

**TRAINING
AND DEVELOPMENT NEEDS ASSESSMENT FOR
PREVIOUSLY DISADVANTAGED
MANAGERS IN THE INCOME AND CASH DIRECTORATE,
CITY OF CAPE TOWN**

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partial fulfilment
of the requirements for the
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DECLARATION

I, the undersigned, hereby declare that the work contained in this assignment is my own original work and that I have not previously in its entirety or in part submitted it at any university for a degree.

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SUMMARY

This study sets out to identify the training and development needs of the black middle managers in the Income and Cash Directorate of the City of Cape Town using Hague's Model of Training Needs Analysis (Hague, 1973). This model is predicated on the creation of a collaborative relationship between the line manager, the employee and the training consultant. Their primary task is to examine issues of job descriptions, key performance areas based on the job descriptions, workplace performance standards, sources of skills, performance gaps and their causes, as well as training solutions and non-training solutions.

The study argues that there is a need to adopt a planned and systematic approach (i.e. Hague's Model) to the identification of the training and development needs of the black middle managers in the Income and Cash Directorate of the City of Cape Town. The study has four objectives: the first is to present a conceptual framework of the study by examining the existing literature on the analysis of training needs for managers in organisations; the second is to provide some background to the Income and Cash Directorate; the third objective is to adopt and apply Hague's Model of Training Needs Analysis (Hague, 1973) in the Income and Cash Directorate; and the fourth objective is to formulate a training and development strategy to be designed and implemented in order to address the training and development needs of the black middle managers in the Income and Cash Directorate.

The study concludes, *inter alia*, that the lack of a systematic and planned approach to the identification of the training and development needs of black middle managers in the Income and Cash Directorate should be addressed by the adoption and application of Hague's Model of Training Needs Analysis (Hague, 1973), considering the fact that it makes provision for the collective determination of the training and development needs of black middle managers.

The study then recommends the adoption Hague's Model of Training Needs Analysis (Hague, 1973) in the Income and Cash Directorate of the City of Cape Town.

However, the following factors and issues should be taken into account in order to ensure the effective implementation of Hague's Model of Training Needs Analysis (Hague, 1973) in the organisation: finalising the job descriptions; developing specific and measurable performance standards; managing the performance of the managers; reviewing the training and development plan on a periodic basis; implementing the induction and mentorship systems; and implementing a management development programme.

OPSOMMING

Hierdie studie is gemoeid met die identifisering van die opleidings- en ontwikkelingsbehoefte van die swart middelbestuurders in die Inkomste- en Kontantdirekoraat van die Stad Kaapstad en is gebaseer op gebruikmaking van Hague se model (Hague, 1973) vir die analisering van opleidingsbehoefte. Hierdie model bevestig die skepping van 'n verhouding van samewerking tussen die lynbestuurder, die werkgewer en die opleidingskonsultant. Hulle primêre taak is om die kwessies rakende posbeskrywing, sleutelwerksgebiede gebaseer op posbeskrywings, werkverrigtingstandaarde, bronne vir vaardigheidsopleiding, werkverrigtingsgapings en hulle oorsake, asook opleidingsoplossings en nie-opleidingsoplossings te ondersoek.

Die studie argumenteer dat daar 'n behoefte bestaan vir die aanvaarding en toepassing van 'n sistematies- beplande benadering (te wete die Hague-model) tot identifisering van die opleidings- en ontwikkelingsbehoefte van die swart middelbestuurders in die Inkomste- en Kontant-direkoraat van die Stad Kaapstad. Die studiedoelwitte is viervoudig: die eerste is daarstelling van 'n konseptuele raamwerk aan die hand van die bestudering van bestaande literatuur oor die analise van opleidingsbehoefte vir bestuurders in organisasies; die tweede is die verskaffing van agtergrondsinligting oor die Inkomste- en Kontantdirekoraat; die derde is die aanvaarding en toepassing van die Hague-model vir die analisering van opleidingsbehoefte in die Inkomste- en Kontantdirekoraat; en die vierde is die aanbeveling dat 'n opleidings- en

ontwikkelingstrategie vir aanspreking van die opleidings- en ontwikkelingsbehoefes van swart middelbestuurders in die Inkomste- en Kontantdirektoraat ontwikkel en geïmplementeer word.

Die studie kom tot die slotsom dat die gebrek aan 'n sistematies-beplande benadering tot die identifisering van opleidings- en ontwikkelingsbehoefes van die swart middelbestuurders in die Inkomste- en Kontantdirektoraat aangespreek behoort te word deur die aanname en toepassing van die Hague-model (Hague, 1973) vir opleidingsbehoefte-analise aangesien dit voorsiening maak vir kollektiewe vasstelling van die swart middelbestuurders se opleidings- en ontwikkelingsbehoefes.

Die aanvaarding van die Hague-model vir die analisering van opleidingsbehoefes in die Inkomste- en Kontantdirektoraat van die Stad Kaapstad word dan ook aanbeveel.

Daar word egter 'n aantal faktore en kwessies wat in aanmerking geneem moet word om effektiewe implementering van die Hague-model vir opleidingsanalise in die organisasie te verseker, uitgewys, te wete, finalisering van die posbeskrywings; die ontwikkeling van spesifieke en meetbare werkverrigtingstandaarde; besturing van die bestuurders se werkverrigting; periodieke hersiening van die opleidings- en ontwikkelingsplan; implementering van die inlywings- en mentorskapsisteem; en die implementering van 'n bestuursontwikkelingsprogram.

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CHAPTER 1

INTRODUCTION

1.1 General overview

The study focuses on the identification of the training and development needs of the black middle managers' in the Income and Cash Directorate of the City of Cape Town. This chapter provides the statement of the research problem and hypothesis, and states that objectives of the study, the methodologies used and the significance of the study.

It is safe to argue that South African society is undergoing many changes. Every facet of the South African community is being buffeted by these changes, which are both manifold and complex. One of the sectors experiencing these rapid and many changes is the local government sector and this study is undertaken within the local government arena. The unit of analysis is the Income and Cash Directorate in the City of Cape Town and the field of study that is being researched is the education, training and development needs of black middle managers.

It would appear that local government institutions are beginning to take the issue of education, training and development seriously. Since the ushering in of the New South Africa in 1994, the vast majority of previously disadvantaged individuals have been given numerous opportunities to enter the local government sector. Little did the local government sector envisage the enormity of the training and development needs that were to come with the opening up of opportunities for these people. Hitherto, organisations such as the City of Cape Town, have not made significant strides in terms of empowering black managers. It was observed that these officials in the Income and Cash Directorate of the City of Cape Town have insufficient experience and inadequate access to formal training and development opportunities.

The study, explores, formulates and recommends an appropriate training needs analysis process to lead to an implementable training and development programme in order to promote efficient and effective performance on the part of the new middle managers in the Directorate.

1.2 Statement of the research problem and hypothesis

Historically, the vast majority of South Africans were denied training and development opportunities in the workplace. This has had negative consequences such as lack of advancement, little or no promotional opportunities, demotivation, under-performance, poor performance and disillusionment with the organisation on the part of the disadvantaged employees. The education, training and development field is undergoing significant changes. One of the principles that underpin the transformation of the education, training and development sector is redress. This principle entails making positive and concerted efforts to remove the barriers that hinder the effective training and development of previously disadvantaged individuals.

Two Acts have been specifically drafted to implement the redress principle in the education, training and development field, namely: The Employment Equity Act, 1998 (No. 55 of 1998) and the Skills Development Act, 1998 (No. 97 of 1998). The latter covers, inter alia, increasing investment in training in South Africa. The former deals with eliminating unfair discrimination and promoting affirmative action measures in the workplace. In the Employment Equity Act, 1998, it is stated that organisations should make efforts to empower blacks, women and the disabled. In this study, the focus is on the black middle managers in the Income and Cash Directorate of the City of Cape Town, which given the nature of the work done in the Directorate, cannot allow compromises regarding competencies.

In the Income and Cash Directorate, there is a lack of a planned and systematic approach to the determination of the training and development needs of black middle managers. These managers have never received proper and effective training and development appropriate to their functions.

The lack of a solid educational background, the legacy of the apartheid education system, coupled with insufficient on-the-job training and development, have led to unacceptable performance levels on the part of these managers. It would appear that the organisation has never invested significantly and meaningfully in the training and development of the black middle managers.

Sadly enough, despite the lack of sufficient training and development, these managers are expected to be both efficient and effective in their jobs. The lack of properly planned training manifests itself in several ways:

- Firstly, there are no clear workplace performance standards or assessment criteria, which are necessary for determining the training and development needs;
- Secondly, many of them have never attended a formal management programme and yet they are in managerial positions;
- Thirdly, a large number of them have never attended an induction/orientation training programme;

- Fourthly, most of them have never been performance managed and, as a result, their training and development needs are unknown;
- Fifthly, the vast majority of these managers do not have mentors and the undesirable result has been the existence of a culture of non-transference of skills between the black middle managers and the senior managers;
- Sixthly, the lack of a planned approach to training and development has hindered the promotability of these managers.

In a nutshell, all these sub-problems are caused by the lack of readiness on the part of the organisation to embark on a formal training and development programme that is aimed at the empowerment of black middle managers.

1.3 Objectives of the study

The purpose of the study was to identify the training and development needs of the black middle managers in the Income and Cash Directorate of the City of Cape Town. The objectives of the study were as follows:

- (i) To present the conceptual framework of the study by examining the existing literature on the training needs analysis for managers in organisations;
- (ii) To provide some background to the Income and Cash Directorate;
- (iii) To adopt and apply Hague's Model (Hague 1973) of Training Needs Analysis in the Income and Cash Directorate; and
- (iv) To recommend that a training and development strategy be developed and implemented in order to address the training and development needs of the black middle managers in the Income and Cash Directorate.

1.4 Methodology

The nature of the study is explorative-descriptive in the sense that its aim was to search and describe the cause and effect of a problematic issue. Two methodological techniques are used. The first is a review of relevant interactive and the second is conducting a training needs analysis survey using a questionnaire. These self-administered questionnaires have to be returned in sealed envelopes and the anonymity of the respondents respected throughout the survey in order to ensure frankness from respondents.

The literature review primarily explores Hague's Model of Training Needs Analysis (Hague 1973) as it applies to managers in organisations. This enabled reflection on issues relevant to the topic of the study.

The survey entailed distributing sixty coded questionnaires to all black middle managers in Job Grades 10 and 17 (in accordance with the Job Grading System of the City of Cape Town) Respondents were allowed a time frame of two to three weeks for both the completion and submission of the questionnaire.

1.5 Significance of the study

There is limited literature on the theory and practice of training needs analysis for black middle managers in South African organisations. Most of the literature focuses on the development and success of African-American managers in organisations in the United States of America. Consequently, the identification of training and development needs for black middle managers in especially local government organisations in South Africa has received minimal attention within the field of training.

With the promulgation of the Skills Development Act, 1998 (No. 97 of 1998). And the Employment Equity Act, 1998, (No. 55 of 1998) organisations in South Africa are beginning to make concerted efforts that are aimed at the empowerment of previously disadvantaged groups in the workplace. There is a growing realisation on the part of organisations that the skills base within organisations needs to be broadened.

As a result, workplace skills plans and employment equity plans are being developed with the specific aim of addressing the skills shortages of especially the designated groups as stipulated in the Skills Development Act, 1998 (No. 97 of 1998) and the Employment Equity Act, 1998 (No. 55 of 1998) respectively. Specifically, there is a move towards addressing the lack of suitably qualified black managers in organisations. It is therefore necessary to design and implement the training and development programmes that will empower disadvantaged black managers in organisations. This study will highlight the following issues,:

- a) The training and development needs of black middle managers will be identified. Hitherto, no efforts have been made to systematically design a training and development plan for the black middle managers in the Income and Cash Directorate. The designing and implementation of a training and development plan will be aimed at performance improvement on the part of the black middle managers;
- b) The black middle managers will be afforded the opportunity to participate in the determination of their own training and development needs, thereby promoting buy-in and commitment to the training needs analysis process;
- c) Once the training and development needs have been identified and addressed, the organisation will have a pool of competent new incumbents who can be accelerated to the higher echelons, thereby effecting representativity in the management stream;
- d) The execution of the training needs analysis exercise will usher in the process of giving and receiving feedback on the black middle managers' performance. At the moment, there is no system of managing the manager's' performance. This study will advocate the

notion of assessing employees' performance with a view to identifying performance discrepancies that can be addressed through training and/or non-training means.

1.6 Organisation of the study

The content of this study has been organised as follows into five chapters:

- Chapter One is a general introduction to the study;
- Chapter Two reviews the existing literature on the conceptual framework of training needs analysis for managers in organisations, with a special emphasis on Hague's model (Hague, 1973) of Training Needs Analysis. In addition, it explores the implications of Hague's Model of Training Needs Analysis (Hague, 1973) for the present study;
- Chapter Three provides some background to the Income and Cash Directorate;
- Chapter Four focuses on the application of the Hague's Model of Training Needs Analysis in the Income and Cash Directorate;
- Chapter Five provides a summary of pertinent issues and recommends the development and implementation of a training and development strategy in order to address the training and development needs of the black middle managers in the Income and Cash Directorate of the City Of Cape Town.

