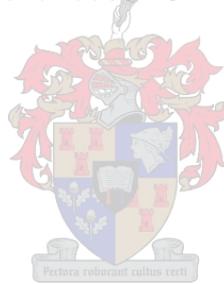


HUMAN RESOURCE DEVELOPMENT IN LOCAL GOVERNMENT: A MANAGEMENT PERSPECTIVE

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DECLARATION

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ABSTRACT

Municipalities are the sphere of government that is the closest to communities. The rapid transformation of municipalities has placed renewed emphasis on the employees in municipalities to be capacitated with the required competencies to meet the ever-increasing demands of citizens. This by implication means that human resources should be managed well, but many municipalities have a poor human resource development record. Human resource development is a fundamental component of human resource management. The effective management of human resource development activities and processes within municipalities has the potential to ensure that the municipalities continue to deliver services to their communities in an efficient and effective way.

The research was approached from multiple angles. A municipal case study (qualitative) of the management of human resource development in the Netherlands was conducted. This was followed by an evaluation (quantitative) of the Saldanha Bay and Drakenstein Municipalities. Drawing on the different findings and the lessons learnt, it was concluded that human resources development should be managed in an integrated management way, with the collaboration of the organisational actors (human resource department, line managers and employees) and with appropriate external support.

An Integrated Management Framework for Human Resource Development is dependent on the Municipality having in place human resource development policies that support the strategic objectives of the Municipality, and on the implementation of the policies through considering formal and informal development options. This in turn is dependent on how the HRD function is organised through the delegation of the HRD functions to operational directorates and specifically line managers. In this framework the employees are not passive recipients, but have to participate actively in the process, thereby entrenching internal democracy. At the centre of the Integrated Management Framework for Human Resource Development is a set of ethical values.

A fundamental assumption of the IMF-HRD is that the organisational actors have the functional and collaborative competence to enable them to commit to achieving measurable HRD outcomes. These HRD outcomes lead to renewed organisational competence to deliver superior human resource development performance that results in a change in the overall management culture of human resource development in municipalities.

OPSOMMING

Munisipaliteite is die sfeer van regering wat die naaste aan gemeenskappe staan. Die snelle transformasie van munisipaliteite het hennu dnuke druk op hulle werknemers geplaas om met die verlangde bevoegdhede toegerus te wees om te kan voldoen aan die steeds toenemende eise van inwoners. By implikasie beteken dit dat menslike hulpbronne deeglik bestuur moet word, maar talle munisipaliteite se rekord wat betref die bestuur van menslike hulpbronontwikkeling laat veel te wense na. Menslike hulpbronontwikkeling is 'n fundamentele onderdeel van menslike hulpbronbestuur. Doeltreffende bestuur van bedrywighede en prosesse rakende menslike hulpbronne binne munisipaliteite bied die potensiaal wat verseker dat munisipaliteite voortgaan om op bekwame en doeltreffende wyse dienste aan hulle gemeenskappe te lewer.

Hierdie betrokke navorsing is uit veelvuldige hoeke benader. 'n Munisipale gevallestudie (kwalitatief) van die bestuur van menslike hulpbronontwikkeling in Nederland is onderneem. Daarna is 'n evaluering (kwantitatief) gedoen van die munisipaliteite van Saldanhaabaai en Drakenstein. Uit die verskillende bevindinge en lesse wat geleer is, is tot die slotsom gekom dat menslike hulpbronontwikkeling op 'n geïntegreerde bestuurswyse bestuur behoort te word – met die samewerking van die organisatoriese rolspelers (departemente van menslike hulpbronne, lynbestuurders en werknemers), asook met toepaslike eksterne ondersteuning.

'n Geïntegreerde Bestuursraamwerk vir Menslike Hulpbronontwikkeling (MHO) berus daarop dat die betrokke munisipaliteit menslike hulpbronontwikkelingsbeleide in plek het wat die strategiese doelwitte van die munisipaliteit ondersteun en ook op die implementering van vermelde beleide deur oorweging van formele en informele ontwikkelingsopsies. Dié is op sy beurt afhanklik van die mate waartoe die MHO-funksies deur delegering aan die operasionele direktorate, en spesifiek lynbestuurders, georganiseer word. Binne hierdie raamwerk is die werknemers nie passiewe ontvangers nie, maar moet aktief aan die proses deel hê en sodoende interne demokrasie verskans. Midde die Geïntegreerde Bestuursraamwerk (GBR) vir Menslike Hulpbronontwikkeling is daar 'n stel etiese waardes.

'n Fundamentele aanname van die GBR-MHO is dat die organisatoriese rolspelers oor die funksionele en samewerkingsbevoegdheid beskik om daartoe in staat te wees om hulle te verbind tot die bereiking van meetbare MHO-uitkomstes. Dié MHO-uitkomstes gee aanleiding tot hernude organisatoriese bevoegdheid wat hoogstaande menslike hulpbronontwikkelingprestasie meebring en gevolglik aanleiding gee tot 'n verandering in die algehele bestuurskultuur van menslike hulpbronontwikkeling binne munisipaliteite.

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**The Sovereign Lord is my strength,
he makes my feet like the feet of a deer,
and He enables me to go on the heights.**

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LIST OF ABBREVIATIONS

A+O	Fonds Gemeenten- Arbeidsmarkt and Opleidings Fonds Gemeenten
AMO	Ability, Motivation, Opportunity theory
COGTA	Department of Cooperative Governance & Traditional Affairs
COP	Community of Practice
CMT	Central Management team
CVA	College voor Arbeidszaken
DM	Drakenstein Municipality
DHET	Department Higher Education and Training
DNA	Die Nuwe Werken
ETD	Education Training and Development
GS	Gemeente Sekretaris
HDR	Human Development Report
HNW	Het Nieuwe Werken
HR	Human Resources
HRDS	Human Resource Development Strategy
HRD	Human Resource Development
HRDF	Human Resource Development Facilitator
HRDP- SA	Human Resource Development Plan of South Africa
HRDP	Human Resource Development Plan
HRM	Human Resource Management
IDP	Individual Development plan
IDP	Integrated development plan
ILB	Individual Loopbaan Budget
IMF- HRD	Integrated Management Framework for Human Resource Development
KPA	Key Performance Areas
KPI	Key Performance Indicator
LF	Learning Framework
LGTAS	Local Government Turn Around Strategy
LGSETA	Local Government Sector Education Authority

LNT	Learning Network Theory
MM	Municipal Manager
NDP	National Development Plan
NSA	National Skills Accord
NSDS	National Skills Development Strategy
OD	Organizational Development
PA	Personnel Administration
PDP	Personal Development Plan
POP	Personeel Ontwikkelings plan
RPL	Recognition of Prior Learning
RSA	Republic of South Africa
SALGA	South African Local Government Association
SAMWU	South African Municipal Workers Union
SBM	Saldanha Bay Municipality
SDA	Skills Development Act
SDF	Skills Development Facilitator
SETA	Sector Education Training Authority
SSC	Shared Service Centre
PAMA	Public Management Administration Act
PSC	Public Service Charter
NCOP	National Council of Provinces
VNG	Vereniging van Nederlandse Gemeentes
WSP	Workplace Skills Plan

CHAPTER 1: INTRODUCTION

1.1 INTRODUCTION

This chapter provides an overview of the intended research area to be investigated through academic enquiry. The first part of the chapter presents the research objectives and questions as well as the problem statement. A brief overview of the initial literature reviewed is presented.

The second part covers the methodology and choice of research tools to be employed in this study. A chapter layout is presented that will serve the purpose of a roadmap to guide the reader through the research.

1.2 BACKGROUND

The post-Mbeki government came into office on a promise to restructure government to become more responsive to the needs of the community, with the objective to strengthen South Africa's human resources base in order to have skilled and capable employees who can support South Africa's socio-economic development and growth (Department of Higher Education and Training (DHET), 2010:12). Since the year 2000 a number of progressive human resource development policies have been legislated (to be elaborated on later) with the aim of reversing the downward HRD trend.

The most notable of these policies are the the National Skills Development Strategy (NSDS) (2000), the Human Resource Development Strategy for South Africa (HRD-SA) (2010), and the National Development Plan 2030 (NDP) (2011). Collectively these plans offer a narrative of a preferred vision of the future, emphasising the need to accelerate progress and to deepen democracy in order for South Africa to translate the political freedom of its citizens into their economic wellbeing. In order for the plan to succeed, the NDP identified three priorities, viz:

- Raising employment through faster economic growth;
- Improving the quality of education, skills development and innovation;
- Building the capability of the state to play a developmental transformative role (NDP) (RSA, 2011b:13-17).

The success of the NDP ultimately rests on the ability of all spheres of government (the developmental state) to respond to the development challenges and to translate this vision into action. Municipalities in particular have a critical role to play in the achievement of a national strategy, since they represent a platform for developing human expertise, not just for their own ends, but also for those of the country as a whole (Lynham in Byrd & Demps, 2006:557).

However, municipalities in South Africa have a dismal record as far as human resource development is concerned. The prevalent culture in many municipalities is not conducive to attracting and retaining the skilled and professional staff required to ensure effective service delivery. This is compounded by the fact that there is a prevailing organisational belief that human resource development (HRD) projects and programmes such as skills development, capacity building, coaching and mentoring can be achieved without planning for them. Together with an assumption that there are short cuts to acquiring specialist skills through avenues other than the required education, training and work experience, this is the problem and the opportunity (CoGTA, 2009a:69).

The HRD-SA, NSDS and NDP are therefore a call to action. They demand of individuals and municipalities to take on the challenge of improving the South African human resource base. More importantly, they require a paradigm shift specifically among managers, as they are after all the institutional leaders tasked with creating an environment conducive to developing employees (DHET, 2010:8).

1.3 RESEARCH OBJECTIVES

The research objectives for this study are as follows:

- To determine what constitutes the concept Human Resource Development (HRD) and how this relates to Human Resource Management (HRM);
- To determine the organisational actors and their specific roles in HRD;
- To determine the different approaches to HRD;
- To determine the activities that constitute the broad HRD functions;
- To determine how HRD is practised in a developed nation and to draw lessons for application in South Africa;
- To determine the HRD policy environment in South African municipalities;
- To determine how HRD is practised in South African municipalities;
- To determine how HRD functions are organised in municipalities;
- To determine the role performed by the different organisational actors (HR department, line managers and employees) and the extent of collaboration between organisational actors in municipalities;
- To ascertain the HRD challenges faced by municipalities and how HRD is managed and applied in municipalities;
- To ascertain the awareness of the organisational actors of the HRD policies and how they are interpreting and experiencing them;
- To evaluate how HRD is practised in municipalities;
- To evaluate the levels of participation of employees in the municipality and the organisational mechanisms that are in place to support this;
- To evaluate the level of external support provided to municipalities to meet their HRD objectives;
- To evaluate the competence of the organisational actors to effectively implement HRD in their organisations;
- To develop an integrated management framework to effectively implement HRD in municipalities

1.4 RESEARCH QUESTIONS

The research questions for this study are as follows:

- How is HRD defined and what constitutes the concept of HRD?
- How is HRD different from HRM?
- What role does HRD policy play in implementation?
- Who are the organisational actors in municipalities and what role do they play in the effective implementation of HRD?
- What are the limitations on the organisational actors that may cause indifference/apathy towards implementation of HRD activities?
- How is HRD practised in a developed nation and can this be replicated in South African municipalities?
- What are the HRD challenges facing South African municipalities and the organisational actors?
- How is HRD practised in South African municipalities?
- How do the different organisational actors experience and interpret HRD?
- How are HRD functions organised in municipalities?
- Is there sufficient collaboration between the organisational actors in order to meet HRD objectives?
- How are employees participating in their development and what are the organisational mechanisms that are in place to enhance and facilitate internal democracy?
- What is the level of support from outside agencies to municipalities in support of their HRD mandate?
- To what extent are organisational actors aware of, and equipped to assume, their HRD responsibilities?
- What is the type of support needed by organisational actors to perform their HRD roles effectively?
- What type of integrated management managerial framework should be adopted that will result in effective HRD implementation in South African municipalities?

The study aims to make a theoretical, methodological and practical contribution to the body of knowledge on managing employees in a municipal environment by proposing an integrated management framework.

- **Theoretical contribution:** Studies were undertaken on local government, but to the knowledge of the researcher, little research has been undertaken on the integrated (collaborative) role that the organisational actors play in creating development opportunities for their subordinates. This study will focus on the competencies (knowledge, skills and attitudes) needed by the organisational actors in municipalities to ensure a climate conducive to human resource development and organisational service delivery. It will further propose new policies and practices that will increase the understanding of HRD in a municipal context with a variety of HRD methodologies.
- **Methodological contribution:** While local studies on human resource development in recent years have been increasingly applying qualitative research methods, it is anticipated that the envisaged empirical study would further refine some aspects of the HRD strategies within a municipal governance setting.
- **Practice:** It is the contention of the researcher that this research will make a practical contribution towards improving municipal performance and human resource development as envisaged in the Public Administration Management Act (11 of 2014) (RSA, 2014a). The study will inform the current practice of the HR department and experience of the organisational actors who are not directly tasked with human resource development like line managers and employees. It will offer an innovative approach to the management of HRD that can be implemented in municipalities.

1.5 PROBLEM STATEMENT

There is a knowledge void in terms of understanding how HRD is interpreted and managed in South African municipalities. An initial research search confirmed that very little research has been conducted on how HRD is interpreted and managed internal to municipalities.

Current management research is too far removed from the world of practice; is overly theoretical and abstract and hence cannot be applied to real life situations that could lead to the improvement of performance in municipalities.

The current research fails to recognise the problems and challenges facing the organisational actors, specifically line managers in the process of executing their HRD roles and responsibilities. It is important that this problem is addressed through research since it is ultimately organisational actors that maintain and manage municipalities.

Organisational actors (line managers, HR department and employees) are not collaborating effectively to advance the development agenda of the state and continue to work in silos instead of collaborating, which in turn leads to municipalities not meeting their defined developmental objectives.

There is a lack of proper interpretation and implementation of HRD policies in municipalities together with a pervasive lack of line management integration with the HRD department. It can be argued that this lack of integration between line management and the HRD department directly leads to a dearth of competence amongst the employees.

The absence of a balanced HRD conceptual understanding of the responsibilities and roles of organisational actors may be the root cause of the competency deficit in municipalities. This result in subordinates of line managers, in particular, not accessing the envisaged HRD opportunities that leads to a lack of productivity and motivation.

It is not known whether a lack of human resource development capacity for line managers is the only factor that is preventing their subordinates from accessing development opportunities, nor is it known whether there are other causal factors that may lead to the lack of development opportunities for the subordinates of line managers (these would include policy inaction; one-dimensional practice of HRD; how the HRD function is organised; employee participation in their own development; external support and a lack of collaborative competence amongst the organisational actors).

1.5.1 Hypothesis

The effective management of Human Resource Development in South African municipalities will lead to increased satisfaction and productivity levels amongst employees that will ensure that municipalities deliver on its defined constitutional mandate.

1.6 SOUTH AFRICAN ORGANISATIONAL PERSPECTIVE

Public administration in South Africa is governed by nine principles enshrined in the Constitution which apply to the three spheres of government, organs of state and public entities (Constitution of the Republic of South Africa, 1996) (previously referred to as Act 108 of 1996). The one principle that has a direct bearing on this study is the principle of good human resource management and career-development practices to maximise human potential. This principle speaks to deliberate actions that need to be taken by public managers tasked with leading public affairs in a way that creates the type of organisational environment in which human resources can grow and excel.

Public sector organisations perform a critical role within the South Africa context; they are more than social clubs – on the contrary, they should be task (output) and results-driven (Manning, 2006:101). The new democratic order requires educated citizens to occupy and maintain the key democratic institutions and to participate in their civic processes (Madonsela, 2015:12). A competence crisis in the professional categories poses one of the greatest challenges for municipalities as they attempt to improve human resource development in South Africa. Increasing the competence base of South Africans is therefore regarded as a key socio-economic and political imperative (Kraak, 2005:59-64). But South Africa does not have a good track record when it comes to providing opportunities for the development of employees (the people inside the organisation) (Manning, 2006:105). South African organisations invest only between 0.5 to 1.5% of their payroll on HRD activities for employees, compared to the 5% invested in training by Europe and the USA. In Japan up to 8% of payroll is invested in development of employees (Horwitz, Nkomo & Rajah in Kamoche, Debrah, Horwitz & Muuka, 2004:3).

Human resource development thus plays a major role in the public sector. Without people to drive government strategies, there will inevitably be no efficient and effective delivery of government services.

1.7 LITERATURE REVIEW

A literature review entails a survey of the secondary body of works published by other scholars (Hofstee, 2009:91). A review of the literature indicates that little is known on how Human Resource Development (HRD) is practised in Africa and Southern Africa in particular. Most of the current knowledge on HRD stems from research and knowledge generated in Europe and the USA, despite the changing focus from the developed to the developing world which can be referred to as the Western conceptualisation of human resource development (Hamlin & Stewart, 2011:215). A comprehensive, critical and contextualised literature review will be undertaken in Chapter 2, but a brief provisional review is presented here.

The performance of any organisation hinges on its human resources and their competence (knowledge, skills and attitudes) and on the way in which human resources are provided with opportunities to develop and how they are managed. The development of human resources has often been neglected by organisations and regarded as a cost rather than an organisational investment with long-term benefits for the individual and the organisation. The task of securing talent and building human resource capacity should thus be a priority in every organisation (Shandler, 2000:1-4; Manning, 2006:105).

The Human Resource Management (HRM) function and the manner in which human resources are managed within a municipality have a direct effect on the success of the given. Successful municipalities are able to use their employees to solve problems and to achieve success in the long run; they have the ability to involve line managers and engage human resources more effectively as well as strongly emphasise human resource development (HRD) strategies (Warnich, Carrell, Elbert & Hatfield, 2015:8). These HRD strategies are normally executed through a range of policies.

It then becomes important to distinguish between HRD policy and practice. Municipalities may have good HRD policies that may even be supported and endorsed by management, but there may be a gap between the stated policy intention and the observable performance (actions) as experienced by the employees. In this instance the HRD policies may be experienced by employees as meaningless, unless the employee experiences the policy positively. A municipal organisational HRD practice should be measured in three different ways:

- Its presence – whether the policy is present;
- Coverage – the proportion of the employees who benefit through policy or practice; and
- Its intensity – the degree to which an employee is exposed to the practice or policy (Boselie, Dietz & Boon, 2005:7).

Traditionally the training department in the human resource department of an organisation played the role of doing everything related to employee development for managers. But that is exactly where the organisational challenge lies. Line managers are ultimately responsible for creating the climate conducive to the development of employees and not be idle spectators in this regard. Line managers should assume the role of coaches, facilitators and enablers. In this change of roles, the human resource or training department begins to offer a more supportive service to managers, advising line managers and not deciding for line managers on the best available human resource development interventions (Leopold, Harris & Watson, 1999:225; Manning, 2006:105). The very purpose of the collaboration between line managers and the HRD department serves to generate desired outcomes jointly that could not be accomplished separately. It involves engaging in cooperative activities to enhance the capacity of the organisation to achieve a common HRD purpose. It further involves the ability to generate capacity for joint action that did not exist before and to sustain it (Emerson, Nabatachi & Bolagh, 2011:14; Welsh, 2013).

The task and responsibility for HRD in municipalities is to be co-owned by line managers, human resource departments and employees. This is a responsibility that cannot be left to the human resource departments, as is so often the case. This collaboration will be explored further in Chapter 2.

1.7.1 Clarity of concepts

The following concepts are explained briefly in order to ensure clarity in terms of definition and provide a first point of contextual understanding. These concepts are elaborated on fully in Chapter 2.

- **Management echelon**

The management echelon can be considered as the specific and distinguishing organ of all organisations (Drucker, 1999:9). The traditional definition of management holds that management refers to tasks that involve planning, leading, organising and control. However, there is a more human aspect of management that has to be considered as opposed to the purely mechanistic function. This definition places people at the centre of management. Management should rather be considered as a process of getting things done effectively and efficiently through and with people. It is about helping to bring out the best in employees entrusted to the care of the manager in order for them to know better, decide better and to act better, in turn leading to improved organisational and individual performance (Robbins & De Cenzo, 1995:6; Mintzberg, 2013:11)

Three distinct management levels can be distinguished, viz. senior managers, middle managers and first line managers/supervisors (Katz in Meyer, 2002:176). However, most managers in organisations are promoted as a reward for technical competence in a given job, especially line managers. Accordingly, the line manager is armed with superior technical competence but lacking, or even unaware of, the complex competencies that are needed to manage the job outputs and performance of employees. This presents a structural problem, particularly in terms of municipalities, where appointments to management echelons are not sometimes made with the incumbent having the technical nor the professional managerial competence required (Katz in Meyer, 2002:175).

South African municipal managers function and operate in a diverse country/context and hence municipalities will need to shift from a compliance mind-set (outputs) to a commitment model that has an organisational culture reflecting the notion of *ubuntu* and competence building as being vital for both competitiveness and equity in the workplace (results). This is the task of management. The managerial responsibility for team and individual development is thus regarded as a key competence (Robbins & Decenzo, 2001:13–15; Horwitz in Kamoche, *et al.*, 2004:15). The task of all line managers invariably comes down to the development of competence in their subordinates, underlining the fact that human resource development is a key component of human resource management (Armstrong, 1998:7).

- **Human resource management**

People can be considered as the human resources of organisations, without which everyday municipal tasks could not be completed. Human resources can be considered as the key drivers of organisational success. In order to maximise organisational effectiveness, human resources must be managed and the organisational culture created for human resource management that includes development (CoGTA, 2010:3).

Various definitions of human resource management were reviewed. Human resource management (HRM) is understood to refer to five major components:

- Recruitment and selection;
- Development;
- Performance appraisal and feedback;
- Pay and benefits;
- Labour relations.

It can also be understood as referring to all the activities that managers engage in to attract and retain employees and to ensure that people in the organisation perform at efficient and effective levels so as to contribute to the accomplishment of organisational goals (Jones & George, 2004:374). Human resource management can also be referred to as involving a strategic and coherent approach to the management of an organisation's most valued assets,

that is, the people working there, who individually and collectively contribute to the achievement of organisational objectives. HRM emphasises that management should adopt a strategic approach, one in which HRD strategies are integrated with organisational strategies, thus treating employees as assets to be invested in.

It can be concluded that HRM is resource centred, directed mainly at management needs for human resources to be provided and to be deployed. It is more than simply the management of human relationships within an organisation; rather, it can be considered as being a strategic and coherent approach to the management of an organisation's employees (Mullins, 1999: 681).

- **Human resource development**

Human resource development (HRD) can be considered a sub-section of human resource management and can be defined as a complex process in which competence (knowledge, skills and attitudes) accumulates through training, education, coaching, mentoring, and work and life experiences. It involves developing competence in individuals in order for them to perform optimally (Manninen & Viitala, 2007:63).

Human resource development priorities and policy challenges in achieving organisational change and capacity-building in the labour market are critical to enhance South Africa's international competitiveness, especially since the demand for skilled jobs is growing, while it is declining for unskilled jobs (Horwitz *et al.* in Kamoche *et al.*, 2004:5). Human resource development can and should therefore be approached from multiple angles. Organisations should recognise and implement formal and informal HRD processes. A critical factor which will ensure that organisations achieve their strategic objectives is the establishing of clear, reciprocal relationships that integrate HRD policies with effective practice. When development programmes are relevant, they will as a matter of course give rise to superior organisational and employee performance (MacNeil, 2001:246).

HRD also refers to the formal and explicit activities that will enhance the ability of all individuals to reach their full potential. By enhancing the competence of individuals, HRD serves to improve the productivity of human resources in their areas of work – whether these are in formal or informal (workplace) settings. Needless to say, increased productivity and improvements to the skills base will lead to economic development as well as social development (DHET, 2010: 34).

Human resource development can also be regarded as a process involving the following stages:

- needs analysis;
- programme implementation; and
- results assessment, as illustrated in Figure 1.1

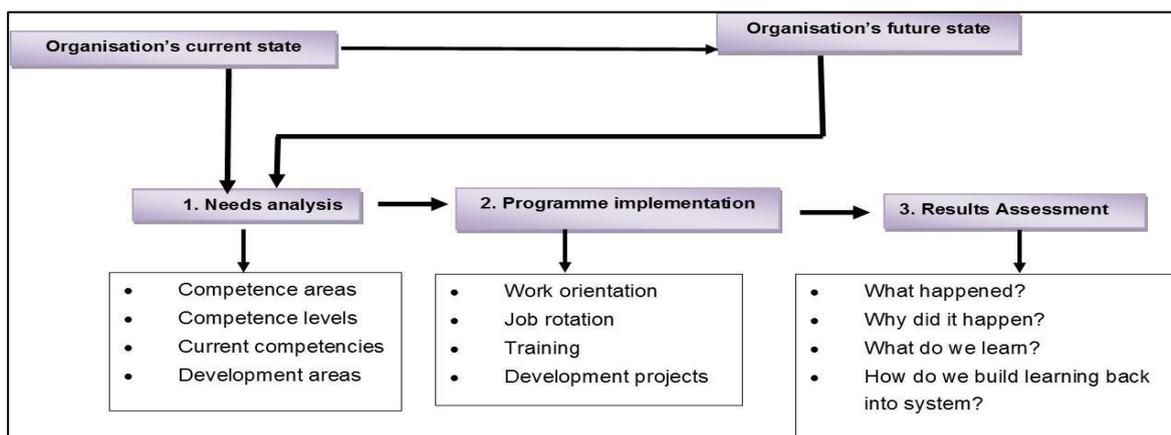


Figure 1.1: Stages of human resource development (Adapted from Manninen & Viitala, 2007:67)

The effectiveness of human resource development activities will depend in part on organisational conditions such as support from senior management and the development culture in the organisation. In order for development to be efficient, it should be a systematic process instead of an occasional or sporadic one. HRD should be regarded as a process instead of a once-off event. The key driver is to undertake an analysis of the organisation's current state with a view of the future, using development projects to ensure that the organisations reach its destination (Manninen & Viitala, 2007:68).

The key purpose of HRD is to promote competencies that have an impact on the achievement of strategic objectives and especially to focus on core competencies development in employees. An equally important objective is to improve the competencies of all members of the organisation to be better prepared to meet current and future organisational challenges. HRD can be regarded as an integral part of competence building, development and regeneration, which involves improving task performance, and enabling and supporting change implementation that promotes creativity and innovation (Manninen & Viitala 2007:63).

The second part of this chapter will deal with the research methodology to be employed for the proposed study.

1.8 RESEARCH METHODOLOGY

Research methodology is primarily concerned with the strategy for inquiry to be employed by the social science researcher. It answers questions as to how the researcher will go about systematically gathering and analysing social data, as well as accounting for the philosophical assumptions that underpin the research activities, the methods employed and the criteria used to evaluate the quality and rigour of the research activities (Kotze, 2010:3; Bougie, 2013:Interview).

There are three approaches to social science research:

- Positivism, broadly defined as the approach of natural science;
- Interpretive social science, which studies meaningful social action;
- Critical social science, which focuses on conducting research to critique and transform the world (Babbie, 2010:34-35; Neuman, 2003:69-86).

The epistemological position and paradigm that informs this research is that of interpretivism. The interpretive researcher is driven by the need to discover the details of a situation in order to understand the reality behind the reality. The interpretivist approach argues that it is necessary to explore the subjective meanings motivating people's actions in order to be able to understand them (Remenyani in Saunders, Lewis & Thornhill, 2003:84).

This study is an evaluation research project, specifically focusing on evaluation of implementation. This type of research aims to answer the question of whether an intervention programme, therapy, policy or strategy (HRD) has been properly implemented, whether the target group has been adequately covered, and whether the interaction was implemented as designed (Mouton, 2001:158).

1.9 RESEARCH APPROACH

There was a need for the researcher to develop a particular research approach. Research can be considered as a highly creative process and should be approached as such. In addition, the researcher needed to distinguish between the use of a research approach that is either deductive or inductive (Saunders *et al.*, 2003:85).

According to the deductive (quantitative) approach, a theory or a problem is developed and a research strategy is adopted to test prevalence and nature of the problem. A quantitative study can be defined as an inquiry into a social or human problem, based on testing a theory composed of variables, measured with numbers and analysed with statistical procedures in order to determine whether the predictive generalisations of the theory hold true (two municipalities in South Africa). A questionnaire is normally used (Creswell, 1994:2; Babbie, 2010:254-260).

The researcher can also make use of an inductive approach (qualitative); in this case the researcher collects data and develops a theory as a result of the analysis of the literature and official policy documentation. The case study method is a strategy for doing research which involves empirically investigating a particular contemporary phenomenon (in this instance human resource development) within its real-life context using multiple sources of evidence. Accordingly, the basic case study entails the detailed and intensive analysis of a single case (four municipalities in the Netherlands). Case study research, then, is concerned with the complexity and particular nature of the case in question. What distinguishes a case study is that the researcher is usually concerned with elucidating the unique features of the case, which is known as the idiographic approach (Robson in Saunders *et al.*, 2003:93).

By adopting different research angles, it is possible to combine the approaches and this can be advantageous. One of the advantages of using this method is that a multi-method approach enables triangulation to take place. Triangulation in this instance refers to the use of different data-collection methods in the study in order to ensure that the data are accurate (Saunders *et al.*, 2003:88; Sekaran & Bougie, 2009:385); triangulation enhances the reliability of the research. An example of this can be semi-structured interviews (interviews with senior managers) that may be a valuable way of triangulating data collected by other means such as questionnaires (Saunders *et al.*, 2003:99). The researcher regards triangulation as appropriate for this study. By combining the approaches, triangulation provides for a more accurate broad angle from which to review reality. The reality in this instance will be constructed from the viewpoint of the research participants and will bring to the surface vital issues of human resource development practices that may have otherwise have been “lost” using only a quantitative study (see Triangulation in Figure 1.2).

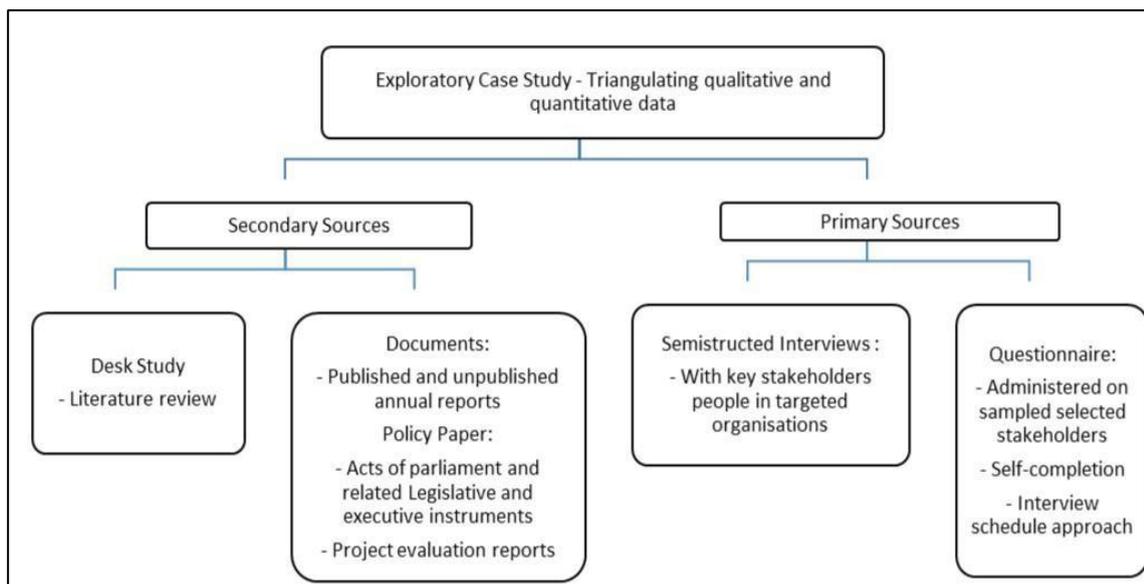


Figure 1.2: Triangulation methods (Antwi, Analoui & Cusworth, 2007:12)

Primary sources were employed in two ways: semi-structured interviews and the administration of questionnaires. Secondary sources will also be employed, making use of an extensive literature review (Chapter 2) and a review of internal municipal policies and relevant reports.

1.9.1 Participants and location of the empirical research

Four municipalities in the Netherlands will be researched in order to gain insight into international experience. Various interviews will be conducted with a variety of stakeholders from the municipalities and academia. In addition, the literature of the Dutch Municipalities will be presented. In the second instance, two similar size B municipalities in the Western Cape – namely the Drakenstein Municipality in the Cape Winelands District Municipality and the Saldanha Bay Municipality in the West Coast District Municipality will be researched. By selecting two similar size B municipalities it is envisaged that the research will be “richer” in terms of understanding the human resource development dynamics in the more rural municipalities in the Western Cape. The line managers and human resource department as described in the literature reviewed will be investigated. The subordinates of the line managers will be the third unit of analysis. In addition, different stakeholders (trade union members, representatives of municipal sector organisations) will also be interviewed.

1.9.2 Measuring instruments/data gathering methods

In line with the qualitative and quantitative methodologies, the qualitative phase will employ a case study method of inquiry. Robson (in Saunders *et al.*, 2003:93) defines a case study as a strategy for doing research which involves an empirical investigation of a particular contemporary phenomenon within its real-life context using multiple sources of evidence in the Tilburg, Dordrecht, Dongen and Den Bosch Municipalities in the Netherlands. This includes the four municipalities in the Netherlands. Both deductive and inductive approaches will be used in the analyses. A questionnaire will be developed in order to solicit the relevant data. Questionnaires allow for the collection of a large amount of data from a sizeable population (Saunders *et al.*, 2003:92). Whilst the quantitative phase will make use of survey research, literature, interviews and official documentation in the Drakenstein and Saldanha Bay Municipalities.

1.9.3 Research procedure

The researcher followed the procedure suggested by Saunders *et al.* (2003:99) when combining case study (The Netherlands) and the use of a questionnaire (Saldanha Bay and Drakenstein Municipalities).

- **Phase 1:** Structured interviews with the line managers, human resource development specialists as well as various stakeholders were identified, in order to discuss the important issues that are likely to be encountered in the research (contextual data).
- **Phase 2:** Focus group discussions with employees representing different grades and occupations in the municipalities. Focus group discussions are also undertaken with the two major trade unions representing the interests of employees. The purpose of these focus groups was to establish issues that are important to staff and unions. The results of the focus groups were used to inform the content of the questionnaire.
- **Phase 3:** A survey will be conducted using the questionnaire that will be developed to obtain further insights. This is to be circulated to a sample of selected line managers, employees and human resource development practitioners. A second questionnaire, the Learning Network Theory, was also employed.
- **Phase 4:** Semi-structured interviews with local government managers were held to clarify the content of some of the results gathered from the questionnaire. This was useful in order to clarify the meaning behind some of the data.

1.9.4 Statistical analysis/analysis of the data

All fieldwork culminates in the analysis and interpretation of data. This is true for qualitative as well as quantitative data. When undertaking analysis, the aim is to break data down into manageable themes, patterns, trends and relationships in order to establish whether patterns and/or trends are emerging that can be isolated or identified (Mouton, 2001:109). For the purpose of the questionnaire an appropriate statistical software program, Statistica 12, was used.

For the qualitative side of the research, the interviews were recorded and noted in writing. The salient issues and/or trends were written up. With respect to the study, field notes were compiled after every contact session. In addition, a field recorder was used to capture the experiences. Transcriptions of the audio-taped interviews together with field notes formed the basis of the construction of the participants' experiences and viewpoints.

1.10 ETHICAL ISSUES

The researcher was aware of the ethical considerations to be taken into account and has taken the necessary steps to ensure that the integrity of the research process is protected. The aim of the research was not to show how well or badly a municipality is managing HRD, but rather to highlight the emerging themes within the framework of HRD within a municipal environment. According to Welman, Kruger and Mitchel (2005:201) a researcher should take ethical considerations into account, namely informed consent, right to privacy and protection from harm.

The research addressed all the ethical considerations by obtaining the consent of the respondents after they were informed about the purpose of the interview, questionnaire and study through drafting a standard letter to the municipality that stated the research objectives and questions. Respondents were assured of their right to privacy and they were informed that their identities would remain confidential and anonymous. The researcher further informed the respondents of their right to withdraw from participation at any given time. The researcher ensured that no unethical techniques were used during the interviews and respondents were consistently treated with respect and dignity. The end result of the research is to showcase the emerging trends and to present an integrated management framework that will ensure that HRD in the municipal setting has a better chance of success that could be used by the local government sector.

1.11 CHAPTER OUTLINE

The introduction and problem statement have been presented in **Chapter One**, thus providing a context for the research. The chapter further outlined the research objectives and the accompanying research questions. A background to the study and the key concepts such as human resource development as a key component of the overall human resource management process were presented. The research methodology was described and will be elaborated on in chapter 5.

Chapter Two provides a comprehensive literature overview. The organisational context is presented. The broad concept of Human Resource Management is illustrated and the key competencies of management discussed. A theoretical

framework for Human Resource Management is then considered, after which Human Resource Development as a core component of Human Resource Management is explained. The different approaches to human resource development, together with the specific tasks and functions of the public manager, are presented.

Chapter Three offers an international insight into how HRD is practised in the Netherlands. In the first instance, the background and legislative context are presented together with the regulatory stakeholders. Then four municipalities are introduced that are all different in size and location, namely the Tilburg, Dordrecht, Dongen and the Hertogenbosch Municipalities. They are interpreted through the 5 focus areas, viz. the HRD challenges, HRD policy and practice, the organisation of HRD function, HRD and management, and internal democracy.

Chapter Four provides an insight into the legislative policy context that covers all the relevant Acts and strategies impacting on HRD in South Africa. This is followed by a discussion on how HRD is implemented in the two South African municipalities. The Saldanha Bay and Drakenstein Municipalities are then interpreted through the 5 focus areas, viz. the HRD challenges, HRD policy and practice, organisation of the HRD function, HRD and management, and internal democracy.

Chapter Five provides the empirical research finding on a macro (the perception of the organisational actors) and micro (the comparison between the perceptions of the organisational actors in the two municipalities) levels.

Chapter Six provides a comprehensive evaluation, analysis and interpretation of the research findings. This is done through the results derived from the questionnaires, the interviews, case studies in the Netherlands and the literature that was presented in earlier chapters.

In the final chapter, **Chapter Seven**, an integrated management framework for HRD is proposed as a viable framework for implementation to ensure the effective management of HRD in municipalities. The functional and collaborative competence of the organisational actors are considered, which provides the background to understanding and interpreting the integrated HRD management framework.

CHAPTER 2: A LITERATURE REVIEW AND THEORETICAL FRAMEWORK FOR HUMAN RESOURCE DEVELOPMENT

A healthy organisation is not a collection of detached human resources but a community of engaged human beings - Henry Mintzberg (2013:165)

2.1 INTRODUCTION

Organisations all over the world face a plethora of challenges that affect their overall performance and ultimate survival. There is broad consensus that human resource development is critical to long-term organisational sustainability. How organisations manage and develop their human resources ultimately affects their long-term survival. This chapter on human resource development begins, first, with an explanation of what constitutes an organisation. The broad organisational context is presented, which includes the organisational structures and various organisational forms. The human resources context is then described, followed by an explanation of the terms 'human resources' and 'management'. An in-depth analysis of the management context is presented through considering the functions of managers as well as the key competencies that collectively constitute the term 'management'. The human resource management theories are then presented and the collective term 'human resource management' is defined.

This is followed by detailed analysis of the broad term 'human resource development' (HRD) as a distinct component of human resource management. The theoretical framework of HRD is described, the term 'development' and its applicability within the human resource organisational context is unpacked. The section on HRD is concluded with an explanation of the different approaches to HRD and the particular role that the organisational actors perform in HRD. The concept of collaboration in HRD is introduced that places line managers, employees and the HR department as equal actors in organisational HRD programmes and activities. The HRD value proposition is elaborated on, after which the chapter concludes with a general critique of the concepts of human resources management and development.

For the purpose of this dissertation the term 'human resources' refers to the collective term used when referring to people or employees. Collectively the terms line managers, employees and HR departments are referred to as the organisational actors. The term HR department will refer to the functionaries within the HR department such as the training manager, skills development facilitator, and the specialist who offers a support function to line managers and employees. Line manager refers to any organisational actor who has others reporting to him/her and who is responsible for achieving functional or operational results for the organisation, with and through human and other resources. The term 'employees', unless otherwise denoted, will refer to those organisational actors who are not managers and do not perform a function within the HR department.

2.2 ORGANISATIONAL CONTEXT

Organisations are key features of society and can be regarded as social entities that employ more than one person, are result-based, designed, structured and coordinated activity systems that are linked to the environment to achieve long-term sustainability. In order for organisations to function efficiently and effectively, they need three type of resources: physical (machines, equipment and buildings), financial (money and/or investments) and human resources (the people employed by an organisation), which then transform inputs (human, financial and physical resources) into outputs (goods or services) (Dawson, 1992: xix; Armstrong, 1996:329; Drucker, 1999:38, Maund, 2001:5-7; Urgo, 2009:1; South African Board of People Practices (SABPP), 2013:21). Organisations do not function within a vacuum and have to be understood and interpreted within the particular context, of which two dimensions can be distinguished: the external and the internal context (Harrison, 2009:20-21; Pojasek, 2013:1-9).

The external context refers to the outer environment impacting on the organisation. Examples include the legislative and regulatory system, government policies and practices, all of which are legally binding authoritative norms. The policy and regulatory compliance may place particular demands on the organisation that may even constrain or advance the way that human resources are managed within the organisation (Fox, 2010:145).

The internal context of the organisation is shaped and influenced by the vision, values and goals as articulated by management, the subsequent management philosophy and actions of specifically managers, and the way human resources are managed through expressed policies and practices. By implication, the internal context is created by a variety of organisational actors and, depending on how these internal actors experience one another, gives rise to an organisational culture (McLaughlin, 2015:1-7).

The organisational culture can be regarded as a descriptive concept that conveys to the organisational actors and stakeholders the way in which the organisation functions and the uniform perception that is shared by its employees (SABPP, 2013:19). The organisational culture is shaped by, inter alia;

- The consistency in how policies are correctly implemented and enacted in the workplace;
- The variety of human resource development opportunities that is provided by the organisation;
- The level of participation in the development of employees by line managers;
- The supportive relationship between the line managers and his or her immediate subordinates and specialists in the Human Resource Department;
- The way in which human resources development is organised and implemented throughout the organisation; and
- The levels of autonomy that are provided to employees to take the initiative in their own development as opposed to the number of rules and regulations that control employee behaviour (Fox, 2010:146; Stewart & Rigg, 2011:316; Forum, 2012:1; Lowe & Media, 2015:1).

An organisational culture does not arise by default, but is premised on the ability of the organisation to bring different groups of people together to focus on a common task; e.g. in a municipal context engineers, accountants, caretakers, cashiers, all work together to ensure effective delivery of services to the communities. Collectively these groups of employees contribute to the performance of the organisation based on their competence, which in turn has internal and external value (Gilley & Gilley, 2002:4; Mullins in Muller-Camen, Croucher & Leigh, 2008:9; Purcell, Kinnie, Swart,

Rayton & Hutchinson, 2009:184; Mintzberg, 2013:32; Lowe & Media, 2015). Organisations can take on several different forms and structures, as will be indicated below.

2.2.1 Organisational structures

Two social structure characteristics of organisations needs to be understood: (1) the distribution of authority among actor positions (centralised vs. decentralised) reflects the authority and resources of each actor; and (2) the communication and consultation structures and processes within the organisation (Poell & Van der Krogt, 2014:1043-1070). The organisational structure or form describes how tasks and responsibilities are distributed amongst employees and departments, thus designating the formal relationships between the different organisational actors along the lines of authority, delegation and communication (Schuler & Jackson, 2007:25; Mintzberg, 2013:76; Kabat, 1983:175).

Six organisational structures are differentiated that have an influence on the development of human resources in organisations (Mintzberg, 2013:76).

- a) Entrepreneurial organisation: This organisation is characterised by a liberal work climate amongst the actors with limited lines of reporting. Individual employees are dominant actors in this network.
- b) Machine bureaucratic organisation: A simple and narrow work content is distinguished, with collective work relations among actors. The relationship between actors is characterised as being hierarchical, structured and regulated, with management playing the role of the dominant actor. This is typical of public sector organisations.
- c) Professional organisation: The biggest influence in the professional organisation is the outside agencies and associations that influence the professional advancement and direction of the organisation. This organisation is typically built around professionals working independently.
- d) Project-based organisation: This organisation is characterised by complex problem-solving work structures around a team. The nature of the relationship is egalitarian, where people work in teams in pursuit of a common vision and goal objectives. There is a general absence of “one strong man”.

- e) Missionary organisation: In this organisation there is a strong culture having the managers as the dominant actors, with a strong focus on leading to enhance and sustain the culture of the organisation.
- f) Political organisation: The organisation is dominated by conflict amongst the actors, with managers engaged in deal-making and trade-offs and compromises in order to move the organisation forward.

From the discussion of organisational structures, it is clear that organisations cannot exist without human resources and have to be understood within their context.

2.3 THE HUMAN RESOURCES CONTEXT

The human resource activities within organisations cover an extensive spectrum of human activities. According to Wilson (2005:7) the human resource wheel illustrated in Figure 2.1 covers the scope of human resource activity. The wheel provides an overview of the scope of the various elements in the human resource subject field as well as their interrelationship with one another.

The human resource development areas of focus (numbers 1-4) include individual development, occupational and group development, organisational development and organisational design, whereas the macro human resource management area of the wheel focuses on further functions such as reward systems, employee assistance, employee relations and the management of research and information systems. The wheel further allows for an overlap between HRM and HRD (numbers 5-8). They are not to be regarded as mutually exclusive, but rather considered as involving a close symbiosis in support of organisational objectives. At the centre of the wheel is the identification of training needs for the effective functioning of organisations (Wilson, 2005:7).

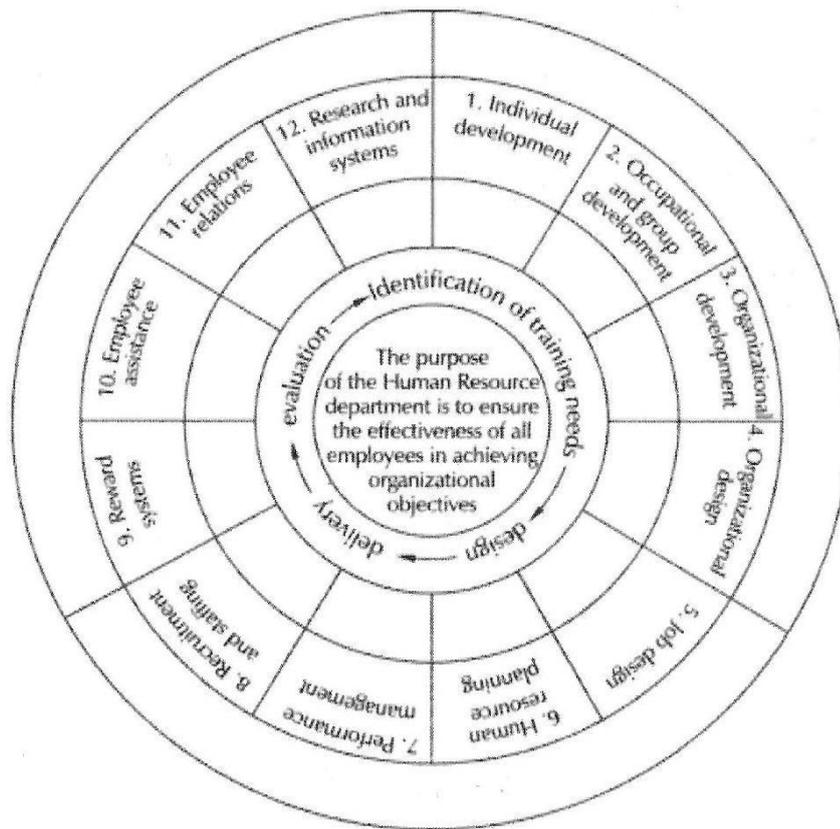


Figure 2.1: Human Resource Wheel (Adapted from Wilson, 2005:15)

However, Figure 2.1 does not take into account that human resource development is a specific component of the overall discipline of human resource management. A weakness of the wheel is the fact that it places training at the centre of the HR activity. Figure 2.2 offers a more integrated framework for understanding HRM in context.

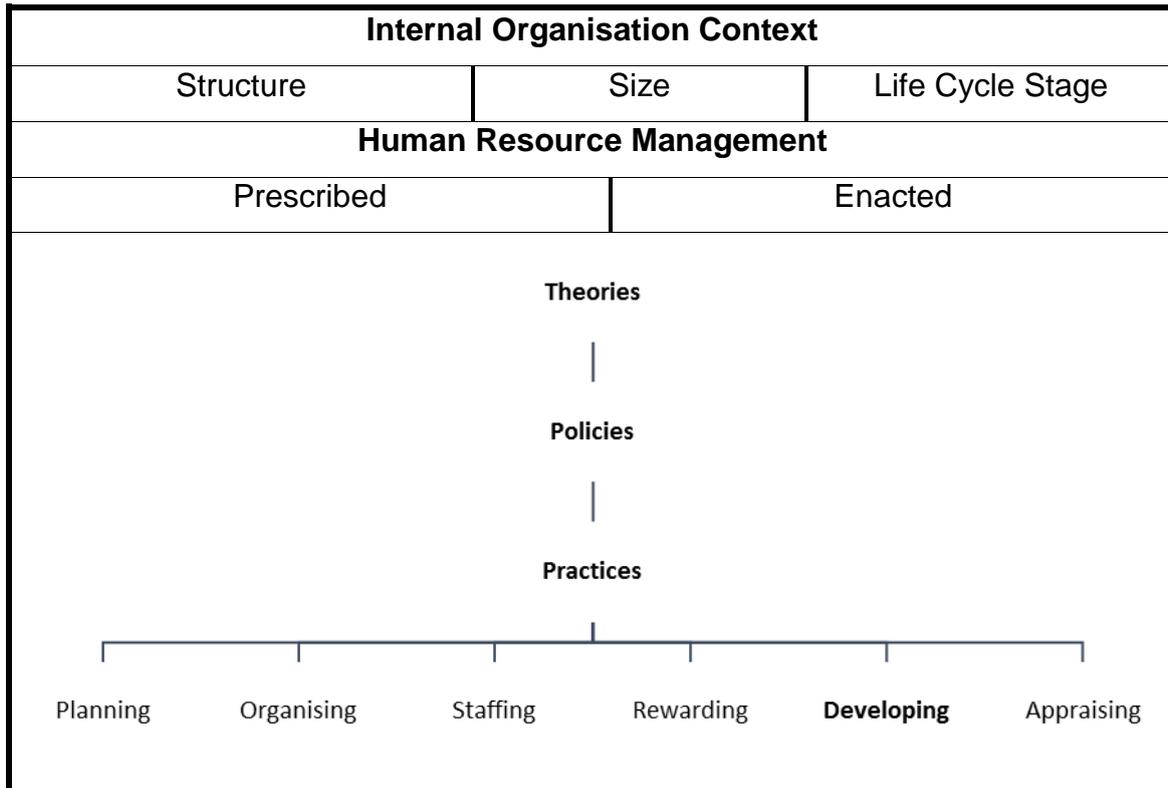


Figure 2.2: Integrated framework for HRM (Adapted from Schuler & Jackson, 2007:36)

In this framework human resource management is understood as entailing 6 levels to include planning, organising, staffing, rewarding, developing and appraising. The focus of this study is on development as a specific component of HRM, which is understood and interpreted within the context of its theories, policies and practices as indicated in bold. In Figure 2.3 the role of the organisational actors in development is emphasised, as this resonates with the overall theme of this study.

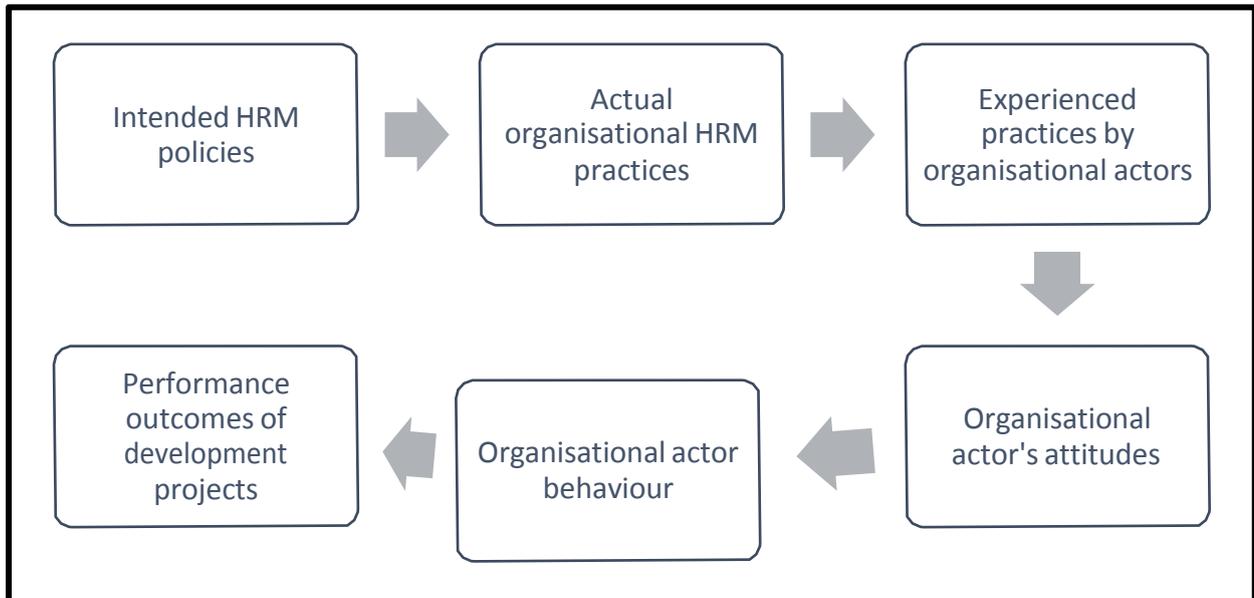


Figure 2.3: Organisational actors in HRM performance context (Adapted from Purcell *et al.*, 2009:15)

The model draws attention to the critical steps that have to be taken if HRM policies are to have a positive performance outcome (Purcell *et al.*, 2009:16-7); these are:

- Intended HRM policy: specifies the intended actions, behaviour rules of the organisation;
- Actual HRM practices: considers how policy is applied and the behaviour of specifically line managers and the HR department in the process of executing the policy;
- Experienced HRM practices: considers how the organisational actors experience and receive HRM practices that are filtered through the lens of fairness and organisational justice;
- Organisational actors' attitude: describes how the latter experience HR practices, influences their levels of organisational engagement or disengagement, which in turn affects their levels of morale and satisfaction;
- Organisational actor behavioural outcomes: these are a direct result of the above steps. Should the employees feel engaged, this would lead to positive behaviour that goes beyond the narrow confines of his/her job; and

- Performance outcomes can be reasonably predicted and are dependent on employee attitudes and behaviour, which is closely aligned with social exchange theory (as explained later).

In order for organisations to function effectively and to manage and develop their human resources efficiently, they need development policies and procedures. Policies can be considered the formal statement of rules that members of an organisation follow consistently, which give an unambiguous indication of organisational thinking, helping to define acceptable and unacceptable behaviour. If human resource development policies are to be effective, they should be developed by the organisational actors in a consultative manner, because they affect the human resources in the organisation positively or negatively (Schuler & Jackson, 2007:390; Elegbe, 2010:176; Stewart & Rigg, 2011:278; SABPP, 2013:21; Entrepreneur, 2015).

HRD policies can be evaluated on three dimensions: the vertical, horizontal and action dimensions (Schuler & Jackson, 2007:390). On the vertical dimension, the question would be to determine whether the HRD policies offer a long-term holistic vision that addresses individual and organisational development (Ulrich, 1997:233; Du Plessis, 2015:31) and to determine whether there is alignment between the overall vision of the organisation and the underlying organisational approach to developing human resources.

The horizontal dimension refers to the degree of internal coherence and consistency in terms of the HRD policies and whether these are aligned; it also determines how this message is communicated to organisational actors. Finally, the action dimension holds that having HRD policies in place is not sufficient. Although an organisation may have policies in place, there may be a discrepancy between the policy and practice of the organisational actors. Having policies in place and even complying with policies is no guarantee that the desired organisational results will be achieved. Line managers and the HR department ultimately give effect to policies through their actions, behaviour and attitudes.

The application of HRD policies may positively or negatively influence employee commitment and job satisfaction. The common mistake made by many organisations is to respond with even more policies if something goes awry instead of analysing the root cause of the problem (Steward & Rigg, 2011: 278-9; Schwartz, 2011:5). As illustrated, HRD policies are implemented and interpreted by the organisational actors (line managers, employees and HR department).

2.3.1 Human resources

Human resources represent a distinct form of organisational capital (Harrison, 2009:22), often the most important asset in the organisation and a resource that needs to be managed effectively. The work they perform can make a major difference to the performance, competitiveness and general success of an organisation (Swanepoel, Erasmus, Van Wyk & Schenk, 2003:3; Elegbe, 2010:1). It can be argued that human resources with improved competence (knowledge, skills and attitudes) are necessary to improve the overall efficiency and effectiveness of the organisation (Becker, Huselid & Ulrich, 2001:156; Gilley, Egglund & Gilley, 2002:5; Elegbe, 2010:7).

The competence of an organisation's human resources collectively represents its single biggest capital asset (Harrison, 2009:21-22; Elegbe, 2010:176). Organisations that value their employees as an asset will have in place a well-structured development process that is enshrined in the policies and implemented in partnership with its human resources, since development is regarded as mutually beneficial. Considering development in human resources as an investment (instead of a cost) is an important variable for organisational success (Daft, 2004:10-13; Hall, Pilbeam & Corbridge, 2013:118). However, although the organisation will claim that employees are an asset in the organisation, more often than not employees in organisations are treated as problems and as a cost (Drucker, 1974:308-9).

One way of measuring the potential value of human resources is to consider the competence of the human resources of the organisation. When an organisation has identified its competencies, it is presented with an opportunity to identify core competencies that may be required of any employer in any position across the different functions that can be translated into development programmes (Robinson &

Robinson, 1996:110-111). Human resources have intrinsic value and that a competent employee is far more valuable to an organisation than one who is not. Despite the fact that human resources are the core of the organisation, they often find themselves the organisational asset that is most undervalued and least developed by the organisation (Baron & Kreps, 1999:5).

It is worth considering why human resource development opportunities for employees receive so little attention within organisations. The answer could lie in the dominant organisational philosophy that human resource development requires no real effort (Boninelli & Meyer, 2004:2-3). One way to overcome this misconception is to ensure that the manager treats the employees as a valued resource, demanding of them to rely on their knowledge through building upward responsibility into the jobs of employees (Drucker, 1999:18).

The organisation's human resource base is thus regarded as an asset and not a cost to the organisation, because it has the potential to produce value. The human resource base of the organisation refers to the accumulated knowledge, skills and attitudes that the individual possess which the organisation has built up over time into an identifiable expertise. An organisation with a strong human resource base has a definite advantage over an organisation with a weak human resource base (Harrison & Kessels, 2004:200).

Harrison (2009:22) draws attention to the importance of social capital, arguing that the organisation has a responsibility to ensure that it invests in the social capital of human resources as well. Employees work and operate in teams and the strength of social capital is displayed in the willingness of employees to learn together and to apply the knowledge gained within the team context for the good of the organisation. In the process of investing in human resources, interventions should be considered beyond the individual but also focused on the level of team development, values and trust that can be considered a source and outcome of social capital (Belbin, 2011:1).

For organisations to remain competitive, they need to continuously benchmark their (HRM) practices against those of other organisations. This they do to ensure that they are in line with best practice and to make sure that they become preferred

employers able to attract and retain their human resources. Thus it can be argued that organisations of the future are vision and value driven, focused on core competencies, defined by broad work areas, with clear responsibilities and accountabilities, are flat and lean, performance driven, team-based and continuously developing. The growth and survival of the organisation is dependent on the effective and efficient management of the human resources in organisations (Boninelli & Meyer, 2004:2-3; Purcell *et al.*, 2009:1).

2.4 MANAGEMENT CONTEXT

Drucker (1974:17; 1999:30), often considered the father of management studies, argues that the scope of management has to be defined within the entire organisational process. Rejecting the concept of management as an art or science, he contends that management should be regarded as a practice that is based on knowledge, skills and attitudes, with a key driver being the ability of management to integrate the intended organisational results by mobilising all the organisational resources in order to attain results for the organisation. The members of the organisation can be divided into operatives (those employees who work directly on functional job or tasks and have no responsibility for overseeing the work of others), managers (those who direct the activities of other people in the organisation) and service or support staff (those who work in a human resource department and/or finance). The organisation's performance rest *inter alia* on the ability of its management to understand, direct and mobilise in particular its human resources (Drucker, 1999:39; Harris, 2001:1182-1192; Swanepoel *et al.*, 2003:4; Robbins & De Cenzo, 2008:5; Mintzberg, 2013:11; Du Plessis, 2015:124).

Managers are authority figures in organisations and wield tremendous influence in terms of decision-making on how human resources are managed. Employees do not have an equal influence on where and how resources are utilised to achieve organisation-wide objectives. This is the terrain of management, who has the ultimate authority to decide on the allocation of resources. However, managers – irrespective of where they find themselves in the hierarchy of the organisation – can use their authority to promote or deny development opportunities to their subordinates (De Jong, Leenders & Thijssen, 1999:183). However, Drucker

(1974:301) cautions that managers often confuse authority with power, arguing that management has no power, only responsibilities to perform the function of ensuring that the organisation produces results with the resources entrusted to its care. Management can lose its authority in two instances: when it ceases to perform, or when it refuses to demand responsibility from the employees of the organisation.

Three distinct perspectives on management authority are distinguishable (Fenwick, 2008:23; Du Plessis, 2015:132).

- The radical view regards the organisation as an ideological battleground and a continuous site of struggle between management and employees.
- In the discursive view, no group is dominant and authority is not owned by a particular group or by the institution; rather it is constantly created and readjusted through the relations among employees and organisational practices. Employees participate and sustain the organisation that represses their identities and opportunities.
- In the identity view, authority relations are centred on the dominant workplace culture whose practices either ostracise employees on the basis of their race, gender, disability, sexual orientation, to the norms that are recognised and valued by the dominant management group.

Management exercises its authority in the organisation through several different levels, which are referred to as the management hierarchy.

2.4.1 Management hierarchy

The management hierarchy normally determines the extent to which management functions are carried out (Du Plessis, 2015:127). Although management functions are generic in nature, the level of execution differs according to the hierarchical position within the organisation, hence the need to distinguish between the different levels of management. However, Mintzberg (2013:157-172) and Poell (2012:525-528) argues that an effective organisation is an interacting network, not a vertical hierarchy. Managers work throughout the organisation in turn, building relationships horizontally and vertically in pursuit of organisational and management objectives.

From these networks strategies begin to emerge as engaged employees resolve complex organisational challenges.

There are distinct management levels that can be differentiated: senior managers, middle managers and junior managers or supervisors (Katz, 2002:176; Du Plessis, 2015:128).

- Senior managers are critical to the success of the organisation as they are responsible for developing strategies and tactics for the organisation and normally deal with the overall strategic direction.
- Middle managers, on the other hand, take responsibility for interpreting and implementing policy. They control the resources needed to obtain organisation-wide objectives and play a critical part in the management of development.
- Finally, junior managers (sometimes referred to as supervisors) contribute to the management process rather than take total responsibility for activities. They are charged with the direction and control of the activities of employees in the lower levels of the organisation, as well as the efficient and effective use of resources. They typically distribute workloads, manage the work flow, develop teams and, among an array of other tasks, give feedback on performance. They are typically in charge of a small unit, department or section and would in all likelihood coordinate the activities of local work teams (De Jong *et al.*, 1999:176).

For the purposes of this study, the line managers include senior, middle and junior managers who perform the critical role of organisational actors responsible for identifying specific competence gaps in those who report to them to determine the most appropriate development interventions and to evaluate the success of the said development projects. This said, line managers need to have human resource management competencies to be able to execute their work effectively. This functionary is a competent employee with specialist skills for a specific function (Purcell *et al.*, 2009: 60-65; Collins English Dictionary, 2015:1; Watson & Maxwell, 2007:30-46).

2.5 MANAGEMENT COMPETENCIES

Drucker (1974:17) argues that the practice of management is a combination of responsibilities and competence. However, most line managers in organisations are promoted as a reward for technical competence. Accordingly, the line manager is often equipped with superior technical competence but is usually lacking, or even unaware of, the complex competencies needed to manage human resources effectively (Katz, 2002:175; Blum, 2014; Cornell University, 2015). Competence is understood as the combination of knowledge, skills and attitudes that are demonstrated to defined standards within a specific context (SABPP, 2013:19). In order to fully grasp the term 'competence' within the management context, an explanation of the concepts of 'management knowledge', 'skills' and 'attitude' follows, as illustrated in Figure 2.4.

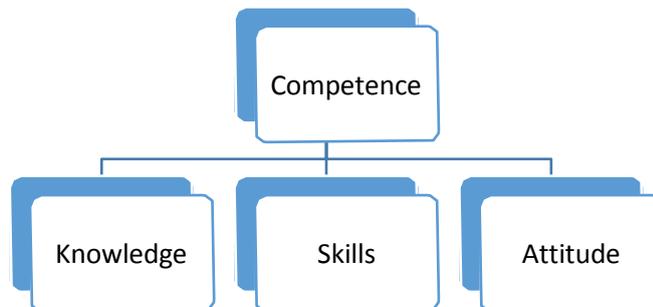


Figure 2.4: Competence components

2.5.1 Management knowledge

In order to perform their duties effectively, managers need knowledge. Knowledge of management functions can be regarded as the broader understanding of concepts and/or principles of management. Broadly the following knowledge areas define the generic term management:

- Planning refers to the management of a department's human resources strategies and vision, the development of objectives as well as the development of policies and procedures, which include critical and analytical thinking;
- Leading refers to the ability to motivate employees as well as being understanding and sensitive to their needs and behaviours. This also includes managing conflict, decision-making and communicating, managing change, fostering and nurturing a corporate culture, and

- developing trust amongst employees;
- Organising refers to the way work can be organised in terms of its human resources, what needs to be done, by whom, where and how. It also deals with delegation of authority, accountability and responsibility;
 - Control entails ensuring that organisational activities run smoothly, results are audited and accountability is enforced at all times;
 - Staffing refers to the recruitment, selection, compensation, development of staff through a variety of means, performance management, coaching, mentoring and empowering; and
 - Budgeting refers to making cost and revenue projections for investment in human resources, and disbursing financial resources to enable work activities to take place (Nonaka & Takeuchi, 1995:14; Du Plessis, 2015:125; SABPP, 2013:21).

The manager also needs to have skills to enable him or her to put into action the knowledge.

2.5.2 Management skills

Regardless of where managers find themselves in the hierarchy of the organisation, managers must possess managerial skills that involve the application of knowledge that is directly linked to managerial success. These skills can be viewed on two levels, general skills and specific skills (Ketel, 2005:48).

2.5.2.1 General skills

These general skills include, amongst others:

- Conceptual skills, such as the ability to integrate and apply the activities and resources of an organisation in order to achieve organisational goals. A manager should be able to conceptualise and devise strategies for the department to ensure optimal performance;
- Communication skills, which encompass the ability to communicate upward to seniors, downward to those reporting to the manager, and with

peers at the same level. The purpose is to create cooperation and good communication between the organisational actors; and

- Technical skills, which refer to the ability to apply specialised knowledge and expertise in the area of work as well as in the organisational processes, e.g. information technology, engineering, accounting, financial management and project management (Drucker, 1974:17; Ketel, 2005:48).

2.5.2.2 Specific skills

These specific skills include, amongst others:

- Controlling the organisation's environment and its resources;
- Organising and coordinating tasks and then coordinating the interdependent relationships among the tasks;
- Handling information and using communication channels for effective decision-making;
- Providing for personal growth for themselves and their employees through human resource development activities;
- Motivating employees and effectively managing conflicts; and
- Problem solving by managers who take responsibility for their own decisions (Katz in Meyer, 2002:175).

Schwartz (2011:5; Vermeulen, 2013:Interview), however, cautions that skills in themselves are no guarantee for managerial success. Skills have to be combined with the concept of will. If the manager has the skills but not the will, then this leads to deliberate manipulation of others, which is characterised by an arrogance that serves the self-interest of the manager instead of the purpose of management. On the other hand, a manager may have the will but lack the skills, which may lead to even greater organisational harm, since the latter will not be able to meet the organisational performance demands. Accordingly, management skills should be practised and cultivated by the manager, since through the practise of skills the manager gains experience and grows in character and practical wisdom.

2.5.3 Management attitudes

Management attitudes can be defined as a learned tendency to act in a consistent way with respect to a particular object or situation; or it can be described as a predisposition to respond in a positive or negative way to someone or something in a specific environment. Attitudes can be inferred from the things people say (informally or formally) or do (i.e. behaviour). An attitude (paradigm) can also be described as the beliefs, opinions, knowledge or information a person possesses (Covey, 1989:23). A manager's paradigmatic understanding of human resources and of the organisation shapes his/her behaviour and all his/her decisions and actions (French, 2008:108; Covey, 1989:23-24). Hence, positive attitudes can result in positive behaviour, which in turn can result in positive and or improved performance. Attitudinal variables in terms of management development can be represented by aspects such as respect, honesty, loyalty, accountability, transparency, trust and courtesy. It is expected of managers to conform to these attitudinal prescriptions if they are to render effective and efficient services. They also need to understand how attitudes are formed and how these affect their own work behaviour as well as those of others (Nelson & Quick, 2005:79; Bianca, 2015:1).

From the above it is clear that a symbiotic mutually inclusive relationship exists between knowledge, skills and attitudes. Together knowledge, skills and attitudes define the core management competence. Mintzberg (2013:68) summarises the above discussion, proposing the key competencies for management in Figure 2.5.

Competence	Broad description
Personal	<ul style="list-style-type: none"> • Internal (reflective and strategic thinking) and external management (time, information, stress, career) • Scheduling (prioritising, agenda setting, juggling, timing)
Interpersonal	<ul style="list-style-type: none"> • Leading employees (selecting, teaching /mentoring/ coaching), • Leading groups (team-building, resolving conflicts/ mediating, facilitating processes, running meetings) • Leading the organisation/department (building culture) • Administrating (organising, resource allocating,
	<ul style="list-style-type: none"> delegating, authorising, systematising, goal setting, performance appraising) • Linking the organisation/unit (networking, representing, collaborating, promoting/lobbying, protecting/buffering)
Informational	<ul style="list-style-type: none"> • Communicating verbally (listening, interviewing, speaking/ presenting briefing, writing, information gathering, information disseminating) • Communicating nonverbally (seeing – visual literacy) • Analysing (data processing, modelling, measuring, evaluating)
Actional	<ul style="list-style-type: none"> • Designing (planning, crafting, visioning) • Mobilising (project managing, negotiating/dealing, politicking, managing change)
Development	<ul style="list-style-type: none"> • Facilitating formal and informal development in the workplace • Championing development in the workplace • Advocating for development in the workplace

Figure 2.5: Management competencies (Adapted from Mintzberg, 2013:68)

There can be little doubt that management staff in organisations performs an important function. They will succeed in these multiple roles if they create an environment conducive to the effective practice of management, coaching, mentoring, team building skills, identifying and implementing solutions, analysing performance gaps (Kirkpatrick, 2006:91-92; Chevalier, 2007:199). However, line managers often lack the competence (knowledge and skills and attitudes) specifically in the areas of HRD. Line managers also do not take their human resource role and responsibility seriously and hence shows a lack of commitment and a lack of ownership. They also face the problem of administrative burden and work overload, leading to them not being in a position to execute their human resource management activities effectively (MacNeil, 2001:248; Purcell *et al.*, 2009:72-73). Having explained the terms 'human resources' and 'management' separately, a discussion of human resource management is necessary, starting with an explanation of human resource management theories.

2.6 HUMAN RESOURCE MANAGEMENT THEORIES

Ulrich (2012:1-2) argues that HRM has a rich history and has gone through three different phases. In the first phase HRM was about delivering scrupulous personnel administration (PA) that focused on the terms and conditions of work, their relationships are mostly transactional. Traditionally PA has tended to be people-orientated, taking the view that if the needs of people have been satisfied, the organisation as well as the members will benefit (Armstrong, 1996:91). In phase two the essence of HRM shifted to human resources focusing more on the bigger involvement of line managers with the HR department and the way in which people are managed at work. Phase three focused more on the ability of HRM to integrate HRM practices with the success of the organisation through aligning organisational strategies into HRD programmes that deliver in terms of the organisational strategy. HRM was regarded as a management-orientated approach that regards people as a key resource to be used to further the objectives of the organisation (Guest (1987) cited in Paauwe, 2009:129).

Human resource management theories can be thought of as providing an explanation of why and when things happen (Ulrich, 1997:237). Various theories of human resource management have been proposed by a number of scholars, but the ones that are considered relevant to this dissertation is briefly explained below.

- The classical theory holds that a manager is born and management cannot be learnt. Managers must be authoritarian, responsible to create rules and procedures for human resources to follow and be good judges of people (Lee, 2004a:181).
- The scientific theory assumes that management techniques can be acquired by anyone with the right training and with the support from training departments who identify and fill training gaps; the assumption is that there is one best way of doing things and managing (Fox, Schwella and Wissink, 1991:6; Lee, 2004a:181).
- The processual theory of management places the manager at the centre of the organisation. Although the individual is seen as the main actor in his/her development, the development is at the directive of managers, who mould the organisation to their preference (Lee, 2004a:181).
- The open systems theory of management holds that management is about being part of a system whose activities change as a function of the system and of its relationship to its environment (Lee, 2004a:181).
- The universal theory's guiding assumption is that characteristics (traits and behaviours) required of managers will remain the same, regardless of the stage of development of the organisation, the environment (culture) in which it performs or the people who work in it (Hamlin, Nasser & Wahba, 2010:6).
- The contingency theory focuses on the importance of examining the impact of contextual factors from the external environment on the organisation. The guiding principle underpinning the contingency theory is that managers need to use a style of behaviour that matches the environmental (cultural) and organisational context, and specific behaviours that are effective in influencing and motivating people are determined in the situation (Hamlin et al., 2010:6; Paauwe, 2009:133).
- Ability, motivation and opportunities (AMO) theory emphasises the importance of taking into account the competencies of individuals, their

motivation and the opportunity to participate and/or to apply their skills, knowledge and ideas in the workplace in various defined roles. The AMO theory advocates that the management system in any organisation should be designed to meet employees' needs for developing skills and motivation, and after meeting those needs, it is important to provide employees with opportunities to use their abilities and skills in different roles. The basic premise of the AMO theory is that employees will perform well, provided they have the requisite abilities, are motivated and are presented with opportunities to present and apply themselves. The AMO theory offers a base from which to build a functional HRD system in an organisation (Paauwe, 2009:133; Hall *et al.*, 2013:113; Fourie, 2014:11).

