERVISORS IN MUNICIPALITIES

(Municipal managers, Managers Corporate Services, Managers Technical Services, Managers Community Services, CFOs, Sectional Supervisors)

## SECTION A                      BIOGRAPHICAL DATA

<b>POSITION/RANK</b>					
<b>GENDER</b>	MALE				FEMALE
<b>EXPERIENCE IN POSITION/RANK</b>					
<b>HIGHEST QUALIFICATIONS</b>	STD 10	N.DIPLOMA	JUNIOR DEGREE	SENIOR DEGREE	
<b>AGE IN YEARS</b>	20-29	30-39	40-49	50-59	60+

## SECTION B                      THE QUESTIONNAIRE

### DIRECTIONS:

Complete the following questionnaire.  
Circle the number at the right that most closely approximates your feelings about the statement in the left column. Use the following scale:

- 5 = STRONGLY AGREE
- 4 = AGREE
- 3 = NEITHER AGREE NOR DISAGREE
- 2 = DISAGREE
- 1 = STRONGLY DISAGREE

There are no right or wrong answers in any absolute sense. Mark your responses quickly, since your first reaction is most likely to reflect your genuine feelings.

ITEM	STATEMENT	RESPONSES				
		STRONGLY AGREE	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	STRONGLY DISAGREE
1.	Were you provided with several training and skills development programmes in your workplace?	5	4	3	2	1
2	Were most of the training and skills development programmes which were provided to you in the workplace related directly to your job?	5	4	3	2	1
3	Are you able to plan					

	in line with your organizational objectives after several training and skills development programmes in your workplace?	5	4	3	2	1
4	Do you now feel competent in contributing to organizational effectiveness after receiving several training and skills development programmes in your workplace?	5	4	3	2	1
5	After several training and skills development programmes were provided to you in your workplace, do you feel motivated to do your job tasks?	5	4	3	2	1
6	Are you able to meet the strategic objectives of your organization after several training and skills development programmes were provided to you in your workplace?	5	4	3	2	1
7	Are you able to use organizational resources effectively after several training and skills development programmes were provided to you in your workplace?	5	4	3	2	1
8	Did the training and skills development programmes that you received in your workplace equip you with knowledge and skills to be able to identify risks associated with the achievement of your organizational objectives?	5	4	3	2	1

9	Are you able to understand, interpret and implement policies related to your job after several training and skills development programmes were provided to you in your workplace?	5	4	3	2	1
10	Are you now able to monitor and evaluate progress in your organization after several training and skills development programmes were provided to you in your workplace?	5	4	3	2	1

# ADDENDUM A2- QUESTIONNAIRE FOR FRONTLINE STAFF IN MUNICIPALITIES

(Administrative staff, clerks, cashiers and secretaries)

STATEMENT		RESPONSES				
1	Were you provided with several training and skills development programmes in your workplace?	5	4	3	2	1
2	Were most of the training and skills development programmes which were provided to you in your workplace related directly to your job?	5	4	3	2	1
3	After several training and skills development programmes were provided to you in your workplace, do you now feel motivated to do your job tasks?	5	4	3	2	1
4	Did the training and skills development programmes which were provided to you in your workplace enable you to meet the needs of your customers?	5	4	3	2	1
5	Are you able to transfer the knowledge and skills that you acquired through training and skills development back to your job situation?	5	4	3	2	1
6	Are you able to master job tasks that are given to you after several training and skills development programmes were provided to you in your workplace?	5	4	3	2	1
7	Are you able to use all reporting systems effectively after several training and skills development programmes were provided to you in your workplace?	5	4	3	2	1
8	Has your job performance improved significantly in meeting key performance areas related to your job after several training and skills development programmes, were provided to you in your workplace?	5	4	3	2	1
9	Do you now clearly understand the policies which are related to your job after several training and skills development programmes, were provided to you in your workplace?	5	4	3	2	1
10	Did the training and skills development programmes which were provided to you in your workplace enable you to contribute to effective delivery of municipal services?	5	4	3	2	1

# **ADDENDUM B- INTERVIEW SCHEDULE FOR MANAGERS IN MUNICIPALITIES**

## **QUESTION 1**

Explain an extent to which you are able to meet the needs of your customers after you were provided with training and skills development programmes at your workplace?

