THE EFFECTS OF ON- THE-JOB TRAINING ON SERVICE DELIVERY AT EMFULENI LOCAL MUNICIPALITY

BY

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I declare that this dissertation is my work and that all the sources that I have quoted have been indicated and acknowledged by means of complete reference.



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ABSTRACT

For the Emfuleni Local Municipality to successfully realize its fiduciary mandate of providing services effectively and efficiently to the public, it is of paramount importance that the employees of the municipality have to possess the necessary skills, knowledge and understanding on the theoretical aspect of on-the –job training. The government has created an enabling environment through the enactment of legislation such as the Skills Development Act and the White paper on Public Service Training and Education to ensure that the municipality is able to realize this mandate.

The role of the training department of the Emfuleni Local Municipality (ELM) becomes central in enabling the council to realize this critical objective of service delivery. The success or otherwise of the municipality to deliver quality services is inextricably interlinked with the capacity of the employees in the training department to provide up to date on-the-job training to employees of the municipality. The objective of this study is therefore to study the effects of on-the-job training on service delivery at the Emfuleni Local Municipality.

For the purpose of this study, the hypothesis was formulated that the current deficiencies in performance management and low levels of payment of rates can be linked to the ineffectiveness and inefficiency of the Emfuleni Local Municipality in prioritising the training of its employees. In order to test the validity or otherwise of the hypothesis, a comprehensive theoretical exposition of the literature on on-the-job training was undertaken. The empirical method of interviews and questionnaire was employed to gather qualitative and quantitative data.

These methods assisted in arriving at some of the following findings:

- Training as a strategy to improve effective and efficient service delivery is supported by the employees of the municipality and as such should enjoy a larger slice of the budget allocation from the ELM executive.
- There are at times when the training offered is incompatible with the actual work situation.
- The majority of the residents of Emfuleni, including the very employees of the municipality are not content with the quality of the services delivered by the

ELM as reflected by their ratings of the performance of the ELM, hence the need to capacitate the training department.

- The Employees Assistance Programme's existence is in name only with the majority of employees not utilizing its services, an indication of lack of confidence in the office/officer's ability to help employees with their problems.
- Members of the public still have confidence in the relevance of local government as a sphere that should be able to respond to their needs, since they are able to interact with officials at that level as a result of their close proximity.

The study ends with recommendations for management action by the Mayoral Committee of the Emfuleni Local Municipality.

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CHAPTER 1 INTRODUCTION

KEY WORDS: On the job training; Emfuleni Local Municipality; effectiveness, efficiency; service delivery; skills development; capacity

1.1 ORIENTATION AND PROBLEM STATEMENT

Training is described in Wikipedia (2006:1) as the acquisition of knowledge skills and competencies as a result of the teaching of vocational or practical skills and knowledge that relates to specific useful skills. Training and development is the field concerned with workplace learning to improve performance. It is specifically referred to as on the job training which Wikipedia (2006:1) refers to as training that is given in a normal working situation, using actual tools, equipment, documents that employees will use when fully trained. It is a process through which skills are developed, information provided and attitudes are nurtured in order to help individuals who work in organizations to become more efficient and effective in their work.

Mohlamme (2001:1) describes training as a systematic and planned process to change the knowledge, skills and behaviour of employees in such a way that organizational objectives are achieved .Erasmus and Dyk (1999:2) regard training as a systematic and planned process to change the knowledge, skills and behaviours of employees in such away that organizational objectives are achieved.What is common in these definitions is the fact that training aims to effect change in the skills, knowledge and behaviour of employees such that they become effective and efficient in the workplace.

The rapid changes and transformation in the public sector have a direct impact on the ability of the human resource personnel of institutions to cope with the demands as a result of technology, social, economic and political factors.

For instance, the new demarcations in the Emfuleni Local Municipality require of employees to reorientate their thinking, strategies and work application to ensure it commensurates and resonates with the new ideals and constitutional changes in the *Municipal Structures Act*, (Act no 117 of 1998). To this end, councillors and general council employees have to undergo training to enable them to be *au fait* with the new changes

For the Emfuleni Local Municipality to realise its ambitious programme of development outlined in the Pro Poor Strategy (2006} document, it is *a sine qua non* that training and development of personnel should be prioritised as a focal area. A preliminary study done with Moitheri Tshabalala (2006) reveals deficiencies in areas like performance management particularly in motivation, ability, aptitude and motivation which impact negatively on productivity. Other areas of concern include poor rates of payment of rates and services. In historically white municipalities like Vanderbijlpark, payment of rates in the period 2000 to 2005 varied between 80% and 95% whilst the converse applies with regard to historically black areas like Sebokeng where within the same time period service payment varied between 5.42 % and 18. 90 %.(Emfuleni Newsletter: 2006). Over and above the above are poor customer relations which create a negative public image for the municipality. Legislation including the Green Paper on Transforming Public Service Delivery (1996:1) amongst others, make a strong case for the development through training of a culture of customer care and of approaches to service delivery that are sensitive to issues of race, gender and disability.

A number of organizations like the Gender Education and Training Network (GETNET) run training courses like gender analysis of municipal budgets which are accredited by the South African Qualifications Authority and whose sole purpose is to assist municipalities like Emfuleni Local Municipality to empower officials and councillors with skills and competencies (Getnet:2003).

In the same vein South African Local Government Association (2005:4) has encouraged municipalities to accelerate capacity building amongst officials by making available a Handbook for Councillors with a view to ensure that they will be able to deliver services effectively and efficiently.

The relevance of an important piece of legislation such as the *Skills Development Act 97 of 1998* cannot be overemphasised. The other important piece of legislation vital towards ensuring that the Emfuleni Local Municipality is able to effect an improvement in service delivery is the *White Paper on Public Service Training and Education* (Notice 422 of 1997) whose aim is to establish a clear vision and policy framework to guide the introduction and implementation of new policies, procedures and legislation aimed at transforming public service training and education into a dynamic, needs- based and pro-active instrument.

1.2 HYPOTHESIS

The current deficiencies in performance management and low levels of payment of rates can be linked to the ineffectiveness and inefficiency of the Emfuleni Local Municipality in prioritising the training of its employees.

1.3 RESEARCH QUESTIONS

The following research questions have been formulated from the background information postulated in the preceding paragraphs with regard to the employment of training to effect service delivery in the Emfuleni Local Municipality:

- What is meant by training?
- What shortcomings are evident at the Emfuleni Local Municipality which necessitate the prioritisation of training?

- What training strategies can be employed to enhance effective service delivery at the Emfuleni Local Municipality?
- What recommendations can add value in an effort to accelerate effective training programmes at the Emfuleni Local Municipality in relation to service delivery?

1.4 RESEARCH OBJECTIVES

The following research objectives will be explored in the study:

- To provide a theoretical overview of the concept training in the context of the study.
- To analyse the deficiencies that negatively impact on effective service delivery in the Emfuleni Local Municipality.
- To conduct an empirical study on the effects of on-the-job training and how it impacts on service delivery at the Emfuleni LocalMunicipality.
- To provide recommendations to the management of the municipality with a view to improving training programmes.

1.5 RESEARCH METHODS

With regard to the research methods applied this study adopted the following qualitative and quantitative research methods:

1.5.1 LITERATUTE STUDY

A preliminary survey at the libraries of the North West University and other universities indicated availability of sources on training hence literature study was used to gather information from sources like: books journals, government publications, records of the Emfuleni Local Municipality, newspapers, legislation, the internet and policy documents.

1.5.2 EMPIRICAL SURVEY

The researchl adopted a case study approach with regard to the Emfuleni Local Municipality and over and above that used the following approaches:

- Once legal authorization had been obtained, questionnaires were used to gather information from all relevant stakeholders as follows:
- Structured and unstructured interviews were used to interview the head of the Human Resource Department (HR) , middle manager responsible for training in the department, the head of the Employee Assistance Programme (EAP), the MMC for Administration, the Organizer of the South African Municipal Workers Union (SAMWU), a maximum of ten employees, fifteen members of the public, tertiary institutions such as the North West University especially given the fact that they have linkages with the ELM. It was necessary to conduct interviews with the heads of the HR and the EAP departments respectively owing to the fact that they are directly charged with the responsibility of training and development of the employees of the Emfuleni Local Municipality.
- The MMC for Administration was particularly important as the political leader who is responsible for the formulation of legislation and who interfaces with members of the public.
- Organized labour as the mouthpiece of employees was also found to be also relevant since they also serve as watchdogs on issues that might hinder service delivery. Interviews were conducted with recipients of services such as tertiary institutions and fifteen ordinary citizens since they can be able to vouch on whether services rendered by the municipality are effective and efficient.
- Questionnaires were used to gather data from a tertiary institution and fifteen ordinary citizens since they could express their views on whether services rendered by the municipality are effective and efficient.

1.6 OUTLINE OF CHAPTERS

Chapter 1: Orientation and Problem Statement

Chapter 2: A theoretical overview of the concept training

Chapter 3: An overview of training systems at the Emfuleni Local Municipality

Chapter 4: Empirical research on effects of training on service delivery at the Emfuleni Local Municipality

Chapter 5: Conclusions and Recommendations

CHAPTER 2

A THEORETICAL OVERVIEW OF THE CONCEPT TRAINING

2.1 INTRODUCTION

The focus of this chapter is largely on a reflection on the historical background on training and an attempt to obtain a comprehensive understanding of the concept. Types of training, strategies and the impact of those strategies on enhancing efficiency in service delivery in the Emfuleni Local Municipality will be focal areas of this chapter. New democratic approaches, juxtaposed to the traditional methods of training will also be looked at.

2.2 WHAT IS ON- THE- JOB TRAINING?

The importance of on- the- job training cannot be overemphasized. On the job training is the planned process of developing task- level expertise by having an experienced employee train a novice employee at or near the actual work setting as this is essential in ensuring that the employee perform his /her tasks to the level required by the job and also to ascertain that the organization achieve its goals whilst also achieving an employee's development goals (Jacob and Jones 1995: 22).

On- the -job training emphasize face to face individual training or instruction at the workplace. It involves learners spending time with an experienced employee who is not only able to perform the job efficiently but is also able to teach the learner how to do it. Jacob and Jones (1995:23) further argue that on –the- job training is closely related to strategies like technical skills training where the computer is prominent and also the general job skills training where the training programs to meet staff needs must be concerned with subjects such as decision making, problem solving, presentation skills, report writing skills and negotiation skills (US Department of the Interior, 2007:1).

Training also incorporates professional skills training where a local authority like the Emfuleni Local Municipality will employ the services of professionals like accountants, auditors and architects, to provide training and education for employees of the council to gain professional qualifications or to improve on those they already have from external institutions like North

West University. All this as part of the new legislation can play a pivotal role in ensuring that new training strategies adopted impact positively in enhancing efficiency in service delivery in the Emfuleni Local Municipality. The South African Labour Bulletin (2000: 6) in its evaluation of the impact of the Skills Development Act emphasize the centrality of the Act in agitating for the acceleration of training programs to develop the skills of the workforce, improve productivity, improve the delivery of social services, increase the levels of investment in education and training and improve return on investment and to encourage employees to participate in learnerships and other training programs.

2.3 A THEORETICAL OVERVIEW OF THE CONCEPT TRAINING

Training is described in Wikipedia (2006:1) as the acquisition of knowledge, skills and competencies as a result of the teaching of vocational or practical skills and knowledge that relates to specific useful skills. Training and development is the field concerned with workplace learning to improve performance. It is specifically referred to as on- the- job training which Wikipedia (2006:1) describes as training that is given in a normal working situation, using actual tools, equipment, documents that employees will use when fully trained. It is a process through which skills are developed, information provided and attitudes are nurtured in order to help individuals who work in organizations to become more efficient and effective in their work. The rapid changes as a result of the information age require employees to be knowledgeable in the usage of technological devices in the workplace.

Mohlamme (2001:1) describes training as a systematic and planned process to change the knowledge, skills and behaviour of employees in such a way that organizational objectives are achieved. Training is task oriented in that it focuses on the work performed in the organization. Van Dyk et al (1997: 227) describe training as a learning experience in that it seeks a relatively permanent change in an individual in an effort to improve his /her ability to perform on the job.

Training has to do with the use of specific means to inculcate specific learning techniques that can be identified and described. These techniques and methods should be continually improved. Training further entails the need for employees to be skilled in areas like job redesign, the teaching of problem solving, self confidence and the modelling of the behaviour of employees

(Weaver, 1996: 2). Training is defined by Laird (1984: 11) as the acquisition of technology which permits employees to perform to standard and is primarily concerned with the development of people and technology and the way an organization does its business. Training is further defined as an experience, a discipline or a regimen which causes people to acquire new predetermined behaviour.

What is common in these definitions is the fact that training aims to effect change in the skills, knowledge and behaviour of employees such that they become effective and efficient in the workplace. Davis and Davis (1998: 44) argue that training is a process to make a person efficient in some activity by instruction and repeated practice. It is a process through which skills are developed, information provided and attitudes are nurtured in order to help individuals who work in organization to become more efficient and effective in their work. It is an activity that helps to ensure that employees can do what the organization asks of them which means therefore that training is about the issue of developing employee expertise. Van Dyk et al (1997: 227) consider training to be a learning experience in that it seeks a relatively permanent change in an individual that will improve his/her ability to perform on the job. For instance a trained employee of the Emfuleni Local Municipality should be able to do a previous task more efficiently with speed, accuracy after the training workshops.

The mission therefore of training is to bring about the behavioural changes required to meet management's goals. It is considered a major management tool to develop the full effectiveness of the organization's most important resource that is, its people. Training is further seen by Van Dyk et al. (1997:227) as means to make every employee more valuable to the enterprise by extending his skills and knowledge. It is a means to make every employee more valuable to the enterprise by extending his skills and knowledge, modifying his attitude towards his job and adjusting patterns of behaviour in the enterprise. It is further defined by Wikipedia website (2007) as the teaching of vocational or practical and related to specific useful skills.

Training further refers to the use of specific means to inculcate specific learning using techniques that can be identified and described. These techniques and methods should be continually improved. Training is therefore a deliberate effort to teach specific skills, knowledge or attitudes to serve a specific purpose. The purpose of training is to enable the learner to apply the

knowledge, skills and attitudes in order to achieve the objectives of the enterprise and it should result in the trainee being able to do a specific job effectively directly or soon after training (Beardwell and Holden, 1997:380).

Beardwell and Holden (1997:379) have taken the definition of the Manpower Services Commission which defines training as a planned process to modify attitude, knowledge or skill behaviour through learning experiences to achieve effective performance in an activity or range of activities. Its purpose, in the work situation is to develop the abilities of the individual and to satisfy the current and future needs of the organization. According to DeCenzo and Robbins (1994:225),"training is a learning experience in that it seeks a relatively permanent change in an individual that will improve his or her ability to perform on the job". Zemke (in Erasmus and Van Dyk, 2001: 148) states that "training is about giving people the knowledge and skills that they need to do their jobs no less and no more".

Erasmus and Dyk(1999:2) regard training as a systematic and planned process to change the knowledge, skills and behaviours of employees in such away that organizational objectives are achieved. Training is task oriented in that it focuses on the work performed in an enterprise. It is directed at improving the employee's job performance in an enterprise. Training is usually offered 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 enterprise. It is also presented as a result of technological innovation and because it may be required to satisfy the future needs of the enterprise. Training is therefore seen as an essential component of an institution and is a major management tool with which to develop the full effectiveness of the organization's most important resource: its people. However if the training function is to perform this task correctly, the results of training must be measurable in terms of the institution's requirements. Consequently training must be task and results orientated, it must focus on enhancing those specific skills and abilities needed to perform the job, it must be measurable, and it must be made a real contribution to improving both goal achievement and the internal efficiency of an institution like the Emfuleni Local Municipality.

Related to training is the concept of education which Erasmus and Dyk (1999:2) define as the activities directed at providing the knowledge, skills, moral values and understanding required in

the normal course of life. Both education and training are brought about by creating circumstances under which an employee can acquire the required skills, knowledge and attitudes to the extent that they are prescribed by the stated objectives. The concept development which is also related to training refers to employee development rather than the development of an individual in general. Employee development is directed mainly at creating learning opportunities and making learning possible within an institution.

2.4 PRINCIPLES OF TRAINING

Gluek, Davies and Naedler (in Van Dyk et al.2001:150) outline the following principles as underlying the learning process and which apply also to the training situation:

- All people are capable of learning. Any normal person can learn something at any time in his or her life. Because people differ we do not all have the same approach to learning.
- People must be motivated to learn.
- Learning is an active process.
- Guidance is important in the learning process.
- Appropriate learning aids are essential.
- Learning methods should be varied.
- The learner must experience satisfaction from what she or he learns.
- The individual must be given positive reinforcement for correct behavior.
- The learner should be required to attain a particular standard of achievement.

2.5 PRINCIPLES OF TEACHING

Van Dyk et al. (2001:151) strongly argue that a theoretical foundation of training will never be complete without a discussion of some of the principles of teaching.

2.5.1 Totality Principle

This is viewed as the most comprehensive teaching principle. It is closely connected with Gestalt psychology, which endeavours to study humans in totality or entirety. It is based on the premise that the teacher, the learner and the process all show themselves as complete entities. The instructors in the teaching situation reveal their entire personality and character, and in this way the instructor and the trainer can obtain the learner's full involvement. Even what the learner learns should form a meaningful whole. Every lesson dealt with should be a unit that links up with the subject. The principle of totality is closely linked to the systems approach. It implies a type of integration and unity in which the various dynamic elements are linked to one another, are interdependent, and work together in such a way that a certain total effect is obtained.

2.5.2 Individualization Principle

With this principle learners learn at their own pace and have their own particular aptitude for learning. If learners do not gem the opportunity to learn at their own pace they get bored, lose interest or get behind and lose motivation. The principle should be that learners be allowed to make progress in accordance with their own ability. This is more so because individuals differ from each other which should be taken into account when the instructor plans his/her lessons.

2.5.3 Motivation Principle

There are two types of motivation, namely extrinsic and intrinsic motivation. Extrinsic motivation occurs outside the learning situation, for instance by means of high marks, awards, a trophy or diplomas. Intrinsic motivation is inherent in the learning situation. It is the enjoyment that the student finds in the learning itself and the sense of accomplishment it brings (Nel, Gerber and Van Dyk, 2001:482). What is also key in the training process is the instructor himself/herself. He/she is the pivot of motivation in the training process. He or she must create a learning situation that will stimulate the learner's desire to learn and must adapt the subject

matter in such a way that it will sustain the motivation. Equally important is how motivation takes place the prevailing interest of the learner is taken as the point of departure and must be followed by the creation of other interests. The trainer can utilize principles like creating a need for acquiring new knowledge and skills, approaching new objectives on the basis of previous learning experiences and employing the higher mental processes of the learner in order to enhance his or her approach to challenges, problems, the application of learning etc...