- The social exchange theory advocates that there is a 'norm of reciprocity' at play in the workplace. The reasoning is that perceived investment in development of human resources sends a clear signal to the employee that the organisation values the contribution of human resources, which in turn results in the employee reciprocating with positive attitudes and behaviours that are advantageous to the organisation in the long run (Purcell *et al.*, 2009:17,64; Gilbert, De Winne & Sels, 2011:1618-1637).
- Resource dependence theory focuses on the relationship between an organisation and its constituency. Resource exchange is a central theme in that HRM activities and processes are assumed to reflect the distribution of authority within the system. HR departments may, for example, make the rest of the organisation dependent on them through controlling, among other things, the inflow of human resources (Ulrich, 1997:238; Schuler & Jackson, 2007:25).
- Human capital theory refers to the productive capabilities of people. A competent employee is a value to the organisation, since he or she enables the organisation to produce or deliver service of a superior quality. Development of the employee is regarded as an investment in anticipation of future returns (Luoma, 2000a:152; Schuler & Jackson, 2007:25).
- Against this background the learning network theory (LNT), as advocated by Poell and Van der Krogt (2002; 2010), is introduced as a descriptive theory that allows employees, managers, and internal as well as external providers to understand and develop alternative ways of organising

employee development. At best the LNT is described as a diagnostic framework aimed at understanding how learning networks in organisations develop and operate. The LNT regards learning as being entrenched in the everyday work activities of employees, which could be geared systematically to learning by self-directed employees themselves, their supervisors and/or human resource development specialists. Accordingly, a learning network is present in the context of all organisations. In each learning network there are three main components, i.e. learning actors, learning processes and learning structures. The LNT holds that the central actors in HRD are employees and line managers, rather than the generally held belief that HRD departments or specialists are core actors in HRD processes (Van der Krogt, 1998:157-175; Poell, 2005:2; Poell, 2013:Interview).

These human resource management theories provide a platform for defining human resource management.

2.7 TOWARDS A DEFINITION OF HRM

Traditionally the HR function was perceived to be about controlling labour costs and securing a steady supply of competent employees for the organisation to be of value (Mullins, 1999:681). The broad field of HRM focuses on the employment relationship between employer and employee, and the way in which people are managed in the workplace for the achievement of optimal results (Paauwe, 2009:136; SABPP, 2013:20).

HRM has also been defined as incorporating the specific practices and processes, formal policies and overarching HR philosophies whereby an organisation's employees are secured, developed, retained and rewarded. Another view of HRM considers it as involving all the activities that line managers engage in to attract and retain employees, and to ensure that human resources in the organisation perform at efficient and effective levels so as to contribute to the accomplishment of organisational goals. In a line management-led and coherent approach to the management of people, the task of all managers comes down to creating a specific

context for the development of competence in their people (Armstrong, 1998:7; Harrison & Kessels, 2004:20; Jones & George, 2004:374).

Armstrong (1998:142) emphasises that HRM underlines the interest of management in adopting a strategic approach, one in which HR strategies are integrated with organisational strategies, thus treating people as assets to be invested in to advance the interests of the organisation. Alternatively, HRM can be regarded as an umbrella term that includes staffing, development, appraisal, rewards, organisation design and communication (Ulrich, 1997:252).

In an attempt to standardise HRM practice in South Africa, the SABPP has adopted national HRM standards that set out criteria for effective human resource management in South African organisations. There are 13 standards: strategic HR management, talent management, HR risk management, employee planning, learning and development, performance management, reward, employee wellness, employment relations management, organisational development, HR service delivery, HR technology, HR measurement. Although they acknowledge the critical role that line managers play in human resource management, the initial range of HR standards falls short of setting out the specific responsibilities of the line manager, employees and the HR practitioners to enact their shared human resource management responsibilities (SABPP, 2013:13; Mlonyeni & Boonzaaier, 2015:3).

Having considered all the definitions of HRM, the following definition is preferred and proposed: *HRM is the facilitative conscious, organisation-wide, management-led approach for the effective management of people and processes, in order to achieve organisational optimisation through the use of formal and informal development opportunities in order to achieve results that have positive internal and external value.*

The focus will now shift to human resource development (HRD) as an integral part of the HRM strategy and process. An analysis of HRD follows that will consider the HRD theories, definition and the various approaches.

2.8 THEORETICAL FRAMEWORK FOR HRD

HRD as a part of human resource management draws from multiple management theories and integrates them in a unique manner (Swanson & Holton, 2009:101). The theoretical base of HRD has three assumptions. Firstly, HRD is based on the research and theories drawn from various development disciplines. Secondly, HRD is concerned with improving performance by people within a specific work environment. And finally, HRD utilises the theories of change and how they relate to the organisation. Change affects employees and the organisation, and consequently HRD is predominately concerned with the development of employees within organisations (Wilson, 2005:9).

Swanson and Holton (2009:101-103) advance a set of theories as the foundation of HRD as a means of understanding the model of HRD within the organisation and the environment as illustrated in Figure 2.6.

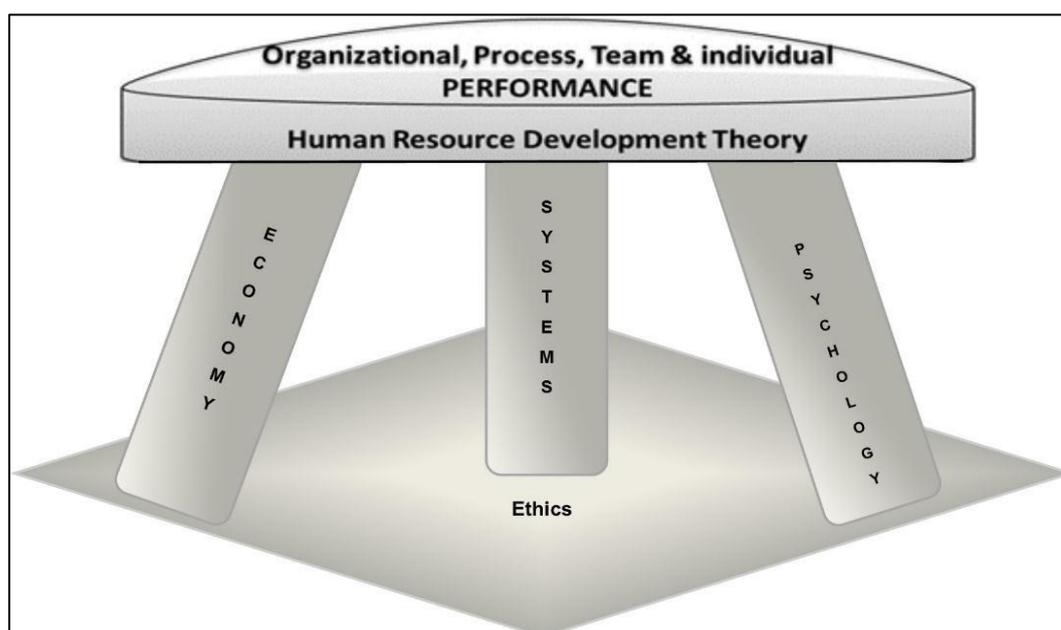


Figure 2.6: Human resource development theory (Swanson & Holton, 2009:103)

The discipline, definition and model of HRD are supported and explained through three contributing core theory domains, namely psychological theory, economic theory and systems theory. In brief, (i) economic theory (the need to main a sustainable organisation) is recognised as the primary driver of organisations; (ii)

systems theory recognises the interdependence of relationships; and (iii) psychological theory acknowledges human beings as negotiators of productivity rooted within the cultural setting within the workplace. Each theory is unique and robust, but together they make up the foundational contributing theoretical basis underlying the discipline of HRD.

The core theory of HRD is a fusion of psychological, economic and systems theories, filtered by ethical beliefs as set out below:

- Organisational systems are human-made entities that rely on human expertise in order to establish and achieve goals;
- Human expertise is developed and maximised through HRD processes for the mutual long-term and short-term benefits of the organisation, the employees involved; and
- HRD professionals are advocates of individual, group and work processes.

HRD as a theoretical base is best understood within the context of the whole as opposed to the sum of its parts.

2.9 DEFINING HUMAN RESOURCE DEVELOPMENT

HRD has a complex interdisciplinary base that has developed differentially across countries, workplaces and in academia; there is a growing consensus that HRD encompasses individual and organisational development, together with performance improvement, as an end goal. HRD assumes that organisations can be conceived of as development entities. The development process of both organisations and employees is capable of influence and direction through deliberate and planned interventions (Harrison & Kessels, 2004:84-85; Matthews, Megginson & Surtees, 2004:6).

The terms 'human resources' and 'management' were explained earlier as well as the broad term 'human resource management'. In order to define HRD there is also a need for the term development to be explained (Gilley, Egglund & Gilley, 2002:2). The explanation of development in this specific context follows below.

2.9.1 Development

The term 'development' does not have a universal definition and has been interpreted differently in various contexts. In the literature the term 'development' is used together with education and training (ETD) (see Figure 2.1) and more recently learning. Although some authors have opted to differentiate between the terms 'development' and 'learning', Steward in Hall *et al.* (2013:157) considers such separation as pointless, arguing instead that learning is the core process at the centre of development, while development tends to focus on the direction the learning takes in the context of a job or on the level of the organisational output (Hall *et al.*, 2013:157; Du Plessis, 2015:145). Development is thus an inclusive term that can be regarded as a process of moving from a position of (unconscious) incompetence to a state of (unconscious) competence (Fourie, 2014:23). It can be regarded as the process by which long-term changes in thought and behaviour processes (competencies) are brought about as a result of formal and informal development experiences or practices (Matthews *et al.*, 2004:6; Swanepoel *et al.*, 2003:20; SABPP, 2013:31). In the context of this dissertation, development and learning will be used as mutually inclusive terms.

Development has a strong performance focus that brings about desired organisational and individual effectiveness and efficiency to ensure that the internal organisational capacity is met. It entails a complex management process that involves developing organisational competence through a process of facilitating organisational and individual development that indicates how the organisation prepares employees to be qualified for possible promotion through organised (formal and informal) management interventions for the purpose of enhancing an organisation's performance capacity and succession (Gilley *et al.*, 2002:4-7; Manninen & Viitala, 2007:63; Mathis & Jackson, 2002:82; Rothwell, Alexander, Bernhard, 2008:x1; Du Plessis, 2015:143).

Performance management is a key component of development. It can be thought of as a comprehensive approach used to identify performance breakdowns within an organisational system and to propose appropriate interventions that are useful in achieving the desired performance results. If performance management is done well, it makes employees more competitive and contributes to higher levels of

organisational performance (Berman, Bowman, West & Van Wart, 2006:219; Mone, 2010:3; SABPP, 2013:33; Du Plessis, 2015:170).

Although HRD can be interpreted holistically, it rests on two pillars that may be explained separately in detail:

- Organisational development (incorporating the learning organisation);
- Individual development (Hamlin *et al.*, 2010:210; Elegbe, 2010:180).

2.9.1.1 Organisational development

Organisational development (OD) can be described as a deliberate change process that stems from organisational dissatisfaction with the status quo. From the organisational perspective, development occurs when the organisational environment and motivational systems are reconfigured to support performance improvement and organisational development initiatives. It is directed at constructing new and creative organisational solutions to performance problems and organisational inefficiencies by taking into account the organisation's vision, structure, policies, procedures, managerial practices and strategies (Galagan in Wilson, 2005:8; Nel, 2009:2). As a highly interactive and dynamic social process, it involves interactions among an array of employees and structures leading to superior organisational functioning decision-making, which in turn leads to increased organisational capacity for action and innovation (Guns, 1998:16; Hall *et al.*, 2013:121; Fourie, 2014:40-44;). OD then involves the design and implementation of appropriate solutions and interventions to enable the organisation to function optimally (Harrison & Kessels, 2004:5-89; SABPP, 2013:41).

In the literature a number of organisational development concepts were considered, in particular the concept of the learning organisation, which is considered relevant to this study and will be briefly explained.

• The learning organisation

Senge (1990:14) defines the learning organisation as an organisation that is continually expanding its capacity to create its preferred future. Accordingly, the organisation and its management must possess 5 strategic competencies: (1) shared vision, (2) personal mastery, (3) systems thinking, (4) team learning, and (5)

the ability to identify and improve constrictive mental models Van Beek (2003: 47), building on the argument put forward by Senge (1990), argues that in any learning organisation one will find 5 development principles present:

- Every employee of the organisation is a learner, from the top employee to the lower employee at the lower level;
- Employees learn from each other, through the organisation that creates formal and informal development opportunities;
- Learning enables change, through enhancing individual and organisational productivity by opening up the organisation to change;
- Development is continuous and forms the hallmark of any learning organisation through the recognition that there are formal and informal development opportunities that are presented daily; and
- Development is considered an investment and not an expense in the future.

A learning organisation is defined as a place where human resources are valued and collectively working at development that leads to action. There is a central belief that the organisation can be changed through providing for development opportunities for employees who have an impact on the organisation. Human resources are empowered and the value of development activities is clearly identifiable. A learning organisation does not leave development to chance; on the contrary, development is a deliberate action that is purposefully employed and designed, and also supported by the system that promotes the development efforts. In such an organisation cross-functional work teams function and are supported by forward thinking managers who function as facilitators (Pearn, Roderick & Mulrooney, 1995:18; Nel, 2009:106-107; Elegbe, 2010:182; Fourie, 2014:96; Stewart, 1999:212-215).

Development within the context of the learning organisation can be structured formally and or informally and can take place on 9 development platforms:

- Task development refers to demonstrating how employees have to perform and how to enhance performance of specific tasks;
- Systematic development involves coming to terms with and understanding the policies and procedures of how the organisation functions;
- Cultural development centres on learning the integrity and ethics of the organisation and how it functions;

- Management development involves learning to manage teams and employees as well as divisions within the organisation;
- Diversity development involves learning social capital, the skills of team work and working with diversity in team members as well as learning the skills to foster the learning and growth and maturity of the organisation;
- Strategic development centres on the basic organisational strategy and interpreting the strategy in everyday task work;
- Entrepreneurial development concerns running a department as a micro business through the application of entrepreneurial thinking and practice;
- Reflective development involves questioning and analysing organisational mental models; and
- Transformational development involves learning the art of initiating and managing change through action (Guns,1998:19).

The effectiveness of OD activities depends in part on organisational conditions such as support from management, the combined effort of different sections and the development culture in the organisation (Maund, 2001:514; Manninen & Viitala, 2007:68; Van Eeden, 2014:11).

This leads to the second component of HRD, namely individual development.

2.9.1.2 Individual development

As the employee's career progresses and new technologies are introduced, new competencies are required for positions in the workplace in order to prevent the employee from becoming obsolete. Obsolescence may occur when the employee in a particular post lacks the current functional competence that is considered essential to maintain effective performance in the assigned job. From the viewpoint of the individual, development occurs when employees participate in activities designed to introduce new competencies that improve their performance behaviours through the introduction of formal and informal activities (Nel, Loedolff & Haasbroek, 2001:148; Mathis & Jackson, 2002:75; Elegbe, 2010:175).

It should be recognised that an organisation does not achieve a strong human resource base by default. It occurs as a result of the continuous identification of development needs, which is followed through with a systematic plan and the implementation of development programmes in an organisational culture that values development. Individual development then focuses on employees continuously gaining of new capabilities through multiple management interventions (formal and informal). These interventions are useful for both present and future jobs within the team context through the application of new knowledge, skills and attitudes, resulting in performance enhancement and improvement related to the individual's current job (Elegbe, 2010:175).

Individual development can and should thus not be approached just from one angle but from multiple angles. Organisations should as a matter of course consider and implement formal and informal development processes in order to enable employees to gain competencies which the organisation has identified as being important to its success. However, when development programmes are planned, organisations more than often over-emphasise formal planned approaches in designing their development strategies, suggesting that informal, accidental development holds no currency (MacNeil, 2001: 246).

The difference between formal and informal development is clarified in three areas viz.:

- Control – the degree of control which human resources actually have over the development process is determined by the extent of autonomy which they have in expressing their choice of development approach;
- Location – determines where human resources are actively engaged in the development process (in the workplace or away from the workplace); and
- Predicting development outcomes – has to do with whether development processes can be designed to achieve predetermined outcomes.

When considering organising individual development, two approaches should be considered; it can be regarded as a formal issue (education and training) or as an informal issue (workplace based development) (Manninen & Viitala, 2007:68; Poell & Van der Krogt, 2014:1043-1070).

2.9.1.2.1 Formal development

- **Education**

Education prepares human resources for the future and is concerned with the broad principles of gaining knowledge rather than with the technical details of work skills. It can be delivered at educational institutions or according to the choice of the participant. It not only emphasises information to the individual, but the formation of the individual. Education includes a better understanding of the context of choices, a perspective on human affairs and ideas about what is important (Potts, 1998:44; Matthews *et al.*, 2004:6; Berman, *et al.*, 2006:233; Du Plessis, 2015:145). Training, on the other hand, is different from education.

- **Training**

Training is by far the most popular tool used in the workplace. When HRD is regarded as a training issue, employees are regarded as clients who are served in a structured and pre-planned way. The training programme in this case is delivered and planned by the designated HRD specialist in the HR department (Poell & Van der Krogt, 2014:1043-1070). Training usually takes place at the workplace and involves gaining new work-related skills. It is a relatively systematic attempt to bring a person up to a desired standard of efficiency by instruction and practice. It normally has an immediate application and is generally completed within a shorter timescale than education. Training can also be regarded as a planned process to modify attitudes, knowledge or skills through work-integrated development and planned experience in order 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 organisation (Nel *et al.*, 2001:147; Mathis & Jackson, 2002:75; Matthews *et al.*, 2004:6; Wilson, 2005:5; Berman *et al.*, 2006:219; Du Plessis, 2015:145).

A distinction can also be made between “*on the job training*” and “*off the job training*”. Examples of *on the job training* include, but are not limited to, the following activities.

- Coaching and mentoring are a planned development activity where a junior manager or employee is guided by a more experienced senior manager or employee. This can be a short-term activity or it can be for an

extended period of time. The senior's role is to impart knowledge, skills and attitudes to the junior as well as to provide feedback to the junior manager on a continuous basis. Coaching and mentoring are increasingly being delegated to line managers. The results attributed to coaching can greatly increase productivity and improve morale and communication as well as increase commitment and loyalty (Buys, 2007:10; Hall *et al.*, 2013:187; Schultz & Van der Walt, 2015:106; Du Plessis, 2015:152-153).

- Case studies are another HRD activity by which trainees are assigned hypothetical, simulated challenges that contain elements of real-life situation. They are encouraged to select and implement best solutions. The benefit of case studies is that they enhance employee analytical and problem-solving skills, and prepare them to deal with real-life organisational phenomena in the future (Nel, Van Dyk, Haasbroek, Schultz, Sono & Werner, 2004:441).
- Understudy arrangements involve exposing junior employees to high-level activities by increasing the organisational talent pool. Should opportunities arise in the future, then the organisation is aware of its internal talent pool since identified employees would have shown an aptitude for potential areas of growth (Nel *et al.*, 2004:446).
- Job rotation involves the opportunity for employees to work at different but related jobs and it normally involves lateral transfers (Nel *et al.*, 2004: 444). This can also be advantageous to the organisation as it presents different challenges for employees and offers variety. Rotation can also take the form of an individual acting in a position when someone goes on leave or be part of a deliberate plan to develop a talented individual. On the job training is a powerful developmental tool, but needs to be organised systematically and properly if it is to succeed (Cloete & Mokgoro, 1995:124).

As the concept of “*off the job training*” states, it normally refers to training that takes place off site. Examples of “*off the job training*” include, but are not limited to, the following activities.

- Through workshop, seminars and conferences employees are exposed to different peers and experts from whom they can learn. They may also

gain in-depth understanding about a particular issue that will lead to improved service delivery.

- Generic or tailor-made training courses are specific courses that are offered either by the organisation's in-house trainer or by an outside service provider. Examples can include customer care, supervisory management, computer applications (Nel *et al.*, 2004: 443).

However, training has not been without criticism.

- **Critique of training**

Despite training being one of the preferred and widely used tools to improve individual performance within organisations, research indicates that the actual transfer of training programmes to the workplace do not always match those intended (Poell, Van Dam & Van den Berg, 2004:529; Nijman, 2004:209). For training to be successful, it is imperative for it be based on a thorough needs analysis and competence audits, but this is not always the case. In the absence of the foregoing, training programmes have sometimes been considered a waste of time by employees and managers (Smith, 2015:10).

In the field of HRD, there has been an incremental shift to consider HRD as going beyond just offering training. Training is but one way of dealing with development within the workplace. A paradigm of integration of lecture-room practice and workplace competence development was proposed, called the 70/20/10 approach to development. The research findings indicated that 70% of the development takes place through providing on-the-job exposure and opportunities that involve working on tasks and problems, 20% from receiving feedback through coaching and mentoring by the immediate supervisor, and 10% through structured formal training (Lombardo and Eichinger (1996) in Jennings & Wargnier, 2011:23; Sewell, Venter & Masson, 2015:6). Fourie (2014:83) is also highly critical of training, arguing that training can be considered as a top-down paternalistic management instructor-led intervention by an organisation to make desired changes in employee's behaviour and knowledge, which is wrong.

Employees consider training to be effective if it leads to qualifications, thus adding to their employability and job mobility. In the absence of that, training is regarded as a

busy activity geared to keeping generally low-skilled employees happy, whilst managers (the “development elite”) continue to seize development opportunities that lead to qualifications, thus adding to their ability to seek opportunities and increase their value in the market place and promote upward social mobility (Poell *et al.*, 2004:534). There is a real danger of a “development elite” being created by default within organisations. The “development elite” is defined as those employees who are capable, willing and demanding, and continuously seeking development opportunities. On the other hand, the organisational threat is that those employees unwilling to develop or incapable of development run the risk of becoming obsolete. The inherent social danger is that the gap between those employees with high competence and low competence will widen, leading to further inequality gaps (Poell, Shivers, Van der Krogt & Wildemeersch, 2000:29).

2.9.1.2.2 Informal development

When HRD is regarded as an informal development issue, the development is self-directed, resonating with the belief in employee motivation to direct and determine their own development. This process recognises the central role that employees play (and not just the HR department and the line manager) in organising their own development processes. The employee constructs new competence, leading to increased adaptive capacity within the workplace (Poell & Van der Krogt, 2014:1043-1070; Fourie; 2014:83).

Informal development is particularly beneficial in that it merges theory and practice, recognising that workplace development and classroom development offers the same opportunities, but this practice needs to be focused on work practices and processes. It offers the employee the possibility and process of expanding human possibilities for flexible and creative action in contexts of work, allowing employees to expand their action repertoires by engaging in meaningful work and development experiences (Fenwick, 2008:19; Raelin, 2008:2).

This view of workplace development is strongly based on the daily experience of the individual in the workplace. Accordingly, three employee development activities can be distinguished, i.e. Implicit development (solving problems, learning from colleagues), self-directed development (development that is focused on problem

solving through conscious effort) and guided development (development structured by an outside agent and or structured in terms of courses or a structured development programme). The three types of development can take place on a collective as well as on an individual level (Poell, 2005:2).

Development generated by work teams could also potentially be valuable in organisations that have a focus on non-routine, non-standardised processes. In organisations a fragmented development process is characterised by employees developing separately without any inclination to share their knowledge. On the other hand, an effective informal development process is one that enables the team members to make a transition from the solitary state into that of team-based communication and sharing of development (MacNeil, 2001:246).

In order for informal and formal development to be effectively applied in the workplace, it is important that the workplace be equipped for workplace development, both materially (time and space) and socially (coaching, managerial support). Employees should be afforded the space to shape their own ideas about development. But for this to happen the various organisational actors need to have similar values in terms of how HRD is to be approached (Fox, 2010:18; Poell & Van Woerkom, 2011:2).

2.10 APPROACHES TO HUMAN RESOURCE DEVELOPMENT

The primary purpose of HRD interventions is to improve individual competence (i.e. knowledge, skills and attitudes) and to make the organisation more effective. HRD programmes are thought of as tools of management with the key idea that managers get the HR department to establish development programmes that encourage their employees to develop the qualities necessary for organisational change (Gilley & Gilley, 2002:29-34; Elegbe, 2010:175-178).

There are several general complementary approaches to HRD (Luoma, 1999:783):

- Open approach (need driven) – HRD interventions serve to close internal performance gaps through skills development and training interventions;
- Closed approach (opportunity driven) – HRD supports strategy by focusing on

workshops, teamwork to change the culture and direction of the organisation; and

- Capability approach (internal organisation of structures and process and superior organisational competencies makes the organisation more responsive). HRD performs a more strategic role in organisational performance.

This said, an additional two approaches to HRD are explained, distinguishing between activity- and results-based HRD. Collaboration in HRD is considered that is based on the active participation of the organisational actors (Gilley & Gilley, 2002:29).

2.10.1 The activity-based approach

The activity-based HRD approach can be summarised as “*training for training’s sake*”. There is little or no evidence as to how this kind of training supports improved performance in the organisation. This approach is typical of organisations with a strong compliance mind-set and culture.

The following four false HRD beliefs underpin this belief.

- Training makes a difference: This belief holds that training by itself changes organisations and improves their performance and effectiveness. Training is not linked to a strategic plan; instead training is reduced to a numbers game measured in terms of number of courses completed, number of employees trained and budget spent.
- Training to fix employee weaknesses: This belief is based on the conviction that the organisation fixes employees rather than discovering their uniqueness and on the things they do well. It fails to recognise the prior learning of the employees, or the experience and expertise that employees have built up through workplace exposure.
- Training is a missionary endeavour: The overriding belief is that the organisation can be saved through training. The focus is not on other variables that affect individual and or organisational performance such as work environment, managerial inaction and incapacity, or the support and reinforcement process needed to encourage the application of new competencies.

- Training is the HRD practitioner's job: The primary belief is that training is the responsibility of the HR department, with line managers having no active role to play other than delegating this responsibility of training to professional trainers. Training is regarded as an end in itself with little time to build internal collaborative relationships.

2.10.2 The results-based approach

The results-based HRD approach on the other hand is built on the premise that results need to be improved at the operational level. HRD professionals work collaboratively with management at all levels of the organisation. HRD department programmes help line managers to implement and manage change to improve organisational performance that is integrated into the organisation and culture.

In results-based HRD, development is the responsibility of every line manager with the support of the HR department. This approach argues that HRD cannot be confined to an HR department, but should rather be integrated into the organisation to become the cornerstone of development. From the reading of Gilley and Gilley (2002) it is concluded that the activity-based phase of "training for training's sake" has passed. Instead real value lies in embracing results-based HRD. In this approach to HRD initiatives and interventions are used to achieve organisational results, which include performance improvement and enhanced culture (Gilley & Gilley, 2002:29-34).

Building on the results-based approach, the concept of collaboration should be unpacked. This approach is defined by the interdependent relationship between the organisational actors which are responsible for implementing HRD activities, which have as their outcome superior organisational performance in line with the capability approach.

2.10.3 Collaboration in HRD

The enactment process of HRD is underdeveloped in many organisations as well as the role that line managers and employees play, this coupled with the problem that sections of organisations still operate in silos (Svara & Thoreson, 2015:1; Mintzberg, 2013:118-119; Welsh, 2013:1-5). In order to overcome this, organisational actors

need to make the deliberate decision to collaborate to achieve better organisational results through a process of better cooperation between the organisational actors that will lead to better coordination of HRD processes based on shared goals and strategies which are monitored and evaluated (Boselie *et al.*, 2005: 7; Gilbert *et al.*, 2011:1618-1637).

Collaboration has the potential to transform the organisation as it provides an opportunity to change the capacity of the organisation, in turn moving the organisation towards higher and better HRD performance levels (Emerson *et al.*, 2011:19- 20). In order to understand collaboration in HRD, it needs to be appreciated that it unfolds within a system context that consist of a host of political, legal and authority dynamics and other influences. This system context in turn creates opportunities and constraints that have a direct bearing on the performance of the collaboration at the outset (Emerson *et al.*, 2011:5).

However collaborative HRD does not just happen; it has to be planned for in order to be implemented successfully. In other words, the organisation has to prepare to practise collaboratively. The premise of collaboration is that line managers, HR and employees work collaboratively on all phases of the development processes and recognise their shared responsibility for planning and implementing development interventions (Meyer & Kirsten, 2005:70; Welsh, 2013:1-5). Collaboration amongst the organisational actors is based on a shared vision and the desire for joint action (Sewell in Meyer, 2011:34; Emerson *et al.*, 2011:9-18).

Collaboration demands the integration of the HRD activities and responsibilities into the work of line managers, which is premised on the HR department, line managers and employees participating equally but differently through defined roles and responsibilities. This necessarily calls for new behaviour sets that are characterised by open mindedness, honesty and trustworthiness, communication and listening skills as well as superior facilitative skills (Ulrich,1997:27; Watson, Maxwell & Farquharson, 2006: 31; Uys, 2014:7-9).

- **Components for collaborative HRD**

Successful collaboration rests on 3 components. This is referred to as the 3 C's – Cooperation, Coordination and Capacity for Joint Action, as illustrated below.

Cooperation → Coordination → Capacity for Joint Action
--

Cooperation

Through cooperation line managers with differing content, identity and goals work across their boundaries to solve complex HRD challenges and to resolve conflicts in order to create internal and public value together with the HR department and employees (Emerson *et al.*, 2011:10). This phase is characterised by face-to-face meetings where the common values and vision are articulated and defined. This is marked by open and inclusive communication from the perspective of the knowledge of the participants within the historical context of shared development and experience. This leads to coordination.

Coordination

Repeated interactions between the HR department, line manager and employees helps to foster mutual trust and understanding, internal legitimacy and shared commitment, thereby generating and sustaining the collaborative effort. And once this momentum has been generated, coordination is enhanced, which helps to sustain the cooperation in a virtuous cycle. Coordination can then be defined as a self-reinforcing cycle consisting of mutual trust and understanding, internal legitimacy and shared commitment. This leads to the organisational capacity for joint action (Emerson *et al.*, 2011:10).

Capacity for joint action

The purpose of collaboration is to generate desired outcomes jointly that could not be accomplished separately. It involves engaging in cooperative activities to enhance the capacity of the organisation to achieve a common HRD purpose. It further involves the ability to generate capacity for joint action between the organisational actors that did not exist before and to sustain it (Emerson *et al.*, 2011:14), setting in place the organisational arrangements for collaboration (Emerson *et al.*, 2011:15).

The organisational arrangements are dependent on the specific roles of organisational actors in collaboration. This does not negate the role that other stakeholders play in the success of HRD at the organisational level, but for the purpose of this study collaboration is confined to the organisational actors as defined below.

- **Employees**

Employees are more than just the recipients of HRD (as illustrated in the learning network theory); they are central actors in HRD activities (Poell, 2005:2; Gura, 2015:20). Although the dominant belief is that employees are the key resource in many organisations, there is little evidence to show that line managers and the HR departments behave as if this is the case (Maund, 2001:5). Despite the fact that the collaboration between the line manager and the HR department is critical for the successful implementation of development programmes, the role of employees is overlooked in the process and they are not treated as equal partners in the workplace (Drucker, 1999:21).

For HRD to succeed employees need to feel a sense of belonging, of being valued referred to as engagement. When employees feel engaged, they feel that they have an interest in the organisation's success, are being valued, have a say in their own development and are willing to commit themselves through their actions to meet and exceed their job expectations. Hall *et al.* (2013:119) describe this as the employees feeling psychologically safe (See Figure 2.6) and free to express their views and concerns without feeling inhibited and/or threatened. The opposite is a disengaged employee, who may cause the organisation immense harm, since the employee displays and acts out a "don't care" attitude, does not feel wanted or respected, and made to feel that he or she does not matter. Engagement can be understood as a process between the line manager and the employee with the line manager initiating, maintaining and nurturing this process (Mintzberg, 2013:157; SABPP, 2013:19; Du Plessis, 2015:187; Schultz & Van der Walt, 2015:66-67; Van Eeden, 2014:385;).

However, employees have a degree of discretion over how they perform their tasks and responsibilities, and how they cooperate with line managers and the HR department. Employees use discretionary behaviour that does not sometimes meet

the required cooperation to a specific task. In this the employee decides how well the job is done through using internal self-control that is dependent on his/her level of organisational engagement. Through exercising discretionary behaviour, the employee may decide to support or withdraw participation in the HRD proposals. An engaged employee is more likely to display positive behaviour in the workplace (Gibbons, 2006:1; Purcell *et al.*, 2009:78; Macleod, 2015:1).

- **The HR department**

A common occurrence in organisations is an internal service delivery mismatch between the HR department, line manager and employees, resulting in the HR department rating them much higher for their own HRM performance compared with the line departments and employees (Ulrich, 1997:41). This illustrates a conflict in terms of HR expectations (Ulrich, Brockbank, Johnson & Younger, 2007:9). Meyer and Kirsten (2005:1) contend that the role of HR department and by implication the HRD professional is facilitative. The HR department is first and foremost an employee advocate. The task of the HR advocate is to make sure that the employee-employer relationship is one of reciprocal value by ensuring that employees are listened to, cared for, empathised with and respond to HRM concerns. Activities around policy formulation, development plans and advising on strategy are likely to be undertaken by the HR department in partnership with line managers and employees, with the HR department performing a leading role (Ulrich, 1997:236; Heraty & Morley (1995) cited in Watson *et al.*, 2006:32; Hitchinson & Purcell, 2003 in Watson *et al.*, 2006:31; Du Plessis, 2015:13;). However, the HR department will have to reinvent itself by defining the HRD management model, providing the necessary support (development) that is required to build the competence, and offering the right incentives that will encourage line managers and employees to become accountable for the alignment of goals through all levels of the organisation (Van Assen, Van den Berg, & Pietersma, 2009:2; Vermeeren, Kuipers & Steijn, 2011:6; Schultz & Van der Walt, 2015:ix).

In addition, the HR department in many organisations still does not have the competence and the confidence to act strategically in the areas of partnering with specialised divisions and organisational development and hence adding strategic value as full partner (Vere & Butler, 2007:x). This leads to a discussion of the role and responsibilities of the line manager as the third collaborative actor.

- **The line manager**

Management in organisations was traditionally thought of in terms of command, control and compliance. But this alone cannot bring about the conditions and competence necessary to successfully meet organisational challenges such as productivity, innovation and management of diverse employees. Internationally organisations are beginning to embrace a new management paradigm that is more democratic, focusing on the inclusion of the line manager in HR policy formulation that encourages the involvement and participation of employees as opposed to the old paradigm described above. This by implication requires line managers to embrace new facilitative behaviours that focus on employee engagement and development. In other words, the line manager also has to perform the role of an HRD manager, besides his functional role (Ulrich, 1997:81; Hamlin, Ellinger & Beattie, 2006:306; Mintzberg, 2013:11).

Line managers thus bear responsibility for HRD work in the same way that they have to answer for finances, marketing, technology and strategy (Stone & Ulrich cited in Swanepoel *et al.*, 2003:33; Harrison, 2009:296; Elegbe, 2010:183-6;). But this developmental role assumed by line managers depends significantly on whether they have the competence set to perform this task. Concerns have also emerged about the willingness of line managers to undertake developmental roles, as well as about the insufficient training provided for these roles and the increased workload.

Line managers play an important role in influencing the development climate within their areas of operation. Every line manager's human resource actions have an impact in and on the organisation's overall performance. Line managers must be in a position to implement human resource activities regarding their specific context and group of employees. This makes sense, given the close proximity of line managers to the employees.

The cost-effective implementation of human resource development should rest squarely on the shoulders of accountable line managers. Line managers are responsible for the day-to-day operations of the organisation and they face the challenge of creating a work environment conducive to development, where human resource processes can be integrated with other organisational processes so that human resources can contribute optimally to enhance organisational effectiveness. When employees receive high levels of developmental assistance, such as coaching and mentoring, this may lead to an increase in employee commitment to the organisation and enhanced performance (Beattie, 2004:60; Purcell *et al.*, 2009:59-65).

The line manager, assuming some HRD accountability and responsibilities, can positively influence employee commitment and ultimately organisational performance (Watson *et al.*, 2006:31; Reh, 2015). The implementation of the organisation's HRD policies is thus best done with the participation of line managers in a collaborative spirit rather than being left to HR specialist. Through collaborating, line managers and HR turn policies and strategies into actions (Ulrich, 1997:81; Elegbe, 2010:24). Line managers thus need to have certain specific HRD functions, since they perform such an important role in influencing the learning climate within organisations in collaboration with the HR Department (Boninelli & Meyer, 2004:13). In order to perform this role, line managers need to be equipped with well-designed HR practices.

HRD is therefore not an optional extra for line managers, who are key to encouraging development in employees. Development is regarded as a cultural activity at the core of service delivery and it is not to be regarded as being separate (Matthews *et al.*, 2004:24-25; Beattie, 2004:67; Purcell *et al.*, 2009:62). One way of achieving this could be through including HRD responsibilities in managerial job descriptions through performance appraisals of line managers. Line managers need to realise that they are the most important influence on an individual's development in the workplace, and they need to be informed of the behaviours that facilitate and inhibit development (Beattie, 2004:76; Hamlin *et al.*, 2006:306; Van Eeden, 2014:76).

However, line managers often do not have the capacity to perform HRD functions effectively. There is a fundamental misconception that line managers cannot drive both HRD policies and practices which are designed to achieve organisational strategic objectives through identifying, developing and supporting the appropriate knowledge, skill, commitment and performance in people (MacNeil, 2001:248).

For HRD to be successful line managers must be actively involved; this is based on the argument that the expectations and attitudes of line managers towards human resources are crucial to setting the tone of the employment relationship (Baron & Kreps, 1999:6). The effective HRD activities of line managers depend on the particular HRD programme in which they are required to play a role. This can be categorised as consisting of three phases:

- preparatory activities;
- activities during the development programme; and
- follow-up activities after the development intervention (De Jong *et al.*, 1999:176)

Line managers should be supported by their senior managers and the HRD department to perform three HRD roles:

- Analytical role: line managers should be regularly screened with respect to their HRD performance and their own developmental needs;
- Supportive role: they should be affirmed and experience continuous interest and support from their senior managers and HR department in their efforts to perform their HRD roles; and
- Development role: they should receive ongoing coaching and mentoring in order to develop in their management role by senior managers and the HR department (De Jong *et al.*, 1999:182; Purcell *et al.*, 2009:188; Hall *et al.*, 2013:158-159; 42-48).

For the collaboration between the organisational actors to work efficiently, the organisational actors will have to be transparent and accountable; this leads in turn to superior organisational performance (O'Neill, 2015:xi). The active involvement of line managers and employees together with the HRD department in defined HRD activities can have a positive influence on overall organisational performance (Ulrich,

1997:236; Hitchinson & Purcell 2003 in Watson *et al.*, 2006:31; Du Plessis, 2015:13; Deloitte, 2015:4). All managers should promote HRD activities that have the ultimate goal of creating value (De Jong *et al.*, 1999:183).

2.11 HRD VALUE PROPOSITION

The task of the public manager is different from that of the private sector manager in more than one way. The public manager has to create public value, mostly through a wide range of internal and external stakeholders, in order for decisions to be legitimate (Moore, 1995:28). Harrison (2009:360-365) and Burke and Cooper (2005:4) argue that an organisation exists to create value in the community that it serves through the products and/or services that it delivers. From the organisation's point of view, the question can be asked whether HR services are adding value to the organisation itself and, if so, how.

The HRD value proposition makes explicit the relationship between HR practice and the three areas of value expectations, namely employees, the public and the employer. In order for the organisation to create internal and external value, it has to manage its human resources well. For employees the question is how HRD affects their morale, commitment and competence; for the public, the value lies in the perception of excellent service delivery; and for the employer the value lies in the long-term sustainability of the organisation by preparing the organisation for the future through the optimal use of its human resources (Ulrich, 1997:247).

The HR department should deliver value to the organisation when it is attuned to the strategic and operational needs of the organisation. The idea is not that the HR department should perform all the HRD functions, but they should have an acute understanding of how HRD strategies and operations work. Competence in delivery of HR services goes beyond knowledge and involves the delivery of excellent HR practices to the organisation and the employees, which is interpreted as adding value. The organisation's HRD programmes should support the strategic drivers of the organisation through delivering HR policies and practices that are underpinned by a strong focus on development (Ulrich, 1997:247-8).

For HRD to add value, the HR department and specifically line managers and employees will have to practise HRD with integrity. Employees and line managers may easily conclude to what extent the HR department values employees by evaluating the extent to which the HR department can give evidence of:

- Being reliable and consistent, by making sure that HRD policies are in place and the practices are consistent with the policies;
- Being supportive, by making sure that they are actively supporting employees and line management in their HRD activities by being responsive and displaying empathy to the needs of the organisational actors;
- Communicating effectively, by ensuring that HRD benefits and success are communicated regularly through ongoing research;
- Being responsive, by ensuring that the directorates have the ability to anticipate the emerging human resources risks by responding timeously and accurately through mitigating the risks;
- Proving reassurance, by ensuring that the department is able to inspire and motivate organisational actors to embrace HRD; and
- Being ethical, by maintaining high levels of confidentiality in terms of personal information and delivering on intentions within budget (Gilbert *et al.*, 2011b:1618-1637; Ulrich, 1997:254).

The term 'collaborative HRD' may be described as an all-encompassing approach to HRD, defining it as *a process and structure of management that is based on the active collaboration between the HRD department, line managers and employees at all levels of the organisation in order to meet and monitor set organisational HRD objectives. It is a facilitative partnership approach that is co-owned and premised on mutual trust, dialogue, shared learning, adding greater internal and external value* (Emerson *et al.*, 2011:2).

2.12 SUMMARY

Organisations are a key feature of society and the effective management of the human resources sets organisations apart from one another. Every organisation can be understood in terms of its context and the specific organisational culture that is

created as a result of its unique context. The culture develops as a result of how the organisational actors perceive and interact with one another. Human resource development is not separate from human resource management; it should be understood and interpreted as a component of the broader human resource management field. Whereas the old management style of command and control may have produced short-term results, this is often at the peril of sustainable human resource development. Line managers need to have the competence to be able to manage human resources effectively. Although the most commonly used, training is but one of the development options.

Human resource development can and should be approached through employing formal and informal development approaches. HRD needs to be understood and interpreted from a collaborative perspective. The line manager, employees and the HR department collaborate as equal but different partners in the HRD process. The organisation faces the challenge to ensure that employees remain engaged in the organisation, since a disengaged employee is damaging to the organisation. It is concluded that successful organisations are those that embrace a collaborative culture.

HRD needs to be understood and interpreted from a collaborative perspective. The line manager, employees and the HR department collaborate as equal but different partners in the HRD process. The organisation faces the challenge to ensure that employees remain engaged in the organisation, since a disengaged employee is more damaging to the organisation. It is concluded that successful organisations are those that embrace a collaborative culture.

The HRD functions of the line manager should be included in the key performance indicators of line managers. The line manager must assume HRD responsibilities and, unless the line manager is supported by the HR department and senior managers to execute this function, HRD will not be effectively executed. The line manager cannot develop employees, nor can employees be forced to develop; however, the line manager has the responsibility to create a supportive and enabling environment through engaging the employees. For organisations to be effective, they need to have line managers with the right competency set to take the organisation

forward, as well as employees to take responsibility for their own development and a functional and effective HR department.

The next chapter will present the local government system in the Netherlands and through practical examples demonstrate HRD practice through the study of four different municipalities.

CHAPTER 3: HUMAN RESOURCE DEVELOPMENT IN DUTCH MUNICIPALITIES

In het Nederlands wordt een manager ook 'leidinggevende' genoemd, wat letterlijk betekent iemand die richting/sturing geeft binnen een organisatie (organisatorische setting), MAAR als de leidinggevende geen of incompetente leiding geeft, wordt leiden, een lijden (iemand die pijn en lijden brengt/geeft).

In the Netherlands a manager is referred to as a *leidinggevende*, that literally means, one that gives direction within an organisational setting, BUT if *leidinggevende* does not provide direction or is incompetent then *leiden* becomes *lijden* (one who causes pain and suffering) - Broekhoven (2013).

3.1 INTRODUCTION

The 2014 Human Development Report (UNDP, 2013:226) ranked the Netherlands as the most developed country in Europe and the 4th most developed country in the world. Considered one of the smaller countries in Europe with a population of just over 16.5 million, the Netherlands is best described as a well-educated nation with a trusted and stable democracy (Leenes & Svensson, 2005:1).

The international focus for practical research is directed at the Netherlands. A comparative analysis of different HRD practices may serve as a basis for the proposal of alternative HRD models/practices for the South African municipal sphere. Between April and June 2013 the researcher conducted a series of interviews with various Dutch politicians, administrators, academics and HRD specialists at four different municipalities of varying size namely, Tilburg, Dordrecht, Dongen and Den Bosch Municipalities. This was combined with analysing the political and administrative structure of municipalities in the Netherlands (See Figure 3.1).

Interviewee	Position / Title	Institution
Peter Noordanus	City mayor	Tilburg Municipality
Annette Mengde	Director	Tilburg Municipality
Louis Boel	HR Advisor	Tilburg Municipality
Sjef Ypelaar	Team Manager	Tilburg Municipality
Wilbert Wouters	Department Head	Tilburg Municipality
Richard Scholten	Team Manager	Tilburg Municipality
Tjestke Poelsma	HR Manager	Dordrecht Municipality
Rita de Bruin	HR Advisor	Dordrecht Municipality
Simone Dirven-van Aalst	Mayor	Dongen Municipality
Marly Verbruggen	Team Leader	Dongen Municipality
Jan Verschuren	Senior manager	Dongen Municipality
Arjan Heijdens	HR Advisor	Dongen Municipality
Thijs Winthagen	HR Advisor	Den Bosch Municipality
Lieke Boon	HR Manager	Den Bosch Municipality
Bart Ven Rooij	Department Manager	Den Bosch Municipality
Herman Wagemans	Department Manager	Den Bosch Municipality
Marjan Hendricks	HR Manager	Nymegan University
Marc Vermeulen	Professor	Tilburg University
Peter van den Berg	Professor	Tilburg University
Marian van Woerkom	Professor	Tilburg University
Rob Poell	Professor	Tilburg University
Mirjam Baars	Dr	Tilburg University
Niels Karsten	Dr	Tilburg University
Bob Hamlin	Professor	Retired
Phillip Joos	Professor	Tilburg University
Roger Bougie	Professor	Tilburg University
George Evers	Project Manager	A+ O fonds
Hans Krouse	Former Board Member	IVA Research Institute – Tilburg University
Derk Jan Nyman	Dr	University of Utrecht
Bram Steijn	Dr	Erasmus University Rotterdam
Theo Camps	Professor	Tilburg University

Figure 3.1: Dutch stakeholders interviewed

A complete literature review was conducted on the Dutch municipal system as well as the relevant HRD literature and HRM in the four municipalities in the

Netherlands. Various Dutch municipal policies and publications were analysed. Interviews were conducted with officials, academics and stakeholders and conducted in Dutch (50%) and English (50%). The interviews were recorded and noted in writing and the trends written up. With respect to the study, field notes were compiled after every contact session. A field recorder was used to capture the experiences. Transcriptions of the audio-taped interviews together with field notes formed the basis of the construction of the participant's experiences and viewpoints.

The interviews were then filtered into broad themes. The interviews were recorded and then transcribed into written English by the researcher. In the case of the Dutch the summaries were then sent back to the interviewee to check for factual correctness. The transcriptions were then approved by the interviewees. Interviews were conducted in three languages, i.e. Afrikaans, English and Dutch. Additional interviews were conducted with various role players in the municipal environment.

A synopsis of the work of the Vereniging van Nederlandse Gemeentes (VNG) and the *Arbeidsmarkt and Opleidings Fonds Gemeenten* (A+O Fonds Gemeenten) is presented. The research findings are presented through the use of 5 broad themes (See Annexure A) that form the unit of analysis for each of the four municipalities;

- The HRD challenges
- HRD policy and practice
- Organisation of the HRD function
- HRD and management collaboration
- Internal democracy.

3.2 BACKGROUND

The Dutch population is diverse and includes people from the former Dutch colonies who have settled in the Netherlands. Of the 16.5 million inhabitants, an estimated 370 000 are from Turkey, 330 000 from Morocco, 330 000 from Surinam, the Dutch Antilles and some 40 000 from the Southern Moluccas (VNG, 2008:10-12). These

figures account for approximately 5% of the population (Wiersma & Van den Berg, 1998:63; Van den Berg, 2013:Interviews).

The government remains the biggest employer in the Netherlands. Besides being home to the world's largest and busiest port, namely Rotterdam, the country boasts being home to multinational companies such as Shell Oil, KLM Airlines, Philips and Unilever (Wiersma & Van den Berg, 1998:63).

3.3 THE LEGISLATIVE CONTEXT

The city of Amsterdam is the economic capital of the Netherlands, whilst the seat of government is in The Hague. Although the Netherlands has a monarch as the head of state, the monarchy wields no direct political power and ministers manage their respective portfolios with regular accounts to parliament. The Netherlands is a constitutional monarchy that is ruled by the monarchy but at the same time it has a Constitution (1848) that is organised around the central, provincial and local governments ("gemeentes"/municipalities), which cooperate to govern the state (Karsten, 2013:Interview; Hendriks, Loughlin & Lidstrom, 2011:97-119).

This organisation of the government can be traced back to the seminal work of Thorbecke in 1848. This included the drafting of the Constitution (1848), the Province Act (1850) and the Local Government Act (1851). These three Acts give effect to the decentralised unitary state. The unitary nature of the state is not based on a centralised government structure, but rather on agreement amongst the three active components of the state – i.e. central, provincial and local – as enshrined in the Constitution. In this model local and provincial government have broad powers to deal with matters of local concern. The three levels of government, however, work together, led by the central government with the provinces and municipalities enjoying a considerable degree of autonomy.

The spheres of government all have their own responsibilities or areas of competence, which are led by the central government through policy and oversight supervision. There are 12 provinces and 467 municipalities (city, town or borough). The provinces vary in size and population, each being responsible for implementing

central government decisions insofar as they fall within the competence and duties of the province. The municipalities normally have bigger budgets at their disposal as well as more staff compared to provincial and central governments. The civil service employs 13 000 provincial, 185 000 municipal and 116 000 central government officials. From these figures it is clear that municipalities play a significant role. Central government and municipalities are thus the key political and administrative levels for government policy implementation and coordination (Hendriks *et al.*, 2011:97-119).

The main competences of municipalities are focused on spatial development and planning, housing, sewage services, municipal roads and harbours, primary and secondary education, social care and execution of social security, culture and recreation, environment and health care. Municipalities in this instance have the freedom to take initiatives, provided that the initiatives and programmes are not in conflict with the rules and requirements as set by national government. They are, however, constrained by central policy guidelines (Hendriks *et al.*, 2011:97-119).

Another higher tier of government can also be defined, namely the European Union. In many instances European law prevails; a case in point is the existence of the Council of European Municipalities and Regions, which aims to promote the interest of Europe in cases where European law takes precedence over national, local and or regional law. In the Netherlands the project of “Europe-proof municipalities” has commenced, which is aimed at ensuring that the municipality’s rules and regulations are in line with European Union laws (Vereeniging van Nederlandse Gemeentes (VNG), 2008:16-24).

The Dutch political model is best described in terms of consultation, consensus and compromise often referred to as “*poldering*”. This approach leans towards a preference for dialogue, discussions and gatherings, as opposed to the Anglo-Saxon model of majority rule (Hendriks *et al.*, 2011:97-119). This is observable at all levels of government, since no single majority party holds office.

3.3.1 Political structure

Political authority within the municipality rests with the municipal council. The council is elected every four years through a multiparty system that usually leads to a coalition government. Legislative control is vested in the council, whereas executive authority rest with the executive committee (the mayor and aldermen). The council performs an oversight role to the executive, determines policy and monitors the activities of the executive committee. The council also plays an important advisory role to the Minister of Interior Affairs, on the appointment of the mayor (VNG, 2008:27).

The mayor is the *de facto* leader of government in the municipal council and is appointed by the crown (on the recommendation of the Minister of Interior Affairs). The mayor serves as the chairperson of both the council and the executive committee. The position of mayor is not necessarily linked to any political party in council; the mayor carries the responsibility of keeping the council together in order to ensure that municipal decision-making is correct, proper and respectable through engaging different municipal stakeholders. Above all, the mayor is regarded as a manager and much more than just a figurehead. By way of illustration, the mayor is the head of the police and fire brigade and considered to be the ultimate ombudsman (VNG, 2008:27).

Aldermen, on the other hand, are appointed by council and follow a political programme, playing a more active policy-making political role than the mayor. Aldermen have defined responsibilities that include taking accountability for certain portfolios, reporting to the municipal council. The position of alderman is a combination of political, management and administrative functions (VNG, 2008:27).

It is important to note that mayors and aldermen can be recalled by the municipal council in the event that the council loses confidence in the ability of the executive to perform their duties with care and due diligence (VNG, 2008:27).

3.3.2 Administrative structure

The head of the municipal administration is the “gemeentesekretaris”, hereafter referred to as the GS. The work of the municipality is typically divided into specialist sections and is normally headed by a head of department. Officials are appointed based on their technical and administrative competence, and are expected to be above party political affiliation and to carry out their work in a non-partisan way. They typically perform an implementation role and execute council policy. They manage the institution and the work of the executive. Municipal managers are acutely aware of the need to ensure that the public (clients) are treated with care and respect, and are expected to be professional in their approach. Some municipalities have adopted a service or quality charter that sets out the service quality standards that are to be expected from the municipality. The task of management is then to ensure that service standards are maintained and improved on continuously.

3.3.3 Trends and developments within the Dutch municipalities

The Dutch local government system faces a number of challenges that have an impact on how HRD is implemented and managed, amongst which the following are noted by the A+O Gemeenten Fonds Jaarverslag (A+O Fonds Gemeenten, 2012).

- The municipality, which is close to the citizens, requires employees to have new sets of competencies, i.e. they must be entrepreneurial, independent and solution driven.
- Strategic staff planning is vital: in the short term municipalities are faced with budget cuts, but over time older employees will have to leave the sector to be replaced by younger employees with higher skills sets. Municipalities will have to invest in the development of older employees as the retirement age of employees is now 67 years, which implies that people will be employed for longer.
- Municipalities are striving to build a more diverse composition of staff at all levels in the organisation.
- Municipalities have to find smarter ways of collaborating: working with and through network partners.
- Competency-based education is on the rise (Baars, Camps, Steijn, 2013:Interviews).

Internal democracy in the workplace is a well-established practice in the Dutch public system. The *Ondernemingsraad* (worker councils) is an established forum that does not replace the trade union, but is a platform where the employer can engage actively with the worker council to ensure that HR policies and procedures are followed. As confirmed by Winthagen (2013:Interview), *we have a legal duty to give information, ask advice or seek agreement on topics. It is an instrument for support for policy.* Whereas trade unions negotiate on income and job security, the work councils focus on more substantive matters where knowledge of the organisation is needed.

Members of the worker councils are elected and serve an initial three-year term. The members can be members of the trade union through a system of proportional representation. There are varieties in terms of the organisation of the workers councils. In some municipalities there are corporate workers' councils (one council for the entire municipality) and divisional workers' councils. However, the divisional workers' council's members all have a seat in the corporate workers' council; in this way internal democracy is decentralised. The worker councils meet monthly as well as on incidental issues in addition to the meetings that are scheduled within the divisions. The worker councils have a regular newsletter, utilise social media and hold meetings, which all enhance communication. In this way employees are kept informed on the latest HR developments (Winthagen, 2013:Interview; Evers, 2013:Interview; Harbers, 2014:1-65).

All of the above have implications on how HRD is practised in municipalities, as it is about excellent service delivery that is supported by innovative HRD practices.

3.4 REGULATORY STAKEHOLDERS

Under this section the Vereeniging of Nederlandse Gemeentes (VNG) and the products they offer will be discussed.

3.4.1 Vereeniging van Nederlandse Gemeentes (VNG)

The Vereeniging van Nederlandse Gemeentes (VNG) is an umbrella organisation of the 467 municipalities in the Netherlands, founded in 1912. Having built up an

extensive knowledge base, the VNG can primarily be considered a service delivery vehicle to the member organisations, offering a platform for municipalities to raise issues as a collective. The VNG represents the employer function, which means that the VNG bargains with the labour unions about the collective agreement for all the employees of the municipalities. Within the VNG a special unit represents this function, namely the College voor Arbeidszaken (CVA).

The broad aim of the VNG is to strengthen the tier of government (municipalities) that is closest to the people. As the collective voice of municipalities it interacts with other tiers of government such as the provinces as well as the national government. In this it performs an advocacy and lobbyist role. The work of the VNG can broadly be categorised into the following streams *inter alia*, outlined below.

3.4.2 Products and services

Through its products and services, the VNG gives effect to the mandate of delivering services to the members. Some innovative examples that relate to HRD include:

- An interactive website that offers a variety of media options;
- Case studies of communities of practice – this page has more than 4 000 examples of practice and learning, so members can search the database for best practices;
- Model regulation – the VNG writes policies on a regular basis and posts these on the website for members to access;
- Advice – the VNG has a knowledge bank of suggestions on, amongst other things, HRD policy development and execution;
- Legislation calendar – this service allows members to track where legislation sits within the legislative chain that may interest local government.
- VNG magazine – the magazine appears every second week and offers insights into the HRD developments in the field of local government;
- Discussion forums – through knowledge networks via VNG, professional colleagues have an opportunity to share documents, seek professional advice and connect with professionals in the field;
- Surveys – the aim of the surveys is to ensure that the organisation stays in touch with the members and their views; in this way, the organisation

remains relevant. The goal is continuous development; and

- Action programmes – this is a platform where knowledge is shared amongst communities of practice. This is done through regional meetings, training of new councillors as well through a programme called *Quick scan*. This programme offers an overview of the state of the municipality on a number of levels.

3.5 THE ARBEIDSMARKT AND OPLEIDINGS FONDS FOR GEMEENTES (A+O FONDS)

The A+O Fonds Gemeentes, hereafter referred to as “the fund”, was started in 1993 by the social partners (organised labour, municipalities and the VNG) in the Netherlands. The fund aims to advance and support innovative activities in the municipal labour market as well as HRM policy and research. The primary aim of the fund’s activities is to ensure that the local government sector functions optimally by making sure that working for a municipality is considered an attractive career option.

The fund is relatively small and has a programmatic approach to its work. The work of the organisation is executed on three levels, i.e. research (knowledge gathering), sharing (knowledge sharing with community of practitioners) and application (local application of knowledge). Some of the innovative HRM/D programmes are highlighted below in Figure 3.1.

Theme	Description
Het Nieuwe Werken (HNW)	The objective of this programme is to provide new insights into the world focusing on the changing nature of work. This is done through sharing of knowledge and supporting municipalities with implementation.
Development and Mobility	The objective of this programme is to support the municipalities and social partners through sharing knowledge on career development and mobility of workers.

Municipal labour market	The objective of this programme is to profile the municipality in the labour market. This is done by supporting the municipality through effective labour market policies that includes, amongst other things, the development of a municipal competency box – the aim is to match all municipal functions to staff competencies, which in turn indicates the minimum required subject knowledge within the workplace.
Healthy and sustainable working	The objective of this programme is to provide support to municipalities and social partners, in order to develop a healthy municipal working environment through improvement of conditions of employment, controlling “sick leave”, the reintegration of part-time medically fit individuals and the prevention of labour health concerns.
Participation (Internal democracy)	The objective of this programme is to explore new ways in which employees can participate effectively through the Ondernemingsraad (OR) and to ensure that internal workplace democracy is strengthened. Amongst the activities undertaken is the development of a toolkit that offers workplace examples of how the worker councils are functioning effectively.
Employee monitor	This programme has as a goal to benchmark HRM practice within the sector, in order for local municipalities to align their HRM practice.
Diversity	The aim of the programme is to assist and strengthen cultural diversity within the sector, through the implementation of a number of projects aimed at development and application of a diversity policies.
Subsidies	In order to ensure that municipalities function well, a number of cross-cutting subsidies are available to municipalities to support HRM/D implementation.

Figure 3.2: Innovative HRM/D programmes (Stichting A+O Fonds Gemeenten, 2012)

3.5.1 The HR festival

In addition to the activities above, the Fund organises a biannual HR gathering together with two other funds; this is called the HR Festival. This one-day festival brings together the social partners and HR professionals with the explicit aim of discussing the current and future state of HR in the public sector. It is also an opportunity for HR professionals and managers to network and to share knowledge and best practices. It is clear that the VNG and the Fund both play an active and supportive role in the implementation of HRM/D to municipalities.

Next, an analysis of the HRD policies and practices of four Dutch municipalities

are provided. They are different in size and shape and through analysing the four, the reader is provided with a balanced perspective of how HRD activities is implemented within the Dutch local government system. The analysis is undertaken through presenting the four Dutch municipalities in terms of;

- The HRD challenges.
- HRD policy and practice.
- Organisation of the HRD function.
- HRD and management collaboration.
- Internal democracy.

3.6 TILBURG MUNICIPALITY

3.6.1 Background

Tilburg is a modern industrial town and home of the University of Tilburg. It is the second largest city in the province of North Brabant, and home to 229,000 inhabitants. The Tilburg Municipality is credited with pioneering a new way of municipal governance in the late 1980s, aptly called the Tilburg Model. It was the first municipality in the Netherlands to adopt a service centre-styled organisation. This involved a one-stop shop for services to the community, backed by strong research and an enabling policy development department to address the policy challenges (Mengde; Boel; Noordanus, 2013:Interviews).

3.6.2 HRD challenges

The Tilburg Municipality recognises that in the future the actual demand for qualified staff will not be met by the supply of highly educated staff. Budget cuts have resulted in the organisation having to make do with fewer staff. The ageing workforce poses a challenge, together with the low staff turnover. This means that younger employees are not entering the municipality at the required pace.

The education level of the workforce can be considered high, but employees also need a new skills set to meet the challenges as the organisation is in transition, operating on a project management approach. This poses new challenges in terms of horizontal and vertical reporting (Wouters, 2013:Interview).

3.6.3 HRD policy and practice

The HRD activities are best understood by considering the HRD policies and practices within the municipality. The Tilburg competency management book (2007) vision for Tilburg Transformer (see Figure 3.2), the learning tracks (see Figure 3.3), and the vision on human resources and organisational policy for 2007 form the basis for understanding the Tilburg HRD policy and practice.

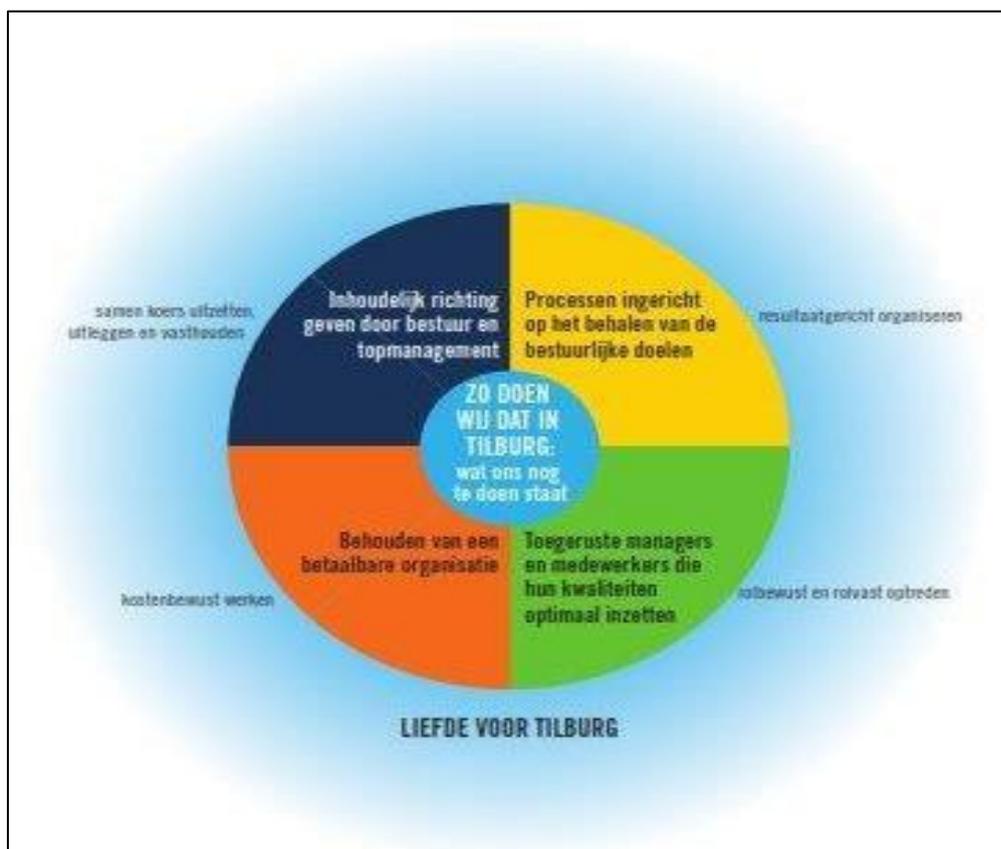


Figure 3.3: Vision for Tilburg Transformeert (Tilburg Transformeert, 2007)

The municipality believes that investing in the development of employees is essential for the future development of the organisation. The Tilburg Municipality states that *“people are the capital of the organisation and they matter. For the municipality, people make the difference”*, stating further that *“We therefore acknowledge how important it is that our people can really recognise themselves in the goals of our organization. That they commit – with passion for the city – to those goals and recognize their opportunities to contribute successfully. This in its turn imposes certain demands on the organization, the management and the employees”* (Tilburg Transformeert, 2007).

Thus HRD policy is practised in the following way:

- **Competence-based job descriptions**

Competence-based job descriptions are the basis for employees and management. The core of the employee policy is that the manager makes agreements with the employees on their added value, performance, duties, roles, individual development and career. The job description is selected from a set of 40 competencies. Every job ideally has 8 competencies, but all jobs have as core competencies cooperation and the achievement of results. Some jobs may have fewer competencies. Managers therefore have to be able to translate the organisation's goals for the employees and guide them in this and, together with the employees, connect these goals to their working situation (Tilburg Transformeert, 2007; Boel, 2013:Interview).

- **Performance appraisal**

All employees are assessed annually on their results and developmental progress. Since all jobs are results-driven and competence-based, all employees are subject to developmental appraisal. A competency handbook is normally used as a guideline for performance or result improvement. The Dutch make a distinction between a judgemental and a coaching aspect of performance appraisal. There are thus two types of conversations, namely the *beoordelingsgesprek*, which is a top-down discussion in which the candidate's performance is assessed by his immediate supervisor; and the *funktioneeringsgesprek*, which is a bilateral discussion in which the employee and supervisor explore progress and possible areas for improvement in the employee's work performance (Wiersma & Van den Berg, 1998:71-72). A plan for improved performance is then agreed upon called the "*personeel ontwikkelings plan*" (POP).

- **Career development opportunities**

All employees are required to develop an individual annual plan (IAP) and the individual development plan (IDP) that connects the generic job description to the actual work situation. Managers can choose from a set of 40 competencies to be developed. The performance appraisal process

highlights the development issues that are cascaded to the IDP.

- **Talent management**

Talent management is undertaken as an approach to development. In the performance appraisal process the employee may disclose knowledge and/or insights that may not have been known to the manager. This means that management can gain insight into competencies (to be developed) and affinities of employees, who may have qualities which are scarce in the organisation and can be utilised for the greater good of the individual and the organisation (Tilburg Transformeert, 2007; Boel, 2013:Interview).

- **Coaching for competency at the career centre**

The implementation of the IDP is supported by coaching. The organisation facilitates this by offering coaching at the career centre. The coaching can take place in-house or can be supported by an outside consultant. The development of the employee is the responsibility of the municipal organisation as well as the employee him/herself (Tilburg Transformeert, 2007; Boel, 2013:Interview).

- **Learning track model**

Human resource development takes place on a three-track organisational learning system (see Figure 3.4).

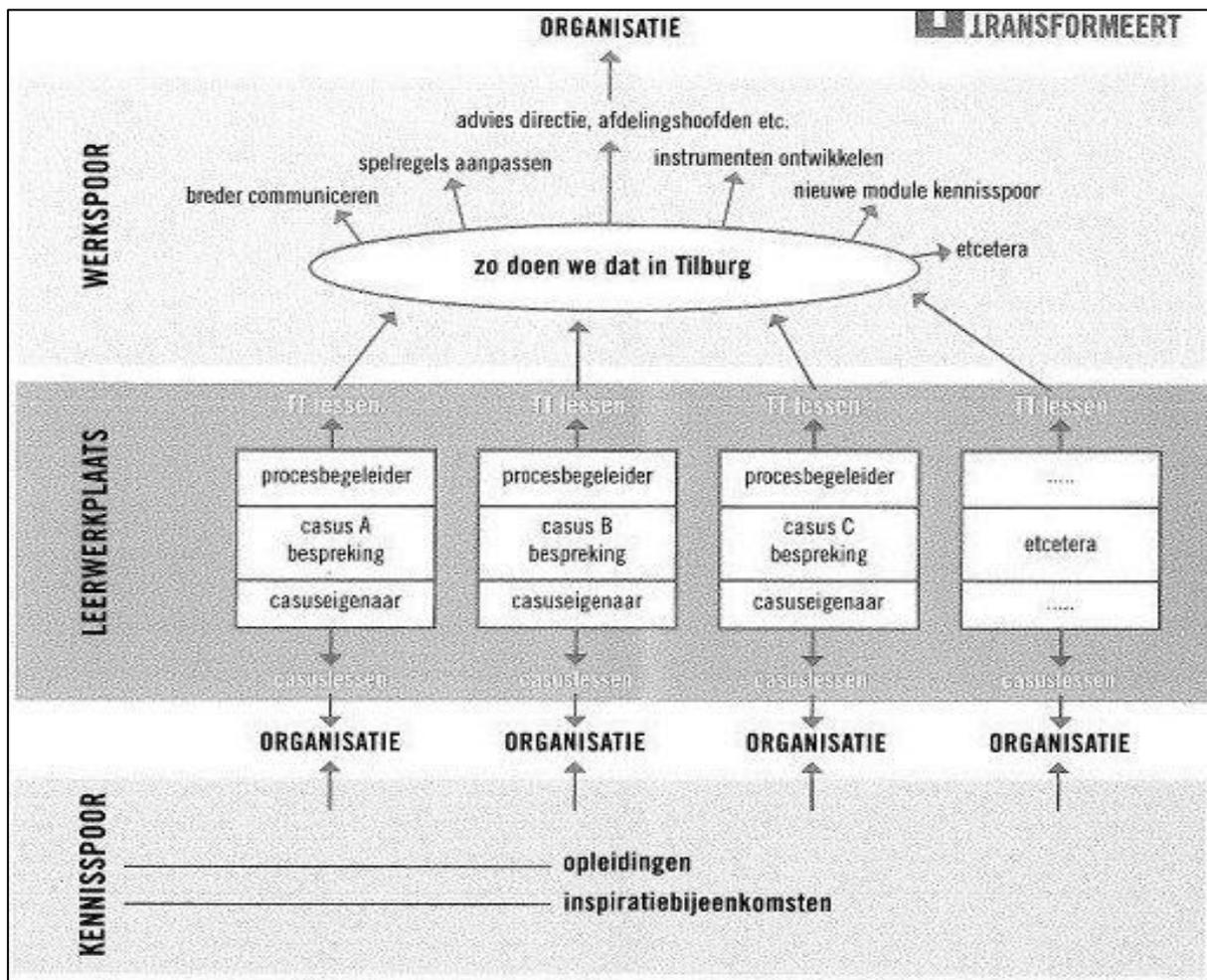


Figure 3.4: Learning tracks (Tilburg Transformeert, 2007)

The crux of human resource development takes place on the *Leerwerkplaats* (*team learning and development*) track. Departments have the opportunity to take time out to analyse what is going wrong and right, and to explore creative solutions in the “laboratory”. The heart of the human resource development is the *Leerwerkplaats* area. Employees participate in this area on an equal footing, with the desire to find better ways of working together to meet organisational goals.

These solutions will then either inform the “Kennisspoor” (individual learning), which will take the organisational lessons into training or motivational sessions, coaching or mentoring. This job-specific training focuses on knowledge competencies and is supported by the POP. The Career Centre of the municipality can advise on this and sometimes organises municipal courses (‘basics’), either in-house or in training institutes. Education and training in particular are tools for quality improvement or

organisational development used by directors and the line managers. Should the worker wish to study further and need a qualification, the organisation policy is that the organisation will pay for the training and the worker should commit his or her time and energy to this. The training options could be coaching, mentoring or university short courses. Employees can also request training, but it is for the manager to decide whether this is appropriate.

On the other hand, the result of the “*Leerwerkplaats*” (collective learning) can be cascaded into the “*Werkspoor*”, which could lead to process or policy changes in the field of broader communication, new models and/or tools with the new knowledge built back into the system. In order to reinforce managerial leadership and the central role managers play, a distinction is made between leadership and management training. Basic management courses are offered such as administration, organisation, management, processes and systems.

Leadership seminars are developed that are supported by the central management team (these leadership seminars create a joint frame of reference on subjects such as activism, using opportunities, ‘bonuses for action’, non-bureaucratic operations). The target group for the courses and seminars is the line managers. In addition, the central management team (CMT) may also organise ‘T-seminars’, organised like a ‘general seminar’, which is open to everyone. Relevant social themes may be addressed that are introduced by external experts. The training budget is 2% of the payroll and can be invested in the individual-based training and/or collective development as per the 3-track learning system (Tilburg Transformeert, 2007; Boel, 2013:Interview).

3.6.4 Organisation of the HRD function

The current Tilburg organisation design is a work in progress, having been in operation since 2012. In order to fully grasp the new integrated system, it is important for this study to trace its historical origins.

The major tenets of the old Tilburg Model were management thinking, in terms of output to citizens by translating all activities into a restricted number of products; integral cost accountability; open and transparent processes for both council and

citizens; integral management (meaning that the directors of the various services are directly responsible for all processes and input of the means that are allotted to them); decentralisation of authority; and a quality-oriented and citizen-centred style of operating (Krouse; Mengde, 2013:Interviews).

In the old system tensions began to develop between the 'thinkers' (policy makers) and the 'doers' (implementers). According to Mengde (2013:Interview), a silo mentality permeated the organisation and it became over-bureaucratic in terms of delivery. The system created internal tensions due to the territorial nature of the hierarchical organisation. The organisation thus needed a new logic or a new paradigm as it became clear that the old system had become outdated. The old Tilburg model then came to an end in 2011.

The new management structure is flatter and can be compared to an onion or a planetarium, in terms of its shape and functionality. The structure works in terms of a network (Mengde; Boel, 2013:Interviews). In the centre is the political agenda. Around the political centre is the administrative management under the leadership of the GS, who performs the role of a chief executive officer, supported by a team of directors with various portfolios. The directors can come together at any stage as they act as a multidisciplinary team to execute organisational plans and programmes within the strategic plan. The management programme is determined by the 4-year political programme known as the Integrated Budget Plan (IBP), which is linked to the needs of the community. The next layer is that of the head of the departments.

The new approach can be referred to as an integrated management approach, in other words a network within a director's model.