CHAPTER 2

CONCEPTUAL APPROACH TO TRAINING NEEDS ANALYSIS FOR MANAGERS IN ORGANISATIONS

2.1 Introduction

This chapter contains a review of the existing literature on training needs analysis and how it applies to managers in organisations. Firstly, a generic definition of training needs analysis is provided; secondly, the factors necessitating the application of training needs analyses are identified; thirdly, the benefits associated with the practice of following a training needs analysis process are highlighted; fourthly, the consequences of not using the training needs analysis process are specified; and lastly, Hague's Model of Training Needs Analysis (Hague, 1973) is explored.

2.2 Definition of training needs analysis

Training needs analysis falls within the sphere of human resources development. Various writers view training needs analysis from a multiplicity of perspectives. Rosset (1987: 10) argues that the primary aim of a training needs analysis is to determine the gap between optimal performance and actual performance. Similarly, Armstrong (1997: 129) says that, "the analysis of training needs aims to define the gap between what is happening and what should."

Training needs analysis can be viewed as a data-gathering process on employees' performance. Sparhawk (1994: 8) refers to a needs analysis or a needs assessment as a process of gathering information about the current performance and the expected performance of an employee. Mager and Pipe (1997: 101) refer to training needs analysis as a process of identifying "the difference between what is being done and what is supposed to be done". The difference between the current performance and expected performance may suggest a training intervention and/or a non-training intervention. Thus, training needs analysis is a means of identifying gaps with the ultimate aim of determining appropriate solutions to those performance discrepancies.

2.3 Factors necessitating the application of training needs analysis for managers in organisations

Management development is an integral part of ensuring that the manager is both efficient and effective in the performance of managerial duties. It is therefore important not to downplay the crucial role that the manager plays in an organisation.

There are several major reasons for conducting the training needs analysis process. Schneier *et al.* (1994: 66 – 67) identify some of the major reasons for conducting a training needs analysis. Firstly, it serves to promote a process view of training and, secondly, it provides a database to support and enhance other personnel / human resources management functions. In other words, a training needs analysis can determine the prerequisite knowledge, skills and attitudes to perform the tasks in the most cost-effective manner. It can therefore be argued that training needs analysis is necessary for consolidating the personnel / human resources management function.

Thirdly, the training needs analysis process provides a bottom-line, empirical measure for personnel / human resources management operations. It can be used as a process for developing empirically proven human resource development programmes.

2.4 Training needs analysis benefits

The identification of training needs for managers will engender certain benefits in organisations:

- Firstly, the identification of solutions to problems that affect core local government sector processes. Through training needs analysis, an organisation will be able to identify training related solutions and non-training related solutions;
- Secondly, the determination of qualities that distinguish average from superior performance. With the identification of the performance gaps and the current barriers preventing service excellence, it is an opportune time to introduce a performance management system to promote efficiency and effectiveness in relation to service delivery;
- Thirdly, the provision of information about current and future predictions of job performance;
- Fourthly, the clear definition of jobs and skills required to perform those jobs. The clear job descriptions and the identification of the necessary skills to perform the job help to cope with the changing organisational practices and technology in order to do the job. In order to keep abreast in the world economy and, more important, to challenge and cope with globalisation, it is vital to develop skills and move with the times;
- Fifthly, the identification of additional knowledge, skills and attitudes to climb the managerial ladder; -and
- Sixthly, the identification of training needs in order to perform at a high level (Mager and Pipe, 1997: 99 – 106).

Thus, if organisations are to achieve their desired objectives, they need to develop the knowledge, skills and attitudes of the employees by embarking upon the training needs analysis process that would elicit the training and development needs in the organisation.

2.5 Consequences of not identifying training needs of managers

Some of the consequences of not identifying training needs can be summarised as follows:

- Firstly, loss of productivity. This can lead to ineffective and inefficient service delivery. It can impact negatively on the provision of high quality service to the various communities they serve;
- Secondly, huge cost for the organisations. Organisations should always strive for service excellence. Employees lacking the necessary skills and knowledge to do the job may undermine the overall strategies of the organisation and put economic pressure on highly focused organisational units that serve the various beneficiaries. The pressure put on local authorities demands that the communities get value for money, best practices are introduced and, most important, transparency and public accountability become of paramount importance to the various stakeholders;
- Thirdly, the inability to unleash the full potential of employees. Without training needs analysis, it may be difficult to become informed about the hidden or latent potential of the employees (Rosset, 1987: 10 – 20).

Thus, if organisations do not take the concept and practice of training needs analysis into consideration, the development of employees may be misfocused or misdirected. Large amounts of money for training could be wasted or a great deal of (misplaced) training efforts could yield undesirable results.

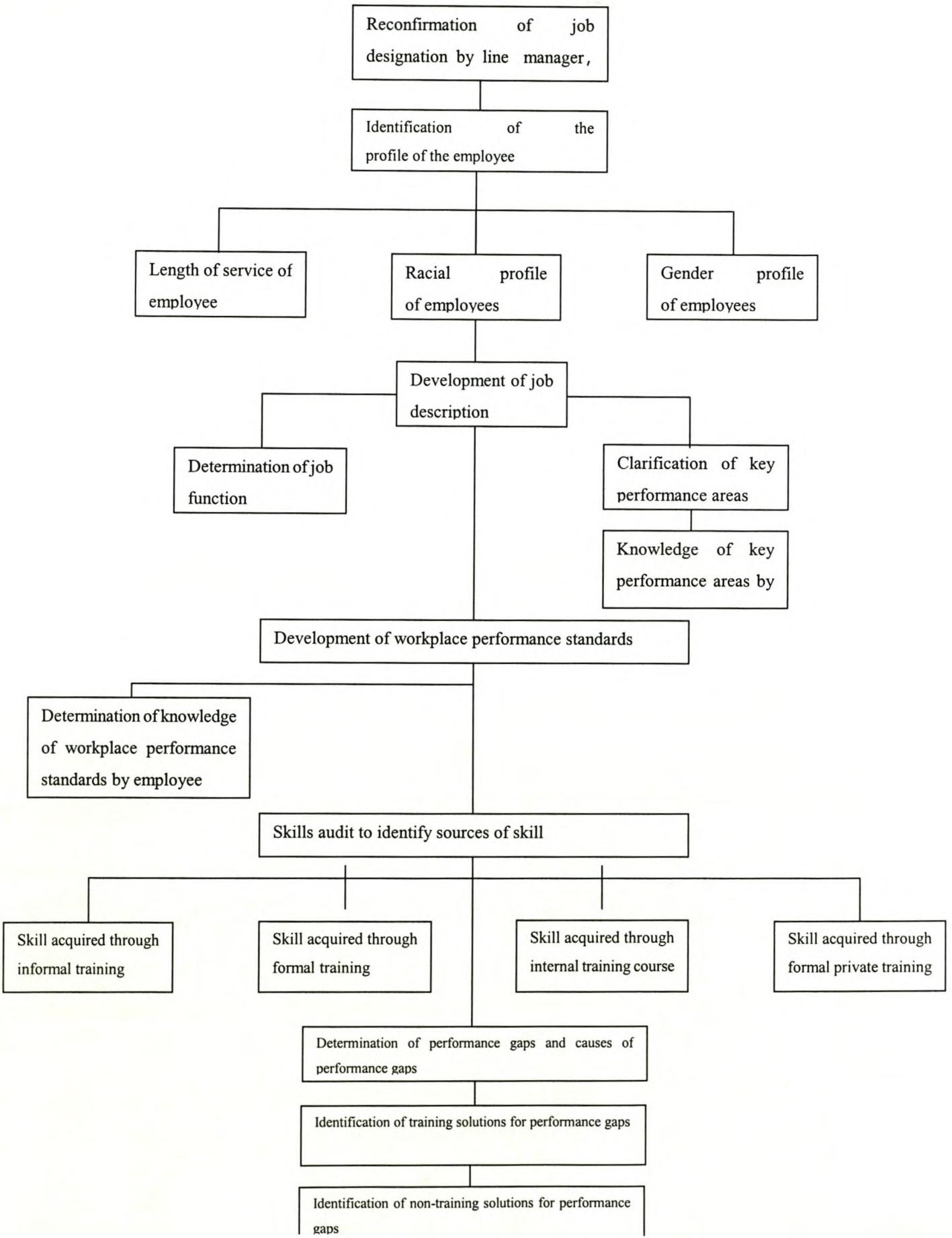
2.6 Model for identifying the training needs of managers

It should be noted that there are various approaches to identifying the training needs of managers. In this study, however, the focus is on Hague's Model of Training Needs Analysis (Hague, 1973). The reason for the choice of this model is that it is both participatory and rigorous in nature, as will be described below:

2.6.1 Hague's Model of Training Needs Analysis

In Hague's Model of Training Needs Analysis (Hague, 1973) the prime focus is to identify what the employee is supposed to do and then to appraise how he or she is doing it. The gap between the two as determined by this systematic approach is the training need in the present job. The model therefore assists in identifying the gaps in performance in the correct way. The stages in Hague's Model of Training Needs Analysis (Hague, 1973) are represented schematically in

Figure 1 Schematic Representation of Hague's Model of Training Needs Analysis (Hague, 1973)



A description of Hague's Model of Training Needs Analysis (Hague, 1973) as depicted in Figure 1 follows;

2.6.1.1 First stage: Reconfirmation of job designation by line manager, employee and training consultant

One of the critical steps in the training needs analysis process is the need to determine whose training and development needs will be identified. It is therefore necessary to specifically identify who will participate in the training needs analysis process. Hague's Model focuses on the crucial aspects of the participants in the training needs analysis process. At first, the job designation of the employee should be determined and agreed upon by the Human Resources Department as well as the line manager. The employee should then be informed about his or her job designation. In most cases, the employee does not have much say in the determination of a job designation. In the main, the job designations of employees are predetermined by the organisation. For the purpose of the training needs analysis process, the job designation of the employee should be reconfirmed by the line manager, employee and training consultant. The major reason behind the reconfirmation of the job designation is the assurance that the identification of the training and development needs will be done for the appropriate job designations (Hague, 1973:20-27).

2.6.1.2 Second stage: Identification of the profile of the employees

Once the job designations of the employees have been determined, agreed and communicated, it is important to obtain a profile of the employees who will be undergoing the training needs analysis process. According to Hague (1973:24), gathering information about the profile of the employees is a way of "knowing who is who in the zoo". Hague (1973:25) focuses on three specific aspects of the profile of the employees:

- Firstly, the length of the service of the employee in a particular job should be determined. The length of service will provide details around training history, assessment record and performance issues. Hague (1973:26) argues that the knowledge of a person's length of service could give an indication of the training needs required by that person; for instance, a recruit will require more training than a person who has been in the job for a long period. Conversely, a person who has been in the job for a long time may require a significant amount of training;
- Secondly, the racial profile of the employee needs to be known. The argument is that certain racial groups might have been excluded from training and development opportunities on the basis of their racial background. In this case, preferential treatment in terms of training and development will be given to those marginalised racial groups with a view to redressing the imbalance of the past;
- Lastly, the gender profile of the employees should also be considered in the training needs analysis process. Hague (1973:30) advances the argument that it is imperative to ensure that the training needs of a particular gender group are taken into account. In most organisations, the male gender group predominates. As a result, when training needs analysis is done, more consideration might be given to the male gender group. It

is therefore important to balance both female and male gender groups in the training needs analysis process.

2.6.1.3 Third stage: Development of job description

Usually, one of the building blocks of training needs analysis is the determination of the job descriptions of the employees. The job description will indicate what the employee is supposed to be doing and what results he or she should be achieving. In addition, the parameters, the scope and boundaries of the job must be specifically and clearly defined. The training needs analysis process should be conducted in accordance with the employee's job functions. In other words, the training needs that are identified should be guided and informed by a person's key performance areas. Ultimately, the employee's training and development plan (which will be the outcome of the training needs analysis process) should assist in the enhancement of the employee's productivity. In some cases, the job description is non-existent or unclear. Concerted efforts should be made to provide and clarify job descriptions in a manner that is clear and specific.

Hague (1973:31) asserts that once the job descriptions have been clarified, the employees should be informed about the existence of those job descriptions. If employees are not informed about the job descriptions, they might not know what to do and also lack information around their training and development needs. The development of a job description requires a partnership between the line manager, employee and training consultant.

2.6.1.4 Fourth stage: Development of workplace performance standards

It is clear that the job description will provide information about the tasks, functions and duties to be performed by the employees. Once the job descriptions have been drawn up, workplace performance standards should be developed. The workplace performance standards indicate the quality and quantity of the work that is expected of the employee by the employer.

The development of workplace performance standards is the responsibility of the line manager, employee, subject matter expert and training consultant. Hague (1973:33) argues that the collaborative effort in the development of the workplace performance standards is desirable, as this will clarify expectations from the line manager's side and the employee's side. These workplace performance standards must be specific, measurable, action oriented, results oriented and time oriented. Workplace performance standards for each job function must be developed.