2.5.4 Perceptual Principle

Perception as a teaching principle implies that instruction and learning can be effective only if representative facets of reality are placed within reach of the learner (Fraser et al. 1992:68). According to modern thinking perception is the basis of the entire mental structure. From a training point of view the lower perceptual level of thought must be developed through direct observation in the environment by using a variety of instructional media and training aids.

2.5.5 Objectives Principle

What is key here is that the instructor has to have a definite objective. Every learning activity should have a purpose. Both the trainer and the learner must understand and accept the objectives and perceive them as the ultimate goal to be achieved. The objectives must be formulated in such a way that they are unambiguous and stipulate the desired standards and conditions of how they are to be achieved.

2.5.6 Activity Principle

By actively taking part in the learning situation, the learner is motivated and the achievement of the objectives by the learner is ensured. When the learner actively takes part in the activity, the degree of learning and retention is influenced. This also provides motivation.

2.5.7 Psychological Principle

The psychological climate (relationship) that exists between the learner and the instructor is also important. This plays a key role in influencing the outcomes to be attained from the learning process. There should be mutual respect between the two parties, progress of the learners no matter how insignificant should be acknowledged.

2.5.8 Socialization Principle

Fraser et al. (1992:84) define socialization in the teaching situation as "the individual's adaptation to his/her physical, psychological and social environment through interaction with other people. Learning becomes meaningful and effective when the social set-up of the teaching situation is favourable. Learners have social needs in that they want to be accepted by the group and in the group they are profoundly aware of one another and develop common behavioral patterns, attitudes and goals. Effective teaching therefore develops with the trainer's acknowledgement of the influence of the learner group on each individual. In addition, learners need contact with their trainer and with other learners, and also a chance to work on projects with their colleagues in a group format.

2.5.9 Development Principle

This principle requires that learning material should be provided to the learner in a logical learning sequence. The subject matter should be arranged in such a way that it guides the learner from the elementary to the complex, from the known to the unknown and from the concrete to the abstract. This type of principle is particularly relevant in computer-based training where the learning material is divided into small components and then presented to the learner in a logical learning sequence.

2.5.10 Communication Principle

Communication is essential to any training programme. Without it there cannot be teaching. For communication to be successful there must be an understanding. To achieve understanding in the teaching station, the trainer needs to apply a number of communication principles Loedelff

(in Van Dyk et al. 2001:155).

- The message should be brief and unambiguous, and should be directly related to the needs that have been determined.
- The objective of the planned communication will be satisfaction of the needs from which the communication originated.
- The communicator must be capable and suitable, have the right knowledge, have credibility and must be able to communicate.
- The circumstances and the choice of time to communicate must be favourable.
- Variety must be provided in order to sustain interest.
- All communication must be structured in a meaningful way.
- The choice of media must be scientifically founded. This means that the choice of media should take with due consideration of the communication needs, the objectives that have to be achieved, and the characteristics of the media.
- The communication should be evaluated before it is finally transmitted.
- Feedback should be obtained in order to assess the success of the communication.

2.5.11 Science Principle

According to Fraser et al. (1992:77) teaching should have a scientific character in the sense that "the science of teaching practised by the trainer, instructor or teacher should succeed in revealing the subject content to the learner". The instructor should be knowledgeable about the nature and structure of the science that he or she practices.

2.5.12 Control Principle

Fraser et al. (1992:78) argue that "the purpose of control as one of the didactic (teaching) principles is to monitor the sequence and progress of the didactic events". The trainer has to account for all instructional activities and the learners have to be assessed regularly to determine whether any progress has been made with the content and learning the objectives.

2.5.13 Planning Principle

Thorough planning is a vital requirement for any course or lesson as the achievement of the conditions and the requirements of effective instruction and learning is dependent on it. Effective training is not guaranteed merely by understanding and accepting the foregoing principles. If institutions like the Emfuleni Local Municipality can constantly apply and use these principles in its training programmes, will effective and efficient delivery of services be guaranteed.

2.6 FACTORS NECESSITATING TRAINING

South Africa's low population explosion, the rapid mechanization of the country's economy and the shortage of skilled manpower are but some of the major reasons for the low level of productivity and the poor service delivery of public service institutions. Cloete (1985:153) argues that individual's behaviours are shaped by the specific environment under which they live and come from thus their moral ethics, behaviour and attitudes should be reshaped to be in line with ethical principles of public administration through training.

All individuals have to learn to behave accordingly in the workplace and this could be achieved through training programs. Cognisance should be taken that the work environment is distinct and that the public institution unlike private enterprises is continuously in a state of flux. The fact that most higher education institutions like universities still offer the conventional programs of humanities and science devoid of aspects which are now more crucial like training clearly indicates the greater need for training to be offered by employees in an effort to ensure the delivery of essential services most efficiently by institutions like the Emfuleni Local municipality. According to Hale and Westgaard (1995: 17) training plays a role in the quality mandate. For instance what both authors term the Balridge criteria and the International

Standards Organization (ISO) requires a quality training program to impart quality principles, create effective self managed teams, deploy the organization's vision, mission and goals and also validate that employees have skills and knowledge they need to produce and deliver services of world class standard.

As earlier indicated the acceleration of technology , the toughening global competition , the increased concern with cost effectiveness coming out of the widespread adoption of strategic quality management with its emphasis on performance standards and continuous improvement plus the rapidly increasing population require that public service institutions become congruent and acquaint themselves with the demands of training in effort to deliver effectively and efficiently services to the community .As noted by Munson (1992:1-2) this continuous increase in the knowledge and skill component of new employees and the declining demand for unskilled employees plus the need demand for training departments to conduct research in an effort to adapt and develop programs to meet external and internal demands / programs, puts training and development on a pedestal of strategic importance.

Cloete (1997:148) has contributed further on the factors that necessitate the formal training of public officials by pointing out the following:

- That the public sector, given that it caters for a variety of people within the borders of the country has to ensure that it appoints candidates from all walks of life. Equally important is the fact that the public sector requires particular behaviour and attitudes which are in line with the basic ethical principles of public administration and which make moral elite of public officials.

- Cloete (1997:149) further contends that nowadays all employees have to learn to behave themselves in their work environment which means that they have to abide by the regulations promulgated for the workplace.

- South Africa is still a young democracy and its transforming tertiary institutions alone cannot cope with the challenge of fully training candidates for appointments in the public service which therefore places a huge challenge on the government also to do its part in the training of public officials.

- The work in public institutions is continually undergoing change and it is only by means of purposeful training, that it will be impossible for employees to adjust to change in the most advantageous manner.

- Cloete (1997:149) also points out that some occupations are found only in the public sector and for such occupations, officials must be trained specifically; for instance police officers, firemen, nurses and others. Retraining of these specialised fields must be undertaken continuously given the fact that the theory and practice of these professions is continuously in a state of flux.

- For the morale of officials and for obtaining their loyalty is better to subject them to formal training than to leave them to find their own way by trial and error.

- Finally Cloete (1997:149-150) contends that to obtain the co-operation of employees they should be trained about the goals and procedures of the institutions to which they are attached. This enables the employees to be informed about their institution and as such informed employees are able to interact intelligently with clients of the institution which consequently improves the public image of the institution. Unless training is provided for employees regularly and not on an *ad hoc* basis, there will be disorder and chaos. Therefore for the objectives of the institution to be realised, training has to be regularly provided.

2.7 APPROACHES TO TRAINING AND LEARNING

Barrington and Reid (in Erasmus and Van Dyk, 1999:34) describe various generalised approaches to training interventions. Each approach has its unique advantages and disadvantages and may be more or less successful, depending on the circumstances in the institution.

2.7.1 Learning by Exposure

This is considered by Erasmus and Van Dyk, (1999:34) as one of the options in employee training and development. in this case, the learner/employee gathers knowledge and uses it without any help except that which is offered by colleagues. Learning by exposure can be changed by instructing the trainer and by providing learning objectives against which progress

can be measured for effectiveness. The field training programme of the SAPS in which a learner is exposed to the working environment under the supervision of a field training officer, is an example of learning by exposure.

2.7.2 Educational Approach

The educational approach concentrates on the individual's needs. It centres mostly on formal educational programmes that are externally developed and leads to the attainment of recognized qualifications. The process involves attendance of classes and/or correspondence teaching (Erasmus and Van Dyk, 1999:34).

2.7.3 The Systems Approach

A system is defined as "a set of interdependent components that form a unit". It is regarded as open if there is interaction between the system and closed if there is no interaction. An organization such as the police service is an open system because it obtains its resources from the environment and is directly or indirectly affected by various environmental factors, e.g. political, economical, technological changes.

The Training and Development function receives its input from the internal and external environment of the organization. As far as the system's approach is concerned, the external environment can influence training in the following way:

- the changing needs of customers
- increased competition
- latest technology
- changes in Government policies

The problem centred approach solves short-term problems and is ad hoc in nature. It is dominated by operational problems that determine the needs of the employees. The approach is often acceptable because it is pragmatic in nature, solves real work problems and it is cost-effective.

2.7.4 The Action Learning Approach

This approach is described by Erasmus and Van Dyk, (1999:38) as being mainly focused on managers who study real life problems and the solving of those problems within a real life environment. It offers a challenge which, in turn, provides motivation and demands the transformation of problems into opportunities.

2.7.5 The Analytical Approach

Traditionally this approach has been associated with the assessment of organizational training needs and followed by the analysis of the knowledge, skills and attitude required for a specific job. Information used to develop courses is drawn from job specifications and job descriptions. The approach can also be described as the theoretical approach to social skill identification. It demands no observation or measurement but is the result of deductive processes based on objectives of interpersonal communication (Dickson, Hargie & Morrow, 2007:1)

2.7.6 The Competence Approach

This approach describes the outcome for a specific job and does not focus on the learning method. The learner and the trainer can decide how the learner can become competent. Standards are described in terms of:

- elements of competence: an action, behaviour or outcome that a person must be able to demonstrate;
- performance criteria: statements against which the performance of an individual is measured;
- range statements: statements which define the breadth of competence required for an individual to be considered occupationally competent.

The unit of progression in this approach refers to the mastery of specific skills and is learner-or participant centred (Sullivan, 2007).

2.7.7 The Training Process or Procedural Approach

The procedures that accompany this approach are as explained by Erasmus and Van Dyk, (1999:38) as follows:

- the existence of a multi-skilling training policy
- the inclusion of training responsibilities in job descriptions
- regular and periodic definition of training needs
- the creation of multi-skilling training plans
- the provision of training resources
- the implementation of plans
- the assessment of training results

2.8 WAYS AND TECHNIQUES OF TRAINING

Training should specifically be designed to conform to the realities of how adults learn in the workplace, the realities of what can accomplish in the workplace hence it has pillars, techniques and strategies. These techniques are discussed in the sections that follow.

2.8.1 REALITY BASED TRAINING (RBT)

Reality based training is training that conforms to, and takes maximum advantage of and everything that has been learned over so many years about adult learning and behavioural change in the workplace (Shaw, 1997:12). It provides management with a meaningful basis for later evaluating program success and provides employees beforehand with the objectives of the program. It can also identify consequences that its successful execution will entail for trainers and the institution. RBT explains models and techniques that emphasises transformation of subjective responses into estimated parameters (Adelola, Cox & Rahman, 2007).

The six pillars of reality based training are the basis of effective training. Any design or program that lacks even any one of them will yield a training program that is no more functional, for instance it will be like a car without an engine. Reality based training is therefore relevant to structures like the Emfuleni Local Municipality as it emphasize the centrality of the instructor in order to make sure that there is at least one "real human " with whom the audience can relate and in some way identify. The pillars are described by Shaw (1997:51) as follows:

2.8.1.1 RBT has clear cut objectives

Employees as adults in the workplace will need to know the objectives of the program so that they know that they will not waste time for nothing. Shaw (1997:52) argues that they should thus know the behaviour changes and how these changes will impact on making their lives brighter and in improving efficiency in service delivery for instance of an institution like the Emfuleni Local Municipality.

The objective of the program is to help participants master the various skills, knowledge and information that an employee needs in order to perform effectively in that position. Fixing problems timeously and raising the satisfaction level of clients is of the key objective of the program (Shaw, 1997: 58).

2.8.1.2 RBT is highly interactive and realistic

The training is meant to transform the learners' mindset from scepticism and antipathy into acceptance and ownership. For instance many employees of the Emfuleni Local municipality simply consider the council as an institution that is there to be exploited and milked dry. There is basically no sense of ownership of the decisions that council takes on for instance rates increases. Thus giving a sense of personal ownership and ensuring that they do not become disinterested, detached and bored. RBT takes advantage of the fact that adults learn through the discovery method where they as learners are allowed to figure out things for themselves instead of expecting answers to be handed to them on a silver platter (Shaw 1997:82).

The trainer has a responsibility to take advantage of learner's resources, their collective knowledge, experience and wisdom as essential to enriching their training experience, hence the

emphasis on a method referred to as the Socratic method of dialogue in which trainees are asked questions in the form of quizzes, tests, exercises, interactive discussions and also through the simulation where the on the job/real world experiences to the greatest degree possible should be replicated (Shaw, 1997 : 83).

2.8.1.3 RBT is instructor driven

The Emfuleni Local Municipality has a pertinent task to effect training program in a most professional effective/efficient manner by obtaining training officers who are efficient. It must be recalled that the trainer/instructor is the single most, important essential, indispensable element of a training program. Thus in this regard it is most advantageous to ensure that the trainer by profession should master and love the job.

The instructor should be flexible and master the Socratic Method. S/he also should master the subject matter. This therefore means that the trainer must know something about what s/he is teaching. S/he should master the nature of skills and nurture trainees need to master and be in a position to know specific behavioural outcomes training is expected to produce and implication of all the foregoing to the organizational bottom line (Shaw, 1997: 83).

2.8.1.4 RBT is team centered and competitive

The shared ownership of outcomes which elicit higher level of individual performance from every team member is, and should be the primary objective of this pillar. This is inspired from working and supporting fellow workers. With reference to the Emfuleni Local Municipality collective and unison approach to common issues should be promoted.

The team centred approach believes that a voyage of discovery cannot be navigated by individuals. Individualism is discouraged though they can be given tests and should make presentations. However the principle is that for effective training that will enhance efficient in service delivery in the Emfuleni Local Municipality the small compact group approach be encouraged. The team approach should discourage anonymity and uninvolvement of individuals as even award, prices or recognition given is to a group and not individuals.

This approach encourages training and skills transfer from a virtual environment to a real-world setting (Stone, 2007:3).

2.8.1.5 RBT is attendance limited

Reality based training as earlier indicated is effective with small group settings as it has the potential to eliminate, withdrawal and anonymity of individual trainers. The fact that the instructor has a few hours available to complete and accomplish his goal should serve as a reminder that time is essential.

2.8.1.6 RBT is brief and modular

Employees learn best in small doses since as adults there are many demands on their time. Basically not more than five hours of material a day should be taught. Rest periods are a prerequisite in their skills acquisition program. Knowledge of reality based training is broken into many smaller segments as practicable allowing periods of time between segments for the learners to think about , digest and apply what they have learned to date (Shaw, 1997 : 14).

2.9 STRATEGIES OF TRAINING

Strategies on training are meant primarily to enhance the capacity of individuals and teams organizations to effect productivity in the workplace. In particular these strategies will assist as organizations like the Emfuleni Local Municipality to enhance efficiency in service delivery with regard to its employees training strategy. Different kinds of strategies as postulated by (Davis and Davis (1998:102) are discussed in the following sections.

2.9.1 Behavioural Strategy

The emphasis of the behavioural strategy is on skills development, for instance psychomotor or cognitive skills. The skill should be broken down into tasks, for instance incentives and feedback which means that the skill has been shaped. This theory owes its ideas to the behavioural learning theory of B.S Skinner. For instance Davis and Davis, (1998:106) contend that in the behavioural strategy, training cannot begin until the trainer has worked out and usually written down adequate list of behavioural objectives.

These well stated behavioural objectives contain components like terminal behaviour and conditions for instance employees need to really appreciate the importance of rigging doors well or fixing the computer in record time. The process is called task analysis which is employed to break learning its component parts so that steps can be identified and when necessary learned in sequence, is used to break a skill into its parts. The trainer should use task analysis steps which involve defining the skill as a behavioral objective, arranging the tasks in sequential order and identifying the prerequisites and finally testing the routine for correct order and any omissions. The trainer will then use types of feedback like positive, negative feedback and punishment in order to enhance their behavioral objectives positively. Instructional design will also be employed. The goal of instruction is to guide the learning process completely from the beginning to the end. The courses of instructional design are developed to maximize success, reduce failure and allow some learners to take more time or to finish early (Davis and Davis, 1998: 132).

2.9.2 Cognitive Strategy

Where learning is important, the most factors in effective presentation is the way the cognitive strategy has been in designing the communication process. Whatever it takes, the trainer should ensure that he/ she catches the attention of the trainees. He / She should be able to tell participants what to focus on, focus on doing one presentation at a time such that he/she does not overload the trainees with information. Redish (2007:1) says that the presenter or trainee should also slow down to regain attention when necessary and should avoid competing with distractions.

Cognisance should also be taken whilst in most processing of information an attempt is made by the individual to make sense of what is being processed, however not all individuals will arrive at the same meaning at the same time, thus utilizing the abilities of trainers to understand context, to make meaning and to draw on previous knowledge, participants who are actively involved can receive and understand impressive amounts of new information from effective presentation (Redish, 2007:1).

Davis and Davis (1998:156) further postulate that the trainer should remember that as a rule, recognize that interpretation will always occur and help the participants discover the overall patterns in the information being presented. The information has to be presented in context and

the trainees helped with making meaning out of the information presented. The building of strong bridges from prior knowledge to new information and devising of ways to ensure that participants are actively involved should be the primary functions of the trainee. Allowing time for short term memory to function and providing mnemonic devices to participants will help in the process of short term memory and also helps to allow refocus participants' attention to the content (Redish, 2007:2).

2.9.3 The Enquiry Strategy

In this strategy the facilitator looks at the critical, creative and dialogical thinking of participants. Critical thinking emphasizes the analysis of the way evidence is used to support a point whilst creative thinking in the training context has to do with thinking guided and driven by a desire to seek the original. Dialogical thinking involves seeing and being able to able to evaluate different points of view at the same time which is referred to by Ciarrochi et al. (2007:156) as emotional intelligence.