3.6.5 HRD and management collaboration

The slogan of the Tilburg Municipality, '*People make the difference*', is the basis of how human resource management is defined within the organisation. Line managers also play a leadership role and it is expected that the leadership (managers and directors) should live the vision through their actions. Line management gives guidance as well as space (facilitating leadership), but is also required to offer

direction (decisive leadership). The line manager is not afraid to be vulnerable and is aware of being a role model.

It is expected that line managers take responsibility for creating a learning climate and thus act as an HR manager. Line managers within the organisation should understand their role to act as coach and to give direction (Scholten, 2013:Interview). In addition, they have to create a good environment for their employees to be able to grow as well as to manage for results (Ypelaar, 2013:Interview). This is supported by Wouters (2013:Interview), who regards the critical role of the line manager as ensuring that the organisation and/or the team functions optimally. Although the organisation expects line management to take the lead in all matters of HRD, not all line managers seem to grasp their function as HRD champions, as expressed by Wouters (2013:Interview) “*I see my role partly as an HR manager*”. There is still a strong reliance on the HR department to organise the HR activities.

3.6.6 Internal democracy

Internal democracy is practised in accordance with legislation. Formalised decision-making within the organisation takes place through the workers’ council as per the Works Council Act of 1950. Employees participate in decision-making either through the works council (Onderneemingsraad), and the departmental committees (OCs). The trade unions also play an active part in this, forming the nucleus of how internal democracy is practised in the workplace.

3.7 DORDRECHT MUNICIPALITY

3.7.1 Background

The City of Dordrecht is the oldest town in the Netherlands and works cooperatively within the Drechtsteden (a regional collaboration of six Dutch municipalities) within the Zuid Hollands province. It is the fourth largest city of the province with a population of 118,601. The Municipality of Dordrecht is the only municipality to make it onto the 2013 list of most active learning organisations in the Netherlands (NRC Next, 2013).

3.7.2 Human resource challenges of the municipality

According to Poelsma (2013:Interview), the workforce is highly skilled, but that does not mean that there are no challenges. The following are the key organisational challenges faced by this municipality.

- Functional competence of employees: The biggest challenge for the employees and managers is to develop new competencies (knowledge, skills and attitudes) to make the new organisational context work. The competencies and skills are far from new for everyone, but in the rapidly changing context, these skills are more important than ever. Skills development for managers and employees in these competencies is essential; examples include the need to acquire digital skills to be able to navigate the new e-governance environment.
- An ageing workforce, since one third of the workforce is over 55.
- The network organisation style of management; which also demands heightened skills of working collaboratively within a cross-disciplinary network.
- The digital society has also placed additional technology skills demands on the people in the institution.
- Sick leave in some departments is unusually high and needs to be understood and analysed in terms of the compelling reasons for sick leave or absenteeism.
- The HRM/D function sits within a shared service centre (SSC) and is considered challenging, because of the distance of service delivery between municipalities.
- The organisation has a diversity policy, but in practice the organisation remains predominantly white, which is a fair reflection of the demographic makeup of the population. Recruitment from minority groupings remains a challenge, as is the low staff turnover (Poelsma, 2013:Interview).

3.7.3 HRD policies and practices

The organisation set the following goals for the period 2011-2014: to be the best municipal employer that is recognised by others, and to embrace the flexible network organisational style. It was expected that the organisational HRD strategy should move the organisation closer to the strategic goals (Poelsma, Scha & Buur, 2012:1- 17).

The HRD policy states: *employees are the most important factor in organizational development. We strive for a balance between the development of the organization and development of the employee. The employees and managers are given guidance regarding methods, attitudes and behaviour, and employees have the opportunity to contribute to this renewal and to renew their own work and themselves* (Poelsma *et al.*, 2012:1-17).

The foundation of the “Die Nuwe Werken” (DNA) is the key competencies that define employee behaviour. It is expected that all employees in the organisation should have the following key core competencies: trust and responsibility, initiative and collaboration. In addition, the employees should have the functional competencies to be able to perform effectively in their areas of work responsibility (Poelsma *et al.*, 2012: 1-17).

Since the organisation is part of the bigger Drechtsteden, HRM is located within the SSC and HRD can take place on a number of functional tracks. Some of the training is accredited and mostly conducted by the SSC team at the SSC or at the municipality. In the event that training cannot be sourced in-house, it can be sourced from outside the organisation (Poelsma *et al.*, 2012:1-17).

A variety of HRD options are available as explained below (Poelsma *et al.*, 2012:1-17).

- **Coaching** – This can take place through the team of trained organisational coaches (internal coaches and or external coaches).
- **Intervention** – This is a professional exchange between employees working in the same field. The group can get together cross-departmentally every 6 weeks around a case study to discuss a particular problem and then try and find common

solutions. The group leader in most cases will be a consultant from outside the organisation.

- **Leadership programme** – All levels of management get together once per quarter and discuss particular themes, or the worker satisfaction surveys. This can take the form of seminars on a variety of topics.
- **Development and training** – Dordrecht employees periodically discuss their competencies and core values with their managers with a view to improve competence and career potential.
- **The Tiger team** – The “Tiger team” is a team of fifteen employees trained to facilitate creative brainstorm sessions for colleagues. The task of ‘tigers’ is to ensure that the organisation critically evaluates how work is done with a view to improving and considering different ways of organising work.
- **Traineeship for younger employees** – The organisation recruits graduates on a biannual basis for a two-year development programme. Graduates are then employed by the institution at the end of the two-year period.
- **The annual "day of your work"** – The “day of your work” is an annual event when every department organises a workshop, training or excursion on a work-related topic. This can be anything from visiting a local entrepreneur to a workshop. Every employee has an opportunity to attend one or two workshops. The goal of the “day of your work” is to learn about the work of other colleagues in order to encourage collaboration.
- **Pulse employees interviews training** – For managers and employees training is offered on how to conduct 360-degree feedback. The organisation gets involved in all aspects of employee wellbeing, including quality of life, health and wellbeing, career development, growth opportunities, talent development programmes, and balance of work and private life.
- **Code 55+ Programme** – Since a third of the workforce is over 55, and in order to plan for the potential “brain drain”, planned programmes for skills transfer and mentorship are organised. The idea is to transfer knowledge to younger colleagues, mentor new colleagues and offer specific training for people who are over 55.
- **Young Talent Programme Drechtsteden** –The organisation strives to be a good employer and runs a programme for young staff in the region. It is a “talent programme” and entails an intensive traineeship of two years,

combining coaching and peer group learning interventions.

- **DNA dialogues (using the methodology of storytelling)** – The GS leads this discussion and shares information with the directors on a regular basis on matters related to the development of the organisation and DNA. All present then have an opportunity to tell their respective DNA stories. This is to learn from each other as well as to develop DNA skills. This is done in small groups of 10 people in order to allow participants enough time to share their stories.
- **Joint leadership programme** – Since 2009 the organisation has developed a joint leadership programme for all managers. The curriculum devotes extra attention to behavioural aspects. Several plenary sessions and training for all managers are organised. In addition, some managers participate in peer coaching. This is applicable throughout the Drechtsteden as well. The “New Way of Working” as a general theme and desired behaviour of managers is addressed in the joint leadership programme.

The organisation investment in HRD is calculated at 2% of the payroll. In principle, though, the budget for HRD can be thought of as “bottomless”. Every department has its own HRD budget. The budget is never exhausted and every directorate receives a proportional development budget. The principle is that the professional development of the employee should never be under threat.

All individual employees have a “*Personeel Ontwikkelings Plan*” (POP) that is developed in consultation with the immediate line manager. Poelsma (2013:Interview) regards the POP as an effective indicator that personal and career development is taking place. It is expected that managers and the employees will monitor the POP with the sector development plan building on that. Line managers then work collaboratively with the HR department to ensure the realisation of the above.

3.7.4 Organisation of the HRD function

In the 1980s the Dordrecht Municipality, just like the Tilburg Municipality, adopted the so-called 'service model'. Within the policy field the task of line managers was to consider what should and could be improved in the environment, backed with rigorous policy research. This in time, however, led to compartmentalisation and turf

wars between policy makers and implementers. In reaction to this organisational tension, the municipality decided to adopt a more integrated way of working; hence the desire to change the organisational structure and orientation.

In May 2011 the executive management of the Dordrecht Municipality gave substance to the desire for change and embraced the flexible network organisation. Working in a network was not entirely new to the organisation since the city is a lead Municipality in the Drechtsteden co-operation. But network thinking and practice on a micro-organisational level was completely new, demanding new thinking, new behaviours and a new organisational climate. In this model of working people, no longer think within the boundaries of their jobs or departments, but work from the content of the assignment in an integrated way, whether from within or outside the organisation.

The modern work method meant that the work was no longer cast in solid lines, but employees from the departments work to assemble their expertise. The talent of employees is thus optimally utilised and their development encouraged. The Municipality employs ±820 employees under the leadership of the GS and 5 directors with 4 layers of management consisting of GS, directors and department heads.

The human resource function is primarily located within the shared service centre (SSC), which performs an executive and supportive function for the clients (Drechtsteden). In terms of practical implementation, all HRM/D support services are housed within the SSC with the exception of the largest municipality, Dordrecht, which has maintained the HRD function within the organisation (De Bruin, 2013:Interview). Regional collaboration between municipalities in the Netherlands can thus be considered as a network-based form of government.

According to De Bruin (2013:Interview), the shared service is not a perfect system and has its advantages and disadvantages. On the downside, as HR advisor, line managers are seen as clients and advice is provided without taking into account the rich contextual setting of the HR challenge. The dynamics per organisation are also different, so a “one size fits all” approach is not always desirable in terms of policy

implementation. But the clustering of the HR personnel has increased HR organisational learning. The persons who used to be exclusively responsible for HRM at a small municipality now have the added advantage of tapping into broader organisational knowledge.

3.7.5 HRD and management collaboration

The organisation realises the important role that line managers play in the realisation of the HRD vision and have identified the following key reasons for organisational line management behaviour:

- Line managers should identify and know what is happening in the workplace. It is ultimately up to the line managers to provide information and career opportunities for permanent employees;
- In addition, the changing organisational context requires a facilitative line management style that is committed to get the best out of employees and a management and leadership style that is based on trust and responsibility that encourages cooperation and initiative, providing a challenging working environment with clear guidelines; and
- It is expected of the line manager to be a role model and not to underestimate the value of exemplary behaviour. The principle is that an employee does not do what the boss says, but what the boss does. This behaviour modelling is deeply rooted and largely unconscious (Poelsma and De Bruin, 2013:Interviews).

According to Poelsma and De Bruin (2013:Interviews), HRM and HRD are clearly understood within the organisation. Most, if not all, managers understand their role as being primarily responsible for the effective functional and competent management of the employees entrusted to their care. The line managers are responsible for creating and managing the environment for the subordinate employees to be able to develop to their full potential. This does not mean that the employee plays a passive role, but rather plays an active role in the process. Line managers take full responsibility for implementing HR policies and programmes. This includes mentoring, coaching, decisions on training, performance appraisal and all matters related to the development of employees in consultation with the employee. The HR advisor meets with the director once per month to discuss strategies in

addition to providing advice to managers on a day-to-day basis.

The role of the HR department is to develop HRD policies and to create an enabling supportive environment for line managers to perform optimally. If needed, this support can take place in the form of strategic advice and coaching. It is expected of the line manager to act as an HR manager and to display the following qualities:

- Less emphasis on a directive style (control and efficiency), but rather an inspirational style (values and intrinsic motivation);
- Manages for results;
- Generates confidence and provides space within clear frameworks;
- Creates a functioning working environment that includes HRD;
- Plays an increasingly important role as principal instructor even for contracts beyond their own unit, with employees from other sectors and organisations; and
- Is transparent and approachable (De Bruin, 2013:Interview).

By implication, the line manager is an HRM manager above his functional subject competence. The strongest indicator for management hands-on responsibility is the implementation of the strategic human resource planning policy. This is a central planning tool that rest upon two instruments, viz. the personnel matrix and the personal development plan (PDP). Both of these documents are managed by the line manager, who is expected to manage the inflow (staff appointments), through-flow (career development) and the eventual outflow of the candidate in the organisation. This is best illustrated in Figure 3.5 below.

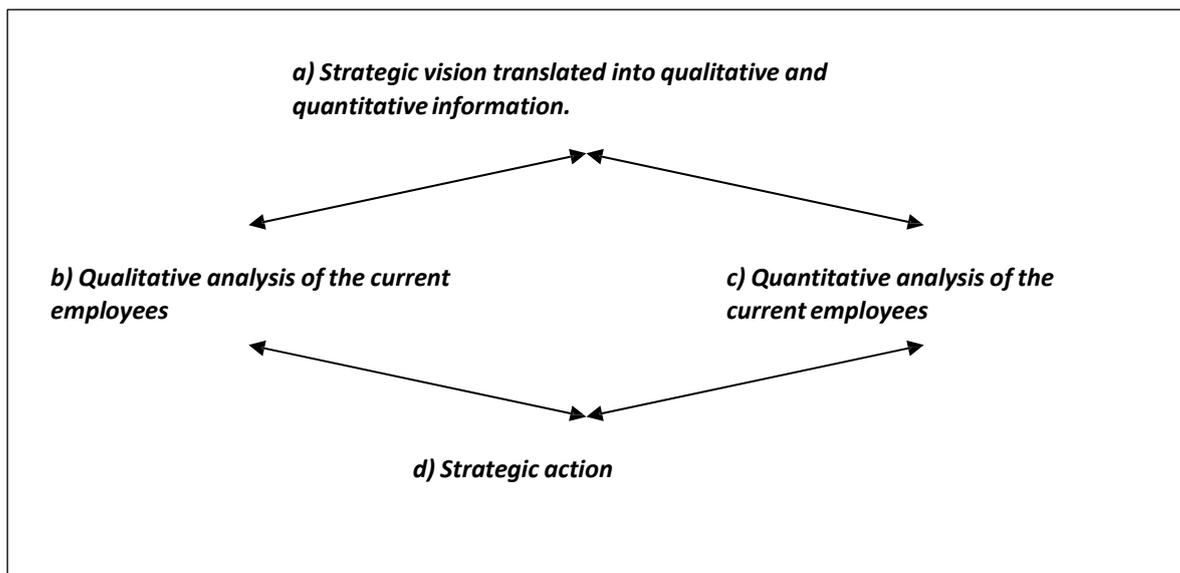


Figure 3.5: HRD Strategic Vision (Vermeer & Vorstenbosch, 2012)

The strategic vision together with the quantitative and qualitative analysis is translated into strategic actions within the organisation. Managers play a central role in this, as explained below.

The strategic vision involves the process where the line manager/organisation takes a closer look into the future, in terms of where the organisation wishes to be, through analysing whether the jobs and contents are still relevant, and whether the organisation still has the people to achieve the preferred organisational future and context. Next would be the quantitative and qualitative analysis. Critical questions to ask include whether there is a fit between the functions that employees are currently performing and the current competency set of the worker. What does the labour market look like in terms of age and sex? The outcome is an analysis of the work force within a matrix that gives the organisation a clear picture of the state of the workforce. The matrix will then group employees into categories, giving the organisation a clear picture of the current state of its human resources. The outcome is a matrix that gives a clear indication of the qualitative and quantitative state of the employees inside the organisation, and what could be done to develop the talent of the employees.

3.7.6 Internal democracy

Internal democracy finds expression through the worker council. Consultation takes place on a number of policy issues related to strategy and changes in working conditions. Participation of employees in decision-making is a key principle and the workers' council meets every 3 weeks (Poelsma, 2013:Interview).

3.8 DONGEN MUNICIPALITY

3.8.1 Background

The Dongen Municipality is one of the smaller municipalities in the Netherlands, in the province of North Brabant. The current municipality was established in 1997 by the amalgamation of 3 former smaller municipalities. The town has 25 000 residents and the economy can be described as service-based.

3.8.2 Human resource challenges of the municipality

The organisation is set to shed 25% of the workforce in the next 10 years, due to ageing (*vergrijzing*) of the workforce. Although no specific strategy has yet been formalised, the organisation is increasingly looking to retain the young people in the organisation through creative recruitment and retention strategies (Heijdens, 2013:Interview). On the other hand, there are also not enough young people who work for local government (Dirven-Van-Aalst, 2013:Interview).

Employee turnover at the municipality is very low, which is hampering new ideas from progressively entering the organisation. Technology is also changing and digitisation may be considered a threat to older employees, who may resist new ways of working within the modern organisational demands (Ehlen, 2013:Interview). This municipality also faces possible amalgamation with bigger municipalities, since the directive from national government is that smaller municipalities such as Dongen may very well have to merge with bigger (100 000 plus) municipalities in the near future (Dirven-Van-Aalst, 2013:Interview). Cost-cutting measures are considered another HR threat, since the organisation is expected to do more with fewer resources at its disposal. This, by implication, demands a more highly skilled and more dynamic staff member, who thinks innovatively and is a creative problem

solver. This strategic skills deficit within the organisation is an HRD challenge (Verschuren, 2013:Interview).

There is a further need to develop and organise more HRD activities and instruments to ensure that people work more effectively and more independently. Employees are not working well together and the organisational culture is not what it should be. The HR department together with the policy advisors could potentially be playing a more active role on the strategic level to bring about the needed change that could transform the municipality into a more modern organisation (Verschuren; Ehlen, 2013:Interviews).

3.8.3 HRD policies and practices

The municipality has a policy that serves as a guide for overall staff HRD. The point of departure is the strategic vision of the organisation, which rests on 4 key policy directives, namely,

- A flexible organisation, which means that the organisation needs to adapt to an ever-changing environment. This demands that the organisation and the employees have broad job descriptions and more flexible individuals;
- Secondly, the need to become more of a directive organisation, which involves managing the mandate of the organisation within the broad policy framework;
- Thirdly, the digitalisation of the workplace has resulted in a change in the nature of work. Since the nature of work is changing, the workplace demands new ways of working, especially through the use of digital technologies; and
- Shrinking budgets demand more efficient and effective ways of working.

From an HRD perspective the municipality raises 3 pertinent questions:

- Where will the organisation be in 3 to 5 years and what are the key issues in the environment that may have an impact on the employees?
- What are the key competencies that the organisation needs in terms of knowledge, skill and attitudes in the next 3 to 5 years?
- What role could HRD play in realising this vision?

HRD can thus take place on 3 levels, viz. organisational, team and individual level, as indicated below in Figure 3.6 by means of examples.

Organisational	Team	Individual
Organisation-wide training, e.g. <i>project management training for all employees to ensure that the organisation keeps up with modern management practice.</i>	Team training, e.g. <i>content changes in job-specific regulations may necessitate that the entire team be retrained in the specific content area.</i>	Individual training, e.g. <i>could mean project leader training to ensure that a specific skill be transferred to the individual inside or outside of the organisation.</i>

Figure 3.6: The 3 levels of training and development (Heijdens, 2012:1-11)

The assumption is that people are competent for the job that they have been employed to do. More emphasis is placed on the attitudes and behaviour development of employees in a new environment, which requires employees to act more as generalists than specialists. In the choice of HRD strategies the move is towards the development of 4 core competencies that are process driven, results driven, client focused and teamwork (Heijdens, 2012:1-11).

HRD practice in the Dongen Municipality is best understood from the HR cycle. The Dongen Municipality regards itself as a learning organisation, where the employees are regarded as the human capital of the organisation. *People are the most important capital in the organisation and should be given space to develop and grow* (Verschuren, 2013:Interview). The aim is for all employees to feel welcome, valued and appreciated, and where work is regarded as challenging. To give effect to this, it is expected that managers and employees have regular HR meetings within a regular cycle.

The HRD meetings assist the organisation in a number of ways, viz. they support the realisation of annual plans, thus ensuring the better management of the organisation and the results orientation of workers; secondly, the cycle ensures that mutual expectations are met; thirdly, it contributes to the motivation and development of employees; and finally, it enhances communication between the manager and the employees.

The budget and implementation plan runs from January to December. This is closely linked to the HRD cycle, which involves 3 purposeful meetings (see Figure 3.7).

Assessment meeting “Beoordelingsgesprek 1” (takes place in September)	The team plan is developed by the team leader and all tasks are listed and delegated to the team members. Individual conversations take place to ensure agreements are reached between the manager and the employee in terms of broad deliverables. Agreements are also reached on the HRD approach; a departmental development plan is then developed.
Progress meeting “Funksioneeringsgesprek” (takes place in March)	This process judges the progress against the agreed performance deliverables. The manager is required to check on education and training progress and what is working well or not working well.
“Beoordelingsgesprek 2”	The employee is assessed and evaluated by the manager through the “beoordeelingsgesprek”

Figure 3.7: HRD cycle

HRD therefore takes place from the point of view of the HR cycle and two development routes can be considered, as described below.

- Training – 80% of HRD activities are invested in the training of employees, which can be considered the formal route. The remaining 20% is invested in other development of employees such coaching, team building, peer-to-peer learning in other organisations as well as other informal learning. Verschuren (2013:Interview) confirmed that informal training is the most effective way of development through informal coaching and conversations. Ehlen (2013:Interview) contends that when managers give responsibility to people, that is the best way to develop them. He also added that *people learn best when they learn informally, also through action learning and on-the-job learning and coaching.*

All employees are subsequently evaluated on broad organisational competencies according to the Competency Handbook. Employees are expected to develop two competencies per year out of the three as per agreement with the manager and the manager in turn with his/her manager. The competencies are illustrated in Figure 3.8.

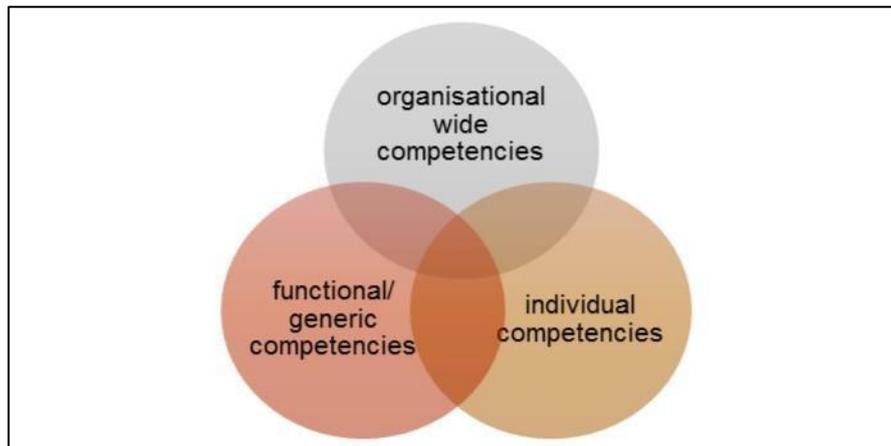


Figure 3.8: Organisation-wide competencies

Employees are expected to take control of their own development and to be proactive. This notion was confirmed by Verbruggen (2013:Interview), who holds that if an employee has enough internal motivation, the person will be able to become all that he can become.

HRD investment in Dongen, however, falls below the national average of 2% of payroll. The HRD plan is developed with a budget that is forwarded to the departments. The management team receives monthly reports that track the progress against the budget.

3.8.4 Organisation of the HRD function

The Dongen Municipality is administratively led by a core management team of 3 managers, under the leadership of the GS. Under each manager a core group of team leaders takes responsibility for the effective functioning of their teams. The span of control can range from the lowest control span of 1 manager to 9 employees, or to the highest of 1 manager to 26 employees at the respective levels. The organisation employs 210 full-time employees drawn from various educational levels, with 40% of the workforce from the field of higher education.

The educational level of the employees can be considered as high. But the task content of the jobs has undergone changes over the past decade, with the demand for specialist employees on the decline, the result of which has been that employees have to perform more generalist functions. The organisation has an HR department that delivers a support service to the organisation.

3.8.5 HRD and management collaboration

The organisation is not at the stage where managers can be called HR managers; rather it will be more appropriate to call them managers with HR responsibilities (Heijdens, 2013:Interview). It is expected of line managers to be responsible for teams and to take responsibility to conduct the HR meetings. However, not all line managers understand this role and this often leads to conflicts. Ehlen (2013:Interview) confirmed that most of the time the HR department is expected to ensure that implementation of HRD programmes does take place. In order to ensure that line managers live up to the expectations of the HR department, the organisation has proposed a management development programme for all line managers to deal with the changing role definition of a manager as HR generalist. Line managers are expected to undertake task planning and to organise development opportunities with the employees. The basis for this is the ability of the management to internalise the HR cycle. Line managers are expected to take collaborative responsibility for the HRM within municipalities and need to display the following key competencies:

- Positive orientation to the HR cycles;
- Willing to provide feedback as well as to receive feedback;
- Setting SMART goals /agreements;
- A coaching management style.

The HR department has a supportive role to play to line managers. The HR department will help and support, but will not take away the responsibility of line managers to perform their HRM/D tasks. The role of the HR department is therefore advisory. Support is provided in terms of guidance and policies in terms of operational requirements. The HR department also acts as a sounding board, in terms of being a “sparring partner” for line management. The expectation is that HR should provide more strategic support and not just operational inputs. Heijdens; Verschuren, (2013:Interviews) emphasised the importance of management setting

an example and affording employees the freedom to explore a variety of ways to solve problems. Line managers play a crucial role in HRD in that they receive pressure from the top in terms of producing results as well as pressure from the bottom in terms of meeting the expectations of the workforce. Verbruggen (2013:Interview) confirmed the role of the line manager as coach, quality controller as well as a full controller of deadlines (the achievement of goals with employees within a pre-determined timeframe) and giving employees the motivation to achieve.

3.8.6 Internal democracy

Internal democracy works well and the worker council is consulted on all policy and procedural matters. The workers' council is active and plays a robust role in terms of debating policy and procedural matters. Heijdens (2013:Interview) confirms that the organisation is in transition and is in the process of developing into a more professional organisation, which may come as relief to some, but for others it could be a source of great stress as it involves change.

3.9 HERTOGENBOSCH (DEN BOSCH) MUNICIPALITY

3.9.1 Background

The city of Den Bosch is regarded as one of the best performing municipalities in the Netherlands and can be considered as a model of HRD excellence. Situated in the Southern Netherlands, it is the capital of the province North Brabant (Winthagen, 2013:Interview).

3.9.2 Human resource challenges of the municipality

The Den Bosch Municipality faces a number of challenges on different organisational fronts. Firstly, social innovation requires managers to adopt a style of management that is based on trust and not on direct daily supervision. This in itself requires managers to embrace a style of managing for results as well as trust. This demands that employees act in a manner that builds trust in line with the ideas expounded on in *Het Nieuwe Werken (HNW)*. The point of departure is that the Den Bosch employee should be a responsible employee.

The organisation does not have a numbers approach to measuring HRD performance and does not believe in HR measurement tools, choosing rather to measure employee satisfaction and transforming employee satisfaction to commitment and motivation (Winthagen, 2013:Interview). Proactive sector-based HRD support from the HR department was recognised as an operational challenge (Ven Rooij; Wagemans, 2013:Interviews). The organisation has one of the oldest workforces in terms of age in the Netherlands, a factor that is not made any easier by the low staff turnover (Winthagen, 2013:Interview). Notwithstanding the foregoing, the workforce can be described as relatively highly skilled, with 80% of the workforce having higher education.

3.9.3 HRD policies and practices

The organisation does not have a set HRD policy document that spells out the developmental options. Rather, it has adopted a particular philosophy that is captured in the phrase, “the secret of Den Bosch.” This is a document where employees share their organisational stories through describing what the secret of Den Bosch is and how the organisational beliefs are understood and expressed. As described by Boon (2013:Interview): *“it is a culture, a story of the way we do it, about who we are, it’s a story you tell everyday if you want a culture like this”*.

According to Boon, (2013:Interview) the essence of this HRD culture is the explicit belief that the culture will be achieved if and when managers act consistently and employees feel that they have a role to play in making the culture real and practical. Employees should also know and understand where they fit into the equation of the municipality. Employees can expect to be supported by the management team, will receive clear job descriptions, a challenging work environment with possibilities for growth, and they will be valued and appreciated within the context of the work that they perform. Boon (2013:Interview) confirmed that the organisational culture has to be experienced to be understood.

HRD practice is understood from the point of view of the line manager. The POP is absent in Den Bosch, but the point of departure for development is the *“functioneringsgesprek”*. The philosophy is that if an employee wants to develop further, the opportunities are offered, but these opportunities are to be discussed

with the line manager. It is not for management to develop people; rather the role of line managers is to create the environment for employees to develop, but the first step is for the employees to take responsibility for their own development plan that can be considered by the line manager. The line management style is that of “facilitative coach”.

HRD is implemented through the following options.

- **Line management training** – since management is at the centre of the organisational culture, line management training is to be implemented throughout the organisation. The programme will allow an opportunity for line managers to adapt their style from being a “boss-style manager” that tells employees what to do, to being a facilitative coaching manager.
- **On-the-job training** – this is the most important one. The internal development opportunities can be advertised and potential candidates can be afforded opportunities to work as a coach.
- **External training** – an outside agent can be sourced to transfer special skills through structured learning, e.g. the management development programme that will run for a year and involve all the line managers within the municipality.
- **Peer-to-peer learning** – an employee may be given the opportunity to work in a different municipality, e.g. an employee can work at a municipality one day per week and the rest of the week can work from another pre-determined workspace. The employee can get the opportunity to learn new skills.
- **Digital tools** – the focus is on productivity improvement through the use of various new technologies such as social media tools (e.g. Twitter and Facebook) that can be employed in the workplace to ensure that outputs are met. This could also include other practical improvement programmes, e.g. time management. There are 30 internal courses being offered and the employee has to select a minimum of 2 courses per annum.
- **Buddy system** – this is a type of informal coaching where those with special organisational skills can share their skills by acting as a buddy to someone who would like to learn new skills. Employees can volunteer to become a buddy. All of this is internal and saves money, although this is not the prime motivator. According to Boon (2013:Interview), the system

improves contacts between colleagues as people learn to share information and it is “*nice to teach your colleagues something they do not know.*”

- **One-on-one coaching** – this is done through regular feedback meetings and personal coaching (Boon; Wagemans; Ven Rooij, 2013:Interviews).
- **Informal sessions** – meetings, brainstorming and strategic conversations.
- **Internship** – young people who have skills and aptitude are recruited and have an opportunity to work in the organisation.

The municipal investment is 2.5% of the payroll on various HRD activities. This implies that each department or sector needs to spend 2.5% of payroll on development, but the system allows for flexibility. A department can also save on capital items and decide to use the resources for HRD programmes, which means that more money is available for HRD at the sector level. No formal monitoring of budget spent is done and it is taken as a given and appreciated that managers will undertake HRD activities with their employees.

3.9.4 Organisation of the HRD function

The management philosophy has been built over the span of two decades, giving the organisation a unique sense of appeal. The facilitative line management’s belief and style of working drives the ethos of the organisation, defining the character and social make-up, expressed through top management commitment in action to the vision and mission for people development (Boon; Winthagen, 2013:Interviews).

The organisational design is deliberately flat; the culture is characterised by open decision-making, minimal hierarchy and rules, active involvement of all employees, open and honest communication, internal and external client-focus, as well as teamwork. Den Bosch Municipality can be considered a learning organisation that has the ability to adapt to the changing environment, choosing to work in an integrated way through the delivery of services as well as in the work processes. The organisational design is decentralised, expressed through five sectors: management affairs, city operations, city development, financial information, and culture and welfare (Boon; Winthagen, 2013:Interviews).

Each sector of the organisation is headed by a director, who in turn has departmental managers reporting to him and who perform the senior management function within the sector. The span of control in the sectors may differ, as may the number of management layers. All sector directors in turn report to the GS and together they form the management nucleus of the organisation (Boon; Winthagen, 2013:Interviews).

In terms of HRD functions, all sectors have HRD managers who have a seat at the sector management table. The HRD manager plays a strategic advisory role on HRD policy and implementation and reports vertically to the sector director and horizontally to the HR head. HRD meetings are scheduled biweekly with the HR head, thus ensuring that HRD receives senior management attention. In total the organisation employs a team of 25 HRD specialists within the HR department (Boon; Winthagen, 2013:Interviews).

Every sector (within a sector there could be more than one department) in the municipality has a department head with HRM/D responsibilities. The department head takes responsibility for the employees and not just the functional aspects but also the developmental side of the employee. Employees are regarded as the human capital of the organisation and as such line managers need to take total responsibility for the employees whom they manage. The HR manager is the right-hand person of the sector director and acts with the “political backing” of the director. The role of the HR manager is to support the department head with his HR responsibilities. But the departmental manager is responsible for the HR decisions (Boon; Winthagen, 2013:Interviews).

Employees need to be motivated to develop themselves and the line manager understands that he has to establish the workplace climate. The line manager is expected to ensure that the development of employees takes place whether formally or informally, as a core value of the organisation. The line manager should recognise that the HRD functions within his department and that this cannot be delegated to the HR department or the sector HR manager. HRD activities are core managerial functions throughout the organisation across the different sectors. This was confirmed by Ven Rooij; Wageman, 2013:Interviews), although they expressed the

need for more specialist support from the HR department.

3.9.5 HRD and management collaboration

According to the Hertogenbosch Municipality, (2013) the Den Bosch line manager is described as a competent and ambitious worker, who is not driven by ego or by title, but is a committed visionary. By implication this means that line managers do not have special offices and are not treated differently; the line manager is responsible for products, employees and HRD processes. The line manager is results orientated and is above all a human resource manager; he sees the “big picture”, is an excellent communicator, and has the ability to balance his role as manager and keep a distance between himself and the co-workers. The manager is able to keep employees accountable for their task role and their attitude. Finally, the manager is a trustworthy individual with integrity and is “politically savvy” (Hertogenbosch Municipality, 2013). Managers are expected to be supportive of their employees and have to act in such a way that employees believe in them. Reliability, result-orientation, vision, passion, ability to organise and to give employees access to networks, in other words open doors for the co-workers, ability to communicate well horizontally and vertically – these are all terms used to describe the level of competencies required of the Den Bosch line manager (Wagemans; Ven Rooij, 2013:Interviews).

The municipality recognises the critical role that line managers play in the make-up of the organisation. The role model for the “secret of Den Bosch” is the line manager, who has the power and authority to live the organisational values. The line manager manages the content of the work, within the framework of broad agreements. If line managers do not live the values, they have power but no authority, hence the need for line managers to act the “secret of Den Bosch”. The line management style is less about supervision and leans more towards being a facilitative supportive function. This style advocates that line managers need not see employees every day (Boon, 2013:Interview) but that they rather manage by mutual agreements and trust, ensuring that regular meetings do take place to measure progress and performance. On the other hand, line managers and employees have flexibility in terms of time; the focus is on results. This free style of management places the responsibility on each and every co-worker to ensure that deadlines and performance expectations are met.

Line managers are expected to be responsible for the team results, but employees are free to manage themselves in the process of reaching the objectives. This is not possible for all employees; e.g. frontline office employees have to address people on a daily basis. The system is also not foolproof and Boon (2013:Interview) acknowledged that some line managers find it difficult to “live the vision” and are tempted to fall back to the old way of command and control. Boon (2013:Interview) describes the management style as “supportive and controlling”, but controlling in the sense that it allows employees the freedom to work in ‘their way’ from anywhere in pursuit of organisational goals, whereas Ven Rooij (2013:Interview) describes his own management style as relaxed (*laissez-faire*). In this management style employees are afforded the freedom to work and to make mistakes, believing that the line manager needs to stand behind employees when they make mistakes and support them, provided that the mistakes are not repeated and people learn from them. The learning is then built back into the system (Ven Rooij, 2013:Interview).

The municipality expects the line manager to be competent in developing human resources. A line manager is a “manager of people”. In the event that the line manager does not feel comfortable with his role as manager of human resource development, then the line manager can be supported by the HR manager in terms of skills transfer through the various development options, but the central belief is that every line manager in the organisation has to be an HRD manager. To conclude, the overriding philosophy is that *“management believes that people can work everywhere and need not be supervised; management needs to motivate people from the heart; people need to work for themselves and the organisation needs motivated people. I believe that people are motivated when you are given the opportunity to design their own work. Yes, the manager is responsible for results, but he/she creates the environment for success. It is easier to be a boss and to tell people what to do, and some people like this, but we believe that people should decide for themselves and take responsibility for their results and for their own development. We don’t want to teach people tricks, we want to empower them”* (Boon, 2013:Interview).

3.9.6 Internal democracy

Internal democracy, as in all the other Dutch municipalities, finds expression through the worker council (*ondernemingsraad*) that meets regularly to discuss policy matters. Consultation takes place broadly with the workforce on all policy-related matters that may affect the employees, such as their conditions of service e.g. the working hours.

3.10 SUMMARY

The Dutch system of local government is well established and the institutional structure places employees at the centre of the Dutch efforts to build responsive municipalities. For HRD practices to work at the municipal sphere require political and top management support that goes beyond talk. The line managers, employees and the HR department are all important actors that give a face to the HRD policy and practice.

It seems from the Dutch municipalities that HRD choices are made on the basis of conviction and a predetermined vision, with the line manager, employees and the HR department as central actors. The human resource department performs a functionary supportive role, with the accountability with the line manager, who knows what is happening in the workplace and on the “factory floor”. It would appear that a non-threatening environment is created for employees and line managers are open and attuned to providing feedback (both positive and negative). This feedback then forms the platform from where managers provide opportunities for employees to develop. Ultimately the development depends also on the individual employee. This forms the basis of HRD practice in the Dutch local government system.

The next chapter will present the HRD in practised in two South African municipalities using the same 5 broad themes that will form the framework of analysis:

- The HRD challenges.
- HRD policy and practice.
- Organisation of the HRD function.
- HRD and management collaboration.
- Internal democracy.

CHAPTER 4: HUMAN RESOURCE DEVELOPMENT IN SOUTH AFRICAN MUNICIPALITIES

If we should have a world cup on policies in South Africa, South Africa would win by a yard without having to practise (By Author, 2016).

4.1 INTRODUCTION

While the narrow view of a municipality's mandate assumes that a municipality's minimum obligation is to provide basic services, the broader view assumes an internal perspective to ensure that employees are provided with sufficient personal development opportunities to respond effectively to the developmental challenges.

This chapter firstly presents the municipal legal and regulatory framework created through the introduction of laws in South Africa that set the stage for a more integrated, holistic approach to HRD for the public service in general and specifically for municipalities. Secondly, the HRD trends and development context of two South African municipalities are presented, illustrating the perplexity in municipalities about their roles and responsibilities in addressing the twin challenges of poverty and inequality. Thirdly it then offers an insight into the HRD challenges and constraints faced by municipalities as well as to provide an overview of the plans and strategies affecting the local government sphere. Finally, the various strategies impacting on municipalities are presented and an explanation of the broader view of municipalities in relation to HRD within the South African context is presented.

The chapter concludes by presenting the HRD policy framework and practices of the Saldanha Bay Municipality in the West Coast District Municipality, and the Drakenstein Municipality in the Cape Winelands District Municipality of South Africa respectively. Both municipalities are situated in the Western Cape.

4.2 BACKGROUND

More than a decade ago the World Bank (2000:13) noted:

“Africa's future lies in its people. Indeed, Africa must solve its current human development crises if it is to claim the 21st century. Africa's future economic growth will depend less on its natural resources, which are being depleted and are subject to long-run price declines, and more on its labour skills and its ability to accelerate a demographic transition”.

The Republic of South Africa is a complex country with a compelling history and diverse people. The former South African apartheid government was preoccupied with an inward-looking strategy, with the policy of apartheid designed to use the economy to maintain the political and economic dominance of the white community. An essential component of apartheid policy was the explicit belief that there was no reason to educate black South Africans equally, as they were not allowed to advance professionally (Ashton, 2004:105; Terreblanche, 2012:93; Human, Bluen & Davies, 1999:24;).

This resulted in a combination of racial segmentation in the labour market and racial discrimination in HRD, producing a racially defined low-skills model. The consequence is that present-day South Africa is regarded as one of the most unequal societies in the world, the inequality of income being spread mostly across racial and gender lines (Gumede, 2009:12) and reflected in the labour market, which continues to reflect the racial segmentation with the high-skill jobs being the preserve of mainly white citizens and unskilled and semi-skilled positions, as well as unemployment, the domain of black South Africans (African, Coloured and Indian). Spaul (2015:21) confirms this in his interpretation of the labour market, stating that unemployment is at 35%, the unskilled employment at 18% (elementary occupations) followed by the 32% of the population who are considered semi-skilled (clerks, service employees) and 15% who are considered highly skilled (managers, professionals).

The establishment of a socially conscious government in South Africa in 1994 placed the need to address poverty and inequality firmly at the centre of the attempts of the

government to create a better life for all South Africans (Terreblanche, 2012:93). This was captured in the Reconstruction and Development Programme (African National Congress, 1994:81), which argued for the introduction of policies to address human resource development on a mass scale, recognising that “*new and better management skills are urgently required*”.

Significant progress has been made since 1994 to address and rectify the apartheid labour relations and skills development legacy in general through the government’s policy of employment equity and affirmative action. Whereas in 1994 senior management in the public service was 94% white, of which 95% were male. By 2011, the situation was reversed in that 87% of the senior management in the public service is black (Presidency, 2014:30). This is referred to by Terreblanche (2012:91) as the Africanisation of the bureaucracy. However, the rush for representivity has in some cases had unintended consequences. Because of the small competency pool, in some instances black employees were appointed and promoted in the public service without the requisite competence and capacity, which has had unintended negative consequences specifically for municipalities (Terreblanche, 2012:97; De Lille, 2015:23).

- **Municipal context**

Local government is the sphere of government that is closest to the people. Municipalities, according to legislation in the South African context, are characterised by compartmentalisation with a strict and rigid hierarchical culture of command and control (Kalinich & Clack, 1998:69). The national government’s affirmed commitment is to building a developmental state, improving public service and strengthening democratic institutions (RSA, 2009b). Gumede (2009:10) argues that for municipalities to succeed in delivering services to the people, it is a prerequisite for the municipalities to be staffed by competent and committed employees. This view is supported by Manuel (2013), who argues that South Africa has not suffered from a lack of policies or from having incorrect policies, but rather from a lack of the ability to effectively implement these policies. The NDP (RSA, 2011b:44) outlines the high staff turnover, the critical shortage of technical skills and the fact that there are scarce effective employee development strategies in place, as key challenges to overcome (Manuel, 2013).

Although the South African local government transformation process is in its infancy compared to more established international local government, there are worrying signs that effective human resource development is not yet evident in ongoing local developmental challenges. This is characterised by insufficient municipal human resource capacity as a result of scarce skills and managerial incapacity to provide for sufficient human resource development activities. This is coupled with a serious lack of internal and external communication (CoGTA, 2009a:13).

Capacity constraints have been identified as a major inhibitor in realising municipal delivery objectives, with SALGA's Municipal Capacity-Building Strategy (2009:100) concluding that municipalities do not have effective human resource strategies in place. The result is that:

- 61% of municipalities perform 50% or less of their constitutionally mandated functions;
- Only 37% of municipalities have the capacity to prepare and to implement their IDP; and
- 32% of local municipalities have no professional staff such as civil engineers, technologists or technicians working in the organisation.

In addition, several human resource challenges were identified by SALGA (2009:100).

- HRD interventions are not coordinated well, with a persistent lack of clarity between the key stakeholders in terms of the delivery of human resource development projects, which results in duplication of effort and lack of impact.
- Municipalities are one-dimensional in their human resource development delivery methodologies, with training the preferred means of intervention. The result is "training fatigue" amongst some employees.
- The financial resources are a problem; although funding may not always be available, when it does become available, the funds are not used correctly.
- HRD interventions are service provision driven by a "one size fits all" approach with scant regard for the competence and proficiency levels of the public service beneficiaries.
- There is inadequate alignment between the organisational strategy (IDP) and the HRD strategy. Training and capacity-building programmes are not linked

to IDP or strategic programme delivery.

- The organisation of HRD does not take place effectively, with skills development facilitators (SDF) positioned at too junior a level within the municipalities. The result is limited interaction with senior management and hence SDFs cannot influence them effectively. There is limited “buy-in” from senior political and administrative officials, with the result that the monitoring and evaluation of HRD projects do not take place effectively.
- Weak or non-existent training committees, human resource departments or skills development facilitators (SDFs) lead to the non-submission of the workplace skills plan (WSP) and other HRD plans.

The Constitution (RSA, 1996), various White Papers and accompanying legislation that impact on Municipalities will now be presented.

4.3 THE LEGISLATIVE AND POLICY CONTEXT

The legislative and policy context will be presented starting with the Constitution of South Africa, the relevant White Papers and the Acts impacting on the South African municipalities.

4.3.1 Constitution of the Republic of South Africa, 1996

In order to address the Apartheid legacy, the Constitution (RSA, 1996) stipulates that “*public administration should be broadly representative of the South African people, with employment management and personnel practices based on ability, objective fairness and the need to redress the imbalances of the past to achieve broad representation*” (Presidency, 2014:29 -20).

Chapter 3 of the Constitution of the Republic of South Africa (RSA, 1996) defines government as constituting the national, provincial and local government spheres, which are “distinctive, interdependent and interrelated”, but should work in concert to realise the objectives and aspirations of the developmental state. Public administration in South Africa is governed by nine principles enshrined in the Constitution which apply to all three spheres of government (RSA, 1996). The principles that have a direct impact on HRD in the Constitution are:

- Public administration must be broadly representative of the South African people, with employment and personnel practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation;
- Good human resource management and career-development practices to maximise human potential must be cultivated; and
- A high standard of professional ethics must be promoted and maintained (RSA, 1996).

The Constitution (RSA, 1996) compels municipalities to take on a development role by assigning certain developmental responsibilities to the local sphere of government. According to the Constitution (1996), the objectives of local government are to:

- Provide democratic and accountable government for local communities;
- Ensure the provision of services to communities in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- Encourage the involvement of communities and community organisations in the matters of local government (RSA, 1996).

This implies that every municipality must strive to achieve the above objectives, taking into account (a) its financial, human resource and administrative capacity, and (b) the powers conferred on it. The above principles have since been translated into various policies and legislation in an effort to create uniformity for human resource management practice of the country's public service. These include the various White Papers.

4.3.2 The White Paper on Transforming Public Service Delivery (the Batho Pele White Paper) 1997

The "Batho Pele" ("People First") White Paper (RSA, 1997a) primarily sets public services standards that are to be provided, specifically about improving the efficiency and effectiveness of the way in which public services are delivered. It sets out the agenda for transforming public service delivery.

To give effect to the Batho Pele principles, the Public Service Charter (PSC) was launched in 2013 by the Department of Public Service and Administration. The intention of the Charter is to professionalise and encourage excellence in the public service with the view to improve service delivery programmes. The PSC represents the consensus between government and organised labour and it will, among other things, implement human resource development programmes to ensure high service standards. In addition, human resource management and development programmes will be prioritised.

4.3.3 The White Paper on Human Resource Management in the Public Service, 1997

Although the South African municipalities are considered part of the public service, but separate in terms of the personnel, it is noted that the respective HRD principles are the same. This White Paper, published in 1997, was adopted as national policy in 2000. The White Paper adopted a common vision, mission and values that encompass a framework for change in the public service. The vision for human resource development in the public service is that of producing diverse, competent and well-managed employees who are capable of, and committed to, delivering high-quality services to the people of South Africa (RSA, 1997b).

In pursuit of this vision, the White Paper (RSA, 1997b) envisages that employees in the public service become models of excellence in which service to society stems from commitment instead of compulsion, where the management of employees is regarded as a significant task for those who have been charged with that responsibility, and that it is conducted in a professional manner. The vision is underpinned by the Constitutional values of fairness, equity, accessibility, transparency, accountability, participation and professionalism. This requires, in particular, that municipalities transform their human resource capabilities, gearing themselves for the new developmental mandate. Chapter 3 of the White Paper spells out the critical role that the organisational actors, specifically line managers, should play in the development of their staff, instead of having no role in the development of the employees entrusted to their care and leaving this to the behest of the HR department (RSA, 1997b).

4.3.4 White Paper on Local Government (1998)

The White Paper on Local Government (RSA, 1998a) was the first national policy framework for local government in the post-apartheid period. The White Paper establishes the basis for a new developmental local government system. It put forward a vision of developmental local government and outlines four characteristics of developmental local government, namely

- Exercising municipal powers and functions in a manner which maximises their impact on social development and economic growth;
- Playing an integrating and coordinating role to ensure alignment between public (including all spheres of government) and private investment within the Municipal area;
- Democratising development by building social capital through providing community leadership and vision; and
- Leading and learning by seeking to empower marginalised and excluded groups within the community (RSA, 1996).

This, by implication, requires good management of human resources in the municipal organisational sphere, in order to give effect to the socio-economic developmental goals.

Next it is necessary to consider the various Acts that were promulgated to give effect to the provisions of the White Papers and to present a legislative framework for developmental local government and a framework for the transformation of the South African labour market (RSA, 1998a).

4.3.5 The Employment Equity Act, 1998 (No. 55 of 1998)

The purpose of the Act is to achieve equity in the workplace by promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination and implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups (blacks, all women, all employees with disability) to ensure their equitable representation in all occupational categories and levels of employees (RSA, 1998c). This is done through progressive human resource management and development policies and practices (Cloete, 2005:24).

4.3.6 The Skills Development Act, 1998 (No. 97 of 1998)

Skills development in the workplace is governed by the Skills Development Act (SDA) (No. 97 of 1998) (RSA, 1998d), which mandates every employer to appoint a Skills Development Facilitator (SDF) for the purpose of managing human resource development in every organisation. The SDA mandates all employers, within certain categories, to pay 1% of their salary budget towards the Skills Development Levy Fund, which contribution is reimbursed to the employer if they are able to submit a workplace skills plan (WSP) and report as evidence that employees have undergone training.

The WSP is informed by the competence audit (referred to as the skills audit) of the employees which leads to a personal development plan (PDP) for each employee. It is compulsory for every Municipality to submit a WSP to the Sector Education and Training Authority (SETA) on an annual basis. Through submission of the WSP report organisations have an opportunity to claim back funds through a levy grant system. The SDA aims to encourage employers to use the workplace as an active development environment, provide employees with the opportunities to acquire new competence, provide opportunities for new entrants to the labour market to gain work experience, and to employ persons who find it difficult to be employed. Finally, the SDA aims to develop the competence available within the South African economy. Skills development and employment equity form the foundation of human resource development in organisations (Cloete, 2005:24; Jack, 2007:272).

4.3.7 Municipal Structures Act, 1998 (No. 117 of 1998)

The Act (RSA, 1998b) gives credence to the categories of municipalities identified in the Constitution and classifies the different types of municipalities that can be established within each category. According to the Local Government Handbook (RSA, 2014b:22), South Africa currently has 278 municipalities, of which 8 are metropolitan municipalities, 226 local municipalities and 44 district municipalities. Local and metropolitan municipalities are divided into wards, which are smaller areas delimited on the basis of the number of registered voters in the municipality and a range of other criteria.

The entire sphere of local government in South Africa is made up of municipalities, of which there are three different categories:

- Category A municipalities are large cities, with exclusive executive and legislative authority within their municipal boundaries;
- Category B municipalities are local municipalities that share executive and legislative authority with Category C or district municipalities. These municipalities usually fall within the boundaries of local municipalities; and
- Category C municipalities are district municipalities that contain a number of local municipalities (SALGA, 2012: 2013).

4.3.8 Municipal Systems Act, 2000 (No. 32 of 2000)

Section 2 of the Municipal Systems Act (RSA, 2000) sets out the three components that constitute a municipality, while Sections 4 to 6 of the Act assign specific rights and duties to members of each of these components. These components include the political, administrative and community structures, as described below.

4.3.8.1 Political structure

The municipal council is the political structure within the local municipality; it is constituted of councillors who are responsible for policy making. Councillors can either represent a political party or stand as independent candidates. A distinction is made between proportional representation and ward councillors who are elected by the registered voters in a given community every 5 years. The executive authority of the municipality is vested either in an executive mayor, who together with a mayoral committee exercises executive authority, or in an executive committee. In the executive mayoral system (most commonly preferred system in South African local government), the municipal council delegates executive powers and duties to an individual councillor, namely the mayor, who then appoints the mayoral committee portfolio members; but the executive authority is accountable to the municipal council. The task of the portfolio holder is to ensure that the political programme of the municipality is rolled out and that there is effective monitoring and evaluation of the political programme of a municipality (SALGA, 2011:12).

4.3.8.2 Administrative structure

The municipal administration is comprised of the appointed officials of the organisation who are employed full time. The accounting officer of the municipality is the municipal manager, who is supported by a senior executive team with specific portfolios responsible for policy implementation. In addition, the executive team is accountable for the implementation of the political programme of the municipality (SALGA, 2011:12).

Chapter 7 of the Municipal Systems Act (RSA, 2000) is dedicated to the local public administration and human resources. Section 6 of the Act (RSA, 2000) outlines the duties of the municipal administrations and provides that a municipality's administration is governed by the democratic values and principles embodied in section 195 (1) of the Constitution (RSA, 1996). Section 51 of the Act (RSA, 2000) contains provisions on how local administrations must be organised. It provides that a municipality must establish and organise its administration, within its administrative and financial capacity, in a manner that would enable it to:

- a) Be performance orientated and focused on the objects of local government set out in section 152 of the Constitution and its developmental duties as required by section 153 of the Constitution;
- b) Ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality's integrated development plan;
- c) Establish clear relationships, and facilitate co-operation, co-ordination and communication between:
 - its political structures and political office bearers and its administration;
 - its political structures, political office bearers and administration and the local community;
- d) Organise its political structures, political office bearers and administration in a flexible way in order to respond to changing priorities and circumstances;
 - perform its functions:
 - through operationally effective and appropriate administrative units and mechanisms, including departments and other functional or business units; and
 - when necessary, on a decentralised basis;

- e) Assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms;
- f) Hold the municipal manager accountable for the overall performance of the administration;
- g) Maximise efficiency of communication and decision-making within the administration;
- h) Delegate responsibility to the most effective level within the administration;
- i) Involve staff in management decisions as far as is practicable; and
- j) Provide an equitable, fair, open and non-discriminatory working environment (RSA, 1996; RSA, 2000).

4.3.9 Public Administration Management Act, 2014 (No. 11 of 2014)

The Act (RSA, 2014a) was passed with the possible objective of creating the framework for a single public service for the three spheres of government. The Act acknowledges (i) that a municipality has the right to govern on its own initiative, and (ii) a municipality has the right to structure and manage its administration, subject to national and provincial legislation as provided for in the Constitution (RSA, 1996).

The Act (RSA, 2014a) puts forward a set of 9 basic values and principles that govern public administration. The two values that are relevant to HRD and this study state that a public sector organisation must:

- a) Ensure good human resource management and career development practices to maximise human potential; and
- b) Ensure broad representation of the South African people with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

Chapter 4 of the Act (RSA, 2014a), section 10 deals extensively with capacity development and training in the public sector. In this regard, the role of the head of an organisation is clarified. The Act places a particular responsibility on the head (manager) of a public sector organisation stating that through the education and training of its employees, the head of an organisation needs to develop its human resource capacity to a level that enables it to perform its functions in an efficient,

quality, collaborative and accountable manner. This by implication means that the organisational actors need to collaborate to ensure that the above is realised. It places an additional specific responsibility on the municipality to ensure that the budget is made available for the effective and efficient management of employees. It is important to understand the role that LGSETA and SALGA play as regulatory stakeholders, as described below.

4.4 REGULATORY STAKEHOLDERS

The regulatory stakeholders are presented in this section.

4.4.1 The Local Government Sector Education and Training Authority (LGSETA)

The LGSETA was established in terms of the Skills Development Act, 1998. The LGSETA is geared towards the implementation of the National Skills Development Strategy III (NSDS III), which is primarily intended to improve the effectiveness and efficiency of the skills development system within the local government sector. One of the reasons for the existence of the LGSETA is to guide and encourage HRD in the local government sector, specifically focuses on establishing, registering, promoting and administering learnerships (a development programme that integrates theory and workplace development and upon successful completion of the process the employee is presented with a qualification), skills programmes (credit-bearing programmes aimed at offering employees with credit-bearing transferable development projects that lead to a qualification). The LGSETA also performs the very important role of administering the workplace skills plan for municipalities (LG SETA, 2015).

4.4.2 The South African Local Government Association (SALGA)

SALGA is an autonomous association of 278 municipalities, which makes it the sole representative of local governments that interfaces with parliament in the National Council of Provinces (NCOP) as well as the provincial legislatures. The SALGA mandate is derived from the Constitution of the Republic of South Africa (RSA, 1996). The role of SALGA can be described as, amongst other things, to:

- Develop capacity within municipalities;

- Represent, promote and protect the interests of local government;
- Transform local government to enable it to fulfil its developmental role; and
- Ensure full participation of women in local government.

SALGA further has a responsibility to roll out various programmes and policy documents. Two policy documents developed by SALGA have a direct impact on HRD at the municipal level, namely the Learning Framework for Local Government (SALGA, 2012) and the National Human Resource Management and Development Strategy (SALGA, 2013), which introduces the various national plans and strategies to address the HRM/D deficiencies as highlighted above.

4.4.3 HRD Plans and Strategies Impacting on Municipalities

There are a number of HRD plans and strategies that all impact on municipalities that is discussed in brief.

4.4.3.1 The Learning Framework for Local Government (SALGA 2012)

SALGA (2012) endorsed the Learning Framework (LF), which advocates that municipalities should aspire to build municipalities in which employees acquire knowledge, skills and attitudes from their daily experience, educational influences and resources in their environment (formally and informally). The framework is an attempt to support line managers and employees in municipalities to address the human resource development needs in the workplace. The Learning Framework (LF) further serves as a model that attempts to cement Personal Development Planning (PDP) of employees in relation to HRD. The role of line management is regarded as being a facilitator of development and the PDP is a tool that managers can use to develop and motivate employees. The PDP allows for a focused approach by line managers to assist their employees to become more effective and productive.

The LF further advocates that a municipality, through the facilitation of its management, should be committed to *(a) the continuous development of its employees to achieve its vision, mission and strategic objectives and empower its employees to implement its Integrated Development Plan; (b) manage development within the ambit of relevant national policies and legislation; and (c) build a pool of suitably qualified employees for higher positions at all levels, with particular*

reference to groups whose promotion will promote employment equity and address scarce and critical skill shortages (SALGA, 2012).

Although not explicitly stated, the Learning Framework makes clear the role that the organisational actors play to realise the vision through the introduction of an organisational HRM and HRD Strategy.

4.4.3.2 The National Human Resource Management and Development Strategy (2013)

The National Human Resource Management and Development Strategy (SALGA, 2013) is yet another attempt to set in place a framework for HRM in municipalities. In order to address the human resource challenges at the local government sphere, SALGA (2013) announced the National Human Resources Management and Development Strategy. The strategy can be considered as a blueprint for HRM for municipalities.

The strategy proposes that municipalities should change their HRD approach to be more strategic in order to facilitate performance improvement in municipalities through good HRM practices. This would involve a greater involvement of the HR department in the strategic operations of municipalities through greater collaboration with management (SALGA, 2013:30-35).

More specifically, municipalities should work towards the achievement of the stated organisational objectives, which include, among others:

- Ensuring the development of a sustainable human resource base;
- Management development through ensuring that management adopt a facilitative management style;
- The development of an HRD culture conducive to development; and
- Engaging with key stakeholders to ensure continuous collaboration (SALGA, 2013:33).

The strategic document also recognises that the organisational actors (HR department, line managers and employees) have a specific role to play, as outlined below.

The HR department should, inter alia:

- Develop HRM policies and procedures in collaboration with line managers;
- Add value by ensuring that the policies and procedures are translated into strategies and communicate this to the rest of the employees;
- Provide expert advisory services;
- Display excellent organisational strategic understanding;
- Collaborate with line management in the execution of development projects;
- Build the capacity of line managers to perform their HRD roles;
- Deliver on service-level agreements;
- Measure and report on the effectiveness of HRD services within the organisation; and
- Organise and play a leading role in the administration of the local labour forum and the consultative committees (SALGA, 2013:33-34).

Line Managers should:

- Collaborate with the HR department in developing and implementing specific HRD strategies to achieve organisational results;
- Ensure consistency in the application of policies and procedures;
- Ensure compliance with the various HRD legal requirements;
- Proactively engage and collaborate with the HR department on human resource development challenges;
- Drive the organisational HRD culture;
- Remain abreast of HRD matters and build the organisation's own human resource management competence;
- Communicate and provide feedback on service-level expectations; and
- Track and measure the impact of HRD strategies in the department (SALGA, 2013:33-34).

Employees should:

- Collaborate with the line manager and HRD specialist to take advantage of HRD opportunities;
- Remain informed of HRD policies and procedures;
- Take personal accountability for their own development through active

participation;

- Live the organisation's values;
- Participate in HRD surveys and feedback mechanisms; and
- Provide feedback to, and liaise with, unions and relevant employee forums (SALGA, 2013:33-34).

Although the strategy is very useful, it falls short in a number of ways. Firstly, it fails to articulate how this collaborative relationship between the HR department, line managers and employees is to be organised within the context of the municipality. A second shortcoming is the inference that policy development is not the domain of line managers. Thirdly, it suggests that employees are passive recipients of HRD, and finally, it fails to recognise the role employees should play in their personal development.

The strategy document then introduces the HRD maturity profile framework. A maturity framework is described as a roadmap for implementing HRD practices in an incremental way. The model has four progressive stages, namely Transaction-driven HRD services, Fundamental HRD services, Institutional HRD services, and finally, Developmental HRD services. The developmental stage is regarded as the highest level, as illustrated in Figure 4.1. The progressive steps of the maturity model result in a transformation of the municipality's HRD culture by equipping it with more efficient and productive HRD practices. The usefulness of the maturity model is that it recognises that each municipality is different in makeup, size and resources as well as level of development. The ideal would be for municipalities to reach the developmental stage, since most are currently situated in the Transaction-driven HRD service phase.

The model allows a municipality to measure its current HRD practices through a series of evidence-based assessments that determine where the municipality is positioned on the maturity profile. *"An assessment questionnaire is developed and through the completion the HRD gap is determined. SALGA assists with the development of an implementation plan. The implementation plan can then be addressed through an internal process, a peer learning process (that could include or Community of Practice - COP). SALGA then builds capacity and add value with the*

implementation. At best the model shows the HR strengths and weaknesses of the municipality” (Van der Westhuizen, 2014:Interview).

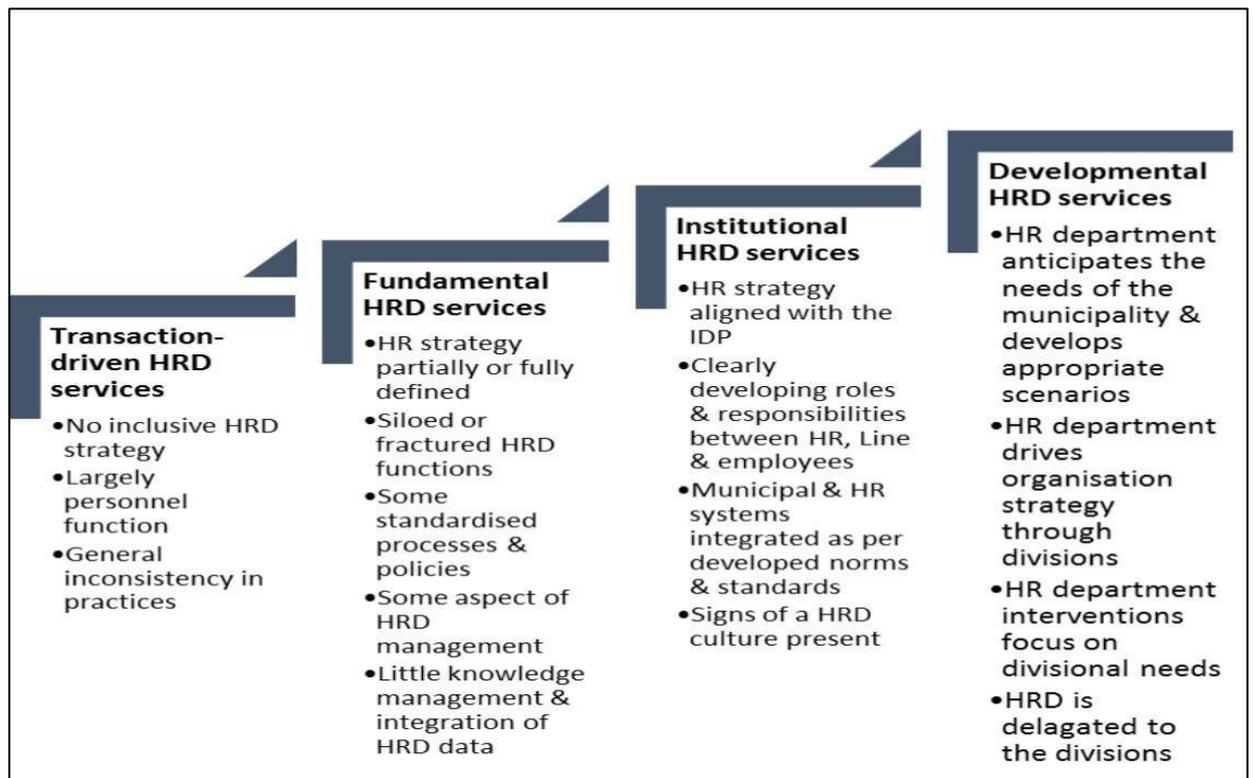


Figure 4.1: HRD Maturity Profile (Adapted from SALGA National HRM/D Strategy Blueprint for Local Government, 2013)

4.4.3.3 The National Development Plan (NDP) – Vision 2030

The National Development Plan (NDP) (RSA, 2011b) recognises that SA has twin challenges (poverty and inequality - largely based on race and gender) that have to be addressed within a “capable state”. The NDP strategic outcomes have subsequently been incorporated into the Medium Term Strategic Framework (2014-2019) (RSA, 2014c), which forms the basis document for the implementation of government programmes. Outcome 5 speaks to a skilled and capable employee to support an inclusive growth path, and Outcome 12 addresses the government’s programme to create an efficient, effective and development-orientated local government.

4.4.3.4 The Human Resource Development Strategy for South Africa, 2010-2030 (HRD-SA)

The 2013 Human Development Report (HDR) of the United Nations Development Programme ranked South Africa 122 out of 181 countries in terms of effective human developmental criteria. It is recognised that South Africa requires an increase in human resource developmental capacity to ensure that future generations will have the requisite capacities, knowledge and skills to generate income and reduce poverty in households and communities (RSA, 2010a:17).

In the year 2001 the South African government embarked on a process to address human resource constraints by adopting a National HRD Strategy for South Africa (HRD-SA) (RSA, 2010a). Cloete (2005:35) argues that the declared mission of the 2001 HRD-SA was to maximise the potential of the employees of South Africa through the acquisition of knowledge and skills, to work productively and competitively in order to achieve a rising quality of life for all, and to set in place an operational plan, together with the necessary institutional arrangements to achieve this. The HRD-SA was updated in 2010 to optimise the efficacy and outcomes of HRD in respect of South Africa's development agenda (RSA, 2010a).

4.4.3.5 The National Skills Development Strategy (NSDS 3) 2011-2016

The National Skills Development Strategy III (RSA, 2011a) follows on the NSDS II and NSDS I respectively, developed by the national Department of Higher Education and Training (DHET). The strategy aims to ensure increased access to training and skills development opportunities to achieve the transformation of inequities linked to class, race, gender, age and disability. It must also address the challenge of skills shortages and mismatches faced by South Africans in the labour market and to improve productivity in the economy. NSDS III intends to significantly increase the qualifications and skills to advance the overarching government strategies, with a special emphasis on skills development to support specifically rural development. This by implication means that organisations need to embrace skills development at all levels of the organisation, as illustrated in the National Skills Accord below (RSA, 2011d).

4.4.3.6 The National Skills Accord 2011 (NSA)

The National Skills Accord was launched in August 2011 and represents the consensus between the social partners (community, labour, government and business) to achieve the New Growth Path (NGP) target of 5 million new jobs by 2020. One of the critical catalysts of the NGP is to address education and skills development. Each of social partners is responsible for deliverables and they are all committed to keeping each other accountable. In short, the NSA aims to ensure that every workplace becomes a training space (RSA, 2011d).

4.5 MUNICIPAL TRANSFORMATION PROGRAMMES

Although the South African local government transformation process is in its infancy, there are significant signs that the HRM and HRD are not taking place as envisaged. Government's assessment of local government transformation since the year 2000 has identified a number of key challenges (CoGTA, 2009:13). With this in mind, two specific municipal interventions were launched between 2010 and 2014.

4.5.1 The Local Government Turnaround Strategy (2010)

In order to address the challenges mentioned above, the Local Government Turnaround Strategy (LGTAS) (CoGTA, 2009) was adopted by Cabinet on 2 December 2010. Five strategic objectives were identified to guide the LGTAS. They are aimed at restoring the confidence of the employees in municipalities. These objectives are:

- Ensure that municipalities meet the *basic service needs of communities*;
- Build clean, effective, efficient, *responsive and accountable local government*;
- Improve *performance and professionalism in municipalities*;
- Improve *national and provincial policy, oversight and support*; and
- Strengthen *partnerships between municipalities, communities and civil society*.

Of particular significance is the need to improve performance and professionalism in Municipalities. This has particular HRM and HRD implications. This programme was followed by the Back to Basics Programme (2014).

4.5.2 The Back to Basics Programme (2014)

The Back to Basics Programme (2014) offers a set of Key Performance Indicators (KPI) and Key Performance Areas (KPA) for municipalities in order to ensure that Municipalities become effective and efficient service delivery agencies. Of particular significance for this study are the interventions needed to rectify institutional incapacity.

KPAs for this section include:

- Implementable HRD programmes are in place;
- Targeted and measurable HRD interventions for municipal stakeholders;
- Ensuring that the municipalities are staffed by competent and qualified staff who have performance agreements in place;
- All municipalities to enforce competency standards for managers; and
- Develop guidelines on shared services and inter-municipal collaboration.

From the above it is clear that South Africa does not have a shortage of macro-HRD policies. The legislative framework is in place. How the HRD policies are interpreted and implemented, how HRD is organised and the levels of participation by organisational actors in HRD should be considered. The next section will assess the state of HRD in two selected local municipalities, namely the Saldanha Bay and Drakenstein Municipalities (see Figure 4.2).

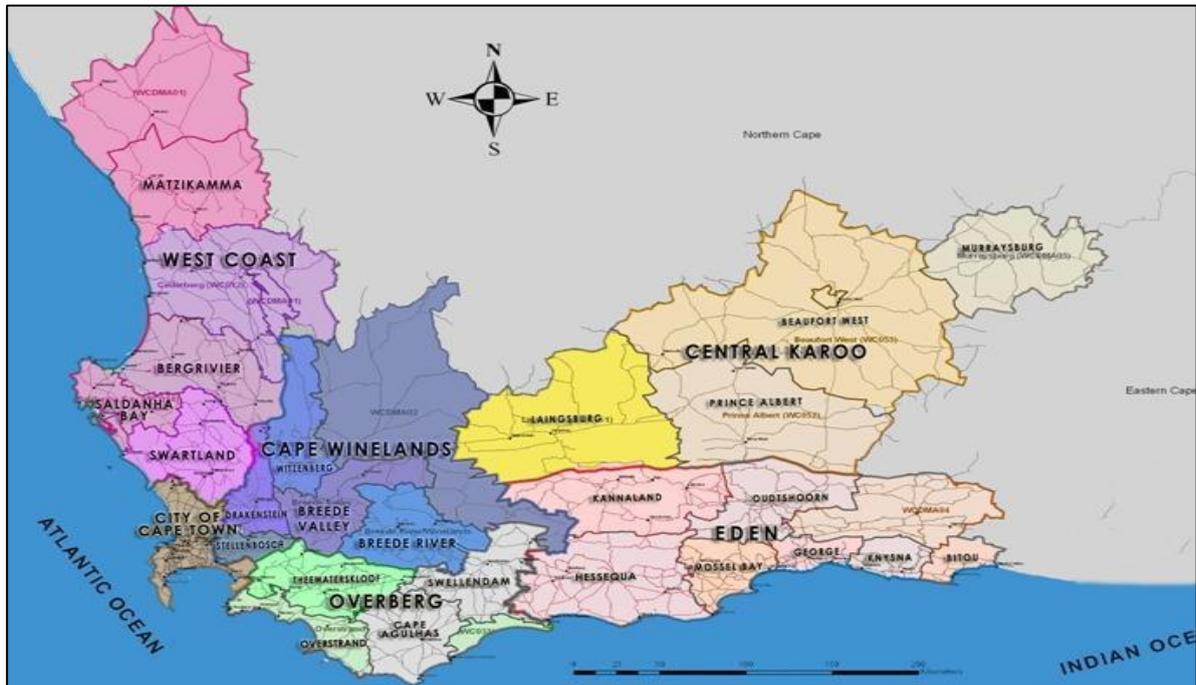


Figure 4.2: Western Cape Municipalities (Western Cape Government Department, 2016)

The assessment was undertaken through five questions in Saldanha Bay and Drakenstein Municipality:

- What are the HRD challenges faced by the Saldanha Bay and Drakenstein Municipalities?
- Is there a link between HRD policies and practices in each of these municipalities?
- How is HRD organised within the organisational organogram?
- What is the state of collaboration between HRD and management in municipalities?
- What is the level of employee participation in HRD activities in these municipalities?

4.5.3 Saldanha Bay Municipality(SBM)

4.5.3.1 Background

The Saldanha Bay Municipality(SBM) is a category B (local) Municipality located on the West Coast of South Africa, approximately 140 kilometres north of Cape Town. The municipality serves the towns of Hopefield, Jacobs Bay, Langebaan, Paternoster, St Helena Bay and Vredenburg. The head office of the municipality is in Vredenburg, with satellite offices in the surrounding towns in order to ensure that services are delivered as close as possible to the community it serve. The town of Saldanha has the largest natural port in Africa and has developed into a fully-fledged harbour town, with a commercial and institutional core in terms of the military academy, Special Forces and navy. Situated within the Saldanha municipal area are various well-known national companies such as Sea Harvest, Southern Seas Fishing, Saldanha Steel, Namakwa Sands and Duferco. The area has huge economic appeal and has been earmarked by the Western Cape provincial government as a possible growth area to be developed (Saldanha Bay Municipality, 2013).

4.5.3.2 HRD challenges

Saldanha Bay Municipality has 928 employees who are accommodated in the different departments in the municipality. Of significance is that more than 50% of the employees are low skilled, with adult literacy a challenge. In addition, the following challenges were identified in as organisational challenges (Sewell & Cloete, 2012).

- The training policy is in need of review.
- The workplace skills plan (WSP) needs to be simplified in order to ensure that it is practically understood by all the employees.
- The management capacity to understand and implement skills development initiatives needs to be developed.
- HRD outcomes need to be included in the Key Performance Indicators of all managers.
- The skills/equity committee needs to be decentralised in order for departments to have a greater say in the HRD initiatives.
- The skills audit needs to be re-examined and revised.
- The bursary scheme needs to be decentralised.
- The percentage investment in training and development needs to be

reviewed.