According to Hague (1973:33), the development of workplace performance standards will assist in the training needs analysis process. It should be noted that training needs analysis should be approached from a performance analysis perspective (Hague, 1973:34). In order to determine the gap between what is and what should be happening in terms of an employee's performance, workplace performance standards are needed. In cases where the workplace performance

standards are non-existent, they need to be developed. Thereafter, a concerted and focused education campaign should be embarked upon to inform the employees about those workplace performance standards. Knowledge of workplace performance standards among employees is critical.

Lack of knowledge of workplace performance standards might create performance problems as well as present problems in terms of identifying the training needs of the employees. An organisation should determine the knowledge levels of the employees in the area of workplace performance standards.

2.6.1.5 Fifth stage: Skills audit to identify sources of skill

This section is different from section 2.6.1.2 in the sense that it focuses on “where” the skill was acquired, whereas section 2.6.1.2 focuses on some of the biographical details of the employee. According to Hague (1973:34), one of the activities that must be carried out in the training needs analysis process is a skills audit. The skills audit will determine the skills, knowledge and attitudes that the employees may have acquired formally, informally or non-formally. Hague (1973:34) argues that the skills audit would also inform and shape the training and development plan of the employees. In addition, the skills audit will identify the areas in which the employee is already competent. Furthermore, it will indicate the areas that must be developed on the part of the employee.

In conducting the skills audit, it is important to determine the sources of skills that the employees possess. According to Hague (1973:35), there are basically four sources of skills, namely: informal training, formal training, internal training course and formal private training.

The informal training refers to a situation whereby an employee acquires a skill in an unstructured setting, for example, being trained on how to chair a meeting. Formal training is normally associated with formal schooling, where the type of education is, in the main, structured and sequential and normally leads to a registered formal qualification. An internal training course is an in-house training course that is offered to the organisation’s employees. Formal private training denotes training that is acquired through a private training institution that is professionally recognised in the country.

According to Hague (1973:36), the training needs analysis process must incorporate the skills audit component with a view to identifying the sources of skills. In a nutshell, a skills audit should be done to address issues of redress, recognition of prior learning, access to and equity in training. A skills audit, which is intended to identify the sources of the skills of the employees, will assist in determining the “mechanisms” or “learning interventions” which are now needed to capacitate the employees.

2.6.1.6 Sixth stage: Determination of performance gaps and causes of performance gaps

This step is central to Hague's Model of Training Needs Analysis (Hague, 1973). It should be noted that training needs analysis should be approached from a performance analysis perspective. The performance analysis perspective suggests that an assessment process will take place in the identification of the training and development needs of the employees.

An assessment process will identify performance gaps in the employee's performance. An individual training needs analysis questionnaire can be used to identify the performance gaps. The line manager, the employee and the training consultant will analyse an employee's performance against the established workplace performance standards. During the assessment process, they will identify the performance gaps. A performance gap denotes a difference between current performance and expected performance.

The following aspects should be determined first in order for a performance gap to be identified, namely: job designation; length of service of the employee; racial profile of the employee; gender profile of the employee; job description of the employee; key performance areas of the employee; knowledge of the key performance areas by employee; workplace performance standards; knowledge of workplace performance standards by employee, and the employee's sources of skill in terms of informal training, formal training, internal training course and formal private training.

Hague (1973:36) advises that, once a performance gap has been identified, it should be described in specific and clear terms. It should be remembered that the identification of performance gaps is a collaborative process between the line manager, employee and training consultant. In the identification of performance gaps, its causes should also be determined. These causes may vary in their nature and form. The categories of performance gaps may include low productivity; job incompetence, demotivation, and technical illiteracy. The causes of performance gaps may either be "skill deficiency", "knowledge deficiency", "attitude deficiency" or "other deficiency".

Other examples of the causes of performance deficiency may include old technology; poor management style; no orientation of style; lack of a job manual; lack of mentors; internalised anger; restructuring process; unfair discrimination and the lack of a performance appraisal system (Hague, 1973:36). Once the performance gaps have been identified, the solutions that are required to close the performance gaps should be sought.

2.6.1.7 Seventh stage: Identification of training solutions for performance gaps

One of the types of solutions for the identified performance gaps can be training. According to Hague (1973:37), training denotes an intervention that is designed to transform the skills,

knowledge and attitudes to the employee whose performance is not in accordance with the expected level. Such training may take the form of a formal lecture, on-the-job training, a briefing session, informal study and private training.

2.6.1.8 Eighth stage: Identification of non-training solutions for performance gaps

It should be noted that training is not a panacea for all ills, in other words, not all performance gaps can be closed through training. A non-training solution is a type of an intervention that is not necessarily designed to improve the skills, knowledge and attitudes of an employee. Its aim is to focus on improvements such as: replacing an old computer with a new one; improving work flow processes; buying new furniture and redeployment and restructuring.

The implementation of both training and non-training solutions is complementary in nature and form. This is to say that the application of one type of solution will not necessarily lead to the total resolution of the performance problem. According to Hague (1973:37), both training and non-training solutions should be used to address performance gaps adequately.

2.6.2 Advantages of Hague's Model

Hague's (1973:38) approach to identifying training needs has certain advantages, as outlined below:

- Firstly, it generates and promotes a relationship where the supervisor and the employee collectively agree on what training is needed to effect acceptable levels of performance;
- Secondly, differences in relation to the job description and the key performance areas are discussed and settled together;
- Thirdly, the preparation of job descriptions can serve as a training exercise and contribute to developing the structure of the organisation;
- Fourthly, the key standards and results are determined in line with the organisation's corporate objectives. The performance standards can be measured and quantified. The completed job descriptions should include and incorporate management-by-objectives and therefore specify the key results of the middle manager. The developments of performance standards for the various key performance areas are essential for meeting the goals and objectives of the organisation;
- Fifthly, the identification of training needs contributes towards performance management and assists the subordinate and superior in overall development. The ultimate aim is to decide whether or not training is the appropriate solution to performance discrepancies that have been determined;
- Sixthly, it encourages the employees to take full responsibility for their development and growth, by being involved in determining training needs.

This process assists in designing training programmes and plans, and can be used as a powerful motivating force.

Having outlined the process steps in the Hague's Model of Training Needs Analysis (Hague, 1973), it is now appropriate to compare this model of training needs analysis with other models of training needs analyses. It is self-evident that training needs analysis is the first step in the training and development process. The debate around the issue of training needs analysis is not necessarily about "its necessity". Rather, the debate revolves around the nature and form of training needs analysis that should be adopted by the training needs analysts in organisations. Bodiba (1998: 13), highlighted the key questions surrounding the area of training needs analysis as follows:

- Who should participate in the identification of the training needs of the employees?
- How should the training needs of the employees be determined?
- What is the appropriate model of training needs analysis that should be adopted, in an era in which it is increasingly becoming important to link training efforts to the needs of the learners? (Bodiba, 1998: 13).

The section that follows focuses on some of the different models of training needs analysis in organisations.

2.6.3 Hague's Model and other training needs analysis models

Broadly speaking, there are two categories of training needs analysis, namely the traditional training model of training needs analysis and the negotiated model of training needs analysis.

Traditional training needs analysis stems from traditional training theory. This type of training needs analysis promotes the whole idea that the line manager should be the sole determiner of the training needs of the employees. In other words, traditional training needs analysis is 'line-management driven' or "line-management initiated". In the traditional model of training needs analysis, there is no scientific analysis of the training needs of the employees. Usually, the training and development department would circulate a "menu" consisting of a predetermined list of training courses to the line manager. The line manager would then "pick and choose" the "right" employees who must attend a particular training course. In some cases, the employees may also nominate themselves for certain training courses. However, the line manager still holds the final power with regards to whether an employee should go on a training course.

It has been said that the traditional model of training needs analysis is unscientific in nature and form. In a majority of cases, irrelevant criteria are used to determine the suitability of people for selected training courses. These criteria include, for example, considering the employee's job designations; using the educational levels of the employee's, selecting the employees who are "troublesome"; and sending employees from the same department to attend the same course without regard to the competency levels of those employees.

In a nutshell, the traditional model of training needs analysis may be characterised in either of four ways, namely as a “smorgasbord” approach in which a “menu” of diversified training programmes is offered, but participants seldom acquire a depth of understanding in any one; the “bandwagon” approach, characterised by a willingness to follow the crowd, with little attention to assessing training needs; the “crisis” approach, exemplifying the philosophy that training is not needed until a crisis develops; and the “excursion” approach, resting on the assumption that there is a correlation between benefits received and distance travelled to participate in training activities.

The second category of training needs analysis is the negotiated model of training needs analysis. It should be noted that Hague’s Model of Training Needs Analysis (Hague, 1973) falls within the category of the negotiated model of training needs analysis. The negotiated model of training needs analysis is both participatory and democratic in its nature.

Unlike the traditional model of training needs analysis, the negotiated model of training needs analysis promotes the spirit of co-operation between employee, line manager, peers and training consultant. All the role players become involved in determining performance discrepancies that can and should be resolved through training and/or any other means Hague’s Model of Training Needs Analysis (Hague, 1973) has an empowering effect on employees. Firstly, it approaches training needs analysis from a performance analysis perspective. The performance of the employees is considered in the training needs analysis process. Secondly, the performance discrepancies are identified; thirdly, the causes of those performance discrepancies are determined. Finally, the appropriate solutions, i.e. training or non-training related, are then sought to address the identified training solutions.

Hague’s Model of Training Needs Analysis (Hague, 1973) has been adopted in this study primarily because it is in line with the notion of co-determination, which is espoused in the field of labour relations in South Africa. In addition, this is one of the few models, which ensures that the identified training needs relate to the performance issues of the employees.

Also, this model has been selected because it follows sequential, and yet interrelated steps that incorporate the concepts of “science” and “participation” in the training needs analysis process.

2.7 Conclusion

This chapter has explored the conceptual aspect of training needs analysis. It is clear that training needs analysis is a diagnostic tool for analysing employee’s’ performance with the ultimate aim of determining performance gaps that can be addressed through training and/or non-training interventions.

Hague's Model of Training Needs Analysis (Hague, 1973) was described and analysed. This model will be adopted and applied in Chapter 4; to identify the training needs of black middle managers in the Income and Cash Directorate of the City of Cape Town.

CHAPTER 3

Background to Case Study: Income and Cash Directorate

3.1 Introduction

This chapter provides a background to the case study of the Income and Cash Directorate in the City of Cape Town. The major reason why the focus is on the Income and Cash Directorate is that there is a need to develop black managers in order to improve the efficiency and effectiveness of the Directorate. Firstly, a general overview of legislation that impacts on the case study is provided; secondly, the main functions of the Income and Cash Directorate are described, and, thirdly, an account of the training history of the Income and Cash Directorate is sketched.

3.2 General Overview – Legislation

It should be noted that there are certain pieces of legislation that guide and inform the implementation of efforts aimed at the empowerment of previously disadvantaged people, which will be discussed below.

3.2.1 The Constitution of the Republic of South Africa Act, 1996 (No. 108 of 1996)

The Constitution states that the right to equality may be limited by affirmative action, which entails measures to enable people previously, discriminated against to have full and equal enjoyment of their rights. In addition, Section 195 (1) (i) of the Constitution of the Republic of South Africa Act 1996, (No. 108 of 1996) states that, "Public administration must be broadly representative 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".

3.2.2 The White Paper on Local Government, 1998

Most municipalities have undergone some administrative changes as a result of the amalgamation process. However, many administrations are still organised in much the same way as before, and most have not made significant progress with regard to addressing the needs of those previously disadvantaged. Most workers remain unskilled and disempowered and women and black people are not adequately represented in management echelons (African Support Forum Newsletter, 2001:1)

3.2.3 The Local Government: Municipal Systems Act, 2000 (No. 32 of 2000)

Section 67(1), determines that a municipality must comply with the Employment Equity Act, 1998 (No. 55 of 1998) by developing and adopting appropriate systems and procedures to ensure fair, efficient, effective and transparent personnel administration, including any other matter prescribed by regulation in terms of Section 72.

The Local Government: Municipal Systems Act, 2000 (No. 32 of 2000) further states that capacity building is the responsibility of the organisation; therefore it shall develop its human resource capacity to a level that enables it to perform its functions and exercise its powers in an economical, effective, efficient and accountable way, and for this purpose must comply with the Skills Development Act, 1998 (No. 97 of 1998), and the Skills Development Levies Act, 1999 (No. 9 of 1999).

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

The above Act states that skills training should be a primary focus in organisations. In particular, attention should be given to those who were historically denied the opportunities to acquire the necessary skills in order to be economically active. The impact and legacy of apartheid fostered under-achievement and the stifling of the potential of black people as well as generally limiting the exposure of South Africa to developments worldwide. Motivation for the necessity to train black managers is to be found in the argument that the economy of South Africa can no longer rely only on the skills possessed by the small groups of previously advantaged people.

It is common knowledge that in order to sustain economic growth and development, skills improvement programmes should be embarked upon to ensure educated societies and a skilled and dynamic labour force; failing to do so will lead to widening the skills gaps in the world. In addition it is vital to equip the human resources in government organisations to acquire and apply knowledge effectively in a fast-changing world.