## **QUESTION 2**

To which extent are you able to interact with key economic actors in order to contribute to a vibrant and thriving local economy after you were provided with training and skills development programmes at your workplace?

## **QUESTION 3**

Did the training and skills development programmes that you received, equip you with knowledge and skills to implement sound financial management systems that ensure timely, and accurate accountability on public resources?

## **QUESTION 4**

Explain an extent to which you are able to ensure functional community participation into municipal activities after training and skills development programmes were provided to you in your workplace?

## **QUESTION 5**

After training and skills development programmes were provided to you, are you able to monitor and evaluate the successes and failures of the implementation of policies in your organization?

## ADDENDUM C- LETTER OF APPLICATION TO DO RESEARCH

Cell Number: 072 375 4516

Fax: 056 - 212 6422

Tel: 056 - 216 3800

7885 Constantia

Kroonstad

9500

The Head of Department  
Cooperative Governance and Traditional Affairs  
Free State province  
Bloemfontein  
9300

Dear Sir/Madam

### APPLICATION FOR CONDUCTING RESEARCH IN FREE STATE MUNICIPALITIES

On behalf of myself and my supervisor Prof. E.P. Ababio of the North West University, hereby wish to apply for permission to conduct research in Free State Municipalities. The details of the research project are attached.

Furthermore we request your permission to conduct interviews with municipal managers, sectional managers, supervisors and frontline staff in municipalities, and also to distribute questionnaires among managers and frontline staff at various municipalities that have been randomly selected.

This research will form part of broader training and skills development programme in municipalities and is funded by the North West University Public Management and Development Faculty.

Thanking you for your cooperation.

Yours faithfully



**E.F. KHAMBULE**  
(Phd Student NWU)

10/05/2011

# ADDENDUM D- LETTER OF APPROVAL TO DO RESEARCH



cooperative governance  
and traditional affairs  
Department of Cooperative Governance  
and Traditional Affairs  
FREE STATE PROVINCE

The All Municipal Managers

Ngwathe Local Municipality  
Metsimaholo Local Municipality  
Maluti-a-Phofung Local Municipality  
Moghaka Local Municipality  
Mafube Local Municipality  
Nala Local Municipality  
Masilonyana Local Municipality  
Nketoana Local Municipality  
Mohokare Local Municipality

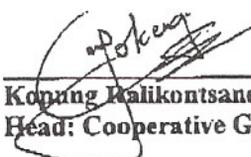
Dear Sir

## PERMISSION TO CONDUCT STUDY RESEARCH IN THE ABOVE LISTED MUNICIPALITIES

1. Permission is hereby granted for Mr. EF Khambule to conduct research on Skills Development and Training of municipal personnel in the Free State Province Municipalities.