- A medium- to long-term vision for employee development for the municipality should be developed that is geared towards the year 2020.
- Ensure career pathing and that staff involved in training which leads to qualifications.
- Implementation of the Recognition of Prior Learning (RPL) policy.
- Ensure the PDP is line management developed and owned.

4.5.3.3 HRD policy and practice

The research for this section was conducted through engaging the municipal officials and by examining the HR policy documents. Saldanha Bay Municipality is considered a learning organisation (described in Chapter 2), as it has adopted the 5 strategic competencies and the resultant actions that have been undertaken. The relevant actions taken by the Saldanha Bay Municipality (Brand, 2013:18; Snyders, 2008:20) are outlined in Figure 4.3 below.

Learning vision strategic competency	Saldanha Bay action
A shared vision	The adoption of a strategic framework, including vision, mission, principles and strategic objectives.
Personal mastery	Well-established training and bursary programme for councillors and staff, contained in an annual workplace plan.
Systems thinking	Participation in inter-governmental forums and alignment of municipal strategies and activities with other spheres of government.
Team learning	Regular joint, interdisciplinary workshops and training.
Identifying and rectifying constrictive mental models	Establishment of leadership forum to identify ways of implementing adaptive leadership approaches and innovation.

Figure 4.3: Saldanha Bay Learning Organisation Approach (Brand, 2013:18)

Notwithstanding the above, the organisation does not have a specific policy for HRD, but there are two concept documents that form the policy thrust for understanding human resource development and which are summarised in this section of the dissertation. Italics indicate direct quotations from the policies (Saldanha Bay Municipality, 2009).

SBM asserts that the effective utilisation, motivation and protection of employees are core tenets of the organisational HR policies. The organisation seeks to ensure that all its employees operate in an environment characterised by the values of respect, accountability, fairness and trust. The skills development policy statement reads:

SBM is committed to the principles of the Skills Development Act and will prepare and implement on an annual basis a skills development plan. This will be supplemented by a career development strategy and succession planning. Special emphasis is placed on developing previously disadvantaged individuals and groups to ensure that they can assume their rightful places in technical and senior positions in the organisation. Bursaries will be provided to encourage studies in relevant fields, but preference in the awarding of bursaries will be for scarce skills in local government. There was no evidence produced of a career development or succession strategy. Some of the important policy statements are highlighted below.

- **Policy goals**

SBM states the goal of the training policy as *to create a pool of qualified employees/candidates for future/current employment by addressing the training needs and skills gaps in Saldanha Bay Municipality.* In addition, SBM has a vision that states it intends *to be a leader of local B municipalities in the empowerment and development of skills and improve quality of life and contribute to the development targets in the Saldanha Bay Municipal area.* SBM believes that this can only be achieved through management, hence the following statement: *Management must clearly communicate the goals of the municipality and the future strategies to the employees to enable the employee to do future career planning. Council have to create growth opportunities and assist employees financially and provide time off for employees* (Saldanha Bay Municipality, 2009a).

- **Personal development plan (PDP)**

The PDP forms the basis of all career development within the municipality. The PDP is developed with the support of the line manager and all employees should have a PDP. The plan is used to check how the individual goals can be aligned with those of the organisation. Assessment and development of potential candidates are done within the first five years of employment in order to determine whether employees qualify for possible promotional opportunities within local government (Saldanha Bay Municipality, 2009b).

- **Recognition of prior learning (RPL)**

The policy document states that it is envisaged that HRD takes place through the promotion of recognition of prior learning (RPL), which is defined as the recognition of the skills, knowledge and capability currently held by a person, regardless of how, when and where the learning occurred. The learning may have been acquired through any combination of formal or informal training and education, work experience, community engagement or general life experience (SALGA, 2012:13). Although this is included in the policy, the policy is vague in terms of how RPL should be implemented, according to Hendricks (2013:Interview).

- **Literacy**

The SBM policy document is explicit in its quest to eradicate illiteracy, but as with the RPL, the organisation does not have a specific and clear goal as to when and how this will be achieved, nor is there a structured plan. Training opportunities are afforded to illiterate employees, but some employees are not keen to take up the opportunities. Illiteracy is also common amongst the older employees. Hendricks (2013:Interview) remarked that illiteracy will hopefully be eradicated within the next 15 years through offering more opportunities to older employees as well as through the intake of new younger employees who are functionally literate.

- **Training of managers and supervisors**

The training of managers at all levels of the organisations is provided (organised in most instances by the HR department). It is envisaged that the development needs of line managers are to be identified through the quarterly performance reviews that are undertaken through the performance management policy. The organisation has, however, not adopted a specific management approach in terms of the specific competencies that it wishes its managers to acquire in order to implement HRD in the municipality. At the time of the research, senior managers were involved in compulsory structured financial management training (Saldanha Bay Municipality, 2009).

- **General training opportunities**

Training opportunities are provided to all employees and the organisation strives to ensure that the equity targets in terms of beneficiaries of training are met (85% black, 54% women and 4% disabled). The skills and equity goals of the organisation complement one another through the alignment of the skills development and employment equity plans that are submitted to the LGSETA and Department of Labour respectively. The HR departments provide advice and guidelines to line managers in terms of development and training specifically for their employees (Saldanha Bay Municipality, 2009).

- **Multi-skilling of employees**

The municipal policy states that multi-skilling of employees should be practiced in order for employees to be provided with the opportunities to develop more than one skill and then be provided with opportunities by the organisation to practise that skill in the organisation. This is, however, not evident in practice, since the organisation has no plan and/or capacity to implement multi-skilling (Du Plessis; Delpont; Hendricks, 2013:Interviews).

- **Bursary scheme**

The Municipal organisation has identified scarce skills in the organisation, although it could not confirm whether internal capacity is being built to ensure that employees are developed to fill future positions. Notwithstanding this, the bursary scheme aims to address the skills shortage. Some of the scarce skills are addressed through the

learnership/apprenticeship system as identified by the LG Seta and organised by the HR Department (Saldanha Bay Municipality, 2009).

- **Budget**

The training budget is less than 1% of payroll budget (Hendricks, 2013:Interview).

- **Strategic alignment with organisational strategy**

The policy statement states that the development plans of employees should be aligned to the strategic direction of the organisation to ensure that training and organisational objectives are met (Saldanha Bay Municipality, 2009).

- **Internal reporting**

SBM use the following documents to evaluate the human resource development performance of the municipality. From the interaction with the HR department (Du Plessis, 2013:Interview) it is was not clear whether this was done effectively.

The reports include:

- ✓ Annual Training Reports
- ✓ Monthly Training Reports
- ✓ Implementation Reports
- ✓ Training committee
- ✓ Employment Equity
- ✓ Staffing committee
- ✓ Management meeting
- ✓ HR annual report
- ✓ Feedback from employees/providers
- ✓ Screening and monitoring of public complaints
- ✓ Performance management systems.

- **External reporting**

The workplace skills and employment equity plans are submitted annually to the LGSETA and Department of Labour respectively. Although these are not broken down into departments, SBM realises that the development of employees is critical (Hendricks, 2013:Interview). The workplace skills plan, however, caters only for training and ignores the other development options such as informal development

and on-the-job training. This is a shortcoming and an area of focus.

4.5.3.4 Organisation of the HRD function

Political leadership in the municipality is exercised through the municipal council that performs both legislative and executive functions. The council of the Saldanha Bay Municipality consists of 25 elected councillors (Saldanha Bay Municipality, 2013:55). The senior management team is supported by a municipal corps of 928 permanent employees and non-permanent employees, accommodated in the various departments to implement the IDP strategic objectives. The municipality reported a vacancy rate of 6.07%.

As explained earlier the accounting officer of the municipality is the municipal manager (MM). The human resource development function of the municipality (see Figure 4.4) falls under the Directorate Corporate Services (1). The HR department is led by the HR manager (2) with HRD functions delegated to the Training Manager (3). The training manager assumes overall responsibility for HRD in the municipality together with a team.

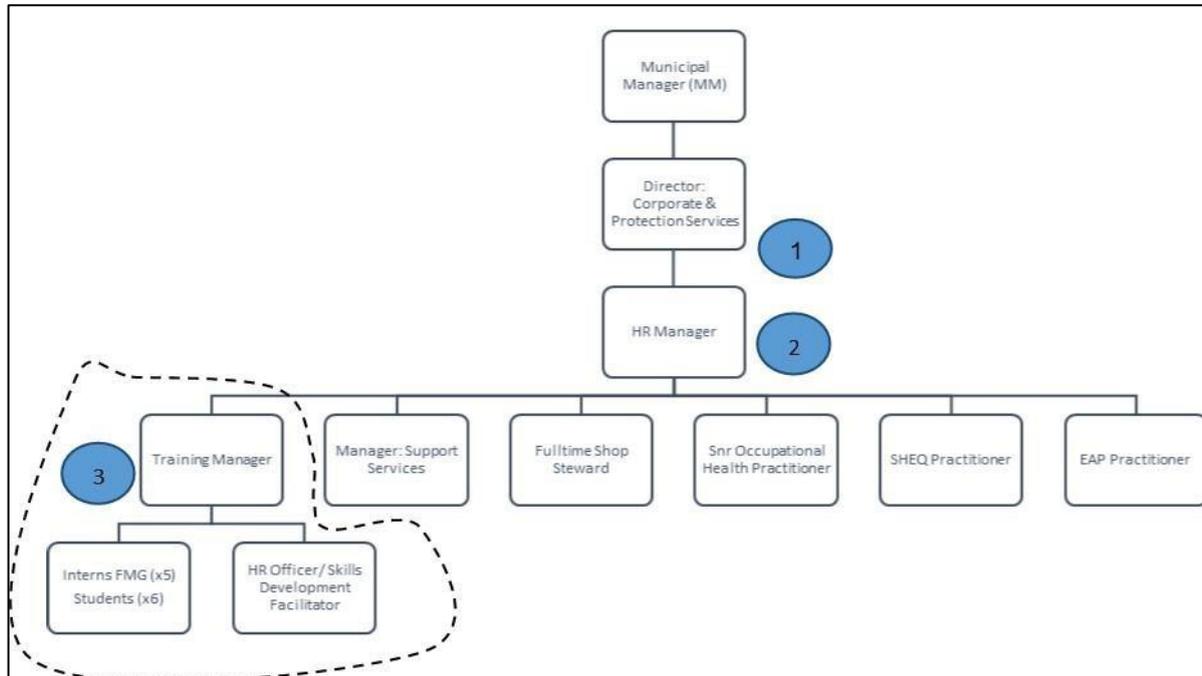


Figure 4.4: HRD position in organogram

4.5.3.5 HRD and management collaboration

The SBM recognises the critical role that line managers play in employee development. The HR department has, however, observed that some line managers are still reluctant to create development opportunities for their employees, despite the fact that employee development is included in their performance contracts. Lack of commitment and involvement by specifically line management in the empowerment of employees was expressed as a concern. In order to address this managerial apathy, the HR department trained all line managers to equip them to complete the PDP with their subordinates, but this has not always yielded the necessary results. The HR department contends that managerial and political will are crucial to create a development-oriented environment (Hendricks, 2013:Interview).

Through training as described above the HR department has started to work towards ensuring that line managers display behaviours/actions that work towards;

- improving productivity;
- improving the quality of life of employees through HRD initiatives;
- increasing the level of investment in HRD;
- measuring the impact of development;
- encouraging employees to actively participate in learnerships in all possible fields;
- providing employees with opportunities to acquire new skills;
- using the workplace as an active learning site;
- using technology to enhance productivity;
- encouraging self-development for employees to take responsibility for their own development; and
- promoting a culture of Batho Pele (Saldanha Bay Municipality, 2009; Hendricks, 2013:Interview).

What was not clear was how line management and HRD specialists are collaborating to ensure that the above behaviours/actions materialise.

4.5.3.6 Internal democracy

The statutory requirements of the Skills Development and Employment Equity Acts (RSA, 1998c;1998d) respectively mandate the establishment of consultative committees at the workplace to ensure participation of all employees (representatives from all employee levels) in human resource development. These structures play a monitoring and evaluation role in addition to being the consultative body for HRD policy. In this way internal democracy is practised. The municipality also has a functional consultative committee that meets regularly with senior management in attendance.

4.5.4 Drakenstein Municipality (DM)

4.5.4.1 Background

Drakenstein Municipality (DM) is the second biggest municipality in the Western Cape. The Drakenstein Local Municipality is a category B municipality that is situated in the Cape Winelands District Municipality (see Figure 4.2). According to the Local Government Handbook (RSA, 2014b), the towns of Paarl and Wellington are the main urban centres in the municipality, with smaller rural settlements at Saron and Gouda in the north and Hermon in the west. The main economic drivers are manufacturing, agriculture and agri-processing, tourism, financial services, and trade.

4.5.4.2 HRD challenges

More than 50% of the employees are lower-skilled employees. The municipality is experiencing a shortage of qualified artisans; although a number of employees can do the job, they are not formally qualified (they have the skills but they do not have the qualifications), hence the implementation of Recognition of Prior Learning (RPL) remains a key challenge (Matolengwe; Sibeko, 2013:Interviews).

There is a need to achieve a sufficient increase in productivity and improved service delivery through investment in the relevant competence development of employees. The fact that less than 1% of payroll is invested in HRD annually is a challenge. In addition, there is a need for human resource development

activities that is accessible to all levels of personnel and capable of meeting individual and organisation-specific and distinctive needs.

4.5.4.3 HRD policy and practice

The Drakenstein Municipality has an Education, Training and Development Policy (ETD) in place (Drakenstein Municipality, 2008). The broad policy statement states that the objectives of ETD within DM will be carried out to achieve the current and future objectives of the DM as per the Integrated Development Plan (IDP). An ETD needs analyses is conducted every 5 years at the same time as the development of the annual Work Skills Plan (WSP) and drafting of the budget; however, no documentation was provided to support this.

The policy stated that the overall purpose is to provide advice, opportunities, facilities and financial support to enable employees and councillors of DM:

- To acquire the skills, knowledge needed to effectively perform their duties and tasks for which they are employed, and to instil the required attitudes and values which will ensure the effective application of these skills and knowledge;
- To encourage employees to develop their full potential through provision of Learnerships, Skills Programmes, Mentorship, Skills Audits (Assessment) Skills Planning, Career Management and Succession Planning;
- To develop the potential of the employees to meet the future staffing needs of DM by preparing them for new and different jobs/tasks and/or new responsibilities, and thereby facilitating the achievement of Employment Equity goals;
- To enable individuals to contribute more effectively as team members;
- In exceptional cases, to develop individuals beyond the immediate and foreseeable needs of their current Directorates and DM at large, i.e. increase the competence base of employees through multi-skilling, up- skilling and broad-skilling; and
- To promote the concepts of self-development, lifelong learning and continuous improvement. All stakeholders of DM fully align themselves with all efforts and initiatives to establish the DM as a learning

organisation (Drakenstein Municipality, 2008). It is envisaged that all of the above will be achieved through various HRD programmes as indicated below.

- **Personal development plan (PDP)**

The PDP (defined earlier) forms the basis of all career development within the municipality. In order to ensure a needs-based approach to ETD, PDPs will be drawn up (where feasible and appropriate) for all employees. These are designed to identify the needs of employees within the context of the employee's overall career progress, as well as within the context of the municipal objectives and priorities of the directorates concerned. It is envisaged that PDPs will be drawn up in a negotiated way between the line manager and the employee, with the assistance of the HR department. They will be reviewed quarterly and will be formally appraised and updated on an annual basis. The effective implementation of a PDP is subject to the budgetary constraints, time and capacity within each department and section. This is, however, not done effectively (Matolengwe, 2013:Interview).

Human resource development in DM is informed by different triggers, though not limited to the following; skills audits (job profiles vs. individual skills), PDPs from performance evaluations, legislation, sectoral needs/ scarcities/priorities, and new technology.

- **General training opportunities**

Various training opportunities are said to be provided to all employees and DM strives to ensure that the equity targets in terms of beneficiaries of training are met (85% black, 54% women and 4% disabled). Training can take the form of workshops, accredited training and/or non-accredited training. The skills and equity goals of DM are aligned through the skills development and employment equity plans. The HR departments are supposed to play an advisory role to line managers and provide guidelines (Drakenstein Municipality, 2008).

- **Budget**

HRD is budgeted for on an annual basis as 1% of the Council's total salary expenditure, but in practice the training budget was less than 1% of payroll for the 2012/13 year; the Auditor General report noted that only 0.38% was spent on training opportunities for staff (Matolengwe & Sibeko, 2013:Interviews); however, this did not take into account learnerships and bursaries as obtained through the support from the LG SETA.

4.5.4.4 Organisation of the HRD function

As in SBM, political leadership in DM is exercised through the municipal council, which performs both legislative and executive functions. The council of the Drakenstein Municipality consists of 61 elected councillors (31 ward councillors and 30 proportional representation (PR) councillors).

The policy document states that the administrative arm of the municipality is headed by the municipal manager (MM), who performs the task of chief executive director. The MM as head of the administration is responsible and accountable for the overall execution of the council's HRD policies, programmes and strategies. This takes place through the Integrated Development Plan (IDP) and the Workplace Skills Plan (WSP). The IDP is developed with various communities and represents the political choices that have to be executed. In this the MM is supported by a team of executive directors and senior managers (Drakenstein Municipality, 2008).

The senior management team is supported by 1,726 permanent and non-permanent employees, accommodated in the various departments. The human resource function (see Figure 4.5) is located in the Directorate Corporate Services (1). The human resources department is led by a manager (2), who assumes responsibility for the human resource management and development function through a designated appointed chief training officer/skills development facilitator (3) working with a team of office assistants.

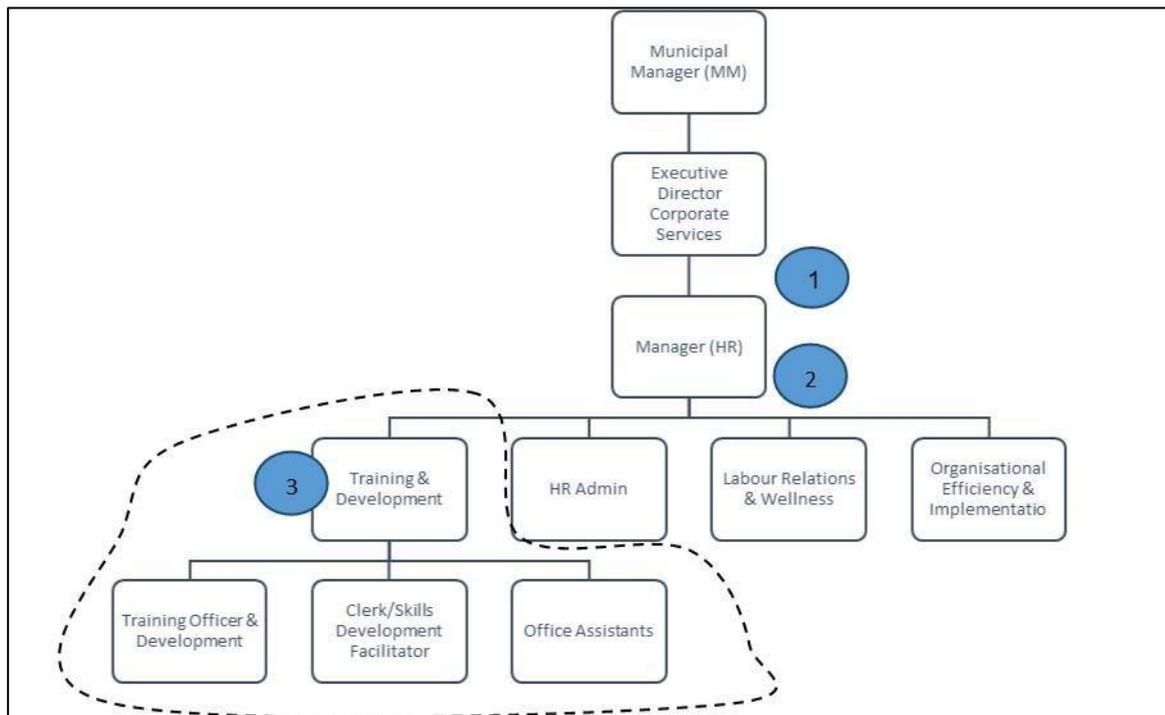


Figure 4.5: HRD position in organogram

4.5.4.5 HRD and management

Executive managers and line managers are expected to ensure that employees are exposed to development opportunities. The DM expects its line managers to:

- Be accountable for training of staff within their directorates (including management of succession and allowing employees to act on a rotational basis);
- Conduct needs analysis on employees on a regular basis;
- Ensure the development and implementation of the directorates' workplace skills plan;
- Facilitate the development and implementation of plans for the personal development of staff;
- Provide an enabling and a supportive environment for the employees, which must be accompanied by an effective career management approach, and a coaching and mentoring system to help and assist the employee to develop as effectively and quickly as possible; and
- Be relevant to operations and ensure that ETD programmes are tailored effectively to meet local needs and circumstances, all directorates and

sections should set their own priorities for education, training and development. These priorities have to be aligned to the broad national training priorities laid down for the short to medium term in the performance imperatives as defined by DM mayoral committee and senior management (it is not clear whether this is being done) (Drakenstein Municipality, 2008).

The role of the training department in the HR department is to:

- Determine training and development needs of employees;
- Develop and implement workplace skills plans (and budgets);
- Identify succession-planning candidates and develop their Personal Development Plans (PDPs);
- Encourage and assist staff with the development of their PDPs;
- Prepare progress and evaluation reports on the implementation of workplace skills plans, induction/orientation programmes, PDPs and succession planning;
- Compile the workplace skills plan after each department has submitted its directorate plan listing the skills development needs for each employee; and
- Update the database of the skills audit on a regular basis (Drakenstein Municipality, 2008).

There is an emerging problem since the responsibilities that the HR department assumes should be delegated to the line manager. Another problem is that the policy document is vague on the responsibilities of employees in HRD activities.

4.5.4.6 Internal democracy

The statutory requirement of the Skills Development and Employment Equity Acts (RSA, 1998c, 1998d) respectively mandates the establishment of consultative committees. Internal democracy in the DM is expressed through the various consultative committees operational at the directorate level. The DM has directorate consultative committees that are accountable to the principal consultative committee, which ensures that HRD is decentralised and broadly consulted by the organisational actors. It was found, however, that these committees are dysfunctional and not

operational (Matolengwe; Petersen, 2013:Interviews). The local labour forum is the platform for organised labour together with the employer representatives to consult on policies and broad HR matters. This body was found to be functional (Matolengwe, 2013:Interview) and they perform a monitoring and evaluation role in addition to being the consultative body for HRD policy matters and implementation. In this way internal democracy finds expression.

4.6 SUMMARY

Local government is the sphere of government closest to the people of South Africa. The Constitution as the supreme piece of legislation assigns particular development duties to municipalities. Various pieces of legislation enjoin local government to set in place an administrative structure and systems of governance that will ensure that local government functions effectively through employing competent and capable employees. The various regulatory frameworks in legislation also acknowledge the inherited skewed skills base and propose a more strategic approach to human resource development.

The Back to Basics Programme and the Local Government Turn Around Strategies are clear plans to ensure that municipalities become functional centres of good governance through setting standards for municipal performance. Together with the National Human Resource Management and Development Strategy (SALGA, 2013), they recognise that municipalities are resourced differently and at different levels of development and hence a “one size fits all” approach to achieve organisational excellence is doomed to fail. The success of HRD in municipalities is dependent on well-developed human resource development policies, how the HRD policy is implemented, the way HRD is organised and the degree of internal democracy. These are all dependent on the ethical practice of the organisational actors.

The next chapter will present the research findings of the quantitative research conducted in the Saldanha Bay and Drakenstein Municipalities.

CHAPTER 5: RESEARCH PROCESS AND FINDINGS

5.1 INTRODUCTION

The previous chapters provided a comprehensive literature review of HRD as well as presenting an international perspective on how HRD is managed in the Netherlands. This was followed by presenting the South African context through analysing two South African municipalities in terms of how HRD is managed.

This chapter will present the research process, including the research methodology, the research approach and the research design for the questionnaire done in the Saldanha Bay and Drakenstein Municipalities respectively. The research findings are presented on two levels. In the first instance, the macro analysis (the combined findings of the Saldanha Bay and Drakenstein Municipalities in terms of the perceptions indicated by HR, line managers and employees) is presented in the following categories: organisational context, HRD policy- practice- preference, HR department performance, HRD responsibilities, HRD functional performance, line management collaboration, management challenges, workplace participation and, finally, management and authority.

The micro analysis is then presented to indicate the differences in perceptions between the HR, line managers and employees of the Saldanha Bay and Drakenstein Municipalities, respectively. Finally, the findings of the learning network are presented (but not discussed in detail) as an alternative way to organise HR development projects in organisations.

5.2 RESEARCH APPROACH

It can be argued that there is a knowledge void in terms of understanding HRD within the context of the developing world. At the same time critique has consistently been levelled against management research as being too far removed from the world of practice, overly theoretical and abstract, and not recognising the concrete

problems and challenges facing the manager. Management research could and should adopt the paradigm of the design sciences, such as medicine and engineering, where the aim of the research is to develop knowledge that the professionals of the discipline in question can use to design solutions to the problems of their fields (Hamlin, 2006:3; Hamlin & Serventi, 2008:4).

The research approach is grounded in the evidence-based approach that can be defined as research that is informed by practice in the field of HRD, regarding it as the explicit and judicious use of current best evidence in making decisions about the development of individuals, groups and organisations, integrating the individual HRD practitioner (HR department), line manager and employee expertise with the best available external evidence derived from systematic research. Research-informed HRD is thus the conscientious and explicit use of research findings and the research process to inform, shape, measure and evaluate professional practice (Hamlin, 2007:42-57; Hamlin & Reidy, 2005:1-8).

5.2.1 Unit of analysis

The particular focus is how HRD initiatives are applied in local government across two municipalities and how this is applied in municipalities. In particular, the focus will be on the role that line managers and employees play together with HRD specialists (in the HR department) along with relevant organisational stakeholders. Not much research has been conducted on the integrated roles of line managers, employees and the HR department play within municipalities in South Africa to facilitate HRD.

Data were collected from two local municipalities in the Western Cape, namely the Drakenstein Municipality in the Cape Winelands District Municipality and the Saldanha Bay Municipality in the West Coast District Municipality. In both Municipalities three departments, namely, the Community Services, Infrastructure and Human Resource Departments were investigated. Figure 5.1 – 5.3 indicates the the percentage of the questions completed by the research participants in the respective departments. Semi-structured interviews were conducted with the following officials in South Africa (Figure 5.4).

Drakenstein Municipality (structured questionnaire)

	General Employee			Line Manager			HR Department		
	Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed	Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed	Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed
Community Services	590	64	11	189	32	17			
Infrastructure	693	60	9	190	30	16			
HR							23	12	52
Total	1283	124	10	379	62	16	23	12	52

Figure 5.1: Drakenstein Municipality Unit of Analyses**Saldanha Bay Municipality (structured questionnaire)**

	General Employee			Line Manager			HR Department		
	Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed	Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed	Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed
Community Services	235	53	23	35	16	46			
Infrastructure	146	59	40	87	21	24			
HR							14	5	36
Total	381	112	29	122	37	30	14	5	36

Figure 5.2: Saldanha Bay Municipality Unit of Analyses

In addition, the learning network theory questionnaire was conducted in the Finance Department of the Drakenstein Municipality in the Cape Winelands District Municipality as indicated below (see figure 5.3).

General Employee			Line Manager			HR Department		
Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed	Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed	Staff Compliment	Number of Questionnaires Completed	Percentage (%) of Questionnaires Completed
110	53	23	30	14	47	23	5	21

Figure 5.3: Finance Department Drakenstein Municipality Unit of Analyses

Interviewee	Position	Institution
Abe du Plessis	HR Manager	Saldanha Bay Municipality
Aneeka Delpont	Wage and Salary Manager	Saldanha Bay Municipality
Ronel Hendricks	Training Manager	Saldanha Bay Municipality
Esra Engelbrecht	Training Officer	Saldanha Bay Municipality
Nokozuko Matolengwe	HR Manager	Drakenstein Municipality
Mandisa Sibeko	Training Manager	Drakenstein Municipality
David Gabriels	Line Manager	Drakenstein Municipality
Aneeka Jacobs	Provincial Manager	Local Government Seta
Jasper van der Westhuizen	Provincial Programme Manager: HR Capacity Building	SALGA Western Cape
Wilfred Petersen	Full-time shop steward in the Drakenstein Municipality	South African Municipal Workers Union (SAMWU)

Figure 5.4: Municipal officials interviewed

5.2.2 Data collection

The data were collected from a variety of sources as indicated above. A complete literature review (qualitative) was conducted and findings presented in Chapters 2, 3 and 4. Data were gathered through a questionnaire completed by employees, line managers and HRD specialists in the two municipalities of Drakenstein and Saldanha Bay (See Figures 5.1-5.4). Finally, the learning network theory as developed in the Netherlands was used for the first time in Africa in the Drakenstein Municipality (Poell, 2013:Interview).

5.2.3 Measuring instruments/data-gathering methods

As stated earlier, the research used a deductive and inductive approach; hence the use of multiple measuring instruments. The advantage of a questionnaire is that it allows for the collection of a large amount of data from a sizeable population

(Saunders *et al.*, 2003:92). The researcher developed 3 separate questionnaires that were applicable to the general employees, line managers and the HRD specialists in the HR department. The structure of the questionnaires was designed to gather data on 10 indicators, and in some instances to allow participants an opportunity to provide reasons for their answers through open-ended questions (See Appendix A and B).

Bless, Higson-Smith and Sithole (2013:222-224) argues that a measuring instrument is valid if it measures what it claims to measure. The mechanism employed by the researcher to validate this study was through interviews that provided the researcher with an opportunity to remove any misconceptions and ambiguity related to the research instrument (questionnaire) and/or expectations of both the researcher and the respondents.

A pilot study was conducted prior to the commencement of the study in order to maximise the validity and authenticity of the tools to be used to gather information (data) during the research process. Mahlangu (1987:87) argues that the value of a pilot study is that it provides the researcher with an opportunity to revise the research tools in order to achieve the desired results. A pilot study was conducted with a smaller population of the Saldanha Bay Municipality and the Drakenstein Municipality during February 2014. The study was conducted amongst the employees, line managers, trade unions and the HR specialists. On the basis of the inputs of the participants some questions were rephrased and restructured. The questionnaire was also translated into Afrikaans, English and isiXhosa. A second pilot study (The Learning Network Theory Questionnaire) was conducted at the Cape Winelands District Municipality amongst the employees, line managers and HR departmental employees.

Reliability refers to the consistency with which an instrument produces similar scores. Such similarity or equivalence is determined by repeated administration to a variety of subjects. Bless *et al.* (2013:220-221) argue that the reliability of an instrument depends on its producing the same or nearly the same score when administered twice to the same subject. A reliable instrument should produce exactly the same results every time it is used for measuring the same thing. The pilot study helped the researcher to improve and enhance validity and reliability. It should be noted that the population of the pilot study

was not included in the final sample.

5.2.4 Distribution procedure

The questionnaires were distributed in the Departments of Community Services, Infrastructure and the HR departments respectively. The researcher was present at the completion of all the questionnaires in the event that participants had any questions or needed clarification. Participants were informed of the nature of questionnaire and the reason for their participation and were assured of the confidential nature of the process.

5.3 STATISTICAL ANALYSIS OF THE DATA

All fieldwork culminates in the analysis and interpretation of data. When undertaking analysis, the aim is to break the data down into manageable themes, patterns, trends and relationships in order ultimately to see if patterns and/or trends are emerging that can be isolated or identified (Mouton, 2001:109). For the purpose of this study, the statistical software Statistica 12 was used.

The assumption is that the organisational actors (HRD specialists, line managers and employees) comprehend and experience HRD differently in municipalities.

- In terms of the analysis, all scores below 65% are noted as unacceptable (which was analysed and interpreted), a score between 65% and 80% is interpreted as satisfactory and a score of 81% and above as excellent (which was not analysed and interpreted).
- All the organisational actors of the Saldanha Bay Municipality and the Drakenstein Municipality were analysed in a combined way.
 - A macro presentation as presented under section 5.4.1- 5.4.10 (the combined scores of the organisational actors in the Saldanha Bay and Drakenstein Municipalities is presented, indicating how the HR department (HRD specialists), line managers, employees perceive HRD differently in the two municipalities. The scores below 65% (indicated by a line) is interpreted and analysed.
 - A micro presentation as presented under section 5.5.1- 5.5.10. A comparative analysis within the same organisational actors (e.g. comparing line managers in Saldanha Bay and Drakenstein

Municipalities). This is also done with the HR department and employees in the two municipalities. Only a variance of 20% between the organisational actors of the two municipalities is interpreted and analysed.

- The results from the learning network theory is presented.

5.4 MACRO RESEARCH FINDINGS

The macro research findings will be presented under 10 headings:

- Organisational context.
- HRD policy.
- HRD practice.
- HRD preference.
- HR department performance.
- HRD responsibilities.
- HRD and management collaboration.
- Management challenges.
- Workplace participation.

The perceptions of the organisational actors (HR department-(HRD specialists), line managers and employees will be presented. The columns “totally agree” and “partially agree” were added and interpreted and presented in Figure 5.1. The analysis under section 5.4.1- 5.4.10 represents the combined scores of the different organisational actors across the Saldanha Bay and Drakenstein Municipalities, respectively.

1	2	3	4
Totally Agree	Partially Agree	Partially Disagree	Totally Disagree

Figure 5.5 Consensus indicator

For ease of reference the numbering follows the questions on the questionnaire.

5.4.1 HRD organisational context findings

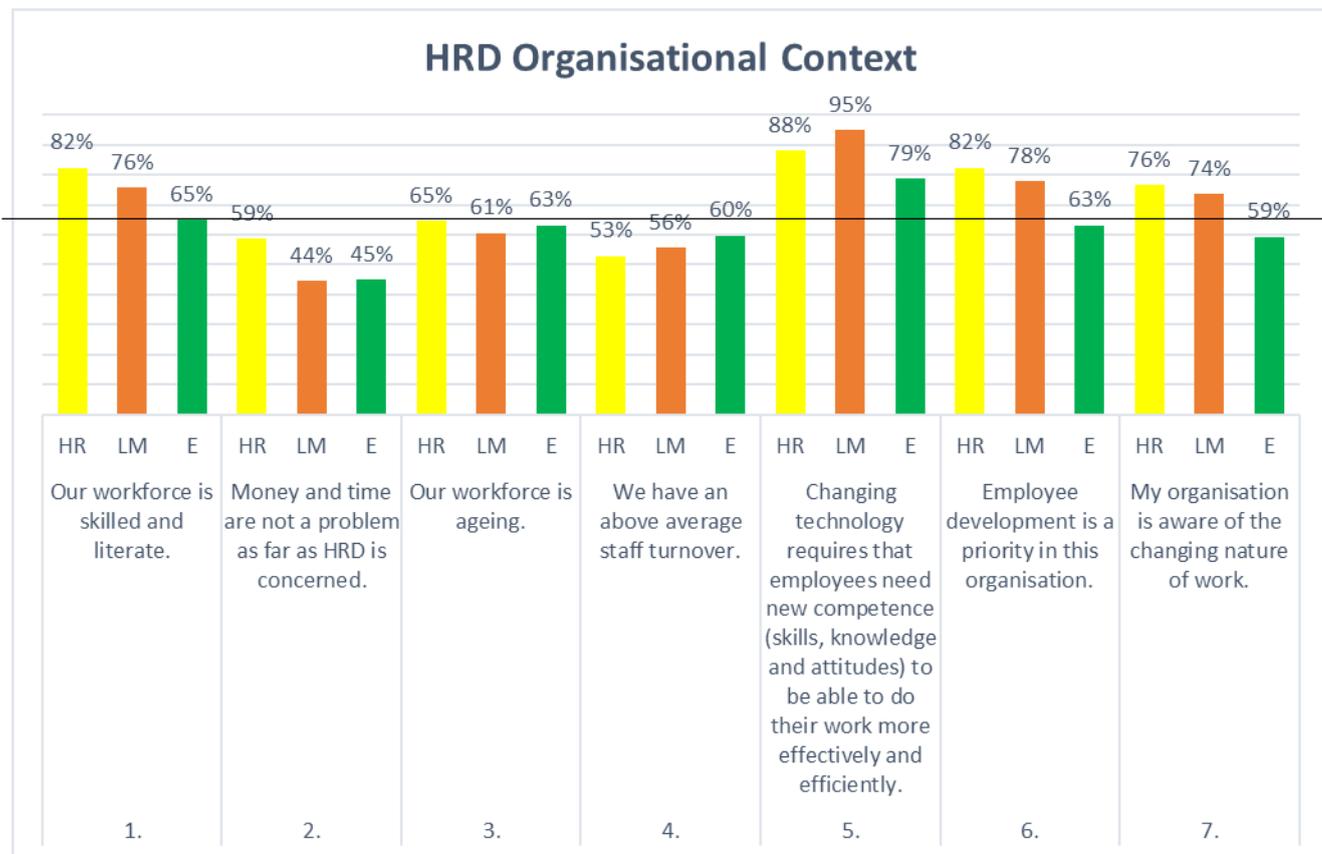


Figure 5.6 HRD organisational context

1. There is broad consensus amongst the organisational actors, HR department (82%), line managers (76%) and employees (65%) that the workforce is skilled and literate. The lower score of the employees compared to that of HR and line managers are noted and indicate a notably different perception among the organisational actors.
2. Whether money and time are not a problem as far as HRD is concerned, 59% of HR supported the statement, line managers (44%) and employees (45%). Although HR scored higher, there is sufficient consensus amongst the organisational actors that money and time are a problem as far as HRD is concerned.
3. There is general consensus amongst the organisational actors that the workforce is not ageing: HR (65%), line managers (61%) and employees (63%).
4. The score is generally low across the organisational actors, which indicates that the municipalities do not have an above average staff turnover as indicated by employees (60%), line managers (56%) and the HR (53%). There is no real

concern that there is a high turnover of staff as staff generally remains in the employ of municipalities for a long time.

5. There is broad agreement that changing technology requires employees to have a new competence, with line managers (95%) expressing the strongest conviction, followed by HR department (88%) and employees (79%). Line managers are at the coalface of the organisation and the fact that their score is so high is indicative of the seriousness with which they view this.
6. According to HR (82%), line managers (78%), employee development is a priority. The employee score of 63% indicates that they feel less positive about employee development being a priority in the municipality.
7. The organisational awareness of the changing nature of work was expressed positively by HR (76%), followed by line managers (74%). However, employees (59%) scored significantly lower, indicating that this is not how the employees are experiencing it.

Issues: HRD context

- The organisational actors are experiencing money and time to be problems for HRD.
- Employee development is perceived as not being a priority by the employees; although line managers and HR contend that the municipality is aware of the changing nature of work, this is not the experience of the employees.

5.4.2 HRD policy findings

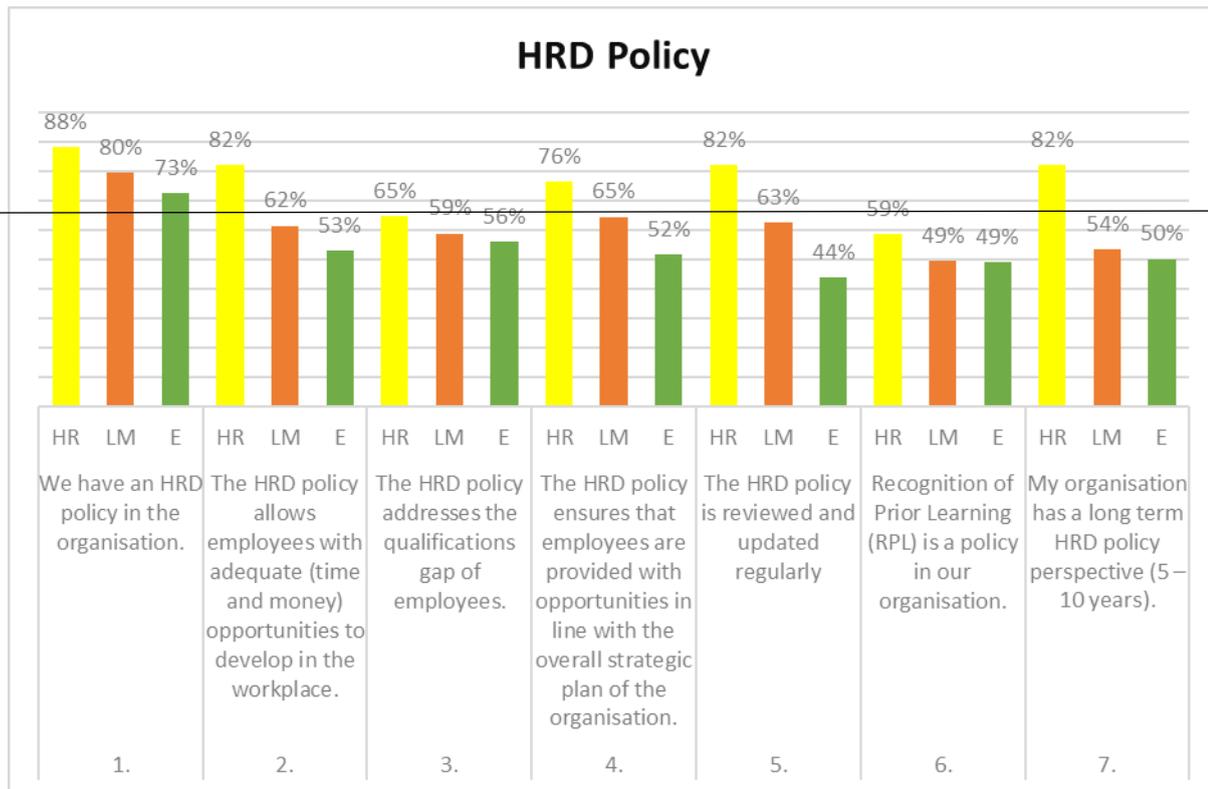


Figure 5.7 HRD policy

1. The HR department (88%) scored the highest in terms of awareness of the HR policy, followed by line managers (80%) and employees (73%). This indicates that the organisational actors are aware of the HR policies in the organisation.
2. Whether the HRD policy allows employees with adequate (time and money) opportunities to develop was answered positively by 82% of the HR department. The line managers (62%) and the employees (53%), however, are not in agreement and perceive and experience this differently. This response is consistent with question 2 of the previous section (HRD Context).
3. The HRD policy does not adequately address the qualifications gap between organisational actors as reported by 56% of employees, followed by the line managers (59%) and the HR department (65%).
4. The HR department (76%) believes that the HRD policy ensures that employees are provided with development opportunities in line with the overall strategic plan of the municipality, although the line managers (65%) and the employees (52%) are not in agreement. There is a noticeable gap between the perceptions of the respective organisational actors.

5. The HR department (82%) believes that the policies are reviewed and updated regularly. However, the line managers (63%) and only 44% of employees believe this to be true. This indicates that employees and line managers are not involved satisfactorily in the policy-making process.
6. There is consensus amongst the employees (49%) and the line managers (49%) that recognition of prior learning is not a policy in the organisation. This was confirmed by the HR score of 59%.
7. The HR department (82%) expressed a positive score on the long-term HRD policy perspective as opposed to the significantly lower score indicated by the line managers (54%) and employees (50%). This indicates that for line managers and employees the HRD is not practised strategically in the organisation.

Issues: HRD policy

- The HRD policy does not allow employees adequate (time and money) opportunities to develop in the workplace.
- The HRD policy does not address the qualifications gap (competence gap) between those with recognised competence and those without recognised competence.
- Although recognition of prior learning is a policy, the practice and implementation thereof is poorly executed.
- The HR policies are not reviewed regularly, indicating that line managers and employees are not involved in policy reviews and/or policy development.
- The HR department perceives policy differently to employees and line managers.
- The line managers and the employees perceive that the municipalities do not have a long-term HRD strategic planning and policy perspective.

5.4.3 HRD practice findings

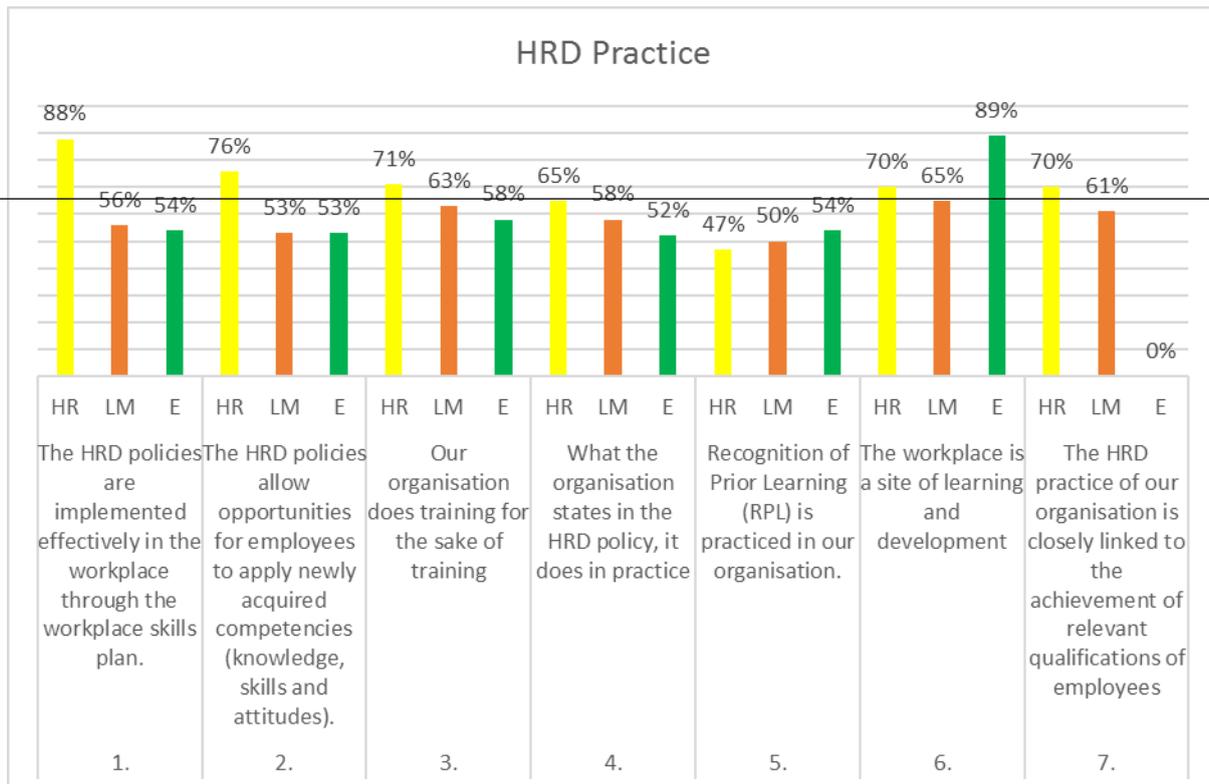


Figure 5.8 HRD practice

1. The HR department (88%) believes that HRD policies are implemented effectively through the workplace skills plan. There is consensus amongst the line managers (56%) and the employees (54%) that this is not the case.
2. The HR department (76%) expressed a positive score indicating that the HRD policies do allow opportunities for employees to apply newly acquired competencies. The line managers (53%) and employees (53%) scored significantly lower. This indicates that line managers and employees are in agreement that there are limited or no opportunities for the application of new competencies.
3. The HR department (71%) confirmed that municipalities do training for the sake of training, followed by the line managers (63%) and employees (58%). The HR department score indicates a noticeable difference in perception (it could be that the line managers and employees understood this question differently).
4. Only (52%) of the employees supported the statement that there is congruency between HRD policy and practice. This was followed by line managers (58%) and 65% as indicated by the HR department. This indicates that there is a noticeable

gap between HRD policy and practice in municipalities. Recognition of prior learning (RPL) is implemented poorly as indicated by the scores of HR department (47%), line managers (50%) and employees (54%).

5. The employees (89%) expressed a positive finding that indeed the workplace is a site of learning and development; this is followed by HR (70%) and line managers (65%).
6. This question was only posed to HR department and the line managers. The HRD practice of the organisation is closely linked to the achievement of relevant qualifications of employees. This view was supported by 70% of the HR department. The 61% score of the line managers is considered not acceptable.

Issues: HRD practice

- The workplace skills plan is not effectively implemented in the workplace.
- The municipality does not allow the employees opportunities to practise newly acquired competence after development interventions in the workplace.
- Training is commonly done for the sake of training with no long-term strategic intention.
- There is a discrepancy between policy and practice in the municipalities.
- The RPL is poorly implemented in municipalities and correlates with Question 5.4.2.6.
- In general, HRD is poorly practised in the two municipalities.

5.4.4 HRD preferences findings

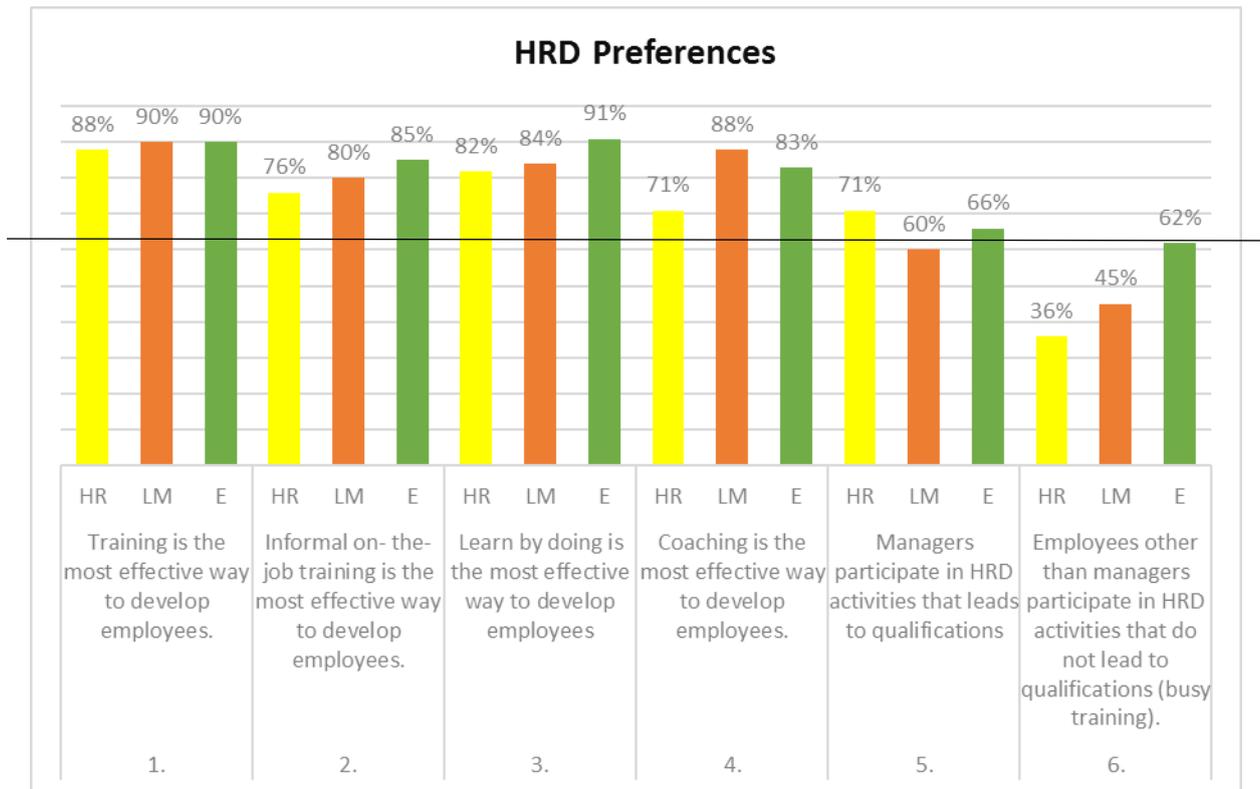


Figure 5.9 HRD preferences

1. There is agreement among line managers (90%) and employees (90%) that training is an effective way to develop employees. This is followed by the HR department (88%).
2. There is broad agreement that informal on-the-job training is an effective way to develop employees according to the employees (85%), followed by line managers (80%) and the HR department (76%).
3. Employees (91%) indicated that learning by doing is an effective way to develop employees. This is followed by the HR department (82%) and line managers (84%).
4. Line managers (88%) indicated that coaching is an effective way to develop employees, followed by employees (83%) and the HR department (71%).
5. The HR department (71%) supports the statement that managers participate in HRD activities that lead to qualifications. This is followed by employees (66%). Line managers (60%) do not perceive this to be the case.
6. There is sufficient consensus amongst the HR department (36%) and line managers (45%) that employees other than line managers participate in HRD

activities that do not lead to qualifications; supported by 62% of the employee respondents.

Issues: HRD preferences:

- Development in municipalities should be approached from multiple angles as indicated in the research findings.
- Development that leads to qualifications should be considered for employees.

5.4.5 HR Department performance findings

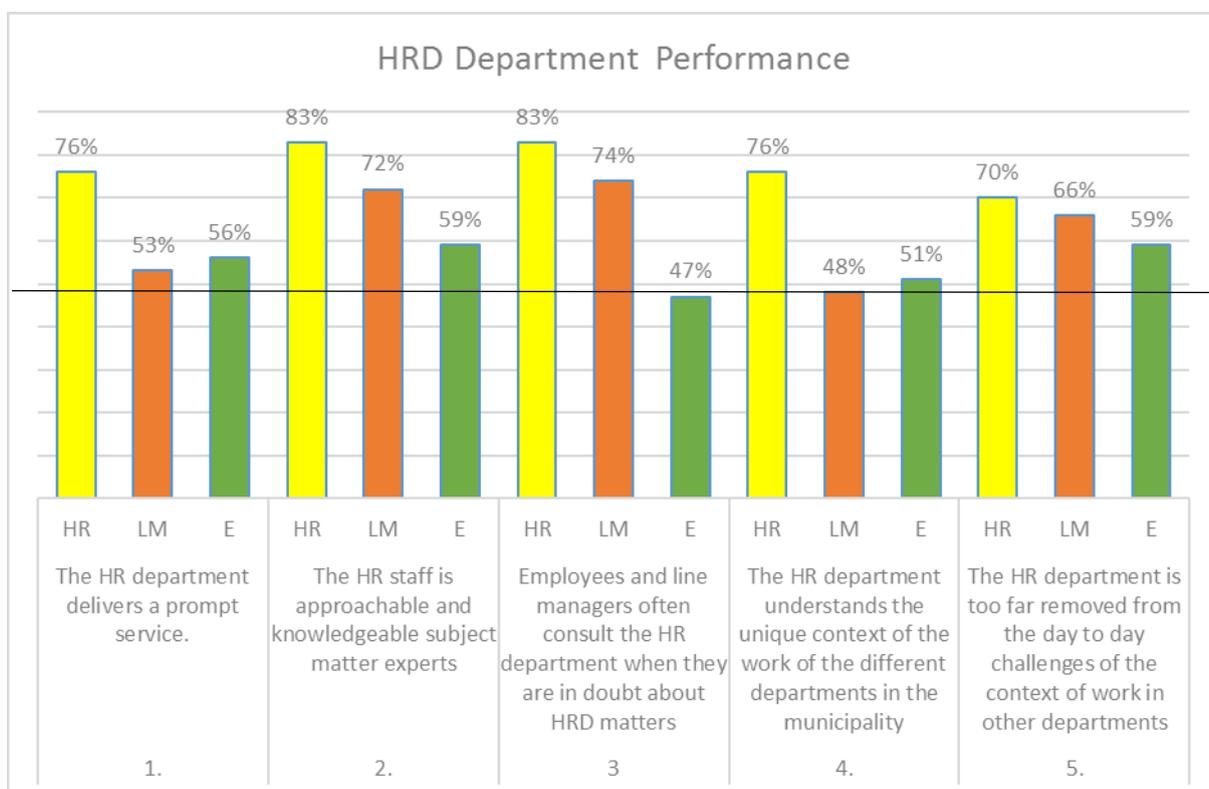


Figure 5.10 HRD department performance

1. The HR department (76%) believes that they deliver a prompt service. This view is not shared nor supported by employees (56%) and line managers (53%). This indicates a mismatch in terms of expectations by line managers and employees about the way HR delivers services to them.
2. Only 59% of employees feel that the HR department is approachable and knowledgeable subject matter experts. This is followed by line managers (72%); significantly, 83% of HR expressed a positive score. From these scores it is

possible to conclude that employees perceive HR department staff not to be knowledgeable and approachable subject matter experts.

3. Employees and line managers often consult the HR department when they are in doubt about HRD matters, as expressed by 83% of the HR Department. This was followed by line managers (74%) supporting the statement and employees (47%), who expressed a different view. The low score from the employees indicates that they may not be aware of the high levels of consultation between line managers and the HR department.
4. The HR department (76%) expressed a view that HR understands the unique context of the work of the different departments in the municipality. However, this is not supported by line managers (48 %) nor the employees (51%).
5. The HR department is too far removed from the day-to-day challenges of the context of work in other departments was a perception expressed by 70% of the HR department and confirmed by line managers (66%) and employees (59%).

Issues: HRD department performance

- The HRD service expectations in terms of service standards to the respective departments are an issue; employees do not regard the HR department as supportive and they are not delivering a prompt service.
- Employees do not perceive the HR department as approachable subject matter experts and hence do not consult with the HR department on HRD matters.
- The HR department does not understand the unique context of work of different departments, and do not act as a partner to line managers and the employees. The organisational positioning of HR needs to be addressed (distance and context).
- Line managers seldom consult the HR department when they are in doubt about HRD matters. This needs to be addressed.

5.4.6 HRD responsibilities findings

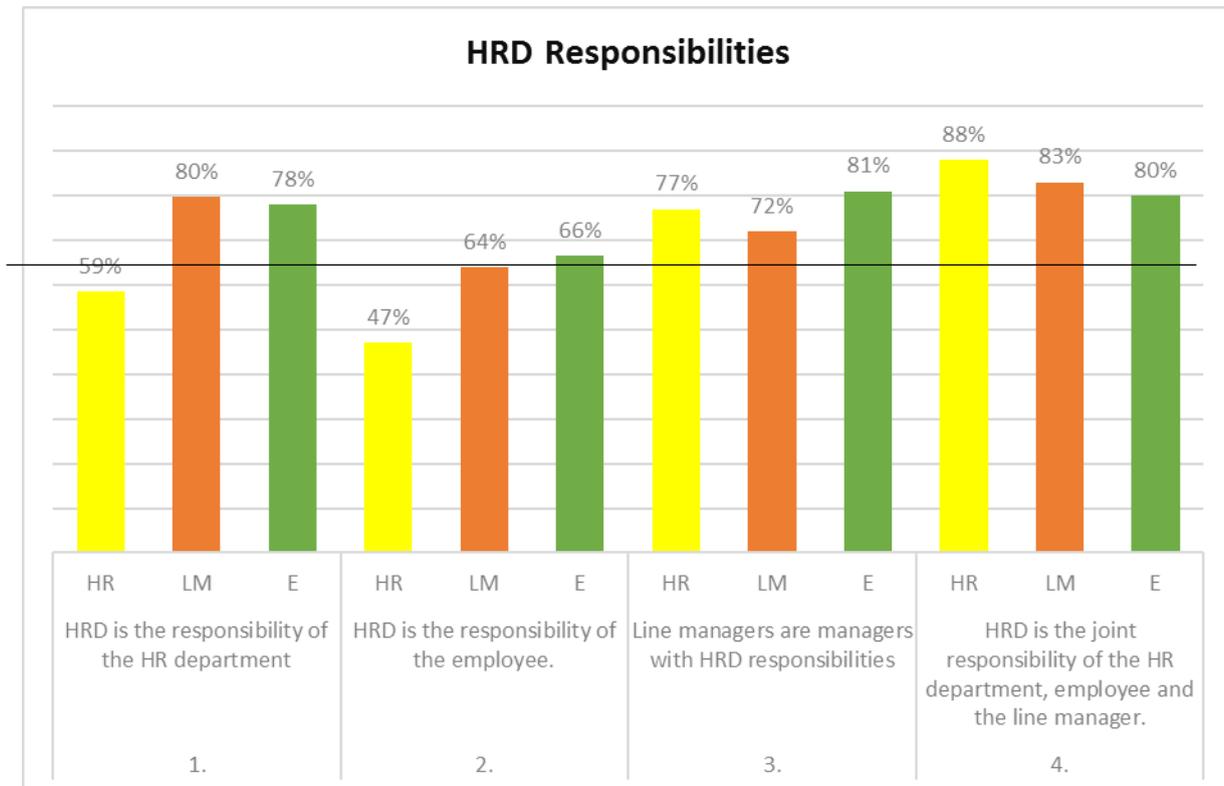


Figure 5.11 HRD responsibilities

1. The HR department (59%) expressed the lowest score on the statement that HRD is the responsibility of the HR department. The line managers (80%) and the employees (78%) all support the statement. This indicates the dominant narrative that HRD is the domain of the HR department.
2. On whether HRD is the responsibility of the employees, only 47% of the HR agreed with the statement as opposed to the 64% of line managers and 66% of employees.
3. There is sufficient consensus between the organisational actors that line managers are managers with HRD responsibilities as indicated by 77% of HR, 72% of line managers and 81% of employees. This indicates that employees have a clear expectation that their line managers should assume HRD roles.
4. HR (88%), line managers (83%) and the employees (80%) are in agreement that HRD is the joint responsibility of the HR department, employee and the line manager. The dominant narrative is that they all have a role to play.

Issues: HRD responsibilities

- Although there is consensus amongst the organisational actors that HRD is a joint responsibility of HR, line managers and employees, the responses to questions 1 and 2 indicate that there is limited clarity on exactly how the organisational actors should collaborate to achieve HRD in municipalities.

5.4.7 HRD and management collaboration findings

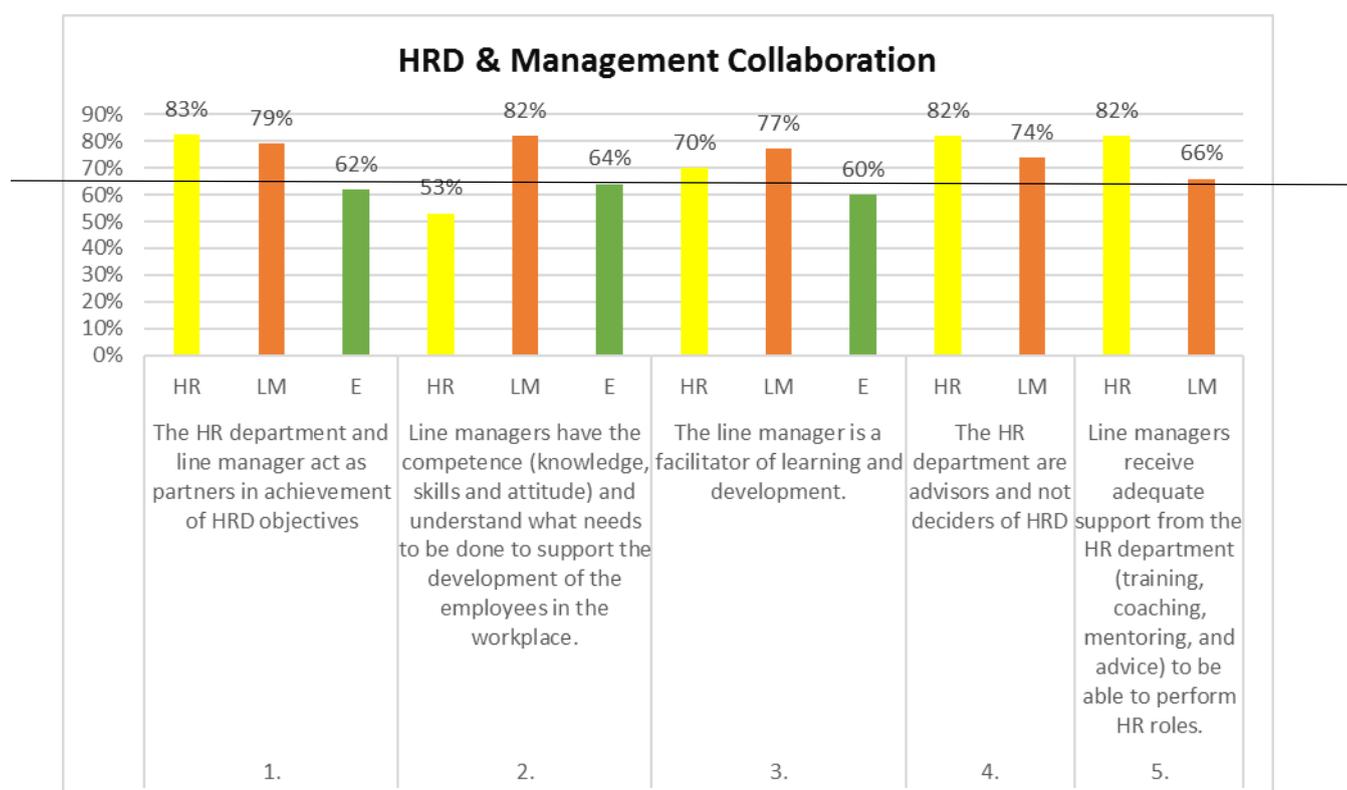


Figure 5.12 HRD and management collaboration

1. The HR department (83%) and line managers (79%) scored the highest in this category, indicating consensus as opposed to the employees (62%), who scored the lowest on the statement that the HR department and the line manager act as partners to achieve HRD objectives. The low score of employees indicates that they do not perceive this to be the case (see questions 3,4,5 under section 5.4.5).
2. Although line managers (82%) indicated that they have the competence and understanding of what needs to be done to support the development of employees in the workplace, this view is not shared by employees (64%) nor by

HR department 53%. This indicates that HR and employees do not agree that line managers have the skills and competence to support HRD in the workplace.

3. Line managers (77%) consider themselves to be facilitators of development. The HR department (70%) supports this view. However, it is noted that the employees (60%) do not support this statement. The low score of employees indicates a perception that employees have no experience or little experience of the line manager acting as a facilitator of development in the workplace.
4. The statement that the HR department is advisors and not deciders of HRD is supported by 82% of HR and 74% of line managers.
5. The HR department (82%) and line managers (66%) differ on whether line managers receive adequate support from the HR department to be able to perform their HR roles. The lower score by line managers indicates that the support is not adequate.

Issues: HRD and management collaboration

- The employees do not experience sufficient line management and HR practitioner collaboration.
- Line management competence to drive HRD in their department is questioned by HR and employees.
- The line manager is not regarded as a facilitator of development by the employees.
- HR practitioner support to line managers is questioned by line managers.

5.4.8 Management challenges findings

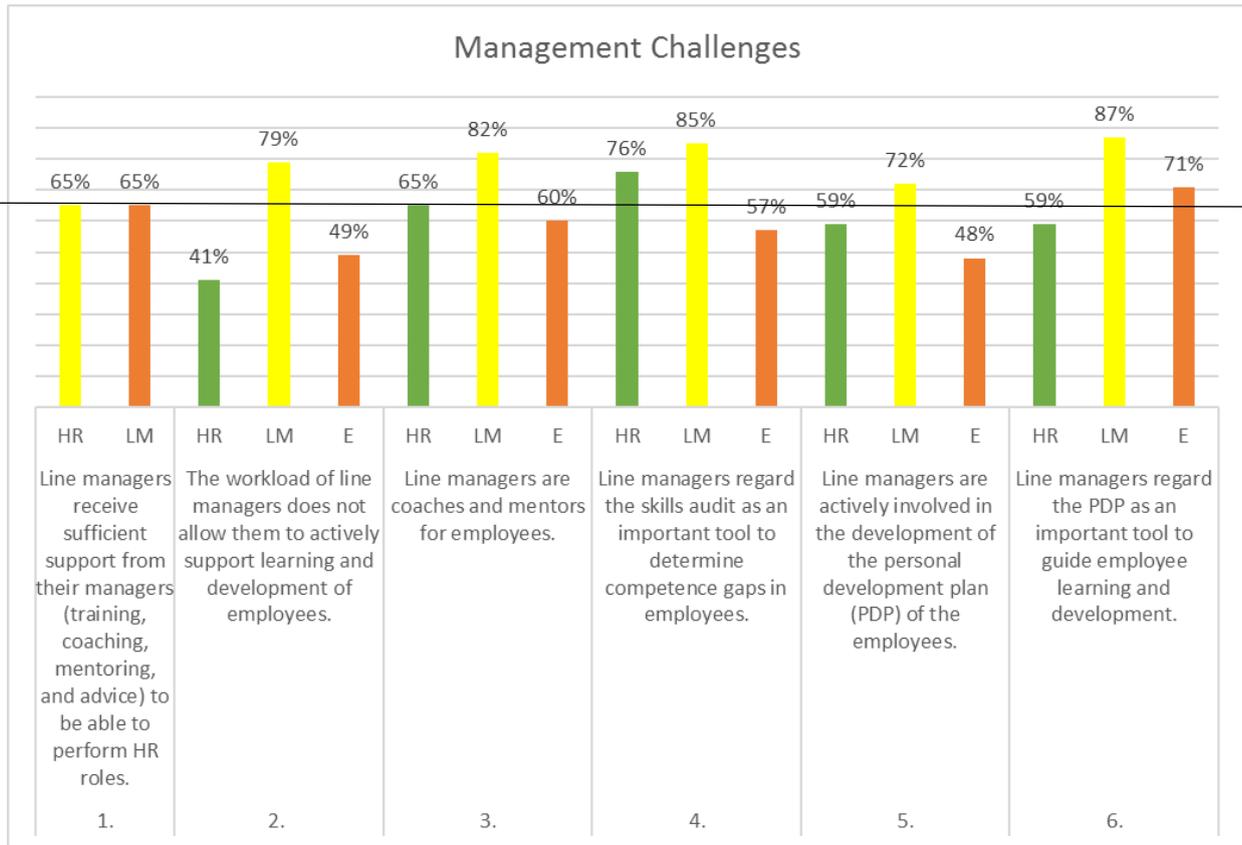


Figure 5.13 Management challenges

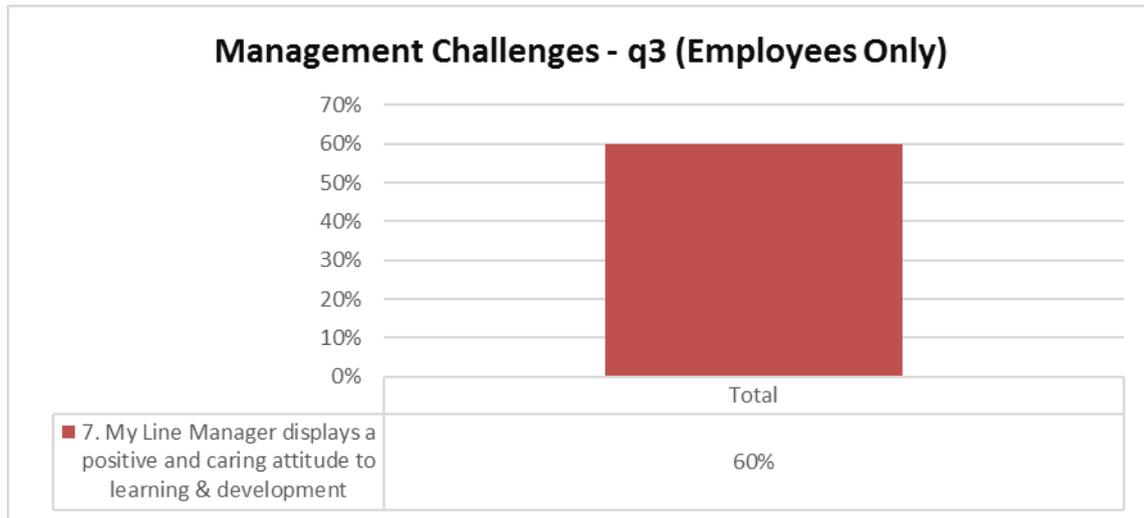


Figure 5.14 Management challenges (employees only)

In this section Question 1 only pertained to HR and Line Manager. Questions 2-6 were put to employees, HR and line managers. Question 7 (my line manager displays a positive and caring attitude to learning and development) was put to the employee group only and analysed separately.

1. Line managers and the HR department (65%) agree that line managers receive sufficient support from their managers to be in a position to perform HR roles.
2. Line managers (79%) followed by employees (49%) and the HR department (41%) reported that the workload of line managers does not allow him/her to actively support learning and development of employees. The employees and HR department do not share the perception of line managers that the workload is a problem for line managers.
3. Line managers are coaches and mentors to employees, according to 65% of HR indicated. Line managers (82%) produced an exceptionally high score. This indicates that line managers understand that they perform a coaching and mentoring role, but employees (60%) do not experience this.
4. The line managers (85%) regard the skills audit as an important tool to determine competence gaps in employees, a view supported by 76% of HR. The particularly low score of employees (57%) in relation to the other organisational actors indicates that employees do not experience this.
5. The line managers (72%) stated that they are actively involved with the development of the PDP of employees. The HR department (59%) and employees (48%) rate this lower, which is an area of concern, since neither the HR department nor employees experience this.
6. The line managers (87%) regard the PDP as an important tool that guides employee learning and development, followed by 71% of employees and the HR department (59%). The low HR score indicates that the HR department is not in agreement with line managers and employees who indicate that the responsibility of the PDP rests with the HR department and not with line managers. The high employee score (71%), however, is not consistent with the previous score in question 5.
7. This question was answered by employees only. Line management displays a positive and caring attitude about learning and development was not a view held

strongly by the employees (60%). The conclusion is that in general line managers do not display a caring and positive attitude to the development of employees.

Issue: Management challenges

- Line managers do not receive sufficient support from their managers in support of their HR roles.
- The workload of line managers as expressed by line managers is an issue that has to be balanced with HRD responsibilities.
- Line managers do not act as coaches and mentors to employees.
- The employees experience that the skills audit is not used effectively by line managers.
- Line managers are not actively involved in the development of employees as perceived by employees and do not display a caring and positive attitude.