The trainer / facilitator therefore needs to know about thinking processes, the elements, concepts, rules and the fallacies and should be able to use that knowledge to guide inquiry. Davis and Davis (1998:180) contend that a safe environment must be created where participants can learn and practice the process of thinking without the fear of appearing foolish. The facilitator must be an active manager of the discussion whilst at the same time looking at definitions. The facilitator must guard against treating participants as *tabula rasa* as if they have neither life experience nor the intelligence for independent thinking (Bracht, 2007:66).

The facilitator (s) will also be required as a skilled person to think carefully about the type of questions he / she asks, the structure , wording , ordering of term , kinds of potential responses that can be given and know the questions framed may have an effect on the discussion. He/ she must develop the *pedagogy* and *andragogy,* the former meaning the art and skill of teaching with the latter meaning developing the art of identifying and solving a problem particularly when teaching adults in the workplace (Bracht, 2007:66).

2.9.4 Mental Modes Strategy

The origin of the strategy as outlined by Davis and Davis (1998:228) owes its origin to a research conducted in a cage whereby a monkey was tested on its ability to utilize its thinking capacity. A banana was placed way out of reach of the monkey at a time when the monkey was hungry. The monkey had to use the available objects within the cage to reach the banana which was a demonstration of the monkey using problem solving and decision making as strategies to solve a problem.

This strategy which is called mental modes is defined as mental pictures we form of the components of the systems and how those parts interact. The role of the facilitator in training sessions is thus to provide problems in order to give participants sustained opportunities to work over the problems. Mental modes use elements like the random search which is a trial and error method, hill climbing means and analysis to generate solutions to in a training exercise (Lycan, 2007:43.).

2.9.5 The Group Dynamic Strategy

This strategy is used to teach collaboration or cooperation. John Donne once said no man is an island which in a way shows the fact that group work is the solution to individualism. It (the group dynamic strategy) emphasizes the use of groups where an individual effort is insufficient. Groups are thus used to generate ideas and to bring about change in opinions, attitudes and beliefs and also to broaden participation and cultivate belonging (Davis and Davis, 1998: 283-284).

The trainer should, when composing the group, use random assignment and the size should also be manageable. Tasks provided should be written down and the trainer should be part of the process by at times joining and participating in a group him/herself. Problems like conflict, apathy and social loafing should be avoided in groups.

2.9.6 Virtual Reality Strategy

Chatelier (2007:124) defines virtual reality strategy as a multi dimensional human experience which is totally or partially computer generated and can be accepted by those experiencing the

environment as consistent. It also refers to the relatively recent ability to combine virtual images and computer programming abilities to make it possible for people to experience a lifelike created ability and to interact with it. Role playing where a limited number of participants, usually two or three take on a specifically assigned and well defined roles and act out an encounter that involves some goal or problem. It is used to diagnose and analyze a particular role, give participants an opportunity for practising a role and evaluating how well participants can actually play the role. The facilitator also promotes the use of dramatis scenarios which are enactments of more complex situations usually involving several characters and a problem that unfolds or evolves much like a short scene from a play.

The facilitator also utilizes simulations and games Simulations are representation of some aspect of the real world where abstract models are developed and then manipulated in dynamic ways to create learning. It involves elements of a social or physical reality so that a person can enter into it and learn. Games are a type of simulation that stresses competition among adversaries, a contest with rules and a clear outcome (Davis and Davis, 1998:343).

2.9.7 The Holistic Strategy

The centrality of the facilitator is mainly as a mentor, counsellor and animator. The mentor who is the facilitator plays the role of being a partner, role model and a supervisor who is more experienced and provides opportunities for socializing and facilitates experienced-based-learning. As a counsellor the facilitator has more defined roles which focus on personal growth and development. A good setting is emphasized in this particular strategy. The strategy emphasise issues of context, learning task, individual preferences and motivation which all influence the end result of the training process (Janes & Bullen, 2007: 108).

2.10 OTHER STRATEGIES

Peddler et al. (1990:135) make a case for seminars which are structured, group learning experience involving small groups of people of about 9 to 15 and providing a high degree of interaction and participation are very important part of a training program. To make a success of seminars there is a need for a proper place for lectures, informal discussion groups, on the job coaching, planned work experiences and self development.

There is a general acceptance that there are three main important players involved in the training program. This is the trainee or participant, the tutor or trainer and the manager who is the person who must release the participant from work. The three form the immediate training triangle and their actions and motivation will determine the degree of success of the training episode (Pedler, 1990: 135). There is the danger of conventional training and development programs concentrating too long on the knowledge element and ultimately mistaking knowledge for skill.

There is also in the training strategies to include an essential element of training which is assessment. Its (assessment) purpose is to establish whether the participant has indeed learned what h/she set out to learn. Thus for each learning objective there should be a performance measure, and so before the management learning contract begins the three stakeholders in training must decide suitable ways of determining whether knowledge or skills has increased (Pedler, 19990:136).

Barrington and Reid (1997:144) have come up with several approaches to training that has assisted in contributing to the literature on training. The first is the learning by exposure approach where learning happens solely on the job and supervisors and established employees giving new recruits whatever information they think is needed and also with the new employees picking up routines and standards as they go along. The educational strategic approach is also important in that a local authority like the Emfuleni Local Municipality will go to a particular school/s to recruit matriculants send them to a training institution and be provided with the requirements like books and after their graduation recall them to come and work as employees of the council. Whilst this approach is long term characterized by long term planned activity that involves attendance at formal classes and or/ home study, the strategy however in the long run is productive in producing effective and efficient employees.

The other is the problem centred approach which Barrington and Reid (1997:144) contend that it puts much emphasis on the use of consultants. There are no training managers or a training department internally. There is however a budget that is set aside for the contracting of specialist consultants who are believed to be very effective and efficient. The approach is believed to produce cost effective results. The action learning approach that can be employed by the Emfuleni Local Municipality advocate the seconding of, for instance a line manager from the council to for

example the Cape Town Metropole for about a period of six months with the end result that the line manager will come back to implement the strategies learned in the local council.

The systems approach is another relevant training strategy that can impact positively in effecting efficiency in service delivery in local authorities like the Emfuleni Local Municipality. Systems' thinking is thinking about relationships between parts of a system about their appropriateness and especially about feedback which acts as a judging mechanism and feeds operational decision. A systems approach to training views the organization as a complex set of subsystems and expects changes in one subsystem to yield potential needs in another. The strategy may address training system by assessing the impact of training policy, challenging the quality of data which comes from appraisal, suggesting new ways of evaluating actual training activities, comparing the effectiveness of different training methods, identifying whether learning transfers easily between off the job training events and the workplace redefine training roles and so on *ad infinitum* (Barrington &Reid, 1997: 145).

There is also the training process or procedural strategic approach in which a local authority like the Emfuleni Local Municipality appoints a training manager who works in the personnel department. His/Her responsibilities include the creation of a training plan for all departments, the setting of task in systematizing identity of training needs, establishing relations with heads of departments and finally a commitment to producing an annual training review document. Barrington and Reid (1997:145) postulate that the procedures that the training manager should follow include the following:

- Promulgation of training policy;
- Inclusion of training responsibilities in job description;
- Regular periodic definition of training needs;
- Creation of training plans;
- provision of training resources;
- Implementation of training plans;

- Assessment of results.

Coaching is another relevant training strategy that can be employed by the Emfuleni Local Municipality to improve efficiency in service delivery. The technique, according to Rae (1994: 29) although not generally a training department function, is one of the most important and successful training strategies. It involves the learner achieving learning requirements while at work, using real work as the learning vehicle. This program is the responsibility of the coach who is usually the employee's line manager argues that a progressive program of training and development supports the learning and reviews the process on a continuous basis (Rae, 1994:29).

Mentoring as a strategy involves the learner as attached to another person like for instance a senior colleague. The mentor can be responsible for a planned program of self learning by the learner and can be shadowed by the learner or act as controller of a variety of approaches to ensure learning progress. Whilst not a popular strategy however, the Computer Assisted Training and the Computer Based Training is also pertinent. Linked with it are interactive video programs, the combination of a video with a computer program as a self instruction program in which the learner engages in pseudo dialogue with the video/computer. This is a developing area with more and more sophisticated approaches appearing almost yearly. The strategy requires the support of a trainer with training skills. It has its own difficulties because it is detached from the person, however the difficulties can be overcome when the trainer is nearer and can be called upon (Rae, 1994:29).

2.11 CHOOSING AND USING TRAINING STRATEGIES

In choosing the above strategy, an eclectic approach was followed. The eclectic approach recognizes the differences in the training strategies and their theories and draw on them selectively as needed according to their strengths for achieving different purposes. Any institution or organization like the Emfuleni Local Municipality in its efforts to obtain suitable training strategies that will enhance efficiency in service delivery will consider the following steps:

Firstly the organizational context. This is described by Jacob and Jones, (1995:29) as having to do with questions relating to the planning process like the characteristics of the council, and how do those characteristics determine goals, arrangements for learning and the philosophy for learning.

The selection of training strategy involves seeking the right match between what the situation calls for and what each strategy has to provide. The strategy that has to be adopted is one that best matches the organization's needs, philosophy, the subject matter to be addressed and the desired learning outcomes. The blending of training strategies causes confusion and they tend to lose their power as strategies. The challenge therefore is to define each type of learning and then select and manage exactly the right progression of strategies to meet the goals of the training in order to maximize learning (Van Dyk et al. 1997:92).

Secondly the general plan of the council should be reviewed. Focus should be on what learning should occur and how will it be used and also noting the goals that emerge from the plans made. Focus should also be on the description of training needs and desired learning in the rational planning models. Thirdly the facilitator should focus on learning outcomes. This means considering the subject matter and analyzing the learning outcomes desired and their relevancy to the context on which personnel of the council operate. Fourthly the strategies should be systematic, comparatively speaking. All the strategies have advantages and disadvantages and the facilitator should avoid the temptation to choose the strategy that he/she likes or is liked by the participants. He / She should choose the strategy that best fits the desired learning outcomes (Jacob and Jones, 1995:29-30).

The strategies need to be employed rigorously, often enough and over a long period of time to bring about the desired outcomes. This includes intensity which involves paying attention to all the component parts of the strategy and carrying out the facilitator's role as skilfully as possible. Frequency also refers to how much it is allocated for the strategy, how much it is practised and how many different applications might be needed for real learning to occur. Duration also refers to how often the training strategy is used on an extended period of time, how often the learning can be revisited and whether a sequence of learning can be built one upon the other (Van Dyk et al. 1997:92).

Many organizations like Emfuleni Local Municipality should adopt a pattern where participants learn ideas, go back to implement them and then return for more training. Careful note should be taken that training, if done on an individual characteristic whilst if on group identify if possible the dominant characteristics of the group members while remaining sensitive and open to

individual differences.

The training strategies employed should primarily be adapted to the life stage development of employees along with cognitive development which is the complexity in thinking demonstrated by learners. Intelligence, aptitude and achievement should be considered. Motivation and emotional intelligence are also imperative.

The facilitator should ensure that she/he consider in line with the Bill of Rights which discourages ethnicity/racism and gender discrimination, the aspects as mentioned and should not discriminate. She/he should use professional judgement which means considering the background characteristics of the participants and adopt the training strategies accordingly to maximize learning.

Finally what is most crucial is to ensure that the behaviour is positively altered. Van Dyk et al. (1997:93) says that this means the evaluation focusing on the transfer of knowledge, skills and attitudes to the workplace and is concerned with "what" change in job behaviour accrued because people attended a training program.

Erasmus and Van Dyk(1999:33)argue that he final results of any training programme should include among others, outcomes such as:

- improved quality;
- decreased costs;
- profitability
- organizational development
- improved job performance;
- increased client satisfaction;
- fostering of right attitudes;

- benefits to employees themselves;
- reduced learning time.

2.12 MODELS OF TRAINING

Erasmus and Van Dyk (1999:41) propose training models that are used for the design and development of training programmes and curricula. Focus will be on two of these models. Knirk and Gustafson (in Van Dyk et al. 2001:162-163) explain that most instructional design models have the following common elements:

- data collection;
- assessment of learner entry skill;
- specification of behavioural objectives or performance requirements;
- a procedure for selecting presentation models and media;
- procedure for implementation, evaluation and revision.

2.12.1 Naedler's Model

The model proposed by Naedler (in Erasmus and Van Dyk 1999:41) is a general model for training and views the training process in holistic terms. The model contains nine steps:

Step 1: Identifying the needs of the enterprise

The factors that help an enterprise in identifying its needs include:

- a change in the product or in the service provided
- a change in equipment and rules
- a new product or service

Once all the interested parties agree regarding the nature of the training needs identified in an enterprise, the implementation of a training programme can take place.

Step 2: Evaluation and feedback

These are aspects that are central to this model and must be regarded as continuous processes that must be executed in each step of the training process. Continuous evaluation and feedback ensure the accurate execution of each step.

Step 3: Specifying performance

During this step Erasmus and Van Dyk (1999:42) say that an employee's work is analysed to determine the content. Information on the work investigated can be obtained from supervisors, co-workers and the incumbents themselves. The aim of this step is to determine work standards against which an individual's performance can be measured.

Step 4: Identifying training needs

This step forms the critical part of the training process. The essence of determining lies in determining the "gap" between the performance of the individual and the set standard.

Step 5: Formulating training objectives

Once training needs have been determined, the training objectives are formulated.

Step 6: Compiling a syllabus

Training should take place in accordance with a carefully planned syllabus. The emphasis is on what must be learned and the order in which it must be learned. The syllabus is therefore based on training objectives and the subject content must enable the students to achieve the training objectives.

Step 7: Selecting instructional strategies

In this step aids must be selected with a view to presenting the training in a meaningful and enriching manner. It is essential that strategies selected, given the variety of options available, should commensurate with the content and aim of the training programme.

Step 8: Acquiring instructional resources

This step requires that a variety of resources be considered to ensure the successful presentation of a training programme. Three broad categories can be distinguished:

- Physical resources, which include equipment, material and facilities;
- Financial resources, where the focus is on aspects such as the cost-effectiveness of training and management of a training budget;
- Manpower resources, which refer to people such as programme facilitators, instructors and students.

Step 9: Presentation of training

In this step all the preparations mentioned are combined, and the success of this phase ensures the success of the training programme as a whole. This step integrates all the previous steps and includes aspects such as presenting, evaluating and concluding the training programme.

2.12.2 The Model of Camp, Blanchard and Huszo

Naedler's training model coincides with the model of Camp, Blanchard and Huszo who place their model in the following perspective (Nel et al. 2001:168).

- Gather/Diagnose data;
- Establish objectives;
- Identify resources;

- Develop curriculum;
- Plan logistics;
- Perform training;
- Facilitate transfer of learning;
- Gather/ Evaluate data.

2.13 CONCLUSION

Without doubt training is essential as an interventionist tool, strategy and technique in order to facilitate the development of knowledge, skills and the competence of employees in the workplace. In contrast with the private sector where the customer can be able to take his/her business elsewhere when not satisfied with the quality of the service he/she receives, the public sector and particularly the ELM cannot afford to fail in its mission to deliver services effectively and efficiently to the public since the public solely rely on the municipality for the provision of essential services.

If training has to be prioritized by institutions like the ELM it is imperative that what trainees leave from training workshops within their brain should be infinitively more important than anything tucked under their arm. The training programmes that have to be introduced should aim at the holistic development of the employee enabling the employee to be able to perform his/her functions with relative ease, implement organizational developmental programmes and implement policy of the institution. Therefore the techniques and approaches used in any organization like the ELM have to be implemented in an enabling climate where the goal will be to improve labour-management relations and ultimately lead to the growth of the organization. The next chapter will provide an overview of the training systems that are used at the Emfuleni Local Municipality.

CHAPTER 3

AN OVERVIEW OF TRAINING SYSTEMS AT THE EMFULENI LOCAL MUNICIPALITY

3.1 INTRODUCTION

Emfuleni Local Municipality has been identified as one of the 136 municipalities that need to be 'rescued' by national government and placed under the Department of Provincial and Local Government's Project Consolidate programme. This intervention is informed by the incapacity of the ELM to deliver quality services to the communities constituting the general populace of this municipality. Further, the general lack of capacity and skills training of the employees of the municipality, obsolete training systems, a poor service delivery record, and poor collection or in certain instances lack of collection of rates and taxes from ratepayers, massive corruption uncovered amongst others compelled the provincial government to urgently intervene to restore normalcy and competency in the running of this municipality. Focus will be on the traditional and new methods approaches to training used by the ELM and also an effort will be made to check their compatibility with the human resource management framework in South Africa.

3.2 Traditional Approach to Training

The focus of this chapter will largely be on the training systems used at the ELM and also look back at the obsolete training systems which were a dominant feature of the ELM.

Training strategies used in the Emfuleni Local Municipality then were largely based on facets of authoritarianism and coercive management styles which resulted in unproductivity and inefficiency in service delivery hence shared responsibilities and involvement have been found to assist in productivity (Rees, 1991:1). The training methods used had an adverse effect in this historical period where the dependent variables which were caused by independent variables like the apartheid based training strategies resulting in poor service delivery in institutions like the Emfuleni Local Municipality. Reddy (1987: 6) argues that essential elements like counselling were excluded and defined as less important for black local authorities.

Women in particular were more oppressed first because of their colour as black and secondly because of male chauvinistic and patriarchal tendencies which bordered on cultural imperialism a culture which only recognized a woman's place as confined to the kitchen (Mail and Guardian, 2007:1). All this happened despite great strides which were achieved in other countries in terms of career advancement. This background as espoused above also directly affected the Emfuleni Local Municipality as a bastion of the apartheid local authority system in South Africa.

Training was also reserved for high status jobs which in effect was a reflection of elitism and voluntarism approach which is a laissez faire philosophy which says that individuals should take initiatives as and when they deem appropriate. According to Schein (1988:20) the emphasis then was on the teaching of technical skills needed to perform the job to the obvious detriment of other facets like the human and social element of the employee.

As long as productivity and profits were realized, profits which propped up the apartheid regime, all else mattered less. The colour of one's skin, the texture of one's hair and the shape of one's nose were criterion that determined who got training and what type or level of training (Mail & Guardian, 2007:1). There was no single certification body for training and also there was no provision for linkages between training and education. The assumption was to treat education and training as two mutually exclusive entities much to the detriment of efficiency in service delivery in the Emfuleni Local Municipality.

There were separate labour departments for each of the race groupings. The transition from the labour intensive production process to automated process had very serious implications for semi skilled workers who were largely black. For instance with the advent of the computer, the fax machine and other new technological devices the cleavage in terms of skills level between Black, Coloured, Indian and White employees in Black local authorities like the Emfuleni Local Municipality became considerably widened. This was because the new tools of production were singularly reserved for people of White, Indian and Coloured descent. (Sowetan, 2004:13).