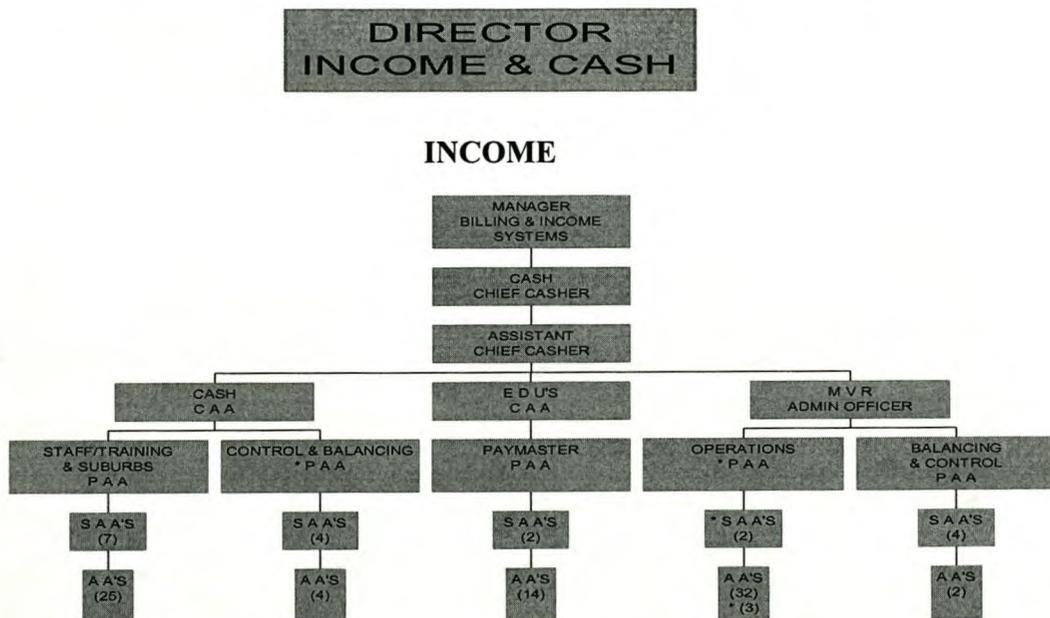
It can therefore be stated that the purpose of the Skills Development Act, 1998 (No 97 of 1998) is:

- (a) To develop the skills of the South African workforce;
- (b) To improve the quality of life of workers, their prospects of work and labour immobility;
- (c) To improve productivity in the workplace and the competitiveness of employers;
- (d) To increase the levels of investment in education and training in the labour market and to improve the return on investment; and
- (e) To improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education.

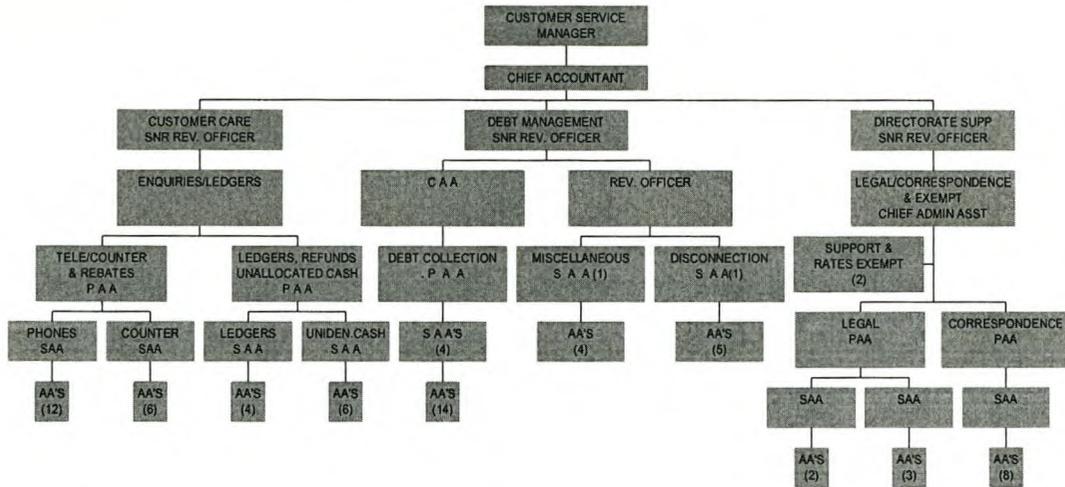
3.2.5 The Employment Equity Act, 1998 (No. 55 of 1998)

The goals and objectives of Chapter 2 and Chapter 3 of the above Act are to ensure that organisations take the necessary measures and steps to promote employment equity. It identifies black people (i.e. Africans, Coloureds and Asians), women of all races and people with disabilities to be the beneficiaries of the employment equity legislation.

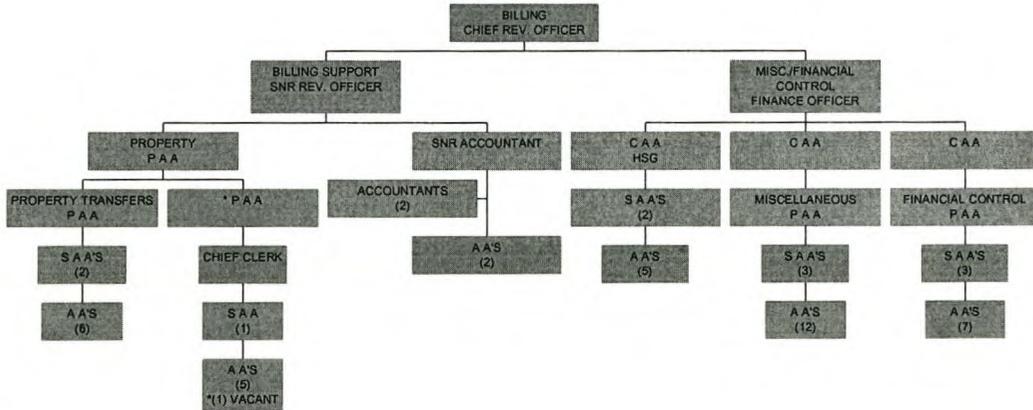
Figure 2. Income and Cash Directorate: Organogram



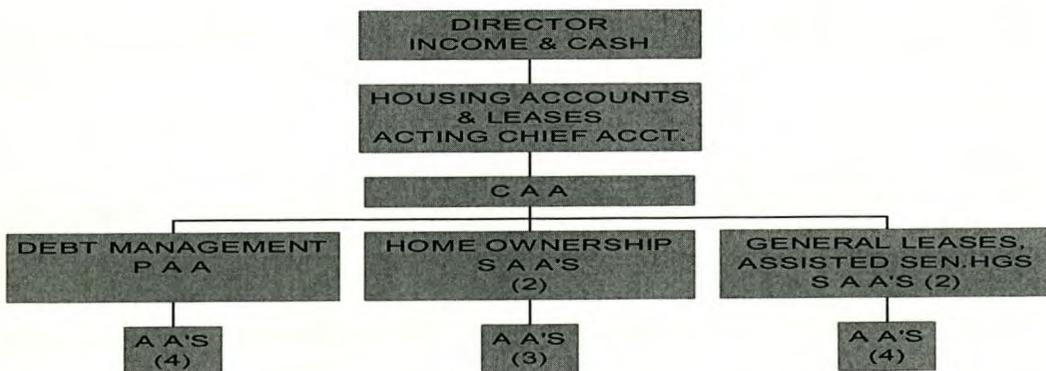
CUSTOMER SERVICES



BILLING



HOUSING



3.3 Main functions of Income & Cash

Having briefly described the key legislation that is pertinent to the advancement and empowerment of the previously disadvantaged, it is now appropriate to mention the main functions of the Income and Cash Directorate in the City of Cape Town. (See Appendix 1 for a detailed explanation of the functions in the Income and Cash Directorate.)

Historically, the composition of the Income and Cash Directorate has been dominated by the Coloured racial group, especially at the non-managerial levels. Most of the middle management positions have also been occupied by the Coloured racial group.

In the late 1980's, the then Cape Town City Council started to adopt an incremental approach towards implementing the Affirmative Action Policy. Concomitantly, the composition of the workforce began to change in terms of especially race, gender, disability, age, language, sexual orientation, religion and culture. Undoubtedly, the winds of the Affirmative Action Policy have buffeted the organisation in manifold ways.

To date, there have not been robust attempts to synergise the diversity within the Directorate, hence the prevalence of a negative attitude towards work. The black managers felt that the lack of a planned diversity strategy contributes towards friction, disharmony, mistrust, conflict and disagreement.

3.3.1 KEY PERFORMANCE AREAS

It should be noted that the black managers in the Income and Cash Directorate perform a variety of management functions. These management functions can broadly be classified as: billing, cash management, motor vehicle registration, customer care, debt management, and administrative support. At this stage, it is appropriate to focus on an example of a management function that is performed by the black managers, i.e. the management of cash. These managers have to execute the following managerial functions with regard to cash, namely:

Collection of all income as specified below;

- Receiving and banking of income from third party payments;
- Banking of all cash received together with normal controls of cash and Balancing;
- Overseeing, collection and banking of monies generated from sales of electricity from pre-paid meters;
- Counting and banking of income for parking meters and street collections and performance of the paymaster function for the City of Cape Town in respect of cash paid for weekly and monthly paid employees.

Table 6 How well respondents were informed about Key Performance Areas

INFORMED	“n”	%
Well informed	26	72.2
Partially informed	7	19.4
Not Informed	3	8.3
TOTAL	36	100

In Table 6, 26 respondents (72.2 %; n = 26) of the total sample are well informed about key performance areas, 7 respondents (19.4; n = 7 %) are partially informed about their key performance areas, and 3 respondents (8.3 %; n = 3) are not at all informed about their key performance areas.

The black management component in the Income and Cash Directorate is one of the driving forces in implementing the pledges and strategic priorities of the organisation. Contrary to the popular perception that local government employees are not informed about their job descriptions, it is clear that the majority, (72.2 %) of the black managers are well informed about their key performance area.

3.4 Training background in the Income and Cash Directorate

It should be noted that the nature of training in the Income and Cash Directorate has historically been ad hoc and uncoordinated. Many employees in the Directorate have not had access to training and development opportunities. This was largely due to the fact that up until 1994, the City of Cape Town did not have a systematic programme to empower the previously disadvantaged employees, though training opportunities were readily available for the historically advantaged employees.

The line managers in the Directorate were not given the requisite training opportunities (in the form of funds and programmes) to be able to develop staff for the purpose of achieving the predetermined business plan objectives (City of Cape Town Income and Cash Training Report, 2000: 10-18). However, the Income and Cash Directorate requested a list or a menu of training and development courses from the internal providers, which included the following:

- a) On the job training programmes in all areas. This included general "on-the-job" training, which provided for a multiplicity of administrative functions;
- b) Specialised computer training, specifically with regard to PROMIS, being provided to all staff on an ongoing basis;

- c) Customer care courses had been provided on an ongoing basis. The majority of staff had attended these courses;
- d) Middle management leadership and development training (City of Cape Town Human Resources Development Training Brochure, 2000);
- e) Chairperson and Initiator courses, which were presented by external consultants; and
- f) Customer care training also outsourced through a corporate initiative to enhance the image of the organisation (City of Cape Town Human Resources Development Training Brochure, 2001).

Thus, a training needs analysis is critical in order to identify the training and development requirements for black managers in the Income and Cash Directorate. If the training needs analysis were not carried out, there would be no improvement in the productivity of the black managers in the Directorate.

3.5 Conclusion

This chapter provided a background to the Income and Cash Directorate in the City of Cape Town. The legislation pertaining to the study was briefly explained. Then, the key functions of the Income and Cash Directorate were described. Lastly, an account of the training background in the Income and Cash Directorate was provided.

The next chapter deals with the application of Hague's Model (Hague, 1973) of Training Needs Analysis in the Income and Cash Directorate of the City of Cape Town.

CHAPTER 4

TRAINING NEEDS ANALYSIS: APPLICATION OF CASE STUDY

4.1 Introduction

Chapter 2 focused on the conceptual approach to training needs analysis for managers in organisations. It is now opportune to test the application of Hague's Model (Hague, 1973) of Training Needs Analysis in the Income and Cash Directorate of the City of Cape Town (Hague, 1973) as described in Chapter 2. The aspects attended to are the following:

- Job Designation;
- Length of Service of the Employee;
- Racial Profile of Employees;
- Gender Profile of Employees;
- Respondents Knowledge of Key Performance Areas;
- Key Performance Areas;
- Development of Workplace Performance Standards;
- Knowledge of Workplace Performance Standards;
- Skills Audit to Identify Sources of Skill;
- Determination of Performance Gaps and Causes of Performance Gaps;
- Identification of Training Solutions for Performance Gaps; and
- Identification of Non-Training Solutions for Performance Gaps.