5.4.9 Workplace participation findings

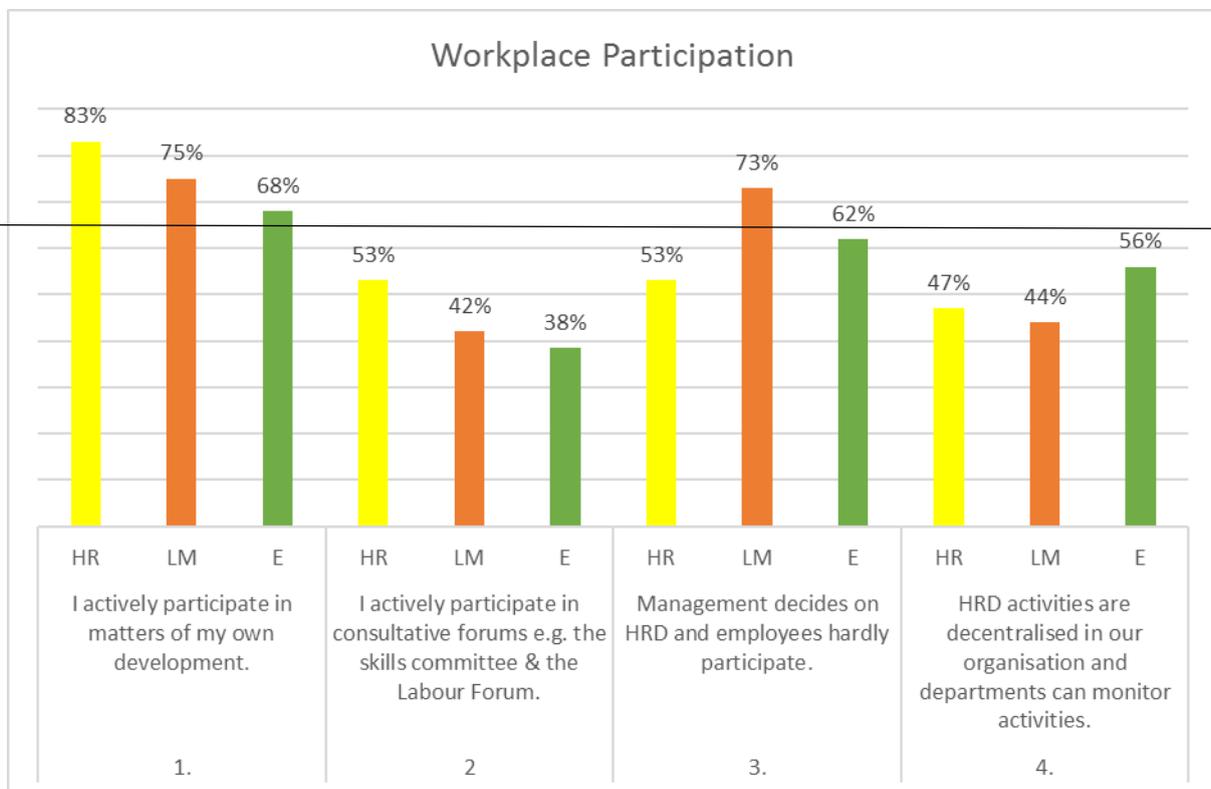


Figure 5.15 Workplace participation

1. The HR practitioners (83%) expressed the highest score on the statement “I actively participate in matters of my own development”. This was followed by linemanagers (75%). The employees (68%) scored the lowest. The conclusion is that the organisational actors participate and have a say in the matters of their own development, with the employees experiencing the least.
2. In terms of active participation in consultative forums, HR (53%) scored the highest in terms of participation. The line managers (42%) and employees (38%) scored particularly low. In general, the low score indicates the low level of consultation between the organisational actors on HRD.
3. The statement that management decides on HRD and employees hardly participate was confirmed by line managers (73%), however employees (62%) and the HR department (53%) do not agree with the statement.
4. On whether HR activities are decentralised in the organisation and whether departments monitor activities in the organisation, the HR department score was 47%, line managers 44% and employees 56%. From this it appears that HRD activities are highly centralised in municipalities.

Issue: Workplace participation

- The participation in consultative forums needs to be addressed. In general, the organisational actors scored low in terms of participation and consultation between the organisational actors.
- Line managers assume the role of deciding for employees on HRD activities
- HRD activities are centralised in municipalities, which results in poor monitoring of HRD activities.

5.4.10 Management and authority findings

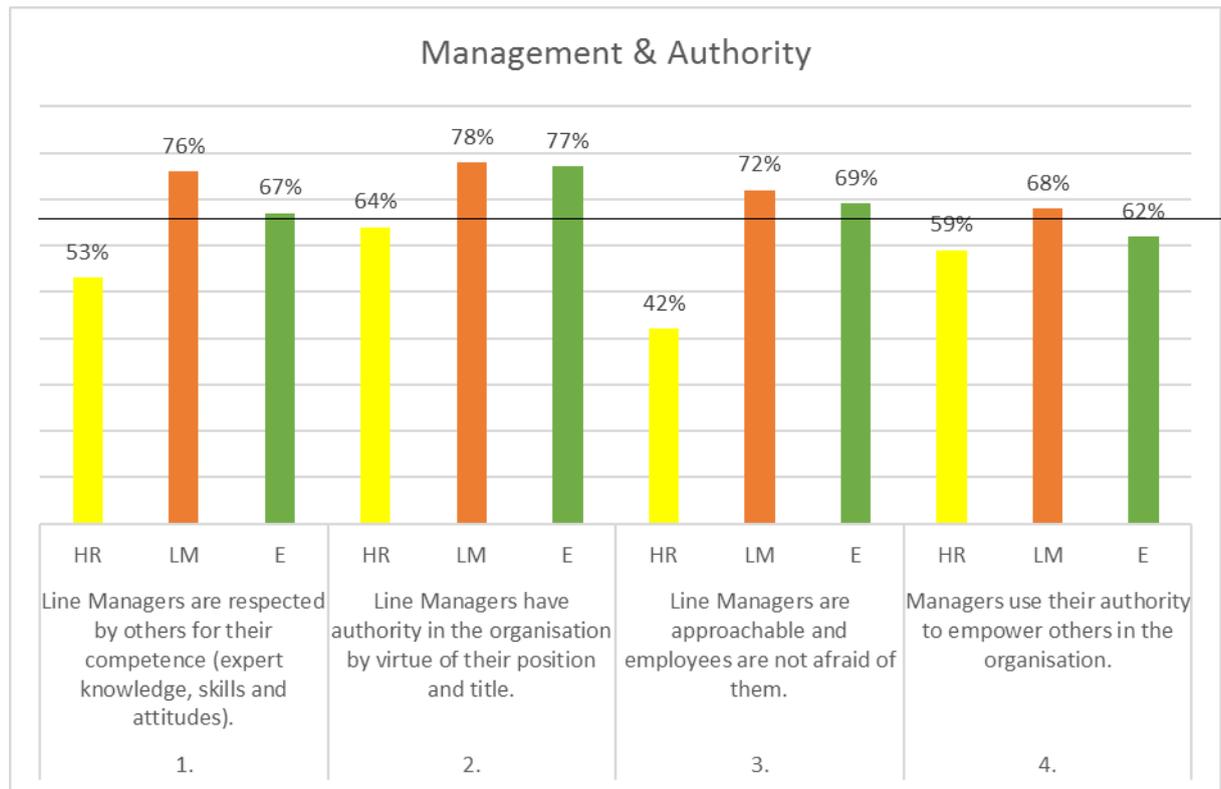


Figure 5.16 Management and authority

1. The majority of line managers (76%) believe that they are respected by others for their competence. This is followed by employees (67%) and HR (53%), who do not believe this to be true. The inconsistency of the employee score in relation to previous responses is a concern.
2. The line managers (78%) and the employees (77%) are in agreement that line managers have authority in the organisation by virtue of their position and title. HR (64%) is less in agreement with the statement.
3. The statement that line managers are approachable and employees are not afraid of them is confirmed by line managers (72%), followed by employees (69%); however, the HR department (42%) does not agree and scored significantly lower.
4. Line managers (68%) believe that they are using their authority to empower others in the organisation; however, employees (62%) and HR (59%) dispute this.

Issues: Management and authority

- The HR department does not believe that line managers are respected for their competence in HRD.
- Line managers, as perceived by the HR department, are not approachable.
- Line managers do not use their authority to empower employees as perceived by the HR department and the employees.

5.5 MICRO RESEARCH FINDINGS

The micro findings will be presented under 10 headings:

- Organisational context
- HRD policy
- HRD practice
- HRD preference
- HR department performance
- HRD responsibilities
- HRD and management collaboration
- Management challenges
- Workplace participation.

A micro presentation is presented under section 5.5.1- 5.5.10 (a comparative analysis within the organisational actors (eg. comparing the line managers in Saldanha Bay and Drakenstein Municipalities). This is also done within the HR department and employees. Only a variance of 20% within the organisational actors is interpreted and the possible reasons for the deviations will be explained in chapter 6. The scores below 65% with no visible variance (less than 20%) will not be interpreted, as this was already done in the macro analysis.

5.5.1 HRD organisational context findings

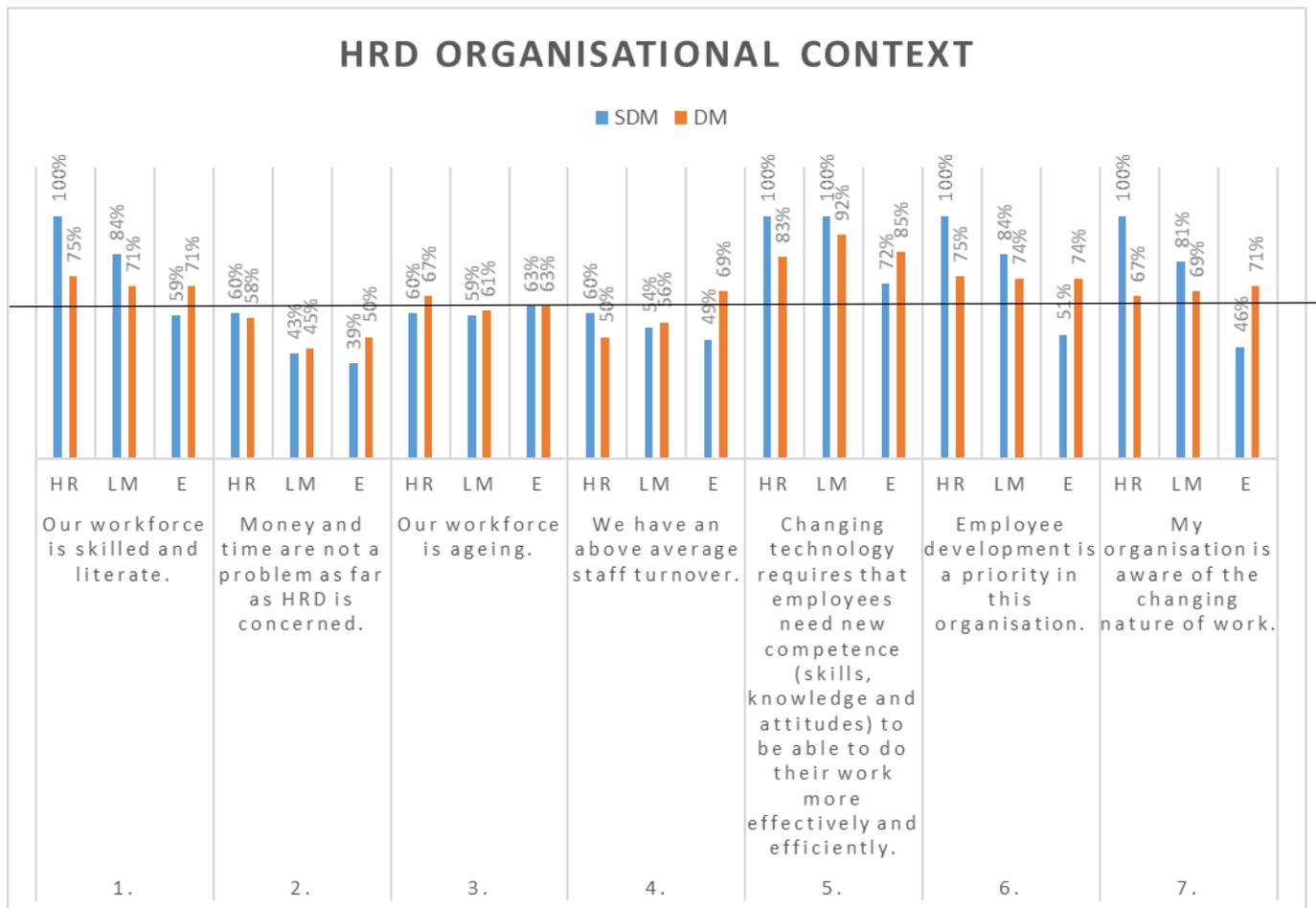


Figure 5.17 HRD organisational context

1. There is broad consensus that the workforce is skilled and literate as indicated by the DM HR departments (75%) and SBM (100%), DM line managers (71%) and SBM (84%) and DM employees (71%) and SBM (59%).
2. The statement that money and time are not a problem as far as HRD is concerned is supported by the HR departments of DM (58%) and SMB (60%), DM line managers (45%) and 43% of SBM followed by DM employees (50%) and SBM employees (39%). In both municipalities money and time are perceived as a problem since the scores are below 65%, with the HR, line managers and employees scores being closely aligned.
3. There is general consensus amongst the organisational actors in the DM and SBM that the workforce is not ageing: DM HR (67%), line managers (61%) and employees (63%); in SBM, HR (60%), line managers (59%) and employees (63%).

4. There is broad agreement amongst the municipalities that there is not an above
5. staff turnover as expressed by DM HR (50%) and SBM (60%), followed by DM
6. line managers (56 %) and SBM (54%), and finally DM employees (69%) and 49% of SBM employees.
7. There is broad agreement that changing technology requires employees to have new competencies as expressed by the respective line managers (92% - DM), (100% - SBM), employees (85% - DM), (72% - SBM) and the strongest conviction expressed by HR (83% - DM) and (100% - SBM).
8. According to both DM HR (75%) and SBM HR (100%), DM line managers (74%) and SBM line managers (84%), employee development is a priority; however, employees in DM (74%) felt more positive about this statement than the SBM employees (51%). There is a notable difference between how the SBM employees and DM employees perceive employee development.
9. The organisational awareness of the changing nature of work was expressed by DM HR (67%) SBM HR (100%), followed by DM line managers (69%) and SBM line managers (81%). The DM employees (71%) scored considerably higher than the SBM employees (46%). There is a notable difference between how the SBM employee and DM employees experience and hence perceive organisational awareness of the changing nature of work.

Issue: Organisational context

- Employees in the SBM are less positive about employee development (51%) as opposed to DM (74%). Employee development is perceived as not a priority in SBM, read together with the low awareness of the changing nature of work in SBM (46%) as opposed to 71% in DM.
- The DM employee respondents (69%) perceive an above average staff turnover as opposed to SBM (49%) which can be attributed to the fact that in smaller municipalities employees are often reluctant to migrate from the rural area to the bigger municipalities. In bigger municipalities like DM the perception could be that an above average staff turnover is as a result of employees being more keen to take up opportunities in other nearby municipalities or the private sector.

5.5.2 HRD policy findings

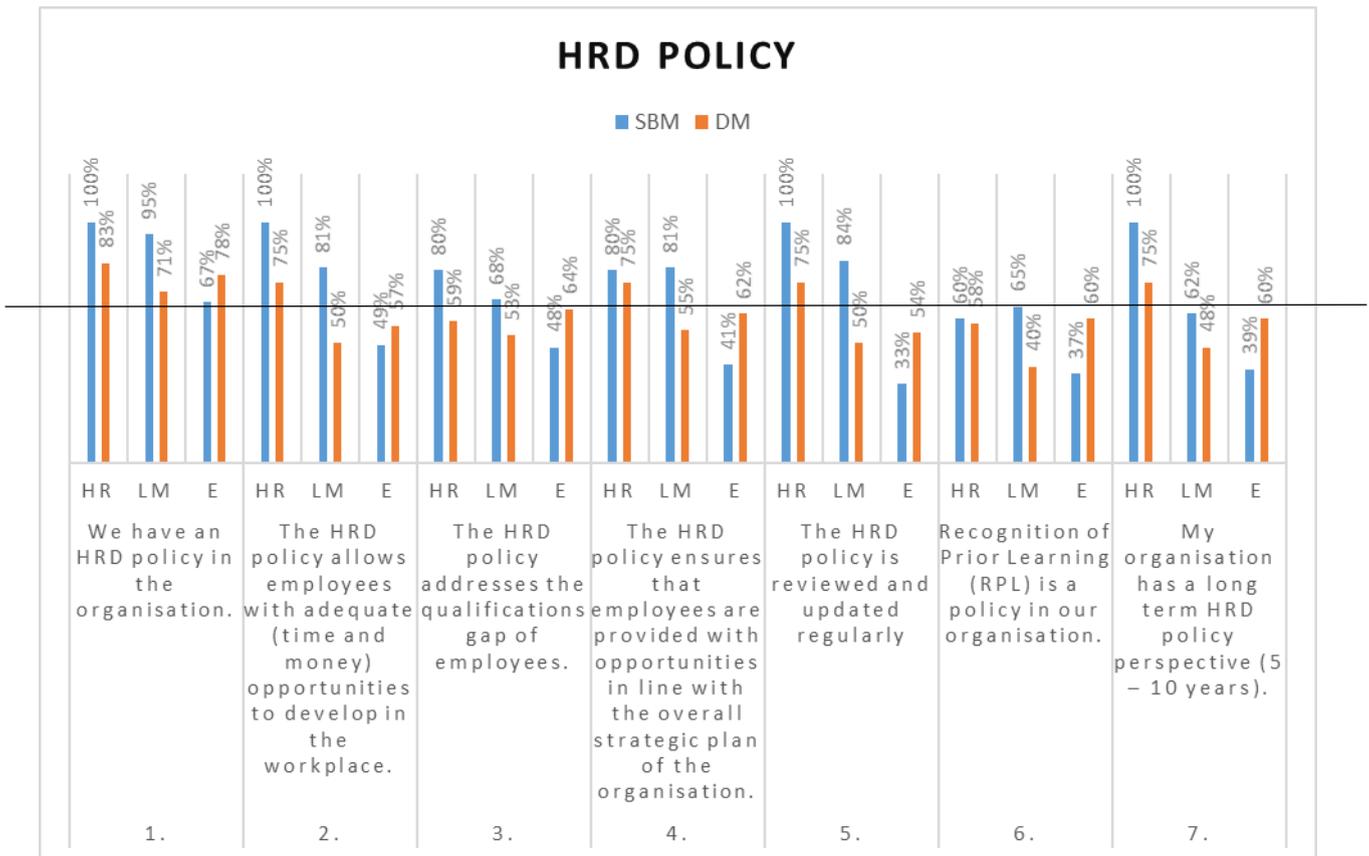


Figure 5.18 HRD policy

- The DM HR department (83%) and the SBM HR (100%) scored the highest in terms of awareness of the HR policy followed by DM employees (67%) and SBM employees (78%), and DM line managers (71%) and SBM line managers (95%).
- Whether the HRD policy allows employees with adequate (time and money) opportunities to develop was answered positively by 75% of DM and 100% of SBM HR department, followed by line managers (50% DM) and (81% SBM). The DM employees (57%) and SBM employees (49%) scored the lowest. There is a notable gap between SBM line managers and the DM line managers and the SBM HR and DM HR.
- The employees of DM (64%) and SBM (48%) felt that the HRD policy addresses the qualifications gap, followed by DM HR (59%) and SBM HR (80%) and DM line managers (53%) followed by the 68% of SBM line managers. The DM HR department scored significantly lower than the SBM HR department.

5. The DM HR department (75%) and SBM HR department (80%) believe that the HRD policy ensures that employees are provided with opportunities in line with the overall strategic plan of the organisation. The DM line managers scored significantly lower (55%) in contrast to the 81% scored by the SBM line managers. The DM employees scored 62%, which was significantly higher compared to the 41% of the SBM employees.
6. The DM HR department (75%) and the SBM HR department (100%) believes that the policies are reviewed and updated regularly, followed by only 54% of DM employees and 33% of SBM employees. The DM line managers score (50%) is significantly lower than the 84% score of the SBM line managers. The employees in both Municipalities scored low.
7. There is consensus amongst the employees (DM 60%; SBM 37%) and HR (58% DM; 60% SBM) that recognition of prior learning is not a policy in the organisation. DM line managers (40%) scored lower than the reported 65% of SBM line managers.
8. Both the HR departments of DM (75%) and SBM (100%) expressed a positive score on the long-term HRD organisational policy perspective as opposed to the clear difference expressed by the DM line managers (48%) and the SBM line managers (62%). The DM employees (60%) scored significantly higher than the SBM employees (39%).

Issues: HRD policy

- The Line managers in SBM (95%) are more positive and aware of the HRD policies than the DM line managers (71%), this could be attributed to the fact that the SBM is smaller and the line managers are more involved with the policy making processes.
- The SBM HR (100%) and line managers (81%) are more positive than the DM HR (75%) and line managers (50%) when it comes to allowing employees time and opportunities to develop in the workplace.
- The SBM HR (80%) perceive that the HRD policy address more the qualification gap of employees than DM HR (59%).
- The SBM (81%) line managers as opposed to the (55%) of DM line managers indicated that the municipal HRD policies ensure that employees are provided with opportunities that are in line with the overall

strategic plan of the organisation.

- The SBM HR (100%) and line managers (84%) are more aware that the HRD policy is reviewed and updated regularly as opposed to DM HR (75%), line managers (50%); however, the SBM employees are less aware (33%) compared to the DM employees (54%). Although the SBM HR and line managers are more aware about HRD policy, the SBM employees are less aware which indicates a communication problem.

5.5.3 HRD practice findings

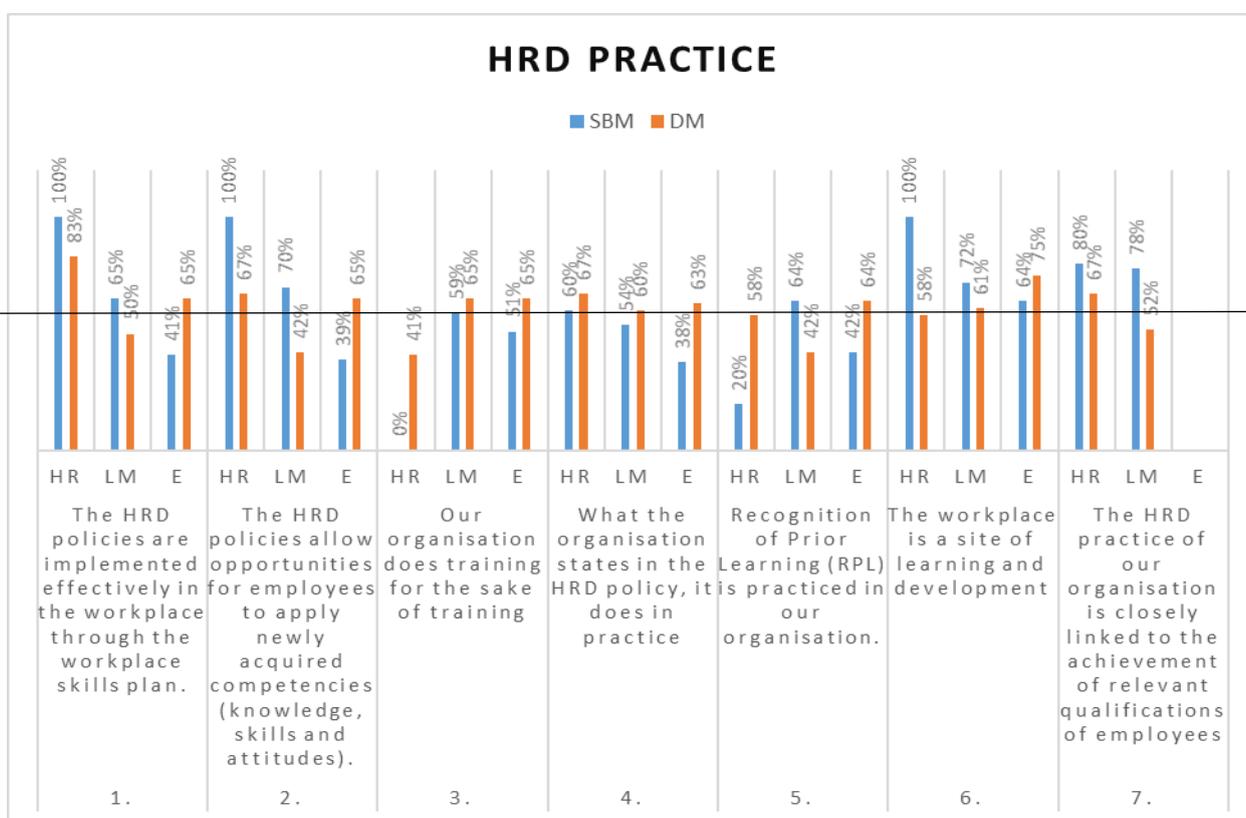


Figure 5.19 HRD practice

1. The respective HR departments, DM (83%) and SBM (100%), believe that HRD policies are implemented effectively through the workplace skills plan. The line managers at the two municipalities reported scores of 65% (SMB) and 50% (DM). It is noted that the employees of DM also scored 65%, but the employees of SBM scored significantly lower (41%).
2. The DM HR department (67%) expressed a positive score, indicating that the HRD policies do allow opportunities for employees to apply newly acquired

competencies. This is supported by the 100% score of the HR department in SBM. The DM line managers (42%), on the other hand, scored significantly lower in comparison to the SBM line managers (70%). The DM employees scored 65%, which is significantly higher than the 39% of their SBM counterparts.

3. However, the DM HR department (41%) is significantly higher than the 0% scored by the SBM HR department on the statement “Our organisation does training for the sake of training”. The DM line managers (65%) scored higher than the SBM line managers (59%). The DM employees (65%) scored higher than the 51% of the SBM employees.
4. The HR departments in both municipalities, DM (67%) and SBM (60%), agree that what the organisation says in policy it does in practice. The line managers in DM (60%) and SBM (54%) are in agreement. The employees of DM (63%) and the SBM (38%) show the biggest gap in terms of alignment of the HRD policy and practice.
5. The statement on the practice of recognition of prior learning in the organisation is supported by SBM line managers (42%) compared to the 64% among DM line managers. The DM HR (58%) is significantly higher than the 20% of the SBM HR. The DM employees (64%) experience this differently than the SBM employees (42%).
6. The DM employees (75%) expressed a positive finding that the workplace is a site of learning and development, a view supported by 64% of SBM; this is followed by DM line managers (61%) and 72% among SBM line managers. The DM HR (58%) and SMB HR (100%) have a completely different experience of this aspect.
7. This question was posed only to HR and the line managers: “The HRD practice of the organisation is closely linked to the achievement of relevant qualifications of employees”. This view was supported by 67% of the HR in DM and 80% of HR in SBM; 52% of the line managers in DM and 78% of the line managers in SBM supported the statement. The DM line managers and HR scored lower than their counterparts in SBM.

Issues: HRD practice

- Only 41% of the SBM employees perceive that the implementation of the HRD policies through the workplace skills plan as being effective compared to the DM employees (65%).
- Only 42% of the DM line managers perceive that the HRD policies allow opportunities for employees to apply newly acquired competencies compared to the 70% of SBM.
- Only 39% of the SBM employees perceive that the HRD policies allow opportunities for employees to apply newly acquired competencies compared to the higher score of 65% in the DM. It would appear that in bigger municipalities there are more opportunities compared to smaller municipalities.
- The SBM employees are less positive (38%) compared to the DM employees (63%) that what the organisation states in the HRD policy it does in practice.
- The SBM HR is more positive (100%) that the workplace is a site of development compared to the DM HR (58%).
- The line managers of SBM (78%) are more positive than the line managers of DM (52%) that HRD practice is closely linked to the achievement of relevant qualifications.

5.5.4 HRD preferences finding

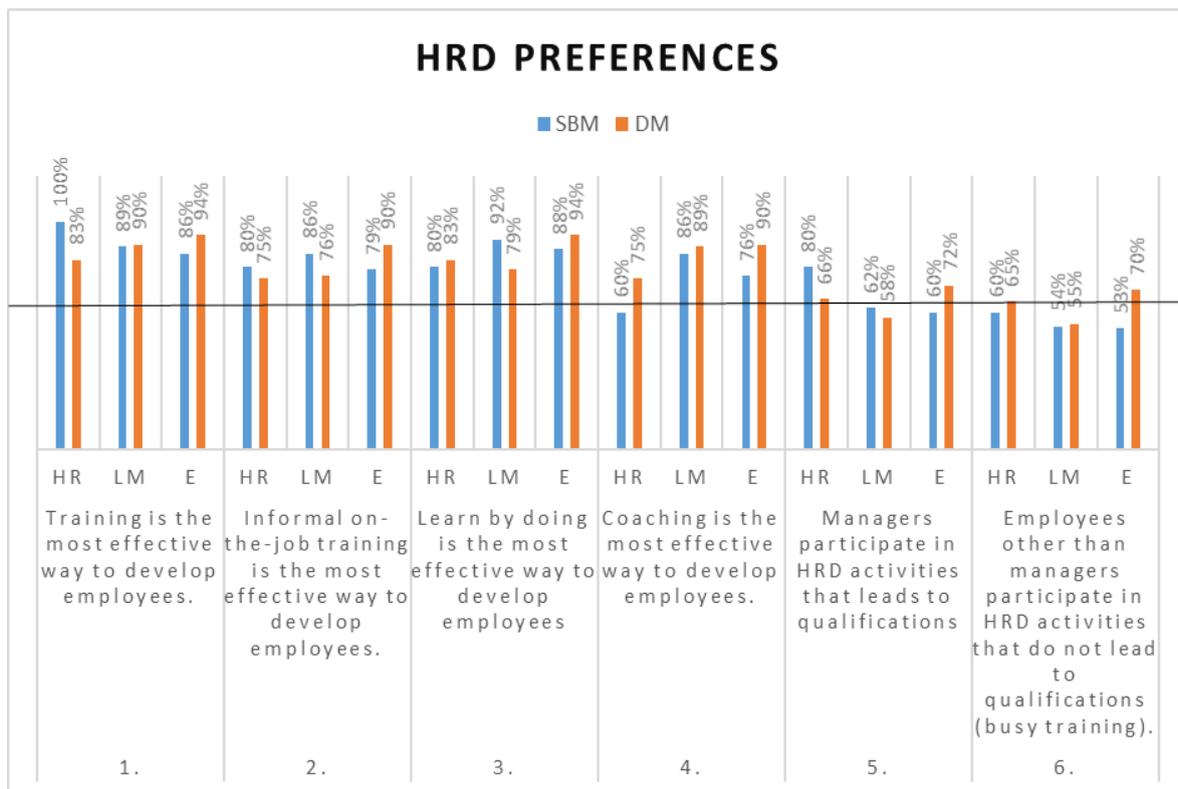


Figure 5.20 HRD preferences

1. There is agreement between all the organisational actors in DM and SBM HR (83%), (100%), line managers (90%), (89%) and employees (94%), (86%) that training is an effective way to develop employees.
2. Informal on-the-job training is an effective way to develop employees, according to DM employees (90%), SBM employees (79%), followed by DM line managers (76%), SBM line managers (86%), and DM HR (75%) and SBM HR (80%).
3. The DM employees (94%) and SBM employees (88%) indicated that learning by doing is an effective way to develop employees. This is followed by DM HR (83%) SBM HR (80%), and DM line managers (79%) and SBM line managers (92%).
4. DM line managers (89%) and SBM line managers (86%) indicated that coaching is an effective way to develop employees; DM employees (90%), SBM employees (76%), and DM HR (75%), SBM HR (60%).
5. The DM employees (72%) and SMB employees (60%) support the statement that managers participate in HRD activities that leads to qualifications. This is followed by DM HR (66%) and SBM HR (80%), and 58% of DM line managers

and 62% of SBM line managers.

- Less than 50% of DM and SBM HR, line managers and employees supported the statement that employees other than managers participate in HRD activities that do not lead to qualifications: DM HR (65%), SBM HR (60%), DM line managers (55%) SBM line managers (54%), and DM employees (70%), SBM employees (53%).

5.5.5 HRD performance findings

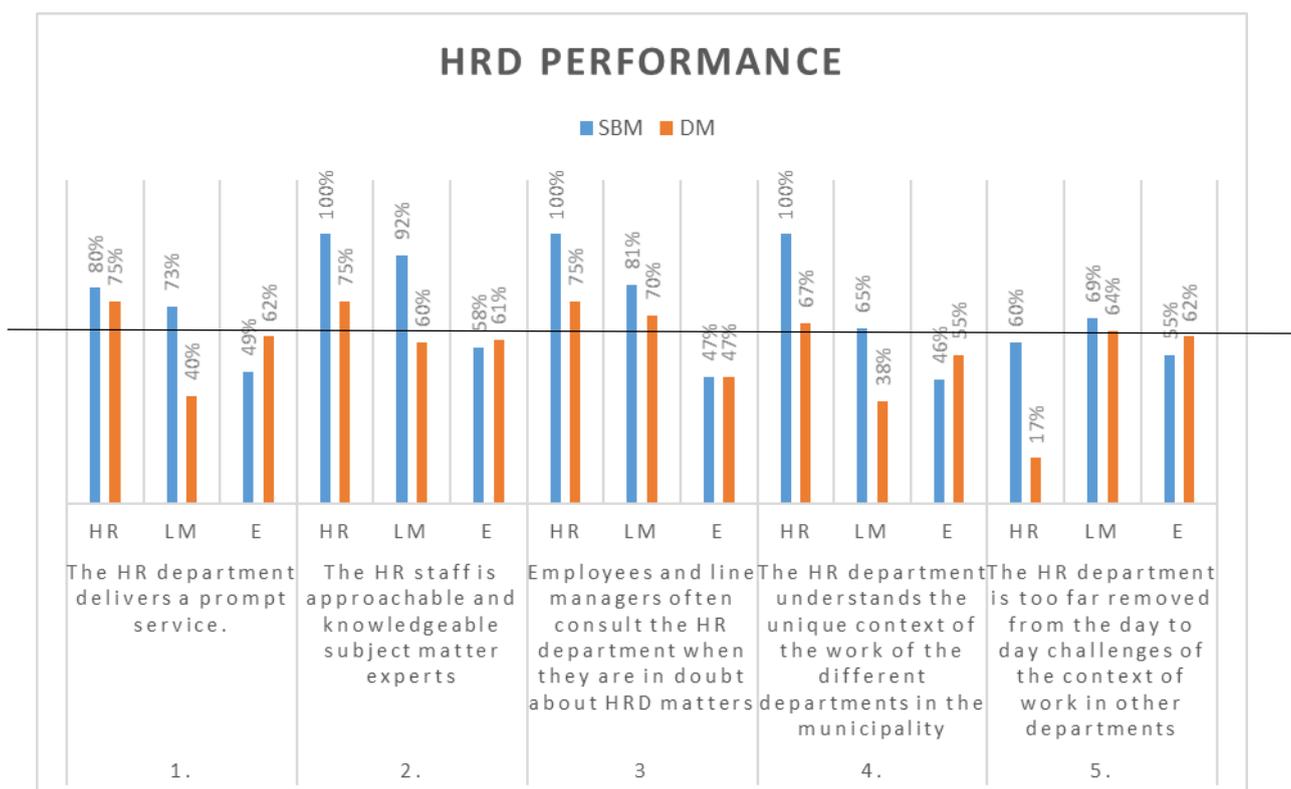


Figure 5.21 HRD performance

- The DM HR department (75%) and SBM HR department (80%) believe that they deliver a prompt service. This view is not shared by DM line managers (40%); the SBM line managers (73%) scored notably higher. On the other hand, the DM employees (62%) scored higher than the SBM employees (49%).
- Only 61% of DM employees and 58% of SBM employees feel that the HR staff is approachable and knowledgeable subject matter experts. The DM line managers scored 60%, which is lower than the 92% of the SBM line managers. Significantly, 75% of DM HR expressed a positive score, with 100% score by the SBM HR.

3. Employees and line managers often consult the HR department when they are in doubt about HRD matters – confirmed by 75% of the HR from the DM and 100% of SBM HR. This was followed by DM line managers (70%) and 81% of SBM line managers. The DM and SBM employees indicated that only 47% consult with HR.
4. The DM HR department (67%) expressed a view that HR understands the unique context of the work of the different departments in the municipality. This is significantly lower than the 100% of the SBM HR department. The DM line managers (38%) were less positive than the SBM line managers (65%). The DM employees (55%) and SBM employees (46%) expressed similar scores.
5. This HR department is too far removed from the day-to-day challenges of the context of work in other departments – confirmed by 17% of the DM HR against the 60% of the SBM HR. The DM employees (62%) and SBM employees (55%) expressed similar scores in line with the DM line managers (64%) and the SBM line managers (69%).

Issues: HRD department performance

- The SBM line managers (73%) are more satisfied with the services that the HR department delivers than the DM line managers (40%).
- The SBM (100%) HR department consider the HR staff to be more knowledgeable subject matter experts as opposed to the DM (75%) HR department. This is in line with the SBM line managers (92%) as opposed to the DM line managers (60%).
- The SBM HR (100%) is more positive than the DM HR (67%) that the HR department understands the unique context of the work in the different departments. This is followed by the positive score of SBM line managers (65%) as opposed to the DM line managers (38%).
- The HR department (60%) of SBM considers the HR department to be too far removed from the day-to-day challenges of the context of work of other departments compared to DM HR (17%).

5.5.6 HRD responsibilities findings



Figure 5.22 HRD responsibilities

1. The line managers and employees expressed similar scores: DM line managers (79%), SBM line managers (81%), followed by DM employees (77%), SBM employees (78%). However, the DM HR (75%) response to the statement that HRD is the responsibility of the HR department is significantly higher than the 20% of SBM HR.
2. On whether HRD is the responsibility of the employees, 59% of the SBM and 73% of SBM employees agreed with the statement, followed by DM HR (67%). The SBM HR did not agree at all. The DM line managers (60%) and SBM line managers (72%) are in agreement with similar scores.
3. The statement that line managers are managers with HRD responsibilities was supported by 83% of DM employees and 80% of SBM employees; this is followed by DM HR (67%) and 100% of SBM HR. The scores of the DM line managers (73%) and the SBM line managers (72%) were similar.
4. The DM HR (83%) SBM HR (80%), DM line managers (79%), SBM line managers (92%) and the DM employees (84%) and SBM

employees (75%) are in agreement that HRD is the joint responsibility of the HR department, employee and the line manager.

Issues: HRD responsibilities

- The HR department of SBM (20%) does not believe that HRD is the responsibility of the department compared to DM HR (75%). Neither do they believe that HRD is the responsibility of the employee (0%) compared to DM (67%). However, SBM HR (100%) believe that line managers are managers with HRD responsibilities compared to the DM HR (67%).

5.5.7 HRD and management collaboration

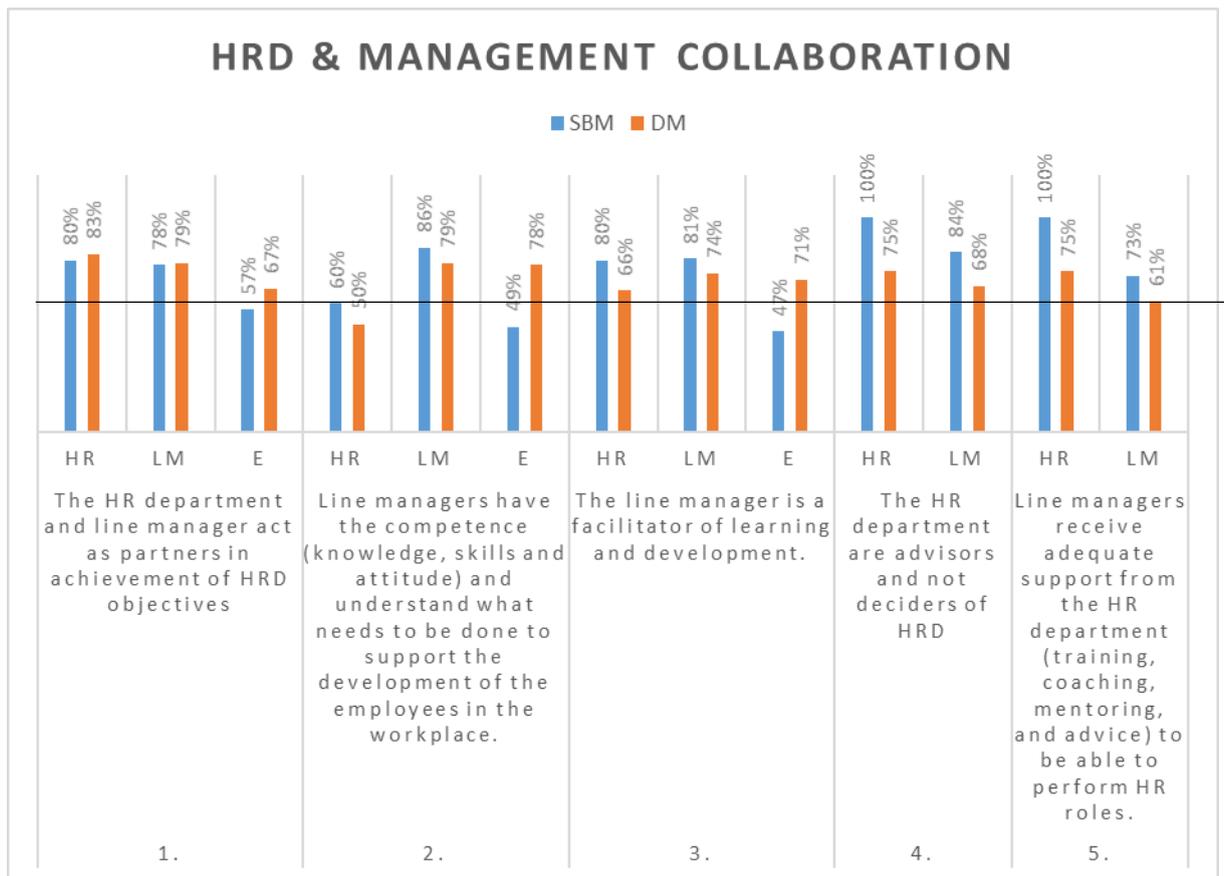


Figure 5.23 Management collaboration

1. The DM HR department (83%) SBM HR (80%), DM line managers (79%) SBM line managers (78%) and DM employees (67%) and SBM employees (57%) expressed positive scores in response to the statement that the HR department

and the line manager act as partners to achieve HRD objectives.

2. Although the DM (79%) and SBM (86%) line managers indicated that line managers have the competence and understand what needs to be done to support the development of employees in the workplace, this view is not shared by DM HR (50%) and SBM HR (60%). The DM employees scored 78%, which is significantly higher than the SBM (49%).
3. The DM (74%) and SBM (81%) line managers consider themselves to be facilitators of learning and development. The HR practitioners in DM (66%) and SBM HR (80%) support this view, followed by the DM employees (71%). The 47% frequency of the employees from SBM is considerably lower.
4. The statement that the HR department is advisors and not deciders of HRD is supported by 75% of DM HR and 100% of SBM HR, and by 68% of DM line managers and 84% of SBM line managers.
5. The DM HR department (75%), SBM HR (100%), DM line managers (61%) and SBM line managers (73%) indicated that line managers receive adequate support from the HR department to be able to perform HR roles.

Issues: HRD and management collaboration

- Only 49% of SBM employees believe that line managers have the HRD competence to understand what needs to be done to support the development of the employees in the workplace compared to the DM employees (78%).
- Only 47% of SBM employees perceive their line manager as a facilitator of learning and development compared to DM employees (71%).
- The SBM HR 100% believes that the HR department is advisors and not deciders of HRD as opposed to DM HR (75%).
- The SBM HR (100%) is more positive that they receive adequate support from the HR department to be able to perform their roles compared to DM HR (75%).

5.5.8 Management challenges findings

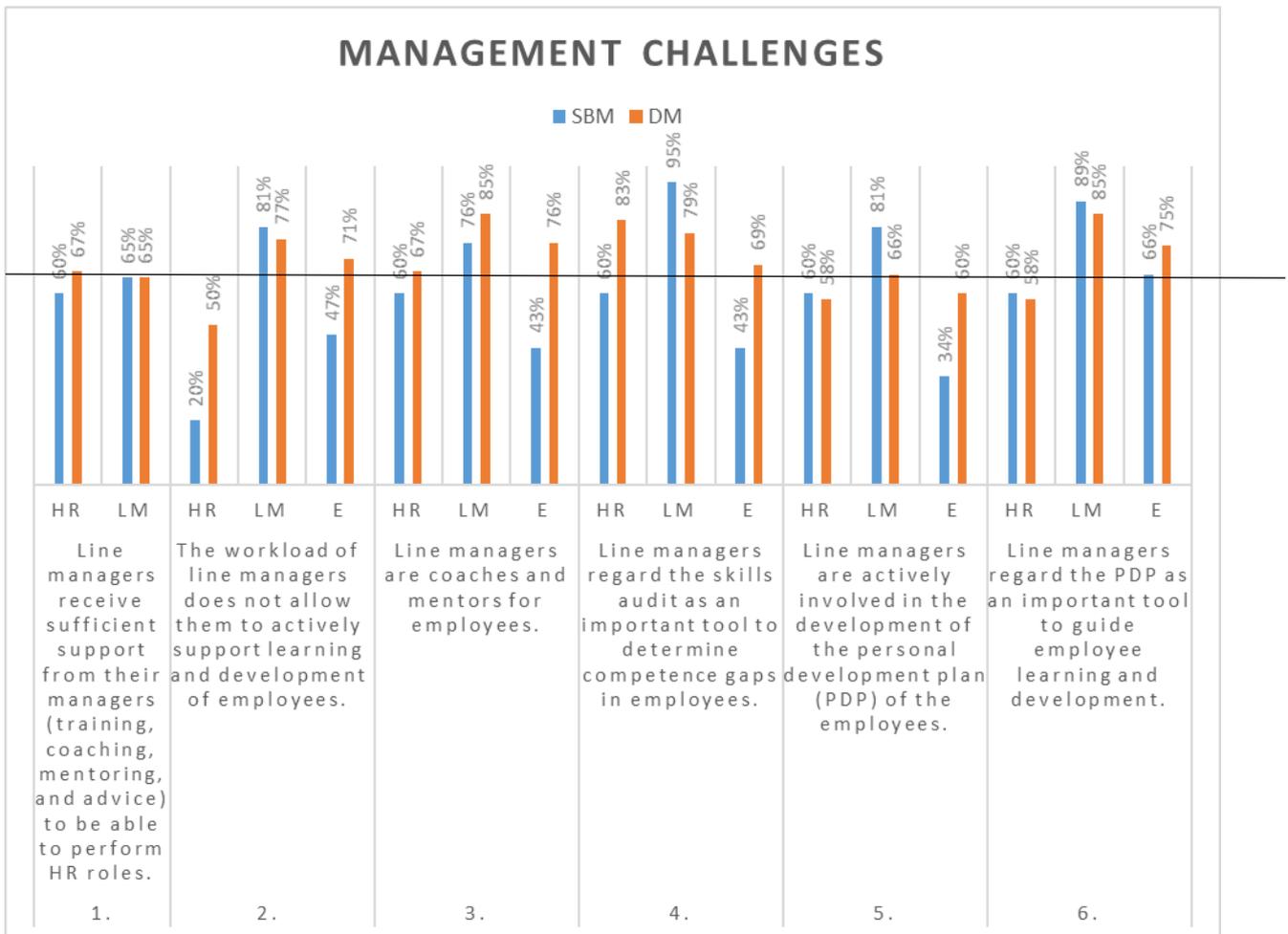


Figure 5.24 Management challenges

In this section Question 1 only pertained to HR and Line Manager. Questions 2-6 were put to employees, HR and line managers. Question 7 (my line manager displays a positive and caring attitude to learning and development) was put to the employee group only and analysed separately.

1. The DM HR practitioners (67%) scored slightly higher than the 60% of the SBM HR. The scores of the DM line managers (65%) and the SBM line managers (65%) indicates that the two organisational actors support the statement that line managers receive sufficient support from their managers to be in a position to perform HR roles.
2. The workload of the manager does not allow them to actively support learning and development of employees, this view is supported by 71% of DM employees against the 47% SBM. On the other hand, 77% of DM line managers and 81% of

SBM line managers are in support of this statement. However, the SBM HR scored 20% and the DM HR scored 50%.

3. Line managers are coaches and mentors to employees – a view accepted by 67% of DM HR compared to 60% of SBM HR. The DM line managers (85%) are slightly higher than the 76% of SBM line managers. The figure for DM employees (76%) is considerably higher than the 43% of the SBM employees.
4. The DM line managers (79%) and the SBM line managers (95%) regard the skills audit as an important tool to determine competence gaps in employees, a view supported by 83% of DM HR and 60% of SBM HR. Only 69% of DM employees support this and even fewer (43%) of SBM employees.
5. The line managers of DM (66%) and SBM (81%) stated that they are actively involved with the development of the PDP of employees. DM HR (58%) and SBM HR (60%) rate this lower. The DM employees (60%) rate this slightly lower and the SBM employees even lower (34%).
6. The line managers (85%) of DM and SBM (89%) regard the PDP as an important tool that guides employee learning and development, followed by 75% of DM employees and 66% of SBM employees. DM HR (58%) and SBM HR (60%) support this.

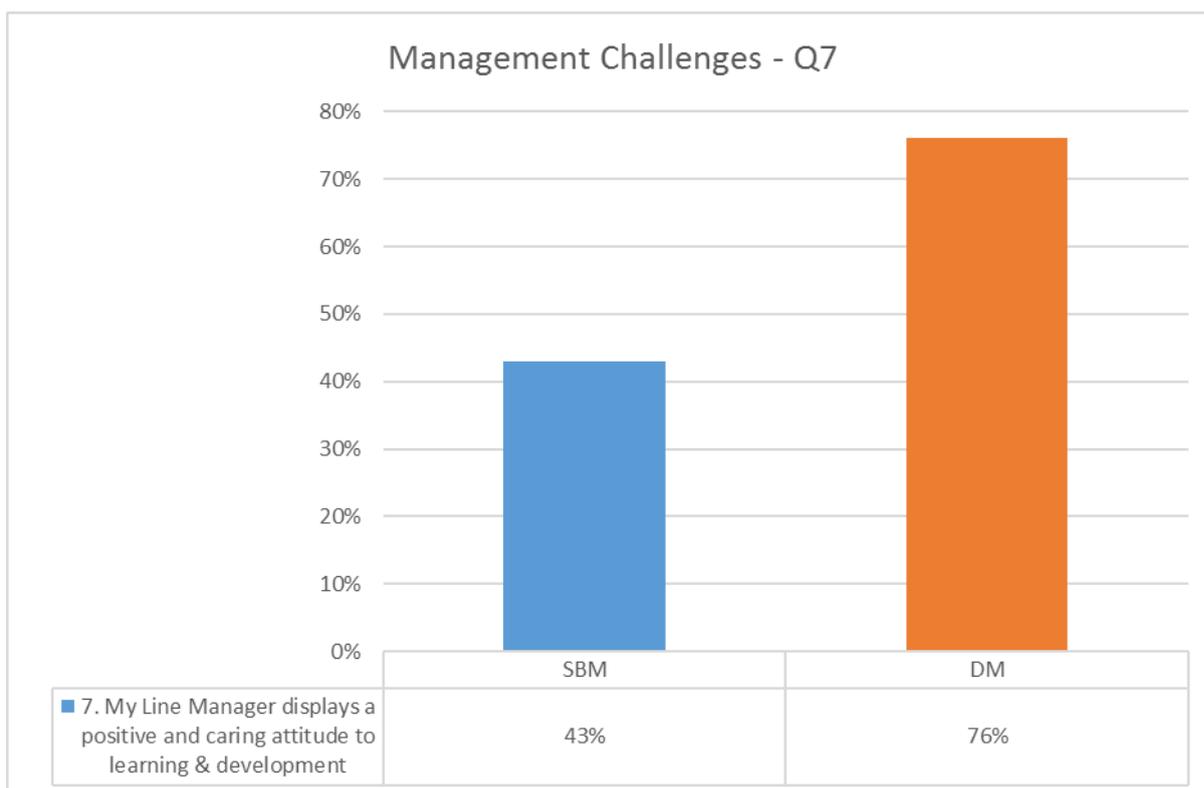


Figure 5.25 Management challenges

7. Only 43% of SBM employees agree with the statement that the line manager displays a positive and caring attitude to learning and development compared to the 76% of DM.

Issues: Management challenges

- The SBM HR (20%) does not believe that the workload of line managers allows them to actively support the development of employees in the workplace as opposed to 50% of the DM HR. This was confirmed by the employees of SBM (47%) compared to DM HR (71%).
- Only 43% of the SBM employees believe that their line managers are coaches and mentors to them compared to DM employees (76%).
- Only 60% of the SBM HR believes that the line managers regard the skills audit as an important tool to determine the competence gaps in employees as opposed to DM HR (83%). The SBM employees (43%) are less positive compared to the DM employees (69%).
- Only 34% of SBM employees believe that the line managers are actively involved in the development of the PDP of employees compared to the DM

employees (60%).

- In smaller municipalities like Saldanha Bay Municipality (43%) line managers do not display a positive and caring attitude to learning and development compared to the employee perception of 76% in Drakenstein Municipality.

5.5.9 Workplace participation findings

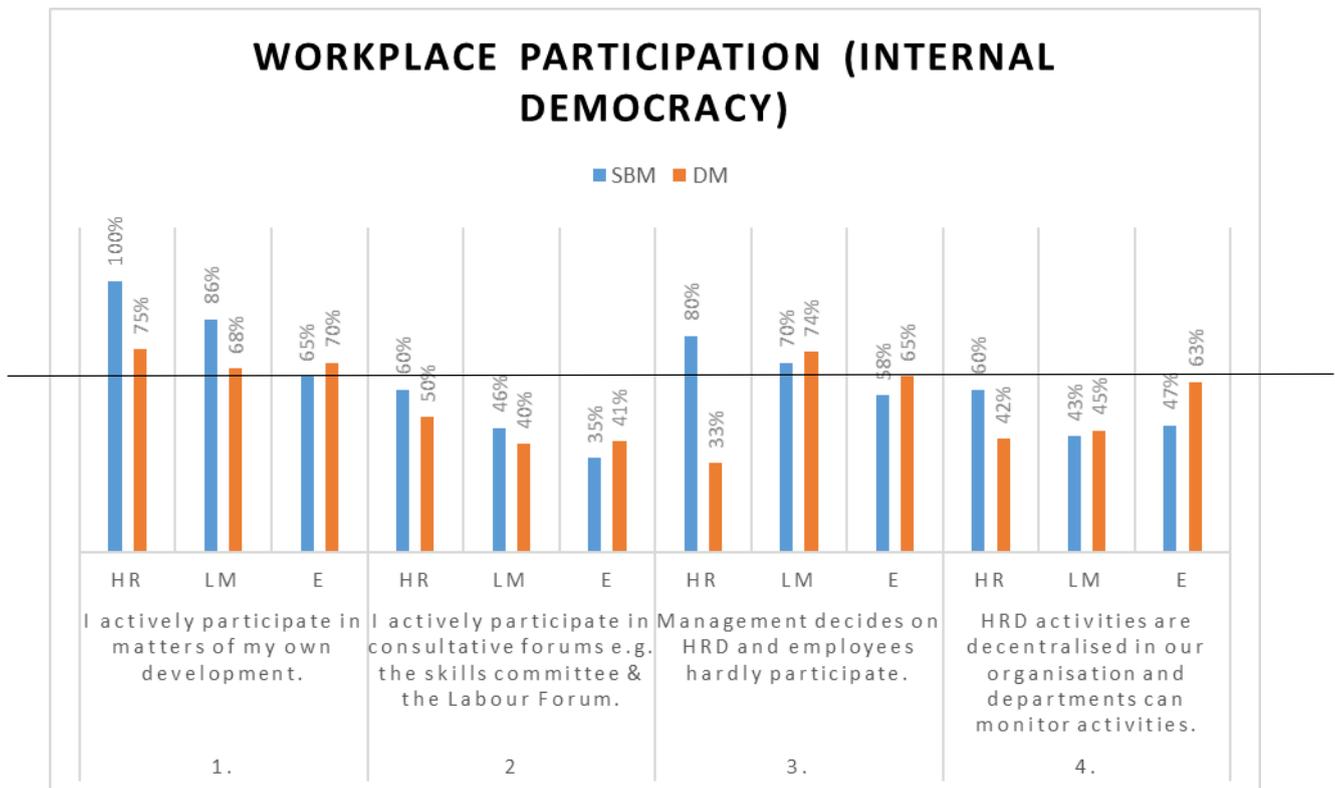


Figure 5.26 Workplace participation

1. The DM HR (75%) and SBM HR (100%) expressed the highest score for the statement: I actively participate in matters of my own development. This was followed by the line managers of DM (68%) and SBM (86%). The DM (70%) and SBM (65%) employees were in support of the statement.
2. In terms of active participation in consultative forums, DM HR scored 50%, with the 60% of SBM HR the highest in terms of participation. The DM line managers' score of 40% was similar to the 46% of the SBM line managers. The employees in DM (41%) scored particularly low, but not as low as the 35% of the SBM employees.
3. The statement that management decides on HRD and employees hardly participate was supported by 74% of DM and 70% of SBM line managers, followed by DM HR (33%) and a by 80% of SBM HR; 65% of DM employees

and 58% of SBM employees agreed. From this analysis it is clear that there is a discrepancy between the two municipalities.

- On whether HR activities are decentralised in the organisation and whether departments monitor activities in the organisation, there was general disagreement with the statement as expressed by 42% of DM HR compared to 60% of the SBM HR, and 45% of DM and 43% of SBM line managers, and 63% of DM employees and 47% of SBM employees.

Issues: Workplace participation

- Management decides on HRD and employees hardly participate was reported by the HR department of SBM (80%) compared to 33% of DM who believe the statement to be true.

5.5.10 Management and authority findings

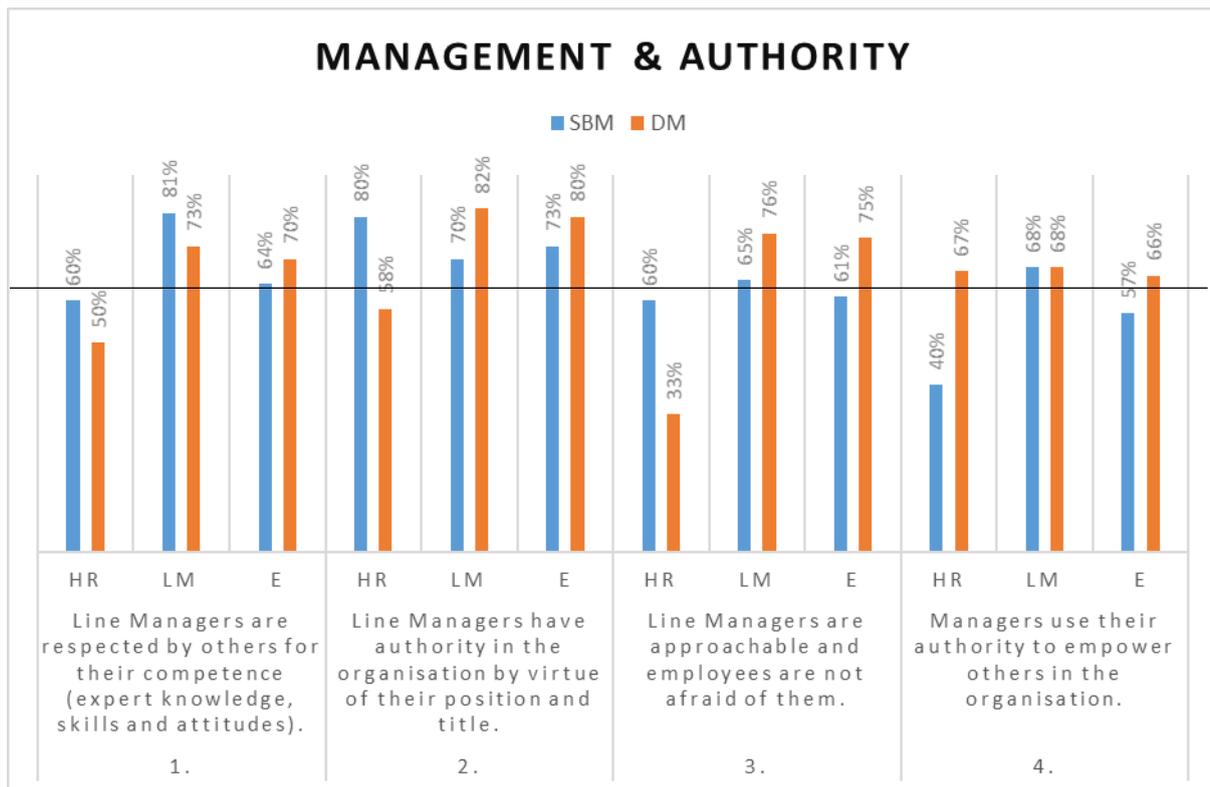


Figure 5.27 Management and authority

1. The majority of line managers in DM (73%) and also in SBM (81%) believe that they are respected by others for their competence. This is followed by DM employees (70%) and SBM employees (64%). However, DM HR (50%) and the SBM HR (60%) are not necessarily in agreement, as indicated by the lower scores.
2. All the groups scored high in this regard across the municipalities. The DM line managers (82%) and SBM line managers (70%), the DM employees (80%) and SBM employees (73%) are in agreement that line managers have authority in the organisation by virtue of their position and title. The DM HR (58%) scored the lowest in this section compared to their counterparts in SBM HR (80%).
3. Perceptions that line managers are approachable and employees are not afraid of them was indicated by 75% of employees in DM and 61% of employees in SBM, 76% of DM line managers and 65% of SBM line managers. The DM HR scored 33% compared to the 60% of SBM, which is significantly lower.
4. Line managers in DM and SBM (68%) believe that they use their authority to empower others in the organisation; this is confirmed by DM (66%) and SBM (57%) employees. The DM HR (67%) scored considerably higher than the 40% of SBM HR. The SBM employees thus believe this not to be the case.

Issues: Management and authority

- The SBM HR (80%) departments scored significantly higher than the DM HR (58%) for the statement that line managers have authority in the organisation by virtue of their position and title.
- The SBM HR (60%) perceive their line managers are approachable and employees are not afraid of them, compared to the low score of the DM HR (33%)
- Only 40% of HR in SBM believes that their managers use their authority to empower others in the organisation compared to DM HR score of 67%.

5.6 THE LEARNING NETWORK THEORY FINDINGS

The Learning Network Theory presents the perceptions of how HRD can be organised in municipalities, whether more liberal (employees make their own choices), vertical (line manager-driven), horizontal (employee/line manager partnership), and/or external (development driven by an outside agency). The research findings in this section (Appendix C) indicate that on the whole the differences among the organisational actors (HRD specialists, line managers and employees) are not significant as reported by the 53 participants from the Finance Department in the Drakenstein Municipality. It is concluded that it is left to individual employees to create their own development opportunities internally as well as to take up external opportunities rather than engage in management-driven or team-driven development opportunities. The results from the Learning Network Theory did not add significant value to the study other than to indicate that when employees are motivated, take more responsibility and have a say in their HRD activities, this could be more advantageous to the municipality.

5.7 SUMMARY

The macro analysis indicated that there are some differences in perception between the organisational actors in the way that they experience HRD in the municipalities. In particular, the perception of employee's points to their low participation in HRD activities, with the perception that employee development is not being taken seriously and the employees are bearing the brunt of this. Municipalities face challenges in terms of collaborative participation of the organisational actors in the policy-making and implementation processes. There are huge discrepancies between the policy and the actual practices within municipalities, with training mostly done for the sake of training in the absence of a long-term strategy, although the research confirmed that HRD should be approached from multiple angles. There are conflicting service expectations from the HR department, with employees and line managers rating HR services considerably lower than HR do themselves. The collaboration between the organisational actors can at best be described as poor. Line managers in municipalities carry a heavy workload, with the result that coaching and mentoring becomes secondary concerns. HRD is mostly centralised and not effectively delegated to the other line departments. And line managers are not

considered approachable and are not committed to empowering others.

The micro analysis, on the other hand, indicated that the SBM experience of HRD is different from that of the DM. There may be various reasons why this is the case such as geography, the size, location of residents; this will be explored and considered in the next chapter. Chapter 6 will offer a complete evaluation of the analysis by clustering the 10 research questions into the following themes: organisational challenges, policy and practice, organisation of HRD, internal democracy and external organisational support.

CHAPTER 6: EVALUATION OF HRD PRACTICE IN SOUTH AFRICAN MUNICIPALITIES

6.1 INTRODUCTION

This chapter offers an evaluation of the specific HRD practices in two local municipalities in South Africa through the use of literature and empirical evidence. The qualitative research findings (Chapter 2 (the literature review), Chapter 3 (HRD practice in the Netherlands) and Chapter 4 (the Saldanha Bay and Drakenstein Municipalities) and the quantitative research findings (Chapter 5) are evaluated through considering the macro and micro findings as described in the previous chapter. For the purpose of a more in-depth analysis, the differences (20%) in perception between the organisational actors of the Municipalities of Saldanha Bay and Drakenstein are presented. When the term 'Municipalities' is used, it refers specifically to the two municipalities that were evaluated in South Africa and not to all the municipalities in South Africa.

The evaluation of the practice of HRD points to the ever increasing organisational challenges that have to be overcome in the medium and long term, if the municipalities are to fulfil their constitutional mandate. The municipalities will have to become more responsive and proactive through planning for increased citizen demands. This implies that the municipalities will need to develop innovative HRD policies and plans to build the competence needed by the local government sector to enable municipalities to address the constantly increasing challenges. Should local government fail, then the developmental state is at risk, since effective municipal HRD practices are critical to the sustained achievements of the developmental state. It is ultimately within the municipal sphere where citizens experience state services negatively or positively. In terms of the evaluation in this study, only the problem areas are highlighted as analysed in Chapter 5.

The evaluation of HRD in the two municipalities is presented through 5 themes:

- Organisational challenges.
- Policy and practice.

- Organisation of the HRD function.
- Internal democracy.
- Stakeholder support.

It should be noted that the sections in italics are the direct responses gathered from interviews (and the open-ended responses on the questionnaire), e.g. *my line manager is kind and considerate*, as indicated by an employee respondent. The 'organisational actors' refers to the HR department, line managers and the employees whom the researcher considers to be the core HRD functionaries.

6.2 MUNICIPAL ORGANISATIONAL CHALLENGES

Municipalities can be considered highly complex and politicised organisations that are staffed by employees with conflicting agendas and interests. As the sphere of government that is the closest to the citizens, municipalities face a number of HRD challenges that are contributing factors to their continued inability to function optimally. This persistently poor performance is reflected in the way HRD is practised (CoGTA, 2014; Matolengwe, 2015:Interview). The challenges faced by the two Municipalities are presented on four levels:

- State of the Municipal employees.
- Resource investment.
- Conflicting service expectations and perceptions.
- The line manager.

6.2.1 State of the Municipal employees

Municipalities are not static, but can be considered living organisms with the key resource being the employees who share a common set of values and beliefs. The employees of any municipality can be considered its most important asset, since they are the ones who are responsible for its success or ineffectiveness. A municipality with a strong human resource base is one where a significant number of employees have accumulated the necessary competence (knowledge, skills and attitudes) (Harrison & Kessels, 2004:200; Meister & Willyerd, 2010:9).

Unlike the situation in the Netherlands, the South African employees can be considered relatively young. South African municipalities suffer from a general competence crisis as confirmed by the estimated 50% of Saldanha Bay and Drakenstein Municipality employees (Hendricks; Matolengwe; Sibeko, 2013: Interviews; SALGA, 2009:100) who can be regarded as low skilled (not having the minimum recognised general and secondary qualifications), contrasted with the Netherlands where more than 50% of the employees have higher education qualifications (Hendricks, 2015:Interview).

According to the Head of the Local Government SETA in the Western Cape (Jacobs, 2014:Interview), municipalities in general are not taking advantage of the HRD opportunities as they should, as is evident from the low competence profile of the employees. This is compounded by the fact that an employee respondent indicated that illiteracy is a huge concern: *a number of employees cannot read and write*. A prevailing perception amongst employees is that they have not benefitted as they should through the Skills Development Act, 1998 and continue to be denied development opportunities by the management in the municipalities, as indicated by employee respondents (63% - **see section 5.4.1.6**). An example cited by the trade union representative Petersen (2014:Interview) is that although the Drakenstein Municipality offers a bursary scheme, employees are expected to contribute a percentage of the cost of the allocated bursary themselves. The employees regard this practice as unfair, in that it does not sufficiently support their career development, the expectation being that the municipality should cover the bursary 100%. The overriding employee perception (53% - **see section 5.4.3.2**) is that the employer in general (municipality) is not serious about offering relevant and appropriate HRD opportunities.

Because HRD is not taken seriously, the majority of South African municipal employees are ill equipped for the demands of the new world of work. It is not uncommon for employees to be employed by a municipality, in some cases for more than 20 years, and still not be in possession of a secondary or higher education certificate. Nor is it uncommon for employees to be technically competent (able to do the job, e.g. artisan) but not be in possession of the relevant qualifications through the recognition of prior learning (RPL) system, which could increase worker mobility

as envisaged in the Skills Development Act, 1998. However, the municipalities cannot take all the blame for this as pointed out by the Drakenstein Municipality Head of HR, Matolengwe (2014:Interview): *training providers and institutions of higher learning are not geared to implement RPL*. The reluctance of specifically older employees to be considered for RPL and the fear of being “exposed” as being incompetent, coupled with the fact that the municipality cannot force employees to come forward to be considered for RPL, is problematic. According to Matolengwe, (2014:Interview), *if an employee refuses to avail himself of HRD opportunities there is nothing that the municipality can do about it*.

Although there is broad recognition that employees require new competencies so as to perform their work more effectively, this is not applied in practice. According to employees (63% - **see section 5.4.1.6**), line managers place no priority on this and display no urgency regarding HRD matters. This was confirmed by an employee respondent who stated that line managers are not concerned about the employees: *management focus only on the work and do not care about the welfare of employees*. Contrast this with the system in the Netherlands, where there is recognition that in order for municipalities to keep up with the changing environment, it becomes important for the competency sets of employees be developed in order to keep pace with the ever-increasing demands of citizens. The South African municipalities, by contrast, are not sufficiently addressing current and future organisational needs, and continue to deny development opportunities to lower-skilled employees, as indicated by an employee respondent who stated that *training for lower-skilled employees must be considered as they are often ignored; many have matric but are denied the training opportunities*. This is a further indication that too little is being done for the competence development of employees.

This point is further elaborated on by the trade union representative Petersen (2014: Interview), who stated the Drakenstein Municipality was not investing sufficiently in the development of their employees and not committed to succession planning. He stated that; *It is embarrassing when the employer says that there is no one from the designated groups to fill skilled positions; this in itself is a reflection of the development state of the organisation. This means that the municipality has failed and is a negative reflection on the municipal manager, as the accounting officer*. This

was confirmed by another employee respondent, who indicated that HRD is not taking place effectively in the municipality: *employees are trained and qualify, but are then overlooked for appointments, and this raises serious questions*. Yet another employee respondent indicated that line managers are not addressing the development of every employee individually and added that *there should be a clear career path for every worker to follow, in order to bring out the best potential in every person*, which is not happening. Municipalities do not have a clear strategy to address the development of employees to fill critical gaps; an example was given by an employee respondent who stated that *when officials retire, then appointments can be made from within the municipality*, but this is not happening.

However, the Drakenstein Municipality HR manager Matolengwe (2014:Interview) noted that succession planning is difficult in a highly unionised environment. In the absence of an HRD strategy, the wrong perception is created that employees are promised future positions. According to Matolengwe (2014:Interview), employees should also take responsibility for the poor competence state in municipalities, since they are not applying sufficiently for the bursaries and not taking advantage of the development opportunities that are presented, and are generally not committed to their own development.

The low competence profile of the municipal employees can also be directly attributed to the low resource investment in employees, since investment in HRD may be considered as a cost instead of an investment, as argued by Manninen and Viitala (2007:67).

6.2.2 Resource investment

The low resource investment (money and time) in HRD is perceived as a problem in the Municipalities, as reported by HR (59%), line managers (44%) and employees (45% - **see section 5.4.1.2**). This confirmed the low organisational investment in HRD in the two municipalities researched and reported on in Chapter 4, where it was stated that less than 1% of payroll of the municipal budget was invested in HRD.

The reason for this is partly indicated by the line managers (62%) and employees (53% - **see section 5.4.2.2**) respondents who indicated that the municipalities do not

allow employees adequate (time and money) opportunities to develop in the workplace. This was emphasised by an employee respondent who stated that employees need to be informed more about training opportunities: *I have a vague idea what HRD means ... employees need to go on more training courses; but the excuse often made is that there is no money available for training.* The trade unionist Petersen (2014:Interview) noted that the line managers do not give time off to the employees for development; instead they act as gate keepers that block development opportunities for employees, suggesting that HRD for employees should take place after hours. But Matolengwe (2014:Interview), the Drakenstein Municipality HR manager, disputed this, indicating that training courses are advertised on notice boards as well as on the annual training plan, but employees are not making the effort to identify their necessary training needs and hence do not take up the opportunities.

The low municipal investment in HRD confirms the literature findings which indicated the poor South African municipal HRD investment record compared to the more developed nations. In the Netherlands, for instance, most of the municipalities meet and even exceed the national average of 2% of payroll that is invested in HRD. When considering other informal development opportunities that are granted, the investment in HRD could exceed 4% of payroll and is in line with international practice, as elaborated on in Chapter 1 (Horwitz in Komache *et al.*, 2004:3). However, some South African municipalities regard HRD as yet another tax and do not take it seriously, being interested only in receiving grants from the Local Government SETA: *they budget for what they are going to get back with the result is that the money then gets lost in the system*, as confirmed by the Western Cape LG Seta Head (Jacobs, 2014:Interview).

The research findings indicate that employees (63% - **see section 5.4.1.6**) experience HRD as less of a priority in the respective municipalities as opposed to the perception of line managers (78%) and HR departments (82%), who reported different perceptions. This is in line with the SALGA study (2009:100), which confirms the poor state of investment in HRD for municipalities and the dominant municipal HRD philosophy that HRD can occur without real effort. It further contradicts the social exchange theory (Chapter 2), which indicates the perceived

investments in development of employees sends a clear signal to the employees that the organisation values the contribution of employees, resulting in reciprocating positive employee behaviours (Purcell *et al.*, 2009:17, 64; Gilbert, De Winne & Sels, 2011:1618-1637).

Employees are generally not granted sufficient opportunities to develop, with the result that the municipality may not be benefiting through increased productivity and heightened job satisfaction (Boninelli & Meyer, 2004:2-3; Warnich *et al.*, 2015:5). The reason for the poor investment in and implementation of HRD in municipalities may partly be attributed on the conflicting support service expectations between the HR department, line managers and employees.

6.2.3 Conflicting support service expectations and perceptions

There is a notable difference in the perception of the quality of services that are delivered by the HR department (76%) and how these are perceived by employees (56%) and line managers (53% - **see section 5.4.5.1**). Line managers (53% - **see section 5.4.5.1**) regard the HR department as not being helpful and cooperative, indicating that *the HR department is sometimes not available and in most cases the staff are not well informed on HR matters ... HR are clueless staff who are not up to date with staffing policies, only when it suits them*, as stated by a line manager respondent.

For the employee respondents the perception is even more negative (56% - **see section 5.4.5.1**). The employee respondents felt that *they (HR department) are never there and action takes very long*. The employee's perceptions are that the HR department do not care about the interest of employees and are slow in response to the requests from employees. According to an employee respondent, *HR do not deliver a good service, the reason being ... HR keeps information away from employees and in general make the employees feel like a nuisance ... HR do not interact effectively with the employees*.

The HR department does not understand the unique context of the work of the different departments as indicated by the low score among employees (51%) and the line managers (48% - **see section 5.4.5.4**). It is also argued that the HRD

department is too far removed from the day-to-day challenges of the departmental work context, as confirmed by the employees (59% - **see section 5.4.5.5**). Although the line manager score of 66% is considered acceptable, it is nonetheless noted.