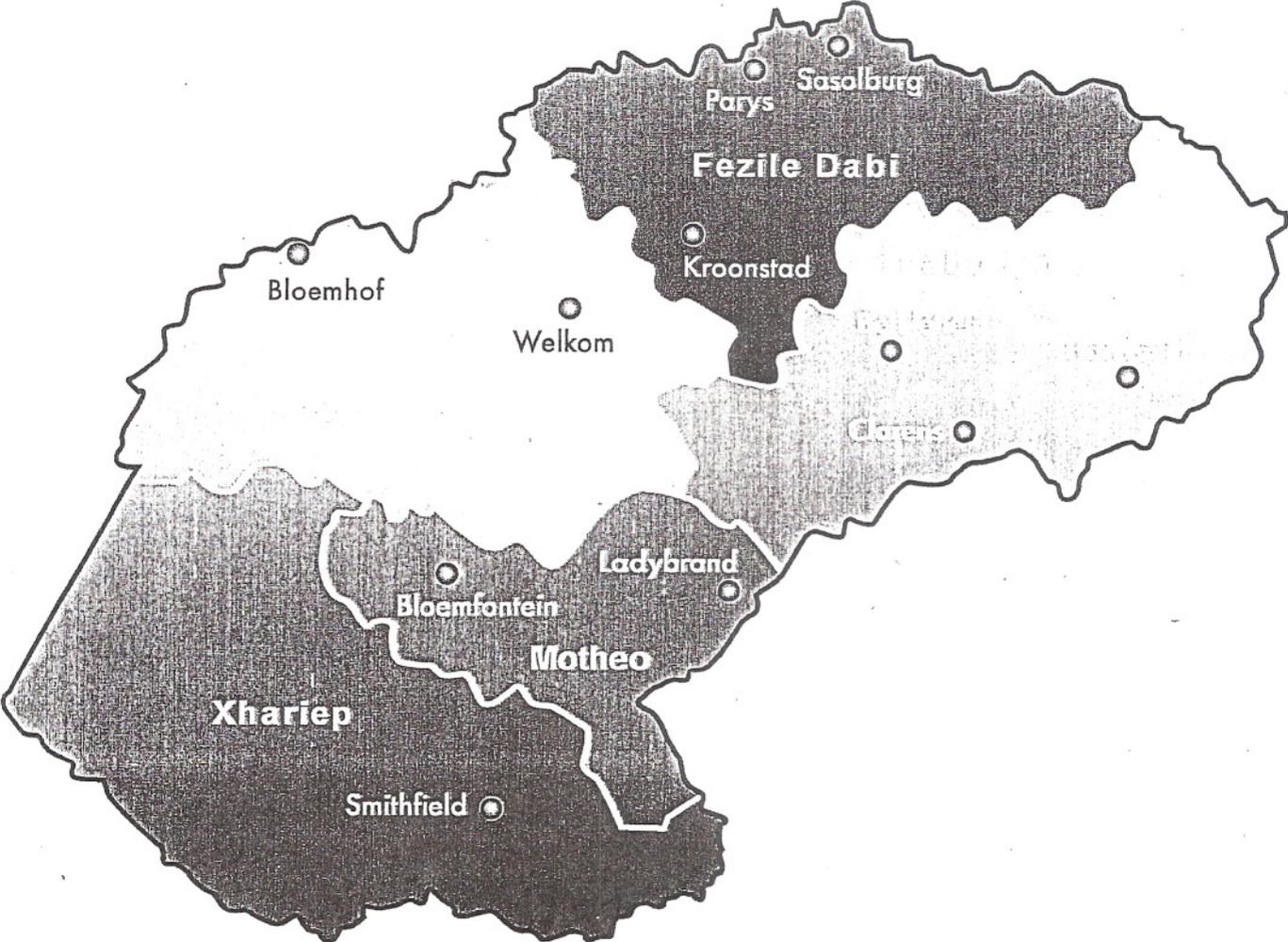
It is trusted that you will give your cooperation in this regard.

Kind regards.