4.2 Survey Methodology

In the application of Hague's Model of Training Needs Analysis (Hague, 1973) in the Income and Cash Directorate of the City of Cape Town, the following methodological steps were followed in the collection and interpretation of data:

- (i) The author of this assignment distributed 60 coded questionnaires (see Appendix 5) to the black middle managers in Job Grades 10 to 17 (in accordance with the Job Grading System of the City of Cape Town). The respondents were given a time frame of two to three weeks for the completion and submission of the questionnaire. This implies that a self-administered questionnaire was used. The total number of the questionnaires, returned to the author, was 36, which represents a response rate of

60%. Anonymity was assured to the participants as the questionnaires were returned in sealed envelopes.

- (ii) From discussions with some of the respondents who did not hand back the questionnaires, the 40% refusals could have occurred for the following reasons: some of the black middle managers were not sure about why the survey was being conducted and doubted the credibility of the process; others thought that the information was going to be used against them; and the remaining proportion was just not interested in the survey because a similar survey had been conducted in the past without yielding results;
- (iii) In the completion of the structured questionnaire, which consisted of both open and closed questions, the individual managers were encouraged to seek agreement on the overall purpose of their job with the line manager. The job designation of the employee had to be stated. Then, the key performance areas of the employee were identified. In addition, the assessment criteria for each key performance area were developed;
- (iv) Once the key performance areas and the assessment criteria were determined and agreed upon, the next step was the performance assessment of each black middle manager. Each participant had to rate his/her performance (using the expected workplace performance standards or assessment criteria) in the various key performance areas;
- (v) In assessing their performance, the participants were asked to identify and describe performance gaps and their causes in clear and specific terms;
- (vi) They then had to determine whether those performance gaps could be closed through training and/or non-training means;
- (vii) A list of training and non-training needs was then compiled using the descriptive statistics technique. The tables were drawn up with the aid of the Foft Computer. The data were analysed and presented in frequencies and percentage using the CHI-Square to determine significant influence.

The desired outcome was to produce a list of training and development needs of the black middle Managers.

The following tables consist of three columns describing a selected variable. The value is indicated by “n” (which represents the number of respondents in relation to a selected variable). The percentage is indicated by “%” (which is derived from the total “n”).

4.3 Findings

4.3.1 JOB DESIGNATION

Table 1 Job Designation of Respondents

JOB DESIGNATION	N	%
Senior Administrative Assistant	22	61.1
Principal Administrative Assistant	6	16.7
Chief Administrative Assistant	4	11.1
Chief Cashier	1	2.8
Senior Revenue Officer	3	8.3
TOTAL	36	100

The middle managers in the Directorate perform various functions. The performance of these functions is dependent upon the job designation of each middle manager. There is a growing perception that many local government employees have no clear written and agreed upon job descriptions, which would influence their knowledge of their key performance areas.

The above-mentioned table reflects the total number of respondents with various job designations who participated in the study. The respondents form part of the middle management stream, which falls between Grades 10 to 17 according to the Grading Schedule of the Cape Town Administration.

According to Table 1, it is evident that there are 22 Senior Administrative Assistants, who make up almost two thirds of the total number of respondents; the Principal Administrative Assistants component makes up the value of 6 and this constitutes 16.7 % of the total number of respondents; the Chief Administrative Assistants component is made up of 4 incumbents and this represents 11.1 % of the total number of the sample population and, lastly, the three Senior Revenue Officers who participated constitute 8.3 % of the total percentage of respondents.

4.3.2 LENGTH OF SERVICE

The length of service can be an indication of the extent to which an employee has progressed in terms of training and development. In the author's experience, the length of service may not necessarily correlate with the progress made in relation to training and development. A typical example is one in which an employee has been on the job for 20 years and has attended only one training course. The negative correlation between the length of service and the training and development plan could, inter alia, be attributed to the denial of training and development opportunities as well as to lack of awareness of their importance.

Table 2 Length of Service of Respondents

LENGTH OF SERVICE	"n"	%
1 to 5 years	5	13.9
7 to 11 years	11	30.6
12 to 16 years	8	22.2
17 to 22 years	8	22.2
23 to 29 years	4	11.11
TOTAL	36	100

Table 2 reflects that 13.9% (n = 5) of the respondents have experience ranging from 1 to 5 years. In addition, 30.6 % (n = 11) of the respondents have experience ranging from 7 to 11 years. Another 22.2 % (n = 8) of the respondents have experience ranging from 12 to 16 years. Furthermore, 22.2 %; n = 8 of the respondents have experience ranging from 17 to 22 years. Lastly, 11.11 %; n = 4 of the respondents have experience ranging from 23 to 29 years. It is clear that over 50 % of the respondents have been employed for periods ranging between 7 and 16 years. In view of this, it seems that the organisation has retained their services over long periods and this indicates a sense of loyalty on the part of the employees. The length of service should be considered when one conducts a training needs analysis as it enables one to determine the training audit of the employees, which is crucial for the development of employee training and development plans.

4.3.3 RACIAL PROFILE OF EMPLOYEES

Table 3 Racial compositions of Respondents

RACE GROUP	“n”	%
Africans	8	22.2
Coloured	26	72.2
White	1	2.8
Indian	1	2.8
TOTAL	36	100

The middle management level in the organisation consists of people from the historically disadvantaged groups. In Table 3, almost three quarters (72.2 %; n = 26) of the sample group in this study was made up by Coloured racial group, this is a high proportion; 8 Africans accounted for just under 25 % of the respondents, while the White and Indian racial groups constituted a negligible proportion of just over 5 % of the total staff complement of this study. In view of the dominance of one racial group and the imbalance of the male and female managers (see Table below), the employee profile is definitely not representative. It is clear that without equal opportunities, the racial profile of the employees will not change. Training and development will certainly contribute towards improving the profile of all employees. Ultimately the diversity will add value to the sustainability of the organisation in the future.

4.3.4 GENDER PROFILE OF EMPLOYEES

Table 4 Gender Profiles of Respondents

GENDER	“n”	%
Male	23	63.98
Female	13	36.11
TOTAL	36	100

Gender needs to be considered in the training needs analysis process because of possible disparities between the male and female component of the staff complement in the City of Cape Town. Table 4, shows that more than half of the respondents were male (63.98 %; n = 23) and the balance was made up of females (36.11 %; n = 13).

Historically, the employment profile of the middle management stream in the Cape Town Administration has always been skewed in terms of gender. It appears that the middle management stream in the Income and Cash Directorate is dominated by the Coloured racial group, which constitutes 72.2 %, while the balance of 27.8 %, is made up of the African, Indian and White groups collectively. In addition, the males dominate with 63.88 % of the total number of respondents and the female component is grossly underrepresented (36.11 %; n = 13).

4.3.5 SKILLS AUDIT OF SOURCES OF SKILLS

Table 5 Skills Audit to identify Sources of Skills

SOURCE OF SKILLS	“n”	%
Informal training	32	88.9
Formal training	1	2.3
Internal Training Courses	2	5.6
Formal Private Training	1	2.8
TOTAL	36	100

The employees can perform their key functions in the most efficient manner, if they have the necessary knowledge, skills and attitudes. Skills acquisition can have many sources ranging from informal education and training to formal education and training.

However, many employees tend to steer their own development, such as attending short courses and registering at tertiary institutions (Interview with James Bodiba: Training and Development Manager of the Cape Town Administration, 20/12/2001). According to Table 5, almost 90 % of the total number of respondents had acquired their job-related skills through informal training. Only one respondent (2.3 %; n = 1) acquired skills through formal training, while two of the respondents (5.6 %; n = 2) gained their skills through internal training courses. Lastly, one respondent (2.8 %, n = 1) acquired his skills through formal private training. It appears that a large percentage (almost 90 %) gained their job-related skills by means of informal (both structured and unstructured) training.

4.3.6 DETERMINATION OF PERFORMANCE AREAS, STANDARDS AND GAPS

Chapter 2 of this study, noted that the term “performance gap” refers to the difference between what is being done and what ought to be done by an employee. In order to identify a performance gap, the following activities should be carried out, namely: identification of key performance areas; development of workplace performance standards; assessment of current performance against expected performance; and acknowledgement and description of performance gaps.

4.3.6.1 WORKPLACE PERFORMANCE STANDARDS

It should be noted that in order to determine training and development needs, workplace performance standards should be considered. These workplace performance standards would enable the determination of the difference between current performance and expected performance.

Broadly speaking, the workplace performance standards refer to the quality and quantity of expected outputs of the employees. There should be a direct link between workplace performance, the standards, vision, mission and strategic objectives of the organisation. Both the employer and employee should agree upon the workplace performance standards. Using the workplace performance standards, means that it should be less problematic to identify performance gaps that can be addressed through training.

Table 6 How well Respondents were informed about Workplace Performance Standards

INFORMED	“n”	%
Well informed	15	41.7
Partially informed	13	36.1
Not informed	8	22.2
TOTAL	36	100

The above- table (6) indicates the extent to which the respondents are aware of the workplace performance standards. It appears that, 15 respondents (41.7 %) are well informed about the workplace performance standards, that, 13 respondents (36.1 %) are partially informed about the workplace performance standards and that, 8 respondents (22.2 %) are not informed at all about the workplace performance standards. The above table suggests that more than 58 % of the

respondents are not well informed about the workplace performance standards.

4.3.6.2 PERFORMANCE GAPS

The causes of performance gaps were determined and clarified. Generally speaking, there are three types of performance gaps, namely a skills gap, a knowledge gap and an attitude gap.

This section focuses on the knowledge of performance gaps by the employee, as well as on a description of their causes.

Table 7 Whether Respondents experience Gaps in Performance

GAPS IN PERFORMANCE	“n”	%
Yes	25	69.4
Unsure	6	16.7
No	5	13.9
TOTAL	36	100.0

The above table (7) shows that 25 of the respondents (69.4 %; n = 25) are of the opinion that they have performance gaps. However, 6 of the respondents (16.7 %; n = 6) indicated that they are unsure about the existence of performance gaps in their key performance areas while 5 respondents (13.9 %; n = 5) indicated that there are no performance gaps in the execution of their jobs.

Evidently, the majority of the respondents (69.4 %; n = 25) agreed that performance discrepancies do exist. It could be argued, then, that the overall performance of the employees is not up to the expected standard. On the other hand, almost 30 % of the total respondents indicated either that they were unsure or that there were no performance gaps. This negligible (30 %) number of respondents does not in any way minimise the prevalence of performance gaps in the Income and Cash Directorate.

The 36 respondents responded variously to the different open-ended questions and many of them provided two or more responses to one question. These separate responses from the 36 respondents amounted to 80 responses in total (as indicated in Appendix 2) It should be noted that several performance gaps as well as their causes were identified in this study from the responses received from the 36 respondents. Each respondent identified more than one cause and a total

number of 80 responses were recorded.

It should be noted that key questions were constructed in order to elicit responses regarding the performance gaps and the causes of performance gaps. In this case, the relevant key questions included: 12 (Are there any gaps in performance?); 12.1 (If “yes” or “unsure”, describe them.); 12.2 (What do you think are the main causes for the gaps in performance?); 15 (Have your training needs in general been identified and addressed?); 19 (Have you ever been promoted?); 20 (Are you aware of any performance management system that is in place?) and 24 (What are the positive and negative factors impacting on your performance?).

Firstly, inefficient staff / lack of communication was identified as one of the performance gaps. A total number of 15 (18.8 %) out of the 80 responses linked the major causes of inefficient staff / lack of communication to poor communication, lack of transparency; lack of consistency in policy and demotivated staff. It would appear that the black middle managers in the Income and Cash Directorate do not promote and sustain an efficient and effective communication system. This communication system is crucial in ensuring that employees are kept informed about what is happening in the organisation.

One of the causes of a lack of good communication system is a lack of transparency. Evidently, the operation of the Directorate is underpinned by secrecy and selective dissemination of information to all the employees. According to conventional wisdom, information is power. The employees in this organisation feel disempowered, because they do not possess the necessary knowledge for the effective execution of key performance areas.

The other two causes of inefficient staff / lack of communication are lack of consistency in policy application and demotivated staff. Admittedly, if there is an inconsistent application of policy, confusion among the staff will abound and, as a result, clients will not be happy with the services of the organisation. Undoubtedly, the lack of inspiration or zeal on the part of the employees to create and maintain a motivation-ridden environment could lead to inefficient employees / lack of communication.

Secondly, the lack of product knowledge is a performance gap. A total of 16 (20 %) out of 80 responses attributed the lack of product knowledge to demotivated staff, lack of performance appraisal and lack of training. It is known to everyone that a corporate performance management system is lacking.

It is therefore not surprising that one of the major causes of the lack of product knowledge is the non-existence of a performance appraisal system. This means that the black middle managers are not given feedback on their performance. The absence of a performance appraisal system militates against a continuous performance improvement process, hence the manifestation of a lack of product knowledge. It is also clear that the employees', lack of product knowledge can be a result

of the lack of proper on-the-job training.

Thirdly, the lack of enthusiasm/negative attitude towards the work is another cause of the performance gap. A total of 13 (16.6%) out of 80 responses linked the lack of enthusiasm/negative attitude towards work to a range of causes such as lack of a positive attitude of different cultural groups, workload, lack of discipline, lack of incentives and lack of career planning. If the staff are not motivated, then under-performance, a “work to rule” approach or poor performance may be the order of the day in the workplace.