The HR function is also not geographically well positioned and hence the service delivery to the departments is not always easy, as indicated by an employee respondent: *some departments are more than 10 km away from the HR department office*. The employees responded that they do not always have transport to discuss HRD issues. This point was illustrated by the SBM HR respondents (60% - **see section 5.5.5.5**), who indicated that they are too far removed from the day-to-day operations of the line manager, whereas in contrast the DM HR (17% - **see section 5.5.5.5**) reported this as less of a problem.

A line manager respondent indicated that *the HR department needs to be more approachable and HRD should be implemented and practised freely without favouritism. It is a department that the municipality cannot do without*. There is a perception amongst the line managers (80%) and employees (78%) that the HR department is solely responsible for HRD in the municipality. This view is not supported by HR (59% - **see section 5.4.6.1**). The result indicates conflicting role responsibilities and expectations of HRD within the municipalities, confirming the literature that a collaborative approach to HRD is needed which places particular defined responsibilities on the HR department, line manager and employee alike to ensure that HRD is effectively and efficiently practised in municipalities (Watson *et al.*, 2006:31). Statements from line managers and employee respondents confirms this, for example, *the HR department, manager and employee need to work together to ensure development. The manager must communicate with staff on opportunities, goals and targets, the employer needs to make the employee aware of the training needs ... the employee needs to manage his own development*.

This leads to an evaluation of the line managers who, it is argued, have a key role to play to influence the effective implementation of HRD initiatives within the workplace.

6.2.4 Line manager

The line manager can be considered the link between senior managers and the municipal employees. Line managers, by virtue of their position in municipalities, wield considerable influence and can either facilitate HRD activities or inhibit them. Irrespective of where they find themselves in the hierarchy of the organisation, they can use their authority to promote or deny employees development opportunities. But there is a potential problem in municipalities in how line managers are perceived by the employees and by the HRD department.

This can be partly blamed on the incapacity and the inaction of line managers (De Jong *et al.*, 1999:183; Beattie, 2004:76; Hamlin *et al.*, 2006:306).

- **Line manager incapacity**

The research findings confirmed the literature that not all line managers live by the dictum of providing development opportunities to employees, as reported by employees (62%) and HR (59% - **see section 5.4.10.4**), indicating that the actions of line managers inhibit HRD activities. The employees and HR believe that line managers are not using their authority in the organisation to empower others; instead one employee respondent indicated that *they (line managers) use their authority to deny employees HRD opportunities*.

According to the Western Cape LG SETA Head Jacobs (2014:Interview) and supported by the DM line manager Gabriels (2014:Interview), some line managers do not have the capacity nor the conceptual understanding of HRD to implement HRD initiatives in their work space. Line managers consider HRD as an “add on” and do not regard themselves as playing a role when it comes to the competence development of their employees. Rather, they are more focused on the job outputs. There is also a perception that line managers do not regard HRD as a core managerial component; hence there is a competency gap with a consequent need to capacitate line managers with regard to their HRD competence. The capacity building of specifically line managers to perform their HRD roles is an issue that needs to be addressed urgently.

Because of the incapacity of some of the line managers to perform their HRD functions, they cannot effectively advise employers on the appropriate HRD choices as confirmed by a line manager respondent: *many of the line managers are underqualified and have outdated skills, and consider qualified employees a threat*, which confirms the argument of De Jong *et al.*, (1999:176-177) that line managers are not sufficiently committed to manage their HRD responsibilities, pay little attention to follow-up activities (such as feedback, listening), do not reinforce the application of newly acquired competence by subordinates, do not act as role models and often show little interest in the competency improvement of their subordinates.

When comparing the SBM and DM, it is concluded that the SBM employees feel disengaged, as indicated by one of the employee respondents who stated that *we are not treated fairly ... not everybody gets a fair chance and I feel that only some people are provided with opportunities*. One employee respondent indicated that the *line managers' in SBM attitude to the employees is pathetic*. The negative experience of the SBM employees emphasises the belief that line managers are not using their authority to empower all employees. According to the SBM training officer, Engelbrecht (2014:Interview), the reason why the SBM employees in general have a more negative experience of their line managers as opposed to the DM is that there are *too many legislative compliance issues* and the line manager does not have the time nor the motivation to engage with employees, or may not know the HRD procedures.

In smaller municipalities such as SBM it could be that the workload of line managers is heavier due to the capacity problems and this prevents them from performing the HRD role. The municipality may also not have the budget to appoint support staff, as may be done in the bigger and better resourced municipalities. It could also be that the line manager in SBM may struggle with these competing functional roles and may experience internal conflict, as suggested by one-line manager: *people do not understand the function of a line manager, until they have to do it themselves*.

Line manager respondents further indicated that municipalities are understaffed and they often need to comply with various other legislative requirements, which make it

impossible to attend to the comprehensive HRD needs of the employees in municipalities. This was confirmed by the line managers (79% - **see section 5.4.8.2**) in the research, who indicated that the workload of line managers does not make it possible for them to actively support the development of employees; this was, however, dismissed by the HR department (41%) and employees (49%). There may be a good reason why line managers perceive this differently, as argued by De Jong *et al.*, (1999:176-177). Line managers may be experiencing conflicting demands and role confusion that lead to ineptitude. Because line managers are ill equipped to deal with the extensive demands of their work, they have the added strain of having to switch from the traditional directive authoritarian management style to playing the role of a more facilitative coach. They may feel uncomfortable with the management style of the facilitative coach and hence manage by avoidance, since they feel that they lack the professional competence to effectively support their subordinates.

This is contrary to the line managers' approach observed in the Netherlands. The Dutch have adopted a facilitative management orientation called the *Het Nieuwe Werken* (HNW), opposed to the authoritarian model that is so typical of the South African management system. The focus is on the line manager-employee relationship that is based on trust and results, which requires a flexible work structure and result-based supervision. The employees and line managers are trained and coached in this HNW orientation and continuous research is conducted to celebrate those employees and organisations that display these qualities and attributes. This takes place through storytelling meetings and publishing examples of how HNW is practised. This is not the case in South Africa. There is no uniform public service way of working other than the Batho Pele principles that should define public sector conduct, described in Chapter 3, but not experienced by employees as a result of the inaction of the line manager.

- **Line manager inaction**

The HR department respondents (53% - **see section 5.4.10.1**) do not believe that line managers are respected for their competence, indicating that line managers often pull rank and are generally not approachable as reported by HR that there may be an element of fear to approach the line manager (42% - **see section 5.4.10.2**). Comments from employee respondents such as *line managers are prone to abuse*

their position and authority instead of giving guidance and leadership and to procrastinate ... the matters are not dealt with immediately and line managers have their favourites. Some line managers display an indifferent approach to the employees entrusted to their care and are not in touch with the employees, as reported by the employee respondent score of 60% - **see section 5.4.8.7**). In short, the line managers do not display a positive and caring attitude.

The research findings confirm that the skills audits are not effectively implemented in the municipalities by the line managers as reported by the employees (57% - **see section 5.4.8.4**). Although the personal development plan (PDP) is regarded as an important tool that gives an indication of the HRD programme of an employee, the process is not owned and driven sufficiently by line management, as confirmed by the research findings, where employee respondents (48% - **see section 5.4.8.5**) and HR respondents (59% - **see section 5.4.8.5**) indicated the low involvement of line management in the process, although the line managers rated themselves high in their involvement in the PDP (72% - **see section 5.4.8.5**). According to Engelbrecht (2015:Interview) and Matolengwe (2014:Interview), the PDP is not used effectively as an employee developmental tool.

In the Netherlands the practice of the skills audits and the PDP take place in different ways. The line manager is actively involved with the skills audit and PDP initiatives of the employee through the performance management feedback conversations referred to as the “*funksioneeringsgesprek*” and the “*beoordeelingsgesprek*”. This practice is ingrained in the culture and ethos of the municipalities in the Netherlands. Although some would complain that the “*gesprek*” takes too long, the positive side is that the process is owned and driven by line managers, compelling the line manager to stay in touch with those employees entrusted to his/her care and supervision. This is an activity that cannot be outsourced.

The Dutch line manager-employee discussion is a positive performance management approach that is not primarily linked to pay or money, but purely offers an opportunity for both line manager and employee to engage on a professional level and to provide performance feedback. The two organisational actors (line manager and the employee) are actively engaged and supportive of the process. This is

similar to the development discussions in organisations in Finland. The development discussions are part of the management system where employees and the line managers agree on personal goals, performance criteria and development needs. In this way individual development discussions are combined with organisational development goals (Manninen & Viitala, 2007:69).

The trade union representative, Petersen (2014:Interview), indicated that the inaction of some line managers is reinforced by the prevailing “no consequences culture” in municipalities on HRD matters. Line managers are not sanctioned by their seniors for HRD non-compliance or ineptitude. According to Petersen (2014:Interview), the trade union does not believe that municipalities are serious when it comes to development of employees, stating that this is partly to blame on senior managers: *if one looks at the behaviour of line managers with regard to HRD it then means that senior manager condones the behaviour of those line managers who do not implement HRD programmes, they should face the consequences, the line managers should be dealt with to take on their HR responsibilities.* The second issue that needs to be considered is the perceived mismatch between municipal policies and practice.

6.3 POLICY AND PRACTICE

Municipalities are not hampered by a lack of HRD policies. But typically in many municipalities there is a mismatch between policy and practice, vision and managerial conduct (ethical values). The research findings presented in Chapter 5 indicated a heightened awareness of municipal HRD policies amongst the organisational actors: HR department (88%), line managers (80%) and employees (73% - **see section 5.4.2.1**). However, there is a perceived inability to implement these HRD policies effectively as emphasised by the trade union representative, Petersen (2014: Interview), who stated that *the HR policies are not implemented to the letter.*

The SALGA representative, Van der Westhuizen (2014:Interview), emphasised that SALGA has developed a host of HR policies and so the problem is not policies, but rather the perceived problems caused by organisational actors who are reluctant to

assume their collaborative HRD responsibilities. One of the obstacles to the effective implementation of HRD policies in the municipalities is unwilling line managers: *there is no one with the will and self-motivation “dryfkrag” to implement the policies (HRD) in municipalities*. In general, the two Municipalities have HRD policies in place and the organisational actors are aware of this as indicated by HR (88%), line managers (80%) and employees (73% - **see section 5.4.2.1**); however, there is a gap between the stated policy intention and the observable practice (implementation) as experienced by the employees, who on the majority of the questions in section 5.4.2 scored below 65%. This confirms the literature, in particular Schwartz (2011:5), who argued that managerial skill needs to be combined with managerial will to implement policies in order to guarantee municipal HRD success.

According to the HR department (82%), the HRD policies are reviewed regularly, but this view is not shared by line managers (63%) and employees (44% - **see section 5.4.2.5**). Employee respondents indicated that they are not aware of their HRD rights, responsibilities and participation. This was confirmed by one employee respondent: *if the policies can be brought to the employees or at least given a few sessions about what is happening, some of us might have an idea about what they are because I am not aware about most of them* and emphasised by Engelbrecht (2014:Interview).

The municipal HRD policies are not developed in consultation with line managers (the implementers of policy) and employees (beneficiaries of policies). As stated by one-line manager, *there is a need for the line managers to be involved with policy development*. He stated further that when it comes to the HRD policy, some line managers claim not to have seen the HRD policy and/or have no knowledge of the policy content. The result is that HRD policies are not being reviewed and respected by all the organisational actors.

This was confirmed by another line manager respondent, who emphasised the lack of consultation from HR on policy and decision-making. *Currently it's a top-down approach where instructions are just given to employees and line managers without employees and/or line managers being informed about the policies and rules*. This poses a challenge for the municipalities, together with the interpretation of the

policies contents, since this is not shared equally between the three organisational actors (HR department, line managers and employees). The result is an organisational mismatch between policy and practice. The research findings confirm the literature that the HR department does not act as an HRD advocate, and is perceived as unreliable, unresponsive, showing little empathy (Gilbert *et al.*, 2011:1618-1637).

When comparing the DM and SBM in the perception of HRD policy and practice, there are noticeable differences that can be reported on. The SBM line managers (95%) are more aware of the HRD policies than the line managers in the DM (71% - **see section 5.5.2.1**) and the SBM line managers are also more positive (81%) as opposed to the DM line managers (55% - **see section 5.5.2.2**) that the HRD policies ensures that employees are provided with opportunities in line with the overall strategic plan of the Municipality. This is, however, disputed by an SBM employee respondent who indicated that employees are virtually absent in the policy-making and review process: *it (policy) is not thoroughly explained to the employees*, and confirmed by the research, which indicates that the SBM employees are less aware (33%) compared to the DM employees (54% - **see section 5.5.2.5**). Although the SBM HR and line managers are more aware of HRD policy, the SBM employees are less aware, which indicates a communication problem. One of the reasons why this is the case could be that employees at the smaller Municipality are less knowledgeable on the policy-making process. This was confirmed by the training officer of SBM, Engelbrecht (2014:Interview), who stated that the problem in SBM is the fact that line managers themselves do not understand the HRD policies and processes, and the HR department noticed this in their interactions with the line employees and line managers. However, the HR manager at the DM, Matolengwe (2014:Interview), disputed this, arguing that the structures are in place for joint policy making between the organisational actors; it would appear that the employee and manager representatives are not communicating effectively with their respective constituencies.

The HRD policy is not owned nor shared equally by the organisational actors, but rather owned and interpreted by the HR department. Having a policy is clearly not enough if the policy is not effectively implemented. The HRD integrity of

municipalities are questioned and the overall perception is that the organisation is not serious about implementing HRD in a structured way. The conclusion is that there is a need to communicate the HRD policies throughout the organisation. The research findings confirm Ackerman's view (in Barron, 2015:9) that in general municipalities have been guilty of failing to apply their HRD policies consistently and to conduct regular impact assessments.

Four policy drivers are identified as priority problem areas:

- The workplace skills plan (WSP).
- Multiple approaches to HRD.
- The lack of a long-term HRD plan.
- RPL policy.

6.3.1 Workplace skills plan (WSP)

The WSP gives effect to the broad objectives of the Skills Development Act, 1998, compelling municipalities to develop an HRD plan for the municipality on an annual basis and to report on this plan to the Local Government SETA as stated in Chapter 4. It is the statutory instrument that is supposed to align the Integrated Development Plan (IDP) of the municipality with the personal development plan (PDP) of employees (the PDP is the individual development plan of the employee as determined through a skills audit process). However, according to Jacobs (2014:Interview), the Head of the LG SETA in the Western Cape, municipalities are not displaying the same levels of commitment to the HRD processes (the WSP) compared to the consultative process of the IDP. Whereas the IDP serves to develop the communities where the municipality delivers services too, the WSP is supposed to drive the internal employee development programme of the municipality, and these two processes are not always aligned.

According to the Head of the LG SETA in the Western Cape, Jacobs (2014:Interview) the WSP *is supposed to provide management with information that can be used to make strategic HRD interventions in the municipality*. The WSP should be able to indicate the competency deficiencies and strengths in terms of age profiles and capacity deficits; instead municipalities are simply just complying by completing the WSP but not making sure that the municipality strategically benefits

through the process. She stated that *municipalities in the majority just submit WSPs for the purpose of compliance that is linked to mandatory grant.*

This was confirmed by the SALGA representative, Van der Westhuizen (2014:Interview), who argues that there is a prevailing culture of mere compliance to legislation that permeates many municipalities. *Compliance does not get you very far and is not the answer. Municipalities are doing things for the wrong reasons and comply to satisfy some external body instead of complying to create jobs, to develop people, to develop the country.* The problem is that the WSP is viewed in municipalities as an end (compliance) and not as a means to an end (HRD benefits that are linked to overall strategic HRD vision). Matolengwe, the HR manager at the Drakenstein Municipality (2014:Interview), conceded that *line managers are trying their best to comply (submission of legislative documentation WSP), but when it comes to implementation they do not know how to implement HRD programmes since they do not have the conceptual HRD understanding.*

The research findings consequently support the views of the Head of the LG SETA in the Western Cape, Jacobs (2014:Interview), and the SALGA representative, Van der Westhuizen (2014:Interview), that the WSP is not effectively implemented judging from the responses of line managers (56%) and employees (54% - **see section 5.4.3.1**). The WSP is not regarded as a strategic tool, nor is it linked effectively with the PDP of employees. The line managers see no value in the WSP and are not involved sufficiently. Some line managers indicated that *as long as I am at the Municipality I am not aware of it (WSP) ... it is only for certain employees*; this can be interpreted as meaning that only certain categories of employees benefit through the WSP.

At a comparative level between the SBM and DM, the employees in SBM (41%) responded more negatively on the application of the workplace skills plan compared to DM (65% - **see section 5.5.3.1**). The SBM employee respondents (38%) are also more negative compared to the DM employee respondents (63% - **see section 5.5.3.6**) on the question that what the municipality states in policy it does in practice. Employees of SBM stated that *training is provided sometimes just to satisfy budget spend*. It is no surprise that the SBM employees experience a mismatch between

policy and practice, and as confirmed by the SBM training officer, Engelbrecht (2014:Interview), that the line managers do not have a full understanding of the HRD processes and procedures.

The current shortcoming of the WSP system is the perceived inability of the development programmes to bridge theory and practical application to address technical skills, according to line manager respondents. The research findings confirm the argument put forward by MacNeil (2001:246) that organisations (South African municipalities) have a weak history of implementing development initiatives.

The practice in the Netherlands takes place differently. The Dutch equivalent to the WSP is the competency plan, which is mostly linked to predetermined job-specific competencies. The competency matrix approach of the Dordrecht Municipality, as explained in Chapter 3, offers the organisation a view of its organisational competence. All functions/jobs are linked to competency sets, and line managers and employees are provided with the opportunity to grow their competencies through a strategic development plan (similar to the WSP). In this way long-term organisational competency planning is achieved.

The competency-based functions/job descriptions are useful as employees are able to develop competencies in the light of their current and future functions. In this way “training for the sake of training” is discarded. Employees are afforded the opportunity to grow their competencies through the multiple approaches to HRD interventions with predetermined outcomes in mind. This is unfortunately not the case in South African municipalities.

The current WSP does not recognise nor make sufficient provision for the multiple implementation of development programmes (formal and informal) in order to enable employees to gain competencies which the organisation has identified as being important to its sustainability and long-term success.

6.3.2 Multiple approaches to HRD

Two types of municipal employees can be identified: those who enter the workplace with recognised qualifications (university graduates, qualified artisans, employees with secondary and tertiary education), and those who enter the workplace without recognised qualifications (general assistants) but who in due course develop on-the-job competence, e.g. assistant electrician. The development of employees should take this reality into account. The HR department, line managers and employees are in agreement that HRD should be approached from multiple angles as confirmed by the consensus scores of more than 65% - **see section 5.4.4**) by all the organisational actors.

This confirms the literature described in Chapter 2, which indicates that development is a complex process that takes place through organised (formal and informal) programmes and management actions for the purpose of enhancing an individual's and the organisation's performance capacity (Gilley *et al.*, 2002:4-7; Manninen & Viitala, 2007:63). However, HRD is not approached from multiple angles in the two Municipalities and formal development (training) is considered the preferred way. Formal and informal development in the two municipalities is evaluated below.

6.3.2.1 Formal development

The literature confirmed that municipalities over-emphasise some formal planned approaches, especially training. The other formal development options such as education, coaching and mentoring, and apprenticeships are overlooked, which reinforces the belief that the informal options (on-the-job exposure, job rotation, demonstration, acting in a position, learning by doing, development through trial and error) are not recognised as HRD activities (MacNeil, 2001:246).

- **Training and education**

The research findings indicated that training is undertaken in the two municipalities, but this training is undertaken for the sake of training ("busy training" - training that does not lead to the attainment of specific recognised job competencies), as indicated by the HR department (71%), line managers (63%) employees (58% - **see section 5.4.3.3**). Employee respondents indicated that they are trained in courses that have no bearing on what they are doing. There is a perception amongst

employees that *not enough is being done to empower employees ... training is pushed through at the end of the financial year to meet budget demands and not to meet the developmental imperative*. Employee respondents stated that *sometimes people attend courses that are not relevant to their work, and often training is just there to fill the numbers*.

Because of such “busy training”, the HRD practice of the two municipalities is not responsive to the aspirational needs of the employees without recognised competencies (blue-collar employees). Instead employees with recognised competencies (mostly white-collar employees) continue to advance in their careers and are granted more HRD opportunities to develop further. Thus the inequality gap widens between those with recognised competence and those without.

The result is that a “development elite” is invariably created, since only certain employees are allowed opportunities to advance through accessing HRD opportunities that lead to recognised competence (Poell *et al.*, 2000:29). This was confirmed by employee respondents who stated that *Some courses that are presented do not lead to qualifications (recognised competence), managers nominate people who they think and not the ones who deserve qualifications. Managers are not doing enough to ensure that employees are trained*. Employee respondents further indicated that *a lot of the training is just about attendance of courses and not linked to a qualification, nor does assessment take place. It is more compliance orientated as opposed to measuring worker (employee) needs*.

Thus the research respondents confirmed findings in the literature that the Municipalities are embracing an ineffective and outdated activity-based approach to HRD (Gilley & Gilley, 2002:29) that entails “training for the sake of training”. Although the organisational actors (HR department, line managers and employees) regard training as an effective way to develop employees, they do concede that coaching should be employed more effectively, although the WSP does not recognise coaching as a development activity.

- **Coaching**

According to the HR manager at DM, Matolengwe (2014:Interview), coaching is important but is an under-developed practice in the Drakenstein Municipality and in general. Employee respondents confirmed this view, indicating that coaching is an effective way to develop employees as it exposes them to unknown areas of work that can potentially be combined with *learn-by-doing* activities under the guidance of a coach. Coaching can also potentially be beneficial to illiterate employees. The research participants confirmed that not all employees have the competence to perform certain tasks and may require somebody to show them.

In order for coaching to succeed it needs to be done effectively. One of the reasons put forward by an employee respondent as to why coaching is not effectively applied is that line managers often feel threatened by skilled employees and may even feel insecure. Another reason put forward by an employee respondent is that employees who start in new positions are often left to their own devices and are in need of coaching, indicating that employees *need coaching in order to learn*. However, an employee respondent indicated that line managers are involved in too many meetings, which results in their not performing a coaching role, meaning that employees have to teach themselves, strengthening the prevailing perception among the employee respondents that *all that managers want to be is the boss and not a coach*.

In the Netherlands the municipal coaching role takes place differently. The Tilburg Municipality's coaching/career centre gives employees access to specialist coaching advice. Because of the low Dutch turnover of employees, the older employees are called upon to become involved in informal competency/skills transfer to younger employees. This is a planned intervention that is deliberate and part of the way in which the municipality proactively engages with potential HRD problems. In some instances, they perform the role of coach and mentor, or as in the Den Bosch Municipality where it is called a buddy system and used to great effect (Hendricks, 2015:Interview). This is precisely what is lacking in the South African system: *there is a need to coach and mentor people, since training is not enough*, as confirmed by Matolengwe (2015:Interview).

- **Recognition of prior learning (RPL)**

As stated in Chapter 4, the intention of the recognition of prior learning policy is to ensure that those employees who have been denied development opportunities in the past (mostly black people and women), but who managed to gain competence through experience, are given an opportunity to gain recognised competence (qualifications). The research indicated that although the RPL policy is included in the HRD policy statements of the municipalities, awareness of RPL amongst the HR (59%), line managers (49%) and employees (49% - **see section 5.4.2.6**) is very low. Despite the Skills Development Act, 1998 making provision for RPL, it is not experienced at the implementation level, as confirmed in the research findings and reported by HR (47%), line managers (50%) and employees (54% - **see section 5.4.3.5**). The result is that the lower-skilled employees in particular do not benefit from the favourable legislative environment that could potentially benefit these employees' competence, which could in turn lead to increased worker mobility.

But informal development in municipalities should also be evaluated.

6.3.2.2 Informal development

Informal development is not widely recognised or recorded as development by the municipalities, as per the WSP. In most of the Dutch municipalities formal development programmes are but one of the many HRD options that are available. HRD is approached from multiple angles. The informal options include on-the-job peer development, social learning and storytelling, the use of social media skills (Facebook, Twitter and communities of practice) as a means to work better and smarter. Through the use of informal development initiatives in the workplace through the facilitation of continuous development in workplace teams, the Dutch manage to achieve integration between organisation strategy and HRD processes. However, South African municipalities are not creative and innovative in their approach to informal development.

- **Opportunities to practise new competence**

The Head of the LG SETA Head, Jacobs (2014:Interview), noted that the current system does not necessarily provide employees with an opportunity to practise and to implement newly acquired competencies. This was confirmed by line managers

(53%) and employees (53% - **see section 5.4.3.2**). One-line manager respondent indicated that as many as 80% of employees who complete training and education cannot apply the skills practically. This was confirmed by an employee respondent who indicated that development opportunities are provided to employees, but opportunities to apply the training is limited and/or absent, confirmed with the following statement: *a lot of the training cannot be applied in the workplace, e.g. doing a computer course and the employee do not get an opportunity to work with a computer or doing a management course and you are not a manager some people are never provided an opportunity to apply their skills*. This, according to the DM HR manager, Matolengwe (2014:Interview), can be blamed on the line manager, who does not provide these opportunities to employees.

This confirms the AMO (ability, motivation and opportunities) theory described in Chapter 2, which stresses the importance of taking into account the competencies of individuals, their motivation and the opportunity to participate and/or apply their skills, knowledge and ideas in the workplace in various defined roles. In the absence of opportunities to put into practice what the individual has learned, neither the employee nor the municipality benefits from the HRD interventions. The knowledge base of the municipality is potentially eroded and the municipality faces stagnation.

The way that HRD is organised in municipalities can be a problem and is the next area of evaluation of HRD.

6.3.3 Lack of a long-term HRD plan

The municipal strategic plan is the 5-year Integrated Development Plan (IDP), yet the two Municipalities have no long-term HRD policy perspective as indicated by line managers (54%) and employees (50%). However, the HR department (who are to all intents and purposes the crafters of the policy) interpret this positively (82% - **see section 5.4.2.7**). The municipalities are guilty of not having in place a long-term plan and/or strategy for HRD that is understood, communicated and lived. There is no compelling HRD vision statement that is aligned with the myriad of national strategies as described in Chapter 3. This was confirmed by a comment from a line manager respondent, who stated that the organisation does not have *a clear HRD policy in place in order to ensure that the training policy is effectively*

implemented, nor is there a strategy in place that can be linked to a timeframe. This contradicts Warnich *et al.*, (2015:8), who argue that HR policies should help management achieve the organisational objectives. This is not the case in the Municipalities researched. The Dutch practice, on the other hand, is exactly the opposite. The Dutch draw a distinction between the HRM and the HRD functions of municipalities. HRM is understood as the administration component, i.e. contracts, leave, pensions and salaries, whereas HRD is understood as the activities designed to increase the organisational competence base by preparing employees to meet current organisational needs and prepare for the future through the facilitation of a wide range of HRD activities. The broad Dutch policy framework emphasises the central role that employees play in municipal success as well as focusing on growing the municipality through harnessing the talent of all the employees. The important role that human resources play in municipalities is understood and HRD is prioritised by the organisational actors; hence there is alignment in terms of strategic organisational direction and HRD policy delivery. This is not the case in South African municipalities.

Although the organisational actors agree that HRD should be approached formally and informally, the open-ended questions indicated that only training is preferred. HRD is reduced to training only and is hence not effectively incorporated into the long-term HRD plan that is aligned with and attuned to the IDP, the Human Resources Management and Development Strategy (SALGA, 2013) and the Learning Framework for Local Government (SALGA, 2012).

Having extensively evaluated the HRD policy and practice, the focus now shifts to the organisation of the HRD function.

6.4 ORGANISATION OF THE HRD FUNCTION

Organisation of the HRD function refers to the way that HRD activities are delegated in the municipality through the internal network of core organisational actors and the relationship of the actors to one another. In the second instance, it refers to the position of the HRD function on the organogram of the municipality. The performance of the HR department affects and influences all other line departments

and employees. The research showed that the HR department respondents rated their own performance as very high (76%) and positive, as opposed to the line managers (53%) and employees (56% - **see section 5.4.5.1**), who rated the HR performance as low, which indicates that there is a perception problem.

The organisation of the HRD in Municipalities is considered through evaluating the relationships between the organisational actors under two headings:

- Relationship between the organisational actors; and
- Organisational position of the HRD function.

6.4.1 Relationship between the organisational actors

The HR department can be considered the custodian of the HRD policy, but often there are differences between the intended, the implemented and the perceived HRD practices. There is a dynamic relationship between the custodians of policy (the HR department), the implementers of policy (line managers) and the beneficiaries of policy (employees). However, the Head of the Western Cape LG SETA, Jacobs (2014:Interview), argues that the success of HRD programmes in municipalities is dependent on *management participation in HRD processes*.

6.4.1.1 The HR department – the skills development facilitator

The HRD function in most municipalities is delegated to the HR department of the municipality, with the HR department providing services to the entire organisation. This can be considered a centralised approach. The HRD function is normally delegated to the training manager within the HR department, who fulfils the statutory function of the skills development facilitator (SDF), as was illustrated in Chapter 4 in Figures 4.4 and Figure 4.5 respectively. The SDF is the delegated official who coordinates the HRD activities within municipalities as per the legislative guidelines contained in the Skills Development Act (97 of 1998). In essence the tasks that the SDF performs are:

- Assist the employer and the employee to develop the WSP;
- Advise the employer and the employee on the implementation of the WSP;
- Assist the employer to draft the annual report on the implementation of the WSP;
- Advise the employer on any quality standards set by the SETA;

- Act as a contact person between the SETA and the employer; and
- Serve as a resource person with regard to all aspects of skills development (Cloete, 2005:47; Learning Framework for Local Government, SALGA, 2012:11).

From the functions of the SDF it is clear that the SDF performs an advisory role to the line managers in order to identify HRD needs and implement HRD programmes with the line departments. The SDF (see Figure 6.1) reports to the Human Resource Manager, who reports to the Director Corporate Services, who in turn reports to the municipal manager, who finally reports to the municipal council. There are, however, a number of problems with the organisational position of the HRD function in municipalities. Whereas the line managers in the Dutch system is the leading actor in HRD at the municipality, in the South African Municipal sphere, as illustrated, the SDF is the leading actor in HRD. There are four problems with this arrangement that will be addressed here.



Figure 6.1: HRD positioning

The research findings indicate that this centralised HR department approach to HRD is a possible reason that prevents the effective monitoring of HRD performance in the two Municipalities, according to the HR (47%), line managers (44%) and employees (56% - **see section 5.4.9.4**). Regarding the distance between the HRD department and the specific departments, the HR department (70%) and the line

managers (66% - **see section 5.4.5.5**) indicated this as a problem of accessing HRD services. This problem is even greater in a smaller municipality such as SBM, where HR (60%) confirmed the HRD service access as a problem compared to the HR department of DM (17% - **see section 5.5.5.5**).

The fact that both municipalities employ only one skills development facilitator (SDF) to service the entire organisation is the first problem, as emphasised by one-line manager respondent: *all departments have different needs, thus every department should articulate their needs and this need to be taken up by HR in order for improvement of the department and staff*. This is the first problem.

The second problem is that the SDF is supposed to assist and advise the line managers on all matters of employee development, but this is also not taking place. As illustrated, line managers do not have the competence or the inclination to assume their HRD roles and responsibilities; it is then left to the SDF to assume this role. In theory the assumption is that line managers should have the competence to be able to assess the competence of employees as well as to determine the competence gaps in order to nominate employees for various HRD programmes. In practice this is not happening in municipalities. In most instances the SDF is solely responsible for determining the specific HRD needs of a department and for the completion of the WSP. The SDF almost has to convince line managers that HRD is important. According to the Western Cape LG SETA Head, Jacobs (2014:Interview), the problem is that line managers do not see their role as developing people; they do not regard HRD as a core activity of their management function and believe their role is confined only to service delivery.

The third problem is that the SDFs are usually lower-ranked junior officials. Although they are the central drivers in HRD, they do not enjoy the same status as what can be considered as their counterpart, the IDP manager. Van der Westhuizen (2014: Interview) stated that in some instances the SDFs have complained that they do not get recognition for the HRD role that they play in municipalities. Some municipalities have dedicated SDFs, but for many this function is an add on to their current job function. This creates a problem, since the function of an SDF demands full-time attention. Because of the junior position of the SDF, they do not form a part of the

management team and hence are not included in the operational strategy development process.

This leads to the fourth problem, namely the inability of the line managers to engage meaningfully with the SDF on HRD matters. For this to take place, line managers (senior and junior) need to understand and have a good comprehension of HRD legislation and concepts (which they do not have). The problem is that SDFs are liaising with line managers who do not understand the HRD concepts and processes, as confirmed by Jacobs (2014:Interview), Engelbrecht (2014:Interview), Matolengwe (2014:Interview) and Hendricks (2014:Interview), who indicated that *very few of the HR managers and municipal managers have an understanding of HRD ... skills development does not get the necessary attention ... It's not centre on the management agenda*. Because of this, there is a need to build the capacity of especially line managers and senior managers, including the municipal managers in order for them to be fully conversant with HRD concepts and processes.

Jacobs (2014:Interview), the Western Cape LG SETA Head, indicated that all the SDFs in the Western Cape have been capacitated, but they are ineffective in a context where line managers cannot engage meaningfully and strategically on HRD matters with the SDFs. Because the SDF is not supported by the immediate manager (HR Manager), which is often the case, it becomes virtually impossible for the SDF to perform his or her function effectively. The SDFs consequently face a double challenge of having to convince their own managers as well as their line managers of the importance of HRD, as pointed out by Jacobs (2014:Interview) and Matolengwe (2014:Interview). This confirms that a lack of understanding and support of HRD processes by senior management of municipalities inhibits the effective implementation of HRD in municipalities. According to the Head of the LG SETA in the Western Cape (Jacobs, 2014:Interview), all HR department managers and line managers in particular will need to change their attitudes towards HRD and have to be capacitated to be able to ask the relevant HRD questions, e.g. *What HRD processes were completed? What are the priorities? And what are the linkages with IDP?* This is not taking place.

The Dutch do not have an equivalent to the SDF, because the role is performed by line managers with support from the HRD specialists, who are advisors. The selected municipalities in the Netherlands are at various levels of development in terms of how HRD is organised and positioned with HRD roles and responsibilities transferred to the line managers.

6.4.1.2 Line manager's HRD role

The transfer of HRD duties to line managers is regarded as an important enabler for the effective implementation of HRD in municipalities. The research findings in the Municipalities indicate that the HR department (83%) and line managers (79% - **see section 5.4.7.1**) should act as partners in the achievement of HRD objectives. However, the HRD department and the line manager are not collaborating effectively in the workplace, as indicated by the employee respondents (62%). This was confirmed by a line manager respondent's statement: *I can't recall that we worked together. Mostly the HR and line departments are working separately and on their own.*

The trade union representative, Petersen (2014:Interview), indicated that line managers and the HR department should be working together to achieve common development goals. However, he stated, *what prevents the effective cooperation between HR department and line manager is the HR department does not have authority, since the line managers do not report to the HR department and line managers have an attitude that HR cannot dictate who should go on training.* The result is that line managers sometimes operate as gatekeepers who prevent development opportunities for employees. Thus it is concluded that the HR department and line managers are not collaborating in pursuit of organisational HRD objectives. Employees reported that *there is hardly communication and/or consultation between the line manager and the HR department.*

Collaborative HRD is not practised as defined in Chapter 2; hence there is a culture of minimal collaboration between the organisational actors in the two municipalities despite the fact that networked governance is regarded as the new public value management approach. The organisational actors are not working in partnerships nor building cross-departmental relationships (Moore, 1995:28; Stoker, 2006:41).

The benefits of collaboration are not experienced, nor are HRD responsibilities transferred to the directorates in order for the directorates to receive high levels of HRD service, as observed in the Netherlands (2013).

- **Line manager HRD responsibilities**

The research findings indicate consensus among the organisational actors that line managers are managers with HRD responsibilities, as indicated by HR departments (88%), line managers (83%) and employees (80% - **see 5.4.6.4**). This is actually how HRD is approached in the municipalities in the Netherlands. The central actor in HRD practice in the Dutch municipalities is the *Leidinggevende (line manager)*, who assumes responsibility for the development and effective implementation of HRD practices with support from the HRD specialist. There is broad understanding and agreement that the line manager cannot develop employees per se, but is responsible for creating a development culture for employees. Employees are provided with the space to develop and need to take responsibility for their own development (with support from the line manager). This is not the case in the two South African municipalities.

The collaborative HRD environment can at best be described as not functioning well. The HR department respondents (53%) indicated that line managers do not have the competence to support development, as confirmed by the employee respondents (64%), although line managers (82% - **see section 5.4.7.2**) perceive that they do have the competence.

By way of comparison, only 43% of the SBM employees believe that their line managers are coaches and mentors to them compared to DM employees (76% - **see section 5.5.8.3**). The SBM HR (60%) believes that the line managers regard the skills audit as an important tool to determine the competence gaps in employees as opposed to DM HR (83%). The SBM employees (43%) are also less positive compared to the DM employees (69% - **see section 5.5.8.4**). Only 34% of SBM employees believe that the line managers are actively involved in the development of the PDP of employees compared to the DM employees (60% - **see section 5.5.8.5**). The line managers in the smaller municipality are not taking their HRD responsibilities seriously and are not using their authority to empower others

in the organisation, according to the HR in SBM (40%) compared to the HR in DM (67% -see section 5.5.10.4).

The result is that the HRD function is not operating effectively, as it is in the municipalities in the Netherlands. The Dutch municipalities expect their line managers to be equipped with HRM/D skills. The line manager is a role model and thus there is alignment with the organisational HRD policy and the practice of the line manager. The line manager is responsible for the overall performance of the department by producing results (performance) with his/her employees. Results-driven management means that the manager remains accountable for results (managing the task processes as well as the development functions of the employee).

This function is not transferred to the HR department; such action is considered inappropriate, as confirmed in the following statement made by a Dutch line manager (Boon, 2013:Interview): *The overriding philosophy is that management believes that certain employees can work everywhere and need not be supervised, management needs to motivate employees from the heart, people need to work for themselves and the organisation needs motivated employees. I believe that people are motivated when you are given the opportunity to design their own work, yes the manager is responsible for results, but he/she creates the environment (development culture) for success. It is easier to be a boss and to tell employees what to do, and some employees like this, but we believe that employees should decide for themselves and take responsibility for their results and for their own development. We don't want to teach employees tricks; we want to empower them.*

The Head of a Directorate in a municipality in the Netherlands remains responsible for HRD activities, but accountability rest with the line managers within the departments to ensure that HRD is practised well. It is at the level of line manager and employee interaction where employees experience HR policy in practice. Because the line manager understands the context and content of this function, the employee is assured of receiving specialist HRD advice, which is not the case in South African municipalities.

When comparing the DM and the SBM employees, it is noted that the SBM (47%) employees are considerably less enthusiastic about their line managers compared to DM (71% - **see section 5.5.7.3**) as being competent development facilitators. It could be that the line manager in SBM is not aware of the HRD policies, procedures and processes, as confirmed by the training officer in the SBM (Engelbrecht, 2014:Interview). What often happens in especially smaller municipalities such as SBM is that employees are appointed based on technical competence and not human resource management competence. In a smaller municipality there are smaller departments and line managers may soon find themselves managing their peers and/or friends and this familiarity with former colleagues may lead to their not being effective line managers.

- **Internal support for line manager**

MacNeil (2001:248) argues that line managers do not have the capacity to perform HRD responsibilities effectively. There is an assumption that line managers can drive both HRD policies and practices which are designed to achieve organisational strategic objectives through identifying, developing and supporting the appropriate knowledge, skill, attitude and performance of employees. This was confirmed by the research findings, which indicate that line managers are not supported sufficiently to carry out their roles and responsibilities by senior managers (the municipal manager and the senior management team together with the municipal council are collectively referred to as senior management) and HR specialists, as reported by HR departments (65%) and line managers (65% - **see section 5.4.8.1**). It is concluded that line managers can be better prepared for their HRD responsibilities by senior managers and the HR department.

The line managers do not act as facilitators of development, as indicated by employee respondents (60% - **see section 5.4.7.3**); one of the reason for this is that line managers do not receive sufficient support from the HR department and/or senior managers (training, coaching, mentoring) to be in a position to perform HRD roles (De Jong *et al.*, 1999:182). According to DM HR manager, Matolengwe (2014:Interview), for line managers to become facilitators requires a change in senior management behaviour, support and attitude. All too often senior managers support

HRD through making policies, but they fail to support and reward the HRD efforts of line managers.

However, there is a common misunderstanding between line managers and SDFs in the HR department. Line managers will sometimes claim that that HR is supportive (66% - **see section 5.4.7.5**), which is considered acceptable, but it is clear that there is room for improvement. According to the SALGA representative, Van der Westhuizen (2014:Interview), the HR department have a responsibility to train line managers to understand their roles better: *it can be that we see things in silos in organisations and HR may not always recognise the value that they can add*. This has implications for how the HRD function is positioned in municipalities and is evaluated next.

6.4.2 Organisational position of HRD

As explained earlier, the biggest component of the HRD function is positioned in the HR department of the two municipalities. This is in line with the practice in most South African municipalities. The challenges of this arrangement were highlighted under section 6.4.1. In comparison, the directorate-delegated HRD model and the shared service centre model as observed in the Netherlands is evaluated, and offers a unique approach that is explained below.

- **Directorate-delegated HRD model**

The Dutch have moved away from the hierarchical type of organisation with several layers of management, opting instead for flatter, faster and flexible designs that are integrated. This is referred to as a flexible network, as in the Dordrecht and Tilburg municipalities. The organisational orientation and emphasis is on the delivery of quality HRD service in the directorates, with the HRD specialist positioned in the directorate, who then supports the line managers with HRD services (see Figure 6.2). The directorate has the benefit that it has an HRD expert positioned in the directorate who acts as an HRD advisor to line managers. This is functional and effective, and is entrenched in the Dutch system.

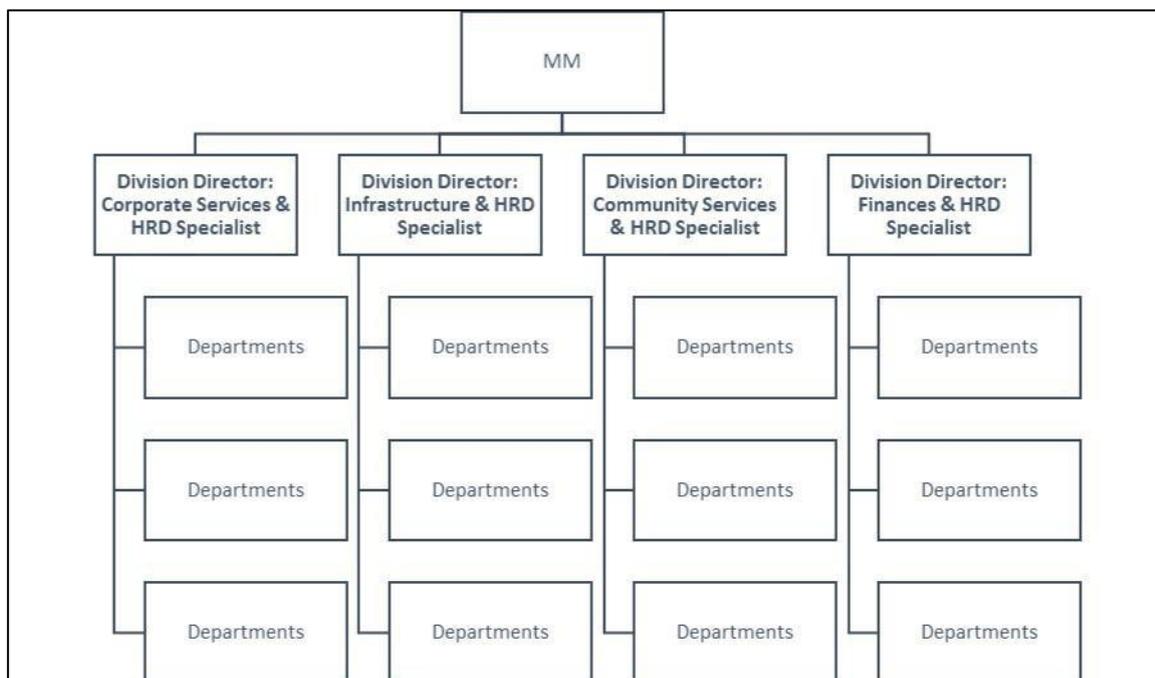


Figure 6.2: Directorate-delegated HRD model

The shared service model is considered next in contrast to the directorate-delegated model.

- **Shared HRD service centre model**

In the Dordrecht Municipality in the Netherlands HRD is approached from a shared service centre perspective. The shared HRD is “owned” by a collective of municipalities in a region. This breaks with the traditional way of looking at HRD. All member municipalities have equal access to quality HRD service and support; besides the service and support in municipalities, the greatest potential benefit is the pooling of HRD knowledge as the HRD specialists have the opportunity to tap into each other’s networks, knowledge and experience. In addition, the shared service centre (SSC) model offers specific HRD training to staff. Building in-house capacity to deliver HRD is applied and evaluated. The fact that the municipality has its own central training venue, trainers and facilitators that offers services throughout the region/district also adds to cost saving (see Figure 6.3). This is potentially useful to smaller organisations, which may not enjoy access to the resources of the bigger municipalities. A shortcoming of the current system that the SSC does not offer a monitoring and evaluation function to the member municipalities. This is considered a weakness.

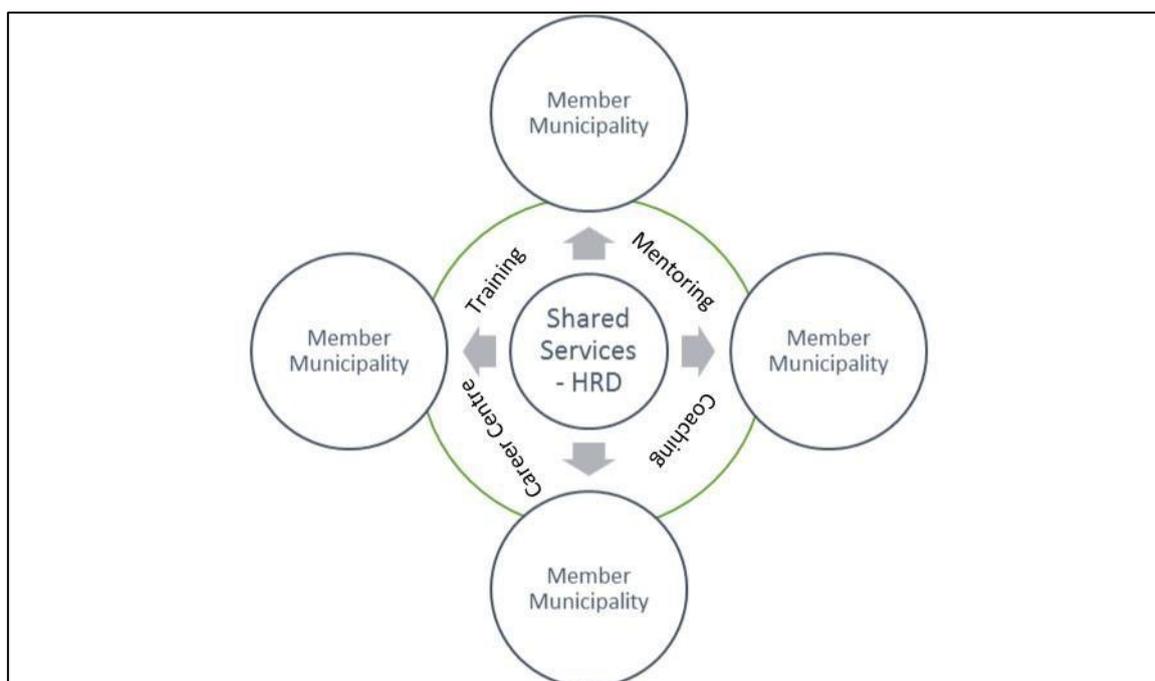


Figure 6.3: Shared HRD service centre model

6.5 INTERNAL DEMOCRACY

Internal democracy can be broadly considered as the degree of participation of the organisational actors in their development and their participation in the broader development programmes of the municipality.

Internal democracy is evaluated by considering;

- Participation in HRD.
- Consultative committees.

6.5.1 Participation in HRD

The research findings indicated that management decides on HRD and employees hardly participate, as indicated by employee respondents (62%) and supported by HR (53% - **see section 5.4.9.3**), and confirmed by the following statements from employee respondents: *I have never been called in to participate ... there is also a feeling of "kragdadigheid", everything is done by force, and employees don't participate in the decision-making. Managers do not listen to the views of others; this was emphasised by an employee who indicated that I get notified when I am attending a course. I don't have a say beforehand ... What the management decides*

is law. This confirms the research findings as indicated by HR (53%) and employees (62% - **see section 5.4.9.3**) that management decides on HRD and employees hardly participate. According to the employees (60% - **see section 5.4.8.7**) the line managers in the municipalities are not displaying a caring attitude to development. In a smaller municipality like Saldanha Bay Municipality the dissatisfaction levels is at (43% compared to 76% - **see section 5.5.8.7**) in Drakenstein Municipality.

The above comments confirm findings in the literature that a lack of interactive communication between the line management and employees inhibits the ability of a municipality to focus on HRD. Because the management style of the organisation is characterised by retention of authority with management, instead of sharing decision-making with the employees, the line managers at all levels of the municipality find it difficult to change the style of management to become more facilitative. The result is that line managers are not embracing the idea of a more democratic workspace, which is a prerequisite for effective management of HRD initiatives, as indicated by an employee respondent: *there was no communication and no consultation*.

In comparison, the HRD department in SBM scored considerably higher (80%) than the DM HRD department (33% - **see section 5.5.9.3**) on the question that line managers decide on HRD while employees hardly participate, which confirms the view that that employee participation is very limited in SBM as opposed to that of DM. In the smaller municipality (SBM), with less staff, line managers appear to decide for their staff on the development opportunities and thus employees have less of a say as opposed to the bigger municipality (DM).

The research findings (using the Dutch diagnostic tool, namely the Learning Network Theory Questionnaire) indicated no significant differences between the perceptions of the organisational actors in the Finance department of the Drakenstein Municipality. However, the results of the questionnaire could potentially be useful in determining the degree of internal democracy in a municipality. The results of the questionnaire can then be used for discussions with organisational actors and/or other stakeholders) about how HRD should be organised differently in the light of the (varying) perceptions.

In the Netherlands, the HRD path chosen by the employee is deliberate and employees have a direct say in their development and, as such, are presented with development options, as illustrated in Chapter 3. The Dutch line managers have realised the negative consequence of forcing employees to undertake HRD activities in which they do not have a say or that may not benefit them. As illustrated, the South African municipal HR department driven HRD approach differs on how employees participate in their own development compared to the practice in the Netherlands.

Next the consultative committees are evaluated as the instructional expression of internal democracy.

6.5.2 Consultative committees

The Skills Development Act, 1998 brought into existence consultative committees in all municipalities that employ 50 or more employees. These committees can be considered the platform for engagement among organisational stakeholders (line managers, employees, HRD specialist and the trade unions). They also serve to ensure that there is transparency and buy-in from all stakeholders on all HRD matters. The committee members are elected from the broad employee levels (from management to the lower-level employees) and it is expected that they be consulted on HRD matters as well as to provide feedback to their respective constituencies on a regular basis (Cloete, 2005:24; Matolengwe, 2014:Interview; Engelbrecht, 2014:Interview).

The research confirmed that the two municipalities have consultative committees in place, but they are not effectively monitoring HRD activities, as indicated by HR (47%), line managers (44%) and employees (56% - **see section 5.4.9.4**). This indicates that the active participation of employees through the consultative committees is lacking in the directorates, as indicated by the low levels of participation in the consultative committees by HR (53%), line managers (42%) and employees (38% - **see section 5.4.9.2**).

In the Drakenstein Municipality, the HRD policy makes provision for one consultative committee per directorate that is supposed to report to a central consultative committee. The reason why this was included in the policy was to ensure that the HRD discussions are context relevant and also that HRD opportunities and communication filter down to the employees at the lowest levels in the directorates. However, the consultative committees are not functional at the directorate level. The trade unionist Petersen (2014:Interview) indicated that there appears to be role confusion as well as lack of clarity on the scope of the consultative committees, despite the fact that the policy framework spells out the mandate of the consultative committees. He states that *the committees are not working optimally because managers are not fully supportive and HR only offers minimal support*. Members are elected onto the consultative committees, but they do not have the competence (knowledge of the legislation, inability to challenge the HR department and line managers) to serve on this committee and this is preventing meaningful participation. However, Matolengwe (2014:Interview) points out that the trade unions are not communicating effectively with their members and this is a problem that is preventing the consultative committees from functioning effectively.

The SBM Municipality, has opted for one consultative committee across the organisation. The difference between the DM and SBM consultative committees is that the directorate senior managers in SBM attend the committee meetings together with the municipal manager, according to the training officer in SBM, Engelbrecht (2014:Interview). The fact, that senior managers attend the consultative committee makes it more effective, since the senior managers provide first-hand input into HRD programmes. However, according to Hendricks (2015:Interview), although the senior managers are compelled to attend the consultative meetings, this is no guarantee that the line managers in the respective departments are more informed on HRD matters. The SDF in SBM has mitigated this problem by ensuring that she attends monthly department meetings and insists that HRD becomes a standing item on the agenda of the departmental meetings. The SBM consultative committee also receives regular training from outside service providers in order to build capacity, which in turn enhances the levels of participation of the elected members.

According to Jacobs (2014:Interview), the Head of the LG SETA in the Western Cape, despite the fact that the consultative committees have been around for the past 14 years, municipalities cannot lay claim to an authentic, effective, engaged and empowered consultative committee. Comments from employee respondents such as *employees are never involved in HRD matters ... we are never presented with opportunities to participate in activities*, underline the concern raised by Jacobs (2014:Interview).

Internal democracy in the workplace is a well-established practice in the Dutch public system in the form of the “*ondernemingsraad*” (worker councils), as explained in Chapter 3. In some municipalities there are worker councils per directorate that report to one central workers’ council; in this way internal democracy is entrenched (this is similar to the supposed practice in the Drakenstein Municipality). To enhance communication and to keep the employees informed, the worker councils have a regular newsletter that is circulated to employees and they also use other social media. In this way employees are kept updated on the latest HRD developments. This is not the case in South African municipalities. An employee respondent indicated that *we are kept in the dark when it comes to matters of HRD*.

Finally, the stakeholder support is evaluated.

6.6 STAKEHOLDER SUPPORT

South African municipalities receive external support from two bodies, namely the LGSETA and the SALGA, as explained in detail in Chapter 4. However, the LGSETA, which is supposed to play an important role in the South African municipalities, has been under administration for the past year as confirmed by the Head of the LGSETA in the Western Cape (Jacobs, 2014:Interview) and this has been frustrating, since service delivery to municipalities has been impeded. One example cited by Jacobs (2014:Interview) is that *paying money over to municipalities takes long with the LGSETA taking almost 6 months to approve funds*. Despite this challenge, the LGSETA has continued to support municipalities in HRD through setting up provincial SDF Forums that meet quarterly to build capacity of SDFs of municipalities in the Western Cape. However, despite all the support that is provided

to assist municipalities, Jacobs (2014:Interview) states that we *are not seeing the results*.

In terms of the HRD support to municipalities, SALGA has developed an HRD strategy for municipalities and a Learning Development Framework. Van der Westhuizen (2014:Interview) indicated that SALGA's *role is a developmental role*. Its aim is to assist municipalities. However, SALGA does not address the role that line managers and employees play as core actors in the HRD in municipalities. Rather, it looks at the overall HRM function and how the HR department takes responsibility for the various HR functions and advice on Standard Operating Procedures, as explained in Chapter 4. By not considering the capacity building of line managers, the problem of effective HRD implementation is exacerbated, since policies alone are not enough.

In comparison, the Dutch local government HRD system is built around strong external support in HRD. The foundation of this external support is built around a set of common values of cooperation, knowledge gathering and sharing between the municipalities. The A+ Fonds (the Fund) is a key partner to municipalities and plays a role that is similar to that of LGSETA and SALGA in South Africa, as explained in Chapter 3. The Fund acts as an effective outside agent that supports municipalities by remaining on the cutting edge of policy and practice through commissioning ongoing action research and then communicating those research findings back to municipalities (new knowledge). The Dutch contention is that grand HRD plans and strategies that are not backed up with empirical research are futile.

The Fund follows a 3-year programmatic focused approach. Through this focused approach the Fund ensures that stakeholders and beneficiaries are aware of what works and what does not work through showcasing better practice. One such example is a toolkit that was developed by the Fund to ensure the effective functioning and standardisation of the practice of internal democracy. In this way better practice is shared that is based on evidence and ideas as opposed to ideology and emotion. Decision-making is based on professional prudent empirical research and the learning built back into the municipal management system.

Innovation and the development of new knowledge to support HRD policies is a hallmark of the Dutch HRD practice. New technologies are embraced and the Fund is on the cutting edge of developing formal and informal development HRD options for municipalities, e.g. the games and tools being developed as well as the use of social media to enhance HRD activities, amongst other things, in municipalities. Because better practice is continually showcased, there is an understanding that a “one size fits all HRD approach” does not work, contexts differ and knowledge is created all the time in the communities of practice. The HRD subsidies are available to municipalities, thus ensuring that they have access to additional funding to support their HRD vision, linked to the concept of lifelong development not just in policies but through practice. The municipalities in the Netherlands embrace the concept of lifelong development as part of the makeup of the organisation that is implemented through the *Individual Loopbaan Budget (ILB)*. Through this, employees have access to funds (1,500 euros) over a 3-year period to pursue the opportunity to study further in a particular field of interest and in this way it offers an innovative way to address labour mobility and employability. This is not the case in South Africa.

6.7 SUMMARY

Chapter 2 outlined the steps to ensure that municipal HRM policies have a positive performance outcome. In the light of that, it is concluded that South African municipalities have HRD policies in place which indicate the intended actions and behaviours of the organisational actors, but municipalities do not have a long-term HRD policy perspective. The policies are not effectively communicated to all the organisational actors and stakeholders, and the HRD policies are not implemented effectively in municipalities, which leads to the low resource investment in HRD that is characterised by the low-skilled human resource base.

The inaction and incapacity of line managers is a problem together with the way that the HRD function is organised, illustrated by the conflicting expectations among the organisational actors. The organisational actors are experiencing HRD differently, with employees in particular the most dissatisfied with the status quo. Line managers do not assume their HRD roles and responsibilities, nor are they supported by their senior managers. Employees believe that the practice of HRD in the two

municipalities is unfair and skewed, in that HRD is not approached from multiple angles.

The result is HRD role confusion. Employees generally do not trust the HR departments and their line managers, with the result that they become disengaged from the organisation. Employees do not feel wanted nor respected and are made to feel that they do not matter. It is not surprising that employees reported that their line managers display a “don’t care” attitude and hence the experience of employees is not positive. In general, line managers make decisions for employees, which results in poor participation of employees in their own development. However, employees also need to take responsibility for their own development.

The result of all of this is negative municipal HRD performance outcomes that give rise to a poor development culture in these two municipalities. In the final chapter that follows, a normative approach to HRD is proposed which indicates how HRD should be managed effectively in South African municipalities.

CHAPTER 7: A NORMATIVE APPROACH TO HUMAN RESOURCE DEVELOPMENT IN SOUTH AFRICAN MUNICIPALITIES

“Local government should aspire to building learning municipalities in which employees acquire knowledge, skills and attitudes from their daily experience, educational influences and resources in their environment” (SALGA: 2012).

7.1 INTRODUCTION

Chapter 6 concluded by evaluating the specific HRD challenges facing South African municipalities. In this chapter an integrated management framework (IMF) for the practice of HRD in South African municipalities is described and explained. This is informed by the comprehensive evaluation undertaken in Chapter 6. The Public Administration Management Act (PAMA) (RSA, 2014a) has direct implications for the way that HRD should be managed by municipalities, stating that municipalities should develop their human resource capacity to a level that enables them to perform their functions in an efficient, effective, collaborative and accountable manner. For municipalities to function optimally requires the efficient management of their human resources; this means that competent new employees be hired, sufficient development opportunities be provided to existing employees, and that employees are adequately rewarded. It also places a particular responsibility on municipalities to ensure that resources and measures are put in place to make sure that municipalities are able to respond to the plethora of challenges in a holistic way.

A well-designed system for managing human resource development is therefore critical for the sustainability of the municipal sector (Berman *et al.*, 2006:3). Managing human resources effectively in municipalities requires knowledge of the municipal culture as expressed through the actions of the organisational actors in the context of HRD policies, the way HRD is organised, how HRD is practised, the levels of internal democracy, and the extent of stakeholder support.

This final chapter answers the question: What is to be done and how it should be done to ensure that municipalities (big and small) build, embrace and implement a human resource development culture and practice.

7.2 AN INTEGRATED MANAGEMENT FRAMEWORK FOR HUMAN RESOURCE DEVELOPMENT

Municipalities, like all public institutions, are characterised by compartmentalisation with a strict and rigid hierarchical system of command and control, characterised by a prevailing culture of conflict between the organisational actors in terms of their HRD aspirations and expectations and/or lack thereof (Kalinich & Clack, 1998:69). In order for municipalities to reach the state of becoming learning organisations as envisaged by SALGA (2012), the Integrated Management Framework (IMF) for HRD (IMF-HRD) is presented in Figure 7.1. The IMF-HRD is proposed as a viable implementation framework to achieve the objectives of specifically the Public Administration Management Act (RSA, 2014a) within the context of the National Human Resource Management and Development Strategy (2013) for Local Government and the Back to Basics Programme, as explained in Chapter 4. This necessarily calls for a change in organisational thinking about the way HRD is understood, interpreted and managed in municipalities.



Figure 7.1: Integrated Management Framework for HRD

An IMF-HRD refers to the degree of joint efforts by multiple departments together with a coalition of stakeholders to create an innovative HRD culture for managing HRD effectively in municipalities. It is about establishing joint policies, the organisation of the HRD function, innovative HRD practice, the degree of internal democracy, and stakeholder support that is based on the sharing of resources. The first block in the IMF-HRD deals with the management of HRD policies in municipalities.

7.3 HRD POLICY

A municipality should be geared to achieve the following HRD objectives:

- The continuous development of its employees to achieve its vision, mission and strategic objectives to implement the IDP;
- Managing the development of employees within the ambit of relevant national policies and legislation; and
- Building a pool of suitably qualified employees to meet the future municipal demands at all levels of the municipality, with particular reference to employees whose promotion will advance employment equity and address scarce skills shortages (SALGA, 2012).

A municipal HRD policy should be evaluated in four different ways: its presence (whether the policy is present), coverage (the proportion of the employees who benefit from the policy), its intensity (the degree to which employees are exposed to the practice of the policy), and clear identification of the stakeholders and their responsibilities (Boselie *et al.*, 2005:7; **Dutch observation**).

The broad HRD policy frameworks should play a central role to ensure municipal success as well as to focus on sustaining the municipality through harnessing the talent of all its employees. The essential nature of HRD should be clearly understood by everyone in the municipality and there should be greater alignment in terms of strategic Municipal direction (IDP) and HRD policy delivery. The research concluded that there are no policy problems in South African municipalities, but there are shortcomings whose effects can be limited. The legislative framework (policies and processes) for the effective practice of HRD is in place in South Africa; however, an

integrated holistic approach is lacking and should be addressed through the introduction of three components:

- Stakeholder clarification.
- Vision.
- Ethical values.

- **Stakeholder clarification**

There should be no ambiguity in the policy in terms of who constitute the coalition of municipal stakeholders which is responsible for the implementation of HRD in the municipality. The coalition of municipal stakeholders is listed in Figure 7.2 and can be considered the leading coalition in the policy-making process that is responsible for creating a shared vision and the ethical values that define all municipal HRD conduct and behaviour. In the centre of the coalition of municipal stakeholders (See Figure 7.2) are the core organisational actors (HR department, line managers and employees), who are the focus of this study and considered the core implementers of HRD. In the rest of this chapter the coalition of municipal stakeholders will be referred to as ‘the stakeholders’.

Stakeholder	Specific Role
Municipal council	Performs an oversight role with regards to the HRD functions, provides support services and approves HRD strategies, policies and procedures. The council and the executive mayor should receive regular HRD reports.
The municipal manager	The municipal manager as the accounting officer needs to ensure that the development needs of employees are met in line with the relevant municipal legislation, and to ensure that the HRD objectives and delegations are included in the job descriptions and key performance areas (KPA's) of all line managers in the municipality (the sanctions for non-
HRD manager/SDF	Act as a development facilitator and advisor to employees and the employer on all matters of competence development at department level through regular interactions (to be

Line manager	Implement and drive HRD projects in their respective departments collaboratively (to be elaborated on later).
Employees	Take responsibility for their own development and actively participate in development initiatives (to be elaborated on later).
The consultative committee	The consultative committee ensures that there is regular consultation and communication with all stakeholders and transparency in the nomination process of employees for HRD (elaborated on later).
Trade union	Ensures that their members participate in HRD and remains abreast of HRD policies through regular meetings, workshops, seminars, discussion forums.
External bodies, e.g. SALGA, LGSETA, District Municipality	Ensure that the municipality is supported (training, coaching, research) by making sure that it delivers on its mandate and provides timely feedback on the HRD performance of the municipality (elaborated on later).

Figure 7.2: Coalition of municipal HRD stakeholders

- **Shared vision**

For the IMF-HRD to succeed, a shared vision needs to be agreed to by the stakeholders and should be well communicated in order to build teamwork and motivation across departmental silos in order to overcome “resistance to change”. Every municipality should have a bold long-term HRD vision that addresses employee and organisational development. The vision should be reviewed regularly for it to remain relevant, and must be aligned to the overall strategic plan of the municipality that underlies the municipal approach to HRD. Because municipal directorates are diverse, it is important that the vision should be cascaded to the level of municipal departments in a way that allows for a sub-departmental vision – the HRD vision of the Finance directorate may be different from the vision of the Corporate Services – but linked to the overall vision for HRD in the municipality (**Dutch observation**).

The HRD vision should be collaborative and inclusive, and the stakeholders should actively participate in this process in order to ensure that there is broad buy-in to the process, which enhances the desire for joint action. The

vision should be popularised through the various media platforms and be short enough to be able to be easily recalled, e.g. 'A better life for all' (Emerson *et al.*, 2011:9-18; Meyer, 2011:34; Zevenbergen, 2011:157-160). For the vision to be realised, it has to be underpinned by a set of ethical values.

- **Ethical Values**

At the centre of the IMF-HRD should be a set of ethical values. Whereas it is argued that policies provide the rules and conduct of the stakeholders, the focus of ethical values is a focus on the human element, as reflected by the behaviour of the stakeholders. Underpinning the HRD vision should be a set of accompanying HRD ethical values that form the basis of an ethical charter or code of conduct. Municipalities need to ensure that the conduct of the stakeholders is ethical and that the stakeholders perform with integrity. The ethical values should include transparency and accountability that in turn leads to trust. This lays the foundation for the ethical practice of HRD in municipalities.

The old adage is still true: structure follows policy and the way the HRD function is structured in the municipality will have an impact on HRD implementation. This leads to the second component of IMF-HRD, namely the management of the organisation of HRD.

7.4 THE ORGANISATION OF HRD

In Chapter 2 collaborative HRD was defined as a structure and process, of management that is based on active collaboration between the HRD departments, line managers and employees at all levels of the organisation in order to meet and monitor set organisational HRD objectives. It is a facilitative partnership approach that is co-owned and premised on mutual trust, dialogue, shared learning, the effect of which is to add greater internal and external value. The next section will focus on how the HRD function should be organised in municipalities.

7.4.1 The HRD functional structure

The research indicates that the HR department-driven centralised approach to HRD does not work effectively in municipalities. Because departments differ in terms of size, competencies and complexity, the HRD functions should be transferred to the operational directorates and to line managers in particular (**Dutch observation**).

In order for the HRD function to operate optimally, it should be better positioned, as illustrated in Figure 7.2

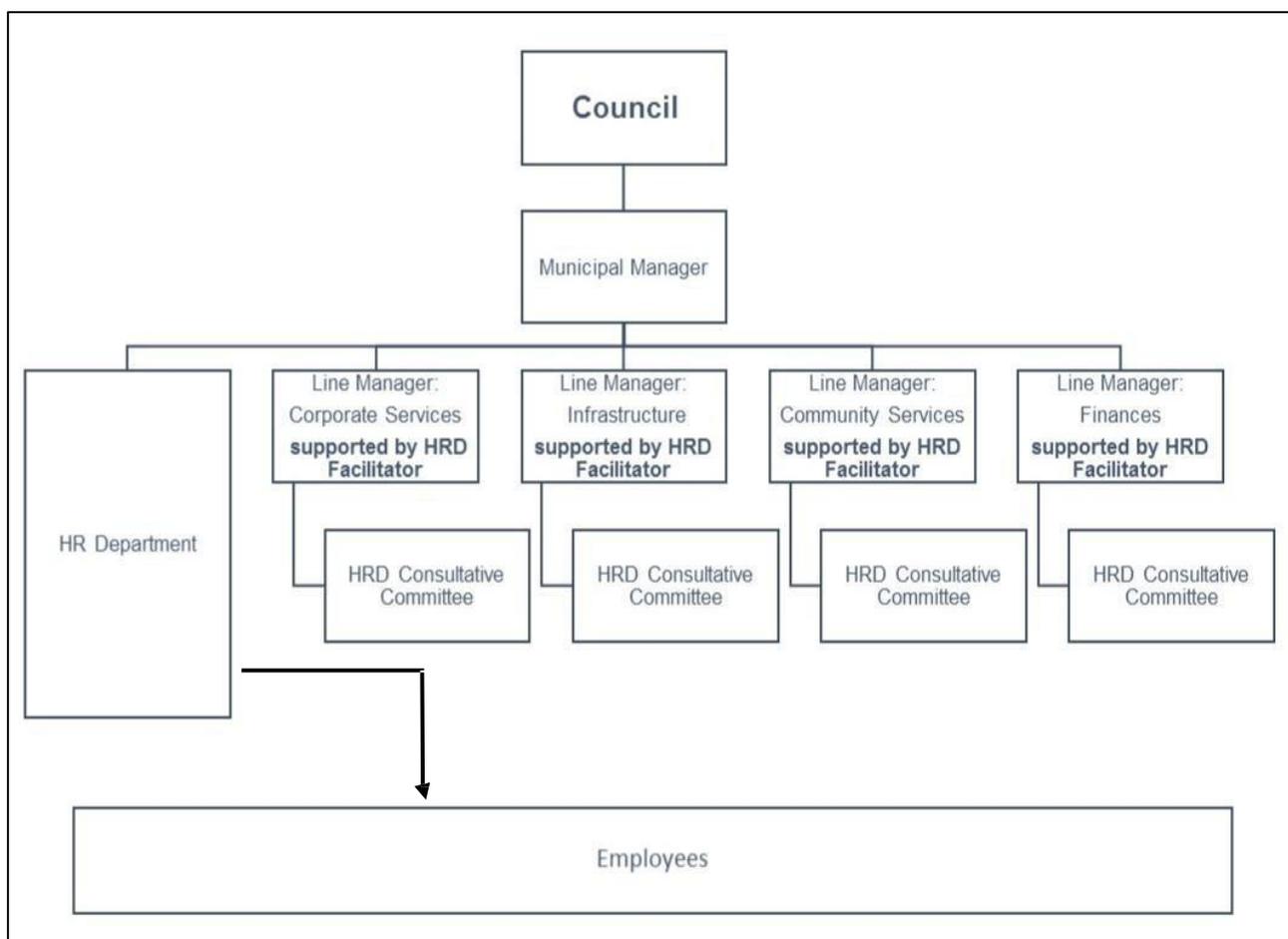


Figure 7.3: Functional organisation of HRD

In this organogram the HRD functions are firstly delegated to the line managers, which have a number of departments below them; secondly, line managers are supported by an HRD facilitator; thirdly the HR department plays a supportive role for employees and line managers; fourthly, internal democracy is entrenched in the municipality through the introduction of a HRD consultative committees (these features are all elaborated on later). This coalition of municipal HRD stakeholders all performs an essential role in the effective execution of

HRD in municipalities. This coalition of municipal HRD stakeholders was described in Figure 7.2.

7.4.2 Triad HRD approach

At the implementation level of the HRD policy, it is recognised that from among the stakeholders, the HR department, line managers and employees (i.e. the organisational actors) perform the leading role. The effective implementation of HRD in municipalities is dependent on an implementation approach that can be termed the Triad HRD approach (see Figure 7.4). In the Triad HRD approach organisational actors work collaboratively on all phases of the competence development processes and recognise their shared responsibility for planning and implementing development interventions (Meyer & Kirtsen, 2005:70; +, 2013:1-5; **Dutch observation**).

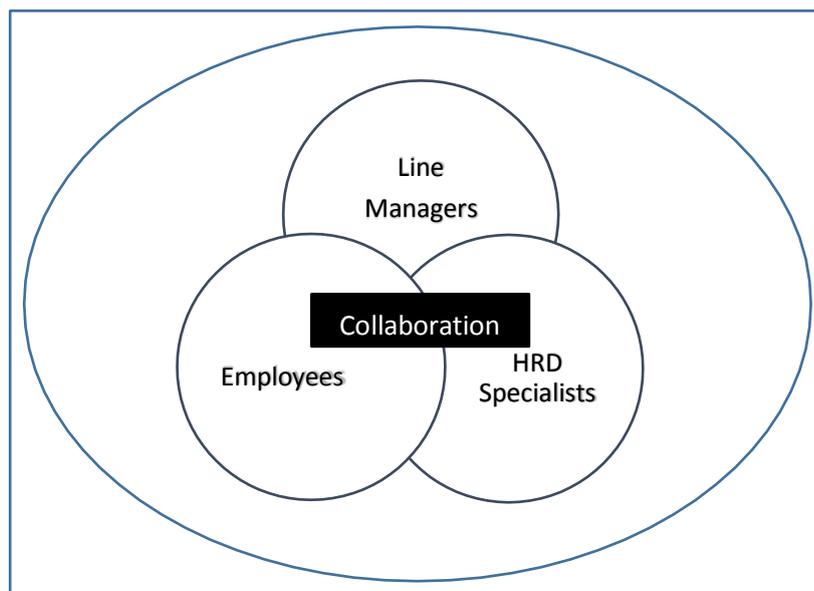


Figure 7.4: Triad HRD approach

Figure 7.4 show that for the Triad HRD approach to work, the organisational actors should develop collaborative competence since collaboration does not occur automatically. The organisational actors should be aware of the collaborative drivers (Figure 7.5) and the essential components of collaboration (Figure 7.6) for the Triad HRD approach to be effectively implemented. This is explained below.

7.4.2.1 The collaborative drivers

There are three collaborative drivers that can be distinguished, namely management, interdependence and the consequential incentives.