The tendency as observed by Cloete (1985:163), was for institutions to transfer employees from one department to another without taking into account the provision of induction process in the new work environment. Similarly, the fact that no in -service training was offered ensured that

Black functionaries in particular were found wanting in having to perform skilled/ technically oriented functional and operational functions. Also the reality that Blacks were "trained " by supervisors who themselves had no formal training and the knowledge and skills required was a major factor resulting in poor service delivery by authorities like the Emfuleni Local Municipality.

A preliminary study done with the Employee Assistance Manager at the ELM, Moitheri Tshabalala (2006) reveals deficiencies in areas like performance management particularly in motivation, ability, aptitude and motivation which impact negatively on productivity. Other areas of concern include poor customer relations which create a negative public image for the municipality. Legislation, including the Green Paper on Transforming Public Service Delivery (1996:1) amongst others, make a strong case for development through training of a culture of customer care and of approaches to service delivery that are sensitive to issues of race, gender and disability.

3.3 New Approach to Training

The new approach to training is largely grounded on the new ethos of democracy that evolved with the transition from the apartheid regime to the first historical non racial democratically elected government led by the African National Congress on the 27th April 1994 and the subsequent election of the democratic local government elections in November 1995.

The new government had enormous tasks, amongst others it was faced with the responsibility of ensuring economic growth and social development. Central to growth and development as enshrined in the economic policy of government, the Growth Employment and Redistribution Strategy (GEAR) is human resource development (Van Dyk et al 1997:15). This means that it became of primary and strategic importance that the country invest in its people through training in order to ensure the economic growth, social stability, wealth creation, entrepreneurship, attainment of literacy and numeric skills and general skills development as key concepts associated with the demands of the new era.

As indicated in chapter one, the relevance of an important piece of legislation such as the *Skills Development Act 97 of 1998* cannot be overemphasised. The Skills Development Act (1998:8)

aims to promote productivity and the competitiveness of the employers and the delivery of social services. The other important piece of legislation vital towards ensuring that the Emfuleni Local Municipality is able to effect an improvement in service delivery is the *White Paper on Public Service Training and Education (*Notice 422 of 1997) whose aim is to establish a clear vision and policy framework to guide the introduction and implementation of new policies, procedures and legislation aimed at transforming public service training and education into a dynamic, needs-based and pro-active instrument.

This new managerial approach of the government owes reference to the scientific management school pioneered by Frederick Taylor (National Training Board, 1995:9). It was Taylor whose interest and focus in functional foremanship and staff planning gave rise to the theory of scientific management. Thus the new government's policies are steeped in the neo liberal and new managerial democratic theories which are an integral feature of the new approach to training.

This new approach to training now encompasses even education and development. The approach centralizes the principles of training and development. Without these principles the fundamental truths which form the basis of reasoning about and a sort of check list which the mission and vision can be evaluated, there can be no certainty that this can be achieved. The principles postulated by the National Training Board (1995:10) which form a basis of the new approach to training are, inter- alia:

- **Integration**

Training and development should form part of a system of human resource development which provides for the establishment of an integrated approach to training and development which is expressed in terms of nationally acceptable qualifications. It further makes a point in that all people are capable of learning which means that all local council employees should be afforded the opportunity to learn

❖ **Relevance**

Training and development should remain relevant to national development needs, for instance the needs of organizations like the Emfuleni Local Municipality. Relevance also refers to the need for training and development not to be pursued as ends in themselves but rather as a means to other ends.

❖ **Legitimacy**

Training and development should provide for the participation in planning and co ordination of all stakeholders like employees associations to ensure transparency.

❖ **Access**

Access to training should be provided for all employees in a manner which facilitates progression. The artificial and legislative barriers which have handicapped and prohibited many employees have now been removed by new legislation which provides for equity, transparency and training and development of all employees irrespective of class, status, age, sex etc. (National Training Board, 1995:10). This new approach to training by the ELM is summarised by the municipality's adherence to the vision and mission as postulated below.

3.3.1 Vision and mission of the ELM

Given the fact that the Emfuleni Local Municipality is a component part of the spheres of government in South Africa, it has also adopted the vision and mission of the national government as enshrined in the White Paper on Education Training and Development. The vision below is the one that guides the new public sector and training policy.

> ***The development of a dedicated, productive and people-centred public service staffed by public servants whose performance is maximised and whose potential is fully developed via the comprehensive provision of appropriate and adequate training and education at all levels.***

In striving for the above vision, the policy will seek to achieve the following mission:

The creation of a coordinated framework for ensuring the provision of appropriate and adequate public service training and education that will meet the current and future needs of public servants and contribute positively to the realisation of the vision.

3.3.2 New Demands to Training

The new approach to training demands of managers to keep abreast of new developments in technology, social, economic, political as well as personnel management practices. It assists therefore to prevent old fashionism and obsolescence. The changing technologies, socio economic and political milieu and globalization have thus compelled institutions like the Emfuleni Local Municipality to participate actively in the deepening of democracy through the implementation of new legislation such as the Labour Relations Act (Act no 66 of 1995), The Employment Equity Act and The Skills Development Act (Act No 97 of 1998), the Employment Equity Act has for example assisted in the streamlining of the functions of training and development strategies in order to ensure a uniform and outcomes- based programs setup.

The necessary precursor to all this legislation was the Reconstruction and Development Program (RDP) which was a major policy initiative of the African National Congress (ANC) and was later adopted as a legislative policy programme of the Government of National Unity. The program was so central to the government policy such that then President, Nelson Mandela assumed overall responsibility as the co -coordinator of the program. A special cabinet position of the Minister without portfolio manned by Jay Naidoo was also created to assume direction of this program (Mayibuye, Journal of the ANC, 2007).

The RDP was important to local governments like the Emfuleni Local Municipality since the White Paper of the RDP noted that local authorities are key institutions for delivering basic services, extending local control, managing local economic development and redistributing public resources.(RDP,1994:13) Thus all new government legislation like the Employment Equity Act which required that all organizations had to ensure equity and close the skills cleavage caused by apartheid by ensuring the training of Blacks in an effort to make them

improve , and hold senior managerial positions in the organizations.

Standards have become with the new dispensation, matters of priority. For instance the RDP expressed the importance of the setting up of structures like the National Qualifications Framework (NQF) as a key strategy to facilitate greater access to learning opportunities of good quality for all South Africans. This nationally agreed framework thus assisted in the establishment of the South African Qualifications Authority (SAQA) which is capacitated to work out procedures for the facilitation and registration of bodies which will actually set learning and training standards and also other bodies which will undertake the accreditation of monitoring and auditing bodies (Van Dyk et al. 1997:103).

Kearsley (1996: 20) argues that the new approach to training now emphasize the promotion of technology as the practical application of scientific research. The promotion of methods of prioritizing training programs, the emphasis on workshops to help people manage their own career management, the encouragement of managers to acquire skills for conducting career discussions with people and create opportunities for clarifying assumptions , expose myths and also a discussion of possibilities (Storey,1986: 9).

The new approach has prioritised training as very important as it increases productivity, flexibility, economic growth and social development. It is also seen as enhancing a sense of responsibility and establishment of a patriotic attitude. Zielenski (1996: 20) encourages the setting up of a training department which will enhance the observation of current trends like time, place, content and technology. Therefore the new approach to training should be geared towards individual development and the development of positive attitude and faithfulness to the organization, work and craftsmanship whilst also renewing a spirit of diligence, self help and co operation.

The new approach as postulated by Laird (1984:10-11) emphasizes the need for institutions like the Emfuleni Local Municipality to have training departments which will assist the institution to get outputs because people perform tasks to a desired standard. Also the need for employees to master the special technology used by the council and the acquisition of knowledge and skills especially if the employee is new to the organization and also if the institution changes its

technology.

3.3.3 Relevance of on-the-job training at ELM

The importance of on- the- job training cannot be overemphasized. On the job training is the planned process of developing task- level expertise by having an experienced employee train a novice employee at or near the actual work setting. This is essential in ensuring that the employee perform his /her tasks to the level required by the job and also to ascertain that the organization achieves its goals whilst also achieving an employee's development goals (Jacob and Jones, 1995: 22).

On -the -job training emphasizes face to face individual training or instruction at the workplace. It involves learners spending time with an experienced employee who is not only able to perform the job efficiently but is also able to teach the learner how to do it. It is closely related to strategies like technical skills training where the computer is prominent and also the general job skills training where the training programs to meet staff needs must be concerned with subjects such as decision making, problem solving, presentation skills, report writing skills and negotiation skills. It also incorporates professional skills training where a local authority like the Emfuleni Local Municipality will employ the services of professionals like accountants, auditors, architects, to provide training and education for employees of the council to gain professional qualifications or to improve on those they already have from external institutions like North West University.

3.4 Role of legislation in training

Legislation plays a pivotal role in ensuring that new training strategies adopted impact positively in enhancing efficiency in service delivery at the Emfuleni Local Municipality. The South African Labour Bulletin (2000: 6) in its evaluation of the impact of the Skills Development Act emphasizes the centrality of the Act in agitating for the acceleration of training programs to develop the skills of the workforce, improve productivity, improve the delivery of social services, increase the levels of investment in education and training and improve return on investment by encouraging employees to participate in learnerships and other training programs.

The Skills Development Act creates significant opportunities for employee organizations to influence the type of training to be provided by employers. The employers and employee associations and any interested professional association all play a significant role in the Sector Education and Training Authorities (SETA), sectoral determination bodies established by the Minister of Labour. The bodies are tasked with the responsibility of monitoring education and training and developing sector skills plans within the framework of the national skills development strategy.

The Act also made provision for the establishment of the National Skills Authority (NSA) a body which advises the Minister, report on progress and liaise with Seta's. Thus there is a symbiotic relationship between the National Skills Authority and the Sector Education and Training Authorities with the latter having mostly to liaise with the former on policy, strategy and its sector skills plan.

3.5 Establishment of Sector Education and Training Authorities (SETAs)

As earlier indicated, the old approach to training was largely characterized by problems of duplication, having the same composition of leadership, fragmentation in training meaning there was no common and unified coordinated approach to training. There were difficulties in coordinating the two training boards which were the Local Government Training Board largely for whites and The Apprenticeship Training Board for Local Authorities which was largely Black and under resourced (thedplgwebsite, 2008:2).

It is against this background that under the democratic dispensation, the government passed legislation like the *Skills Development Act 97 of 1998* (thedplgwebsite, 2008:1). The Skills Development Act creates significant opportunities for employee o ₍anizatıons to influence the type of training to be provided by employers. The employers and employee associations and any interested professional association all play a significant role in the Sector Education and Training Authorities (SETAs), sectoral determination bodies established by the Minister of Labour. The bodies are tasked with the responsibility of monitoring education and training and developing sector skills plans within the framework of the national skills development strategy.

According to cosmeticweb(2008:1), the SETAs were established in April 2000 with the responsibility to ensure that they disburse training levies that are payable by all employers. These levies are collected by the South African Revenue Services (SARS) via the Department of Labour who then disburse the money through management systems motivated by skills requirement, assessment and monitoring. SETAs ensure that training is provided subject to validation and quality assurance, meets agreed standards within a national framework and ensure that new entrants to the labour market are adequately trained whilst concurrently acknowledging and enhancing the skills of the current workforce.

As reflected in the LGSETA newsletter (2008:1) the Skills Development Act (1998) and the South African Qualifications Framework provision for the establishment of the Local Government Sector Education and Training Authority (LGSETA) became one of the twenty three Seta's. The LGSETA under the current leadership of the Chief Executive Officer (CEO) Sydwell Mofokeng has identified as part of its mandate "the need to ensure training and skills development and appropriate standards and qualifications in the local government sector. This, as he points out, could take the form of a learnership which leads to a qualification registered in the National Qualifications Framework" (LGSETA newsletter, 2008:1).

The new system of training and education in the context of the transformation of local government is now focused mainly on the following:

- Responding to the needs of municipalities;
- The new system will be provided in a way and language that can be understood and made use of, regardless of race, ethnicity, gender, disability or age;
- Offering capacity-building that qualifies officials and frontline workers for promotion and further development within local government;
- Addressing capacity-building needs for rural municipalities and to work out a practical solution on how training can best be made available in these areas; and

- Involving councillors, officials and frontline workers in all municipalities in finding the right solutions (thedplg website, 2008:1).

3.5.1 Functions of SETAs

According to gautengonline (2008:1), SETAs must focus on working out and implementing sector skills plan. In addition, learnerships must be promoted and hand out funds in the sector. They should, as earlier pointed out from other sources, ensure availability of quality education, training and skills development as expressed in the sector skills plans. SETAs obtain their funding from a variety of sources such as the National Skills Fund, through grants and donations, from investments made and mainly from skills development levies paid by employees. Another source of funding is from the services they perform and charge money for (igsetaweb: 2008). This funding should therefore be utilised to contribute to improvement of skills in South Africa through achieving a favourable balance between demand and supply and the delivery of quality education and training.

3.5.2 Sector Skills Plans

SETAs must work on Skills Sector Plans and implement them by:

- Starting learnerships;
- Approving Workplace Skills Plans from employers;
- Giving funds to employers, trainers and workers; and
- Watching over education ad training in their sectors.

3.5.3 Learnerships

SETAs must promote learnerships by:

- Finding workplaces where learners can do practical work;
- Supporting people who create learning material;

- Helping wrap learnership agreements; and
- Registering learnership agreements

3.5.4 Structure

The structures of SETAs consist of the following formations:

- Organised trade unions;
- Organised employee organisations;
- Relevant government departments;
- Interested Professional Bodies; and
- Bargaining councils in the sector (basicguides_bguides website, 2008:1).

3.6 The challenges facing ELM with regards to New Legislation

In an effort to ensure that the competitiveness of employees is improved and also productivity is attained in municipalities such as Emfuleni Local Municipality, there is thus a dire need for the National Skills Authority and SETA's to liaise with education and training authorities to ensure that the training providers are accredited by a body as contemplated in Section 5 (1) a (ii) (bb) of the South African Qualifications Authority or group of such training providers (Business Blue Book, 2000 : 234). This is a necessary imperative if the municipality is to realize its objectives.

In an effort by the new government to ensure the Emfuleni Local Municipality align itself with the provisions of legislation in so far as offering training to employees, the government promulgated the Skills Development Levies Act (Act no 9 of 1999). This Act makes it enforceable for the Minister of Labour in consultation with the Minister of Provincial and Local Development (DPLG) and by notice in the Gazette, impose a skill development levy on every municipality as defined in Section 10 B of the Local Government Transitional Act 1993 (Act no 209 of 1993) or any group, category or type of municipality which must be determined on the leviable amount at a rate specified in that another notice determined in accordance with

subsection 3 (Business Blue Book 2000 : 238).

The levies which are paid out by every employee to SETA will be at the rate of 0, 5 % of the leviable amount from 1 April 2000 and 1% from 2001. The leviable amount is defined as the total amount of remuneration paid or payable, by an employer to its employees during any month, as determined in accordance with the provisions of the Fourth Schedule to The Income Tax Act for the purposes of determining the employers liability for any employees tax in terms of that schedule, whether or not such employer is liable to deduct or withhold such employees tax.

There should also be in-service training of public employees which has to go hand in hand with their competencies or their level of education. The in service training has to commence with employees induction because if this aspect is ignored the trainees will remain unproductive members of the organization. What is also pertinent is the fact that training, if approached on an ad hoc basis in isolation to and separately from the other personnel functions will become ends in themselves and will harm instead of improving productivity (Business Blue Book, 2000:238).

Training and development should be integrated with other personnel functions and the organizing functions. It should be coupled with career development and be linked to merit rating, appraisal and evaluation of employees. It is important that a particular budget be reserved for training since it is a particularly expensive exercise. Unproductive training and development activities should be terminated immediately because it could harm the morale of the employees and also because of its wastefulness (National Archives of South Africa, 2007:1).

All this democratic legislative framework along with the Batho Pele White Paper on the Transformation of the Civil Service have now put training on a higher pedestal as a central and core component of local government councils like the Emfuleni Local Municipality in the effort to ensure that there is noticeable impact of new training strategies on efficiency in service delivery. The new approach also derives relevance from the new ethos of human resource development in South Africa which Maimela (2006:154) contends that it requires a combination of education and training together with on-the-job experience, technical knowledge networks and values.

3.7 HUMAN RESOURCE DEVELOPMENT IN SOUTH AFRICA

Herbst (in Maimela, 2006:155) argues that the drive for skills development in South Africa which is inextricably linked with the successful realisation of the goals of the ELM is a critical priority. This is evident in the establishment of the Joint Initiative for Priority Skills Acquisition (JIPSA) with the aim to confirm the urgently needed skills and find quick and effective solutions. It is further postulated by Herbst in the same paper that the ongoing development of individuals further contributes to the improvement and development of employee's performance in their present roles.

National government was able to set up bodies like the South African Qualifications Authority (SAQA) whose mission is to ensure the development and implementation of a National Qualifications Framework (NQF) which contributes to the full development of each learner and on the social and economic fraternities of the nation at large. Thus it is imperative that municipalities like the ELM align their human resource development programmes at all times with the imperatives of SAQA framework. This quest to be a competitive economy depends on equipping individuals appropriately. (City Press, July 16: 2006).

Further the *Skills Development Act*, 1998 (Act 97 0f 1988) provides an institutional framework to devise and implement national sector and workplace strategies to develop and improve the skills of the South African workforce that will ensure economic growth in South Africa. Beadwell and Holden(1997:27) contend that international research backs the approach that South Africa is required to recognise the integration of education, training, and development that creates an enabling environment for South Africans to develop not only in workplace competence, but also stimulate economic growth for the nation.

Picard (2005: 5) who did an extensive research around Human Resource Development as key to a credible Public Service in South Africa argues that human resource specialists agreed that some form of disaggregated human resource development policy and flexibility in terms of delivery was needed. The following issues were identified as key:

- The considerable difficulty in securing reliable and accurate statistics.

- Classroom training and formal education was one way to approach the problem. Organisational development and on-the-job training was another. It remained to be determined which combination of the two was most appropriate for professional development.

- Testing is often used in competency-based approach. The usefulness of testing, and its nature needed to be decided.

- A competition for training providers was essential. There needed to be a competitive approach to capacity building and institutional development.

Picard (2005:5) argues that the problems that currently afflict municipalities like the ELM were as a result of the fact that the Government of National Unity did not attach a high priority to the implementation of a baseline analysis with regard to civil service transition, affirmative action and training and development.