In the Income and Cash Directorate some managers display a negative attitude towards work precisely because of a seemingly “uncaring attitude” on the part of the senior managers. The managers do not even know about their promotional options and choices.

Again, the fact that the managers come from diverse backgrounds is another cause of negativity on their part. They seem not to accommodate each other. The negativity is also exacerbated by the workload of the black middle managers. They are short-staffed and therefore (according to the popular terminology used in the organisation) “they have to do more with less”.

Fourthly, another performance gap is a lack of administrative/technical skills. A total of 9 out of 80 responses (11.25 %) pointed out the following as some of the causes of lack of administrative/technical skills: a lack of manpower, poor communication and demotivated staff.

A number of black middle managers are ill equipped in terms of the requisite competencies to do the job. There seems to be a lack of a properly developed and co-ordinated training programme for the managers.

Lastly, a total of 12 (15 %) out of the 80 responses related a lack of transparency, lack of consistency in policy, and of recognition to performance gaps: like a lack of recognition and of progress. The lack of employee growth and development can be attributed to a lack of an effective performance appraisal system and a lack of employee involvement in work processes and systems. In conclusion, the major cause of overall gaps in the Directorate is the lack of effective performance appraisal system.

It is thus clear that, performance gaps and the causes of performance gaps are the crucial components that have emerged from the training needs analysis process. This is because training needs analysis is approached from a performance analysis perspective. In the determination and clarification of performance gaps and their associated causes, one is able to identify those performance gaps that can and should be closed by training related interventions.

4.3.6.3 IDENTIFICATION OF TRAINING SOLUTIONS FOR PERFORMANCE GAPS

In the preceding section, it was stated that the term “performance gap” refers to the difference between current performance and expected performance. Once a performance gap has been identified and its causes determined, the next step is to find appropriate solutions to that performance gap. According to the theory of training needs analysis, the training solution and/or non-training solution should be identified to close a particular performance gap.

The purpose of this section is to critically present and assess the key training solutions that have been identified to address some performance gaps in the jobs performed by the black middle managers. A training solution indicates an intervention that is aimed at transferring certain skills, knowledge and attitudes to the employee whose performance is not in accordance with the expected level. It may take various forms such as a formal lecture, on-the-job training, briefing sessions, informal study and self-training. The 36 respondents responded differently to the various open-ended questions and many of them provided 2 or more responses to one question. These separate responses from the 36 respondents amounted to 62 responses in total (as indicated in Appendix 3). It should be noted that a range of training solutions was identified for the key performance gaps in the study that was conducted by the author in the Income and Cash Directorate of the City of Cape Town (see Appendix 3). Each respondent was allowed to identify more than one training solution. Appendix 3 refers to the total number of 62 responses received from the 36 respondents.

The range of training solutions that were identified for the performance gaps was derived on the basis of the following questions, 12.3 (What do you think are possible training solutions for the performance gaps that you identified?); 12.4 (Explain / describe); 13 (Have you ever been formally inducted to the department/organisation?); 13.1 (If “yes”, what did it entail?); 14 (Have you ever been performance managed?); 14.1 (If “yes”, describe briefly.); 15 (Have your training needs in general been identified and addressed); 15.1 (If yes or unsure, describe briefly what training needs do you still have?); 16 (Have you ever attended a management training plan/programme ?); 17 (Do you have a mentor for the work you do?) and 21 (What do you think are the most critical areas requiring development?).

Firstly, a total of 14 (22.6 %) out of the 62 responses linked technical training workshops, career planning, skills training, motivational training, diversity management training, and participatory management training as training solutions to address the performance gap of inefficient staff/lack of communication.

The black middle managers’ inefficient performance should be addressed by affording them the opportunity to acquire job related skills like credit control skills, debt management skills, correspondence skills, customer care skills (call centre management skills), financial control skills, motor vehicle registration skills, billing skills and operational support skills.

Admittedly, since the application of an affirmative action policy in the organisation, the management stream has become diverse in terms of, for example, culture, language and race. It is therefore also necessary to implement a diversity management course, which will engender tolerance and understanding among the different managers in the Directorate. It is also suggested that the poor communication between the staff members should be addressed by participatory management training. As a result, there will be a constant and sufficient information flow to all the black managers in the organisation.

Secondly, a total of 9 (14.49 %) out of 62 responses identified career planning, redeployment skills, feedback skills, auditing skills courses, motivational skills courses and diversity management skills courses to address demotivation levels and cultural issues. It is clear that a significant number of black middle managers do not have career paths.

There is an urgent need for career planning skills courses that will enable the managers to shape where they want to be in the organisation. The lack of a clear career direction results in retrogression on their side.

One can also argue that there is a lack of an optimal utilisation of resources, which is caused by, inter alia, an inequitable distribution of resources in the various sections of the Directorate. In order to address this, a redeployment skills course should be implemented, which will empower managers with the skills necessary for optimal utilisation of resources in general. Again, the black managers should be trained in how to give feedback on employee performance.

Thirdly, a total of 24 (39%) of the 62 responses linked career planning, product knowledge skills, code of conduct course, redeployment skills and participative management as training solutions to the lack of product knowledge as a performance gap. It would appear that managers do not possess adequate technical expertise to be able to do their jobs. Obviously, the lack of relevant technical knowledge may adversely affect operational performance in the Directorate.

A technical course should be arranged to equip the managers with skills such as debt management, credit control, correspondence, call centre management and billing. In addition, a code of conduct course should be introduced to address the laxity of strict adherence to rules, policies and procedures in the Directorate. If managers do not have adequate knowledge of the code of conduct, then chaos and unethical behaviour are highly likely to prevail in the organisation. The lack of sound knowledge of the code of conduct may also lead to a lack of discipline. A total of 4 (6.5 %) out of 62 responses linked poor career planning and inadequate technical training to the lack of discipline as performance gap.

Lastly, a total of 9 (14.5 %) out of 62 responses linked technical training, career planning, redeployment skills and a code of conduct course as training solutions to the lack of enthusiasm/negative attitude towards work as a performance gap. The general lack of commitment to work does more harm than good in the organisation. Productivity declines and, in

the end, the customers suffer.

By developing career choices and options for the black middle managers, increased and improved motivation will develop and, as a result, the managers will hopefully develop positive attitudes towards their jobs. Also, in order to address low morale, a code of conduct course should be introduced to inculcate the culture of discipline among the managers.

It is evident that technical skills training, career planning skills courses, participatory management, diversity management and motivational skills training are the key training solutions that will largely address the major performance gaps for the black middle managers in the Income and Cash Directorate of the Cape Town Administration.

4.3.6.4 IDENTIFICATION OF NON-TRAINING SOLUTIONS FOR PERFORMANCE GAPS

Not all performance gaps can be closed through training. It can therefore be argued that training is not a panacea for all ills. However, there is a widely accepted view that the existence of a performance gap presupposes the application of a training intervention to address that performance problem. In this study, certain major non-training solutions are identified in order to close the performance gaps.

A non-training solution refers to a type of intervention that is not necessarily aimed at addressing the improvement of skills, knowledge or attitude in the work person, but is focused on non-training issues. No one form of a solution can be one hundred percent effective in dealing with a particular performance problem. In some cases, the combination of both the training solution and the non-training solution in addressing a performance problem is advisable. This is because, more often than not, the manifestation of a performance problem is varied. Admittedly, there are certain factors that may negatively affect employees' performance. Typical examples of non-training interventions are, for instance, replacing old computers with new ones; building a team to enhance good relations among the members; alternative placement of staff; redeployment of staff; introduction of an effective communication system; lodging a disciplinary procedure; restructuring a department; retrenching some staff members; problem solving; increasing the budget; and improving the décor in the workplace.

The 36 respondents responded differently to the diverse open-ended questions, many of them providing 2 or more responses to one question. These separate responses from the 36 respondents amounted to 17 responses in total (as indicated in Appendix 4). The purpose of this section is to outline and analyse some of the critical non-training solutions that were identified during the study of the 17 responses to this question (see Appendix 4).

In generating the non-training solution (solutions that are not training related), for the identified performance gaps, the author formulated key questions to elicit responses, including: 12.5 (Can you think of any non-training solutions to overcome the performance gap?) and 12.6 (If “yes” or “unsure”, explain/describe).

Firstly, a total of 14 out of 17 responses linked the performance gap “lack of enthusiasm/negative attitude towards work” to the non-training solutions “interracial respect and tolerance” and “implementation of a performance management system”. The general climate of negativism in the Directorate is clearly caused by the fact that the employees are not used to the emerging diversity. They have yet to acclimatise to working in an environment of diversity.

It is both urgent and important to promote and sustain a culture of interracial respect and tolerance. If the Directorate is to achieve its objectives, it needs to harness the diverse skills, knowledge and attitudes of the staff members. In addition, once an environment, which is sensitive to and supportive of diversity, is created and nurtured, an effective performance management system should be implemented to inculcate the giving and receiving of feedback in the organisation. In this regard, some black managers felt that the lack of enthusiasm/negative attitude towards work is also the result of either no feedback, destructive feedback or ambivalent feedback directed towards middle management from the senior management.

Secondly, a total of 3 (17.6 %) out of 17 responses linked the performance gaps, “lack of administrative/technical skills” to the non-training solutions “consistent application of rules, policies and procedures”, “interracial respect and tolerance” and “self-empowerment on the job”. It would appear that a significant number of black managers are not adequately skilled for their jobs precisely because of their “dependency mentality”. Admittedly, the Council has a responsibility to develop its own staff for the purposes of achieving its strategic objectives.

However, the new thinking in the human resources development field is that the employees should also make proactive efforts to develop themselves. In other words, the employees should also be the drivers of their own growth and development. The black managers in this study should develop an internal locus of control, which promotes self-management in organisations.

It is also evident that the lack of administrative/technical skills is the result of inconsistent application of rules, policies and procedures. The black managers in the Directorate should be introduced to the appropriate ways to apply the rules, policies and procedures. Inconsistent application of these could damage the image of the organisation; make the customers angry; lead to favouritism and promote a divided approach towards resolving customer complaints. Once again, a culture of diversity, tolerance and respect should be sustained. Lastly, a total of 4 (23.5 %) out of 17 responses linked the performance gaps “inefficient/lack of communication” and “lack of product knowledge” to “inconsistent application of rules, policies and procedures” and “lack of interracial respect and tolerance” non-training solutions.

That is, if lack of communication and lack of product knowledge are to be effectively addressed, the senior managers should implement and monitor a consistent application of rules, policies and procedures coupled with the facilitation of a work environment that recognises, values, nurtures, institutionalises, appreciates and synergises diversity in all its forms and aspects. The black managers should be informed about how to apply the said rules, policies and procedures consistently. A rule, policy and procedure manual could be used for the purpose.

Above all, the different communication systems, which accommodate the various elements of diversity within the Directorate, should also be used to address the whole issue of lack of communication among the black managers who come from different backgrounds.

4.4 Conclusion

This chapter highlighted Hague's Model of Training Needs Analysis in the Income and Cash Directorate of the City of Cape Town. A training needs analysis questionnaire was administered with the participation of 36 black middle managers. The objectives of the chapter were three fold, namely:

- Firstly, to determine performance and causes of performance gaps;
- Secondly, to identify training solutions for the performance gaps; and
- Lastly, to identify the non-training solutions for the performance gaps.

The next chapter deals with the Normative perspective on the training and development process, which includes recommendations, summary and conclusion in a planned and systematic approach to the identification of the training and development needs of black middle managers in the Income and Cash Directorate of the City of Cape Town

CHAPTER 5

NORMATIVE PERSPECTIVE ON THE TRAINING AND DEVELOPMENT PROCESS

This study investigated the identification of the training and development needs of the black middle managers in the Income and Cash Directorate of the City of Cape Town. The objectives of the study were fourfold. The first was the presentation of a conceptual framework by examining the existing literature on the training needs analysis for managers in organisations. The second was the provision of the background to the Income and Cash Directorate. The third objective was to adopt and apply Hague's Model of Training Needs Analysis (Hague, 1973) in the Income and Cash Directorate. The fourth objective was to develop a training and development strategy to be implemented in order to address the training and development needs of the black middle managers in the Income and Cash Directorate. This chapter provides a summary of the study, and makes certain recommendations on the effective implementation of the training and development strategy for the black middle managers in the Income and Cash Directorate of the City of Cape Town.

5.1 Summary

In the Income and Cash Directorate of the City of Cape Town, there is not a planned, systematic and participatory approach to determining the training and development needs of black middle managers. Historically, there has been no attempt on the part of the organisation to embark upon the formal development of the black middle managers. As a result, the general performance of these managers has not always been up to the acceptable level. Admittedly, the non-existence of a democratic and planned approach to the identification of the training and development needs of the black middle managers has led to feelings of dissatisfaction, demotivation and marginalisation on their part.

Hague's Model of Training Needs Analysis (Hague, 1973) was used and adapted to identify the training and development needs of the black middle managers in the Income and Cash Directorate.