Figure 7.5: Collaborative drivers

- **Management**

All line managers (senior and junior) perform multiple roles during the collaboration phase as resource mobilisers and enablers. The tremendous influence that management wields in municipalities was described in this dissertation. Managers, irrespective of where they find themselves in the hierarchy of the municipality, should use their authority to promote HRD opportunities (De Jong *et al.*, 1999:183). This is the starting driver and line managers should be enthusiastic, be seen to be visible supportive, and budget for HRD activities (elaborated on later). The second driver is the acknowledgement of interdependence.

- **Interdependence**

Collaborative HRD, as the term implies, has to do with an acknowledgement that the interdependent line manager-HR-employee working relationship is better than working alone to achieve HRD objectives. By its very nature, collaboration cannot be achieved in isolation. The acknowledgement of interdependence, a heightened municipal awareness and acknowledgement of what can be achieved when the organisational actors work together as opposed to working independently, is essential. The organisational actors should then work interdependently within their defined areas of authority and responsibility with the common objective of ensuring that HRD programmes support the organisation to meet its results (Emerson *et al.*, 2011:9). This acknowledgement of interdependence can be captured in the policy statement and introduced through awareness campaigns such as posters, visual media and communicating the benefits (**Dutch observation**). The third collaborative driver is consequential incentives.

- **Consequential incentives**

The organisational actors should be aware of and understand the consequential incentives for their participation in collaboration (“What’s in it for me?”); this should be known from the outset. Since the organisational stakeholders move from an interdependent base, the stakeholders should be aware of the incentives (negative or positive) as this serves to persuade the stakeholders into collaborative action (Emerson *et al.*, 2011:9). The mind-set that it is necessary to “begin with the end in mind” should permeate the municipality. The HRD performance outcomes should be emphasised and the benefits should be communicated consistently through a variety of media platforms.

The central role of management, the acknowledgement of interdependence and the consequential incentives are the foundational drivers of collaboration. The organisational actors also need to be aware of the collaborative components. These can be considered the action components, as they establish the institutional framework.

7.4.2.2 The collaborative components

The collaborative components can be referred to as the 3 Cs, namely cooperation, coordination and the capacity for joint action.

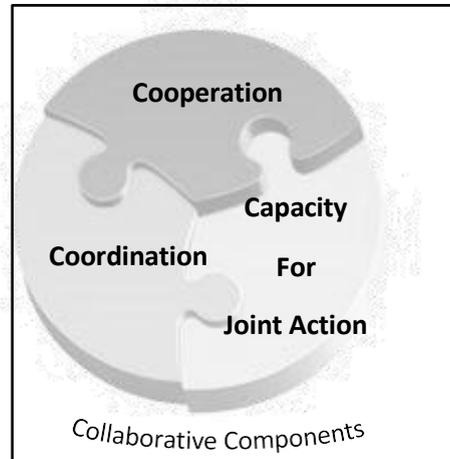


Figure 7.6: Collaborative components

- **Cooperation**

Through cooperation the organisational actors, each with its differing content, identity and goals, should work across their departmental boundaries to solve complex HRD challenges. In a typical municipal directorate, the HR department, line managers and employee representatives will get together as a start. This phase is marked by open and inclusive communication from the perspective of the knowledge of the participants, within the historical context of shared development and experience.

Through the decision to cooperate, the organisational actors develop a sense of shared purpose that speaks to the group's understanding of the extent of the HRD problems and the scope as well as the scale of the chosen interventions. The line managers of the different departments together with HR share their background and their values, interests and municipal concerns around HRD. This allows for frank and honest discussions between the parties. The collaborative history of the partners is also explored and issues are identified and resolved through meetings, workshops, seminars and sharing of practice. This phase is characterised by face-to-face meetings between departments where the common values and vision are articulated and defined. The HR department, through the HRD facilitator, plays a leading role in this process by ensuring that the organisational stakeholders are mobilised to attend.

Next, the rules of engagement are determined. The way is paved for the determination of procedures and processes that include the procedures for meetings, the regularity of these meetings and the feedback mechanisms. An outcome of this entire process is the formulation of terms of reference that set the foundation for collaborative implementation, e.g. the adoption of a code of conduct.

The second collaborative component is coordination.

- **Coordination**

Repeated interactions between organisational actors helps to foster mutual trust and understanding, internal legitimacy and shared commitment, thereby generating and sustaining the collaborative effort. The research indicated that the trust levels between the organisational actors in the municipalities are very low. The organisational actors need to recognise that trust is developed over time as the organisational actors work together, get to know each other better and prove to each other that they are reasonable, predictable and dependable. Trust, then, is an enabler that encourages the organisational actors to go beyond their own personal, institutional and jurisdictional frames of reference. Sufficient trust should then be able to accommodate disagreements between the organisational actors. Recommended ways in which trust can be achieved is through team building, by being punctual, by following stated intentions with actions. This leads to internal legitimacy.

The organisational actors, through regular meetings, feedback and open communication, engage in activities that enhance mutual trust and recognition of roles and responsibilities. The confirmation that participants in a collective endeavour are trustworthy, credible with compatible and interdependent interests, legitimises and motivates ongoing collaboration. This legitimacy then leads to shared commitment (Emerson *et al.*, 2011:14). Shared commitment enables municipal actors to work beyond the silos and breaks down the artificial boundaries that had separated them and develops a commitment to a shared path. With shared commitment comes unity of action, purpose and vision (Emerson *et al.*, 2011:14).

This leads to the final collaborative component, namely the capacity for joint action.

- **Capacity for joint action**

The ultimate purpose of collaboration is to generate the desired HRD outcomes that could not be accomplished separately. For collaboration to succeed in the municipal sphere requires resources. Without a resource commitment, the HRD process will fail. These resources should include time (giving time off to relevant stakeholders), logistical support (appropriate venue and infrastructure), budget (the municipality must ensure that they budget for collaboration), the necessary expertise (this can be sourced through the relevant external stakeholder at the onset, e.g. LGSETA or external consultant), administrative support (it is important that the entire collaborative process is recorded for future reference as well as to build the institutional memory of the process), and the requisite skills for analysis and implementation, evaluation and feedback to management. The main aim of collaboration is to ensure that the municipality begins a new HRD narrative. The goal is to change the direction from a complex, uncertain, HRD reality to a collaborative HRD framework where complex problems are solved, new research commissioned such as gauging the effectiveness of training or why adult education is not working, management practices changed and different sets of challenges and opportunities arise (**Dutch observation**).

The institutional arrangements (e.g. the HRD consultative committee) need to be communicated upfront and should be defined at the intra-municipal departmental level as it addresses the organisation of HRD at the municipality. In general, the focus should not be on creating more layers of management, but rather on ensuring that the municipal HRD organisation allows for an effective non-hierarchical structure in support of the Triad approach (**Dutch observation**).

7.4.3 HRD competence-performance of organisational actors

In order for the Triad approach to work, the organisational actors should have the functional and collaborative competencies to be able perform their HRD roles confidently, as illustrated in Figure 7.7. In order to implement HRD effectively in municipalities, the HRD results (the long-term impact) should be defined. This needs to be clear and unambiguous. Once these have been defined, the municipality needs to ensure that the organisational actors have the competencies (knowledge, skills and attitudes) that they (organisational actors) are able to apply in observable

repeated and predictable actions (outputs in the form of documents and/or reports (compliance). The outputs should lead to agreed outcomes (what should be achieved in the form of quality services, internal perception of value) and how this is done then yields results (a change in the HRD culture) for the municipality. The hypothesis is that competence is no guarantee of performance. The municipality will have to set in place a clear monitoring and evaluation framework in order to ensure optimal performance with clear rewards for performance and sanctions for non-performance. The HRD competence-performance pyramid provides the municipality with a functional tool to ensure that the organisational actors have identified the competence and performance in order to collaborate to support the IMF-HRD effectively.

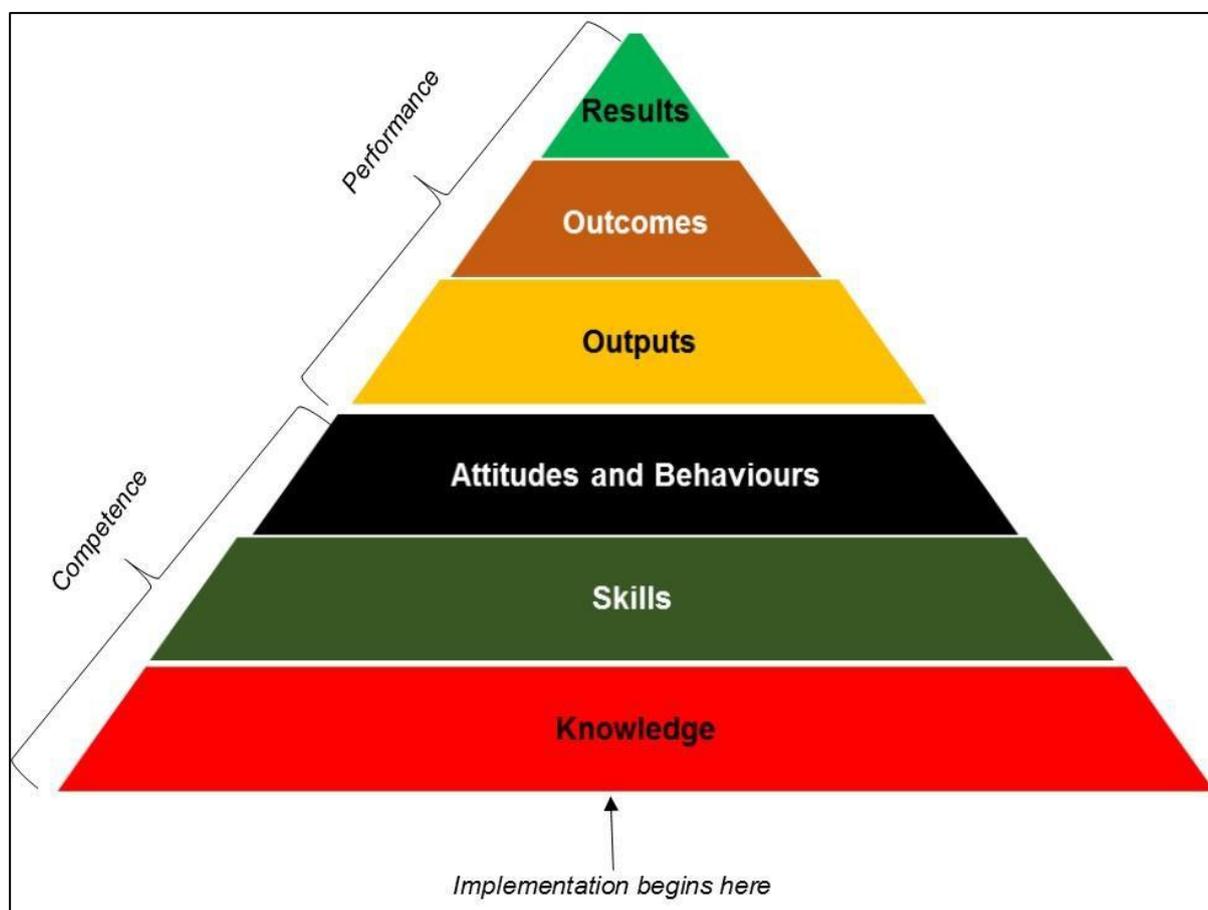


Figure 7.7: HRD competence-performance pyramid

- **HR department**

The HR department can be regarded as a key actor and custodian of the HRD policy, and there should not be a difference between the intended, implemented and perceived HRD practices of municipalities. There should be a dynamic relationship between the custodians of HR policy (the HR department), the implementers of HR practice (line managers) and the beneficiaries (employees) (**Dutch observation**). The functionary who embodies this relationship is the current skills development facilitator (SDF); however, the term skills development facilitator (SDF) does not encompass the full spectrum of human resource (only skills) development and the title should be changed.

Instead the term human resource development facilitator (HRDF) is considered to be more appropriate. This functionary should have the authority and the mandate to ensure not only compliance with legislation, but to make sure that the employees and line managers in particular are informed and participate in comprehensive HRD programmes. The HRDF should offer regular support to line managers, helping them in a developmental way to analyse performance problems and to chart employee development needs and plans (De Jong *et al.*, 1999:177).

The HRDF should be a competent development professional who should have the freedom to ensure the strategic organisational links with the integrated development plan (IDP), succession plans as well as to communicate regularly the benefits of HRD through the collection of evidence. The active engagement with line management and employees should be ongoing. The HRDF should ensure that the human resource department managers and all line managers are capacitated and understand HRD language, process, structure and implementation. As illustrated in Chapter 3, there is an array of legislation that regulates HRD in the workplace.

In bigger municipalities the HRDF should be deployed to the directorates (as illustrated in Figure 7.2), whereas in smaller municipalities the function should be positioned in the HR department. Through monthly meetings with the directorates the HRDF can ensure that HRD outcomes are achieved. Municipalities should opt for an HRD structure that is flat, faster and integrated. The municipal orientation and emphasis should be on the delivery of quality HRD services and support within

agreed frameworks and service standards. The HRD function, then, is not delegated to the HR department per se, but integrated into the work of the directorates. The director of the directorate is the accountable HRD manager and the line manager continues to be the person responsible for HRD, supported by an HRD expert, the HRDF (**Dutch observation**).

It needs to be added, however, that the HRDF should support the broader municipal management team to achieve their IDP objectives by providing a professional and effective service which will support line managers in achieving their defined HRD results. The HR department provides a support function working collaboratively and should have the following core competencies as illustrated in Figure 7.8

Competence	HRD performance
Communication	<ul style="list-style-type: none"> • Ensure open communication to stakeholders and organisational actors through a variety of media platforms (development of apps, websites, newsletters, social media) (Dutch observation). • Responds to telephone calls, emails and general HRD enquires timeously to accepted service standards (communicate the service standards to all stakeholders, e.g. all emails to be responded to within 24 hours). • Publishing HRD success on a variety of media platforms on a monthly basis (use a variety of social media platforms as well as showcasing the success of HRD in magazines, newspapers, journals and on the website) (Dutch observation). • Conduct regular information road shows and workshops on the HRD policies, procedures and practice (publish a booklet, posters, pamphlets, induction) (Dutch observation).
Innovative service delivery focus	<ul style="list-style-type: none"> • Ensure the municipality remains on the cutting edge of new HRD techniques, practice and research (employ continuous feedback, build development into the weekly or monthly meetings, partner with an academic institution and ensure that continuous development takes place) (Dutch observation). • Regular organisation of HRD activities that will inspire and motivate organisational stakeholders (organise an HRD festival, organise a day in your work, open career days).
Monitoring and evaluation	<ul style="list-style-type: none"> • Define acceptable HRD standards and service level standards. • Attend directorate meetings on a monthly basis. • Advocate for the inclusion for HRD to be a standing item on the monthly department agenda.

	<ul style="list-style-type: none"> • Monitor the implementation of HRD policies and practices. • Provide regular feedback to line managers on their HRD performance (weekly meetings, ensure coaching). • Communicate HRD performance findings to stakeholders (visual aids, emails, reports, meetings).
Proactive	<ul style="list-style-type: none"> • Regular scanning of the HRD environment and then ensuring that functional and collaborative competence is built into the system to ensure that the organisation is agile (showcase excellence through an awards programme) (Dutch observation).
Collaborative influence	<ul style="list-style-type: none"> • Actively supporting line managers and employees with the interpretation of HRD (meetings, coaching, workshops, seminars) (Dutch observation). • Defines the acceptable municipal HRD standards and service (adopt a HRD service charter) • Establish service-level agreements with directorate heads and ensure the regular review of the service standards (adopt a service charter, advertise through posters).
Stakeholder management	<ul style="list-style-type: none"> • Develops networks and coalitions with a range of stakeholders (research the external stakeholders, attend conferences). • Benchmarking the HRD practice to that of other municipalities (participate in forums and seminars). • Gain cooperation from stakeholders to share information and goals (solicit external support). • Continuously scanning the environment to identify the municipal HRD risks and to put in place mechanisms to mitigate the risks (read regular newspapers, join a professional network, encourage guest speakers to share experience).

Figure 7.8: HR department competence-performance outline

A competent functional HR department that is committed to performance is essential, but just as important is the employee's competence and responsibilities, which are often overlooked.

- **Employee**

Employees should be empowered to take control of, and responsibility for, their own efforts and achievements. Employees need to be self-motivated and cannot be forced to develop. An effective development culture will incorporate double-loop development, where employees question the reasons

for the occurrence of existing problems and find solutions that prevent the recurrence of future problems, and thus process development takes place.

Employees should have the following core competencies, as illustrated in Figure 7.9, that can be achieved through the suggested formal and informal development programmes, which will be included in brackets where considered appropriate.

Competencies	HRD performance
Communication (includes, verbal and listening skills)	<ul style="list-style-type: none"> • Able to express ideas and facts and opinions confidently through various means, e.g. presentations, in meetings, in teams (workshops, simulations, study circles). • Considers and responds appropriately to ideas expressed by others through listening (workshops, e-learning, job rotation, simulations, study circles, training in how to give feedback).
Flexibility	<ul style="list-style-type: none"> • The ability to adapt behaviour and working methods in response to new information, changing conditions or unexpected obstacles (think on his/her feet) (job shadow). • Remaining open to new ideas and open to change by not being set in one's ways and adopting a "one way of doing things" approach (coaching, mentoring, weekly meetings).
Conflict management	<ul style="list-style-type: none"> • Resolves conflicts, confrontations and disagreements positively and constructively through win-win solutions (training, workshops, seminars, skills programmes). • Not taking conflicts as personal (reflection meetings).
Innovative service delivery focus	<ul style="list-style-type: none"> • Understands the broad legislative mandate of the municipality (induction). • Committed to continuous improvement of services (weekly meetings, produce policy booklet, videos, roadshows). • Identifies more efficient and effective processes for achieving quality results for the organisation that lead to innovation (brainstorming with a facilitator).
Diversity and team dynamics	<ul style="list-style-type: none"> • Aware of cultural differences and being non-prejudiced by avoiding stereotyping (race, religion, gender, social status) (this

	<p>can be achieved through diversity training, workshops, seminars, working in mixed teams).</p> <ul style="list-style-type: none"> • Can work effectively within a team context with diverse members (develop a talent pool).
Self-Awareness	<ul style="list-style-type: none"> • Confident in own ideas, beliefs and abilities (role play, workshop). • Self-motivating and results (performance orientated). • Aware of own strengths and weaknesses. • Committed to lifelong development and being teachable. • Commits to action to accomplish goals (training, the establishment of development centre, life skills training, videos, e-learning, development of apps, rewarding employee performance, publishing case studies of success, storytelling).

Figure 7.9: Employee HRD competence-performance outline

Wriston (in Foulkes and Livernash, 1982:43) states that *“If you have the right person in the right place, you don't have to do anything else, but if you have the wrong person in the job, there's no management system known to man that can save the organisation”*. The employees and the HR department competence have been explained, but the line manager with delegated functions plays a central role in the collaboration.

- **The line manager**

Municipalities are not mystical hierarchies of authority where line managers lord it over employees. Rather, municipalities should be considered as communities of engagement, where every employee is respected and so returns that respect. To be a successful line manager, the line manager needs to be emotionally healthy and clear-headed. The line manager needs to have an understanding that managing is a complex social process that is achieved collaboratively. If the prevailing HRD culture is to be changed, then the dominant narrative should change to one of possibility and potential that lays the foundation for a new municipal HRD culture. The municipal management styles should reflect this belief. Line managers should be aware of their own limitations and have a convincing belief in the limitless potential of all the employees through the introduction of competency standards for municipal line managers (Block, 2009:31; Mintzberg, 2013:159, 175; Fourie, 2015:20).

The transfer of HRD duties to line managers is regarded as an important variable for effective implementation. The HR department and the line manager should form an effective partnership to ensure the operative implementation of HRD policies in the workplace. However, the HRD activities of effective line managers depend on the particular HRD programmes in which they are required to play a role. This could include off-the-job and on-the-job development programmes for employees (De Jong *et al.*, 1999:176).

In order for municipalities to implement HRD successfully, the HRD management functions need to be transferred (the development of the skills audits, personal development plans, developing and supporting the appropriate knowledge, skill, commitment and performance in employees, selection of development options in consultation with employees) to line managers with support from the HRDF (**Dutch observation**). The transfer of HRD functions to line managers has the ability to strengthen the municipal management, making it more effective (Drucker, 1974:302); however, there is a fundamental assumption that line managers have the competence to implement HRD policies and practices (MacNeil, 2001:248). The consequences of this assumption can be mitigated if the line manager answers the four fundamental HRD questions:

- My view of my employees? (Do I view them as having potential, or do I view them as empty vessels, and do I have to provide all the answers?)
- What HRD opportunities am I creating for employees? (Do I create opportunities for them to grow, do I challenge them to think, and do I create formal and informal opportunities for development?)
- How do I support the HRD opportunities of employees? (e.g. Are employees left to their own devices or are they actively experiencing my support as coach and mentor?)
- What support do I need from HR department advisors, colleagues and senior managers? (**Dutch observation**).

In order to achieve, support and sustain a HRD culture within municipalities, line managers should display the following competencies and assume the accompanying responsibilities:

- Showing role-modelling behaviours – The line manager should be a role model and there should be alignment between the actions of the line manager and what the policy states. Line managers should display facilitative behaviours, such as being caring (supporting, encouraging, approachable, reassuring), and keeping employees informed, being professional (standard setting, planning and preparing), advising (instructing, coaching, guiding and counselling), assessing (providing feedback and recognition), identifying development needs (skills audits), thinking (reflective or prospective thinking, clarifying), empowering (delegating, trusting), and showing awareness of cultural differences (actively strive to avoid stereotyping (race, religion, gender, social status, sexual orientation) (Beattie in Woodall, Lee & Stewart, 2004:76). The line manager should be able to identify competence strengths and gaps, meet regularly with teams and assist with the completion of the skills audits and the personal development plans of employees.
- Providing development opportunities – The line manager should play an active role in facilitating formal and informal development. This has the potential to make a significant contribution to the development of core competencies through establishing a knowledge-sharing environment where employees are encouraged to create and apply their explicit and tacit knowledge in problem-solving situations. The line manager should create a positive developmental environment. This he/she does by assuming the role of a motivator, who encourages the employee to break through their moulds and to discover their own potential (the line manager should be encouraged to enrol for a formal HRD course) (**Dutch observation**).

However, the line manager is not responsible for the employee's willingness to engage in the development process; rather, that responsibility rests with the employee, who will ultimately decide how to manage their own development process. The line manager alone cannot develop employees; instead, one of the key tasks of the line manager is to create an environment conducive to employees developing themselves. Employees should be provided with the space to develop and to take responsibility for their own development. In order to stimulate employee development, line managers should assume the role of

stewards of development processes, enabling groups in order to use improvisation as a form of development. The line managers in the primary instance, engage their employees to develop themselves. The line manager's main task should be to liberate and enable employees as opposed to the top-down false belief that the line manager can develop employees (Mintzberg, 2013:49) (**Dutch observation**).

- Building competence development into municipal management processes – As rule line managers should be able to facilitate employee development in order to develop new competencies that employees did not initially possess. One of the advantages of this development approach is that it contributes to municipal capacity building and improved performance (Brand, 2013:5). This the line manager does by considering the workspace as a space where formal and informal development are recognised and uses each opportunity as a development opportunity. This he/she does through assuming a coaching role (**Dutch observation**).
- Coaching should become a way of life for managers, as they align their actions with their beliefs. Good coaching marks the difference between an effective and an ineffective line manager. The line manager should therefore extend his coaching competence. Coaching and mentoring line managers should display distinct behaviours that include assisting employees to develop through coaching, actively creating a workplace that makes development, growth and adaption possible, and displaying a genuine interest in helping those with whom they work. The line manager develops plans and organises resources for implementation of development projects, monitors and evaluates the progress and outcomes of operational plans. The coaching line manager communicates honestly, is future focused and is genuine in relationships with employees. The line managers openly share information and experiences (through storytelling). The line manager can also play an active role in the development of the lower-level managers (supervisors) by delegating some authority down to line managers reporting to him/her; in that way the reporting line managers will experience being trusted and having their confidence boosted by knowing that the line manager sees

value in their contribution (**Dutch observation**).

- Acting as a development champion – The line manager acting as a development champion should resist the temptation of the behaviour of the traditional line manager, who relies on force or coercion; instead they should depend on their ability to influence, teach and question. They should actively work at creating a positive working environment by assuming the role of facilitative line manager for the development of the employees entrusted to their care (Hamlin et al., 2006: 306-307; Watson et al., 2006: 32).

They do this through their continued undertaking of ongoing professional development (group-based storytelling, in-house courses, planned experiences outside the municipality, external courses that are qualification or non-qualification based, role analysis). Peer management development programmes can assist the line manager, who is provided with an opportunity to share their experiences. This said, line managers have a key role to play to influence the effective implementation of development within the workplace. This is not a short-term exercise, but should be executed over an extended period. Line managers should adopt a results-driven approach to HRM. This implies that the manager remains accountable for results, which include managing the work/task processes, as well as the development of the employee (**Dutch observation**). The third component in the IMF-HRD, namely the HRD practice in Municipalities, is considered next.

7.5 HRD PRACTICE

A critical factor which will ensure that municipalities achieve their HRD objectives is the building of clear, reciprocal relationships that integrate HRD policies with effective practices. When the development programmes are relevant in municipalities, they will give rise to superior municipal and employee performance (MacNeil, 2001:246). For municipalities to increase their capacity to provide excellent services to their communities, it is imperative that they actively promote and implement HRD programmes for their employees (Mokale & Scheepers, 2011:127). Municipalities should therefore approach and implement HRD from multiple angles on the organisational and individual levels.

The Municipal HRD programme should be attractive enough and should indicate the municipal commitment to innovation and new ways of practising HRD. The practice of lifelong development should be embraced by the municipality and effectively implemented. Municipalities should recognise and implement formal and informal development programmes in order to enable employees to gain competencies which the organisation has identified as being important to its success, within the context of the Human Resource Development Plan (elaborated on later). The practice of HRD in municipalities should take place on a multidimensional level (formal and informal) in the workplace.

- **Formal development**

Formal development (education, training, coaching and mentoring) was explained in Chapter 2 and the evaluation in Chapter 6 indicated that training is the most recommended popular development instrument that municipalities use. However, municipalities will have to become more creative in their approach to HRD.

They should introduce tailor-made specific development courses that lead to recognisable competencies and move away from the popular notion of “training for the sake of training” that is geared to keeping employees busy. Municipalities should make a concerted effort to ensure that employees are competent in their posts through introducing and encouraging employees to commit to life-long development. This they can do through accessing e.g. universities, community colleges, private accredited providers, RPL, apprenticeships and learnerships.

Through the formal development approach, employees have an opportunity to progress in their careers and this will increase worker mobility. In addition, the Municipality should use coaching and mentoring programmes in order to ensure that post formal development takes place (See Figure 7.9). As explained earlier, the coaching and mentorship competence of the line manager is important in formal development. As stated earlier, development does not just take place formally, but informal development should be considered by municipalities as a viable development option.

- **Informal development**

The use of informal development in the workplace, through the facilitation of continuous development in workplace teams, could provide a means of achieving integration between municipal strategy (IDP) and HRD processes to meet the demands of continuous development in municipalities. Options of including informal development include, on-the-job peer development through case studies, storytelling, informal coaching (through a buddy system, partnering more experienced colleagues with one another), attending meetings, a dedicated team that takes responsibility for brainstorming with colleagues, organising “a day of your work” that allows other employees to gain insight into defined jobs, conducting action research, the use of new social technologies to promote how to work better and smarter (e.g. Facebook, Twitter, LinkedIn, apps) and development logbooks should be considered (**Dutch observation**).

Informal development should be included in the daily experience of the department. Departments normally have weekly meetings and these meetings can be used as an ideal platform to ask development questions (“What did we learn this week?”). By recording the development, the directorate departments can keep track of the developmental progress. Informal development should be more readily employed in municipalities. Approaching and recognising HRD from multiple angles have implications for how HRD is practised, since informal development is not recognised in the workplace skills plan nor in coaching (formal development).

7.5.1 Human resource development plan (HRDP)

South African municipalities are legally bound to submit a WSP for the development of human resources to the LGSETA on an annual basis. The problems of the WSP were highlighted in Chapter 6. For these reasons the WSP should be replaced by a broader concept, namely the human resource development plan (HRDP). Employees from the lowest to the highest rank, therefore, have an important role to play in the practice of HRD through the active participation in the HRD process that determines the strength and effectiveness of the overall municipal system (Mokale & Scheepers, 2011:121-127). For HRD policy to be effectively implemented and to move the municipality beyond mere compliance, the HRDP flow diagram in Figure 7.10 illustrates the practical application of HRD in a municipality. The HRDP flow

diagram has 3 distinct phases and 5 indicators:

- Development of the HRDP (communication, analysis, approval of human resource report).
- Implementation of the HRDP (implementation of development programmes).
- Annual human resource development report (monitoring and evaluation).

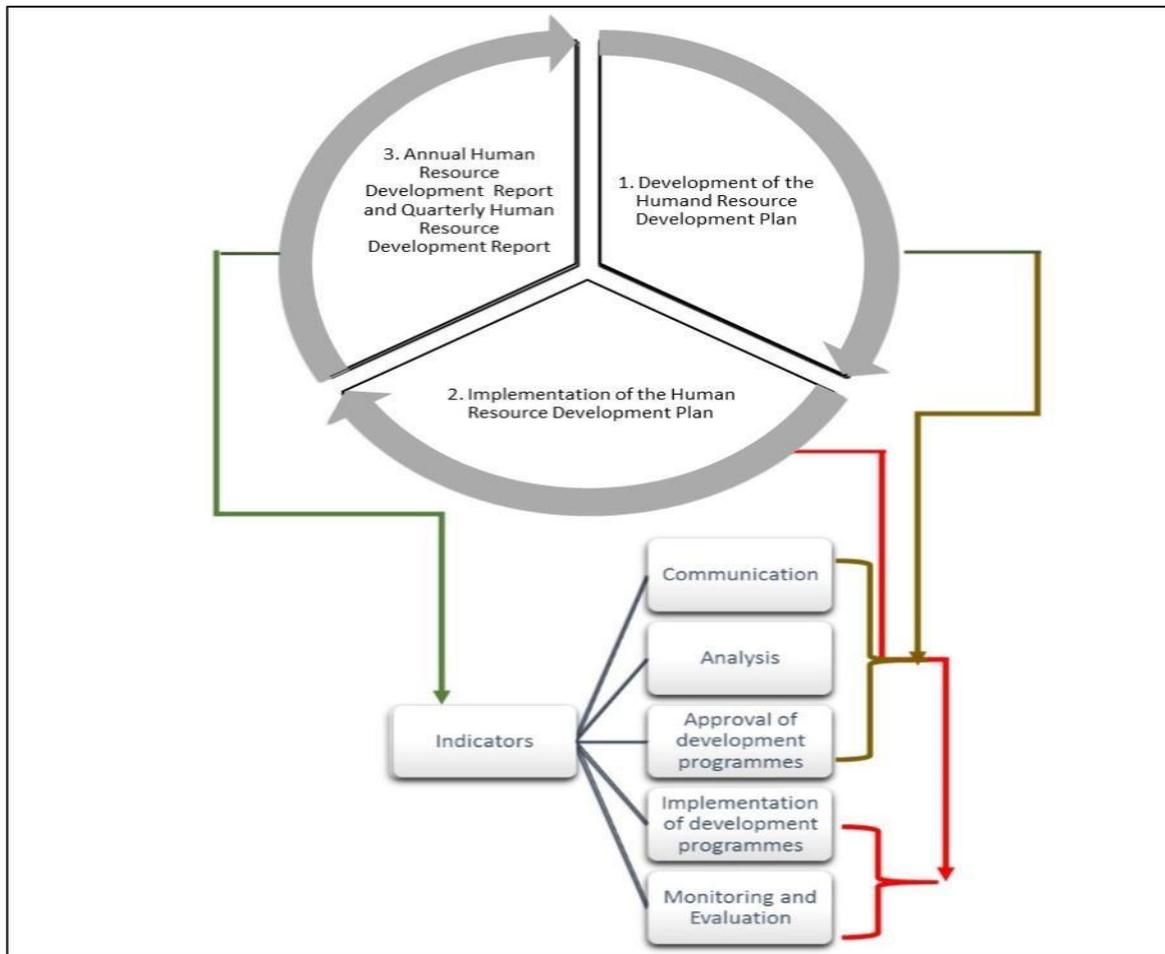


Figure 7.10: HRDP flow diagram

- **Communication and awareness (Development of the HRDP)**

The entire HRDP process is dependent on effective communication and the raising of awareness amongst the stakeholders. Communication and awareness raising are critical to successful implementation of HRD, together with continuous feedback to stakeholders (as identified in Figure 7.2). The stakeholders should be informed of the HRD policies (their rights and responsibilities) through internal newsletters and a variety of multimedia platforms that could include social media and posters. The preferred style of communication, however, should be face-to-face communication such as announcements by the senior managers, workshops,

departmental roadshows, industrial theatre, video question-and-answer sessions, since they allow for human interaction. The HRD policy implications as well as the consequences, the risk and rewards of not following the policies and procedures should be communicated (**Dutch observation**).

The second indicator in the first phase is analysis.

- **Analysis (Development of the HRDP)**

The analysis indicator in the development phase starts with a number of analytical questions that should be answered by the municipality with the assistance of the HRDF. What is the strategic direction of the municipality? Does the municipality have the competent employees per department? What are the competence gaps per employee in the department? What are the competence strengths per employee in the department? How can the competence gaps be filled?

The answer to the qualitative and quantitative analysis should lead to a municipal competence matrix. A matrix approach (**Dutch observation**) should be able to provide the municipality with a synopsis of the current employee competencies in relation to competence gaps that is matched to the future competence needs as identified in the municipal strategy (IDP). In this way, municipal competency planning is achieved with the line managers performing a central role through their active involvement. In this way “training for the sake of training”, or “busy training” is rejected. The competency-based functions/job descriptions are useful as employees are able to develop competencies in terms of their functions. All functions/jobs should be linked to competency sets, and line managers and employees should be presented with opportunities to grow their competencies (**Dutch observation**).

This dual approach to HRD allows the employees to enhance their capacity to become more competent, effective and productive. Through the appropriate employee development and feedback linked to the compensation and rewards system, employee performance may be improved. This should include identifying a competency matrix for all job classifications, performance standards and evaluation methods used to enhance employee and municipal performance (Gilley & Gilley, 2002:37; Hart, 2015:1; Hattingh, 2014:42; (**Dutch observation**)).

The competence gaps as identified in the analysis should be addressed in multiple ways – either through the formal route (a qualification, recognition of prior learning (RPL), coaching and mentoring, or through work-integrated development, learnerships, skills programmes and/or apprenticeships), or informally (learning by doing) (SALGA, 2012). The choice of development path should be concluded between the line manager and the employee.

The analysis phase should have as an output a personal development plan (PDP) per employee. The PDP is particularly useful in that it serves as a tool that line managers can use to develop and motivate their employees, since employees will have a clear development plan that will assist with planning and budgeting for HRD in the municipality. The end result of the analysis phase is a clear identification of HRD programmes that the employee can embark on.

This leads to the approvals phase.

- **Approval of development programmes (Development of the HRDP)**

All employees should be encouraged to participate in lifelong development programmes that are informed by the current and future municipal strategic needs (quantitative and qualitative analysis). Once the analysis by the line manager is concluded per employee in the directorate with the necessary professional support from the HRDF, the directorate HRDP should be integrated into a comprehensive municipal-wide HRDP that is followed by an HRD budget implementation plan (similar to the IDP Service Delivery Budget Implementation Plan). This process takes place in a consultative way through the consultative committee (this is elaborated on later). The HRD plan and the HRD budget implementation plan should then be signed off by the municipal manager, who is the accounting officer. This approval of the development programmes phase is concluded in collaboration with the employee, then the HRDF and the line manager, who has included in his/her key performance areas service delivery outputs (IDP) as well as HRD outputs (HRDP). Next would be to consider the implementation step.

- **Implementation of human resource development programmes (Implementation of the HRDP)**

The implementation of the development programmes is then conducted throughout the municipality, with the support of the identified stakeholders and driven primarily by the organisational actors. Line managers perform a leading role together with the HRDF and employees in the effective implementation of development within the workplace. This can be considered the action phase of the HRDP process. The department HRD plans are known amongst the stakeholders, with heightened interaction between the HR department and the line manager in consultation with the employees. Every department should know who the identified candidates for development are. The potential HRD service providers (internal or external) should be informed well in advance, since this process often takes long and can hamper effective implementation (Engelbrecht, 2014:Interview).

In the public sector some organisations have opted to make use of their own training academy with its own internally developed material. This is something that should be considered by municipalities, since it will ensure standardisation of implementation, through building in-house capacity to train, coach and mentor employees under the expert guidance of the HR department. The phase should be marked by open communication and should be well planned and coordinated by the HR department in close consultation with the line managers, who in turn should communicate openly with their teams. The results of the HRD interventions should be known from the start to ensure the effective monitoring and evaluation of the process.

- **Monitoring and evaluation (Implementation of the HRDP - Annual development report)**

The management function of control was emphasised in Chapter 2. It is important for the HRD programmes to be continuously monitored. This should be conducted through participatory monitoring and evaluation techniques that have a focus of addressing the particular HRD problems facing municipalities and the resulting action should be used as a tool to bring about system and municipal change, thus improving the quality of HRD practice of the municipality (Bless *et al.*, 2013:57).

Municipalities should decide on an evidenced-based monitoring and evaluation framework in consultation with the stakeholders through the 4 evaluation questions (see Figure 7.11)

The question	Outcome
What happened?	A systematic qualitative and quantitative assessment of HRD performance and performance trends based on empirical evidence is presented at a departmental level of the municipality.
Why did this happen?	A diagnostic analysis based on provisional explanations of actions and what these action cause in terms of results related to increasing or decreasing HRD performance and what are the consequences?
What can be learnt from this?	The HRD lessons learnt give rise to improved individual and municipal development and improvements in the system, through the open communication and application of the lessons learnt.
How can the development be built back into the system?	The HRD quality is improved, resulting in continuous performance improvement

Figure 7.11: Monitoring and evaluation framework (Hamlin, 2007a:42-57; Hamlin, 2007b:95-119; Brand, 2013:9)

Hamlin (2007:4) argues that grand HRD plans and strategies that are not backed up with evidence (monitoring and evaluation) are futile. Empirical evidence and best practice should be used to inform current and future HRD decisions. This will assist in ensuring that the municipal HRD programmes are informed by practice of what works best in a given context. This will require the continued collection of evidence to aid the HRD culture. The outcomes of this HRDP process are that:

- A development culture permeates the municipality, premised on a dynamic working relationship between line managers, HR department and employees;
- HRD is jointly owned by line managers, employees and the HR department;
- HRD planning and implementation are experienced throughout the municipality, with evidence to support them;
- HRD is linked to the IDP (strategic developmental plan of the municipality); and
- HRD is no longer viewed as compliance-driven, but as an enabler to implement the municipal strategy.

It is clear that the HRDP process is a dynamic one that unfolds in an integrated way, involving an array of stakeholders with different areas of responsibility. The organisational actors perform a central role throughout the HRDP process as illustrated in Figure 7.12.

Step	Activities (How)	Who
Communication and awareness raising	<ul style="list-style-type: none"> • Inform. • Empower. • Engage. 	HR department (HRDF) with line manager support and employee representatives.
Analysis	<ul style="list-style-type: none"> • Conduct departmental competence gap analysis. • Develop individual development plans. 	Line manager, HR department (HRDF), and employee representatives.
Approval of development programmes	<ul style="list-style-type: none"> • Research the best strategies to address the competence gaps. 	Municipal council, line manager with HR department (HRDF) and employee representatives.
Implementation of development programmes	<ul style="list-style-type: none"> • Implemented formally and informally in order to address the competence deficiencies in the municipality. 	Line manager with HR support (HRDF).
Monitoring and evaluation	<ul style="list-style-type: none"> • Decision on an evidence-based monitoring and evaluation framework for the Municipality 	HR department (HRDF), line manager and employee representatives

Figure 7.12: HRDP organisational actor summary

The HRDP should have a 5-year lifespan, but it should be reviewed annually (against the employee performance appraisal and changing context) in line with the IDP. The HRDP should set the internal development framework and the IDP the external development framework. There should thus be greater alignment between these processes. The HRD plan should be subjected to the same council scrutiny as the IDP.

7.6 INTERNAL DEMOCRACY

The level of internal democracy in municipalities should be measured in two ways.

In the first instance, the municipality should be viewed as a development community, whose employees cooperate and support each other in development. In this chapter it was argued that line managers and HRD department have a coaching, facilitating and supporting role to play, but the employees should be able to organise their self-directed development. The development path chosen by the employees should be deliberate and employees should have a direct say in their development (thus affirming the learning network approach to development in the workplace). Line managers should realise the negative consequence of forcing employees to undertake HRD activities in which they don't have a say, or that they think may not benefit them. There should be no difference in approach and motivation of employees with high skills vs. employees with lower education levels, but that does not mean that lower-skilled employees should be spoon-fed when it comes to accessing development opportunities. When the development programmes are relevant, they should as a matter of course give rise to superior municipal and employee performance (MacNeil, 2001:246).

The second indicator of internal democracy can be measured by the level of participation of the stakeholders and organisational actors in the consultative committees. The delegation of HRD responsibilities to the directorates has been explained. But without the active participation of the organisational actors and stakeholders (in particular the trade unions to encourage their members to participate in the HRDP and HRD programmes) in the consultative committees, the HRDP process becomes void. At every directorate (bigger municipalities) an HRD consultative committee should be in place with the task of monitoring and evaluating HRD implementation. This committee is the consultative body tasked with overseeing HRD in the workplace and should explore broader issues of Municipal competence development. Members of this committee should be democratically elected onto this body and serve a minimum term of three years in order to ensure continuity. The consultative committee should ensure that they communicate regularly with their constituencies through a variety of media platforms. In this way the unique work contexts of the directorates are taken into account and do not get

lost in the broader system. The consultative forum should be set up with clear terms of reference and should be constituted from all the stakeholders. Smaller municipalities may decide to deviate from this and opt to have just one consultative committee. However, measures need to be put in place (e.g. compulsory monthly departmental HRD meetings) to ensure that department-specific HRDPs are developed and that consultation takes place.

Management should not view internal democracy as a nuisance factor and delegate it to the HRDF; rather it should be considered as a tool to achieve municipal goals and the participation of all stakeholders. It requires line management attention and must be designed as an integral part of the HRD plan. The organisational actors should be totally committed to HRD and internal democracy, and show an honest interest in the HRD. This cannot and should not be delegated to the HR department nor the HRDF (**Dutch observation**).

The final component of the IMF-HRD namely stakeholder support, is considered in the next section.

7.7 STAKEHOLDER SUPPORT

The specific roles and competencies of the organisational actors have been explained as well as the consultative committees and the role that the trade union should play. The roles of SALGA, the LGSETA, shared service centre (district municipality) and senior management (the municipal manager and the senior management team together with the municipal council are collectively referred to as senior management) are described.

- **SALGA and the LGSETA**

The roles which SALGA and the LGSETA (outside agencies) play in supporting the HRD efforts in the municipality were explained in chapter 4. The limitations of their support were highlighted in Chapter 6. The IMF-HRD is reliant on these two bodies to play a much more coordinated role in support of the HRD efforts. In essence, they are external knowledge partners to municipalities. Knowledge can be considered the currency of the IMF-HRD. Whereas information and data inform organisational

actors, knowledge is the application and the interpretation of the data, combined with the understanding and capabilities that are active in the minds of employees. Knowledge should guide action, as the receiver of data has to interpret the data together with the shared experience and understanding of others. In this process, new knowledge is generated and the possibility of new shared knowledge is created. Collaboration should lead to the creation of new knowledge that would not have been possible if municipalities acted in isolation.

SALGA and the LGSETA as external bodies should act to assist municipalities by remaining on the cutting edge of policy and practice, through ongoing research and then communicating that research back to municipalities (creation of new knowledge). Through this research, innovation and the development of new knowledge to support HRD policies and practice becomes the hallmark of HRD. Best practice is shared and there should be understanding that a “one size fits all” approach to HRD does not work; contexts differ and knowledge is created all the time in the community of practice. Decision-making is therefore based on professional prudent empirical evidence and the development built back into the municipal HRD management system (**Dutch observation**).

The role of SALGA and the LGSETA as knowledge partners to effect competence development in municipalities should not be underestimated. They should perform this role together with other agencies, e.g. the South African Board for People Practices (SABPP) (2013), which advocates for HRD standards to ensure that the Municipality can benchmark their HRD practices through regular HRD audits. The HRD standards are stated below and should be considered:

- Create an occupationally competent and engaged workforce which builds municipal capability that provides employees with opportunities to develop new competence;
- Focus HRDP on improving employee’s ability to perform and achieve municipal objectives and provide the means for measuring the impact of development interventions;
- Support and accelerate competence development in employees;
- Create a development culture and environment that enables optimal individual,

team and municipal development and growth in competencies and behaviour;

- Ensure development is a catalyst for continuous improvement, change and innovation.

The external bodies agencies should ensure a focused programme on an intervention, e.g. the issue of *Why RPL is not successfully implemented in South African municipalities*. This will involve all stakeholders in order to communicate to the stakeholders of what works and what does not work. The external bodies should support the HRD efforts of municipalities at all levels as they strive to be creative in their HRD approach. New technologies and knowledge should be embraced and the external bodies should be on the cutting edge of new HRD practice, e.g. the games, interactive websites, publishing of case studies, publishing of magazines, facilitating discussion forums, publishing a legislative calendar, tools and applications (apps) as well as the use of social media to enhance development through ongoing research. The current funding model should be reconsidered to reward those municipalities that are innovative in their approach to HRD through making available additional resources (**Dutch observation**).

- **Shared Service Centre (SSC)**

In order to address HRD in under-resourced municipalities, a shared service centre approach should be adopted. In terms of applicability, a district municipality in the South African context would typically deliver an HRD service to the local municipalities in the district. This would imply that a shared service centre (SSC) be positioned in 'sister' municipalities and deliver HRD services under the discipline and guidance of the SSC. In this way HRD alignment and standard setting can then be achieved on a district level. Through positioning HRD in the district municipality, knowledge can be shared with the broader municipal community. The greatest potential benefit is the pooling of HRD knowledge as the HRDFs have the opportunity to tap into each other's networks, knowledge, research and experience. In addition, the SSC should offer specific capacity-building interventions that ensure the in-house capacity building of the staff. The SSC should be equipped with its own central HRD specialists, who should include coaches, mentors, trainers and researchers that offer quality HRD services throughout the district. This will add to cost saving. The guidelines for shared service are also applicable to bigger municipalities (**Dutch observation**).

- **Senior management**

For the IMF-HRD to succeed there should be a change in senior management behaviour, support and attitude. All too often senior management “talk the walk, but do not walk the talk”. They know the vision by heart and know all the right clichéd phrases, but they fail to support and reward the efforts of departmental line managers. The senior managers should show a sincere interest in the HRD responsibilities of line managers by acting as role models and by explicitly rewarding investment in line managers. This by implication means that management development should receive first priority (**Dutch observation**).

The senior management team should have a conceptual understanding and appreciation of working collaboratively and the benefits of doing so. This can be achieved by line managers if they subject themselves to development opportunities through deliberately attending seminars, discussion forums and making a concerted effort to engage the HRDF at the directorate level. One way to achieve this is to motivate for senior managers to attend a course such as HR for non-HR managers (similar to the generic finance for non-finance managers’ course). This could and should be extended to all line managers, HR department and employee representative bodies.

7.8 THE IMF-HRD VALUE PROPOSITION

In order for Municipalities to create internal value they have to manage their human resources well. The IMF-HRD as illustrated is a viable implementation framework that will place municipalities on a different HRD trajectory. The IMF-HRD rests on the effective management of 5 components, namely municipal policy, the organisation of the HRD function, the HRD practice, internal democracy, and support from the organisational stakeholders.

However, for the IMF-HRD to succeed, it will require that the context of the municipality be taken into account. The evaluation in chapter 6 pointed out that there is a difference between bigger and smaller municipalities. Smaller (rural based) municipalities have less qualified people working in the municipality since highly qualified employees are likely to be attracted to seek opportunities

in bigger and better paid municipalities. There is also a difference in the competence of the HR departments since in many instances bigger municipalities work with more complex problems. In smaller municipalities there are also less promotion opportunities and this may make employees disillusioned.

In the IMF-HRD the core organisational actors work through a structured triad approach that is premised on the collaborative and functional competence of the core organisational actors. This then leads to a change in the HRD culture of municipalities, since the municipality has shifted from an output (compliance) to an outcome (internal and external perception of value) municipality.

The value of IMF-HRD for the municipalities can be summarised as follows.

- In the IMF-HRD the relationship between the HRD policies and practice is made explicit. For the municipal council (the employer) the policy sets in place a long-term vision that supports the strategic drivers of the municipality (the IDP) and prepares the municipality for the current and future competent needs. The policy makers (coalition of stakeholders and core organisational actors) are clear on the rewards and sanctions for compliance and non-compliance to the policy and uncertainty is eradicated. The adopted municipal HRD vision and ethical values are known and shared, thereby ensuring ownership in the policy-making process.
- The functional organisation of HRD is organised within the directorates, which leads to better communication between the organisational actors. This results in organisational savings in terms of resources and energy, and a better understanding between the organisational actors. The HRDF has a focused approach and ensures the integration of HRD outputs and outcomes, which positions the municipality for superior performance. The HRDF supports employees and the employer to better understand the HRD legislative and functional fields through ensuring that development is celebrated. In this instance new HRD knowledge is created that informs the broader HRD field. The organisational actors have undergone a mind-set change (paradigm shift) in the way HRD is organised that is applicable to smaller and bigger Municipalities.

- The HRD practice is approached from a multidimensional level. The municipality recognises and rewards formal and informal development through the HRDP. The municipality has adopted a specific innovative focus on development. Development is entrenched in the daily actions of employees in a development culture that applauds innovation. The line manager as the lead enabler focuses on creating an enabling environment for development that allows employees also to make mistakes, but to use mistakes as a way to develop and learn. The HRD practices of the municipality are focused on building recognisable competence in employees.
- The internal democracy is enhanced through the participation of employees in their own development. The employees are engaged and motivated to go beyond the confines of their job descriptions, which results in an increase in motivation and productivity by employees, which in turn leads to an improvement in employee morale. The communication is enhanced through the regular communication of the HRD benefits and success that is based on evidence and built on ethical practice. The workplace is characterised by its transparency, with regular and frequent communication. The collaboration leads to the organisational actors understanding one another better. The workplace has become more democratic and the participation of employees in development is authentic.
- The value of stakeholder support is experienced on two levels, namely internal and external support. The stakeholders are all committed to continuous improvement by supporting the HRD efforts of the core organisational actors. This is a result of the development culture that continuously questions current existing HRD practices. This in turn leads to new knowledge that will influence and inform practice. Because of the openness and transparency, the stakeholders also handle conflict better. The external stakeholders recognise that each stakeholder brings to the table knowledge and experience that is beneficial. The shared service model is premised on the pooling of HRD services, which is beneficial to specifically the organisational actors. Line managers, who are at the centre of the development, are actively supported by senior managers and the HR department to be able to perform their roles optimally, which gives rise to a multidimensional approach to HRD.

7.9 CONSIDERATIONS FOR BIGGER AND SMALLER MUNICIPALITIES

In order for the IMF-HRD to be effectively implemented the implementers need to take into consideration the context of bigger and smaller municipalities. The following factors need to be taken into consideration;

- Smaller municipalities are not as well resourced as the bigger municipalities.
- Smaller municipalities may find it difficult to attract the employees with the right competence set.
- HRD takes time and in the short term smaller municipalities may sacrifice HRD of internal employees and rather appoint employees with the right competence from outside.
- The HRD competence of line managers in smaller municipalities may differ than that in bigger municipalities.
- Smaller municipalities offer less promotion opportunities than bigger municipalities.

All of these factors need to be considered if the IMF-HRD is to succeed in municipalities.

7.10 CONCLUSION

An Integrated Management Framework for Human Resource Development (IMF-HRD) is dependent on the Municipality adopting an approach called the Triad approach to implement the framework. In this approach the organisational actors work collaboratively, with the organisational actors having the competence and performance commitment to change the HRD culture in municipalities.

A human resource development plan presents a comprehensive implementation approach to ensure that all employees and the organisation stand to benefit. Human resource development implementation is undertaken with the human resource development facilitator playing a central role. In this framework the employees are not passive recipients but participate actively in the process, thereby entrenching internal democracy. At the centre of the Integrated Management Framework for Human Resource Development (IMF-HRD) is a set of ethical values. Municipalities should therefore invest resources (time, budget), redefine roles and implement the

recommended structural changes to ensure that an enabling human resource development environment is created.

In the words of Mintzberg (2013:172): *There is nothing so powerful, or so natural, as engaged (organisational actors) managers who are committed to developing themselves, their organisations and their communities.*

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APPENDIX A: HRD Practices in Dutch Gemeentes (municipalities): Open ended questions

1. The organisational structure and strategy

- Explain the organisation in terms of structure
- The number of employees
- Management span of control
- Management layers
- Role expectation of the different layers

2. What are the current human resource challenges of the *gemeente*?

- Describe the workforce in terms of skills level
- What are the challenges for people in the organisation?

3. Do you have a human resource development policy?

- What does the policy statement say about people?
- How is Human resource management understood in the organisation visa vie human resource development

4. How is human resource development practiced in the organisation?

- What is done for people development, give practical examples
- Who makes decisions in terms of development opportunities

5. Indicators for development

- Budget spent on development
- Reporting and how is this monitored
- Do you report to outside agencies?

6. Organisational Managerial behaviour

- Is there a management philosophy and a Dutch style of management?
- What is the role of line managers in human resource development?
- Is management performance on people management sanctioned and rewarded?
- Is there a link with performance appraisal?
- Explain the process of the beoordeelings gesprek and the funksioneerings gesprek
- Do you regard the latter as effective?
- Is the POP implemented
- Employment equity and diversity management? What is expected from managers?

7. Internal Democracy

- How is internal democracy practiced and understood in the organisation?

APPENDIX B: Questionnaires**HRD Practitioner: Questionnaire**

Please complete the information below with an X

CATEGORY OF EMPLOYEE	
LINE MANAGER/SUPERVISOR (OTHER EMPLOYEES REPORT TO ME)	
HRD SPECIALIST (I AM IN THE HR DEPARTMENT)	
EMPLOYEE (HAVE NO OTHER EMPLOYEE REPORTING TO ME)	

GENDER	
FEMALE	MALE

AGE: _____

I HAVE BEEN EMPLOYED BY THE ORGANISATION FOR: _____

EDUCATIONAL LEVEL	
I HAVE A MATRIC CERTIFICATE	
I DO NOT HAVE A MATRIC CERTIFICATE BUT HAVE ATTENDED VARIOUS COURSES	
MATRIC CERTIFICATE WITH A DIPLOMA	
MATRIC AND UNIVERSITY DEGREE	

Definitions:

HRD - Human Resource Development

HR - Human Resource

MHO - Menslike Hulpbron Ontwikkeling

Please note that some questions indicate why – they are optional

Let asb dat dat sommige vrae vra Hoekom- hierdie vrae is optioneel

Please read the statements below and indicate your preference with an X.
1= TOTALLY AGREE. 2= Partially agree. 3 = Partially disagree. 4 = FULLY DISAGREE

1. HRD Organisational Context/MHO en Organisasie Konteks		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	Our workforce is skilled and literate Ons werkers is vaardig en geletterd				
2.	Money and time is not a problem as far as HRD is concerned. Geld en tyd is nie 'n problem wanneer dit kom by MHO.				
3.	Our workforce is ageing. Ons werkskorps is besig om te verouder.				
4.	We have an above average staff turnover. Ons het 'n bogemiddelde personeel omset.				
5.	Changing technology requires that employees need new competence (skills, knowledge and attitudes) to be able to do their work more effectively and efficiently. Die veranderende tegnologie behels dat werkers nuwe bevoegdhede (vaardigheid, kennis en houding) moet hê om hul werk meer doeltreffend te kan doen.				
6.	Employee development is a priority in this organisation. Werker ontwikkeling is 'n prioriteit in ons organisasie.				
7.	My organisation is aware of the changing nature of work. My organisasie is bewus van die verandering in die manier van werk en om arm nuwe maniere van werk.				
2. HRD Policy/HRD Beleid		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	We have an HRD policy in the organisation. Ons het 'n MHO beleid in plek.				
2.	The HRD policy allows employees with adequate (time and money) opportunities to develop in the workplace. Die HRD beleid bied voldoende (tyd en geld) geleenthede vir werkers om te ontwikkel in die werks plek.				
3.	The HRD policy addresses the qualifications gap of employees. Die MHO beleid spreek die kwalifikasie gaping aan van werkers.				
4.	The HRD policy ensures that employees are provided with opportunities in line with the overall strategic plan of the organisation. Die MHO beleid skep ruimte vir werkers om te ontwikkel in lyn met die algehele strategiese plan van die organisasie.				
5.	The HRD policy is reviewed and updated regularly Die MHO beleid word gereeld hersien en opgedateer.				

6.	Recognition of Prior Learning (RPL) is a policy in our organisation. RPL is 'n beleid in ons organisasie.				
7.	My organisation has a long term HRD policy perspective (5 – 10 years). My organisasie het 'n lang termyn MHO beleid perspektief (5 – 10 jaar).				
3. HRD Practice/HRD in Praktyk		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	The HRD policies are implemented effectively in the workplace through the workplace skills plan. Die MHO beleid word effektief toegepas in die werks plek deur die "workplace skills plan". Why/Hoekom? _____ _____ _____				
2.	The HRD policies allow opportunities for employees to apply newly acquired competencies (knowledge, skills and attitudes). Die MHO beleid laat werkers toe om hulle nuwe bevoegdhede (kennis, vaardighede en houdings) toe te pas. Why/Hoekom? _____ _____				
3.	Our organisation does training for the sake of training In ons organisasie word opleiding gedoen ter wille van opleiding. Why/Hoekom? _____ _____ _____				
4.	What the organisation states in the HRD policy, it does in practice Wat in die MHO beleid voorkom word in die praktyk toegepas. Why/Hoekom? _____ _____				
5.	Recognition of Prior Learning (RPL) is practiced in our organisation. RPL word toegepas in ons organisasie.				
6.	The workplace is a site of learning and development				

	Die werksplek is 'n plek van leer en ontwikkeling.				
7.	Die HRD practice of our organisation is closely linked to the achievement of relevant qualifications of employees				
	Die MHO praktyk van ons organisasie is nou gekoppel aan die bereiking van kwalifikasies van werkers.				
	Why/Hoekom?				

4. HRD Preferences/MHO Voorkeur		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	Training is the most effective way to develop employees.				
	Opleiding is die mees doeltreffende manier om werkers te ontwikkel.				
	Why/Hoekom?				

2.	Informal on the job training is the most effective way to develop employees.				
	Informele opleiding in die werks plek is die mees doeltreffenste manier om werkers te ontwikkel				
	Why/Hoekom?				

3.	Learn by doing the most effective way to develop employees				
	Leer deur te doen, is die mees doeltreffenste manier om werkers te ontwikkel				
	Why/Hoekom?				

4.	Coaching is the most effective way to develop employees.				
	Afrigting is die mees doeltreffendste manier om werkers te ontwikkel.				
	Why/Hoekom?				

5.	Managers participate in HRD activities that leads to qualifications Bestuurders neem deel aan MHO aktiwiteite wat direk lei na kwalifikasies. Why/Hoekom?				
6.	Employees other than managers participate in HRD activities that do not lead to qualifications (busy training). Werkers, anders as bestuur neem deel aan MHO aktiwiteite wat nie lei na kwalifikasies (besige opleiding). Why/Hoekom?				
5. HR Department Performance/HR Departement Prestasie		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	The HR department delivers a prompt service. Die MH department lewer 'n flink diens Why/Hoekom?				
2.	The HR staff is approachable and knowledgeable subject matter experts Die MH personeel is toeganklik en kundige vakkundge spesialiste.				
3	Employers and line managers often consult the HR department when they are in doubt about HRD matters Werkers en Lynbestuurders raadpleeg dikwels die MH departement, wanneer hulle twyfel oor MHO sake				
4.	The HR department understands the unique context of the work of the different departments in the municipality Die MH departement verstaan die unieke konteks van die werk van die verskillende departemente in die munisipaliteit				
5.	The HR department is too far removed from the day to day challenges of the context of work in other departments				

	Die MH departement is te ver verwyder van die dag-tot-dag uitdaging van die werk konteks in ander departemente				
	Why/Hoekom? _____ _____				
6. HRD Responsibilities/MHO Verantwoordelikhede		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	HRD is the responsibility of the HR department MHO is die verantwoordelikheid van die HR departement. Why/Hoekom? _____ _____ _____				
2.	HRD is the responsibility of the employee. MHO is die verantwoordelikheid van die werker. Why/Hoekom? _____ _____ _____				
3.	Line managers are managers with HRD responsibilities Lynbestuur is bestuurders met MHO verantwoordelikhede Why/Hoekom? _____ _____ _____				
4.	HRD is the joint responsibility of the HR department, employee and the line manager. MHO is die gesaamentlike verantwoordelikheid van die MH departement, werker en lynbestuurder. Why/Hoekom? _____ _____ _____				

7. HRD and Management Collaboration/MHO en Bestuur Samewerking		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	The HR department and line manager act as partners in achievement of HRD objectives				
	Die MH departement en lynbestuurder tree op as vennote in die bereiking van MHO doelwitte				
	Why/Hoekom? _____ _____ _____				
2.	Line managers have the competence (knowledge, skills and attitude) and understand what needs to be done to support the development of the employees in the workplace.				
	Lynbestuurders het die bevoegdheid (kennis, vaardighede en houding) en verstaan wat gedoen moet word om die ontwikkeling van die werkers in die werkplek te ondersteun.				
	Why/Hoekom? _____ _____ _____				
3.	The line manager is a facilitator of learning and development.				
	Die Lynbestuurder is 'n fasiliteerder van leer en ontwikkeling				
	Why/Hoekom? _____ _____ _____				
4.	The HR department are advisors and not deciders of HRD				
	Die HR departement is adviseurs en nie besluitnemers van MHO.				
5.	Line managers receive adequate support from the HR department (training, coaching, mentoring, and advice) to be able to perform HR roles.				
	Lynbestuurders ontvang voldoende ondersteuning van die HR departement (opleiding, afrigting, mentorskap, raad) om hulle in staat te stel om hul MH rolle uit te voer.				

Why/Hoekom?					
8. Management Challenges/Bestuur Uitdagings		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	Line managers receive sufficient support from their manager (training, coaching, mentoring, and advice) to be able to perform HR roles. Lynbestuurders ontvang genoegsame ondersteuning van bestuur (opleiding, afrigting, mentorskap, advies) om hul MH rolle te vertolk. Why/Hoekom?				
2.	The workload of line managers does not allow them to actively support learning and development of employees (regulatory compliance) Die werklading van lynbestuurders laat hulle nie toe om aktief die leer en ontwikkeling van werknemers te ondersteun nie. Why/Hoekom?				
3.	Line managers are coaches and mentors for employees. Lynbestuurders is afrigters en mentors vir werknemers Why/Hoekom?				
4.	Line managers regard the skills audit as an important tool to determine competence gaps in employees. Lynbestuurder beskou die vaardigheids oudit as 'n belangrike instrument om bevoegdheids gapings te bepaal in werkers .				
5.	Line managers are actively involved in the development of the personal development plan (PDP) of the employees.				

	Lynbestuurders is aktief betrokke by die ontwikkeling van persoonlike ontwikkelings plan van werknemers				
6.	Line managers regard the PDP as an important tool to guide employee learning and development.				
	Lynbestuurders beskou die persoonlike ontwikkelings plan as 'n belangrike instrument wat werknemers leer en ontwikkeling in die werksplek.				
	Why/Hoekom? _____ _____ _____				
9. Workplace Participation (Internal Democracy) Werkplek Deelname (Interne Demokrasie)		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	I actively participate in matters of my own development.				
	Ek neem aktief deel in sake van my eie ontwikkeling.				
2	I actively participate in consultative forums e.g. the skills committee & the Labour Forum.				
	Ek neem aktief deel in konsulerende forums bv die "skills" komitee en die "Labour Forum"				
3.	Management decides on HRD and employees hardly participate.				
	Bestuur besluit oor MHO en werkers neem weinig deel.				
	Why/Hoekom? _____ _____ _____				
4.	HRD activities are decentralised in our organisation and departments can monitor activities.				
	MHO aktiwiteite is gedentraliseer in ons organisasie en departemente kan MHO aktiwiteite monitor.				
10. Management and Authority/Bestuur en Autoriteit		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	Line Managers are respected by others for their competence (expert knowledge, skills and attitudes).				
	Lynbestuurders word gerespekteer deur ander vir hul bevoegdheid (deskudige kennis, vaardighede en houdings).				
	Why/Hoekom? _____				

2.	Line Managers have authority in the organisation by virtue of their position and title.				
	Lynbestuurders het gesag in die organisasie op grond van hul posisie en titel.				
	Why/Hoekom?				
3.	Line Managers are approachable and employees are not afraid of them.				
	Lynbestuurders is toeganklik en werkers is nie bang vir hulle.				
	Why/Hoekom?				
4.	Managers use their authority to empower others in the organisation.				
	Bestuurders gebruik hul gesag om ander in die organisasie te bemaagtig.				
	Why/Hoekom?				

Do you have any further comments and or suggestions on HRD policy and practice in your organisation and what could be done to improve HRD in the workplace?

Het jy enige verdere kommentaar en of voorstelle oor MHO beleid en praktyk in jou organisasie en wat gedoen kan word om MHO in die werkplek te verbeter?

DANKIE. THANK YOU. ENKOSI

Line Manager: Questionnaire

Please complete the information below with an X

CATEGORY OF EMPLOYEE	
LINE MANAGER/SUPERVISOR (OTHER EMPLOYEES REPORT TO ME)	
HRD SPECIALIST (I AM IN THE HR DEPARTMENT)	
EMPLOYEE (HAVE NO OTHER EMPLOYEE REPORTING TO ME)	

GENDER	
FEMALE	MALE

AGE: _____

I HAVE BEEN EMPLOYED BY THE ORGANISATION FOR: _____

EDUCATIONAL LEVEL	
I HAVE A MATRIC CERTIFICATE	
I DO NOT HAVE A MATRIC CERTIFICATE BUT HAVE ATTENDED VARIOUS COURSES	
MATRIC CERTIFICATE WITH A DIPLOMA	
MATRIC AND UNIVERSITY DEGREE	

Definitions:

HRD - Human Resource Development

HR - Human Resource

MHO - Menslike Hulpbron Ontwikkeling

Please note that some questions indicate why – they are optional

Let asb dat dat sommige vrae vra Hoekom- hierdie vrae is optioneel

Please read the statements below and indicate your preference with an X.
 1= Totally agree. 2= Partially agree. 3 = Partially disagree. 4 = Fully disagree

2. HRD Organizational Context/MHO en OrganisasieKonteks		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	Our workforce is skilled and literate				
	Ons werkers in vaardig en geletterd				
	Abasebenzi bethu banesakhono kwaye bayakwazi nokufunda				
2.	Money and time is not a problem as far as HRD is concerned.				
	Geld en tyd is nie 'n probleem wanneer dit kom by MHO.				
	Imali nexesha ayiyongxaki ngokokutsho kwabaphathi beli sebe lokuphuhlisa izakhono zabasebenzi				
3.	Our workforce is ageing.				
	Ons werkskorps is besig om te verouder.				
	Abasebenzi bethu bakhulile kwaye sebedadala kodwa ke sinobuchule bokukhawulelana nale meko.				
4.	We have an above average staff turnover.				
	Ons het 'n bo gemiddelde personeel omset.				
	Sinabasebenzi abangaphaya komlinganiselo abasishiyayo/abayekayo emsebenzini.				
5.	Changing technology requires that employees need new competence (skills, knowledge and attitudes) to be able to do their work more effectively and efficiently.				
	Die veranderende tegnologie vereis dat werkers nuwe bevoegdhede (vaardigheid, kennis en gedrag) moet hê om hul werk meer doeltreffend te kan doen.				
	Utshintsho olwenzeka kwezobuchwepheshe lufuna abasebenzi abano lwazi olutsha (ubuchule/isakhono, ulwazi, nendlela yokuphatha nokuthetha nabantu).				
6.	Employee development is a priority in this organisation.				
	Werker ontwikkeling is 'n prioriteit in ons organisasie.				
	Uphuhliso lwabasebenzi yiyona nto ebalulekileyo apha emsebenzini.				
7.	My organisation is aware of the changing nature of work.				
	My organisasie is bewus van die verandering in die manier van werk.				
	Apha emsebenzini bayamelana neenguqu ezenzeka ngoko msebenzi kwaye uyazamkela indlela entsha yokusebenza.				

2. HRD Policy/MHO Beleid		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	We have an HRD policy in the organisation.				
	Ons het 'n MHO beleid in plek en ek is vertrouwd met die inhoud daarvan				
	Sinawo umgaqo-siseko wokuphuhlisa abasebenzi kwaye ndiqhelene				
2.	The HRD policy allows employees with adequate (time and money) opportunities to develop in the workplace.				
	Die MHO beleid bied voldoende (tyd en geld) geleentheid vir werkers om te ontwikkel in die werksplek.				
	Umgaqo siseko wokuphuhlisa abasebenzi uyabavumela abasebenzi amathuba (ixesha ne mali) awoneleyo okukhula / nokuphuhla emsebenzini				
3.	The HRD policy addresses the qualifications gap of employees.				
	Die MHO beleid spreek die kwalifikasie gaping van werkers aan.				
	Umgaqo siseko wokuphuhlisa abasebenzi uyayijonga imeko yesi qinisekiso semfundo yabasebenzi.				
4.	The HRD policy ensures that employees are provided with opportunities in line with the overall strategic plan of the organisation.				
	Die MHO beleid skep ruimte vir werkers om te ontwikkel in lyn met die algehele strategiese plan van die organisasie.				
	Umgaqo siseko wokuphuhlisa abasebenzi uyaqinisekisa okokuba abasebenzi banikezwa amathuba afanelene nezicwangciso eziphezulu zalapha emsebenzini.				
5.	The HRD policy is reviewed and updated regularly				
	Die MHO beleid word gereeld hersien en opgedateer.				
	Umgaqo siseko wokuphuhlisa abasebenzi uyahlaziywa rhoqo.				
6.	Recognition of Prior Learning (RPL) is a policy in our organisation.				
	RPL is 'n beleid in ons organisasie.				
	Uqwalaselo lolwazi lwangaphambili ngumgaqo siseko apha emsebenzini.				
7.	My organisation has a long term HRD policy perspective (5 – 10 years).				
	My organisasie het 'n lang termyn MHO beleid perspektief (5 – 10jaar).				
	Apha emsebenzini kukho umgaqo siseko wokuphuhlisa abasebenzi otsala thuba elingange minyaka emi (5 ukuya 10).				

3. HRD Practice/MHO in Praktyk		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	The HRD policies are implemented effectively in the workplace through the workplace skills plan.				
	Die MHO beleid word effektief toegepas in die werksplek deur die "workplace skills plan".				
	Imigaqo siseko yophuhliso lwabasebenzi lusetyenziswa kakhulu ngo cwangciso lwezakhono kwindawo yezomsebenzi.				
	Why/ Hoekom/ Ngoba? _____ _____ _____				
2.	The HRD policies allow opportunities for employees to apply newly acquired competencies (knowledge, skills and attitudes).				
	Die MHO beleid laat werkers toe om hulle nuwe bevoegdihede (kennis, vaardighede en gedrag) toe te pas.				
	IUmgaqo siseko wophuhliso lwabasebenzi uyabavumela abasebenzi basebenzise ulwazi olutsha abalufumeneyo (izakhono, ulwazi, nendlela yokuphatha nokuthetha nabantu)				
	Why/ Hoekom/ Ngoba? _____ _____ _____				
3.	Our organisation does training for the sake of training				
	In ons organisasie word opleiding gedoen ter wille van opleiding.				
	Apha emsebenzini kwenziwa uqeqesho/uphuhliso lwabasebenzi kuba kufanele beqeqeshiwe/bephuhlisiwe				
	Why/ Hoekom / Ngoba? _____ _____ _____				
4.	What the organisation states in the HRD policy, it does in practice				
	Wat in die MHO beleid voorkom word in die praktyk toegepas.				
	Okukhankanyiweyo ngumgaqo siseko wophuhliso lwabasebenzi kuyenzeka ngokwenene				
	Why/ Hoekom/ Ngoba? _____ _____ _____				

5.	Recognition of Prior Learning (RPL) is practiced in our organisation.				
	RPL word toegepas in ons organisasie.				
	Uqwalaselo lolwazi lwangaphambili luyenziwa apha emsebenzini.				
6.	The workplace is a site of learning and development				
	Die werksplek is n plek van leer en ontwikkeling.				
	Emsebenzini kulapho sifunda khona nalapho siphuhliswa khona.				
7.	The HRD practice of our organisation is closely linked to the achievement of relevant qualifications of employees.				
	Die HR praktyk van ons organisasie is nou gekoppel aan die bereiking van kwalifikasies van werknemers.				
	Why/ Hoekom/ Ngoba?				

4. HRD Preferences/MHO Voorkeure		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	Training is the most effective way to develop employees.				
	Opleiding is die mees doeltreffende manier om werkers te ontwikkel.				
	Uqeqesho yeyona ndlela efanelekileyo yokuphuhlisa abasebenzi.				
	Why/ Hoekom/ Ngoba?				

2.	Informal on the job training is the most effective way to develop employees.				
	Informele opleiding in jou werksplek is die mees doeltreffendste manier om werkers te ontwikkel				
	Ukuqeqeshela abasebenzi emsebenzini yeyona ndlela efanelekileyo yokuba phuhlisa abasebenzi.				
	Why/ Hoekom/ Ngoba?				