3.7.1 Human resource strategies

Central to the development of an effective human resource personnel capacity at the ELM, it is a *sine qua non* that there should be a strategic framework which would promote comprehensive mobilisation, utilisation, integration, training and development of human resources. This is an imperative that also applies to both national and provincial governments. The following steps have been identified by Maimela (2006: 158) as critical for the development of such a framework:

- Changing the role of human resource policy and elevating its status;

- Redefining the position, and the role of trainers as specialists in human resource development

- Establishing an effective and lifelong career development system;

- Developing appropriate methods to relate training to the goals and performance of public-sector organisations;

- Relating training to policies on remuneration, promotion and recruitment.

This approach seeks to discourage the practice where managers still see training as sending staff to courses offered by the South African Management Development Institute (SAMDI), Universities or private providers hence the need to increasingly emphasise on-the-job structured learning processes, coaching and mentorships, attachments, explore to work (learn by doing) and knowledge management.(Maimela, 2006:161).

3.7.2 Skills perspectives particularly in municipalities

In a comprehensive audit undertaken by national government, 136 out of 284 the (ELM included), municipalities were found to be unable to fulfill their basic functions; among which is the inability to comply with financial regulations set by the Auditor-General; the inability to initiate work skills plans and thus failing to comply with LGSETA imperatives; poor HR capacities at municipalities which directly affects the capacity of local government to implement its developmental programmes. Hence Project Consolidate was initiated by the Department of Local Government (DPLG) with the need to address the issue of capacity building. (Kanyane, 2006:112).

Van der Waldt (in Kanyane, 2006: 113) argues that local government ought to be at the forefront of service delivery. National government in this country wants to see a strong, vibrant, innovative and responsive developmental local government delivering the quality of local leadership and public services that the communities need. Even the highest office in the land, through an address by Mbeki (2006:1-10) noted that "part of the challenge arises from absence of people with the necessary skills critical for technical service delivery to the communities"

In their paper titled "organisational performance, success and failure in the public sector", Helden and Mlandi (2005: 237) argue that it is clear that almost all the intervention designers in the public sector have a low success rate simply because their proposed solutions are flawed because they are based on assumptions (rather than hard fact). They contend that public sector organisations particularly at local level lack citizen focused delivery, leading to poor client service standards which lead to the deterioration of service delivery.

In their view the solution thereof becomes the correct application of Batho Pele approach based on the assumption that there is a direct and causal link in public sector organisations between how

citizens are serviced and its success or failure in delivering services. The point, according to Helden and Mlandi (2005:238) is that the failure of Batho Pele is as a result of basing all the failures of government business merely on the attitude of employees therefore it becomes imperative to realise the potential of Batho Pele by placing it in the greater context of an accurate understanding of cause and effect in the public sector.

Linked to the above problem is the South African public sector weakness which is also evident in the ELM of addressing just the visible and surface symptoms of a problem. This according to Helden and Mlandi (2005: 242) involves not looking only at single elements or parts of a process, but at the whole organisation, in fact the focus on the individual as the cause and solution of all public sector problems.

Yeowart and Soobrayan (2005: 250) postulate that whilst it is readily apparent that government is currently making a substantial financial investment in training and capacity development, what is less clear however is whether the quality and relevance of the training commensurate with expectations and priorities. Linked to this is the question of quality of procurement of training services and consequently the quality of spending.

What one finds in reality in the public service and the ELM is the number of civil servants pursuing courses that are aggressively marketed to make them appear to have an inordinately high potential for career advancement. The result, as pointed out by Yeowart and Soobrayan (2005: 251) has been the development of a strong certification culture, but with little attendant impact on productivity improvements.

In the same vein Helden and Mlandi (2005:239) contend that successful strategies and interventions from the private sector are being applied to the public sector, in the expectation of achieving the same results. The success rate however is generally much lower than in the private sector as a number of studies have been able to prove. For instance one of the reasons is the fact that all organisations make decisions based on imperfect information about events. But when a private organisation makes a decision, the market gives feedback as to whether or not a decision was a good one much faster than feedback is received in the public sector.

3.8 ELIMINATION OF SKILLS SHORTAGES IN THE PUBLIC SECTOR

Whilst acknowledging that the factors, which mediate the efficacy of skills formation in government, are complex and inter-related, Yeowart and Soobrayan (2005:249) have identified the following problems as compromising the efficacy of skills formation in organisations like the ELM.

- Sub-optimal efficacy of the institutions charged with skills development in the municipalities and the public sector in general;
- Poor capacity for human resource management, planning and development across all spheres of government;
- Widespread lapses in quality and relevance of learning programmes and of service providers in government, the private training provider market, as well as certain parts of higher education;
- Poor linkages and partnerships between government and training providers. (There is very substantive and structured engagement between government and higher education institutions and other training providers on the capacity development priorities of government and the quality, efficacy and relevance of the training programmes offered by these institutions);
- Lack of effective focus on the development of norms, values, attitudes and orientation of public officials as a critical component of learning programmes and approaches;
- Lack of comprehensive and credible data serves to compound limited capacity for basic analysis, planning and modelling pertaining to public sector HRD;
- Cost effectiveness of training is hardly ever monitored; although there are worrying trends indicating unjustifiably high and escalating costs of skills development training;

- ❖ Curriculum quality varies considerably, as do training methodologies, assessment strategies and training materials for learning programmes implemented for the public sector;

- ❖ Coverage of skills development across the public sector and between spheres of government is uneven; and

- ❖ Coupled with issues such as quality and relevance, is the issue of unsatisfactory impact of training.

In conclusion Yeowart and Soobrayan (2005:250) outline one of their greatest concerns as their observation that training is very often of doubtful relevance, rarely focused on carry-through impact, rarely accompanied by post-course support and implementation; and often facilitated or taught by people who have a very limited understanding of the public sector. These findings are also very relevant to poor service delivery results associated with the Emfuleni Local Municipality.

3.9 CRITICAL CHALLENGES FOR MUNICIPALITIES

Kanyane (2006: 115) points out in his paper **Municipal Skills Challenges For Accelerated Service Delivery** in South Africa that both the *Constitution of the Republic of South Africa* (Act 108 of 1996) and the *Local Government: Municipal Structures Act, 1998* (Act 117 of 1998) place an obligation on national, provincial and local government to build capacity in areas of jurisdiction and perform their functions and exercise their powers where such capacity is lacking.

Makgoba (in Kanyane, 2006: 115) argues that there seems to be 'ittle assistance from other spheres in improving the capacity of the municipalities to deliver effective service in their areas of jurisdiction. Other critical challenges identified in the paper are as follows:

- ❖ Weak Leadership and Strategic Management including corporate governance;

- ❖ Shortage of financial skills to implement *Local Government: Municipal Finance Management Act, 2003*;

- Political appointees of senior managers, especially municipal managers in most cases dwarf the municipalities with under qualified officials. This also has been the case with ELM where the spoils system is the order of the day with a number of key and strategic positions;

- Remuneration ratios of the rare skills such as engineering, land surveyors and accountants amongst others, is critical, and the salary package does not commensurate with their skills;

- Misplacement of skills within the municipalities;

- Little money earmarked for training and development;

- Non-compliance of pieces of legislation, especially submission of WSP's and also implementation reports;

- Lack of capacity to spend the money for training from LGSETA; and

- Research capacities of municipalities are weak.

One other grey area in the public sector which plays a negative role detrimental to effective service delivery is the one identified by Kanyane (2005: 66) in his paper **Conflict of Interest in South Afica:Unravelling the Revolving Door** that the code of conduct for governing the conduct of public officials is not exhaustive, particularly at the ELM which is at the base of service delivery. For instance there are municipal officials who have been found to have direct and indirect financial conflict of interest with respect to their ownership of shares in companies that have tenders with the ELM which is a violation of the ethical codes of the municipality (Department of Local Government News, 2007:1)

3.10 BENEFITS OF TRAINING EMPLOYEES AT THE ELM

With the state of South Africa assuming a central role of accelerating skills provision as a result of the apartheid past, training of employees has to a great extent become the government's primary function. What justifies the intervention of government and the ELM in particular in training markets in general is as a result of the following four reasons:

- External benefits. Enterprises that invest in skills development do so mainly for higher profitability and productivity gains that may flow from better skilled employees. Government on the other hand, representing society at large, is likely to capture the largest share from a flexible and competitive economy, in the form of higher tax revenues and economic growth, which may accrue from a better trained workforce.

- Market imperfections. Middleton et al (1993:106) says that training markets that do not work perfectly will give cause for under-investment in human capital and the training system will fail to provide the economy with sufficiently skilled human resourced necessary for economic development and growth. Government's own economic and social policies may also distort the incentive structure for individuals and enterprises to invest in training. Therefore what is required is for governments like the Emfuleni Local Municipality to heavily subsidize employer- based training.

- Weak training capacity. In countries with a weak training capacity, governments may decide to step in and rectify the situation. If the source of the problem is inefficient or weak management, government can consider measures that are of an educative nature or provide the training itself.

- Social equity. Based on the fact that training can contribute positively to the plight of the disadvantaged and unemployed youths, governments consider it essential to cater for the training needs of the vulnerable groups in the training market, in the case of the Emfuleni Local Municipality bias will to those who interface mostly with a public which is demanding of the provision of quality services and goods (Middleton et al. 1993:107).

3.11 TRAINING VERSUS EDUCATION

Whilst recognizing that there are many different types and levels of training and education (from a professional degree to structured forms of on-the-job training), the White Paper on Public Service Training and Education nevertheless rejects the rigid distinction between education and training that has been inherited from the past, which equated education with knowledge acquisition and training with operational skills development. This division was in the past associated with the split between tertiary education and skills training by training institutions. In

line with international trends as expressed most clearly in the Green Paper on a Skills Development Strategy, training and education should be seen as equally weighted components of the entire learning process.

In terms of the Skills Development Act, a SETA is obliged to among other activities:

- Research and develop a Sector Skills Plan
- Receive and evaluate Workplace Skills Plan and Annual Training Reports /Implementation Reports from employers
- Identify and develop strategic projects arising from skills needs within the sector, funded by discretionary grants
- To register, train and support Skills Development Facilitators (LGSETA,2006:11)

In the provision of training programmes to its employees, the ELM is bound by the legal framework from the Skills Development Act which requires a range of legally binding documents to clarify the roles and functions of the role players and stakeholders involved as well as to provide protection.(LGSETA,2006:34). For the learner two documents are particularly important as they regulate the learner's role, rights and obligations during the training process:

The learnership Agreement

The learnership agreement is a formal document prescribed by the Department of Labour and needs to be signed by the three parties involved in the implementation of the Learnership, namely:

- The employer
- The learner
- The Training Provider

The Learnership Agreement stipulates the rights and obligations of learners, employers and Training Providers (LGSETA, 2006:34). For instance much as the learner has rights; the learner is also bound to execute the following obligations:

- To be available for assessment by the facilitator, coach or assessor
- To ensure that he/she meets the agreed deadlines to complete work and deadlines
- to be available for feedback meetings
- to regularly attend the theory sessions
- to regularly report to the workplace

3.12 AREAS IN WHICH TRAINING IS MAINLY CONCENTRATED

In an interview conducted with Tshabalala (2006) of the Emfuleni Local Municipality, it became apparent that training is mainly focused on the following areas:

- customer care and relations- this is informed by the fact that the nature and character of the ELM is such that it interface with members of the public on a daily basis, therefore there is a dire need to ensure that the ELM employees are able to handle its clientele base with courtesy and sensitivity as contained in the Batho Pele Principles.
- Motivation- given the fact that there are a lot of changes in the municipality due to the continuous amendments in legislation, it seeks to reason that employees will be pressured to adapt to these changes. This places a lot of stress and uncertai· .y on the employees such that their confidence and motivation levels become adversely affected.
- Education- one area that the ELM is giving considerable attention to is the provision of literacy programmes to employees. The legacy of apartheid in South Africa has been such that a number of employees do not have formal education and are functionally illiterate. This means therefore that those employees are unable to either read or write which places a considerable challenge on the municipality to mediate information like changes in legislation and other important documents that have to be perused by ordinary employees.

The ELM therefore has Adult Basic Education and Training (ABET) programmes in place to ensure that this problem is arrested

- Budgets- Given the challenges that the ELM faces in the area of finance with a number of departments either overspending or underspending on their allocated budgets, it therefore seeks to reason that the ELM has got problems in this area. A number of organizations like the Gender Education and Training Network (GETNET) run training courses like gender analysis of municipal budgets which are accredited by the South African Qualifications Authority and whose sole purpose is to assist municipalities like Emfuleni Local Municipality to empower officials and councillors with skills and competencies (Getnet:2003).

- Leadership - The Minister of Public Enterprises Fraser Moleketi in a media briefing (2006) gave an example of Sedibeng (which is inclusive of the ELM) where there had been no capacity and expertise. This had been a local governmental issue with inter-governmental dimensions. In the same vein South African Local Government Association (2005:4) has encouraged municipalities to accelerate capacity building amongst officials by making available a Handbook for Councillors with a view to ensure that they will be able to deliver services effectively and efficiently. This is particularly important given the realization that councillors interface with the community on a daily basis and are the ones the community look up to service delivery. The mounting protests by communities over lack of service delivery clearly point out to this area as needing urgent attention. This is exemplified by the community of Sebokeng barricading the Golden Highway road on Wednesday as reported in the Sowetan (October: 2006) in protest at the poor delivery of services by the ELM.

- Capacity- in an effort to build capacity in the Emfuleni Local Municipality, the MEC for Local Government Ms Dorothy Mahlangu (2006) pledged that the department will be focusing on the skills development to invest in human resource to improve the capacity of the department to support municipalities better. In the financial year (2006) the department planner will train all managers in the department to know and understand the Municipal Finance Management Act. Again a systematized and coordinated approach towards

training initiatives developed by SALGA-Gauteng, Department of Provincial and Local Government and other departments will be developed so that they maximize the impact of these interventions towards capacity building.

- Communications- this is one crucial area that has been prioritized as central to the successful execution of programmes of the ELM. This is particularly imperative given the fact that government is dealing with a hostile press quick to expose ineptitudes and shortcomings, but does not show the same enthusiasm in pointing out the goods done by the municipality. This is important for members of the public to be informed of developments that they have to know of hence the ELM has prioritized this area as central for continuous training.

3.13 TRAINING PROVIDERS

The training programmes that are run by the ELM are mainly facilitated by the training department of the municipality. This happens on regular basis or as and when the need arise. All the employees in the municipality get to have opportunities to be trained in areas of their work. Emphasis of the training and development department of the municipality is however mainly biased to employees who work in specialized fields like Information Technology. (Tshabalala: 2006).

There are however departments which offer specialized services to members of the public and their training programmes are outsourced to external training institutions. An example in this regard are the department of Health, Fire and Emergency Services and Safety and Security. What is important at the end of the day is the fact that all these departments have to have regular training programmes to enable them to be *au fait* with the changing demands in the society. SALGA also is vital to this programme of capacity building since it is the umbrella body in charge of local government

3.14 MACRO FACTORS THAT AFFECT TRAINING

For the realization of the key objectives of the Emfuleni Local Municipality outlined in its Pro Poor Strategy document, education and training is a high priority. These are two of the most important factors that will positively influence economic growth, political stability and fuel social success. The Municipality should be conscious that the following macro factors, if left unattended might affect training negatively.

- Population growth;
- Low levels of education;
- Unemployment;
- The supply and demand for labour and
- Technological acceleration (Erasmus and Van Dyk, 1999:5).

3.14.1 Population Growth

It is an undeniable reality that the there is a high level of population growth in the country. The area of Emfuleni which accounts for approximately 83% of the total population of Sedibeng region is no exception (Sedibeng Pro Poor Strategy, 2005:18). Equally telling is the fact that Blacks are the fastest growing population group with an annual rate of 2% which therefore requires that training efforts undertaken by the Emfuleni Local Municipality must be biased towards this sector of the population more so given the historical disparities in and cleavage terms of skills and education across racial groups in the country and in the Emfuleni region in particular. Training programmes to manage the diverse workforce of the municipality will have to on literacy, numeracy and life skills training, conflict resolution and supervisory skills amongst others.

3.14.2 Education Levels

What makes the need for the prioritization of training in the Emfuleni Local Municipality particularly pressing is the high level of the region's economically active population which is

illiterate. The fact that the municipality has got Adult Basic Education and Training (ABET) programmes is indicative of the need for the powers that be in the Executive to invest a significant amount of resources towards ensuring the increase in functional literacy.

3.14.3 Unemployment

One of the biggest challenges facing the Emfuleni Local Municipality is the high rate of unemployment. The Pro Poor Strategy (2005:12) document reflects that unemployment figures vary according to source, but the overriding trend is increasing from 37% in 1996 to 48% in 2001 which according to the Integrated Economic Development Plan might increase. It therefore seeks to reason that the Emfuleni Local Municipality will need to accelerate the issue of training to be able to arrest this phenomenon.

3.14.4 Technological Acceleration

Technology enables people to among other things, to see further, drive faster, hear better and communicate over greater distances than would be possible in their natural state (Erasmus, 1999:9). Technology also makes it possible for people to provide clothing, food, shelter and other sophisticated services and products. Training is the instrument by means of which the knowledge to implement technology is conveyed. Technological innovation increases the importance of training, for not only must new employees, but technological change also necessitates continuous retraining.

3.15 CONCLUSION

This chapter has clearly been able to reemphasize the undeniable reality that effective capacity building is required and needed at the Emfuleni Local Municipality to enable the institution to be able to increase the capacity of its employees to deliver services to members of the public. There is a need for aggressive state assistance to the municipality to enable the institution to increase the capacity, education and skills level of its employees in order for them to be able to mediate the institutional programmes to members of the community. The speedy devolution of services to communities is thus inextricably intertwined with the skills level and capacity of the employees of the ELM.

This chapter has also been able to demonstrate the need for government to invest considerable state resources in the form of finance such that the municipality is able to put at the centre of its programmes the issue of training. This will require core managerial, administrative and technical acumen and competence, as well attention to the culture of the organization (ELM), values, attitudes that underlie local government transformation towards meeting the needs of the communities. The subsequent chapter will focus on the description of the theory of research, the actual research process and the analysis and interpretation of results.

CHAPTER 4

EMPIRICAL RESEARCH ON EFFECTS OF TRAINING ON SERVICE DELIVERY AT EMFULENI LOCAL MUNICIPALITY

4.1 INTRODUCTION

In this research study, qualitative and quantitative approaches as well as inductive and deductive reasoning have been applied. In any good qualitative research, a framework consisting of a set steps in four distinctive phases is followed i.e. conceptualization, instrumentation, information gathering and closure. In the first part of this study conceptualization is reflected in the description of models and concepts that have to do with the theory of research. This is followed by the stage of operationalisation by which using the instrument of interviews and questionnaire the researcher is able to collect data until the final stage of interpretation of results.