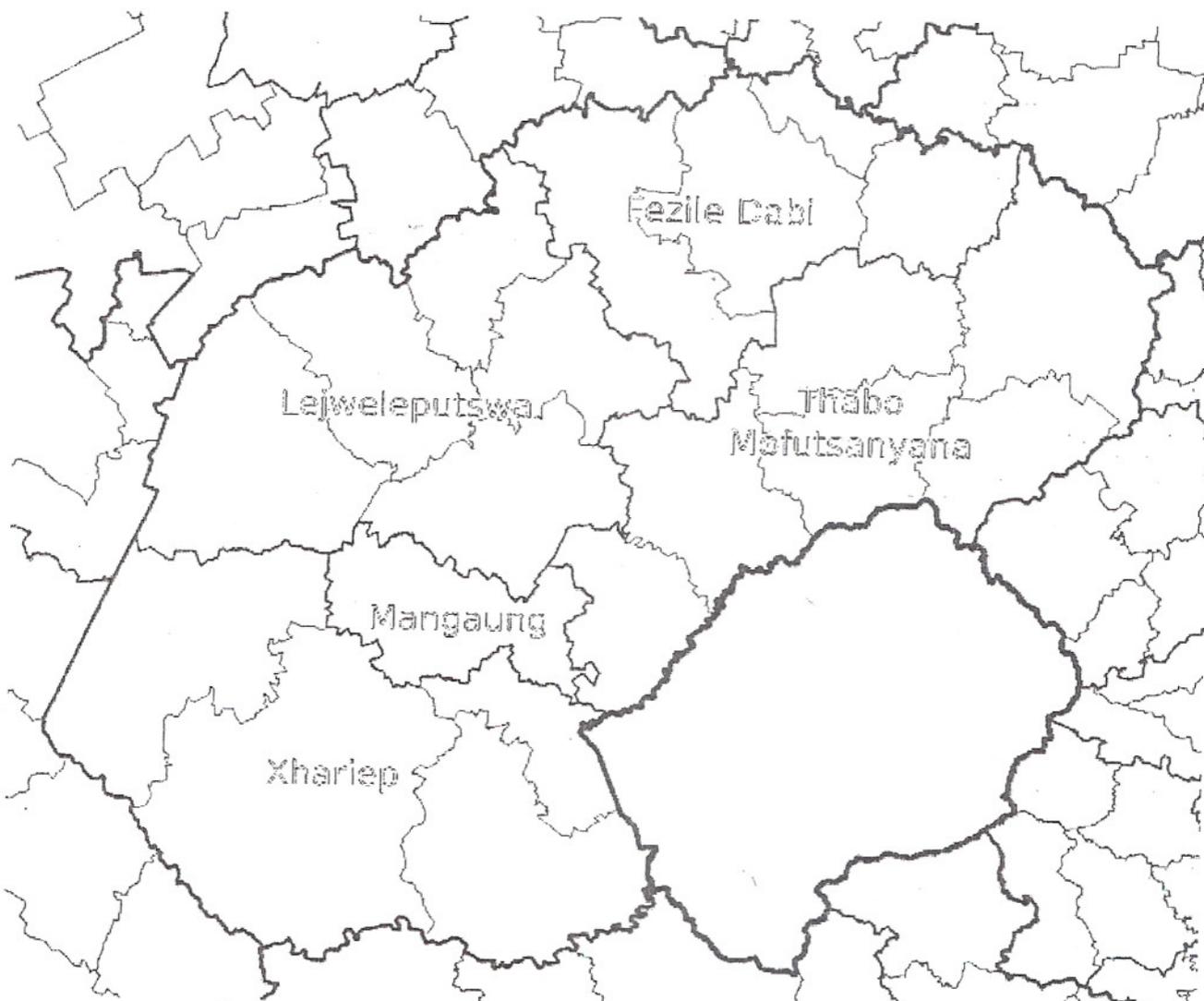
  
Kopang Balikontsane  
Head: Cooperative Governance and Traditional Affairs

Date: 04.06.2011

**ADDENDUM E- FREE STATE MAP**



# ADDENDUM F- FREE STATE MUNICIPALITY DISTRICTS



## ADDENDUM G- MUNICIPALITY, TOWN, DISTRICT

NO.	MUNICIPALITY	TOWN	DISTRICT
1.	MANGAUNG	BLOEMFONTEIN	MOTHEO
2.	MANTSOPA	LADYBRAND	MOTHEO
3.	NALEDI	DEWETSDORP	MOTHEO
4.	NGWATHE	PARYS	FEZILE DABI
5.	METSIMAHOLO	SASOLBURG	FEZILE DABI
6.	MAFUBE	FRANKFORT	FEZILE DABI
7.	MOQHAKA	KROONSTAD	FEZILE DABI
8.	MALUTI-A-PHOFUNG	PHUTHADITJHABA	THABO-MOFUTSANYANA
9.	DIHLABENG	BETHLEHEM	THABO-MOFUTSANYANA
10.	SETSOTO	FICKSBURG	THABO-MOFUTSANYANA
11.	PHUMELELA	VREDE	THABO-MOFUTSANYANA
12.	NKETOANE	REITZ	THABO-MOFUTSANYANA
13.	KOPANONG	TROMPSBURG	XHARIEP
14.	MOHOKARE	ZASTRON	XHARIEP
15.	LETSEMENG	KOFFIEFONTEIN	XHARIEP
16.	MATJHABENG	WELKOM	LEJWELEPUTSWA
17.	NALA	BOTHAVILLE	LEJWELEPUTSWA
18.	MASILONYANA	THEUNISSEN	LEJWELEPUTSWA
19.	TSWELOPELE	BULTFONTEIN	LEJWELEPUTSWA
20.	TOKOLOGO	BOSHOF	LEJWELEPUTSWA

ADDENDUM H- FREE STATE MUNICIPALITIES