3.	Learn by doing the most effective way to develop employees				
	Leer deur te doen, is die mees doeltreffendste manier om werkers te ontwikkel				

	<p>Ukufunda ngokuyenza into yeyona ndlela elula yokuphuhlisa abasebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p> <p>_____</p>				
4.	<p>Coaching is the most effective way to develop employees.</p> <p>Afrigting is die mees doeltreffendste manier om werkers te ontwikkel.</p> <p>ukuncedisana nomsebenzi xa efunda yeyona ndlela elula yokuphuhlisa abasebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p> <p>_____</p>				
5.	<p>Managers participate in HRD activities that leads to qualifications</p> <p>Bestuurders neem deel aan HRD aktiwiteite wat direk lei na kwalifikasies.</p> <p>Abaphathi bathatha inxaxheba kwizinto ezenziwayo kuphuhliso lwabasebenzi ezikhokhelela kwiziqinisekiso zemfundo zabasebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p> <p>_____</p>				
6.	<p>Employees participate in HRD activities that do not lead to qualifications (busy training).</p> <p>Werkers, anders as bestuur neem deel aan HRD aktiwiteite wat nie lei na kwalifikasies (besige opleiding).</p> <p>Abaphathi bathatha inxaxheba kwizinto ezenziwayo kuphuhliso lwabasebenzi kwezinga khkheleli kwiziqinisekiso zemfundo zabasebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p> <p>_____</p>				

5. HR Department Performance/HR Departement Prestasie		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	The HR department delivers a prompt service.				
	Die HR departement lewer 'n flink diens				
	Icandelo lezengqesho labasebenzi linika iinkonzo ezikhawulezileyo.				
	Why/ Hoekom/ Ngoba? _____ _____ _____				
2.	The HR staff is approachable and knowledgeable subject matter experts				
	Die HR personeel is toeganklik en kundige vakkundige spesialiste.				
	Abasebenzi becandelo lezengqesho lwabasenzi bayafikeleleka kwaye banolwazi oluphangaeleyo				
3	I often consult the HR department when I am in doubt about HRD matters.				
	Ek raadpleeg dikwels die HR departement, wanneer ek twyfel oor HRD aangeleenthede.				
	Ndisoloko ndidibana necandelo lezengqesho labasebenzi malunga nolwazi nezinto endingaqaqinisekanga ngazo				
4.	The HR department understands the unique context of my work and can offer specialist HRD advice.				
	Die HR departement verstaan die unieke konteks van my werk en kan spesialis MHO advies bied.				
	Icandelo lezengqesho labasebenzi liyayiqonda umxholo womsebenzi ongo wam kwaye kwaye bayakwazi ukundinika uncedo.				
5.	The HR department is too far removed from the day to day challenges of my work context.				
	Die HR departement is te ver verwyder van die dag-tot-dag uitdaging van my werk konteks				
	Icandelo lezengqesho labasebenzi aludibananga tu kwizinto ezingu mceli mngeni zemihla ngemihla zimsebenzi wam.				
	Why/ Hoekom/ Ngoba? _____ _____				
6. HRD Responsibilities/MHO Verantwoordelikhede		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	HRD is the responsibility of the HR department				
	MHO is die verantwoordelikheid van die HR departement.				

	Uphuhliso lwabasebenzi luxanduva lwecandelo lwezengqesho basebenzi. Why/ Hoekom/ Ngoba? _____ _____ _____				
2.	HRD is the responsibility of the employee. MHO is die verantwoordelikheid van die werker. Uphuhliso lwabasebenzi luxanduva lwabasebenzi. Why/ Hoekom/ Ngoba? _____ _____ _____				
3.	HRD is the responsibility of the manager MHO is die verantwoordelikheid van die bestuurder. Uphuhliso lwabasebenzi luxanduva lomphathi wabasebenzi. Why/ Hoekom/ Ngoba? _____ _____ _____				
4.	HRD is the joint responsibility of the HR department, employee and the line manager. MHO is die gesaamentlike verantwoordelikheid van die HR departement, werker en lynbestuurder. Uphuhliso lwabasebenzi luxanduva oluhlangeneyo lwecandelo lwezengqesho basebenzi, lwabasebenzi kunye nomphathi wabasebenzi. Why/ Hoekom/ Ngoba? _____ _____ _____				
7. HRD and Management Collaboration/HRD en Bestuur Samewerking		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	The HR department and line managers act as partners in achievement of HRD objectives Die HR departement en lynbestuurder tree op as vennote in die bereiking van HR doelwitte				

	Why/ Hoekom/ Ngoba? <hr/> <hr/> <hr/>				
2.	<p>Line managers have the competence (knowledge, skills and attitude) and understand what needs to be done to support the development of the employees in the workplace.</p> <p>Line bestuurders het die bevoegdheid (kennis, vaardighede en houding) en verstaan wat gedoen moet word om die ontwikkeling van die werkers in die werk plek te ondersteun.</p>				
	Why/ Hoekom/ Ngoba? <hr/> <hr/> <hr/>				
3.	<p>The line manager is a facilitator of learning and development.</p> <p>Die lynbestuurder is 'n fasiliteerder van leer en ontwikkeling.</p>				
	Why/ Hoekom/ Ngoba? <hr/> <hr/>				
4.	<p>The HR department are advisors and not deciders of HRD.</p> <p>Die HR department is adviseurs en nie besluitnemers van HRD.</p>				
5.	<p>I receive sufficient support from the HR department (training, coaching, mentoring) to be able to perform my HR role.</p> <p>Lynbestuurders ontvang voldoende ondersteuning van die HR department (opleiding, afrigting, mentorskap, raad) om hulle in staat te stel om hul HR rolle uit te voer.</p>				
	Why/ Hoekom/ Ngoba? <hr/> <hr/>				
8. Management Challenges/Bestuur Uitdagings		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	<p>I receive sufficient support from my manager (training, coaching, mentoring) to be able to perform my HR roles.</p> <p>Ek ontvang voldoende ondersteuning van my bestuurder (opleiding, afrigting en mentorskap) om my HR rol voldoende te kan vertolk.</p>				

2.	My workload does not allow me to actively support learning and development of employees.				
	Die werkklading van lynbestuurders laat hulle nie toe om aktief die leer en ontwikkeling van werknemers te ondersteun nie.				
	Why/ Hoekom/ Ngoba? _____ _____ _____				
3.	Line managers are coaches and mentors for employees.				
	Lynbestuurders is afrigters en mentors vir werknemers				
4.	I regard the skills audit as an important tool to determine competence gaps in employees.				
	Ek beskou die vaardigheids oudit as 'n belangrike instrument om bevoegdheids gapings te bepaal in werknemers.				
5.	I am actively involved in the development of my personal development plan (PDP).				
	Lynbestuurders is aktief betrokke by die ontwikkeling van persoonlike ontwikkelings plan (PDP) van werknemers				
6.	I regard the PDP as an important tool to guide employee learning and development.				
	Lynbestuurders beskou die PDP as 'n belangrike instrument wat werknemer leer en ontwikkeling lei in die werksplek.				
	Why/ Hoekom/ Ngoba? _____ _____ _____				
9. Workplace Participation (Internal Democracy) Werkplek Deelname (Interne Demokrasie)		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	I actively participate in matters of my own development.				
	Ek neem aktief deel in sake van my eie ontwikkeling.				
	Ndithatha inxaxheba kwizinto zokundiphucula.				
2.	I actively participate in consultative forums e.g. the skills committee. The Labour Forum.				
	Ek neem aktief deel in konsulerende forums bv die "skills komitee" vaardighede en die "Labour Forum"				
	Ndithata inxaxheba kumaqumrhu okucebisana anjengekomiti yezakhono namaqumrhu ezabasebenzi.				
3.	Management decides on HRD and employees hardly participate.				
	Bestuur besluit oor HRD en werkers neem weinig deel.				

	Ngabaphathi abathatha isigqibo ngophuhliso lwabasebenzi, abasebenzi bona abafane banike olwabo uluvo.				
	Why/ Hoekom/ Ngoba? <hr/> <hr/> <hr/>				
4.	HRD activities are decentralised in our organisation and departments can monitor activities.				
	MHO aktiwiteite is gedentraliseer in ons organisasie en departemente kan HRD akitiwiteite monitor.				
	Izinto ezenziwayo kuphuhliso lwabasebenzi zibekwe ndaweni nye, amacendelo wona ayakwazi ukuzihlola ezi zinto.				
10. Management and Authority/Bestuur en Autoriteit		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	Line Managers are respected by other for their competence (expert knowledge, skills and attitudes).				
	Lynbestuurders work gerespekter deur ander vir hul bevoegdheid (deskudigekennis, vaardighede en houdings).				
	Abaphathi babasebenzi bahlonitshiwe ngabanye ngenxa yolwazi oluphangaleleyo (ulwazi, izakhono kunye nendlela yokuphatha nokuthetha nabasebenzi).				
	Why/ Hoekom/ Ngoba? <hr/> <hr/> <hr/>				
2.	Line Managers have authority in the organisation by virtue of their position and title.				
	Lyn bestuurders het gesag in die organisasie op grond van hul posisie en titel.				
	Abaphathi banolawulo ngenxa yezihlalo zabo.				
	Why/ Hoekom/ Ngoba? <hr/> <hr/> <hr/>				
3.	Line Managers are approachable and employees are not afraid of them.				
	Lynbestuurders is toeganklik en werkers is nie bang vir hulle.				
	Abaphathi bayafikeleleka kwaye aboyikeki.				

	Why/ Hoekom/ Ngoba?				
4.	Managers use their authority to empower others in the organisation.				
	Bestuurders gebruik hul gesag om ander in die organisasie te bemagtig.				
	Abaphathi basebenzisa igunya labo ukuphuhlisa abanye.				
	Why/ Hoekom/ Ngoba?				

Do you have any further comments and or suggestions on HRD policy and practice in your organisation and what could be done to improve HRD in the workplace?

Het jy enige verdere kommentaar en of voorstelle oor HRD beleid en praktyk in jou organisasie en wat gedoen kan word om HRD in die werkplek te verbeter?

Ikhona into engenye onqwenela ukuyitsho okanye ukuyicebisa ngo mgaqo siseko wokuphuhlisa abasebenzi kwaye yintoni enokwenziwa ukuphucula uphuhliso lwabasebenzi emsebenzini?

DANKIE. THANK YOU. ENKOSI

Employee: Questionnaire

Please complete the information below with an X

CATEGORY OF EMPLOYEE	
LINE MANAGER/SUPERVISOR (OTHER EMPLOYEES REPORT TO ME)	
HRD SPECIALIST (I AM IN THE HR DEPARTMENT)	
EMPLOYEE (HAVE NO OTHER EMPLOYEE REPORTING TO ME)	

GENDER	
FEMALE	MALE

AGE: _____

I HAVE BEEN EMPLOYED BY THE ORGANISATION FOR: _____

EDUCATIONAL LEVEL	
I HAVE A MATRIC CERTIFICATE	
I DO NOT HAVE A MATRIC CERTIFICATE BUT HAVE ATTENDED VARIOUS COURSES	
MATRIC CERTIFICATE WITH A DIPLOMA	
MATRIC AND UNIVERSITY DEGREE	

Definitions:

HRD - Human Resource Development

HR - Human Resource

MHO - Menslike Hulpbron Ontwikkeling

Please note that some questions indicate why – they are optional

Let asb dat dat sommige vrae vra Hoekom- hierdie vrae is optioneel

Please read the statements below and indicate your preference with an X.
 1= TOTALLY AGREE, 2= PARTIALLY AGREE, 3= PARTIALLY DISAGREE, 4= TOTALLY DISAGREE

1. HRD Organisational Context/HRD en Organisasie Konteks		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	Our workforce is skilled and literate				
	Ons werkers is vaardig en geletterd				
	Abasebenzi bethu banesakhono kwaye bayakwazi nokufunda				
2.	Money and time is not a problem as far as HRD is concerned.				
	Geld en tyd is nie 'n probleem wanneer dit kom by MHO.				
	Imali nexesha ayiyongxaki ngokokutsho kwabaphathi beli sebe lokuphuhlisa izakhono zabasebenzi				
3.	Our workforce is ageing.				
	Ons werkers korps is besig om te verouder.				
	Abasebenzi bethu bakhulile kwaye sebedadala kodwa ke sinobuchule bokukhawulelana nale meko.				
4.	We have an above average staff turnover.				
	Ons het 'n bogemiddelde personeel omset.				
	Sinabasebenzi abangaphaya komlinganiselo abasishiyayo / abayekayo emsebenzini.				
5.	Changing technology requires that employees need new competence (skills, knowledge and attitudes) to be able to do their work more effectively and efficiently.				
	Die veranderende tegnologie vereis dat werkers nuwe bevoegdhede (vaardigheid, kennis en gedrag) moet hê om hul werk meer doeltreffend te kan doen.				
	Utshintsho olwenzeka kwezobuchwepeshe lufuna abasebenzi abano lwazi olutsha (ubuchule/isakhono, ulwazi, nendlela yokuphatha nokuthetha nabantu).				
6.	Employee development is a priority in this organisation.				
	Die ontwikkeling van ons werkers is 'n prioriteit in ons organisasie				
	Uphuhliso lwabasebenzi yiyona nto ebalulekileyo apha emsebenzini.				
7.	My organisation is aware of the changing nature of work.				
	My organisasie is bewus van die verandering in die manier van werk.				
	Apha emsebenzini bayamelana neenguqu ezenzeka ngoko msebenzi kwaye uyazamkela indlela entsha yokusebenza.				
2. HRD Policy/HRD Beleid		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree

1.	We have an HRD policy in the organisation.				
	Ons het 'n MHO beleid in plek.				
	Sinawo umgaqo-siseko wokuphuhlisa abasebenzi kwaye ndiqhelene				
2.	The HRD policy allows employees with adequate (time and money) opportunities to develop in the workplace.				
	Die MHO beleid bied voldoende (tyd en geld) geleenthede vir werkers om te ontwikkel in die werksplek.				
	Umgaqo siseko wokuphuhlisa abasebenzi uyabavumela abasebenzi amathuba (ixesha ne mali) awoneleyo okukhula / nokuphuhla emsebenzini				
3.	The HRD policy addresses the qualifications gap of employees.				
	Die MHO beleid spreek die kwalifikasie gaping aan van werkers.				
	Umgaqo siseko wokuphuhlisa abasebenzi uyayijonga imeko yesi qinisekiso semfundo yabasebenzi.				
4.	The HRD policy ensures that employees are provided with opportunities in line with the overall strategic plan of the organisation.				
	Die MHO beleid skep ruimte vir werkers om te ontwikkel in lyn met die algehele strategiese plan van die organisasie.				
	Umgaqo siseko wokuphuhlisa abasebenzi uyaqinisekisa okokuba abasebenzi banikezwa amathuba afanelene nezicwangciso eziphezulu zalapha emsebenzini.				
5.	The HRD policy is reviewed annually.				
	Die MHO beleid word jaarliks hersien.				
	Umgaqo siseko wokuphuhlisa abasebenzi uyahlaziywa rhoqo.				
6.	Recognition of Prior Learning (RPL) is a policy in our organisation.				
	RPL is 'n beleid in ons organisasie.				
	Uqwalaselo lolwazi lwangaphambili ngumgaqo siseko apha emsebenzini.				
7.	My organisation has a long term HRD policy perspective (5 – 10 years).				
	My organisasie het 'n lang termyn MHO beleid perspektief (5 – 10jaar).				
	Apha emsebenzini kukho umgaqo siseko wokuphuhlisa abasebenzi otsala thuba elingange minyaka emi (5 ukuya 10).				
3. HRD Practice/HRD in Praktyk		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	The HRD policies are implemented effectively in the workplace through the workplace skills plan.				
	Die MHO beleid word effektief toegepas in die werksplek deur die "workplace skills plan".				

	<p>Imigaqo siseko yophuhliso lwabasebenzi lusetyenziswa kakhulu ngo cwangciso lwezakhono kwindawo yezomsebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p>				
2.	<p>The HRD policies allow opportunities for employees to apply newly acquired competencies (knowledge, skills and attitudes).</p> <p>Die MHO beleid laat werkers toe om hulle nuwe bevoegdhede (kennis, vaardighede en gedrag) toe te pas.</p> <p>IUmgaqo siseko wophuhliso lwabasebenzi uyabavumela abasebenzi basebenzise ulwazi olutsha abalufumeneyo (izakhono, ulwazi, nendlela yokuphatha nokuthetha nabantu)</p> <p>Why/ Hoekom/ Ngoba?</p>				
3.	<p>Our organisation does training for the sake of training</p> <p>In ons organisasie word opleiding gedoen ter wille van opleiding.</p> <p>Apha emsebenzini kwenziwa uqeqesho/uphuhliso lwabasebenzi kuba kufanele beqeqeshiwe/bephuhlisiwe</p> <p>Why/ Hoekom / Ngoba?</p>				
4.	<p>What the organisation states in the HRD policy, it does in practice</p> <p>Wat in die MHO beleid voorkom word in die praktyk toegepas.</p> <p>Okukhankanyiweyo ngumgaqo siseko wophuhliso lwabasebenzi kuyenzeka ngokwenene</p> <p>Why/ Hoekom/ Ngoba?</p>				
5.	<p>Recognition of Prior Learning (RPL) is practiced in our organisation.</p> <p>RPL word toegepas in ons organisasie.</p> <p>Uqwalaselo lolwazi lwangaphambili luyenziwa apha emsebenzini.</p>				

6.	The workplace is a site of learning and development Die werksplek is 'n plek van leer en ontwikkeling. Emsebenzini kulapho sifunda khona nalapho siphuhliswa khona.				
4. HRD Preferences/HRD Voorkeur		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	Training is the most effective way to develop employees. Opleiding is die mees doeltreffende manier om werkers te ontwikkel. Uqeqesho yeyona ndlela efanelekileyo yokuphuhlisa abasebenzi. Why/ Hoekom/ Ngoba? _____ _____ _____				
2.	Informal on the job training is the most effective way to develop employees. Informeel opleiding in die werksplek is die mees doeltreffendste manier om werkers te ontwikkel Ukuqeqeshela abasebenzi emsebenzini yeyona ndlela efanelekileyo yokuba phuhlisa abasebenzi. Why/ Hoekom/ Ngoba? _____ _____ _____				
3.	Learn by doing the most effective way to develop employees Leer deur te doen, is die mees doeltreffendste manier om werkers te ontwikkel Ukufunda ngokuyenza into yeyona ndlela elula yokuphuhlisa abasebenzi. Why/ Hoekom/ Ngoba? _____ _____ _____				
4.	Coaching is the most effective way to develop employees. Afrigting is die mees doeltreffendste manier om werkers te ontwikkel. ukuncedisana nomsebenzi xa efunda yeyona ndlela elula yokuphuhlisa abasebenzi. Why/ Hoekom/ Ngoba?				

5.	<p>Managers participate in HRD activities that leads to qualifications</p> <p>Bestuurders neem deel aan MHO aktiwiteite wat direk lei na kwalifikasies.</p> <p>Abaphathi bathatha inxaxheba kwizinto ezenziwayo kuphuhliso lwabasebenzi ezikhokhelela kwiziqinisekiso zemfundo zabasebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p>				
6.	<p>Employees other than managers participate in HRD activities that do not lead to qualifications (busy training).</p> <p>Werkers, anders as bestuur neem deel aan MHO aktiwiteite wat nie lei na kwalifikasies (besige opleiding).</p> <p>Abaphathi bathatha inxaxheba kwizinto ezenziwayo kuphuhliso lwabasebenzi kwezinga khkheleli kwiziqinisekiso zemfundo zabasebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p>				
5. HR Department Performance/HR Departement Prestasie		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	<p>The HR department delivers a prompt service.</p> <p>Die HR departement lewer 'n flink diens</p> <p>Icandelo lezengqesho labasebenzi linika iinkonzo ezikhawulezileyo.</p> <p>Why/ Hoekom/ Ngoba?</p>				
2.	<p>The HR staff is approachable and knowledgeable subject matter experts</p> <p>Die HR personeel is toeganklik en kundige vakkundige spesialiste.</p> <p>Abasebenzi becandelo lezengqesho lwabasenzi bayafikeleleka</p>				

	kwaye banolwazi oluphangaeleyo				
3	I often consult the HR department when I am in doubt about HRD matters.				
	Ek raadpleeg dikwels die HR departement, wanneer ek twyfel oor MHO sake				
	Ndisoloko ndidibana necandelo lezengqesho labasebenzi malunga nolwazi nezinto endingaqinisekanga ngazo				
4.	The HR department understands the unique context of my work and can offer specialist HRD advice.				
	Die HR departement verstaan die uniekheid van my werk en kan spesialis MHO advies bied.				
	Icandelo lezengqesho labasebenzi liyayiqonda umxholo womsebenzi ongo wam kwaye kwaye bayakwazi ukundinika uncedo.				
5.	The HR department is to far removed from the day to day challenge of my work context.				
	Die HR departement is te ver verwyder van die dag-tot-dag uitdagings van my werk konteks				
	Icandelo lezengqesho labasebenzi aludibananga tu kwizinto ezingu mceli mngeni zemihla ngemihla zimsebenzi wam.				
	Why/ Hoekom/ Ngoba? _____ _____				
6. HRD Responsibilities/HRD Verantwoordelikhede		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	HRD is the responsibility of the HR department				
	MHO is die verantwoordelikheid van die HR departement.				
	Uphuhliso lwabasebenzi luxanduva lwecandelo lwezengqesho basebenzi.				
	Why/ Hoekom/ Ngoba? _____ _____ _____				
2.	HRD is the responsibility of the employee.				
	MHO is die verantwoordelikheid van die werker.				
	Uphuhliso lwabasebenzi luxanduva lwabasebenzi.				
	Why/ Hoekom/ Ngoba? _____				

3.	<p>HRD is the responsibility of the manager</p> <p>MHO is die verantwoordelikheid van die bestuurder.</p> <p>Uphuhliso lwabasebenzi luxanduva lomphathi wabasebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p> <p>_____</p>				
4.	<p>HRD is the joint responsibility of the HR department, employee and the line manager.</p> <p>MHO is die gesaamentlike verantwoordelikheid van die HR departement, werker en lynbestuurder.</p> <p>Uphuhliso lwabasebenzi luxanduva oluhlangeneyo lwecandelo lwezengqesho basebenzi, lwabasebenzi kunye nomphathi wabasebenzi.</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p> <p>_____</p>				
7. HRD and Management Collaboration/HRD en Bestuur Samewerking.		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	<p>I know that the HR department and my line manager work together to achieve HRD objectives.</p> <p>Ek weet dat die HR departement en my lynbestuurder saam werk om MHO doelwitte te bereik.</p> <p>Ndiyazi okokuba icandelo lezengqesho basebenzi kwakunye nomphathi bayasebenzisana ukufikelela kwiinjongo zophuhliso lwabasebenzi</p>				
2.	<p>My manager is competent (knowledge, skills and attitude) and understands what needs to be done to support the development of the employees in the workplace.</p> <p>My bestuurder is bevoeg (kennis, vaardighede en gedrag) en verstaan wat gedoen moet word om die ontwikkeling van die werkers in die werkplek te ondersteun.</p> <p>Umphathi wam unolwazi, izakhono, nendlela yokuphatha kwaneyokuthetha nabantu.</p> <p>Why/ Hoekom/ Ngoba?</p>				

3.	<p>My manger is a facilitator of learning.</p> <p>My bestuurder is 'n fasiliteerder van leer.</p> <p>Umphathi wam unesakhono sokuqeqesha nokufundisa.</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p>				
8. Management Challenges/Bestuur Uitdagings		1	2	3	4
		Totally Agree	Partially Agree	Partially Disagree	Totally Disagree
1.	<p>My manager's workload does not allow him/her to actively support learning and development of employees.</p> <p>My bestuurder se werklading laat hom/haar nie toe om leer en ontwikkeling van werkers te ondersteun nie</p> <p>Umsebenzi omninzi womphathi wam awumvumeli ukuxhasa nokuba phuhlisa abasebenzi</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p> <p>_____</p>				
2.	<p>My manager is a coach and mentor to me and my team members</p> <p>My bestuurder is 'n afrigter en mentor vir my en my span lede.</p> <p>Umphathi wam ungumxhasi nomphuhlisi kuthi nabahlobo endisebenza nabo.</p> <p>Why/ Hoekom/ Ngoba?</p> <p>_____</p> <p>_____</p> <p>_____</p>				
3.	<p>My line manager displays a positive and caring attitude to learning and development.</p> <p>My lynbestuurder openbaar 'n positiewe en simpatieke houding rakende leer en ontwikkeling.</p> <p>mphathi ondipheteyo uyasibonisa asinakekele ngobubele kwimfundiso nenkqubela.</p>				
4.	<p>My line manager regards the skills audit as an important tool to determine competence gaps in employees.</p>				

	My lynbestuurder beskou die vaardighs oudit as 'n belangrike instrument om bevoegdheids gapings te bepaal by werknemers.				
	Umphathi wam usebenzisa uphicotho lwezakhono njenge sixhobo esibalulekileyo ukuvala izekhewu zolwazi phakathi kwabasebenzi.				
5.	My line manager and I are actively involved in the development of my personal development plan (PDP).				
	My lyn bestuurder en ek is aktief betrokke by die ontwikkeling van my persoonlike ontwikkelingsplan (PDP)				
	Mna nomphathi wam siyasebenzisana ukwakha isicwangciso senkqubela nophuhliso lwam.				
6.	The PDP as an important roadmap that guides my learning and development.				
	Die PDP is 'n belangrike padkaart wat my leer en ontwikkeling bepaal.				
	Isicwangciso senkqubela yophuhliso lwam sisikhokelo esibalulekileyo esikhokelela kulwazi nophuhliso lwam.				
	Why/ Hoekom/ Ngoba? _____ _____ _____				
9. Workplace Participation (Internal Democracy)/Werksplek Deelname (Interne Demokrasie)		1 Totally Agree	2 Partially Agree	3 Partially Disagree	4 Totally Disagree
1.	I am allowed to actively participate in matters of my own development.				
	Ek neem aktief deel in sake van my eie ontwikkeling.				
	Ndithatha inxaxheba kwizinto zokundiphucula.				
2	I actively participate in consultative forums e.g. the skills committee, the Labour Forum.				
	Ek neem aktief deel in konsulerende forums bv. die vaardigheids komitee en die Werkers Forum				
	Ndithata inxaxheba kumaqumrhu okucebisana anjengekomiti yezakhono namaqumrhu ezabasebenzi.				
3.	Management decides on HRD and I hardly participate.				
	Bestuur besluit oor MHO en ek neem weinig deel.				
	Ngabaphathi abathatha isigqibo ngophuhliso lwabasebenzi, abasebenzi bona abafane banike olwabo uluvo.				
	Why/ Hoekom/ Ngoba? _____				

4.	HRD activities are decentralised in our organisation. MHO aktiwiteite is gedentraliseer in ons organisasie. Izinto ezenziwayo kuphuhliso lwabasebenzi zibekwe ndaweni nye, amacendelo wona ayakwazi ukuzihlola ezi zinto.			
10. Management and Authority/Bestuur en Autoriteit		1 Totally Agree	2 Partially Agree	3 Partially Disagree
1.	My line manager is respected by others for his/her competence (expert knowledge, skills and attitudes). My lyn bestuurder work gerespekteer deur ander vir sy/haar bevoegdheid (deskudige kennis, vaardighede en houdings). Abaphathi babasebenzi bahlonitshiwe ngabanye ngenxa yolwazi oluphangaleleyo (ulwazi, izakhono kunye nendlela yokuphatha nokuthetha nabasebenzi). Why/ Hoekom/ Ngoba? _____ _____ _____			
2.	Line Managers have authority in the organisation by virtue of their position and title. Lyn bestuurders het gesag in die organisasie op grond van hul posisie en titel. Abaphathi banolawulo ngenxa yezihlalo zabo. Why/ Hoekom/ Ngoba? _____ _____ _____			
3.	My line manager is approachable. My lyn bestuurder is toeganklik . Abaphathi bayafikeleleka kwaye aboyikeki. Why/ Hoekom/ Ngoba? _____ _____ _____			

4.	My line manager uses his/her authority to empower others in the organisation.				
	My lyn bestuurder gebruik haar/sy gesag om ander in die organisasie te bemagtig.				
	Abaphathi basebenzisa igunya labo ukuphuhlisa abanye.				
	Why/ Hoekom/ Ngoba?				

Do you have any further comments and or suggestions on HRD policy and practice in your organisation and what could be done to improve HRD in the workplace?

Het jy enige verdere kommentaar en/of voorstelle oor MHO beleid en praktyk in jou organisasie en wat gedoen kan word om MHO in die werkplek te verbeter?

Ikhona into engenye onqwenela ukuyitsho okanye ukuyicebisa ngo mgaqo siseko wokuphuhlisa abasebenzi kwaye yintoni enokwenziwa ukuphucula uphuhliso lwabasebenzi emsebenzini?

DANKIE. THANK YOU. ENKOSI

Learning Networks Questionnaire

Please complete the information below with an X

CATEGORY OF EMPLOYEE	
LINE MANAGER/SUPERVISOR (OTHER EMPLOYEES REPORT TO ME)	
HRD SPECIALIST (I AM IN THE HR DEPARTMENT)	
EMPLOYEE (HAVE NO OTHER EMPLOYEE REPORTING TO ME)	

GENDER	
FEMALE	MALE

AGE: _____

I HAVE BEEN EMPLOYED BY THE ORGANISATION FOR: _____

EDUCATIONAL LEVEL	
I HAVE A MATRIC CERTIFICATE	
I DO NOT HAVE A MATRIC CERTIFICATE BUT HAVE ATTENDED VARIOUS COURSES	
MATRIC CERTIFICATE WITH A DIPLOMA	
MATRIC AND UNIVERSITY DEGREE	

Please read the statements below and indicate your preference with X 1=never and 4 = always or the score closest to your preference.

Lees die onderstaande stellings deur en dui jou voorkeur aan met volgende kodes. X 1= Nooit en 4 Altyd of 2 of 3 naaste aan jou voorkeur.

Nceda ufunde le nkcazelo ingaphantsi wandule ukuphawula ngo – X oyikhethayo 1 = soze kunye no 4 rhoqo okanye amanqaku akufutshane nowakhethileyo

1. Content of Learning/Inhoud van Leer/Umxholo Wokufunda		1 never	2	3	4 always
1.	My own motivation determines to a large extent what I learn in my work.				
	<i>My eie motivering bepaal in 'n groot mate wat ek leer in my werk.</i>				
	Ndikhuthazeka ngakumbi ngendikufunda emsebenzini wam				
2.	As an individual employee, I have a strong influence on what I learn in my work.				
	<i>As 'n individuele werker, ek het 'n sterk invloed op wat ek leer in my werk.</i>				
	Njengomqeshwa ozimeleyo ndinegalelo elimandla				
3.	What I learn in my work is driven by my personal interests.				
	<i>Wat ek leer in my werk word gedryf deur my persoonlike belange.</i>				
	Kwendikufunda emsebenzimi wam				
4.	In my work, I learn skills needed to function well in my job.				
	<i>In my werk leer ek vaardighede wat nodig is om goed te funksioneer in my amp.</i>				
	Endikufunda emsebenzini wam kuqhutywa ziifundo zam buqu				
5.	What I learn in my work is meant to improve how I perform my tasks.				
	<i>Wat ek leer in my werk is veronderstel om te verbeter hoe ek my take verrig.</i>				
	Endikufunda emsebenzini wam kwenzelwe ukunyusa izinga lempumelelo yemisebenzi yam.				
6.	I acquire ample knowledge about the way to perform my tasks.				
	<i>Ek kry genoeg kennis oor die manier hoe om my take te verrig.</i>				
	Ndifumana ulwazana ngendlela endinokwenza ngayo umsebenzi wam.				
7.	What I learn in my work is linked to departmental problems.				
	<i>My leerervaring in my werk kan direk verbind word aan departementele probleme.</i>				
	Endikufunda emsebenzini wam kunxulumene neengxaki zesebe.				
8.	The functioning of the team is central to what I learn in my work.				
	<i>Die funksionering van die span is sentraal tot wat ek leer in my werk.</i>				
	Inxaxheba yeqela nguwona mongo wendikufunda emsebenzini wam.				

9.	Learning in my work has to do with aligning my own views to those of my colleagues.				
	<i>Leer in my werksplek het te doen met die versoening en aanpassing van my eie menings met die van my kollegas.</i>				
	Ukufunda emsebenzini wam kunento yokwenza nokunxulumanisa izimvo zam nezabantu endisebenza nabo.				
10.	What I learn in my work is closely linked to how my team as a whole develops.				
	<i>Hoe my span as 'n geheel ontwikkel word ook bepaal deur my leerervaring.</i>				
	Endikufunda emsebenzini wam kusondele kwadibaniselana nendlela iqela lam elikhula ngayo lilonke.				
11.	Collectively experienced problems drive what I learn from my work.				
	<i>Gemeenskaplike probleme wat ervaar word in die werksplek dryf my leerervaring.</i>				
	Ingqokellea yeengxaki esizifumanayo ziqhubela phambili endikufunda emsebenzini wam.				
12.	To keep functioning as a professional I am required to participate in continuing education every year.				
	<i>Om professioneel te funksioneer benodig ek voortdurende deelname in volgehoue opleiding elke jaar.</i>				
	Ukuzigcina ndichubekile kufuneka ndibenenxaxheba kweze mfundo minyaka le.				
13.	What is becoming established in my profession drives what I learn for my work.				
	<i>Die standaarde van my professie bepaal wat ek leer vir my werk.</i>				
	Into eye isenzeka/isakheka kumgangatho wam yenziwe/iqhutywa kwendikufundele umsebenzi wam.				

2. Organization of learning/Organisasie van Leer/Umbutho		1	2	3	4
Wokufunda		never			always
1.	What I learn in my work is up to me. <i>Dit wat ek in my werk leer hang van myself af.</i> Endikufunda emsebenzini wam kuxhomekeke kum.				
2.	I am the only person monitoring the common thread in all my learning activities. <i>Ek is die enigste persoon wat monitering kan doen of daar 'n ooreenkoms is in al my leer aktiwiteite.</i> Ndim kuphela ogade okuxhaphakileyo kuyo yonke imisebenzi yam yokufunda.				
3.	I see myself as an entrepreneur who needs to take initiatives to keep abreast in my trade. <i>Ek sien myself as 'n entrepreneur wat moet inisiatief neem, om op hoogte te bly in my beroep.</i> Ndizibona ndingusomashishini ekufuneka ezimisele ukubheka phambili ukugcina izinga leshishini lam liphezulu.				
4.	I can organize my work in such a way that I learn continually. <i>Ek kan my werk so organiseer dat ek voortdurend leer.</i> Ndingawuqokelela umsebenzi wam ngokufunda rhoqo.				
5.	The responsibility for ensuring a continued good performance lies with me. <i>Die verantwoordelikheid om voortdurend goed te presteer berus by my.</i> Uxanduva lokuqinisekisa inkqubela entle kwindlela endiqhube ngayo ilele kum.				
6.	What I learn in my work is transferred to me by a trainer or supervisor. <i>Wat ek leer in my werk word deur 'n afrigter of toesighouer aan my oorgedra.</i> Endikufundayo kuthunyelewa kum ngumqeqeshi okanye umphathi.				
7.	There is a clear design from a trainer or supervisor at the basis of what I learn in my work. <i>Daar is duidelike riglyne van 'n afrigter of toesighouer by die basis van wat ek leer in my werk.</i> Kungumzobo ocacileyo okusuka kumqeqeshi okanye umphathi ekugqibeleni kwendikufunde emsebenzini wam.				
8.	What I learn in my work has been planned for me in advance by a trainer or supervisor. <i>Dit wat ek leer in die werksplek is vooraf vir my beplan deur 'n opleier of toesighouer.</i> Ndizibona ndingumqeqeshwa ofunde kwiindlela zoqeqesha endizinikwa/ezisuka kumqeqeshi nomphathi.				
9.	I see myself as a trainee who learns from training opportunities offered by a trainer or supervisor. <i>Ek sien myself as 'n leerling wat van opleidingsgeleenthede aangebied deur 'n afrigter of toesighouer leer.</i> Akukho wumbi ngaphandle kwam oyaziyo anokuyifunda emsebenzini wakhe.				
10.	Others than myself determine what I can learn in my work.				

	<i>Ander (as ek) bepaal wat ek leer in die werkplek</i>				
	Endinokwenza endikufunde emsebenzim wam kunoqatshelwa ngokusesikweni ngumbutho endiwusebenzelayo.				
11.	Practically everything I learn in my work has been pre-determined formally in the organisation.				
	<i>Feitlik alles wat ek leer in my werk word formeel vooraf bepaal in die organisasie.</i>				
	Ndizibona ndingomnye weqela ofunde ekusombululeni zonke inzima esihlangabezana/esijongane nazo siliqela.				
12.	I see myself as a team member who learns from solving jointly the difficult problems we face as a team.				
	<i>Ek sien myself as 'n spanlid wat saam met my span leer hoe om moeilike probleme saam aan te pak as 'n span.</i>				
	Esikufunda siliqela kuncedwa/kukhuliswa kukusebenzisana kwiingxaki zasemsebenzini.				
13.	What we learn as a team develops gradually by working together on organisational problems.				
	<i>Wat ons leer as 'n span ontwikkel stelselmatig deur saam te werk aan oplossings van organisatoriese probleme.</i>				
	Iqela lethu lithathe unyawo lokubiza umkhokeli azokusixhasa.				
14.	Our team has taken the initiative to call in a coach for support.				
	<i>Ons span het die inisiatief geneem om 'n afrigter in te roep vir ondersteuning.</i>				
	Umqeqeshi uyasivumela siliqela sibonakalise sikhululekile izisombululo kwiingxaki				
15.	A coach allows us as a team to experiment freely with solutions to our organizational problems.				
	<i>Ons afrigter laat ons toe om vryelik te eksperimenteer aan oplossing vir probleme in die organisasie.</i>				
	Iqela liqaphela ukuba okunokusombulula ingxaki emsebenzini kuvuselelwa ziingcebiso namanye amacebo aluncedo avela kumkhokeli.				
16.	The team determines what should happen to solve problems at work, inspired by suggestions and alternatives from a coach.				
	<i>Die span bepaal watter oplossings toegepas word onde leiding van voorstelle en alternatiewe deur 'n afrigter.</i>				
	Inqanaba lam lemfundo liyandiqinisekisa ukuba ndingathatha inxaxheba kwiinkqubo zokufunda				
17.	My profession ensures that I can participate in learning activities.				
	<i>My professie verseker deelname in alle leer of opleidings aktiwiteite.</i>				
	Inqanaba lam lemfundo libeke bucala amalungiselelo okuqhubeleka neenkqubo zokufunda.				
18.	My profession has collective arrangements in place for participation in continuing education activities.				
	<i>My werkplek het kollektiewe ooreenkomste in plek vir deelname in (voorgesette) opvoedkundige (aktiwiteite).</i>				

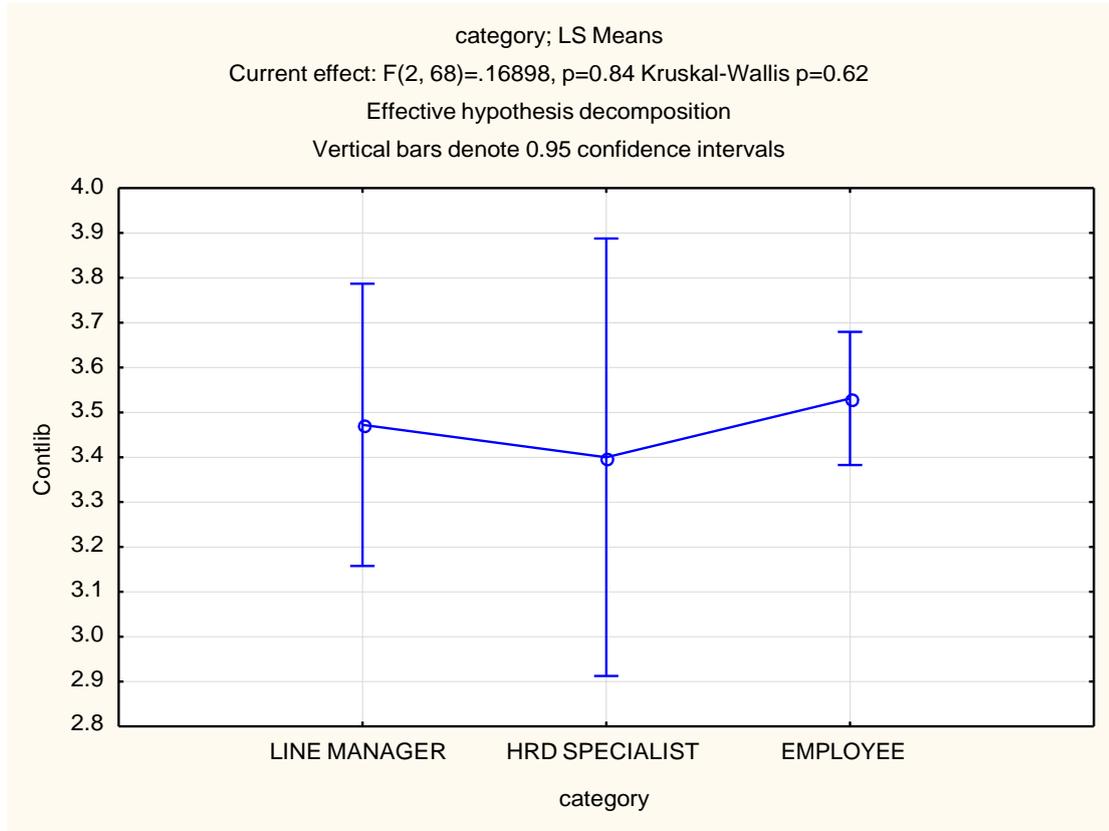
	Ndicelwe yimibutho yenqanaba lam lemfundo ukuba ndizimanye neenkqubo ukuze ndihlale ndiphumelele ukulungiselela impumelelo enenkqubela				
19.	I am required to engage in activities by my professional association to stay qualified for professional practice. <i>Dit word van my verwag om deel te neem aan alle opvoedkundige of opleidingspraktyke sodat ek op hoogte kan bly van veranderinge in my werksopset.</i> Ndiyakuthanda ukuhlala nabantu abanolwazi emsebenzini ukwenzela bandongeze ulwazi.				
20.	I like to have highly experienced people in my profession inspire me for what I learn in my work. <i>Uiters ervare mense in my beroep inspireer my vir wat ek leer in my werk.</i> Abantu abaziingcaphephe bandixhonxela ukuba ndibengumntu ongcono emsebenzini.				
21.	Content experts challenge me in my work to become a better professional. <i>Mense met goeie kennis en ervaring in my werksinhoud, daag my uit om daaglik na beter te strewe of te verbeter.</i> Ndiyakuthanda ukuhlala nabantu abanolwazi emsebenzini ukwenzela bandongeze ulwazi.				
22.	I see myself as a professional who likes to learn from real masters in my profession. <i>Ek sien myself as 'n profesionele werknemer wat daarvan hou om te leer van die deskundiges in my vakgebied.</i> Abantu abaziingcaphephe bandixhonxela ukuba ndibengumntu ongcono emsebenzini wam.				

3. Learning Climate/Leerklimaat/Ubunjani Umoya		1	2	3	4
Wemfundo		never			always
1.	Learning in my work is mainly doing and experiencing for myself. <i>Leerervaring in my werk lei tot selfverryking en ondervinding.</i> Ukufunda emsebenzini wam kuxhomekeke kwizenzo nolwazi lwam.				
2.	With us, self-determination is paramount when it comes to further development. <i>By ons speel self-motivering die grootste rol in toekomstige ontwikkeling.</i> Kuthi ukuzithemba yiyona nto ngokubhekiselele kwinkqubela – phambili yophuhliso				
3.	To get ahead in this organization you need to be really entrepreneurial. <i>'n Besigheidsingesteldheid is noodsaaklik om vooruitgang in die organisasie te verseker.</i> Ukuze ndiqhubele phambili kulo mbutho kufuneka ubengusomashishini wenene.				
4.	Individual autonomy in determining what and how you learn is appreciated here. <i>Individuele outonomie in die bepaling van wat en hoe jy leer word hier waardeer.</i> Ukuzimisela komntu ngamnye kwenza ubukho bakhe buthandeke/bunqweneleke.				
5.	It is OK to make mistakes in this job, as long as you learn from them.				

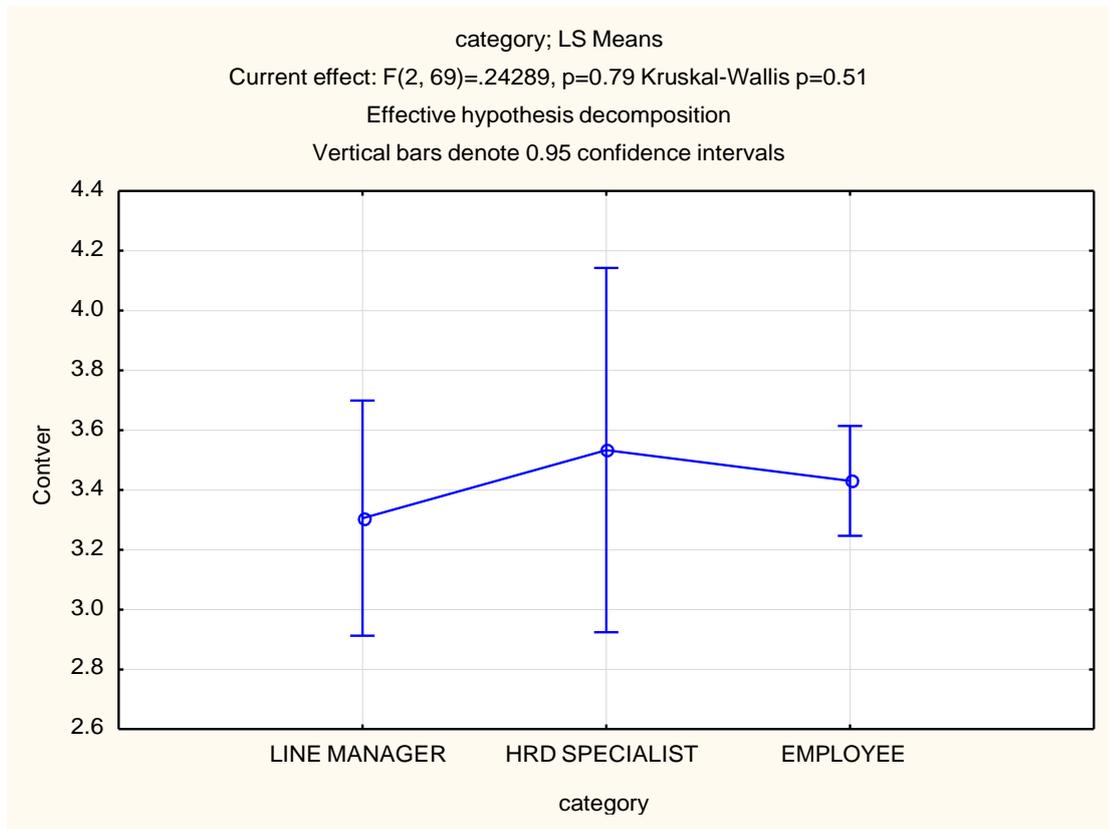
	<i>Mislukkings in my werk kan alleenlik regverdig word solank ek uit my foute leer.</i>				
	Kulungile ukwenza iimposiso kulo msebenzi kuba uye ufunde kuzo.				
6.	In my immediate work environment, compliance is highly appreciated.				
	<i>In my onmiddellike werksomgewing word insiklikheid en toegewensgesindheid altyd waardeer.</i>				
	Kule ndawo ndisebenza kuyo imbeko nokunyaniseka kuyanqweneleka/kuyakhuthazwa kakhulu.				
7.	Learning is in my work is mainly imitating and rehearsing.				
	<i>Leer in my werksopset vind hoofsaaklik plaas deur herhaling en oefening.</i>				
	Ukufunda kukwakho kulo msebenzi uyalinganisa wenze okufanayo.				
8.	To get ahead in this organization you need to have a talent for obedience.				
	<i>Om vorentoe te gaan in die organisasie moet jy 'n talent het vir gehoorsaamheid.</i>				
	Ukuze uqhubeleke emsebenzini kufanele ukuba wenze oku ukuxelelweyo.				
9.	In my immediate work environment, learning together is highly appreciated.				
	<i>In my onmiddellike werksomgewing, word saam leer opreg waardeer.</i>				
	Ukusebenza nokufunda zihamba kunye kulo msebenzi wam kwaye ziyavuyelwa.				
10.	Learning is in my work is mainly reflecting and solving problems together.				
	<i>Leer in my werksomgewing word bepaal deur gesamentlike refleksie en probleme oplos.</i>				
	Ukufunda kulo msebenzi wam kuhambisana nokusombulula iingxaki.				
11.	Joint responsibility in determining what and how you learn is appreciated here.				
	<i>Gesamentlike verantwoordneming speel 'n groot rol in my werksplek.</i>				
	Ukusebenzisana kulo msebenzi kubonisa ukuba enikufunde apha niyakuthakazelela.				
12.	Professional attitude is highly appreciated in my immediate work environment .				
	<i>In my onmiddellike werksomgewing word hoogs professionele houding waardeer.</i>				
	Kulo msebenzi wam ukuhlonipha indawo yakho kuyathakazelelwa.				
13.	Learning in my work is mainly developing from apprentice through associate to independent professional.				
	<i>Die opleidings potensiaal in my werksplek is van gewone ambag tot op die hoogste profesionele vlak.</i>				
	Ukufunda kulo msebenzi wam kuqalela ekurhwebeni nomqeshi wakho ngokusemthethweni oko kukuthi uthobele imithetho yomqashi wakho ukuya kumaqela osebenzisana nawo de kuzokuma kumsebenzi wakho siqu uwedwa.				
14.	To get ahead in this organization you need to be regarded as a promising professional.				
	<i>Jy moet beskou word as 'n belowende profesionele werknemer in jou werksplek as jy verseker wil wees van bevordering.</i>				
	Ukuze uqhubeleke phambili kulo msebenzi kufuneka ubengumsebenzi/umqeshwa othembisayo kuba uwuqeqeshelwe lo msebenzi.				

APPENDIX C: LEARNING NETWORK GRAPHS

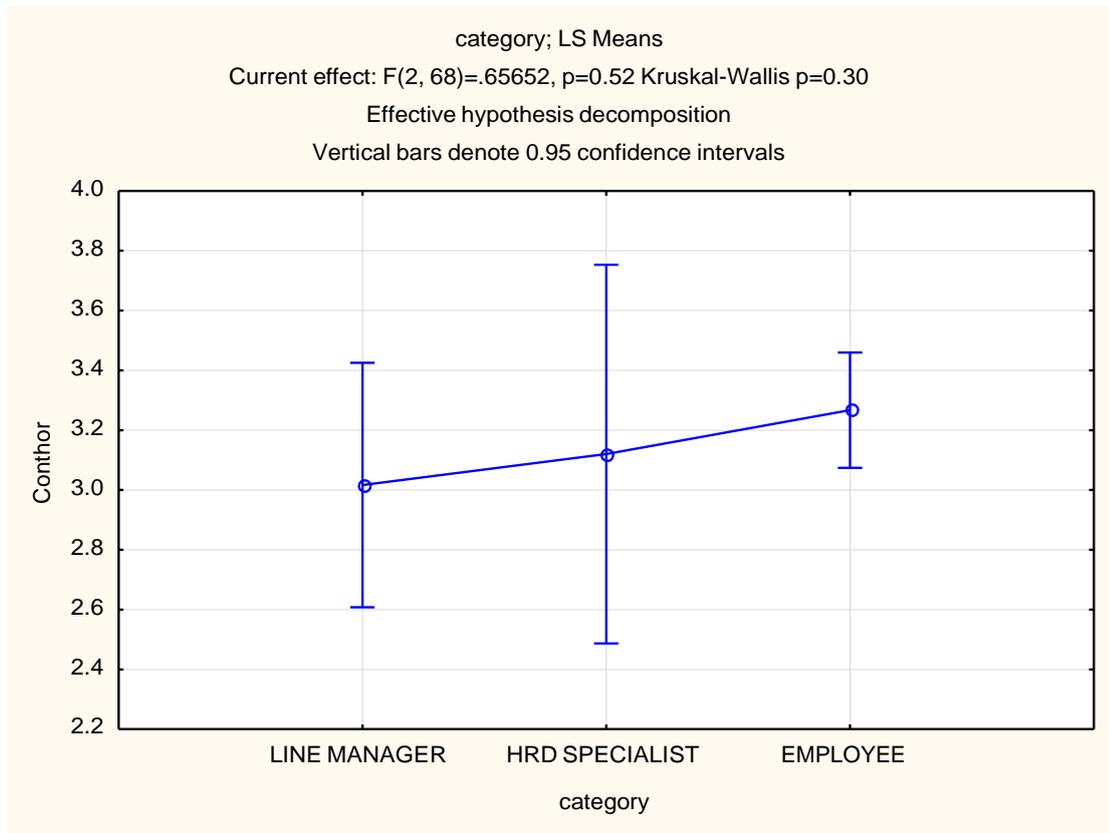
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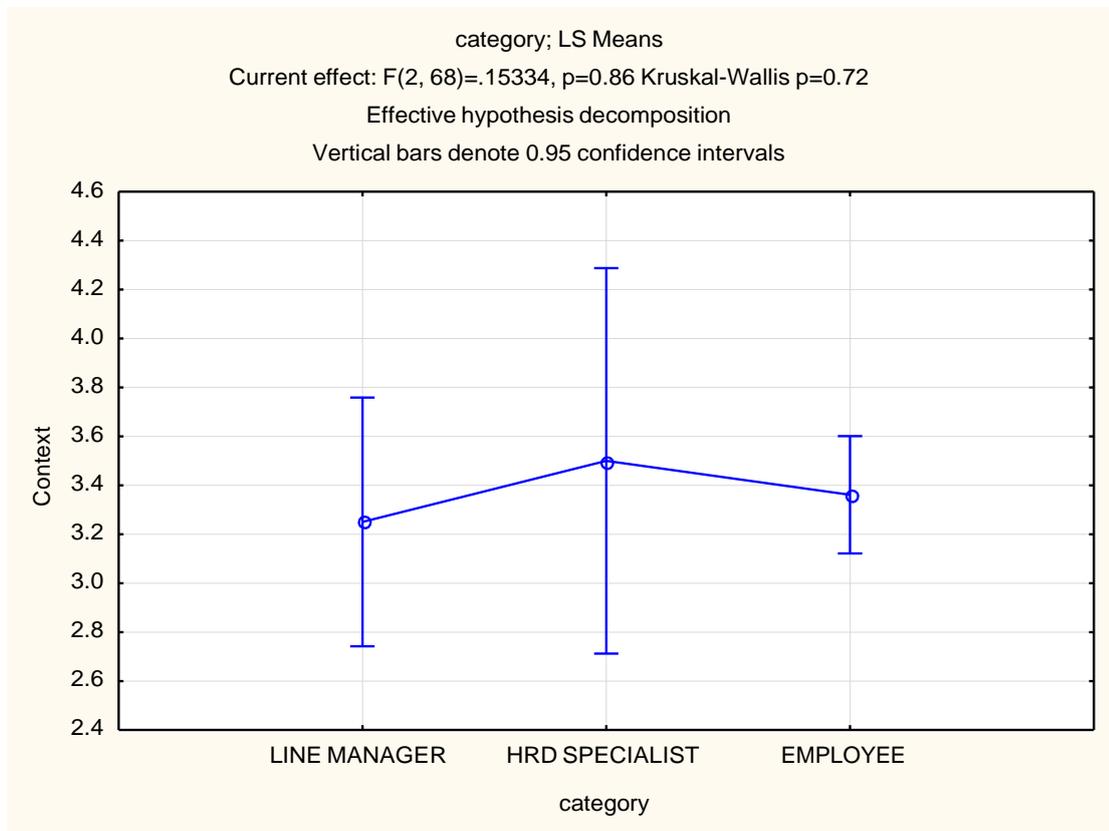
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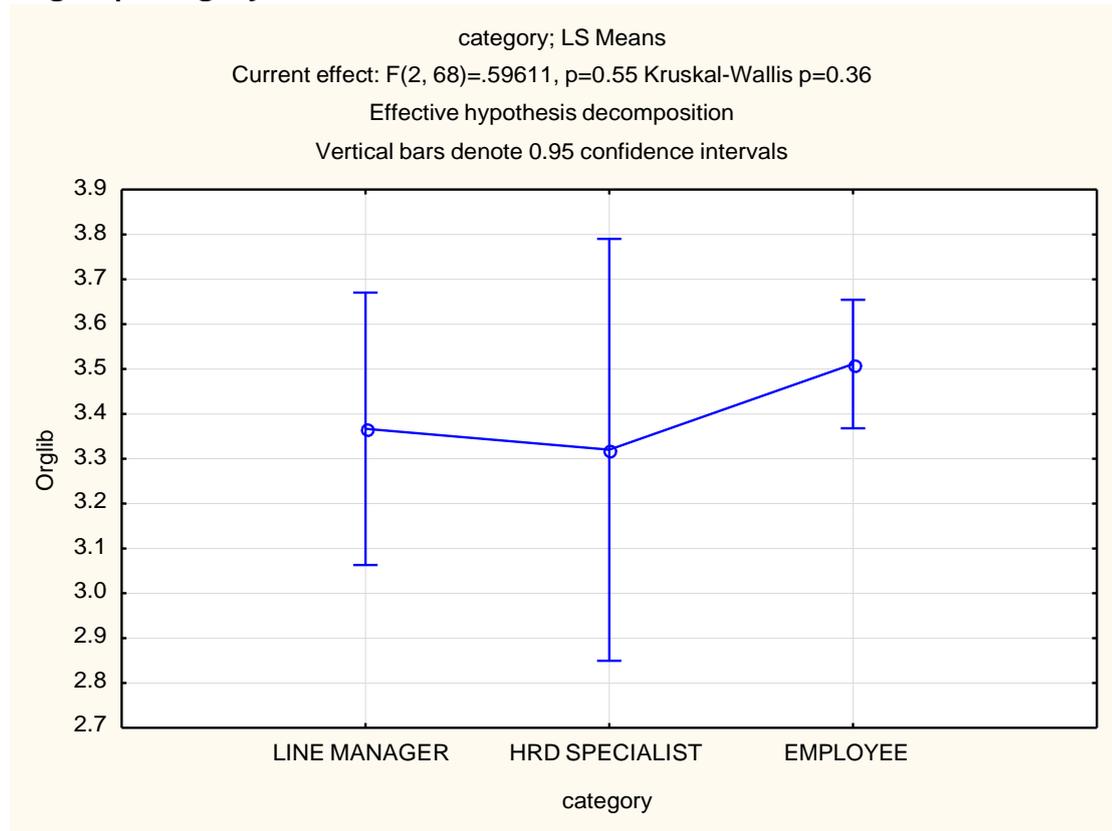
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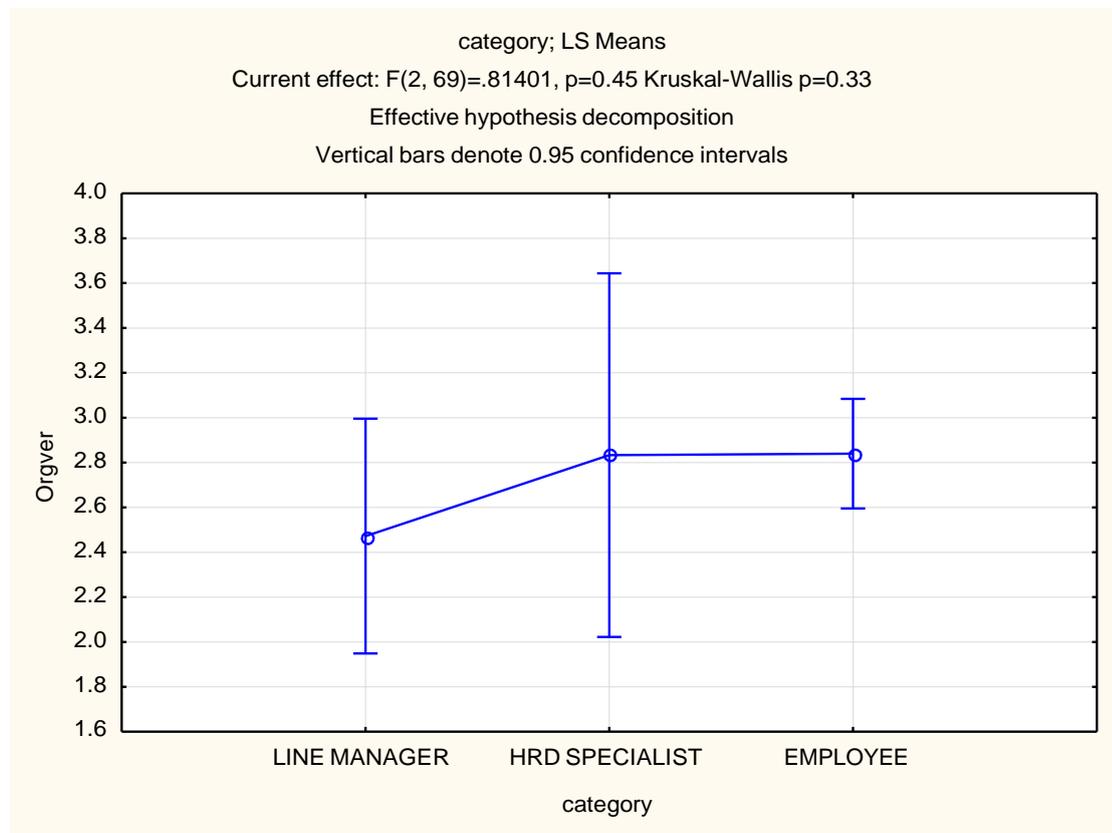
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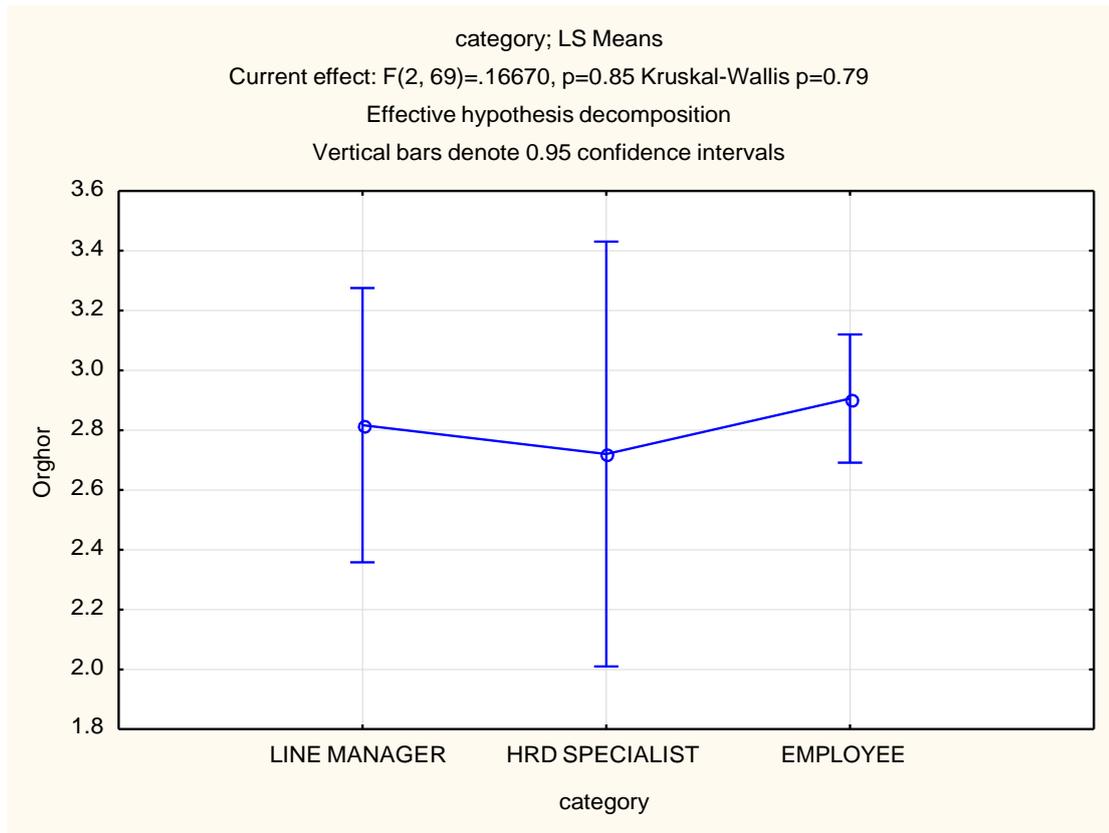
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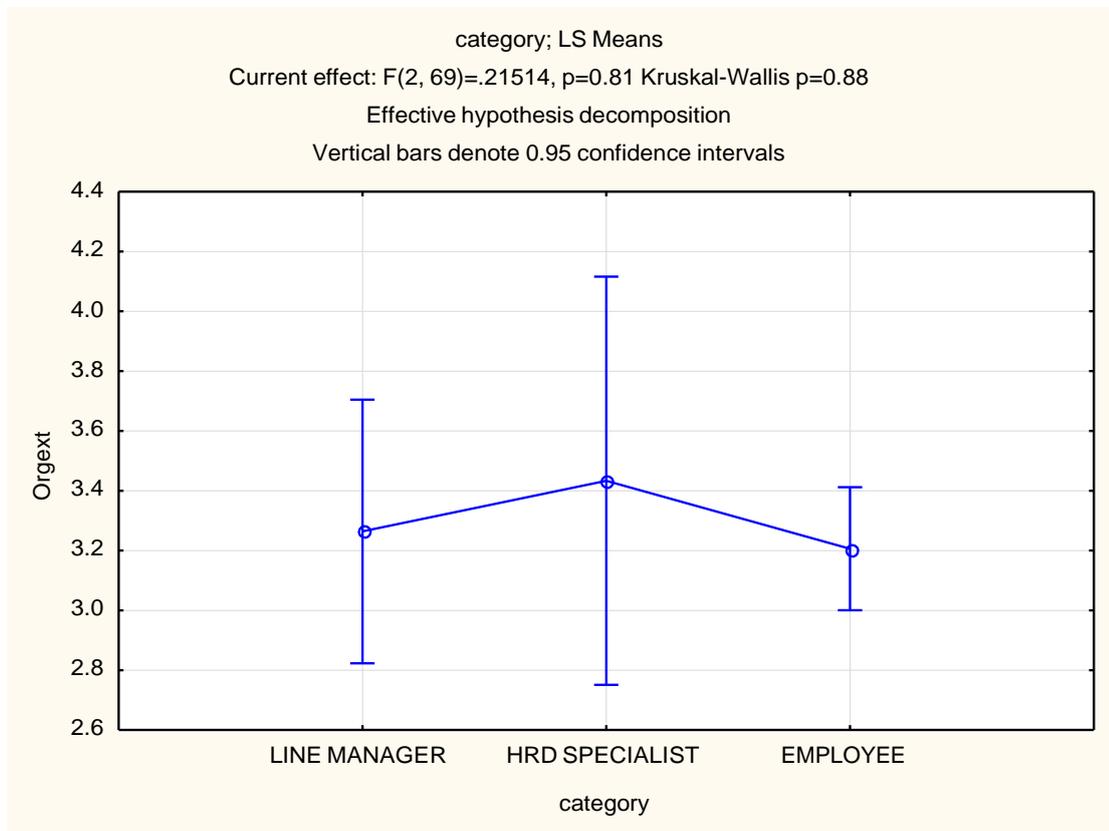
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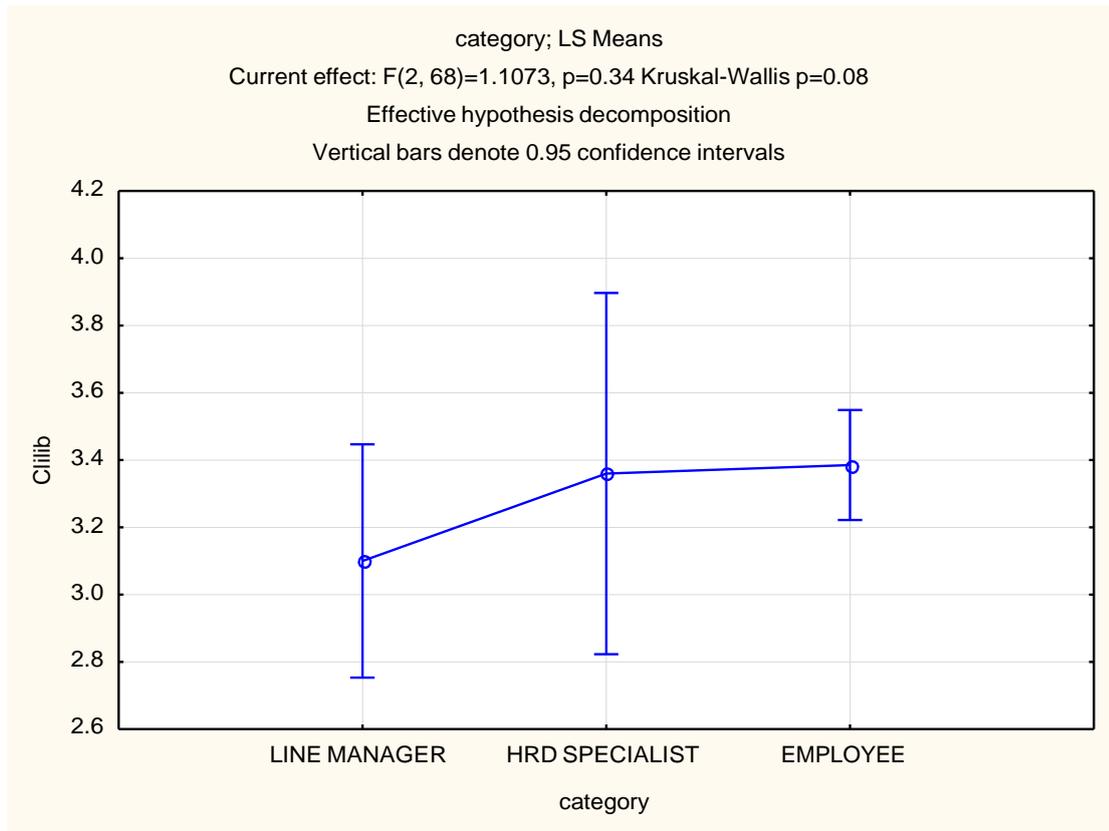
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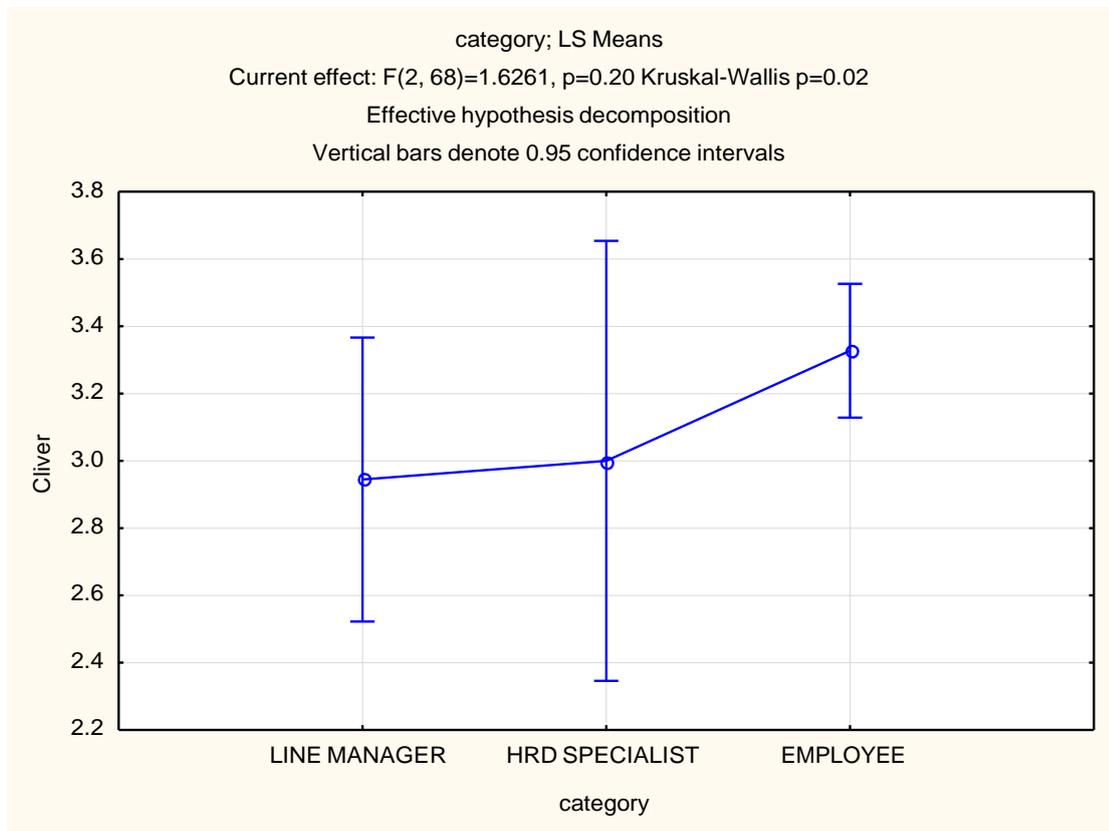
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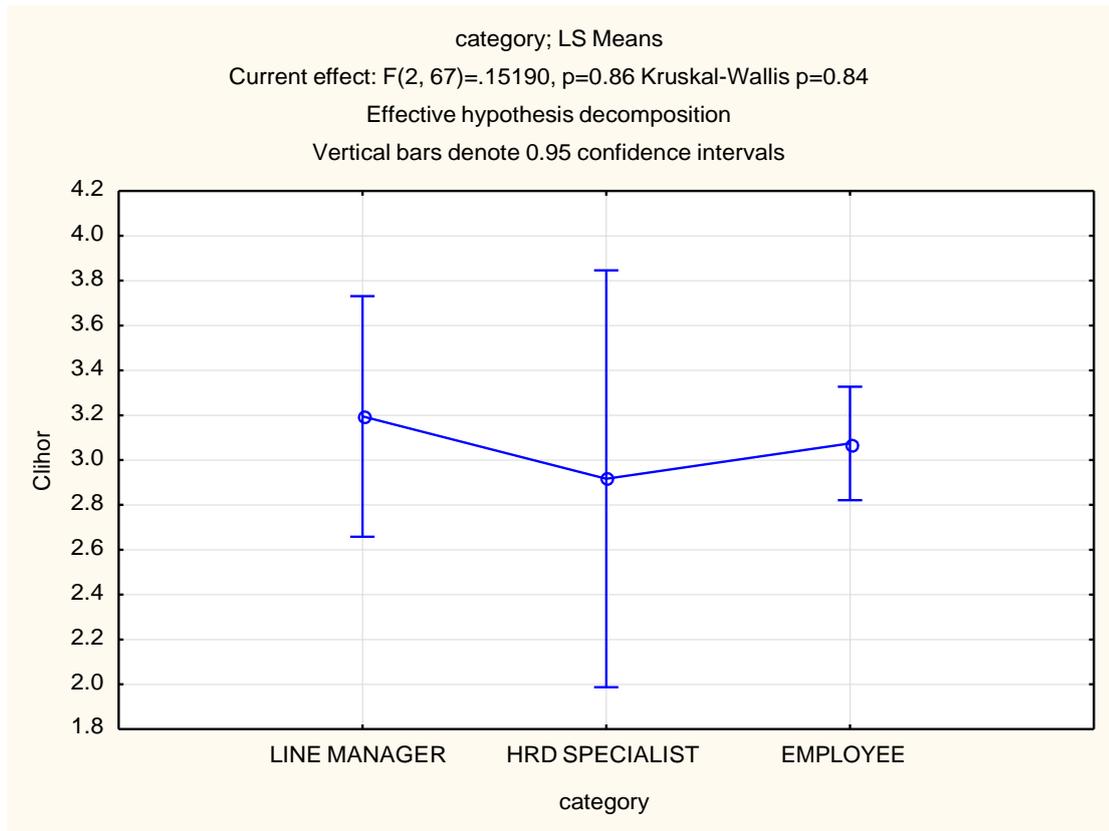
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