4.2 CHOICE OF RESEARCH METHODOLOGY

The nature of research, the unit analysis, the data sources and the academic field in a specific study undertaken, are instrumental in selecting the appropriate research method (Brynard & Hanekom, 1997: 129). In the social sciences there are mainly two categories of data sources, namely human behaviour and human characteristics on the one hand, and products of human behaviour (like records, document, reports and legislation) and human characteristics on the other hand (Mouton, 1996:142). Quantitative and qualitative research methods seem to be prominent in the social science in general as a means of making a study of human behaviour and characteristics of human behaviour (Wessel, 1999:384), while methods such as reading and understanding of meaning are used to make a study of the product of human behaviour and characteristics (De Beer, 1999: 436-463).

Qualitative research method aims to produce rounded understanding on the basis of rich, contextual and detailed data (Mason, 1996:4). It uses data-sets, diagrams, pictures, drawings, charts, as well as people's memories, notes and tape recordings of the spoken words (Wessel 1999:412). Qualitative methods enable the researcher to see the world from the point of view of the participants. Techniques for collecting qualitative data are *inter alia,* unstructured individual

or focus group interview (Wessel, 1999:404-405).

Qualitative research methods lead to exact measured quantities on which generalization can be based (Guy, Edglea, Arafat & Allen 1987:256). These methods are designed to produce data-sets appropriate for statistical analysis (Babbie, 1992:261) in order to exactly describe the phenomenons that are studied. Techniques for collecting quantitave data are self administered questionnaires or structured interviews (Wessel, 1999:404-405).

The most frequently used techniques of data collections are interviews and questionnaires.

4.2.1 Interviews

The interview (telephone or personal) is a well known method of collecting data (Babbie, 1998:264). Interviews can either be formal or informal. In formal or structured interviews, prepared or standardized schedules or questionnaires are used to collect quantitative data. Informal or unstructured interviews, on the other hand are used to probe in-depth questions in order to gather qualitative data. Unstructured interviews can, for instance, serve to clarify some quantitative data obtained by self-administered questionnaires.

Personal interviews may be time-consuming, with time not only taken up by the interview itself, but also used to arrange appointments that suit both interviewer and the respondent. The restriction placed on the researcher, namely that employees should not be disturbed while performing their duties, coupled with the general apathy and lack of understanding of an academic research rendered interviews impossible in this study.

4.2.2 Questionnaires

The self-administered questionnaire as a quantitative technique of data collection is generally acknowledged to be the most popular technique for surveying the opinion and perception of individuals (Dalton, 1991:121). A questionnaire comprises a written set of questions to be personally completed by respondents. It is unusually accompanied by general information on what is expected from the respondents as well as instructions to respondents on how to complete the questions.

The use of questionnaires in survey research has both advantages and disadvantages. The advantage of a questionnaire is that respondents have time to think about answers to the questions in the questionnaire. A researcher can send questionnaires to a large number of respondents distributed over a large geographical area, On the whole, the completion rate seems higher than for straightforward mail survey when a researcher either delivers questionnaires, picks it up, or both (Babbie 1998:258).

On the other hand, a researcher needs to take some disadvantage into account when considering the implementation of a questionnaire. Firstly, the researcher is not at hand to explain uncertainties which may result in biased or distorted answers given by the respondent. Secondly, the accuracy and the completeness of responses to the questions are often inadequate. Thirdly, researchers cannot visually observe the respondent's reactions, physical characteristics or setting (in the case of mail questionnaires) (Babbie, 1998:258).

THE Gatech website (2007:2) lists the following important steps that a researcher has to follow in ultimately having to arrive at conclusions after having delivered questionnaires:

- Step 1 – defining objectives of the survey
- Step 2 – determining the sample group
- Step 3 – writing questionnaire
- Step 4 – administering the questionnaire
- Step 5 – interpretation of results

The survey instrument used in this study is a written questionnaire which was delivered personally to the sample population by the researcher.

4.3 Sampling Concepts

In describing the sampling procedure in the following paragraphs, various technical terms will more often be referred to, and they are defined below:

4.3.1 Population

For the purpose of sampling, "population" does not refer to the population of a country but to objects, subjects, phenomena or activities which the researcher wishes to research in order to establish new knowledge (Brynard & Hanekom, 1997:43). Welman and Kruger (in Matsie, 2003:56)) stated that a population encompasses an entire collection of cases or units about which the researcher wishes to make a conclusion. On the other hand a population is defined as the theoretically specified aggregation of study elements (Babbie, 1998:201). It is the purpose of the survey to collect data from parts of the population in order to interpret relationships between the variables that are being measured. It should further be noted that a population will also consist of sub-groups which is an important consideration at the sampling stage in a research. In this study, all the Emfuleni Local Municipal employees constitute a population. A number of sub-groups characterise the specifics of population (ELM) namely the political head, managers and ordinary employees.

4.3.2 Survey population

Babbie (1998:200) defines a survey population as the aggregation of element from which the sample is actually selected. In this study, members of the Emfuleni Local Municipality are the survey population. Lor (in Dalton, 1991:123) has pointed out that for practical reasons, certain elements of the study population can be excluded from the survey. The Wikipedia website (2007:1) describes survey population as that part of the entire population of individuals we want information about.

4.3.3 Population element

An element is that unit about which information is collected and which provides basis of analysis (Babbie, 1998:200). Each member in each sub-group forms a population element in this study. A distinction is usually made between "elements" and "units of analysis" whereby the former concept is applicable at the sample selection stage, whilst the latter concept is used in data analysis (Babbie, 1986:142). Furthermore, Mouton (2001:51) believes that what the researcher is interested in investigating is referred to as a unit of analysis.

4.3.4 Sample

According to Line (1982:31) a sample is "a limited number of items or people from whom generalization can be made about the whole number". The subject of the whole population which is actually investigated by a researcher whose characteristics will be generalized to the whole population is called sample (Bless & Higson- Smith, 1995:86). On the other hand Brynard and Hanekom (1997:43) state that a sample is a small group or portion selected from the population. A sample not representative of the population is inadequate for testing because the findings cannot be generalized to the population.

4.3.5 Sampling

Sampling is the process of systematically selecting cases for inclusion in a research project (Neuman, 1991:208). On the other hand, Bless and Higson-Smith (1995:85) pointed out that sampling is a technical accounting device to rationalize the collecting of information and to choose in an appropriate way the restricted set of objects, persons and event from which the actual information will be drawn. Babbie (1998: 161) describe sampling as taking a sample from the population to be studied. The purpose of sampling is to increase the external validity of survey research. It is a critical process which involves selecting a sample which is representative proportion of the survey population being investigated.

4.3.6 Sampling unit

A sampling unit is that element or set of elements considered for selection in some stage of sampling. In a more complex sample, different levels of sampling unit may be employed (Babbie, 1998:201). Each member of Emfuleni Local Municipality who has been included in the survey population represents a sampling unit in this study.

4.3.7 Sampling frame

A sampling frame is the actual list of sampling units from which the sample is selected. Welman and Kruger (2001:47) stated that a sampling frame is a list on which each unit of analysis is mentioned only once. According to Mason (1996:200) the unavailability of the sampling frame is

a very common problem in a social research. In this study, estimated numbers of employees at the municipality selected for sampling purpose were available. It must be noted that these estimated number include members of Emfuleni Local Municipality.

4.3.8 Sample size and sampling error

Bless and Higson-Smith (1995:96) stated that every important issue in sampling is to determine the most adequate size of the sample. The major criterion to use when deciding on sampling is the extent to which the sample is representative of the population. Amongst others Welman and Kruger (2001:64) identified four principles which guide the determination of a sample size. Firstly, the desired sample size does not only depend on the size of the population but also on the variance of the variable. The larger the variance of the variables, the larger the sample that is required. Secondly, when the size of the sample is determined, the size of the population should be kept in mind. In general, it holds that the smaller the total population, the relatively larger the sample should be to ensure satisfactory results.

Thirdly, in each stratum of a highly heterogeneous population relatively homogeneous, a relatively smaller stratified sample than that required for a random sample may be sufficient. Fourthly, in determining a sample size, the researcher should also bear in mind that the number of units of analysis from whom he/she eventually obtain usable data may be much smaller than the number which he/she drew originally

All sampling procedures involve some degree of error because the measurements of the units selected for the sample will differ from those which have been obtained from a survey of the survey population. The accuracy of the sample statistics is expressed in terms of the sampling error and must be taken into account in survey research, because it reflects the degree of accuracy of the study (Dalton, 1991:125). There are two types of sampling errors, namely chance factors and bias in selection (Bless & Higson-Smith, 1995: 97).

Chance factors imply that it may happen that in a particular sample one element and not the other has been included. Bias in selection comes about when an element of the sample does not respond to a measurement instrument for unknown reasons. According to Bless and Higson-Smith, (1995:97) such elements are excluded from the group, a move which changes the constitution,

and thus the representative ness of the sample. However, according to Babbie (1998:216) and Neuman (1991:224) the sampling error may be reduced by two factors in the sampling design, namely a larger sample produces a smaller sampling error than a small sample, and a homogeneous population produces sample with smaller sampling error than does a heterogeneous population.

4.4 SAMPLING METHODS

Sampling theory distinguishes between two types of sampling methods, namely probability sampling and non –probability sampling (Bless & Higson-Smith, 1995:88).Probability sampling occurs when the probability of including each element of the population can be determined. Non probability sampling according to Mouton and Babbie (2001:166) is conducted in situations where it is difficult to select the kinds of probability samples used in large scale social surveys.

4.4.1 Random sampling

According to Wikipedia website (2007:1) a random sampling is the purest form of probability sampling. Each member of the population has an equal and known chance of being selected. When there is a very large population, it is often very difficult to identify every member of the population, so the pool of available subjects becomes biased.

4.4.2 Probability sampling

Research Methods Knowledge Base Web Center (2007:1) defines probability sampling as where each person in the population is chosen at random and has an equal or known chance of being selected. Probability sampling fulfils two criteria as a sampling method, representative-ness and equal probability of selection of the population. According to Welman and Kruger (2001:46) there are four methods of probability sampling, namely simple random sampling, stratified sampling, systematic sampling and cluster sampling. These methods are briefly explained below.

4.4.3 Simple random sampling

In a simple random sampling, the researcher develops an accurate sampling frame and selects elements from the sampling frame according to a mathematically random procedure. Furthermore,

the researcher locates the exact element that was selected for inclusion in the sample (Neuman, 1991:208). Once a sampling frame has been properly estimated the researcher assigns a single number to each element in the list. Accordingly, simple random sampling is a procedure which provides equal opportunity of selection for each element in a population. Usually a table of random numbers is used to generate a sample. Simple random sampling is seldom applied in practice, especially if a large population is involved and it is impossible to compile a list of elements (Welman & Kruger, 2001:55). In simple random sampling all elements of the frame are treated equally and it is not subdivided or partitioned (Wikipedia, 2007:1). One of the sampling methods below is applied to the whole frame.

4.4.4 Stratified random sampling

The principle of stratified random sampling is to divide a population into different groups called strata, so that each element of a population belongs to one and only one stratum (Bless & Higson-Smith, 1995:90). In general, stratified sampling produces samples that are more representative of the population than simple random sampling if the stratum information is accurate. However Brynard and Hanekom (1997:44) pointed out that under-representation of strata in a sample, or the non-response of the elements in the sample, could result in bias in the conclusion reached by the researcher.

4.4.5 Systematic sampling

In practice, systematic sampling is virtually identical to simple random sampling. According to Bless and Higson-Smith (1995:90) the technique of selection, instead of relying on a random number table, is based on the selection of equal intervals, starting with a randomly selected element on the population list. Like the other two sampling methods referred to above, there is some criticism of systematic sampling.

Firstly, the arrangement of elements, usually periodicity, in the list can make systematic sampling unwise (Babbie, 1998: 214). If the list of elements is arranged in a cyclical pattern that coincides with the sampling interval, a grossly biased sample may be drawn. Secondly, like simple random sampling, systematic sampling relies on the availability of a complete, unbiased population list (Bless & Higson-Smith, 1995:91).

4.4.6 Cluster sampling

Leedy (1985:158) pointed out that sometimes it not feasible to make up a list of every person living within a particular area and, from that list select a sample for study through normal randomization procedures. This method is called cluster sampling. In terms of the cluster sampling method the researcher draws pre-existing, heterogeneous groups, called clusters, and all the members of the selected cluster are the eventual sample (Welman & Kruger, 1999:60). Furthermore, Neuman (1991:211) stated that a researcher who uses cluster sampling must decide on the number of clusters and the number of elements within clusters.

4.4.7 Judgment Sampling

According to Fridah (2007:1) judgment sampling is a popular kind of non probability sampling. It is usually an extension of convenience sampling. When the researcher uses this method, it is important that he/she ascertain that the chosen sample is truly representative of the entire population.

4.5 DATA COLLECTION TECHNIQUES USED

The researcher used two data collection methods in order to collect information required from the respondents. Firstly the researcher used questionnaires as a form of data collection technique. Secondly the researcher followed the interview technique in order to collect data. In instances where it proved difficult to interview an interviewee, the researcher resorted to using questionnaires as an alternative method.

4.6 ANALYSIS AND INTERPRETATION

For this researcher to make deductions and conclusions on the effects of on-the-job training at the Emfuleni Local Municipality, it became pertinent to provide a demographic data of each group of respondents. Data and statistical information is also provided in the graphs which are then analyzed and interpreted.

4.7 QUESTIONNAIRE TO THE MMC-ADMINISTRATION

The relevance of the MMC-Administration is as a result of the fact that he is the most senior political head under whose authority the department of human resource falls. He is responsible for policy formulation and authorizes the budget necessary for training in the ELM.

- **Analysis and Interpretation**

His responses does indicate that the ELM has indeed prioritized training as necessary for employees to better discharge their duties in order to enhance productivity even though no figure was indicated as to how much had been budgeted for training by the ELM.

The responses provided by the MMC Administration are indicative of the fact that there is a Workplace skills plan in place in which employees have undergone training in capacity building, literacy and Adult Basic Education (ABET). This training programs coupled with the appointment of senior and highly qualified appointments and the adoption of the five year IDP is consistent with the vision of the ELM to become a world class African municipality.

One area that the respondent decried as worrying is the lack or non existence of a formal and viable working relationship between the ELM and tertiary institutions, particularly the North West University which should ideally be having a School of Local Government to enable the institution to equip managers and politicians at the ELM with the necessary skills for them to respond to the needs of the community. With regard to the possibility of a relation between the low/poor payment of rates and services and the lack of training/capacity the feeling however is that the two are mutually exclusive.

4.8 QUESTIONNAIRE TO SAMWU

One questionnaire was given to the South African Municipal Workers Union (SAMWU) which is a relevant body for this research given the fact that they represent the interest of organized workers. SAMWU provides a balanced view on the issues contained in the questionnaire.

- **Analysis and Interpretation**

On the question of how often training is provided by the ELM, SAMWU indicated that this seldom happens. A positive for the officials of the ELM is the indication by SAMWU that training offered is relevant to the work situation and is enjoyed by the employees and does improve productivity and service delivery. To the best of the knowledge of the union, consultants are the ones who offer training to employees of the municipality.

SAMWU further felt that training should remain compulsory for all employees. However they were particularly worried about the fact that employees do not consult the EAP unit when they experience problems at work. Modern tools of training like videos and computers are, according to SAMWU, utilized when training programs are offered. SAMWU also indicated that the setting for training sessions is important and that indeed given the importance of training, a greater amount of the budget of the ELM should be directed to training.

SAMWU also felt that the public does not appreciate the service rendered to them by the ELM, a worrying indicator indeed to the ELM senior management. On being quizzed around their views around the shortcomings in the ELM, SAMWU indicated that there is a need to appoint a new training manager particularly focusing on Employment equity and Skills development forums. Also there is a need for the management to consult with labour on a consistent basis and involve the union in the planning around the delivery of services.

4.9 QUESTIONNAIRE TO A TERTIARY INSTITUTION (NWU)

A single questionnaire was also delivered to this institution. Given the link that the North West University (NWU) has with the Emfuleni Local Municipality as a recipient of the services offered by the municipality, the researcher deemed it proper to include the NWU as part of the survey population. The university is particularly relevant as an institution that deals with research, quality assurance and academic and skills development of the citizenry in the region.

- **Analysis and Interpretation**

In response to the question around the nature of the relationship they have with the ELM, the university as a respondent indicated that they related with the ELM in the sense that the

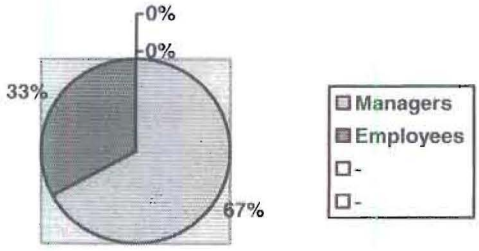
employees of the municipality study at the university plus the fact that the ELM offer study bursaries to students at the university and also that the university receive services like water, sewage and refuse collection from the ELM. The university also offers under and post graduate courses to employees of the ELM although the researcher senses that it is not done on an organized institutional basis but rather on a voluntary basis by employees who want to develop themselves.

The university however indicated that the ELM does not seem to be on top of the situation with regard to service delivery. Communication, in the view of the respondent is one area that the ELM can improve in their relations with the university. The respondent also indicated that the ELM is found wanting in terms of interpretation of legislation. The university rated the performance of the ELM in terms of service delivery as average which is not impressive and an indication to the ELM that a lot has to be done to enhance the image of the municipality in the eyes of every stakeholder in the Emfuleni region.

4.10 QUESTIONNAIRES TO BOTH MANAGERS AND EMPLOYEES

There are questions which are similar to both the managers and the employees of the ELM and as a result the researcher made a concerted effort to undertake a comprehensive analysis as a means of comparing statistically commonalities and differences in how the two parties approach and respond to these questions. To this end three questionnaires were given to three mangers in the HR department whilst a random sample of ten employees was selected and had questionnaires given to them for completion.

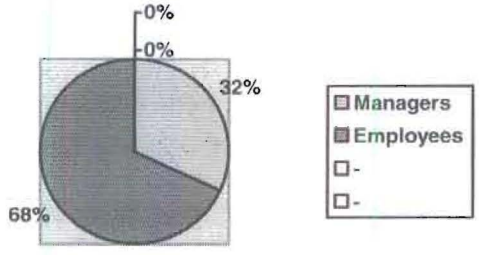
Figure 4.1 How often does the ELM offer training to employees?