Essentially, Hague's Model of Training Needs Analysis (Hague, 1973) has three interrelated stages. In the initial stage, the line manager and the employer should agree on the overall purpose

of the job; this has four dimensions. Firstly, the job designation of the employee should be stated; secondly, the profile of the participants in the study has to be included; thirdly, the key performance areas of the job should be specifically and clearly determined; and fourthly, workplace performance standards that are specific, measurable, action-orientated, results-orientated and time-orientated should be defined and developed. According to the sources, most workplace performance standards for the key performance areas where the black middle managers are active were vague and problematic in terms of measurement.

In the second stage, the performance assessment process should take place. In Chapter 2, it was mentioned that the training needs analysis process should be approached from the performance analysis perspective; in other words, a performance gap should be determined by observing the discrepancy between what is happening and what should be happening. Accordingly, in this study, the individual managers were asked to complete a training needs analysis questionnaire.

In the third stage, once the performance gaps have been clearly and specifically determined, appropriate solutions are to be sought. Contrary to the widely held view that training is a panacea for all ills, it should be emphasised that the non-training solutions were also identified in order to address certain performance gaps. However, training-related solutions were presented first, followed by non-training-related solutions.

Regarding the major findings of the study, it can be said that in all job designations (i.e. Senior Administrative Assistant, Principal Administrative Assistant, Chief Administrative Assistant, Chief Cashier and Senior Revenue Officer) a major performance gap is the lack of service knowledge. This means that most of the participants do not have adequate technical competence for their jobs. It is generally accepted in human resources circles that the essential ingredient of any employee's effectiveness is the manifestation of intimate, sufficient and applied technical competence. In this study, a total of 16 (20 %) out of 80 responses linked the lack of product knowledge to demotivated staff, lack of a performance appraisal system and lack of training (see Chapter 4).

It would appear that the Income and Cash Directorate has not made an effort hitherto to embark upon a planned and systematic empowerment of the black middle managers in terms of the technical competencies of their jobs. Compounding the problem of the lack of product knowledge is the fact that almost half of the respondents (47.2 %) were never formally inducted. In addition, it could be argued that the lack of a mentorship programme is a contributing factor as more than half (61.1 %) of the total respondents do not have access to mentors. It is therefore evident that the lack of product knowledge is also exacerbated by the lack of effective transference of practical skills to the vast majority of the sample population. Furthermore, a total of 18 respondents (half 50%) have never attended a management-training programme to sharpen their managerial competencies. This is also a major cause of the lack of the product knowledge. A total of 9 (11.25 %) out of 80 responses also attributed the lack of administrative/technical skills to, inter alia, the lack of training in the Directorate. Lastly, there is no mechanism or tool to assess and monitor employee performance in the Income and Cash Directorate. Consequently, it becomes difficult to

track the knowledge levels or the technical competencies of the black middle managers.

Given the fact that the participants lack the requisite product knowledge, they become inefficient in the performance of their designated key functional areas. A total of 15 (18.75%) out of 80 responses linked the major causes of inefficient staff/lack of communication to poor communication, a lack of transparency, a lack of consistency in policy and demotivated staff. Participants are inefficient precisely because of a lack of knowledge of their jobs and as a result, there is not an effective system to communicate what needs to be done. Thus, a training course in communication would serve the purpose in this regard. Again, the absence of a timeous and proper system to communicate the expected outcomes of the job, leads to a perception of secrecy, and inconsistency, and a feeling of demotivation arises whenever the procedures, policies and rules are to be applied.

A total of 13 out of 80 responses linked the lack of enthusiasm/negative attitude towards work to a range of causes such as the lack of a diversity strategy, the lack of incentives, which is tightly linked to the performance management system, and the lack of career planning.

It can be safely assumed that the major cause of “inadequate performance” on the part of black middle managers is the lack of product knowledge. This, in turn, results in the manifestation of undesirable attitudes such as poor communication, demotivation, lack of transparency and destructive conflict in the Directorate. It would appear that a wide range of training solutions was suggested to effectively address the performance gap of “inefficient staff/lack of communication”. The proposed training solutions are: technical training workshops, career planning skills training, motivational training, diversity management training and participatory management training programmes. The implementation of a robust, rigorous and adequate technical skills improvement programme is critical and urgent in order to nurture a culture of efficiency and effectiveness among black middle managers.

In order to deepen the desired culture of effective performance in the Directorate, certain skills-related courses also need to be implemented, namely career planning, redeployment skills, feedback skills, auditing skills, motivational skills training and diversity management training, which were indeed identified by, 9 (14.51 %) out of 62 responses, The ability to systematically manage the feedback system will enable the managers to embark upon continuous performance improvement. This will have a positive effect on the technical competence of the employees. Also, auditing skills i.e., the ability to audit accounts, reports and any other relevant documentation timeously and accurately is indispensable. The Income and Cash Directorate is the custodian of primarily the income and cash of the organisation. If the managers are provided with these skills, they would proactively avoid maladministration and unethical conduct in the Directorate.

Motivational courses are also necessary to create and sustain a positive environment in which black middle managers can, in a consistent and constant manner, enthusiastically produce desirable results. It is suggested that motivational courses should have two interrelated

components, namely self-management and organisationally inspired motivation. Furthermore it should be noted that the Income and Cash Directorate is increasingly becoming diversified in manifold ways. It is therefore, necessary to equip managers with the requisite diversity management skills so that they can confidently deal with any diversity issue that they may face.

Other training solutions are necessary in terms of the institutionalisation of the performance culture within the Directorate. These are code of conduct training, redeployment skills training, participatory management and career planning skills training. A total of 28 (45.49 %) out of 62 responses linked the above-mentioned training solutions to the lack of product knowledge, lack of discipline and lack of knowledge of code of conduct. It is clear that there is a need for a refresher course on a code of conduct for the managers so that the enforcement of discipline can be easily managed. In addition, the managers need to be given the skills to spearhead the redeployment of resources in order to engender the optimal utilisation of resources in the Directorate.

Furthermore, all black managers should be trained on how to manage their careers as well as the careers of their subordinates. Lastly, black middle managers should be trained on how to create, maintain and sustain a participatory management culture, as this will bring about an inclusive, supportive and transparent work environment. Old management practices and styles are highly likely to alienate rather than empower the members of the organisation.

Regarding non-training solutions, it is quite clear that most of the identified performance gaps can be addressed through the implementation of an effective performance management system. Thus, a total of 4 (i.e. 23.52 %) out of 17 responses linked the performance gap “lack of enthusiasm/negative attitude towards work” to the non-training solution “implementation of a performance management system”. In addition, the poor attitude towards work and the demotivational effect could be addressed by the inculcation of interracial respect and tolerance.

A diversity management climate should be created by means of, for example, arranging a diversity lunch, interracial sporting activities, intercultural sessions, and forming teams that consist of people from different groups.

It should be noted that, historically, most of the black middle managers had never been appraised in terms of performance. It can therefore be argued that the existence of the lack of product knowledge can largely be attributed to the lack of a culture, of monitoring, upgrading and correcting performance in the Income and Cash Directorate. The Directorate needs to identify clear and specific key performance areas for each black middle manager, which should be followed by the development of specific and achievable workplace performance standards. Once everyone has endorsed the workplace performance standards, both the senior managers and the black managers should carry out a periodic assessment of performance. In this way the prevalence of poor product knowledge or the lack of technical skills would be proactively avoided.

Lastly, it is also important to develop a manual, which will facilitate the consistent and uniform

application of rules, procedures and policies in the Directorate. At present there is a tendency to apply the rules, procedures and policies inconsistently and should be counter checked whether the spirit and letter of the manual are strictly followed and applied. It was found that a total of 4 (23.52 %) out of 17 responses mentioned “consistent application of rules, procedures and policies” as one of the critical non-training solutions to improve the performance culture within the Directorate.

5.2 Recommendations

There is a need to systematise the training and development of the black middle managers in the Income and Cash Directorate of the City of Cape Town. In order for this effort to succeed, the factors briefly outlined below should be taken into account.

5.2.1 Implementation of the identified training and development strategy?

After the training and development solutions for the performance gaps have been identified, there is an urgent need to design a realistic training and development plan. The Director of the Income and Cash Directorate should schedule a meeting with all black middle managers to collectively design a training and development plan.

The training and development planning session should take the following aspects in consideration: listing of all the identified training and development needs, prioritisation of the training and development needs in terms of organisational objectives and their urgency; the identification of possible providers; the determination of costs; and the determination of scheduling dates, times and venues for the training. In order for the training and development plan to be effectively implemented, the Director of the Directorate should take ultimate and full responsibility for it.

5.2.2 Periodic review of the training and development implementation Plan

Once the training and development plan has been designed and implemented, there should be mechanisms to monitor and evaluate the effectiveness of the training and development plan. It is suggested that prior to the managers' attendance of the training and development course, their competency levels should be established. In other words, pre-testing of the manager's competencies should be carried out. During the course, the facilitator of the course should provide the Director of the Directorate with comprehensive and useful feedback on a person's performance. It should be noted that the training and development of the employees are not an end in itself. It is therefore important to undertake periodic reviews of the training and development needs that may emerge as a result of, inter alia, promotions, restructuring, alternative placements, redeployments, multi-skilling programmes and job redesigns.

5.2.3 Agreement on key performance areas and development of Workplace performance standards

There seems to be confusion in the Directorate around the “job descriptions” of managers. To remedy this, it is important that proactive measures be taken to clarify and agree on key performance areas of managers. A job profiling system could be used for this purpose. In addition, in order to assess the training and development of the managers accurately, specific and clear workplace performance standards need to be developed. In the absence of such performance standards, it will be problematic to establish the difference between what is and what should be the terms of performance.

Workplace performance standards setting committees should be formed to develop clear, specific, measurable and achievable performance standards in the Directorate. The development of workplace performance standards forms the basis for an effective performance management system in the Directorate.

5.2.4 Management of the performance of the managers

An offspring of workplace performance standards will be a performance management system in order to assess a manager's holistic key performance indicators. Currently (2003), there is no system to assess the manager's performance. It can be argued that a culture of receiving and giving performance feedback is critical. Without the execution of performance appraisal, it will be difficult to identify accurately and scientifically the training and development needs of the managers. One of the advantages associated with the implementation of a performance appraisal system is the design of a personal development plan for each employee. Contained in the personal development plan will be the training and development needs of the manager in this regard.

5.2.5 Attendance of a management development programme

The study found that 18 participants (50 %) of the total population stated that they have never attended a formal management development programme. If any manager is to be effective and efficient in his/her performance, there needs to be a planned and systematic approach towards the development of such a manager. The Directorate needs to source a provider that will run a management development programme for the black middle managers. The programme should focus on both the technical competencies and the people management skills areas of the manager's job.

5.2.6 Development of a mentorship programme

It was also found that more than half of the respondents (61 %) said that they do not have mentors. This therefore means that the culture of the transference of competencies is minimal. Mentors for managers need to be identified in order to improve their performance. It is important that once those mentors have been identified, they need to undergo a mentorship-training programme. The mentorship programme will have to be regularly reviewed to ensure its effectiveness.

5.2.7 Introduction of an induction system

Induction is a critical aspect of welcoming the employee into the organisation. In this study, it was found that almost half of the respondents (47.2 %) were not formally inducted into the organisation and a consequence is the inconsistent application of rules, policies and procedures in the Directorate. A formal, updated and cutting-edge induction programme should be developed and implemented in the Directorate. It should be emphasised that every new manager should undergo a compulsory induction programme. However, there is also a need for a re-induction programme for the existing managers, given the fact that the organisation has been undergoing enormous transformation and change processes.

5.2.8 Provision of an internal study allowance scheme

The last recommendation is that the current internal study allowance scheme should be extended to the black middle managers to enable them to pursue formal academic studies that are closely related and relevant to their operational objectives.

The study found that only 2 out of the 36 respondents acquired their qualifications through formal studies. Whilst the notion of workplace learning is supported by the current outcomes-based approach to education and training in South Africa, it should be re-emphasised that the acquisition of formal educational qualifications is of paramount importance. It is therefore recommended that special funds in terms of the internal study allowance scheme should be set aside to encourage a culture of “acquisition of formal educational qualifications”.

5.3 Conclusion

The lack of a planned and systematic approach to the identification of the training and development needs of black middle managers in the Income and Cash Directorate of the City of Cape Town has resulted in inefficient and ineffective execution of managerial activities on the part of certain black managers.

In addition, it has created feelings of despondency, demotivation and visionlessness on the part of the black middle managers. One of the changes that the Income and Cash Directorate should effect is ensuring that the training and development needs of the black middle managers are urgently implemented. The key question that the people developers are asking themselves has to do with the nature of the approach to be used, which would be both systematic and participatory, and facilitate a process of identifying the training and development needs of the black middle managers in organisations.

This study has argued that Hague's Model of Training Needs Analysis (Hague, 1973) is a crucial step forward if the Directorate is to ensure the development of black middle managers. Hague's Model (Hague, 1973) will:

- (i) Promote a culture of documenting the key performance areas in a clear, specific and developmental manner;
- (ii) Support the notion of developing workplace performance standards for each job family in a collective fashion; and
- (iii) Institutionalise the spirit and practice of the systematic determination of the training and development needs of managers, thereby reducing feelings of general unhappiness on the part of the employees.