- **Analysis and Interpretation**

On how often the municipality offers training to its employees, 67% of the managers sampled responded that training is offered always whilst 33 % indicated that training is sometimes provided by the ELM. 100% of employees training indicated that the training is offered on a regular (always) basis.

Figure 4.2 Is training relevant to work situation?

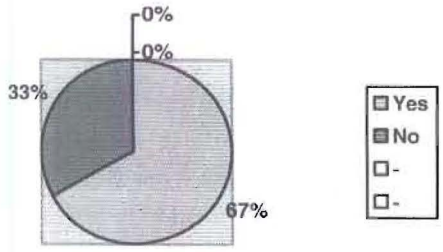


- **Analysis and Interpretation**

32% of managers are convinced of the fact that the training they receive is congruent and commensurate with their work situation whilst 68% indicated that the training they receive is not relevant to their work situation. What is also encouraging is that 68% of employees indicated that the training programs presented to them are indeed relevant to their work environment with about 32% of respondents indicating that the training is not particularly helpful to them since it is

irrelevant.

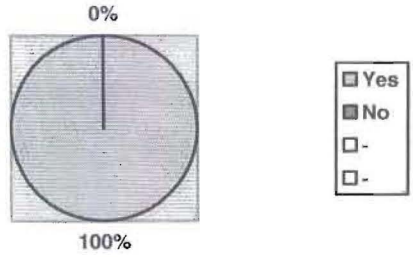
Figure 4.3 Does training improve productivity?



- **Analysis and Interpretation**

According to 67% of managers the training offered to employees of the ELM does play a significant role in improving their productivity/ service delivery. Only 33% felt that training offered to them in no way leads to the effective and efficient delivery of services by employees of the ELM. 67% of employees indicated that training does to a particular degree enable them to be productive in the workplace and it also leads to their development and capacity building. Only 33% of respondents indicated that training does not in any way enhance their development. This telling statistics does indeed say to the ELM that training shouldn't be regarded as an afterthought, but rather as a cornerstone of the goals of the ELM given the positive feedback around its importance.

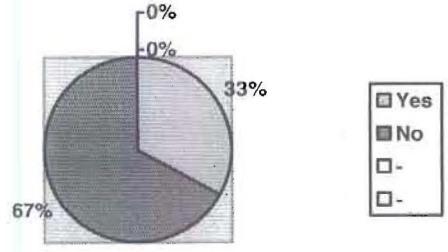
Figure 4.4 Is training really necessary?



- **Analysis and Interpretation**

According to 100% of managers, there is a unanimous feeling that training is indeed necessary to ensure the development of employee skills, knowledge and capacity. 100% of employees indicated that training is indeed a necessary intervention measure to enable the ELM to realize its objectives.

Figure 4.5 Do employees consult the EAP unit when they experience problems?

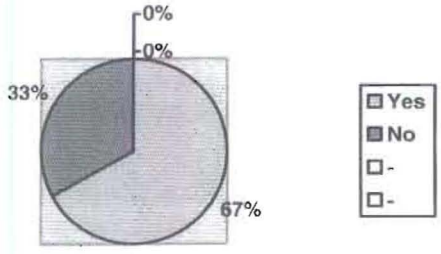


- **Analysis and Interpretation**

About 67% of the managers strongly feel that employees do not consult the services of the EAP unit when they encounter performance problems. Only 33% of managers felt that employees do seek the services of the EAP unit and that of training officers when they experience performance bottlenecks. What is worrying is that 67% of employees do not consult their EAP unit even when

they experience problems that might adversely affect their performance at work. Only 33% find it necessary to consult the EAP unit and their training officers when they have problems.

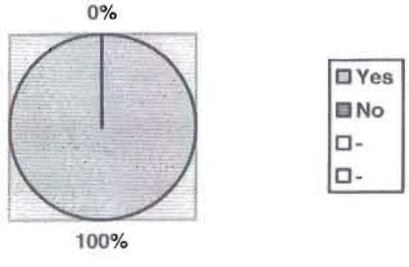
Figure 4.6 Are videos & computers used as tools for training employees?



- **Analysis and Interpretation**

Of the managers polled 67% indicated that they utilize computers and videos as a tool in running training programs. Approximately 33% have the feeling that computers and videos are not necessary hence they aren't using them when offering training to employees. 67% of employees indicated that modern tools of technology (computers and videos) are used in training sessions. Only 33% felt that they are not utilized in training programs. These varying responses should be understood in the context that the respondents sampled are from a variety of ELM departments hence their training might not necessarily be the same.

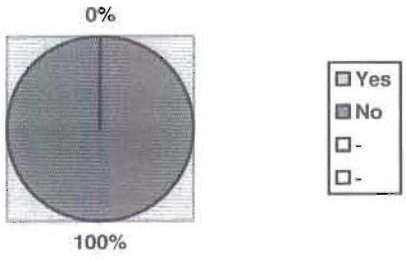
Figure 4.7 Is the training setting important?



- **Analysis and Interpretation**

All the managers (100%) feel that the setting or the place where the training is offered is very important. This is encouraging in the sense that on issues as pertinent as these ones you will appreciate consensus and a common understanding from the most important officials responsible for employee development - managers. In the same vein 100% of employees indicated that the venue/setting for the presentation of training programs is very important

Figure 4.8 Is there Consultation when training programs are chosen?



- **Analysis and Interpretation**

100% of managers feel that it is quite imperative that trainees as the recipients of the training programs and as the ones, who implement policy, should be allowed to have a say in the type of training programs prescribed for them although they (managers -100%) do admit that they do not consult employees when they decide on training programs. 100% of employees overwhelmingly indicated that they are not consulted by the training officers in the choice of training programs that are offered to them. While this is an indication of a need to democratize the workplace, it might not always be desirable to consult given employee's varying understanding of a specialized field such as training.

4.11 QUESTIONNAIRE TO MANAGERS ONLY

The managers in the Human Resource department are directly responsible for ensuring that the objective of employee development is carried judiciously. The institutional directives of the ELM are quite clear on the fiduciary responsibilities of these officials with regard to workplace skills training. This is more so given the fact that capacitated employees are central towards the realization of the goals of the municipality as contained in the IDP. The managers in question are responsible for issues relating to employee training, Employee Assistance Programs and general HR issues amongst others. They are all in their respective capacities relevant and vitally important to the realization of the vision of the ELM. As earlier indicated three managers were sampled.

4.11.1 Demographic Information

One of the managers in the department is a woman, which is indicative of the municipality's efforts to align itself with the ethos of the Constitution which seeks to empower women to positions of authority as a means to reach the goal of gender equity.

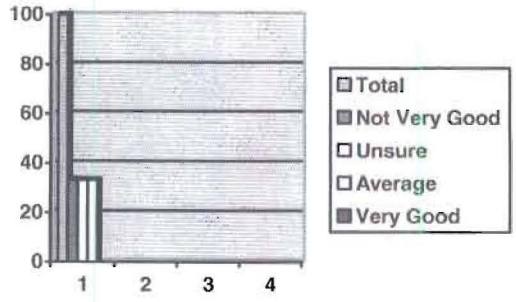
4.11.2 Does training enhance promotion opportunities?

A total percentage of 67% of polled managers indicated that they have a strong feeling that training significantly improves the opportunities of employees to qualify for promotion. This is against 33% of respondents whose response was in the negative. In the same vein 67% of managers feel that the public does not appreciate the quality of services rendered to them by the ELM, whist 33% opined that members of the public are content and appreciative of the quality of services provided to them by the ELM. This should indeed be a worrying signal if senior officials themselves aren't satisfied about the satisfaction levels from the most important stakeholder, the communities.

4.11.3 Who presents the training programs?

100% of managers indicated that the training programs are presented by both the training department of the ELM and in cases where specialized training is required; the municipality procures the services of consultants or external service providers.

Figure 4.9 Rating performance of the ELM Training department



- **Analysis and Interpretation**

Varying opinions were expressed with regard to how the managers rate the performance of the ELM training department. Whilst 33.3% felt that they are unable to give any rating to the performance of the ELM training department, 33.3% rated the training department's performance as average whilst a further 33.4% rated the performance as, not very good. According to 100% of the respondents it is pertinent that even the most ordinary of employees should be offered training programs. The researcher is understandably sensitive to the realization that it is not ethically sound for an individual to evaluate and rate him/herself.

4.11.4 Should training be compulsory?

100% of the managers polled were unanimous in their view that training as a means of improving the capacity of the municipality to deliver on its legislative mandate, should be compulsory on all employees.

4.11.5 On-the –job training, efficiency and effectiveness

On being quizzed in open ended questions, around their understanding of the meaning of, on- the-job training, the common thread around the responses of the managers is that, training is done in the workplace with a view to encourage perfection and quality of service. Efficiency is

understood to be getting the most out of employees within certain time limits whilst the common denominator around their understanding of effectiveness is the ability to obtain quality results out

of trained employees. These varying responses are understable owing to the fact that these were open ended questions.

4.11.6 Shortcomings of the ELM

On the shortcomings that are evident in the ELM which in their view calls for the prioritization of training, the respondents mentioned project management skills, financial management, customer care, youth development amongst others as key. As for the training strategies that they are using to enhance service delivery 67% couldn't point out specifically to any of the numerous strategies available whilst 33% indicated that they rely mainly on the services of external service providers to provide this service of training employees.

As far as recommendations that the managers can outline in an effort to enhance effective training at the ELM, the managers felt that what is required is to effect consultation with labour, utilize the budget allocated for training to the maximum, expeditiously implement resolutions adopted and the conducting of a regular skills audit. What one is able to ascertain from the varying responses of the managers is that there seems to be no collective planning in the HR department and that co-ordination is at a minimum. One observation is also that the managers themselves do not seem to be capacitated to do their respective duties to the letter, given the unconvincing responses to certain basic questions.

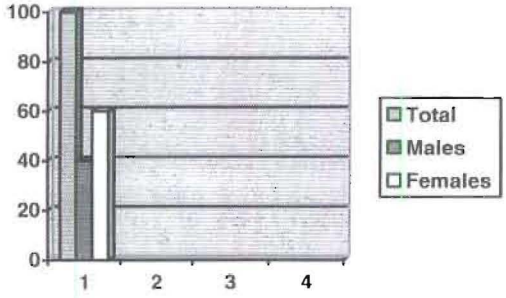
4.12 QUESTIONNAIRE TO EMPLOYEES ONLY

The role performed by employees of the ELM is of critical importance since they are the conveyor belt towards the implementation of the programs of the municipality. They have a direct responsibility of the provision of services to members of the community since they are the ones that interface with the public on a daily basis. They are the face of the ELM and the quality of service they render to the public or lack thereof, is that which the municipality is evaluated on. Ten employees as earlier indicated were selected for this sample.

It is therefore of critical importance that employees are regularly capacitated to be able to

discharge their responsibilities in the best interests of the municipality

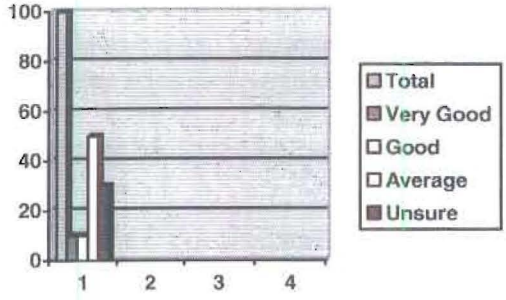
Figure 4.10 Demographic Information



- **Analysis and Interpretation**

In an effort to be gender sensitive, the researcher made an effort to have a broadly representative sample. To this end 60% of employees sampled are females with 40% being males.

Figure 4.11 Rating performance of the ELM training department



- **Analysis and Interpretation**

50% of respondents indicated that the performance of the municipality as average whilst 30% were unsure as to how to rate the performance. This is indeed a poor return on the performance of

the municipality training department as reflected by fellow employees. 10% rated the performance of the department as very good whist a similar percentage also felt that the performance was just good.

4.12.1 Is Training enjoyable?

Whilst an insignificant 20% of employees felt that training workshops are just a routine exercise that just has to be attended, a whopping 80% of respondents do enjoy the training programs presented to them.

4.12.2 Are employees aware that part of their tax goes to training and do they support that?

50% of employees are informed of the fact that part of the revenue generated by government for skills development comes from the tax base of which they contribute to. It is worth noting that the same number supports the fact that their tax is used for purposes of skills development. Respondents constituting 50% aren't aware that part of their tax support the ELM's training initiatives and the same number does not support the fact that their tax is used for purposes of skills training.

- **Analysis and Interpretation**

A paltry 10% of employees of the ELM rated the performance of the municipality's training department as very good, whilst a similar percentage also felt that the performance of the training department is good. 30% of respondents were unsure in terms of their ratings whist 50% of respondents indicated that the performance of the ELM training department is just average.

4.12.3 Is it necessary to train ordinary labourers?

90% of respondents indicated that the ELM has a legal mandate not to discriminate employees on the basis of their position at work and as such should ensure that even so called ordinary employees at the base level of the hierarchy should also be offered capacity training. Only 10% felt that it is not necessary to train ordinary labourers.

4.12.4 Are employees informed of the financial cost of training?

Only 30% of employees indicated that they have information relating to the amount it cost the municipality to run training programs for employees. 70% of respondents are however not informed of the exact financial cost invested in training by the municipality.

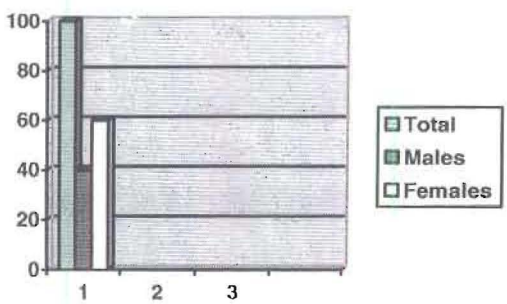
4.12.5 Does the public appreciate the quality of service rendered by the ELM?

It is worth noting that only 20% of respondents indicated that the public is appreciative of the kind of services rendered to them by the employees of the ELM. A whopping 80% of respondents indicated that the communities are not appreciative of the quality of the services rendered by the ELM. This should send alarm bells ringing to the leaders of the ELM, that if their own employees who interface with the public on a continuous basis can give such an appalling score, then the municipality needs to jerk its socks to ensure that people do not lose faith and confidence in the municipality's ability to improve the quality of their lives.

4.13 QUESTIONNAIRE TO THE PUBLIC

It became quite important to also sample members of the public, since they are the direct recipients of the services offered by the ELM. These are the people whose hard earned monies enable the municipality to sustain itself, hence their importance. To this end fifteen members of the public across varying backgrounds were selected as part of the random sample.

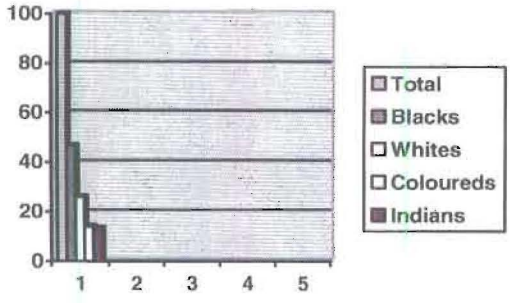
Figure 4.12 Demographic Information



- **Analysis and Interpretation**

The analysis of the responses from members of the public will be done below: Of the total number of respondents that the researcher sampled, 60% were female whilst 40% were male.

Figure 4.13 Racial composition of respondents



- **Analysis and Interpretation**

In terms of the racial composition of the respondents, 46.6% were African/Black, 26% white, 13.3% Indian and 14.1%Coloured. 26% of the respondents indicated that South Sotho is their home language, with 33.3% having Afrikaans as their home language. 13.3% of the respondents are of Xhosa origin whilst respondents whose home language is English, Zulu and Tswana comprise each 6.6%of the sampled population.

4.13.1 Economic status of respondents

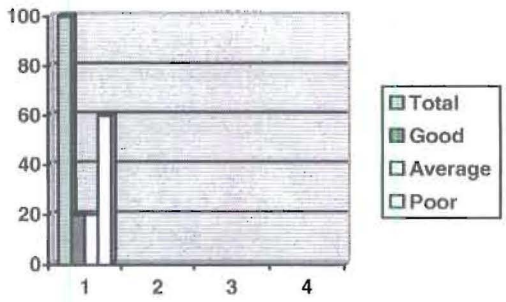
53% of the respondents sampled are employed, with the unemployed constituting 13.3% of the respondents. The other 13.3% of the respondents indicated that they are self employed with 20% of the respondents being students. This information is necessary in an effort to ensure that the sampled population is as widely representative as possible. It also seeks to allay doubts around questions of validity, broad representation, gender sensitivity and other salient features of the South African social and political discourse and consciousness.

4.13.2 Is training necessary in leading to employee development and improved service delivery in the ELM?

On the question of the importance of training as a means to enable the ELM to effect improved service delivery, it was encouraging to note that 100% of respondents responded in the affirmative. This sends a very positive signal to the municipal authorities of the centrality and pertinence of training as a means to the end, which is the provision of quality services to the residents of the ELM.

Equally important and worth pointing out is that in the same vein, 100% of respondents indicated that training leads to employee development. This statistical data says to the municipality that one of the most important resource that they have, and which is supposed to be cherished and nurtured is the human resource personnel which is the cornerstone towards the realization of the goals of the municipality as encapsulated in the five year IDP document.

Figure 4.14 How does the public rate the performance of the municipality?



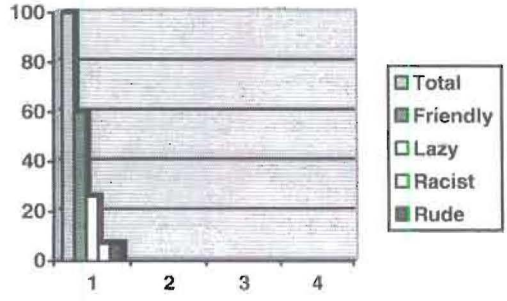
- **Analysis and Interpretation**

On a four point scale drafted for members of the public, a disappointing 20% of respondents rated the performance of the municipality as good. Another 20% of respondents indicated that the performance is average whilst 60% of the population sampled indicated that the performance of the municipality in service delivery is poor.

4.13.3 Is local government as a sphere still relevant?

100% of respondents indicated that local government as a sphere of government is as relevant as ever. This is very encouraging despite the fact that communities aren't happy with the congenital proclivity for self destruction by the ELM with regard to the provision of quality services. The municipality is therefore encouraged to build on such a positive feedback to ensure that they deliver services effectively and effeciently.

Figure 4.15 How do communities rate customer care in the ELM?