However, factors such as the extension of an internal study allowance scheme to some black managers; the introduction of a mentorship programme; the development of a career-pathing policy; attendance of a language training programme by the black managers; implementation of a performance management system; the introduction of an induction programme for new employees and a re-induction programme for the existing employees; and the implementation of a diversity management programme should be vigorously undertaken in order for the training and development strategy aimed at the black middle managers in the Income and Cash Directorate to become a sustainable reality.

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APPENDIX 1

Branch Income and Billing Systems

The Branch consists of the following divisions:

Billing focuses on:

- a) Billing of accounts for rates and services, including water, electricity housing miscellaneous and responsibility for the rendering of accounts;
- b) Maintenance of property file data and other service data;
- c) Financial control of all services billed and ensuring that service financial data is recorded in the Council's books of account;
- d) Adjustments of rates accounts, demolitions and dealing with applications for "rates clearance", sale of council dwellings and levying rates for a council leased property;
- e) Dealing with all miscellaneous debits;
- f) Maintenance of the network and dealing with all the hardware and software;
- g) Requirements of the Directorate.

Cash and Motor Vehicles

Cash focuses on:

- a) Collection of all income as well as responsible for the infrastructure in relation to outside Cash Offices as well as receiving and banking of income from third party payments;
- b) The banking of all cash received together with its normal controls of cash and balancing;
- c) Overseeing, collection and banking of monies generated from sales of electricity for pre-paid meters;
- d) Counting and banking of income for parking meters and street collections;
- e) Performance of the paymaster function for the City of Cape Town in respect of cash paid for weekly and monthly paid employees.

Motor Vehicle Registrations has the following tasks:

- a) Performing the function of motor vehicle registrations and licensing of motor vehicles on behalf of the Provincial Administration of the Western Cape (PAWC);
- b) Ensuring that all the necessary controls are operative as well as the banking and accounting for all income generated from this function as well as the payment of monies collected to PAWC;
- c) Responsibility for the infrastructure and operation of outside offices.

Customer Services

The Branch consists of the following divisions, which have the responsibility for the various functions detailed.

Customer Care Division performs the following functions:

- a) Responsibility for the two telephone Call Centres dealing with ratepayer/consumer enquiries;
- b) Responsibility for the public counter dealing with ratepayer/consumer enquiries;
- c) Maintenance of the Ledger Adjustment function in relation to metered services as well as adjustments relating to all services;
- d) Responsibility for unidentified cash when payments are made via third parties, such as financial institutions, and not immediately credited to individual accounts;
- e) Responsibility for the implementation and maintenance of debit orders;
- f) Responsibility for processing applications in relation to the Council's scheme of granting rebates of rates to the elderly and the disabled.

Debt Management Division has the following functions:

- a) Responsibility for the timeous collection of outstanding debt for all services;
- b) Pursuing debts in terms of the Council's approved policy, i.e. disconnection of electricity and water supplies for defaulters;
- c) Pursuing the first stages of legal action;
- d) This includes the issue of summonses, taking judgements and issuing warrants of execution for the attachment of movable assets;
- e) Handing debts to the Legal Section of the Administrative Support Division for further action.

Administrative Support Division

The Administrative Support Division comprises four distinct sections. These include: admin support-, legal correspondence and exemption; and grant-in-aid for rates.

Administrative Support

- a) Responsibility for the maintenance of staff statistics, race and gender statistics, and staff movements;
- b) Co-ordinating various issues on a daily basis for the Directorate. This involves disseminating and collating information;
- c) Assisting the various divisions of the Directorate in relation to policy guidelines and the like;
- d) Responsibility for the monitoring of the Directorate votes on the operating budget;
- e) Approval / refusal of applications in relation to Assisted Wiring / Finance, Defects Liability Agreements / Guaranteed Mains Agreements (electricity and water), approval of sureties for approved council bursary applicants;
- f) Control of pool cars allocated to the Directorate.
- g) The Division Head is also responsible for the drafting of reports, some highly confidential, on a myriad of issues.

In view of the above functions this Directorate is involved in the three core components, which are essential for a sustainable Local Government Income System, namely:

1. Standard of services;
2. Tax and tariff structures, accounts and timeous billing; and
3. Provision of accessible payment points.

APPENDIX 2 PERFORMANCE GAPS AND CAUSES OF PERFORMANCE GAPS

	PERFORMANCE GAPS	CAUSES OF PERFORMANCE GAPS																									
		1	2	3	4	5	6	7	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	26	TOTAL	%	
1	Inefficient Staff / Lack of Communication	3	2	3	1		3		1							1	1									15	18.75
2.	Lack of Resources		1				1		1									1								4	5
3.	Lack of Product Knowledge / Performance Criteria		1	3	1				2	1	1	1	1			2	2				1					16	20
4.	Lack of Enthusiasm / Negative Attitude Towards Work	1	1	1	1			1	1	1	1	1	1				1				1				1	13	16.25
5.	Lack of Discipline			1						1	1	1														4	5
6.	Lack of Administrative / Technical Skills	1		1				2	1							1	2							1	9	11.25	
7.	Laziness / Do Not Give 100 %												1													1	1.25
8.	Lack of Management Exposure	1																								1	1.25
11.	Lack of Recognition		1	1			1		1								1	1								6	7.5
12.	Lack of Progress		1				1			1							1	1						1	6	7.5	
13.	Low Salaries																										
14.	Shortage of Staff								1				1													2	2.5
15	Diversity of Staff									1										1						2	2.5
16	Negative Attitude of Customers									1																1	1.25
Footnote:		EXPLANATION OF AVALUE NUMBERS OF CAUSES OF PERFORMANCE GAPSHagues' Model 36 respondents amounts to 80 responses in total																									

1. Poor Communication 2. Lack of transparency / Communication. 3. Demotivated Staff. 4. Lack of Career Planning. 5. Lack of Skills Development Plan. 6. Lack of Consistency in Policy.
7. Lack of Manpower. 10. Lack of Product knowledge. 11. Attitude of Different Culture Groups. 12. Workload. 13. Lack of Discipline. 14. Lack of Enthusiasm / Commitment. 15. Lack of Respect.
16. Laziness. 17. Lack of Performance Appraisal. 18. Lack of Training. 19. Lack of Recognition. 20. Negative Supervisor (Technical Staff). 21. Lack of co-ordination. 22. Lack of Incentives
3. Lack of Funds. 24. Lack of Technical Skills. 26. Lack of Diversity Management.

APPENDIX 3 PERFORMANCE GAPS AND TRAINING SOLUTIONS

V A L U E	PERFORMANCE GAPS	TRAINING SOLUTIONS														TOTAL	%
		1	2	3	6	8	9	10	11	13	14	15	22	23			
1	Inefficient Staff / Lack of Communication	5	1	5						1		2			14	22.58	
2.	Lack of Resources			1		1		1							3	4.83	
3.	Lack of Product Knowledge / Performance Criteria	2		5		1				1	1				10	16.12	
5.	Lack of Enthusiasm / Negative Attitude Towards Work	2		5		1					1				9	14.51	
6.	Lack of Discipline	2		2											4	0.06	
7.	Lack of Administrative / Technical Skills	2	1	4		1									8	12.90	
9.	Laziness / Do Not Give 100 %			1											1	1.61	
10.	Lack of Management Exposure			1											1	1.61	
11.	Lack of Recognition			2											2	3.22	
12.	Lack of Progress	1		2											3	4.83	
13.	Low Salaries			1	1							1			3	4.83	
16.	Shortage of Staff			1											1	1.61	
17.	Diversity of Staff			1		1									2	3.22	
18	Negative Attitude of Customers			1											1	1.61	
Footnote:		EXPLANATION OF AVALUE NUMBERS OF TRAINING SOLUTIONS Hagues' Model														36 respondents amounts to 62 responses in total	
1. Technical Training Workshops and Courses. 2. Participative Management. 3. Career Planning. 6. Auditing Skills Course. 8. Optimal Utilisation of Staff (Redeployment Skills). 9. Reward Management and Performance Appraisal Skills. 10. Feedback Skills. 11. Placement Skills Course. 13. Product Knowledge Skills. 14. Code of Conduct Course. 15. Motivational Training Course and Diversity Management Course. 22. On-the-Job Training (using manuals). 23 and 24. Political Education and Councillor Development Course.																	

APPENDIX 4 PERFORMANCE GAPS AND NON-TRAINING SOLUTIONS

V A L U E	PERFORMANCE GAPS	NON-TRAINING SOLUTIONS									
		1	2	3	4	5	6	7	8	TOTAL	%
1	Inefficient Staff / Lack of Communication	2								2	11.76
2.	Lack of Resources				1					1	5.88
3.	Lack of Product Knowledge / Performance Criteria		2							2	11.76
5.	Lack of Enthusiasm / Negative Attitude Towards Work		3		1					4	23.52
6.	Lack of Discipline		1							1	5.88
7.	Lack of Administrative / Technical Skills	1	1			1				3	17.64
9.	Laziness / Do Not Give 100 %				1					1	5.88
10.	Lack of Management Exposure										
11.	Lack of Recognition										
12.	Lack of Progress										
13.	Low Salaries				1					1	5.88
16.	Shortage of Staff										
17.	Diversity of Staff				1	1				1	5.88
18	Negative Attitude of Customers				1					1	5.88
Footnote:		EXPLANATION OF □VALUE NUMBERS OF NON-TRAINING SOLUTIONS□ 36 respondents amounts to 17 responses in total									
1. Consistent Application of Rules, Policies and Procedures. 2. Inter-racial Respect and Tolerance. 3. Team Building Strategy. 4. Implementation of a Performance Management System. 5. Self Empowerment on the Job. 6. Employ Additional Staff. 7. Introduction of Attractive Remuneration Packages. 8. Building of Good Relations between the Staff and Politicians.											

APPENDIX 5

THE IDENTIFICATION OF TRAINING NEEDS FOR BLACK MANAGERS IN THE CITY OF CAPE TOWN

1. What is your job designation?.....
2. What is your race?_.....
3. What is your gender?.....
4. Indicate your working career path since you started to work after you finishing school.

Year	Institution you work (ed) for	Position / rank	Time in position	Main function / task

5. Describe your main daily function in one sentence. (Remember, not your job description, or position but what you actually do)
.....

6. What contributes mostly to your working skills related to your job?

Source of my skill	% Contribution
Informal training	
formal	
Internal training courses	
Formal private training	
Courses at own expense	
Other (describe)	

7. Length of service with the City Of Cape Town -----years.

8. What do you consider to be your strongest point in doing your job well?

.....

9. Describe the work you do in one sentence.

.....
.....
.....

10. How informed do you consider yourself about your key performance areas?

Well informed	1
Somewhat informed	2
Not Informed	3

10.1.1 If “well” or “somewhat informed”, what are your key performance areas?

.....
.....
.....

11. How informed are you about the workplace performance standards for what you do?

Well informed	1
Somewhat informed	2
Not Informed	3

11.1 If “well” or “somewhat informed” what are the workplace performance standards for what you do?

.....
.....
.....

12. Are there any gaps in performance?

Yes	1
Unsure	2
No	3

12.1 If “yes” or “unsure”, describe them.

- 1.....
- 2.....
- 3.....

12.2 What do you think are the main causes for the gaps in performance?

- 1.....
- 2.....
- 3.....

12.3 What do you think are possible training solutions for the performance gaps that you identified?

- 1.....
- 2.....
- 3.....

12.4 Explain / describe

- 1.....
- 2.....
- 3.....

12.5 Can you think of any non-training solutions to overcome the performance gap?

Yes	1
Unsure	2
No	3

12.6 If “yes” or “unsure”, explain/describe

-
-
-

13. Have you ever been formally inducted to the department/organisation?

Yes	1
No	2

13.1 If “yes”, what did it entail?

.....

14. Have you ever been performance managed?

Yes	1
No	2

14.1 If “yes”, describe briefly.

.....

15. Have your training needs in general been identified and addressed?

Yes	1
Unsure	2
No	3

15.1 If yes or unsure, describe briefly what training needs do you still have?

15.2

.....

16. Have you ever attended a management training plan/programme ?

Yes	1
No	2

17 Do you have a mentor for the work you do?

Yes	1
No	2

18 Are you aware of any support mechanisms available to enable you to improve or enhance performance?

Yes	1
Unsure	2
No	3

19 Have you ever been promoted?

Yes	1
No	2

20 Are you aware of any performance management system that is in place?

Yes	1
Unsure	2
No	3

21 What do you think are the most critical areas requiring development?

- 1.....
- 2.....
- 3.....

22 Is there any form of unfair discrimination in the environment you are working in?

Yes	1
Unsure	2
No	3

23 Is the environment in which you are working user friendly?

Yes	1
Unsure	2
No	3

24 What are the positive and negative factors impacting on your performance?

Positive factors

- 1.....
- 2.....
- 3.....

Negative factors

- 1.....
- 2.....
- 3.....

25 Name the skills you have had prior to occupying the current position

- 1.....
- 2.....
- 3.....

26 Were those skills utilized?

Yes	1
No	2

27 How were those skills utilized?

- 1.....
- 2.....
- 3.....

THANK YOU VERY MUCH FOR YOUR COOPERATION