- **Analysis and Interpretation**

One of the factors that make institutions of government to degenerate in the eyes of the public is the kind of reception that members of the public receive from employees of those institutions. This is important given the fact that employees as earlier pointed out, interface with the public on a regular basis. Of the sampled population, 60% of respondents indicated that the staff at the ELM was friendly in terms of customer care.26% of respondents were rated as lazy in the execution of their duties, whilst an equal rating of 7% was given each to the employees for being racist and rude respectively.

4.13.4 Can the ELM achieve its mandate to the public?

Given the largely negative views of the public around issues of lack of quality provision of services by the ELM, it also became important to ascertain from the public if and whether they believe that against this background of negativity, the municipality will be able to deliver on its

constitutional obligations. To that end 60% of respondent were hopeful that this was indeed possible whist 40% felt that the ELM will not be able to deliver on its mandate.

4.14 CONCLUSION

In the main, the survey has largely shown that there is a relatively higher percentage of respondents that are not satisfied with the quality of the services that are rendered to them by the Emfuleni Local Municipality. The responses have indeed shown that training does have an immeasurable and positive effect on employee's capacity to deliver services effectively and efficiently hence it should be treated as a matter of priority by the ELM. A comprehensive research summary, conclusions and recommendations will be provided in the next chapter.

CHAPTER 5

CONCLUSIONS AND RECCOMMENDATIONS

5.1 INTRODUCTION

The primary objective of this study was to determine the effects of on-the- job training on service delivery at Emfuleni Local Municipality. This chapter will provide an overview the extent and in what ways has the objectives of this study have been realized. In an effort to ascertain the perceptions and preferences of respondents, a thorough explanation of the concept and its application became necessary. The study also looks at recommendations to the Emfuleni Local Municipality which should be action plans for the ELM to be able to function affectively and efficiently.

5.2 REALISATION OF OBJECTIVES

As earlier indicated, an attempt is made here to reflect on the extent to which the following objectives of the study have been realized:

The first objective was to give a comprehensive theoretical overview on training producing a rich volume of information critical towards developing training programs by the ELM to enable them to reach their objectives. On- the-job training was defined at length with its concomitant relevance to increasing productivity in the workplace. Principles of training were also looked at especially in lieu of the fact that a theoretical foundation of training will never be complete without a discussion of some of the principles of training.

The study also focused on the factors that compel organizations to prioritize training, amongst which is the issue of rapid mechanization, technological acceleration in the country's economy and stiff competition with neighbouring countries for scarce resources. Approaches, ways and techniques of training, reality based training and strategies of training which combined formed a strong theoretical component and exposition of how to improve productivity in the workplace

were also areas looked at in chapter two. Equally important as a focal area of this chapter was the question of choosing and using the best strategies peculiar to an organization's environment. For instance the ELM may not necessarily choose training strategies suited to the private sector environment. It is significant to mention that the literature study was vital in forming a basis for the developing of questionnaires.

The second objective of the study was an analysis of the adverse effect on service delivery brought by the dearth of positive ideas necessary to propel the ELM to become a world class African municipality. Traditional approaches to training dominant during the apartheid era along with the new approach to training were tackled. Important pieces of legislation particularly the White Paper on Public Service Training and Education and the Skills Development Act were extensively quoted as part of the documents that inform the new approach to training.

The fact that South African organizations spent an average of 3.3% of their total budget on training, compared to much higher figures for our major trading partners, was shown to be one of the major factor necessitating the prioritization of training as part of the broader strategic human resource policy that has to be adopted by the ELM. Skills perspectives in municipalities in South Africa was also an area in which the researcher invested quite a considerable time to enrich the literature on training in this country.

The third objective was to conduct an empirical study of the effects of on-the-job training and how it impacts on service delivery at the ELM. In chapter four the empirical method of questionnaires was used as a means to collect and collate data necessary to enable the researcher to undertake analysis, conclusions and recommendations. The focus was first on the description on the theory of research. This entails a description of the choice of research methodologies that a researcher may opt for as his/her tool of data collection. A definition of methodologies like the interview, questionnaires and sampling concepts was provided. These include the survey population, sampling, sampling unit and frame; of critical importance was the provision of types of sampling which is probability sampling and non-probability sampling. Examples in that regard were provided.

Questionnaires were handed out to a sampled population which included three managers in the

human resource department, the MMC for Administration, North West University, South African Municipal Workers Union, ten employees of the Emfuleni Local Municipality and fifteen members of the public. An attempt was made to ensure that this sampled population was as widely representative as possible. This was necessary to allay doubts around the veracity and authenticity of data collected and also to ensure that the data is able to withstand scientific scrutiny in the realm of academia.

It is worth mentioning that some of the data gathered from the questionnaires were then analysed and presented in the form of graphs. The responses collected indicate that indeed training has to enjoy centrality of status in the agenda of the ELM if the council is to realize its goals stated in the IDP. For instance it is quite worrying that 68% of respondents who are managers indicated that the training offered by the ELM is not compatible to employees work situation. In the same vein, a paltry 50% of employees rated the performance of the training departments as average whilst 60% of members of the public (this is the sector that is key since they are ratepayers and voters) rated the performance of the ELM in service delivery as average. Considerable data collected from this chapter also formed the basis of the recommendations that will be postulated below.

5.3 TESTING THE HYPOTHESIS

The primary objective of the study was to test the hypothesis as contained in chapter one namely: The current deficiencies in performance management and low levels of payment of rates can be linked to the ineffectiveness and inefficiency of the Emfuleni Local Municipality in prioritising the training of its employees. The results of the empirical survey were:

- Training as a strategy to improve effective and efficient service delivery is supported by the employees of the municipality and as such should enjoy a larger slice of the budget allocation from the ELM executive.
- There are at times when the training offered is incompatible with the actual work situation.
- The majority of the residents of Emfuleni, including the very employees of the municipality are not content with the quality of the services delivered by the ELM as

reflected by their ratings of the performance of the ELM, hence the need to capacitate the training department.

- The Employees Assistance Programme's existence is in name only with the majority of employees not utilizing its services, an indication of lack of confidence in the office/officer's ability to help employees with their problems.
- Members of the public still have confidence in the relevance of local government as a sphere that should be able to respond to their needs, since they are able to interact with officials at that level as a result of their close proximity.

5.4 RECOMMENDATIONS

It is equally pertinent that having undertaken comprehensive research findings on the effects of on-the-job training on service delivery in the ELM, the researcher proposes recommendations to the Mayor's Committee of the ELM on how the objectives of the municipality can be realized:

- There is a dire need to establish official links between the ELM and the tertiary institutions in the Sedibeng region in order to share experiences and research data relevant to training and development. The universities can be convinced to establish a School of Local Government solely focused on capacitating officials of the ELM with the necessary skills and knowledge. It is vital to ensure optimum efficacy, quality and relevance of training courses developed by the tertiary institutions.

- It is also important for the ELM not to offer training on an ad hoc basis but rather consistently with immediate follow ups of the theoretical training sessions being complemented by practical application of what has been learned.

- Training managers need to be equipped with the latest methodologies and literature on training to ensure that they improve on aspects like credible data analysis, modeling and planning which are aspects vitally important in the public sector Human Resource Development discourse.

- There is a need to revamp the stagnant EAP unit to enable it to perform to its maximum potential.

- When employing managers in the training and development unit, the spoils system needs to be done away with. Only individuals equipped with the necessary qualifications, skills and attitudes especially in areas of training and statutory interpretation should be considered. The same goes with councilors since the Councilor's Handbook developed by SALGA is found wanting in enabling effective service delivery from these officials.

- The issue of improving communication and customer care is central to the ELM achieving its mandate. This department needs to jerk its channels of communicating with the public so that the public is able to appreciate council constraints in certain areas and also to laud the efforts of the municipality where targets are being reached.

- There is a dire need to ensure that there is compatibility of training programs with employee's work situation.

- The issue of consultation with stakeholders in the form of employee organizations before decisions are taken should be seriously looked into. This does not in any way undermine council's legislative powers to govern.

- The budget earmarked for employee training should be utilized to the maximum and the information on its utilization be continuously updated on all communication mediums for all employees to be informed. It should be considered criminal if the department charged with training can at any at stage report underspending.

- Technological tools in the form of computers should be frequently used in the training of employees. This is so given the fact that we live in the age of technology where these tools are part of employees functioning.

5.5 CONCLUSION

The study has been able to reach conclusive findings with regard to the fact training should indeed be a key, core and central component of the ELM's strategic objectives going forward. Equally key is the fact that for the municipality to be a world class African municipality, considerable time, effort and resources need to be invested in on-the-job training for employees of the Emfuleni Local Municipality.

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ANNEXURE A

RESEARCH QUESTIONNAIRES

QUESTIONNAIRE

Title: The effects of on- the- job training on service delivery at Emfuleni Local Municipality

Respondent: MMC- Administration at Emfuleni Local Municipality

Introduction

The student who authored this questionnaire is pursuing a Masters degree in Public Development and Management and will therefore appreciate your assistance in completing the questionnaire as frankly as you possibly can.

Please give answers as comprehensively as possible.

1. What is your understanding of On-The-Job Training?

2. How much has your department committed to the development of employees?

3. Do you think that it is sufficient given the demands for productivity/service delivery?

4. Do you think that ELM objectives are realisable given the problems of lack of capacity?

5. **Do you think that SETA's are necessary?**

Yes	No

6. **Do you think their role/ existence is useful?**

Yes	No

7. **Can you briefly expand on their importance?**

8. **Do you think that the low payment of services has anything to do with the incapacity of the ELM employees? If Yes/No, substantiate.**

9. **Does the Handbook for Councilors developed by SALGA have any effect on enhancing their capacity to deliver services to the public?**

Yes	No

10. **How can academic institutions like the University of North West assist to capacitate employees of the ELM in order to ensure accelerated service delivery?**

QUESTIONNAIRE

Title: **The effects of on- the- job training on service delivery at Emfuleni Local Municipality**

Respondents: **South African Municipal Workers Union (SAMWU)**

Introduction

The student who authored this questionnaire is pursuing a Masters degree in Public Management and Development and will therefore appreciate your assistance in completing the questionnaire as frankly as you possibly can.

Please read and answer carefully each question by making a cross in the appropriate block:

1. Does the ELM offer on- the- job training to its employees?

Yes	No

2. If yes how often is the training offered?

Sometimes	Seldom	Always	Often

3. Is the training offered relevant to their work situation?

Yes	No

4. Who offers the training to them?

Consultants	Your training department	Both

5. Does the training improve their productivity/ service delivery?

Yes	No

6. Do you think they enjoy the training offered?

Yes	No

7. Do you think that training is necessary?

Yes	No

8. Do you think that training leads to employee development?

Yes	No

9. Do you think that training should be compulsory?

Yes	No

10. Do they consult your training and development officers/EAP unit when they have performance problems?

Yes	No

11. Does the ELM use computers/ video in training?

Yes	No

12. Where is the training offered?

Council chambers	Elsewhere

13. Do you think the setting/training venue is important?

Yes	No

14. Do you think that a greater amount of the budget should be redirected to training needs?

Yes	No

15. How do you rate the performance of the ELM Training Department?

Very Good	
Good	
Average	
Not all good	
Unsure	

16. SAMWU believes that it is necessary to train other employees like ordinary labourers.

Yes	No

17. Do you believe that SAMWU as the representative union of municipal workers interests should be consulted in the choice of training programs by the ELM?

Yes	No

18. **Is SAMWU part of the processes around the allocation of funds to various Departments particularly directed towards training needs?**

Yes	No

19. **Do you think their promotion and development opportunities are enhanced if they are trained?**

Yes	No

20. **Do you think that the public appreciate the quality of services renderered to them by the ELM?**

Yes	No

21. **What in your view is meant by efficiency, effectiveness and on-the-job training?**

_____

_____

_____

_____

_____

_____

_____

22. **What shortcomings are evident (in SAMWU's observation) at the Emfuleni Local Municipality which necessitate the prioritisation of training?**

_____

_____

_____

_____

_____

23. What can SAMWU recommend in an effort to add value for accelerated service delivery in the ELM?

_____

_____

_____

_____

_____

QUESTIONNAIRE

Topic: The effects of on- the- job training on service delivery at Emfuleni Local Municipality

Respondent: North West University (NWU)

Introduction

The student who authored this questionnaire is pursuing a Masters degree in Public Management and Development at the North West University and will therefore appreciate your assistance in completing the questionnaire as frankly as you possibly can.

1. **Does the North West University have any form of interaction with the Emfuleni Local Municipality?**

Yes	No

2. **Can you describe the nature of the relationship the university has with the ELM?**

_____
_____
_____
_____

3. **Does the university contribute in any way towards the education and training of the employees of the ELM?**

Yes	No

4. **If yes in which areas do you mostly provide the training?**

_____
_____
_____

5. **Does the ELM add any value to the university in your interactions with them?**

Yes	No

6. **Do you sense in your engagements with the ELM that they seem to be on top of the situation with regards to service delivery?**

Yes	No

7. **What areas have you identified as shortcomings and which in your view can be improved by the ELM?**

8. **In your interaction with the ELM do you sense that they are conversant with the requirements of a variety of legislation which governs local government?**

Yes	No

9. **Based on your own experiences as an institution of learning, does on- the job-training enhance the capacity of employees to perform to their optimum level?**

Yes	No

10. **What can you recommend to the ELM as strategies that can be employed for them to accelerate service delivery?**

QUESTIONNAIRE

Title: **The effects of on- the- job training on service delivery at Emfuleni Local Municipality**

Respondents: **Managers**

Introduction

The student who authored this questionnaire is pursuing a Masters degree in Public Management and Development and will therefore appreciate your assistance in completing the questionnaire as frankly as you possibly can.

Please read and answer carefully each question by making a cross in the appropriate block:

1. Gender

Male	Female

2. Position

Top Management	
Middle Management	
Other	

3. Does the ELM offer on- the- job training to its employees?

Yes	No

4.If yes how often is the training offered?

Sometimes	Seldom	Always	Often

5. Is the training offered relevant to their work situation?

Yes	No

6. Who offers the training to them?

Consultants	Your training department	Both

7. Does the training improve their productivity/ service delivery?

Yes	No

8. Do you think employees enjoy the training offered?

Yes	No

9. Do you think that training is necessary?

Yes	No

10. Do you think that training leads to employee development?

Yes	No

11. Do you think that training should be compulsory?

Yes	No

12.Do employees consult your training and development officers/EAP unit when they have performance problems?

Yes	No

13. Do you use computers/ video in training?

Yes	No

14. Where is the training offered?

Council chamber	Elsewhere	Both

15. Do you think the setting/training venue is important?

Yes	No

16. Shouldn't a greater amount of the budget be redirected to training needs?

Yes	No

17. How do you rate the performance of the ELM Training Department?

Very Good	
Good	
Average	
Not all good	
Unsure	

18. I believe that it is necessary to train other employees like ordinary labourers.

Yes	No

19. Do you believe that employees should be consulted in the choice of training programs?

Yes	No

20. Do employees know of the exact financial cost of their being continually trained by the employer?

Yes	No

21. Do you think their promotion and development opportunities are enhanced if they are trained?

Yes	No

22. Do the public appreciate the quality of services you render to them as managers in the ELM

Yes	No

23. What in your view is meant by efficiency, effectiveness and on-the-job training?

_____

_____

_____

24. What shortcomings are evident at the Emfuleni Local Municipality which necessitate the prioritisation of training?

_____

_____

_____

_____

_____

25. What training strategies are you employing to enhance effective service delivery at the Emfuleni Local Municipality?

_____

_____

_____

26. What recommendations can add value in an effort to accelerate effective training programmes at the Emfuleni Local Municipality in relation to service delivery?

_____

_____

_____

_____

QUESTIONNAIRE

Title: The effects of on- the- job training on service delivery at Emfuleni Local Municipality

Respondent: Employees

Introduction

The student who authored this questionnaire is pursuing a Masters degree in Public Management and Development and will therefore appreciate your assistance in completing the questionnaire as frankly as you possibly can.

Please read and answer carefully each question by making a cross in the appropriate block:

1. Gender

Male	Female

2. Position

Top Management	
Middle Management	
Other	

3. Does the ELM offer on- the- job training to its employees?

Yes	No

4. If yes how often is the training offered?

Sometimes	Seldom	Always	Often

5. Is the training offered relevant to your work situation?

Yes	No

6. Who offers the training to you?

Consultants	Your training department	Both

7. Does the training improve your productivity/ service delivery?

Yes	No

8. Do you enjoy the training offered?

Yes	No

9. Do you think that training is necessary?

Yes	No

10. Do you think that training leads to employee development?

Yes	No

11. Do you think that training should be compulsory?

Yes	No

12. Do you consult your training and development officers/EAP unit when you have problems?

Yes	No

13. Do you use computers/ video in training?

Yes	No

14. Where is the training offered?

Council chamber	Elsewhere	Both

15. Do you think the setting/training venue is important?

Yes	No

16. Are you aware that part of your tax is leviable amount that goes to training?

Yes	No

17. Do you support the above (16)?

Yes	No

18. How do you rate the performance of the ELM Training Department?

Very Good	
Good	
Average	
Not all good	
Unsure	

19. I believe that it is necessary to train other employees like ordinary labourers.

Yes	No

20. I believe that employees should be consulted in the choice of training programs

Yes	No

21. Do you know of the exact financial cost of you being continually trained by the employer?

Yes	No

22. Do you think that you will get a better job if you are trained?

Yes	No

23. Do the public appreciate the quality of services you render to them as employees of the ELM

Yes	No

QUESTIONNAIRE

Title: The effects of on- the- job training on service delivery at Emfuleni Local Municipality

Respondent: Members of the Community/Public

Introduction

The student who authored this questionnaire is pursuing a Masters degree in Public Management and Development and will therefore appreciate your assistance in completing the questionnaire as frankly as you possibly can.

1. **Gender**

Male	Female

2. **Race Group**

Black	White	Coloured	Indian

3. **Home Language**

4. **Social/ Economic Status**

Employed	Unemployed	Self-Employed	Student

5. **Do you think training is necessary in order for the Emfuleni Local Municipality to improve service delivery?**

Yes	No

6. **Does training in your view lead to employee development?**

Yes	No

7. **Overall, how would you rate the general quality of service delivery by the Emfuleni Local Municipality to the public, using the scale below?**

Very Good	Good	Average	Poor

8. **Is it worthwhile to continue having a sphere/tier like local government given your answer above?**

Yes	No

9. **In your interaction with the employees of the ELM, how would you rate customer care?**

Friendly	Lazy	Racist	Unfriendly	Disrespectful	Rude

10. **Given your views around the quality of service delivery by the ELM employees, can the ELM be able to achieve its mandate to the public?**

Yes	No